



600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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Wednesday, May 5, 2021

12:30 PM

<https://us02web.zoom.us/j/89951561451?pwd=b001SE1yV3ZjZUxSUHFlcGhNdkdTQT09>  
or 253-215-8782, 346-248-7799  
Meeting password: 983740

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### Joint Metropolitan Exposition Recreation Commission/Council Work Session

Please note: To limit the spread of COVID-19, Metro Regional Center is now closed to the public. This work session will be held electronically. You can join the meeting on your computer or other device by using this link: <https://us02web.zoom.us/j/89951561451?pwd=b001SE1yV3ZjZUxSUHFlcGhNdkdTQT09>. If you wish to attend the meeting, but do not have the ability to attend by phone or computer, please contact the Legislative Coordinator at least 24 hours before the noticed meeting time by phone at 503-797-1916 or email at [legislativecoordinator@oregonmetro.gov](mailto:legislativecoordinator@oregonmetro.gov).

#### 12:30 Call to Order and Roll Call

#### Work Session Topics:

12:40 Metropolitan Exposition Recreation Commission (MERC) [21-5550](tel:21-5550)  
Update

Presenter(s): Karis Stoudamire-Phillips, Metro

12:45 Strategic Framework-How we will Build Back Better [21-5551](tel:21-5551)

Presenter(s): Marissa Madrigal, Metro

Attachments: [Staff Report](#)  
[Attachment 1](#)

1:00 Expo Development Opportunity Study [21-5552](tel:21-5552)

Presenter(s): Paul Slyman, Metro  
Hillary Wilton, Metro

Attachments: [Work Session Work Sheet](#)  
[Attachment 1](#)

2:05 Chief Operating Officer Communication

2:15 Councilor Communication

2:30 Adjourn

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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**Metropolitan Exposition Recreation  
Commission (MERC) Update**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, May 5, 2021

**Strategic Framework-How we will Build Back Better**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, May 4, 2021



## METRO STRATEGIC FRAMEWORK

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Date: May 5, 2021  
Department: Office of the Chief Operating Officer  
Meeting Date: April 6, 2021

Prepared by: Val Galstad, 406-531-8366,  
[val.galstad@oregonmetro.gov](mailto:val.galstad@oregonmetro.gov)  
Presenters: Marissa Madrigal, Chief Operating Officer  
Length: 20 minutes

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### ISSUE STATEMENT

Before the pandemic, Metro Council gave direction to the Chief Operating Officer (COO) to begin the process of composing a strategic plan for Metro. This work began in fall 2020 with a series of workshops with Metro Councilors and the COO to set priorities for the agency.

After these discussions, the COO began developing a strategic framework for decision making. At a January Metro Director's retreat, three key values were identified: Public Service, Safety, and Resilience. At a follow-up retreat in February, we examined the problem statement and zeroed in on two main commitments of a strategic framework to guide us through 2024: **Keeping Our Promises and Building Back Better**.

The pandemic, demands for racial justice, wildfires and economic crisis have impacted Metro unevenly. In areas with stable revenue sources, operations are stable and often growing. But in areas where revenue is dependent on economic activity, operations have been dramatically cut and shut down.

Metro leadership finds itself in a place where it must support two vastly different courses of action while meeting an unbending imperative 1) Making good on hopeful promises with a financial tailwind in Housing, Parks, and Solid Waste, and 2) Rebuilding business and economic activity with a financial headwind in the MERC Venues and the Zoo. And, while keep our promises and rebuilding, Metro must boldly rethink and reimagine its public service to center and advance those who have been historically, systematically and intentionally disadvantaged.

Amidst ever-changing and growing regional challenges an outcome-driven, decision making framework will support Metro to recover from this devastating year, build back better and keep our promises to greater Portland.

### ACTION REQUESTED

Metro's Chief Operating Officer and Senior Leadership Team are seeking feedback and guidance on problem statement, commitments and guiding principles.

## **IDENTIFIED POLICY OUTCOMES**

A strategic framework will guide decision making to ensure alignment with Metro Council and the Metropolitan Exposition Recreation Commission's (MERC) vision for regional recovery and growth.

## **POLICY QUESTION(S)**

Does Metro Council agree with the problem statement outlined in Exhibit A?

Do the commitments, values and principles outlined in the framework align with Metro Council and MERC's vision for regional recovery and growth?

Does this framework capture all of the areas how and where Metro can apply these values and principles?

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Provide feedback and additional context on strategic framework. MERC and Council discussion will drive next steps on framework development. With direction, COO will immediately apply the framework to day-to-day decision-making and implementation of the FY21-22 budget.

## **STAFF RECOMMENDATIONS**

N/A

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

Metro's Strategic Framework will directly influence future strategic planning. The framework is being developed as a first step in that process which can immediately be put to use to drive decision making. Senior Leadership will utilize this framework to ensure strategic investment of the FY21-22 budget, ensuring Metro's actions and programmatic decisions advance the commitment to keep our promises and build back better.

Racial justice is a guiding principle in the Metro Strategic Framework along with climate justice, resilience and shared prosperity. The framework will direct decision-making with the express intent of advancing Metro's racial equity and climate action goals.

## **BACKGROUND**

In December 2020, newly elected and currently seated Metro Councilors met with the Chief Operating Officer and Chief Financial Officer to discuss impacts to Metro's operations by the COVID-19 pandemic, the 5 year financial forecast and Council priorities. Metro Council reaffirmed existing priorities and asked for consideration of additional priorities at this meeting. Council expressed a desire to refine and explicitly outline priorities. They emphasized the need to prioritize climate action to underpin every decision Metro makes,

much like with racial equity. Council also expressed a strong desire to deliver on promises to voters in affordable housing, supportive housing and parks investments.

Following this meeting, the COO continued to work with Tobey Fitch and the Senior Leadership Team to develop the Metro Strategic Framework based on the priorities and desires expressed by Council. Metro Council was presented the latest draft of this framework at work session on April 6, 2021. On May 5, 2021 Metro COO will present this framework at the joint MERC/Metro Council

## **ATTACHMENTS**

Exhibit A to the Staff Report: contains problem statement, commitments, guiding principles and Metro's roles

[For work session:]

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



## Discussion Draft: Strategic Framework Proposal

### PROBLEM STATEMENT

#### Where we are

Before the pandemic, Metro Council gave direction to the Chief Operating Officer (COO) to begin the process of composing a strategic plan for Metro. Metro had recently staked its reputation on a bold regional vision, committing to a significant expansion of its role in affordable housing, homeless services, parks and nature and garbage and recycling. The Regional Investment Strategy (RIS) resulted in three successful tax measures to expand parks and natural areas, affordable housing and supportive housing services. The Regional Solid Waste Plan set aggressive targets to transform the solid waste industry and address racial equity and climate change. At the time, these investments were viewed as a chance to finally get on top of long-standing regional gaps in resources and services.

However in March 2020, the COVID-19 pandemic disrupted what appeared to be a clear path to implementation. When Oregon Governor Kate Brown issued her first shut-down order, Metro was rocked by a near complete freefall in revenues at its venues (Portland Expo, Portland's Centers for the Arts, Oregon Convention Center and the Oregon Zoo). Multiple rounds of employee lay-offs and budget adjustments rippled through the organization for most of 2020 as what was anticipated to be a short term shut-down unfurled into months and exceeded all worst case financial scenarios. The financial devastation devoured institutional capacity as Metro made multiple bids to cut spending fast enough and deep enough to survive with critical operations and services intact.

With multiple tax measures on the November 2020 ballot and amidst historic unemployment, a fourth leg of the RIS, a transportation measure, on the ballot mid-pandemic, failed to overcome questions about whether the timing was right for a new tax burden of this size and type. But even in this most crushing climate, returns and community engagement signaled trust and support for Metro to lend its regional thinking to this ever-growing and pressing problem.

At the same time, the problems Metro had committed to help solve were growing with alarming speed. The pandemic's job losses hit the communities Metro had committed to center, falling disproportionately on women, Black, Indigenous, Latinx, Pacific Islander and low-income families.<sup>1</sup> In fact, the pandemic has both widened gaps in housing and homeless services as it has introduced a high-uncertainty environment into the implementation. It is unlikely that current investment levels will be enough under these circumstances. The pandemic has also clearly demonstrated how susceptible our community, and people of color in particular, is to poor air quality and the associated increased risk of COVID-19. Our region is experiencing the impacts of the climate crisis, most notably in the form of more frequent and devastating/severe wildfires and some of the highest rates of heat island effect in the country. This has called into question existing strategic plans – Are they still relevant? Do they still speak to the needs of the region? Can we afford them? Or have things shifted so fundamentally that we need to start anew?

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<sup>1</sup> <https://portlandalliance.com/2021>

In the haze of the pandemic, wildfires, the fight for Black Lives, Metro's lofty set of six desired outcomes<sup>2</sup> at times feels more out of reach and unattainable than ever. Many in our community are fighting for their lives or their businesses and they are focused singularly on survival. At some point, we need to begin a path to recovery, but the timing is dependent on efficacy of vaccines, distribution and many other factors that are outside Metro's control.

To further complicate matters, we know that pandemic-era efforts to address racial disparities in health and economic outcomes related to the virus largely failed. Therefore, there is a real risk that the path to recovery will also strand people of color and small and emerging businesses in survival mode, or worse. As a regional government in service of the public, Metro must ensure that its actions do not contribute to these disparities, and in fact, should lead and actively contribute to correcting them where ever possible. While at the same time making good on the bold promises it has made to contribute thousands of units of affordable housing; direct hundreds of millions of dollars to get chronically homeless people into housing; expand and protect parks and critical habitat; and divert waste from landfills and reduce greenhouse gases.

## Challenges and choices to make

If we could climb to the top of the spires of the Oregon Convention Center and look out at our region and Metro, what would we see? Most likely Metro looks like a patchwork of services built up over different periods of time. And, just like our larger society, we would see an uneven landscape of impacts from the pandemic and very different investment needs amongst our programs and services. Where revenues were secured by stable sources like fees, property taxes or new taxes – operations are stable to growing. Where revenues were dependent on economic activity and large gatherings – operations have been dramatically cut or shut down.

However, most of those stable revenues come with hefty promises that we've only just begun to make good on – and the political heat and pressure is already turned all the way up. Most of our Visitor venues face a long, uphill battle to attract the shows and business that keep our region teeming with visitors and economic activity.

Metro leadership finds itself in a place where it must support two vastly different courses of action while meeting an unbending imperative 1) Making good on hopeful promises with a financial tailwind in Housing, Parks, and Solid Waste, and 2) Rebuilding business and economic activity with a financial headwind in the MERC Venues and the Zoo. AND, while we keep our promises and rebuild, Metro must boldly rethink and reimagine its public service to center and advance those who have been historically, systematically and intentionally disadvantaged.

## What do we do?

While we can define a universal set of strategic values to guide our work across the organization, the stance, focus, opportunities and challenges on the tailwind side of Metro will be very different than those we need on the headwind side. This means that centrally, in the Council and COO's Office and in Support Services, we need to maintain capacity to support all the activities and be very clear

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<sup>2</sup> **Metro's Vision**

"People live, work and play in **vibrant communities** where their everyday needs are easily accessible. Current and future residents benefit from the region's **sustained economic competitiveness and prosperity**. People have **safe and reliable transportation choices** that enhance their quality of life. The region is a **leader on climate change**, minimizing contributions to global warming. Current and future generations enjoy **clean air, clean water and healthy ecosystems**. **Equity** exists relative to the benefits and burdens of growth and change to the region's communities." - Metro's Six Desired Outcomes

about which space we're working in and when. For our Visitor venues in particular, it will be crucial that Metro leadership demonstrate its commitment to these beloved cultural institutions by recognizing and accounting for the extreme challenges they have experienced and will continue to experience in the coming years.

Both parts of the organization can still move toward a more just, equitable metro region, but one will be doing so through creation and growth of new programs and systems, while another will be doing so through the rebuilding and renewal of previously existing programs and systems. Using a home-building analogy, parts of Metro are building a new home, with a fresh mortgage loan, able to design the systems from scratch. Our Visitor venues will be scraping together the revenue to repair damage and rebuild what were existing, mature operations in an environment of fierce competition and pressure. Application of our values will look different in each area.

Three key values were identified at Metro Director's retreat in January: Public Service, Safety, and Resilience. At a follow-up retreat in February, we examined the problem statement and zeroed in on two main commitments of a strategic framework to guide us through 2024:

### **Committing to keeping our promises and building back better**

How we keep our promises and build back better should be guided by our values – Safety, Public Service, and Resilience. We embody those values through organization-wide guiding principles<sup>1</sup> that define the meaning and scope of those values: Racial Justice, Climate Justice and Resilience, and Shared Prosperity. For example, there is no “safety” for Black, Indigenous, Latinx, Asian, and Pacific Islander peoples without operationalizing racial justice to prevent harm and create belonging. Providing Public Service must include all people in our community, through a targeted universalism<sup>3</sup> approach to ensure that people situated in different positions in society because of institutionalized racialism can access the same opportunities and benefits as their privileged counterparts. And finally, we commit to building resilience by committing to a Shared Prosperity, in which the burden of cost and the benefits of growth are examined and distributed in a racially and economically just way.

***Racial Justice:*** “Operationalizing racial justice means reimagining and co-creating a just and liberated world and includes: understanding the history of racism and the system of white supremacy and addressing past harms, working in right relationship and accountability in an ecosystem (an issue, sector, or community ecosystem) for collective change, implementing interventions that use an intersectional analysis and that impact multiple systems, centering Blackness and building community, cultural, economic, and political power of Black, Indigenous, and other People of Color (BIPOC), and applying the practice of love along with disruption and resistance to the status quo.” – *Operationalizing Racial Justice, 2019*<sup>4</sup>

***Climate Justice and Resilience:*** Communities of color now live on the frontlines of the climate crisis and experience the worst impacts of it, while those with power and privilege remain relatively protected and resourced to respond to a changing world. Tackling the climate crisis requires confronting racial inequity and working toward climate justice through a racial justice lens. As we recover, we can seize this opportunity to implement climate solutions and transform our systems to foster resilience, health and equity.

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<sup>3</sup> **Targeted universalism** means setting universal goals pursued by targeted processes to achieve those goals. <https://belonging.berkeley.edu/targeteduniversalism>

<sup>4</sup> [http://www.mpassociates.us/uploads/3/7/1/0/37103967/operationalizing\\_racial\\_justice\\_-\\_np\\_edition.\\_mpassociates.\\_final\\_draft\\_aug\\_20.pdf](http://www.mpassociates.us/uploads/3/7/1/0/37103967/operationalizing_racial_justice_-_np_edition._mpassociates._final_draft_aug_20.pdf)

**Shared Prosperity:** “ensures that the benefits of economic growth are widely shared and distributed equitably across racial and gender groups. While the specific approach of each city is unique, there are three common principles that underlie the strategies to ensure shared prosperity in cities:

- Continuously creating new, high-quality opportunities for workers and businesses in an expanding nation;
- Increasing economic mobility for individuals and families while narrowing significant disparities by race, ethnicity, and gender; and
- Building and supporting communities where all residents can experience a high quality of life and actively participate in charting their local future.”<sup>5</sup> – *Brookings Institution*

These principles should guide our work at all levels – leadership, departmental, programmatic. They should also inform our role as an employer, investor, policy maker, convener, collaborator, influencer, regulator, operator, and service provider.

## Next steps

Consult Metro Council on the problem statement, two commitments and three high level guiding principles at the Tuesday, April 6 Work Session. With the Council’s direction, immediately apply the framework to day-to-day decision-making and work with departments to create high-level department specific goals in service of the framework to be presented as part of the department’s FY 22 budget presentations.



<sup>i</sup> These are placeholder definitions for discussion purposes

<sup>5</sup> <https://www.brookings.edu/research/building-shared-prosperity-in-americas-cities/>

**Expo Development Opportunity Study**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, May 5, 2021



Metro Council/MERC Commission Joint Meeting  
EXPO DEVELOPMENT OPPORTUNITY STUDY UPDATE

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Date: April 23, 2021  
Department: COO/Venues  
Meeting Date: May 5, 2021

Prepared by: Paul Slyman,  
[Paul.Slyman@oregonmetro.gov](mailto:Paul.Slyman@oregonmetro.gov)  
Presenter(s): Paul Slyman and Hillary  
Wilton  
Length: Approx 1 hour

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### **ISSUE STATEMENT**

We are pleased to have the third joint discussion between Metro Council and the Metropolitan Exposition Recreation Commission (MERC) regarding the Metro Expo Center Development Opportunity Study (DOS). Previous discussions were held during the September 4, 2019 and September 3, 2020 Joint Meetings of Metro Council and the Commission.

Over the last eight months, and specifically since early March, we have received valuable input from Metro Council and MERC as well as key stakeholders in communities with ties to the Expo property including:

- The Japanese American community with historical connections to the property subsequent to the internment by executive order that occurred at the then Portland Assembly Center;
- The African American community with connections to the site through Vanport;
- The urban Indigenous community and Tribal governments with historical and ongoing connections to the site and Columbia River and through Vanport;
- The client and business community.

This outreach and engagement has informed and evolved the Guiding Principles that will provide structure for evaluating potential future scenarios. We also conducted four community conversations in March where stakeholders including other stakeholders who contributed to the process: market and subject matter experts, providing additional input.

### **A look to the Future**

The goal of this project remains consistent with Council's original direction, to develop potential futures for the Expo Center site that achieve several core principles: maximize community benefit, ensure long-term financial sustainability, and honor the historical and cultural legacy of the site and surrounding area. At the conclusion of this process, Metro leadership will be provided with several future scenarios that could shape the future of the Expo Center site in service of these core principles.

### **ACTION REQUESTED**

Discussion of specific policy-related questions to shape documents for Metro's Request for Information solicitation.

## **IDENTIFIED POLICY OUTCOMES**

N/A

## **POLICY QUESTION(S)**

Questions discussed in the 5/5 Metro Council MERC Commission joint meeting will address topics of:

- Community Engagement
- Operational Oversight
- Long and short time financial outlooks
- Desire for future updates

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Questions related to the above topics offer a variety of options for Council and Commission to consider and provide feedback and direction to staff.

## **STAFF RECOMMENDATIONS**

N/A, seeking staff direction for development of RFI documents

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The Development Opportunity Study remains focused on the long-term potential of the center and property.

- The project is served by a Steering Team with representation from Metro Council and MERC (Councilor Christine Lewis, Commissioner Damien Hall, Commissioner Deidra Krys-Rusoff, Andrew Scott, Matthew Rotchford), Project Sponsor Paul Slyman, Project Manager Hillary Wilton and a Project Team (Matthew Rotchford, Alicia Crawford, Heather Back, Ramona Perrault, Nick Christensen, Chuck Dills, Katie McDonald and Amy Nelson), a Venue Team (Hillary Wilton, Venue Staff, Peter O'Loughlin and Dave Nielsen (Expo clients and members of the Expo Advisory Committee)) and a Real Estate Technical Advisory Team (Jonathan Williams and Brian Moore)
- The consultant scope work for the main study is funded in this year's budget however it does not include a formal proposal process.
- There is particular concern from the business and client community -- some of whom have testified to Metro Council in the past year -- that the venue will be negatively impacted by the study.
- There is additional concern from the community that engagement with key stakeholders is not sufficiently inclusive of community interest in the study.
- The current process includes some analysis of potential economic impacts but comprehensive economic impact studies of each scenario are not scoped or funded for this project.

## **BACKGROUND**

At the request of Metro Council, the Portland Expo Center Development Opportunity

Study was launched in 2019 to assess the value and opportunities for the greatest public benefit of the 53-acre Expo property and venue. Despite the hard work, flexibility, and innovation of our team of professional staff, Expo has significant capital needs and no identified funding source to meet these needs over time. This study will identify development options that could complement, support or replace the current event center's operations.

Any analysis about the future of Expo must begin with a decision to either hold, or sell the site. During the March 2, 2021 work session, staff and consultants presented Metro Council with potential future scenarios in the following categories:

- Sell and Invest-- a market-based strategy to leverage the current strength of the industrial market and redirect sale proceeds towards community benefits elsewhere;
- Hold and Replace-- a market-based strategy which would leverage the unique size and locational strengths of the site while allowing Metro to maintain ownership of the site;
- Hold and Repurpose-- an opportunity to leverage the existing structures to provide much-needed, low-cost space to a mix of users; and
- Hold and Complement-- an opportunity to expand use of Expo facilities while maintaining some level of current venue functions.

Note: all of the above scenarios could be for all or part of the Expo project.

Each future scenario comes with distinct advantages and disadvantages. Council directed project staff to prioritize potential “Hold” scenarios over the Sell and Invest scenario and to begin assembling documents to advertise these Hold opportunities to the community and market to gauge interest and ideas for the future of Expo. Staff shared this direction with MERC Commissioners at their May 3, 2021 meeting.

Staff have examined the Request for Information (RFI) possibilities internally and conducted outreach to other professionals in establishing baseline documents that will provide guidance to interested parties who may wish to submit information, or partner with other submittals, in response to the eventual solicitation.

Best practices in developing RFI documents include establishing as many guideposts as possible to ensure respondents have clarity and evaluation is straightforward. Staff will be primarily utilizing the community-developed Guiding Principles for this purpose, and have several questions to pose to Council and MERC Commission to more accurately develop Metro’s RFI solicitation package.

## **ATTACHMENTS**

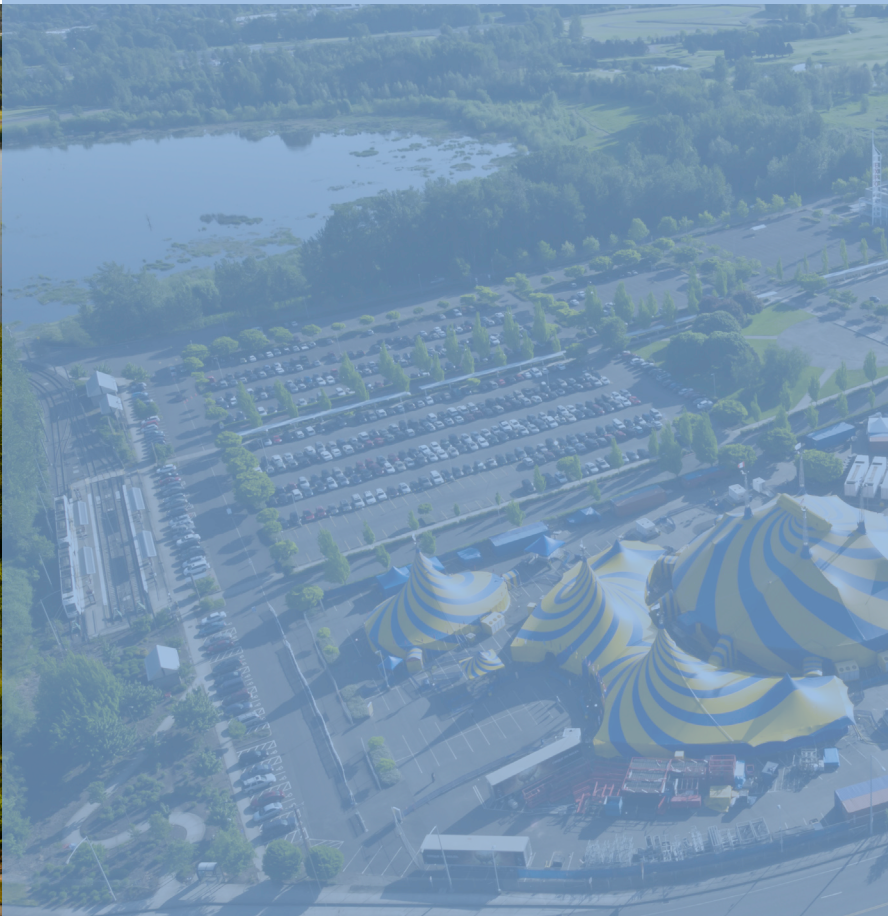
Expo Dos Reference Guide

[For work session:]

- Is legislation required for Council action? ☐ Yes ☒ No
- If yes, is draft legislation attached? ☐ Yes ☐ No
- What other materials are you presenting today? Powerpoint slides

# DEVELOPMENT OPPORTUNITY STUDY

## POTENTIAL SCENARIOS: REFERENCE GUIDE



**FEBRUARY 2021**

Prepared by:







# HOW TO USE THIS PDF:

- Review the brief Project Background, draft Guiding Principles, and Project Framework (pages 3 to 5) to gain some basic project context.
- Review the Four Primary Paths Forward: Sell & Invest, Hold & Replace, Hold & Repurpose, Hold & Complement (pages 6 to 8). Potential Scenarios each fit into one or more of these paths.
- Review the summary of each Theme and its potential Scenarios (guides on pages 9 to 11) and evaluate how well the options might fulfill the project's Guiding Principles.

## SCENARIO OPTION LIBRARY:

The project team developed an online desktop and mobile application that may be used in conjunction with this Reference Guide. The app provides additional details on scenarios and lays out evaluation criteria not discussed in this document. It also allows users to take notes that will help facilitate future discussions. Access the Scenario Option Library here: <https://expodosproject.glideapp.io/>

## PROJECT BACKGROUND

### WHAT IS THE DEVELOPMENT OPPORTUNITY STUDY?

The Portland Expo Center is a venue that hosts a variety of regional events and tradeshows. Metro is currently engaged in a study to analyze the potential options that the Expo Center facility and site can continue to bring benefit to all stakeholders and the broader region.

The purpose of the Development Opportunity Study (DOS) is to explore the potential future options/scenarios the Expo Center facility and site could pursue to continue broad and sustainable benefit. It is important to note that many of the scenarios presented in this document could be complementary to current venue operations.

### WHAT IS THE PROJECT PURPOSE?

- Understand stakeholder desires and aspirations related to the Expo site
- Establish a baseline understanding of the market value of the Expo property
- Identify up to five viable future options that could complement, support, repurpose, or replace the current events center operations
- Evaluate options based on this project's Guiding Principles
- Create a decision-making framework to allow Metro Council to assess potential future scenario options, impacts, and prioritize actions

## PROJECT TIMELINE



#### INDIGENOUS COMMUNITY AND TRIBAL CONVERSATIONS AND INPUT

Purpose: To understand historical and cultural significance and update Guiding Principles

ONGOING

Create List of Future Scenarios (up to 12) & draft Evaluation Criteria

Refine the List of Future Scenarios (up to 5) prioritizing by Evaluation Criteria & Guiding Principles

Analyze and add more detail to the refined list of Future Scenarios (up to 5)

Present final Future Scenarios to Metro Council. Framework will allow Metro Council to prioritize next steps.

JANUARY - MARCH

MAY

JUNE

#### AGENCY & STAKEHOLDER MEETINGS

Purpose: To review Future Scenarios and Evaluation Criteria in order to create refined list. Meetings includes DOS Steering Team, MERC, Metro Council, and 2 sets of Community Conversation meetings (Feb & March) with key stakeholders and partners.

#### VIRTUAL OPEN HOUSE

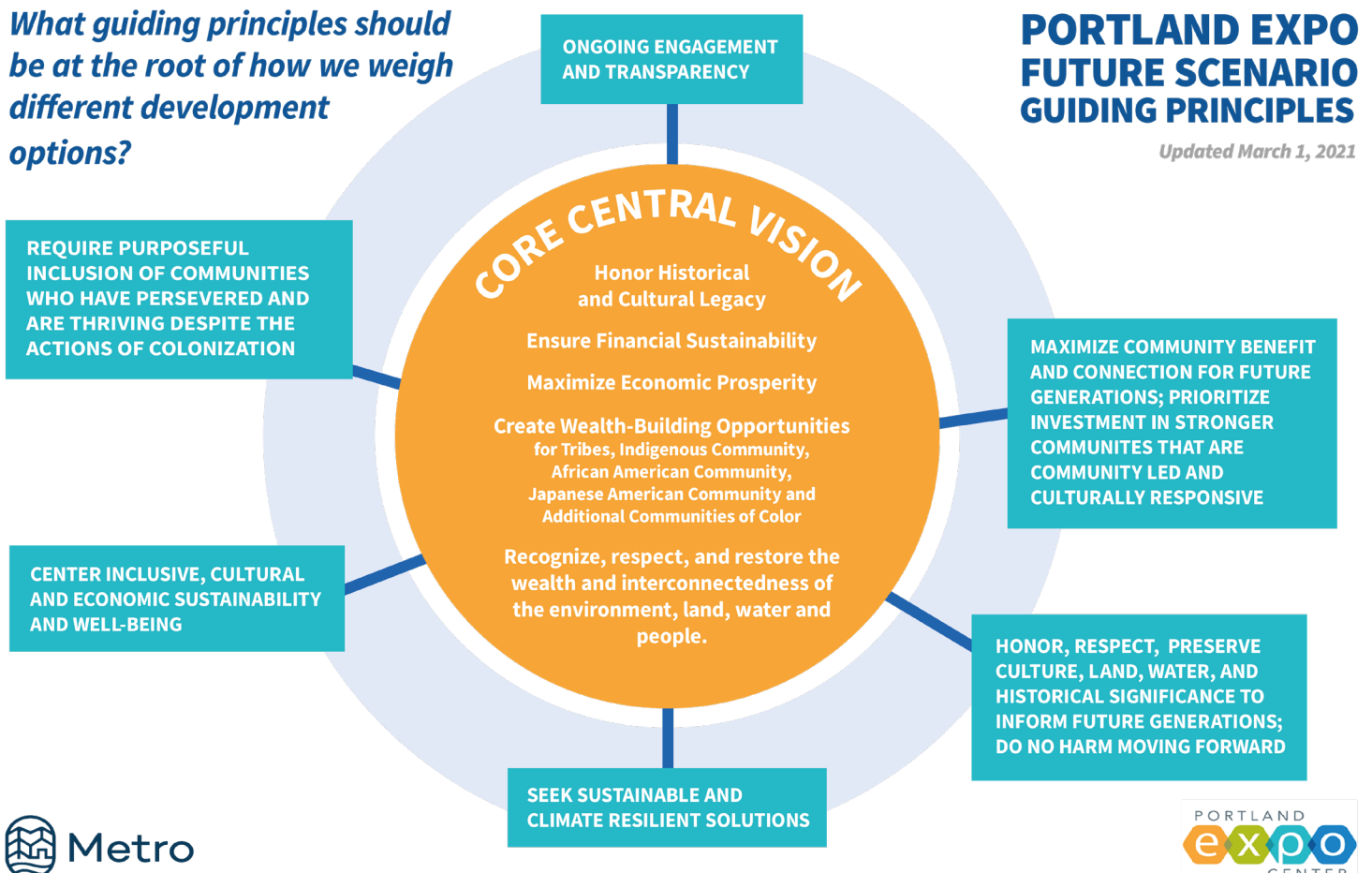
Purpose: To review and provide feedback on the final set of Future Scenarios.



## DRAFT GUIDING PRINCIPLES

The Draft Guiding Principles in the graphic below have been developed through an iterative process over a series of stakeholder engagement meetings. They may continue to be updated or added to throughout the life of the project. Future scenarios considered on this site will be evaluated through the lens of these Guiding Principles and their ability to meet them.

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





## PATHS



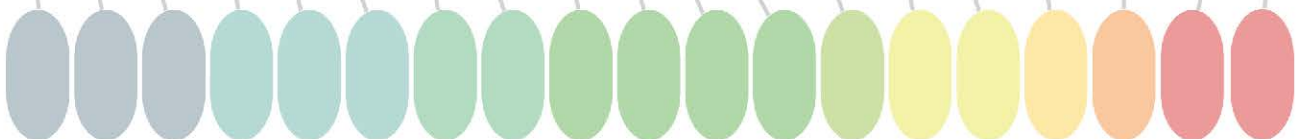
Any decision about the future of the Portland Expo site must begin with the choice to either hold or sell the site—and, if holding, whether to repurpose existing buildings, add new buildings on unbuilt portions of the property, or replace existing structures in order to build others for new uses. Many Scenarios put forth at this point in the study could accommodate more than one of these four options—or some combination of multiple Paths.

## THEMES

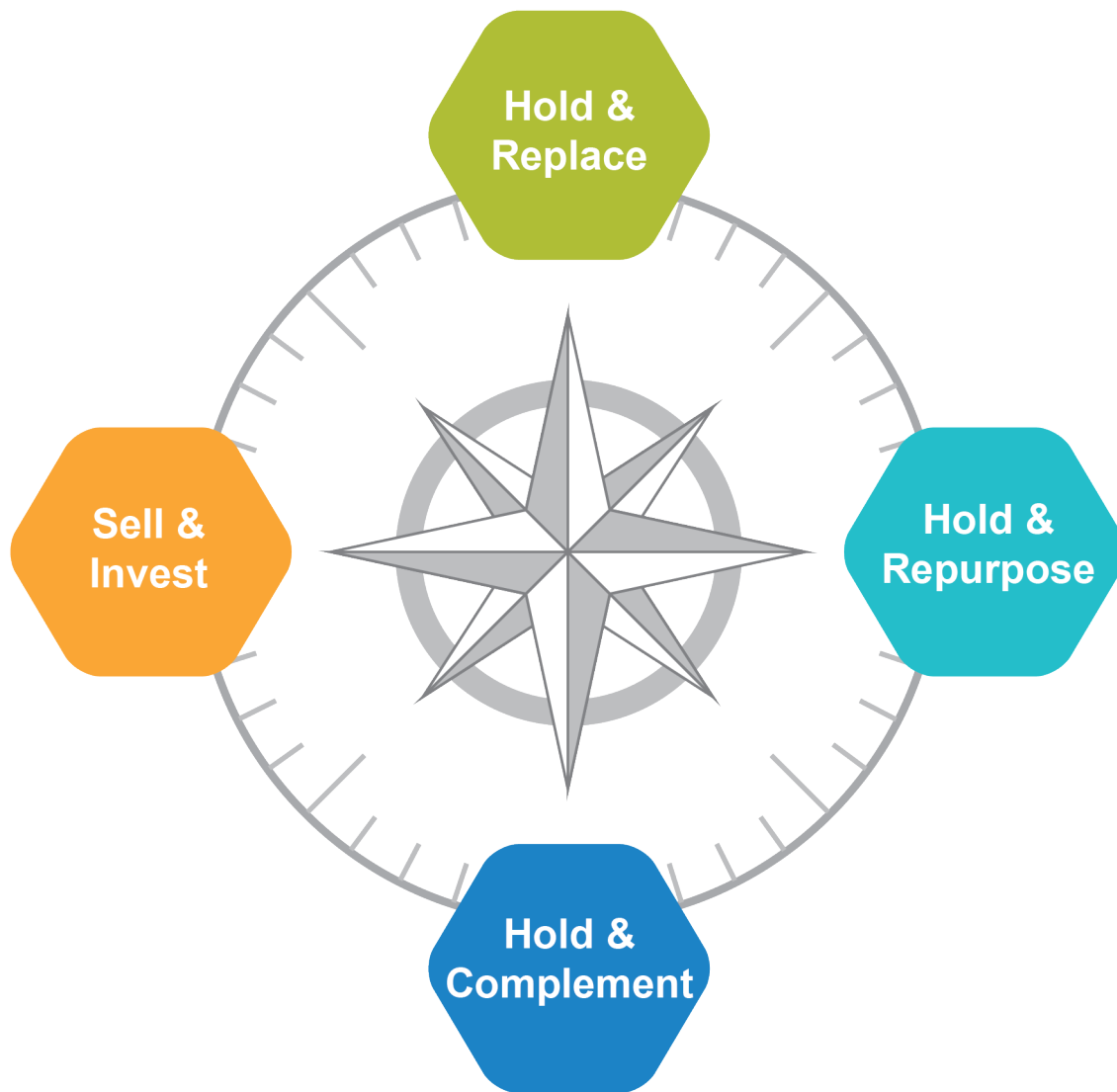


The Project Team conducted dozens of interviews with local experts to develop a list of Themes to use as a framework for this study. Some Themes such as Sport and Film already occur in some capacity at the Expo Center, while others could be first-of-their-kind uses in the Portland region.

## SCENARIOS



Each of these themes could be realized in one or more different ways (Scenarios) on the site. With feedback from community stakeholders, the Project Team will prioritize and refine this list before presenting findings to the Metro Council in Spring 2021. Themes and their potential scenarios are discussed in greater detail in the remainder of this document.



## “HOLD VS. SELL ANALYSIS”

### AN ELEMENTAL QUESTION IN REAL ESTATE

**Key Question:** Is the market value of the property today worth more than the future value of using the existing property? *Value can be defined in dollars or benefits.*

At this stage of the project, we are highlighting 19 possible scenarios across nine themes.

- Each scenario fits within one or more of these four paths.
- Each path forward has strengths and weaknesses.
- Each impacts venue operations differently.

## 1. SELL & INVEST ELSEWHERE

This is a market-based strategy to leverage the current strength of the industrial market and redirect sale proceeds towards community benefits elsewhere. **It recognizes that money generated from the high market value of a site sale could have the highest impact if directed toward another regional project.**

### STRENGTHS

- It is currently a hot industrial market, especially with rise in demand for online shipments during the COVID-19 pandemic. Current rough estimates are around \$23-28 million in value.
- Scarcity of similar sites in the area.
- Size, location, and proximity to transportation are all attractive features for a potential buyer.

### WEAKNESSES

- An off-site priority for investment has not yet been identified. This would require a public process outside the scope of this study.
- On-site memorialization to honor history would require site subdivision and could potentially reduce sale value (since high value is related to the site's current large size).
- A new owner would be likely to demolish existing buildings; for instance, existing buildings are not easily adaptable to common logistics uses.
- Low/no control over how the site is used and who benefits.

## 2. HOLD AND REPLACE BUILDINGS

This is a market-based strategy which would leverage the unique size and locational strengths of the site while allowing Metro to maintain ownership of the site. **Metro would have long-term financial return and more control over who benefits from the site.**

### STRENGTHS

- Leverages the unique location and large site size.
- Metro has the potential to generate long term revenue while still controlling how the site is used if a land lease or joint venture partnership with a strong market-based user (such as logistics) is pursued.
- Metro may have greater ability to influence wages and direct benefits to specific populations via community benefit agreements. The Port of Portland has a comparable pilot program at Gresham Vista.

### WEAKNESSES

- Demolishing existing buildings would have negative environmental and financial implications.
- Historical value of the site could be lost.
- Current venue operations could not continue.

## 3. HOLD AND REPURPOSE

This is an opportunity to leverage the existing structures to provide much-needed, low-cost space to a mix of users. **By far the most complex proposition, it is also potentially the most impactful to underserved populations.**

### STRENGTHS

- Leverages existing structures.
- Would offer large amounts of low-cost space to many users, which is severely lacking today.
- Metro could control who benefits from use of the site.
- Potential alignment with programmatic and funding priorities of other public agencies, such as the Port of Portland and Prosper Portland.
- Smaller scale venue operations could potentially continue, depending on the other uses introduced onto the site.
- Existing, local, scalable models and expertise exist today for a food-related campus

### WEAKNESSES

- A multitude of users adds management complexity and would require partnerships with other organizations or agencies.
- Repurposing existing buildings still requires a significant investment and likely a public subsidy.
- Low or potentially no financial return for Metro—however, this path could be structured to avoid additional upfront investments or ongoing costs.

## 4. HOLD AND COMPLEMENT VENUE

**This is an opportunity to expand use of Expo facilities while maintaining some level of current venue functions.** The goal would be to maximize occupancy by prioritizing new, higher-paying users, such as film production and sports.

### STRENGTHS

- Leverages existing structures.
- Better maintains current venue operation potential, such as hosting temporary events like trade shows and indoor sports tournaments.
- A complementary use, like film production, has a compatible schedule with the trade shows that already occur at Expo.
- Would continue the long-standing legacy of the site as a venue and maximize ability to honor the history of the site.

### WEAKNESSES

- Ensuring community benefits while remaining marketable can be a complex process.
- Sports share similar peak demand times as trade shows.
- Oregon has limited state subsidies to attract film production compared to other states.

## THEMES & SCENARIOS

The following pages dive into deeper detail on the themes presented in this phase of the work. They also provide a high-level assessment of how potential scenarios within each theme compare to one another across several variables. **No decisions or rankings of scenarios are being made at this time.** Below is an example page and a brief guide to assist you in navigating the rest of this document and learning about each theme.



### POTENTIAL PATHS

The graphic here shows **which paths each theme could potentially take.** If the shape is grayed out, it is unlikely that the theme would fit into that future. For instance, the orange and green shapes in this example indicate that a Logistics Theme would most likely result in a Sell & Invest or Hold & Replace future.

### OPPORTUNITIES AND CONCERNS

This narrative briefly describes the overall **strengths and challenges** that each theme could face.

**THEME: LOGISTICS**

**OPPORTUNITY:**  
Logistics uses, such as warehousing and distribution, are experiencing rapid growth and demand for space is high—even during COVID—and suitable large, central sites are in short supply. The Expo site is ideally located and sized for this type of use, and as a result could command a historically high sale price or generate long term revenue streams for Metro (or beneficiaries) if structured as a land lease or joint venture partnership with a private developer.

**CONCERNS:**  
Lack of certainty about how and to what degree this scenario could achieve on-site community benefits and memorialize the site's history; process needed to determine off-site benefit if sold.

**COMPARABLE EXAMPLE PROJECT:**  
Prologis Meadows is an e-commerce fulfillment facility located in North Portland, OR with over 1,850,000 sq. ft. of warehousing and distribution space. Market demand is currently high for sites that can accommodate this kind of use, such as the Expo Center site. Credit: Prologis

**POTENTIAL SCENARIOS:**  
Land Sale - Metro sells property  
Land Lease - Metro holds property  
Joint-Venture Partnership

**SCENARIO PERFORMANCE CHARTS**

These graphics are one way to quickly visualize how scenarios meet **certain evaluation criteria.** A detailed explanation is on the following pages.

### COMPARABLE EXAMPLE PROJECT

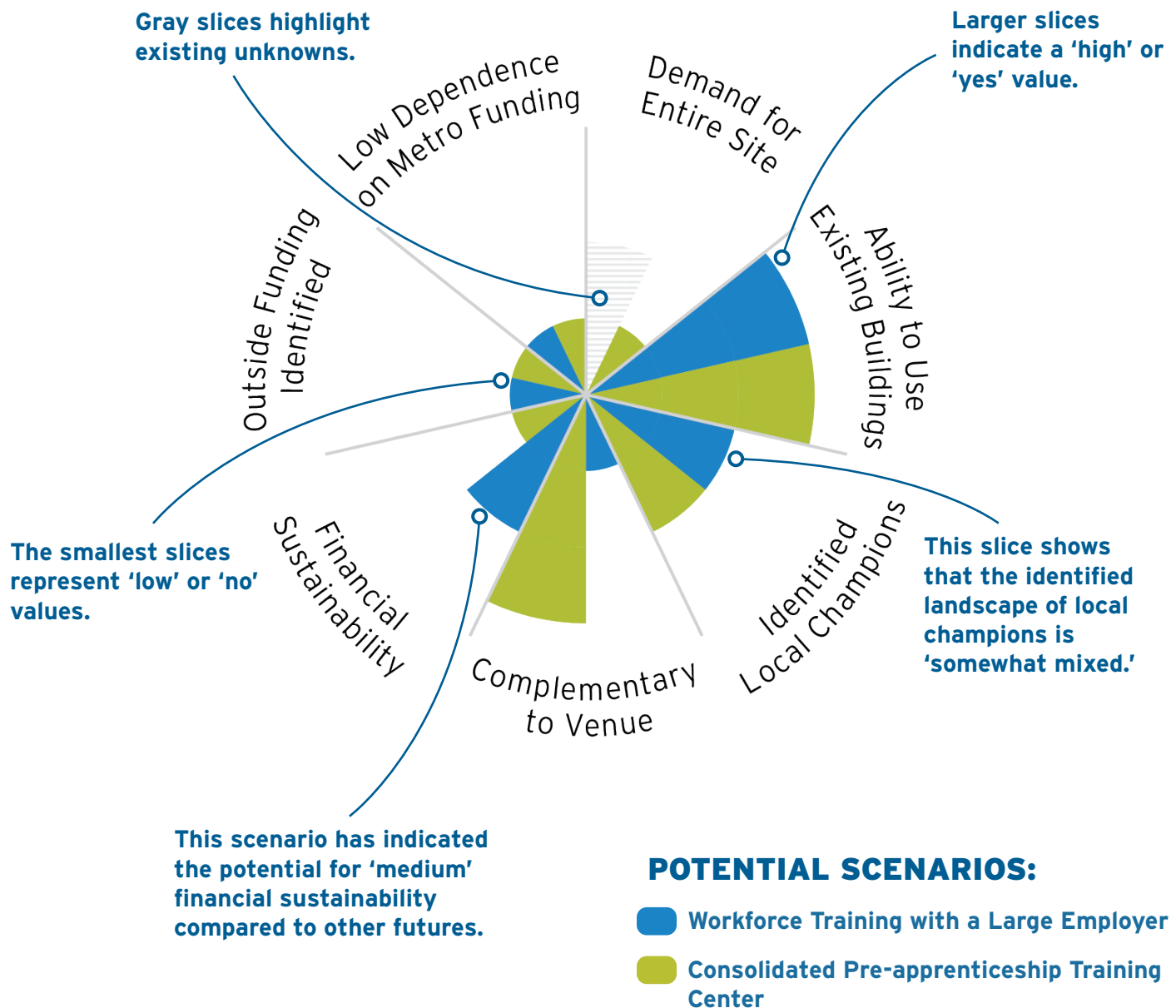
Highlighting a real-world project gives context to the themes and demonstrates one way that a scenario could play out. It is important to note that **these are simply examples and not necessarily directly replicable at the Expo site.**



## HOW TO: SCENARIO CHARTS

The Scenario Performance Charts included on each theme page show how one or more scenarios score on certain evaluation criteria. Each characteristic is represented as a slice around an axis, with larger or more positive outcomes reaching toward the outer edge of the circle. **Thus, a larger overall shape indicates stronger alignment with positive outcomes across each variable.**

Multiple scenarios can be shown on one chart by using different colors. For example, two scenarios are compared on the graph below. They have similar outcomes for Outside Funding Identified, Low Dependence on Metro Funding, Ability to Use Existing Buildings, and Local Champions Identified. However, the green scenario has much greater potential to complement current venue uses than the blue scenario.



## HOW TO: SCENARIO CHARTS

The following is a description of the evaluation criteria included in the scenario charts for each theme. It is important to note that **these are not the only evaluation criteria considered for scenarios**. The charts are intended to be used as a tool for easy visual comparison across themes and to highlight existing unknowns; they are not a final scorecard. For a more detailed list of evaluation criteria considered, please refer to the project app developed along with these materials.

### COMPLEMENTARY TO VENUE

The Portland Expo Center brings value to the region as a unique performance and event space. Scenarios that could accommodate some continued use of the site as a venue score high on this attribute.

### ABILITY TO USE EXISTING BUILDINGS

This measure evaluates the potential for a scenario to reuse the existing buildings on the site, rather than tearing down buildings. Reuse of existing building space can enable more affordable spaces compared to newly-constructed buildings and it reduces large amounts of waste generated by demolition.

### DEMAND FOR ENTIRE SITE

Large sites like the Expo site are rare and can accommodate uses and users that are not easy to fit in other parts of our land-constrained region. It is helpful to know which scenarios have large space needs and can efficiently use the entire site.

### LOCAL CHAMPIONS IDENTIFIED

Having local champions with the relevant experience and willingness to take a leadership role in a scenario is an important factor in the success of major projects like this. Metro recognizes that many of the potential future scenarios will require the energy and leadership of local champions to be successful.

### FINANCIAL SUSTAINABILITY

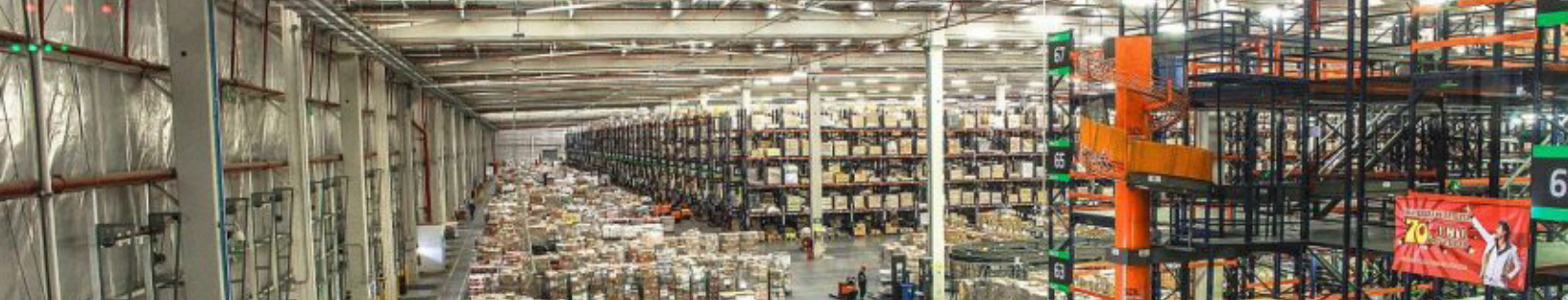
The ability of the scenario to sustain itself financially over the long term is an important factor in this analysis. Financial sustainability is not narrowly defined as “profitability” in this evaluation, but rather the ability of a scenario to sustain operations over a long period of time. Outside public dollars and nonprofit partners can strengthen financial sustainability.

### OUTSIDE FUNDING IDENTIFIED

Achieving meaningful community benefits will likely require outside funding, such as public investments, nonprofit partnerships, and/or socially responsible private investments. The likelihood a scenario can secure outside funding is viewed as an important factor in this analysis.

### DEPENDENCE ON METRO FUNDING

Low dependence on Metro funding is considered an advantage to any future scenario. Metro has a valuable asset (the Expo site) but no additional funding currently identified.



Credit: Supply Chain Minded

# THEME: LOGISTICS

## OPPORTUNITY:

Logistics uses, such as warehousing and distribution, are experiencing rapid growth. Demand for space is high-even during COVID-and suitable large, central sites are in short supply. The Expo site is ideally located and sized for this type of use, and as a result could command a historically high sale price or generate long term revenue streams for Metro (or beneficiaries) if structured as a land lease or joint venture partnership with a private developer.

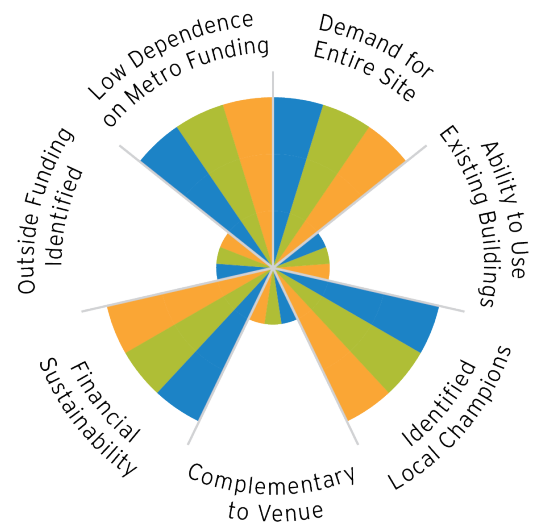
## CONCERNS:

There is lack of certainty about how and to what degree this scenario could achieve on-site community benefits and memorialize the site's history; it would require a process outside the scope of this study to determine off-site benefit if sold.



## POTENTIAL SCENARIOS:

- Land Sale - Metro sells property
- Land Lease - Metro holds property
- Joint-Venture Partnership



## COMPARABLE EXAMPLE PROJECT:

*Prologis Meadows is an e-commerce fulfillment facility located in North Portland, OR with over 1,850,000 sq. ft. of warehousing and distribution space. Market demand is currently high for sites that can accommodate this kind of use, such as the Expo Center site. Credit: Prologis*







Adidas Village - Credit: Bora Architects

# THEME: CORPORATE OR INSTITUTIONAL CAMPUS

## OPPORTUNITY:

Campus uses for corporate or institutional users require large contiguous sites, which are in short supply in the central areas of our region. Regional examples include Nike headquarters in Washington County, Adidas Village, hospitals, fire and rescue training facilities, colleges and universities, and school districts.

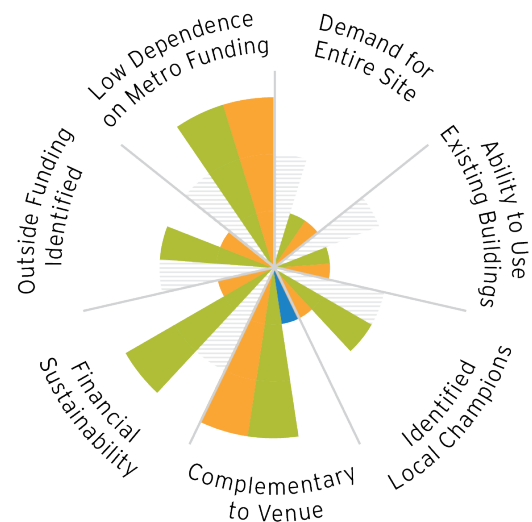
## CONCERNS:

The service areas for public agencies and entities stop at the state line, meaning the Expo site is not central for the populations they serve. Levy and liquefaction risks pose issues for health and safety uses.



## POTENTIAL SCENARIOS:

- Corporate Campus
- Institutional / Public Agency Campus
- Higher Education



## COMPARABLE EXAMPLE PROJECT:

*The Portland Community College Rock Creek Campus is a satellite location serving students across Washington County. Sites large enough for campuses—whether educational, institutional, or corporate—are rare, and the 53-acre Expo Center could accommodate a large campus. Credit: PCC*





Workforce Development Center – Credit: Del Mar College

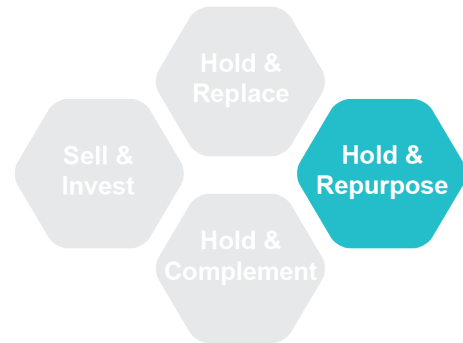
# THEME: WORKFORCE DEVELOPMENT

## OPPORTUNITY:

Workforce training has arisen as a major regional priority in recent years—especially for addressing the lack of representation from underserved populations in key industries—resulting in the dedication of funding for capacity building. Office and training space is in short supply, and many organizations struggle to afford it.

## CONCERNS:

Currently, funding is not available for physical space acquisition or operation. The organizational landscape of workforce development in the region is fragmented, with no clear central entity to spearhead a consolidated facility. Workforce training entities like PCC prefer to be complementary to a primary employment use rather than the primary user themselves.



## POTENTIAL SCENARIOS:

- Workforce Training with a Large Employer
- Consolidated Pre-apprenticeship Training Center



## COMPARABLE EXAMPLE PROJECT:

*Oregon Tradeswomen is one of several local organizations focused on workforce development and pre-apprenticeship training. The Expo site could potentially consolidate many of these efforts into a large training center. Credit: Oregon Tradeswomen*





Privately-owned Maker Space in Portland, OR – Credit: General Industry

# THEME: INNOVATION AND MAKER SPACES

## OPPORTUNITY:

Small-scale manufacturing and fabrication uses have experienced a renaissance in recent decades in places like Portland, but a limited supply of large, flexible, low-cost space (particularly in the core area) has caused a rapid increase in rents. This has displaced small and minority-owned businesses in particular. Prosper Portland and the Port of Portland have prioritized funding for new affordable employment spaces that benefit entrepreneurs from Black, Indigenous, and People of Color Communities.

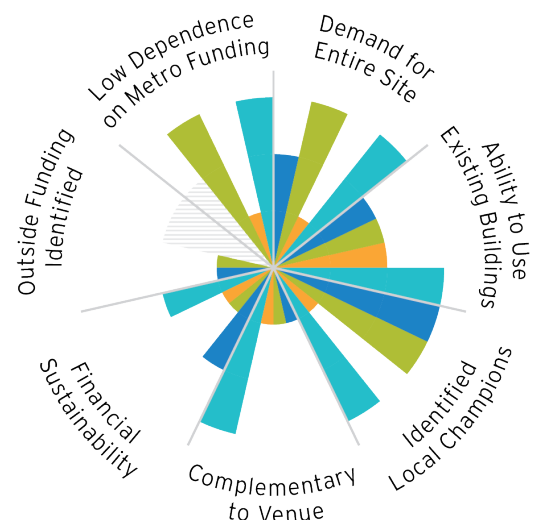
## CONCERNS:

Although a well-established industry, this sector is experiencing relatively slow growth in demand. It is unclear how sizable the mid-range maker market is. Subdividing large Expo buildings may prove difficult for even medium-sized tenants. A publicly-funded effort also has potential to displace or undercut privately-owned maker spaces.



## POTENTIAL SCENARIOS:

- Specialized Manufacturer
- Innovation Campus (Higher Ed + Industry)
- Large Maker Campus
- Maker Spaces in Older Buildings



## COMPARABLE EXAMPLE PROJECT:

*The Oregon Manufacturing and Innovation Center (OMIC) is an innovation campus in Scappoose, OR. The project is a unique partnership between private industry and higher education. Spearheaded by the Boeing Company and subsidized with State funds, it has membership from dozens of other companies and focuses on innovating the metal manufacturing process. PCC has a workforce training building onsite. Credit: Mortenson*







Seattle North Transfer Station - Credit: Benjamin Benschneider

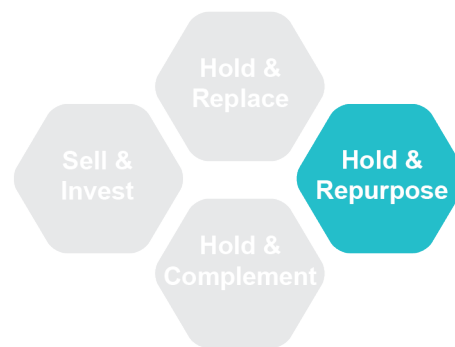
## THEME: REUSE AND UPCYCLING

### OPPORTUNITY:

Metro has an existing agency focus on waste management and waste stream reduction: solid waste & recycling, paint recycling, and their RID program. In line with Portland's growing zero-waste culture, a variety of regional private and nonprofit entities focus on upcycling or responsible recycling, such as Free Geek, Community Warehouse, and The Rebuilding Center. Additionally, the Oregon Legislative Concept 578 agreement from September 2020 would create dedicated funding from producers to modernize recycling systems and improve labeling, collections, and processing.

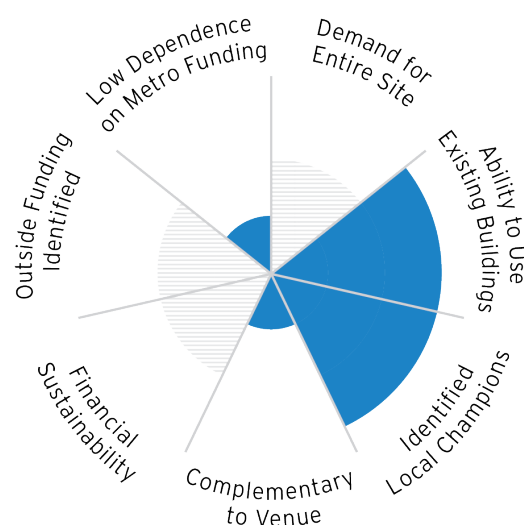
### CONCERNS:

This scenario would require substantial effort and funding from Metro. A fragmented network of private and nonprofit actors often own their own spaces, meaning consolidation potential is uncertain. Also uncertain is the timing of state legislative action and additional funding for modernizing recycling.



### POTENTIAL SCENARIO:

#### Recycle, Reuse, & Upcycle Facility



### COMPARABLE EXAMPLE PROJECT:

*Metro Paint is one of several Metro programs focused on waste management and waste stream reduction that could potentially relocate to the Expo Center. Consolidating multiple Metro facilities on a single campus could save money and be the anchor for a waste reduction and innovation campus. Credit: Metro*





Food-based Business Incubation Hub – Credit: Portland Mercado

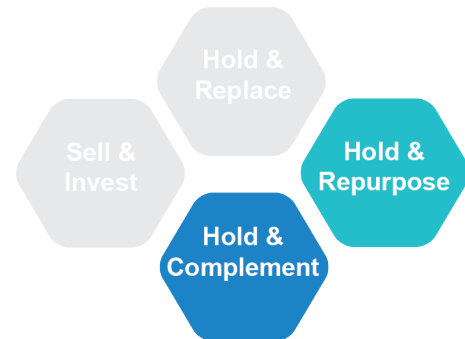
# THEME: FOOD-BASED BUSINESS DEVELOPMENT

## OPPORTUNITY:

Portland has a burgeoning food ecosystem, with a growing number of small producers and entrepreneurs serving our local market and beyond. Certain sectors have even thrived during COVID. However, affordable spaces for growing businesses to “scale up” is in short supply. A proof-of-concept “food hub” and local champion exists with The Redd by Ecotrust in the Central Eastside. Prosper Portland and the Port of Portland have prioritized funding for new affordable food-oriented space, with a specific emphasis on Black, Indigenous, and People of Color entrepreneurs.

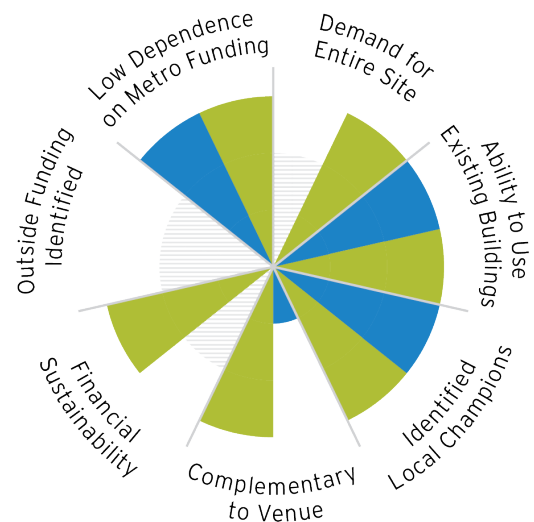
## CONCERNS:

It is unclear if space needs of medium to larger users is sufficient to utilize the entire site (although Ecotrust is willing to spend time to find out). Food-related space has specific, often-expensive health and safety requirements that can make retrofitting costly.



## POTENTIAL SCENARIOS:

- Large Food-oriented Campus
- Limited Commercial Kitchen + Storage



## COMPARABLE EXAMPLE PROJECT:

*The Redd is a food-based business incubation hub run by Ecotrust in Portland, OR. Pictured here is an outdoor market, but the site is also home to commissary kitchen space and a co-packing/distribution hub. The Redd often operates close to capacity, demonstrating the market demand for spaces like this—particularly as businesses continue to scale up production. Credit: Ecotrust*







Credit: Rock Hill Sports and Event Center

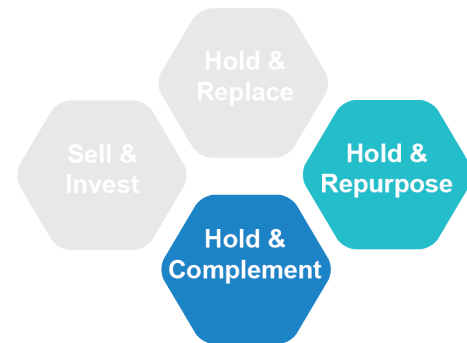
# THEME: SPORT FACILITIES

## OPPORTUNITY:

There is a lack of large, multi-sport and multi-court spaces within the Vancouver-Seattle-Portland region, especially in Portland. This limits the ability of our region to be competitive for both high-profile, bid-focused events and smaller, regional competitions. Sports Oregon is a local champion, but no funding is currently identified; most state funding has traditionally gone to track and field. However, relatively modest costs would be associated with adapting the space for sporting competitions, a use which already occurs on the site and could continue to complement venue operations at a smaller scale.

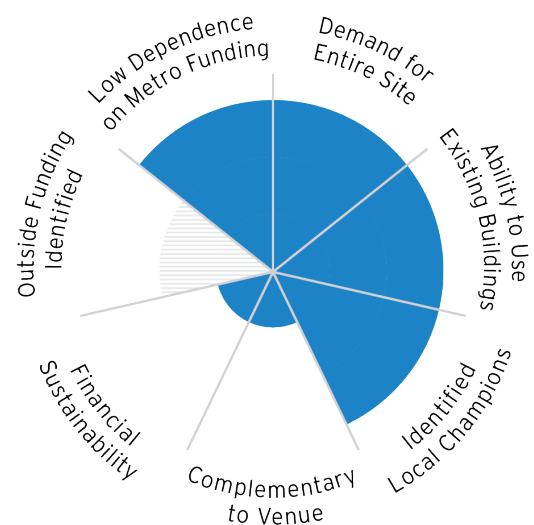
## CONCERNS:

This scenario has the same potential for high vacancy as current Expo operations, with peak demand on weekends and in fall and winter. Traveling sport competitions are expensive and tend to have players from more affluent families. It is unclear how to ensure meaningful benefits to underserved communities.



## POTENTIAL SCENARIO:

### Large Sport Campus



## COMPARABLE EXAMPLE PROJECT:

*It is not uncommon for Convention and Expo Centers across the country to host large, multi-court sports competitions and regional events. With a similar facility size to the Portland Expo Center, the Connecticut Convention Center in Hartford, CT is one such an example. Credit: Connecticut Convention Center*





Credit: Sam Moqadam

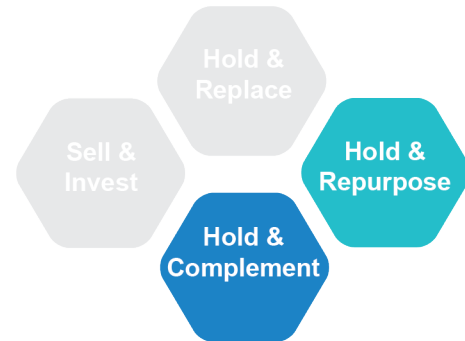
# THEME: FILM PRODUCTION

## OPPORTUNITY:

Film production is booming with the rise of streaming and a proliferation of Amazon and Netflix-funded productions. Smaller production studio space in LA is scarce. Portland has national brand identity and is just a short flight from LA with no international border crossing (an advantage over Vancouver, BC). Newer buildings at Expo are well-suited for studio space. Filming of a nationally syndicated culinary television show has recently happened at Expo, with longer term availability during COVID. Most jobs are higher paying and union-supported.

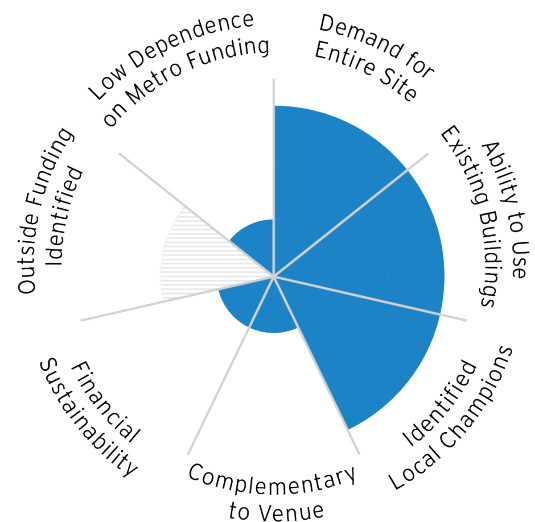
## CONCERNS:

Oregon's relatively low state subsidies are a distinct disadvantage compared to other places like New Mexico or Texas; subsidies are a large factor in site selection. Filming is seasonal: June to November. However, this complements Expo's current trade show season.



## POTENTIAL SCENARIO:

### Large Film Studio Campus



## COMPARABLE EXAMPLE PROJECT:

*The Portland Expo Center has had recent, successful experience working with film crews onsite, even during the COVID-19 pandemic. A nationally syndicated culinary television show recently filmed onsite, proving there is room to grow when incorporating film to a business plan.*  
Credit: Kushagra Kevat







Credit: Portland Expo Center

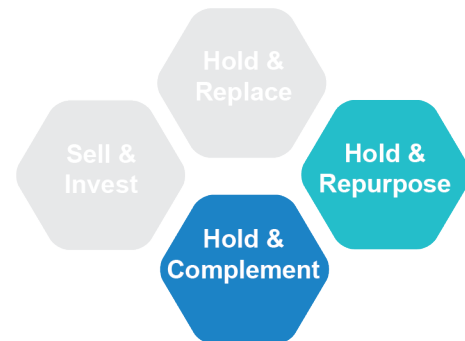
# THEME: CONTINUED VENUE OPERATIONS

## OPPORTUNITY:

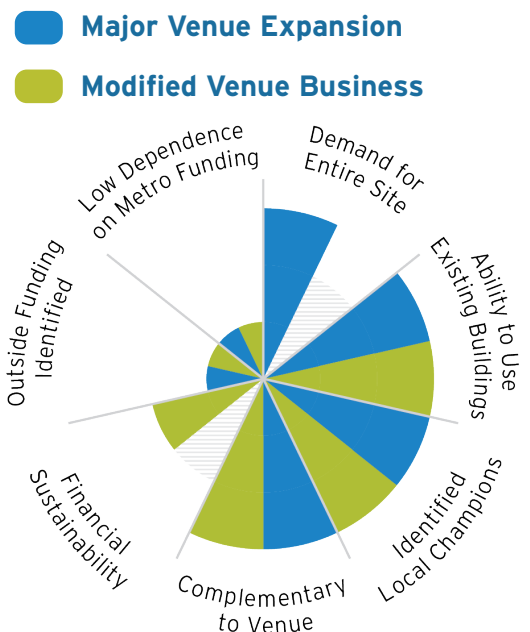
COVID has disrupted normal venue operations. However, this period has put a spotlight on potential new or expanded lines of business, with opportunities to rethink the venue business plan, reduce seasonal vacancy, and prioritize higher-yield bookings—for instance hosting more regional competitive sporting events, film shoots, and renting the large commercial kitchen on-site. Additionally, some long standing clients (such as RV sales) have seen business growth during COVID and have worked with staff on plans to shift operations outdoors.

## CONCERNS:

The major expansion scenario comes with a potentially large financial obligation and uncertain funding. General concerns include uncertainty about the future of venue space demand and the seasonality and weekend focus of traditional trade shows.



## POTENTIAL SCENARIOS:



## MAJOR VENUE EXPANSION:

Hunden Strategic Partners created a report in 2014 that modeled different options to replace the three older, historic halls with a newer, larger Hall C with 108,000 square feet of modern exhibition space. This scenario would require \$25-30 million of outside funding. Also, ability to honor the history of the site may be impaired by new construction. Credit: Portland Expo Center

