



MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK
SUITE 1510, PORTLAND BUILDING
1120 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308
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AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

NOVEMBER 2 - 6, 1992

Tuesday, November 3, 1992 - 9:30 AM - Agenda ReviewPage 2
Tuesday, November 3, 1992 - 10:15 AM - Board Briefings. . . .Page 2
Thursday, November 5, 1992 - 9:30 AM - Regular Meeting. . . .Page 2

Thursday Meetings of the Multnomah County Board of Commissioners are taped and can be seen at the following times:

Thursday, 10:00 PM, Channel 11 for East and West side subscribers
Thursday, 10:00 PM, Channel 49 for Columbia Cable (Vancouver) subscribers
Friday, 6:00 PM, Channel 22 for Paragon Cable (Multnomah East) subscribers
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD CLERK AT 248-3277 OR 248-5222 OR MULTNOMAH COUNTY TDD PHONE 248-5040 FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.

Tuesday, November 3, 1992 - 9:30 AM
Multnomah County Courthouse, Room 602

AGENDA REVIEW

- B-1 Review of Agenda for Regular Meeting of November 5, 1992.
-

Tuesday, November 3, 1992 - 10:15 AM
Multnomah County Courthouse, Room 602

BOARD BRIEFINGS

- B-2 Analysis of Forfeitures Process in Multnomah County. Presented by Mark Campbell and Tom Simpson. 30 Minutes Requested. 10:15 AM TIME CERTAIN.
- B-3 Presentation of the Portland Exposition Center Facilities Plan (Exop Master Plan) and Financing Options. Presented by Bill McKinley, Bob Nilsen, Patricia Shaw and Rebecca Marshall Chao. One Hour Requested. 10:45 AM TIME CERTAIN.
-

Thursday, November 5, 1992 - 9:30 AM
Multnomah County Courthouse, Room 602

REGULAR MEETING

CONSENT CALENDAR

DEPARTMENT OF HEALTH

- C-1 Ratification of an Intergovernmental Agreement Renewal, Contract #201193, Between the Metropolitan Education Service District and Multnomah County Health Department, to Pay a Maximum of \$7,250 to Provide Immunization and TB Liaison Services During the 1992/1993 School Year as Required by the Oregon State Health Division, for the Period November 2, 1992 through May 15, 1993
- C-2 Ratification of an Intergovernmental Agreement, Contract #201203, Between Multnomah County Health Department and the Oregon Health Sciences University, School of Dentistry, to Provide Educational Learning Experiences for Dental Students at County Clinics, Upon Execution through September 1, 1997

DEPARTMENT OF SOCIAL SERVICES

- C-3 Ratification of an Intergovernmental Agreement, Contract #103253, Between Multnomah County, Mental Health, Youth and Family Division and Barlow-Gresham Union High School District No. U2-20 JT, to Pay \$20,000 for Core Mental Health Services for Students, for the Period September 1, 1992 through June 30, 1993

- C-4 Ratification of an Intergovernmental Agreement, Contract #103263, Between Multnomah County, Mental Health, Youth and Family Division and Centennial District No. 28J, to Pay \$22,500 for Core Mental Health Services for Students, for the Period September 1, 1992 through June 30, 1993
- C-5 Ratification of an Intergovernmental Agreement, Contract #103273, Between Multnomah County, Mental Health, Youth and Family Division and Parkrose School District No. 3, to Pay \$12,500 for Core Mental Health Services for Students, for the Period September 1, 1992 through June 30, 1993
- C-6 Ratification of an Intergovernmental Agreement, Contract #103283, Between Multnomah County, Mental Health, Youth and Family Division and Gresham Grade School District No. 4, Gordon Russell Middle School, to Pay \$12,500 for Core Mental Health Services for Students, for the Period September 1, 1992 through June 30, 1993
- C-7 Ratification of an Intergovernmental Agreement, Contract #103293, Between Multnomah County, Mental Health, Youth and Family Division and Gresham Grade School District No. 4, Dexter McCarty Middle School, to Pay \$10,000 for Core Mental Health Services for Students, for the Period September 1, 1992 through June 30, 1993
- C-8 Ratification of an Intergovernmental Agreement, Contract #103313, Between Multnomah County Office of Child and Adolescent Mental Health and the Oregon Mental Health & Developmental Disability Services Division, to Renew Funding for the Day Treatment Services (DARTS) for Young Children, for the Period July 1, 1992 through June 30, 1993

NON-DEPARTMENTAL

REGULAR AGENDA

NON-DEPARTMENTAL

- R-1 PUBLIC HEARING in the Matter of a Request by Gregory Shipp to Repurchase Two Parcels of Property Located in the Columbia Gorge Near the Scenic Highway by Bridal Veil, Tax Account Properties #R 94515-0170 and #R 94515-0180 (30 Minutes Requested)
- R-2 FINAL ORDER in the Matter of Granting a Way of Necessity Pursuant to a Petition Filed by the McQuinn Family Pioneer Cemetery Association of Oregon and Maxine Daily
- R-3 PROCLAMATION in the Matter of Proclaiming November 5, 1992 as ARTISTS AGAINST HUNGER DAY
- R-4 First Reading of an ORDINANCE to Amend Multnomah County Code 2.30.300 to Eliminate the Justice Coordinating Council
- R-5 RESOLUTION in the Matter of Participating in the Public Safety Council

R-6 RESOLUTION in the Matter of Developing a Comprehensive Plan for the Provision of Gaming Law Enforcement and Gambling Addiction Treatment Services in Multnomah County

R-7 Second Reading and Possible Adoption an ORDINANCE Amending Ordinance No. 693, Relating to the Creation of the Multnomah County Peace Task Force and the Thousand Cranes Peace Award

MANAGEMENT SUPPORT

R-8 Second Reading and Possible Adoption of an ORDINANCE Amending Ordinance No. 733, in Order to Revise, Add and Delete Exempt Salary Ranges

R-9 Ratification of an Intergovernmental Agreement, Contract #500283, Between the Tri-County Metropolitan Transportation District of Oregon (Tri-Met) and Multnomah County, Purchasing, Contracts & Stores Division, for Funding the Minority/Women Business Enterprise Feasibility Study

DEPARTMENT OF ENVIRONMENTAL SERVICES

R-10 RESOLUTION Setting a Hearing Date in the Matter of the Surrendering Jurisdiction to the City of Portland All County Roads Within the Areas Annexed to the City of Portland Effective June 30, 1992

JUSTICE SERVICES

DISTRICT ATTORNEY

R-11 Budget Modification DA #4 Requesting Authorization to Reclassify Support Enforcement Division Technicians to Support Enforcement Division Agents Within the District Attorney's Office

DEPARTMENT OF SOCIAL SERVICES

R-12 Budget Modification DSS #32 Requesting Authorization to Increase the Housing and Community Services Division Budget by \$250,000 Federal Grant Funds to Pay for a Homeless Families Support Services Demonstration Project

R-13 Ratification of an Intergovernmental Agreement, Contract #103333, Between the City of Troutdale and Multnomah County, Housing and Community Services Division, to Allocate \$45,650 of Federal Community Development Block Grant (CDBG) Funds to Assist the City to Reconstruct a Portion of S.E. Seventh Street, For the Period Upon Execution to September 30, 1994

R-14 Ratification of an Intergovernmental Agreement, Contract #103393, Between the City of Portland, Energy Office and Multnomah County, Housing and Community Services Division, to Allocate \$10,000 to Purchase Weatherization Program Consultation and Technical Assistance, for the Period Upon Execution to June 30, 1993

R-15 Ratification of an Intergovernmental Agreement, Contract #104612, Between Multnomah County, Housing and Community Services Division and the State Housing and Community Services Department, to Void the Existing Memorandum of Understanding Regarding Funds (\$25,000) for Rent Assistance for Low Income Veterans

PUBLIC COMMENT

R-16 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.



MULTNOMAH COUNTY OREGON

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SUPPLEMENTAL AGENDA

Thursday, November 5, 1992 - 9:30 AM

Multnomah County Courthouse, Room 602

REGULAR MEETING

DEPARTMENT OF HEALTH

R-17 *Budget Modification MCHD #10 Recognizes the Receipt of a Grant from the Federal Maternal and Child Health Program for Parent/Child Service Center Based Health Services*

0203/28
cap

Meeting Date: 11-3-92

Agenda No.: B-2

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Board Briefing - Analysis of Forfeiture Process TC 10:15 Am

BCC Informal 11/3/92 BCC Formal _____
(date) (date)

DEPARTMENT Non Departmental DIVISION Budget & Planning

CONTACT Mark Campbell TELEPHONE 248-3883 (x2393)

PERSON(S) MAKING PRESENTATION Mark Campbell and Tom Simpson

ACTION REQUESTED:

☒ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 30 Minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: _____

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

See Attached Memorandum

*Report
w/ be attached
on Wed. after
Ad Staff
briefing*

BOARD OF
COUNTY COMMISSIONERS
1992 OCT 28 AM 9:37
MULTNOMAH COUNTY
OREGON

If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL Glady McPry

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)



MULTNOMAH COUNTY, OREGON

BOARD OF COUNTY COMMISSIONERS

GLADYS McCOY

PAULINE ANDERSON

GARY HANSEN

RICK BAUMAN

SHARRON KELLEY

PLANNING & BUDGET

PORTLAND BUILDING

1120 S.W. FIFTH - ROOM 1400

P. O. BOX 14700

PORTLAND, OR 97214

PHONE (503) 248-3883

TO: Board of County Commissioners

FROM: J. Mark Campbell, Budget Analyst *mark*

DATE: October 27, 1992

SUBJECT: Analysis of Forfeitures Process in Multnomah County

In response to questions which have been raised by the Board regarding the use of forfeiture revenues, the Budget Office has prepared an analysis of the current system. Our research has focused on an investigation of the relevant statutes and ordinances relating to asset forfeiture, an interpretation of how forfeiture proceeds can be used and the limitations which are imposed on the use of those revenues.

We will provide a brief overview of the process, the role of the various players involved and the interrelationship which exists between the Sheriff's Office, District Attorney, ROCN and other local law enforcement agencies. We have planned a Board Staff briefing on this subject for October 28th and we will incorporate any concerns expressed at that time into our final report.

Forfeitures in Multnomah County

An Analysis

Mark Campbell and Tom Simpson
Multnomah County Budget Office

"The term 'forfeiture' is best defined as the divestiture without compensation of property used in a manner contrary to the laws of the sovereign."¹

Introduction

During the 1992-93 budget deliberations, and at subsequent meetings, the Multnomah County Board of Commissioners expressed their frustration at how forfeiture revenues flowing into the County were appropriated. They admitted they were unclear about how the asset forfeiture system works, what the funds were being used for and what the limitations on the use of those funds were.

This analysis will examine the relevant statutes and ordinances regarding asset forfeitures, provide the background and an overview of the forfeiture system, including a financial analysis, and conclude by answering some of the questions which have been raised about the system.

Background

While relatively new at the State and local levels in Oregon, forfeiture statutes have been a part of federal law since the nation was founded. It was not until 1970 that the widespread use of forfeitures at the national level once again became an integral part of this country's war on crime.²

In 1970 Congress passed the Comprehensive Drug Abuse Prevention and Control Act which added drug offenses to a list of criminal acts which resulted in civil forfeiture. The Congress also passed the RICO Act (Racketeer Influenced and Corrupt Organizations) and resurrected the country's first forfeiture act, outlawed by the first Congress, the Controlled Substances Act. These three acts added the penalty of asset forfeiture to the usual penalty of incarceration for drug offenses.

After the passage of these acts, many states followed suit and passed their own forfeiture statutes. While Oregon was not among them, counties and cities throughout the state passed their own ordinances allowing for the forfeiture of assets used in the commission of a crime or purchased with ill gotten gains. Multnomah County was one of these localities.

The legislature tried to pass a state forfeiture statute in 1987 but the measure died in committee. An interim committee met and worked out the problems with the 1987 bill and readied it for the 1989 session. The bill received a boost of support when three local ordinances (Multnomah County's among them) were struck down by the Oregon Court of Appeals. Finally, Congress helped to push the support for the bill over the top when it decided it would no longer try forfeiture cases in Oregon because under the Oregon Constitution all forfeited assets were to accrue to the Common School Fund, not law enforcement agencies.

The final actions by the 1989 Legislature included the new statute and a Constitutional Amendment changing the requirement for forfeited asset distribution. The statute passed the legislature and the amendment was passed by the people.

¹ United States v. Eight Rhodesian Stone Statues, 449 F. Supp 193, 195 (C.D. Cal. 1978).

² Much of this information comes from "The New Oregon Civil Forfeiture Law," *Willamette Law Review*, 26:2, Spring, 1990.

Current Statutes

The use of civil forfeiture in Oregon results from the fact that before such a law was enacted, people accused of drug crimes were able to successfully profit from their endeavors. The only punishment allowed was incarceration and the time being served by these individuals was decreasing. Once the individual was released from prison, they were able to use the money they had deposited and the assets they had purchased with their ill gotten gains.

Both the federal and state statutes address what has been a frustration for the law enforcement community. As noted above, prior to enacting of these laws there were no effective sanctions, short of incarceration, available to serve as a viable deterrent to drug trafficking activity. The general intent of the forfeiture laws was to impose a sanction which would serve to "cripple prohibited conduct" and ". . . attack the criminal element." These laws have bolstered law enforcement agencies by serving as an aggressive response to what is seen as a significant public policy issue.

An important feature of the asset forfeiture laws enacted by both the federal and state governments was that the proceeds of forfeiture cases be dedicated for law enforcement purposes. The federal statute, outlined in US. Code, Title 21, Section 881, is more restrictive in its definition of how the proceeds of asset forfeiture can be used. According to guidelines adopted by the US. Department of Justice equitable sharing of seized assets ". . . will be credited to the budget of the state or local agency that directly participated in the seizure or forfeiture, *resulting in an increase of law enforcement resources for that specific state or local agency.*" (Emphasis Added)

The state statute referred to above (Oregon Laws, Chapter 791, 1989) speaks in more general terms regarding legislative intent; but it still essentially reserves forfeiture proceeds for law enforcement purposes. It states, in part, that ". . . proceeds shall be used for criminal justice services, including enforcement and prosecution of the criminal and juvenile laws, corrections facilities and programs and drug education programs." However, as a point of departure from the federal law, the state statute does not specify that all the proceeds of a civil forfeiture be returned to the seizing agency. Our interpretation of the state statute is that the individual local jurisdictions are the ultimate determinant of how any forfeiture proceeds are distributed.

Subsequent to passage of the state law, the Multnomah County Board of Commissioners passed Ordinance #633 which amended the earlier forfeiture ordinance and enabled the County to prosecute forfeiture cases under the state statute. It also added language defining prohibited conduct not specifically mentioned in the state statute. Most importantly, for purposes of this analysis, the amended ordinance outlined a distribution formula for the proceeds of cases tried under the new state legislation. This distribution formula provides that half the proceeds go to the seizing agency and allocates the other half between the District Attorney's Office (35%) and the seizing agency's General Fund (15%).

How System Works in Multnomah County

There are four parts to the forfeiture process in Multnomah County, seizure of assets, civil forfeiture process, distribution of proceeds and expenditure of forfeiture revenue. Please refer to the flow chart attachment.

The actual seizure of property occurs when a law enforcement officer can link a piece of property or cash to prohibited conduct. Obviously this discretion leaves the door wide open for the types of property seized. Motor vehicles and real estate often contain existing liens or mortgages on the title. These liens and mortgages are protected under state law. The seizing agency will determine whether the administrative process is worth the actual revenue produced from the sale of the asset.

After the seizure takes place, property is transported to a storage location and cash is deposited into a trust account. The interest is tracked by the Finance Division. Sometimes cash is needed as evidence in which case it is not deposited but held by the seizing agency. For assets valued under \$1,000 the seizing agency will fill out a notice of seizure and may publish it in a newspaper. Real property and assets valued over \$1,000 will have the notice published. The property becomes forfeit if no claim is made within 30 days.

After a seizure has been executed a determination is made as to which law to apply to the case. At this point in time a majority of the cases investigated by the Multnomah County Sheriff's Office are tried under the state statute. The general rule of thumb, according to the head of the Sheriff's Special Investigations Unit (SIU), is that a case will not be tried under the federal law unless it involves a significant quantity of drugs and there is a strong likelihood that the individual will spend a longer time in jail.

Though the individual is tried in a criminal court, the seized assets are forfeited in a civil procedure. Typically, the District Attorney or seizing agency will publish a notification which states that assets have been seized and the owner may come and collect them. Usually, no claim is made and the assets become the property of the county through administrative default. In those instances when a claim is made, the owner may stay the civil suit if they are currently involved in a criminal suit. **The DA will not continue the civil process until the owner can come and defend his or her assets.** The case may be resolved in a number of ways. Typically the case is settled, appealed, dismissed or found in favor of the state, in which case the assets can be distributed.

Once the civil process is completed, the assets will be sold at auction and divided between the seizing agency, the District Attorney and the seizing agency's General Fund. The percentages are outlined in Ordinance #633 and agreed to through intergovernmental agreements. This is true in cases which are tried under the state statute and the County ordinance. If the County has participation in a federal forfeiture case, the seizing agency (the MCSO) generally receives approximately 80-85% of the asset forfeiture proceeds.

Financial Considerations

Spreadsheets are attached showing the history of forfeiture revenues and expenditures for both the Sheriff's Office and the District Attorney's Office. The revenue generated by this activity has fluctuated over time and seems to have coincided with the increased emphasis placed on the so-called "war on drugs." The establishment of the Regional Organized Crime and Narcotics Task Force (ROCN) has also brought this issue to the forefront in recent years.

Over the past two years forfeiture revenues have ranged between \$300-360,000 in the Sheriff's Office and between \$325-475,000 in the District Attorney's Office. A substantial portion of the District Attorney funds were not generated by MCSO seizures and have accrued through IGA's with other jurisdictions. In general, these revenues have been spent on the following program expenditures:

- ♦ Informant Fees and Drug Buys
- ♦ Overtime for Deputies Assigned to the Special Investigations Unit
- ♦ Supplies Used in Narcotics Investigations (i.e. radios, transmitters, tracking devices)
- ♦ Vehicles Used in Narcotics Investigations
- ♦ DA's Forfeiture Unit (Civil Process)

Several issues related to asset forfeiture laws have been addressed by the Board of County Commissioners in recent years. Most common among those has been; "What programs can the County spend forfeiture proceeds on?"

It seems clear from reviewing the federal guidelines for the use of equitably shared proceeds that those federal forfeitures can only be used to enhance the seizing agency's budget and can not be used to *"supplant existing resources of the agency."* (Emphasis Added) The US. Attorney General has

published guidelines which restrict the use of forfeiture proceeds to six or seven limited activities, including purchase of evidence and acquisition of vehicles.

The "enhance but not supplant" concept has been used by the Sheriff's Office to justify the expenditure of forfeiture revenue for only those items specifically covered in the US. Attorney General's guidelines. It is apparent from reviewing the attached spreadsheets, however, that only slightly more than 50% of the total revenue in the Sheriff's Office is derived from federal forfeitures. All of the revenue in the District Attorney's Office comes from application of the state statute, although the District Attorney is eligible to seek and obtain Federal "equitable sharing" proceeds. In the event that the civil forfeiture case load were to shift to the Federal system - as was the case immediately following the decision declaring the 1987 ordinances unconstitutional - then the District Attorney's share would be subject to the Federal expenditure policy limits.

As noted above, the state statute is far less restrictive in defining how forfeiture proceeds can be applied. In general, we would interpret the state statute to imply that **any expenditures of forfeiture revenue made for justice/law enforcement programs would be appropriate.**

An important consideration to keep in mind with regard to the revenue which accrues to the District Attorney's Office is that not all of the money is derived from cases brought forth by the Multnomah County Sheriff's Office. Under the state statute, cities are required to enter into intergovernmental agreements with counties to prosecute asset forfeiture cases. A copy of the IGA which the District Attorney's Office has with the City of Gresham is attached as part of the appendix to this report.

The IGAs which the District Attorney has with Portland, Gresham and Troutdale specify the distribution of forfeited asset proceeds. In keeping with Multnomah County Ordinance #633, half the revenue is returned to the seizing agency, 35% goes to the District Attorney's Office and 15% is distributed to the General Fund of the seizing agency's jurisdiction.

The Sheriff's Office also maintains IGAs with the east county cities (Gresham, Troutdale, Fairview). However, those agreements differ from the ones established with the District Attorney in that no revenue is returned to those jurisdictions. By terms of the IGAs established between the Sheriff's Office and the cities noted above, the SIU is the lead narcotics investigation unit in east Multnomah County and is responsible for coordination of joint investigative activities in the area.

The IGA with Gresham, for example, specifies that the Sheriff's Office will pay, from forfeiture proceeds, for the overtime costs accumulated by the three Gresham police officers assigned to the SIU. The three police agencies are also allowed the use of vehicles seized in joint investigations or may purchase vehicles from the proceeds of those investigations. It is important to note that these IGAs apply only to joint investigations and do not preclude independent activity by the other jurisdictions.

A secondary, and minor, issue regarding how the County tracks forfeitures has been whether or not we can recover overhead costs associated with processing and accounting for the receipt of forfeiture revenue. Again, the guidelines with respect to the receipt of federal forfeiture revenue would seem to preclude any use of those funds except for direct law enforcement expenditures. Some of the forfeiture revenue received from application of the state statute already comes back to the General Fund. One could make the case for assigning overhead costs to state/county forfeitures, but in our estimation those costs are already captured in the 15% outlined in the distribution formula.

General Questions and Answers

Use of the Money

The law enforcement community in Multnomah County is committed to the investigation and prosecution of vice crimes (one area of which is narcotics investigations). The asset forfeiture laws help in that effort by serving as a sanction and deterrent to criminal activity. Because of this commitment it is likely the County would engage in drug investigations even if the asset forfeiture laws did not exist as a potential revenue enhancement. The availability of the Federal system and equitable share pose an alternate forum for asset forfeiture and distribution.

What the asset forfeiture laws allow, in the view of the Sheriff's Office and the District Attorney, is a mechanism for offsetting some of the costs associated with investigating narcotics activity, pursuing the civil forfeiture process and prosecuting cases in Circuit Court. Viewed in that regard, the \$600-700,000 which the County receives in forfeiture revenue can be seen as a subsidy to an endeavor on which we and the state spend in excess of **\$2 million per year**.

In response to the specific questions addressed by Commissioner Anderson in a memo dated September 16th (see attachment), we believe the Board **could authorize the use of state/county forfeiture revenue for any of the activities listed in that memo**. The District Attorney believes that such an authorization may unnecessarily create a conflict with the District Attorney's office as to distribution and use of these funds because of existing IGA's with other jurisdictions regarding the expenditures of those funds. The DA also believes his office has statutory obligations for making use determinations and has accountability under the statute to ensure the accurate implementation and use of those distributions. We find no such requirements in the Statute.

The risks of this system should not be underestimated. In the event the forfeiture statute were declared unconstitutional then a class of claimants would have the potential for the recovery of all seizures and forfeitures. The exposure of such a judgment would far and away exceed the amount held in reserve presently by the District Attorney. The statute as amended currently provides for the recoupment of case costs to successful claimants. A greater number of forfeiture cases are being litigated solely for the purpose of generating attorney's fees. The specter of being obligated to pay attorney's fees represents a substantial concern to the District Attorney.

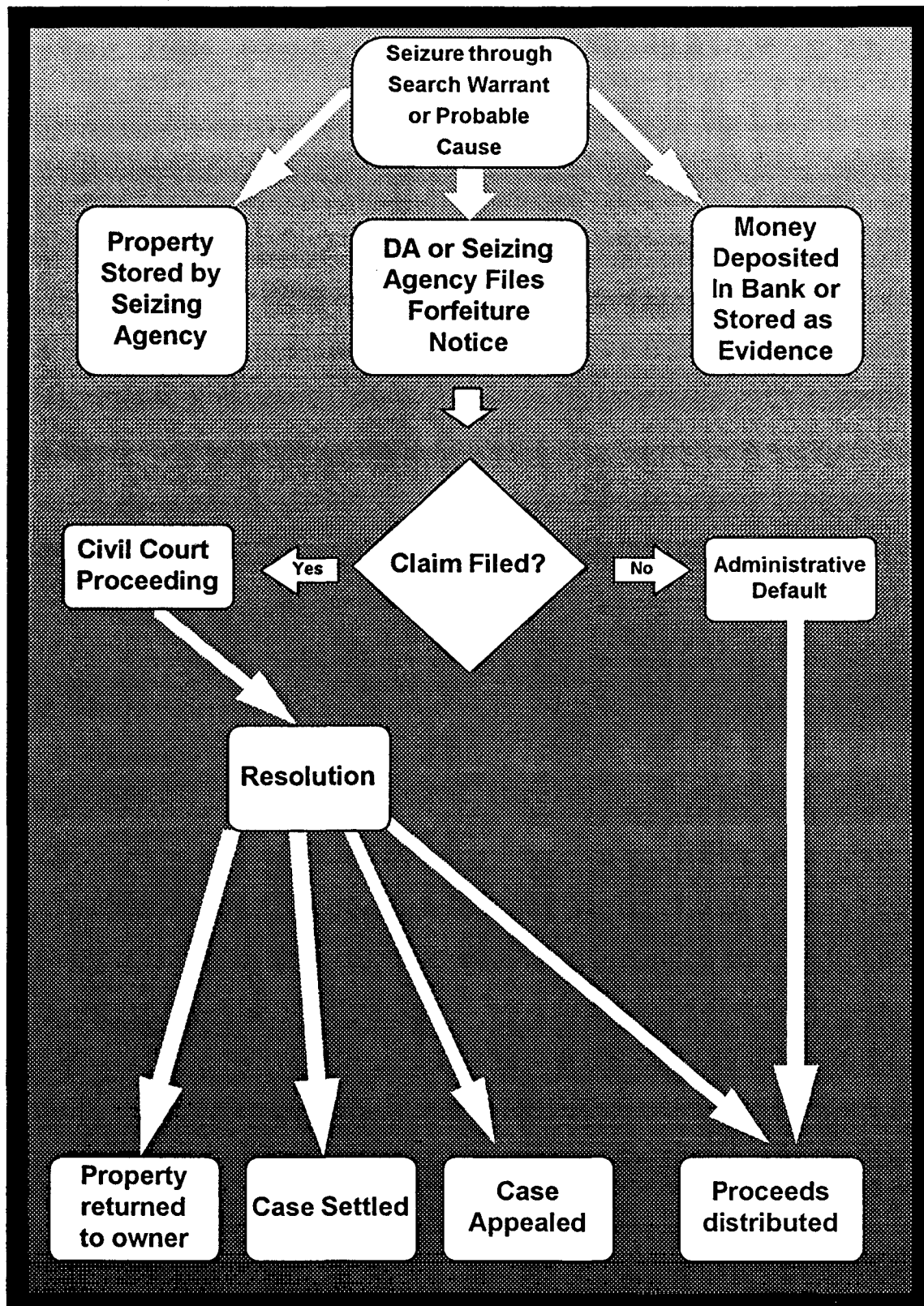
As of September 30th, we have estimated that approximately \$12,000 in carryover revenue is available in the Sheriff's forfeiture account. The District Attorney's carryover balance is close to \$.4 million. This carryover revenue would be available for the Board's use on a one-time-only basis. For that reason, we would caution against putting forfeiture revenue into any of the programs listed which are ongoing commitments.

ROCN

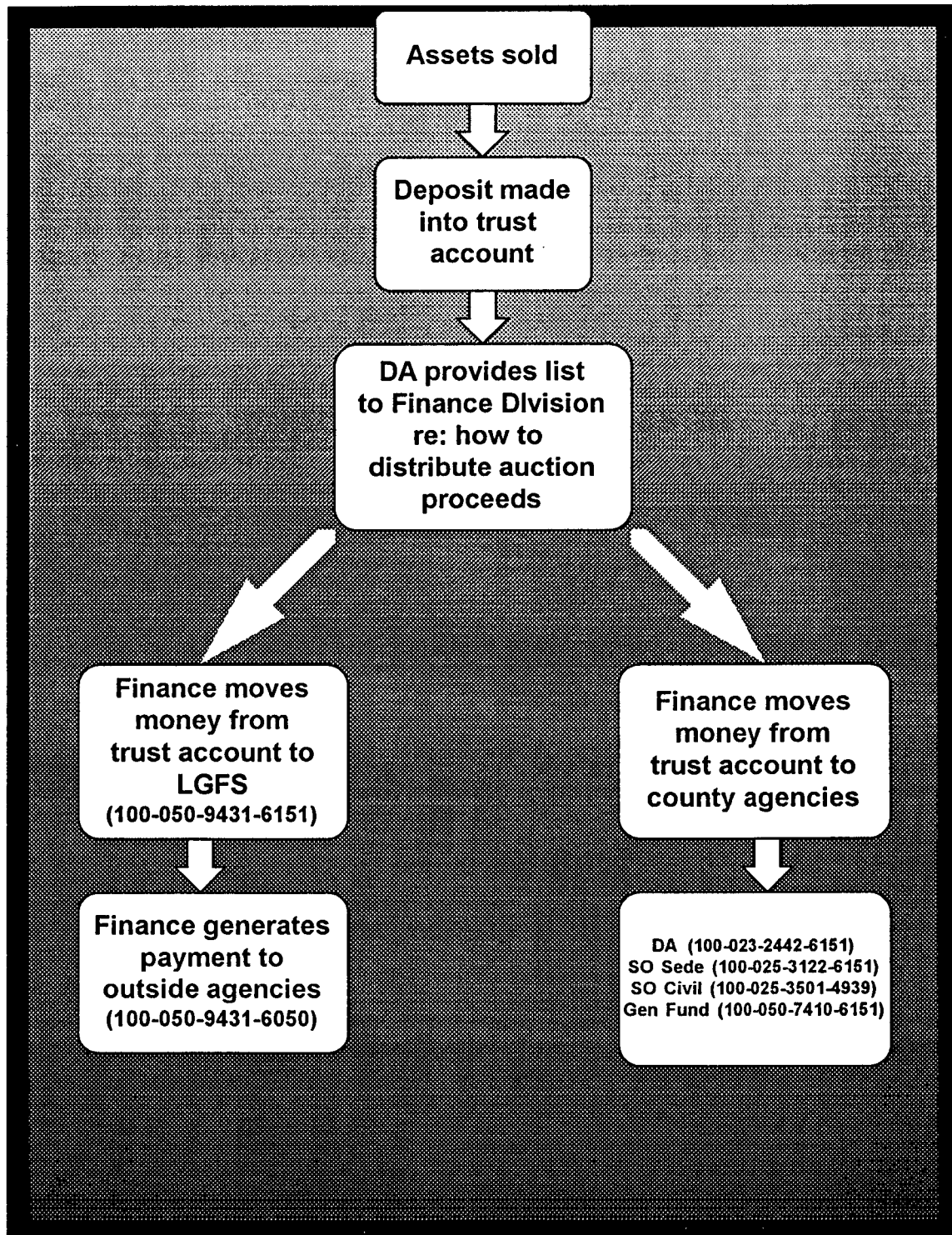
The Regional Organized Crime and Narcotics (ROCN) Task Force is an intergovernmental authority under Oregon law (ORS 190.003). The purpose of ROCN "...is to provide cooperative and coordinated effort among law enforcement agencies and officers of the participating jurisdictions in the enforcement of the law and protection of citizens from illegal activity in narcotics; and pursuit of seizure and forfeiture of assets used in or derived from illegal activity in violation of criminal narcotics law; and further, to directly apply for, receive, and manage funds, retain experts, and make certain personal property purchases to facilitate its work" (from the IGA forming ROCN).

The participating jurisdictions include the cities of Portland, Gresham, St Helens, Lake Oswego, and Hillsboro, and the counties of Multnomah, Clackamas, Washington, and Columbia. The governing body of ROCN is made up of one representative from each participating jurisdiction. ROCN is financially self sufficient, obtaining its operating resources through grants, contributions and forfeited assets. Approximately 95% of ROCN's cases are tried in the Federal Courts.

Forfeiture Process



Forfeited Asset Auctions



DA FORFEITURES
COLLECTIONS/PROJECTIONS (1986-93)

02-Oct-92

	ACTUAL FY 85-86	ACTUAL FY 86-87	ACTUAL FY 87-88	ACTUAL FY 88-89	ACTUAL FY 89-90	ACTUAL FY 90-91	ACTUAL FY 91-92	PROJECTED FY 92-93
REVENUE								
510 FORFS/BWC		125,349	258,034	289,538	230,023	47,901	187,518	494,889
2012 FORFS/FEDERAL								
2708 SPCL ENFC DT								
2708 FORFS/JURISDICTIONS								
4121 MISC CHG/RECOVERIES			5					
4129 CRML ENT INV	126,890							
4900 MISC CHG/RECOVERIES				80	323	18	11	
6150 FORFS/ORDINANCE		136,314	158,572	101,751	71,258	322,689	468,813	400,000
6151 FORFS PROPERTY SALES		4,750	1,395	16,617			28,157	
TOTAL REVENUE	126,890	266,413	418,006	407,987	301,604	370,608	684,499	894,889
EXPENDITURES								
PERSONAL SERVICES	0	0	108,143	160,807	200,277	162,549	147,620	223,594
MATERIALS & SERVICES	1,541	5,980	20,325	12,980	41,032	20,542	20,743	116,472
CAPITAL OUTLAY	0	2,399	0	4,177	12,394	0	21,248	0
TOTAL EXPENDITURES	1,541	8,379	128,468	177,963	253,703	183,090	189,610	340,066

MCSO FORFEITURES
COLLECTIONS/PROJECTIONS (1986-93)

02-Oct-92

	ACTUAL FY 85-86	ACTUAL FY 86-87	ACTUAL FY 87-88	ACTUAL FY 88-89	ACTUAL FY 89-90	ACTUAL FY 90-91	ACTUAL FY 91-92	PROJECTED FY 92-93
REVENUE								
510 FORFS/BWC		36,123	62,651	81,763	102,527	200,743	227,953	11,275
2012 FORFS/FEDERAL			9,071	112,637	199,143	160,625	180,140	175,000
2708 SPCL ENFC DT	87,070							
2708 FORFS/JURISDICTIONS		48,017	62,808	600	39,268	18,518	5,000	10,000
4121 MISC CHG/RECOVERIES			571		4,697			
4129 CRML ENT INV	16,804							
4900 MISC CHG/RECOVERIES				1,306	68			
6150 FORFS/ORDINANCE		45,941	29,170	19,486	9,682	152,584	178,081	150,000
6151 FORFS PROPERTY SALES		4,325	1,554	10,982				
TOTAL REVENUE	103,874	134,406	165,824	226,774	355,385	532,470	591,174	346,275
EXPENDITURES								
PERSONAL SERVICES	22,268	26,973	22,134	18,282	27,185	40,856	244,949	92,535
MATERIALS & SERVICES	45,484	43,782	56,818	104,303	101,806	211,842	296,407	199,072
CAPITAL OUTLAY	0	1,000	5,109	1,663	25,650	51,820	38,543	25,000
TOTAL EXPENDITURES	67,752	71,754	84,061	124,248	154,641	304,517	579,899	316,607

PAULINE ANDERSON
Multnomah County Commissioner
District 1



1120 S.W. Fifth, Suite 1500
Portland, Oregon 97204
(503) 248-5220

September 16. 1992

To: Mark Campbell
Tom Simpson
From: Pauline Anderson *pie*
Re: Use of Forfeiture

I understand you have been following up on the Board request for a review of the forfeiture revenues and how they have been or could be used.

As part of that review, and in light of the District Attorney's appropriation of carryover forfeiture money as part of our budget adjustment, would you please address the following issues as part of your review.

1. Can the Board appropriate carryover forfeiture money within the Sheriff's office for:
 - a. the DARE program
 - b. the Work Crews
 - c. other programs within his operation (which may free general fund money)
2. Can the Board appropriate carryover forfeiture money within the Sheriff's office and the District Attorney's office for:
 - a. drug related activities within the Department of Community Corrections (e.g. drug testing of probationers, treatment programs)

I understand you may be ready to brief the Board on these issues within two weeks. I look forward to your presentation.

- c. Board of County Commissioners
- c. Sheriff
- c. District Attorney



CITY OF GRESHAM

Management Services Department
501 N.E. Hood Avenue, Suite 100
Gresham, OR 97030-7395
(503) 661-3000

March 26, 1990

Mr. Michael Schrunk
District Attorney
Multnomah County
1021 S.W. Fourth Avenue
Portland, Oregon 97204

Re: Intergovernmental Agreement/Gresham-Multnomah
County

Dear Mr. Schrunk:

Enclosed please find duplicate originals of the
intergovernmental agreement between the City of Gresham
and Multnomah County relating to seizure of assets.

Please date and sign both copies and return one copy to
my office.

Thank you.

Sincerely,


Maureen Swaney
City Recorder

ms
enclosures

cc: Chief Art Knori

INTERGOVERNMENTAL AGREEMENT

The undersigned agencies and units of local government enter into this agreement pursuant to the authority granted in ORS Chapter 190 for the dispersal of assets forfeited under Oregon Laws Chapter 791 (1989).

Parties to the Agreement

The City of Gresham is a municipal corporation and a political subdivision of the State of Oregon organized and existing under the laws and constitution of the State of Oregon and is hereinafter referred to as "the City".

The Multnomah County District Attorney's Office is a law enforcement agency pursuant to Oregon Laws Chapter 791 (1989), and forfeiture counsel for the parties to this agreement.

The Gresham Police Department is a law enforcement agency pursuant to Oregon Laws Chapter 791 (1989).

Recitals

Whereas, the State of Oregon has enacted and enforced procedure for civil forfeiture of drug instrumentalities, proceeds and profits under Oregon Laws Chapter 791 (1989) and provided procedures for civil forfeiture of instrumentalities, proceeds and profits of other prohibited conduct, and

Whereas, the parties recognize that the civil forfeiture law is state-wide in scope, and

Whereas, the civil forfeiture statute provides for the distribution of forfeited instrumentalities, proceeds and profits of prohibited conduct to the forfeituring agency's general fund, and

Whereas, the parties recognize the need to provide funding for criminal investigation and prosecution of cases, and

Whereas, the parties further recognize the need to enact an agreement providing for distribution under the state statute and local ordinances for civil forfeiture.

Now, therefore the parties agree as follows:

1) This agreement replaces and supersedes any and all prior agreements between the parties concerning civil forfeiture. However, the prior agreement between the parties shall govern forfeiture proceedings filed pursuant to Multnomah County Code 7.85 et seq.

2) When the City obtains a judgment of civil forfeiture as the forfeiting agency, the proceeds of the judgment awarded to the City as forfeiting agency shall be distributed as follows:

a) The City shall disburse 35% of the total assets forfeited to the Multnomah County District Attorney's Office. The Multnomah County District Attorney's Office relinquishes its right to recover specific attorney fees and costs from the City, although it reserves the right to pursue such fees and costs in contested cases against claimants.

b) The City shall transfer 50% of the total amount of assets forfeited to the Gresham General Fund for appropriations by the Police Department. The Gresham Police Department relinquishes its right to recover specific expenses and costs from the County although it reserves the right to pursue such costs and expenses in contested cases against claimants.

c) The remaining 15% of the total assets forfeited shall be transferred to the City's General Fund to be used for special projects approved by the Gresham City Council.

d) In cases involving methamphetamine laboratories in which costs are incurred and real property is seized for forfeiture, the parties agree to deed the real property to the Department of Environmental Quality (DEQ) at the conclusion of the civil case.

e) The Gresham Police Chief or his designee may elect to retain any other real or personal property obtained by a judgment of forfeiture for law enforcement purposes. In such an event the Gresham Police Chief or his designee shall inform the forfeiture counsel in writing of such decision. Any property retained by the City shall be used solely for law enforcement purposes.

f) In the event a court of competent jurisdiction orders that forfeited monies, properties or other assets be returned to the owner or otherwise transferred to a third party, all parties shall remit proportional shares of the forfeited assets.

g) In the event the Gresham Police Department cooperates with one or more other law enforcement agencies in a specific case, the proceeds attributed to the Gresham Police Department shall be shared with the participating agency in accordance with the level of the agencies' participation, as determined jointly by the participating agencies.

This agreement shall continue indefinitely, but may be terminated by any of the undersigned parties with ninety days written notification to the other parties.

DATED this 2nd day of April, 1990.

Gussie McRobert
Gussie McRobert
City of Gresham Mayor

3-22-90
Date

F. Wallace Douthwaite
F. Wallace Douthwaite
City of Gresham City Manager

3-22-90
Date

Arthur J. Knori
Arthur J. Knori
City of Gresham Police Chief

3-28-90
Date

Michael Schrunk
Michael Schrunk
Multnomah County District Attorney

4-2-90
Date

Meeting Date: NOV 03 1992

Agenda No.: B-3

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: EXPO CENTER FACILITIES PLAN AND FINANCING OPTIONS

BCC Informal November 3, 1992 BCC Formal _____
(date) (date)

DEPARTMENT DES DIVISION EXPO CENTER

CONTACT BETSY WILLIAMS TELEPHONE 248-5012

PERSON(S) MAKING PRESENTATION Bill McKinley, Bob Nilsen, Patricia Shaw and
Rebecca Marshall Chao

ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☒ POLICY DIRECTION ☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: One hour

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: _____

BRIEF SUMMARY (include statement of rationale for action requested,
as well as personnel and fiscal/budgetary impacts, if applicable):

Presentation of the Portland Exposition Center Facilities Plan (Expo Master Plan),
including plan objectives, market potential, facility plan recommendations, and
summary of specific projects and projected project costs. Also, presentation of
financing alternatives for plan implementation.

(Copies of plan will be distributed to Clerk and Board members prior to the
presentation.)

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL _____

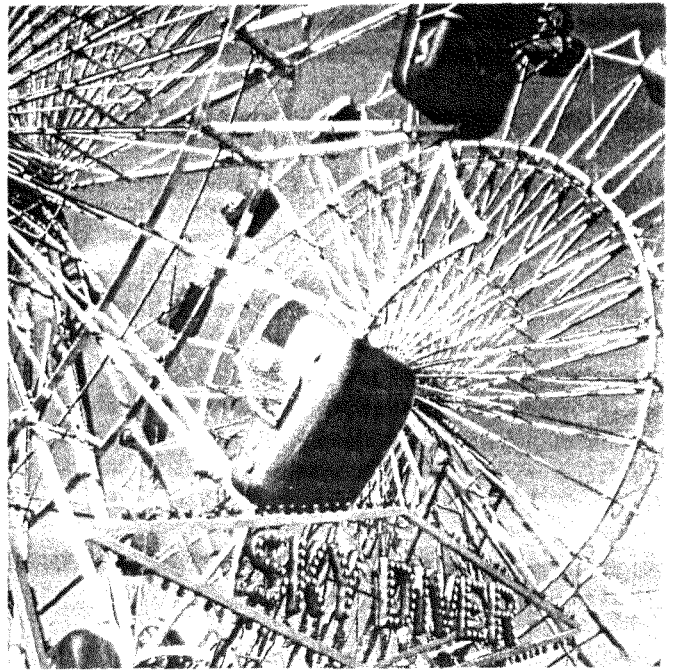
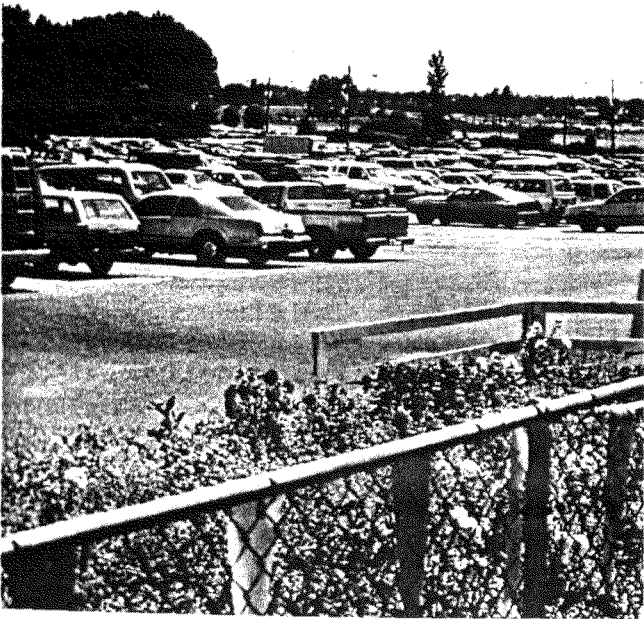
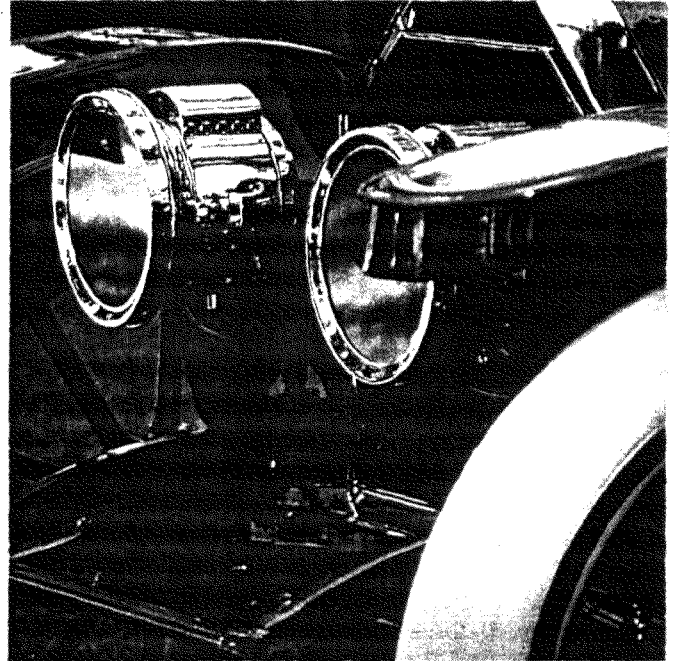
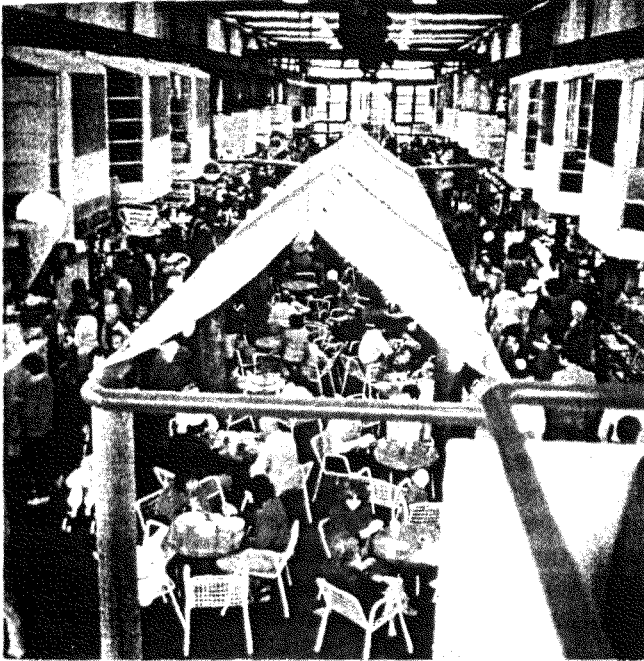
Or

DEPARTMENT MANAGER Paul Yarbrough / bkw

(All accompanying documents must have required signatures)

BOARD OF
COUNTY COMMISSIONERS
1992 OCT 26 PM 3:33
MULTNOMAH COUNTY
OREGON

PORTLAND EXPOSITION CENTER FACILITIES PLAN



M U L T N O M A H C O U N T Y

FACILITIES PLAN SUMMARY

Multnomah County has undertaken the development of a Facilities Plan which has been divided into two parts for evaluation purposes.

The first part of the Facilities Plan relates to the recognition of Expo's consumer show market niche and to further strengthen that niche through identification, public awareness, and ease of use, and to develop a facilities plan so that changes and/or additions to the existing building complex and the site can be made in a logical planned manner as the need(s) arises whether related to Code/Fire Life Safety issues, market conditions, or other needs and conditions.

The second part of the evaluation process was to determine if other income generating components (if available) located on the Expo Center site would help the viability and overall economic strength of the Expo Center complex without interfering with the basic market niche.

Part 1 - Facilities Plan Recommendations

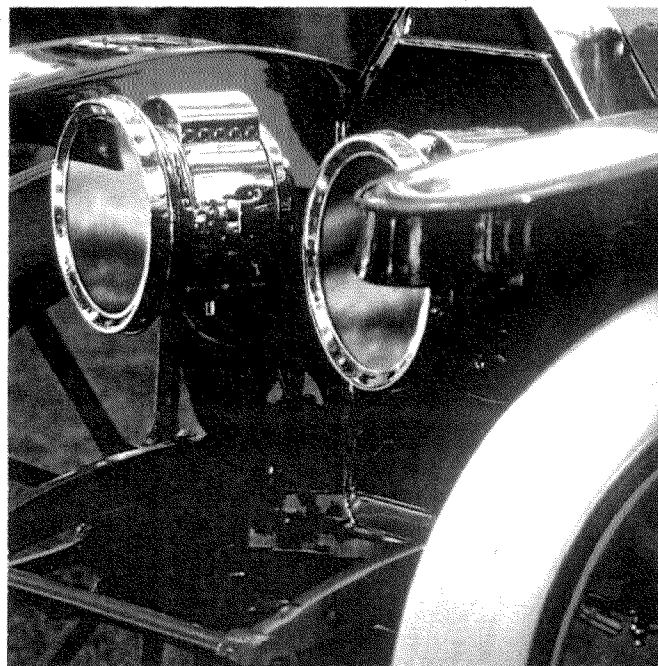
- Upgrade emergency generator and fire/intrusion alarm systems. Make structural modifications to meet current building codes.
- General upgrade of interior finishes and equipment to include: replacement of asphalt floors with concrete, repainting throughout, and upgrading miscellaneous electrical and mechanical components.
- Construct an 80-foot wide paved pedestrian street with a 10-foot wide canopied arcade.
- Construct individual building entry towers and related entry vestibules.
- Emphasize and move Expo's Main Entry by constructing new central administrative offices, ticket offices and concessions warehouse space.
- General upgrade and miscellaneous adjustments of exteriors to unify the overall appearance including: repainting and adjusting the facade of existing buildings to a uniform height.

Part 2 - Income Generating Components

- 1). New South Hall: a 60,000 square foot clear span exhibit hall.
- 2). Amphitheatre: an outdoor arena where 20,000 people could attend a concert six to eight times a year in a non-fixed-seating arrangement.
- 3). RV Park: a park with approximately 115 sites to cater to vendors, consumers attending Expo or surrounding events, and summer tourists.
- 4). Marina: a moorage with potential for eighty slips. The Marina could become a stop on future sternwheeler trips or linked to downtown Portland, the future OMSI, or to Oregon City by boat taxis.
- 5). Restaurant/Cafeteria: a on-site sit-down food establishment seen as being used in conjunction with existing concessions at Expo.*

*The five income generating components stated above are listed in descending order of relative feasibility.

PORTLAND EXPOSITION CENTER FACILITIES PLAN



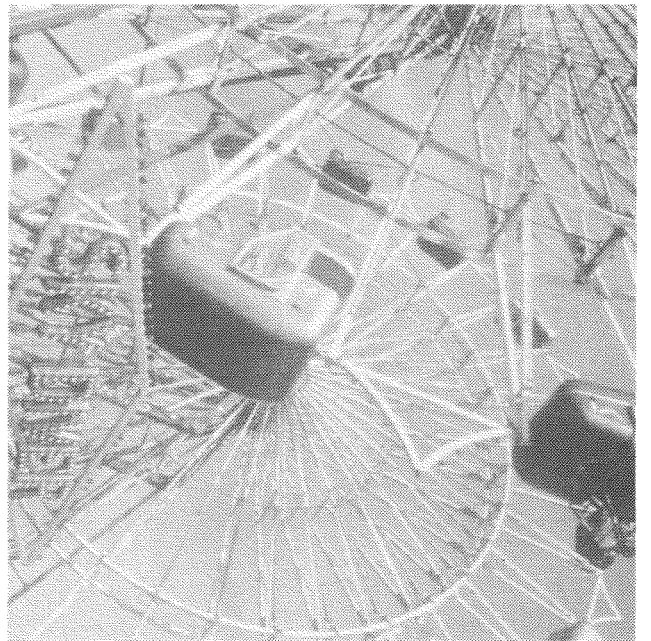
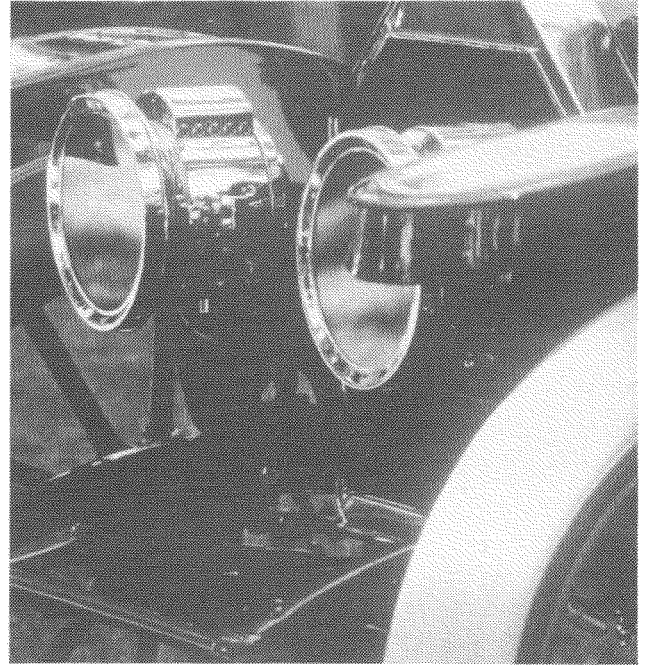
M U L T N O M A H C O U N T Y

Prepared for:

**MULTNOMAH COUNTY
DEPARTMENT OF ENVIRONMENTAL SERVICES
PORTLAND EXPOSITION CENTER**

Paul Yarborough, Director
Department of Environmental Services
William V. McKinley, Portland Exposition Center Manager
Robert Nilsen, Portland Exposition Center Facilities Plan Coordinator

PORTLAND EXPOSITION CENTER FACILITIES PLAN

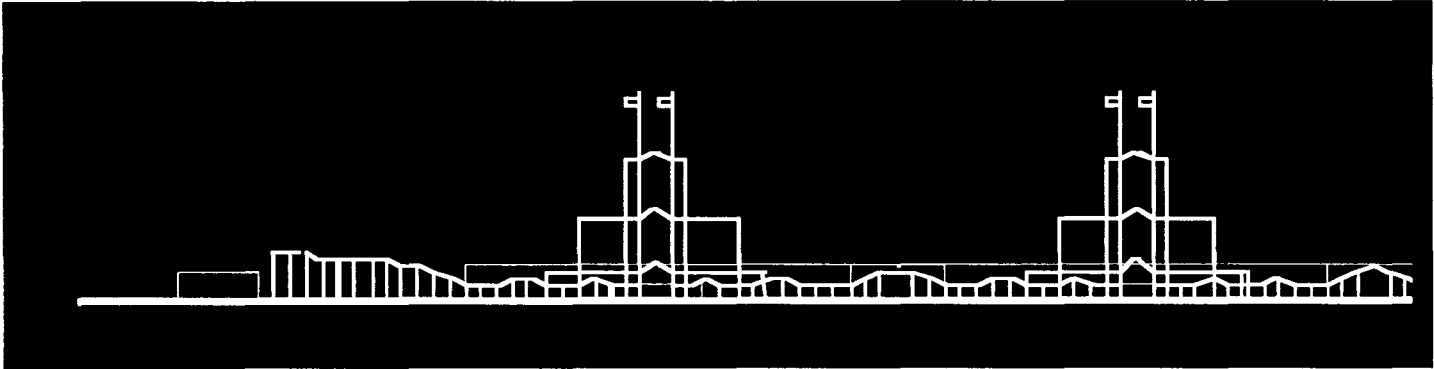


M U L T N O M A H

C O U N T Y

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CONSULTANT TEAM

SMH PARTNERSHIP, PC
ARCHITECTURE/PLANNING
Hussain Mirza, Principal-in-Charge
Mark DiLoreto, Project Architect

DEAN RUNYAN ASSOCIATES
ECONOMIC/MARKET RESEARCH
Dean Runyan, Principal

MAYER/REED
LANDSCAPE PLANNING
Carol Mayer-Reed, Principal

CENTURY WEST ENGINEERING
CIVIL ENGINEERING
Pete Capell, Engineer

R&W ENGINEERING
MECHANICAL/ELECTRICAL
ENGINEERING
Harry Reeder, Principal
Gregg Scholz, Engineer

Kpff CONSULTING ENGINEERS
STRUCTURAL ENGINEERING
Jerry Dodd, Engineer

A . SUMMARY

[REDACTED]

[REDACTED]

FACILITIES PLAN SUMMARY

Multnomah County has undertaken the development of a Facilities Plan which has been divided into two parts for evaluation purposes.

The first part of the Facilities Plan relates to the recognition of Expo's consumer show market niche and to further strengthen that niche through identification, public awareness, and ease of use, and to develop a facilities plan so that changes and/or additions to the existing building complex and the site can be made in a logical planned manner as the need(s) arises whether related to Code/Fire Life Safety issues, market conditions, or other needs and conditions.

The second part of the evaluation process was to determine if other income generating components (if available) located on the Expo Center site would help the viability and overall economic strength of the Expo Center complex without interfering with the basic market niche.

Part 1 - Facilities Plan Recommendations

- Upgrade emergency generator and fire/intrusion alarm systems. Make structural modifications to meet current building codes.
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*The five income generating components stated above are listed in descending order of relative feasibility.

[REDACTED]

B. INTRODUCTION

[REDACTED]

[REDACTED]

EXPO CENTER MANAGER'S STATEMENT

It has been said that "as undeniably eastern as Portland's founders and builders were, they molded a uniquely western metropolis." The livestock industry, finds its "western" lineage in the great livestock markets of Chicago and Kansas City. At the turn of the century, Portland, with the west coast's second largest population, became the Pacific Northwest's equivalent to those two cities. Meat processing plants, stockyards and related structures were built on the banks of the Columbia River. As with most burgeoning industries, there was competition, in this case, for livestock bought and sold. The need to "showcase" the various livestock breeds to buyers, sellers and interested parties in appropriate facilities became apparent.

The original buildings were built by the Pacific International Livestock Association during 1921-22. They were constructed to show what was to become the west coast's largest livestock exposition. Here grading of breeds to strict standards, awarding of prizes, conducting

of auctions and sponsorship of first-class rodeos all became part of the "P.I." tradition. The "Expo", as it was also called, burned to the ground three years after it was constructed, but was quickly rebuilt. The Expo along with the Portland Union Stock Yards Company prospered through the 1930's.

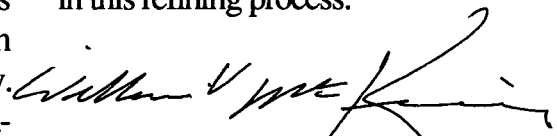
With the advent of World War II the Expo Center became the temporary home for more than 3500 Japanese-Americans for five months in 1942. The Expo Center was called "The Portland Assembly Center" and was used in this dark capacity until facilities at Hunt, Idaho were completed to accept these Americans for the duration of the war.

The P.I.'s popularity continued through the 1950's. However, with changing markets, the Swift Company shut down its packing plant located at the western end of the complex. In 1965, the same year as the Swift closure, Multnomah County purchased the property. The County remodeled the facilities and renamed them the Multnomah County Exposition Center. In 1969, the Expo site

became the home of the County Fair along with P.I. events.

In the late 1970's the County demolished a number of deteriorated barns, refurbished the arena by removing the old rodeo seating and paving the floor. With these improvements, a favorable rate structure, and plentiful parking, the early to mid-1980's were years of explosive growth in consumer and trade show bookings at the Expo. A strong "market niche" had now been established in the region with these newly configured facilities.

As we approach the twenty-first century, it is our hope that we can build upon Expo's inherent advantages as the region's favored venue for consumer shows while exploring new and exciting possibilities in developing the site for future opportunity. This Facilities Plan will be a useful resource in assisting us in this refining process.



William V. McKinley
Manager, Portland
Expo Center

FACILITY PLAN CONCEPT STATEMENT

The Facilities Plan concept has been divided into two parts for evaluation purposes.

The first part is to recognize Expo's consumer show market niche and to further strengthen it through identification, public awareness, and ease of use, and to develop a facilities plan so that changes and/or additions to the existing building complex and the site can be made in a logical planned manner as the need(s) arises whether related to Code/Fire Life Safety issues, market conditions, or other needs and conditions.

The second part is to determine if other income generating components (if available) located on the Expo Center site would help the viability and overall economic strength of the Expo Center complex without interfering with the basic market niche.



Consumer Show

FACILITY PLAN ASSIGNMENT

The assignment issued to the Facilities Plan Consultant Team by Multnomah County was to develop a facilities plan to provide guidance for short and long range operational and capital improvements.

The planning assignment directed the planning team to address the following considerations:

1. Infrastructure: Review existing fire/life safety systems and utility systems and provide recommendations to guide future capital improvements.
2. Market Niche: Develop a plan that continues to maintain the current consumer show market niche and expand on that niche.
3. Traffic and Parking: Analyze current conditions and develop recommendations for vehicle access, circulation and parking related to the facilities plan and the recent relocation of North Marine Drive.
4. Expo Complex: Study the physical setting of the Expo Center complex and identify issues.
5. Architecture: Review internal circulation, architecture, and identity issues. Develop programs and site designs for building additions.
6. Implementation: Develop a capital improvement list to be implemented over a 15 year time period.
7. Income Generation: Review alternative income generating components at the Expo center complex.

FACILITY PLAN PROCESS

In response to the planning assignment from Multnomah County, the planning team lead by SMH Partnership, PC, developed a two phase work plan. Phase I constituted the inventory, analysis, and the review and investigation of the existing Expo Center. It also consisted of the identification of planning issues, recommendations and criteria for the development of a future facility plan. Phase II consisted of the facility plan.

Phase I began with the facility plan programming workshop. The purpose of the work-

shop was to review Expo's goals, objectives, and policies with Multnomah County and with commentary from representative tenant users.

Subsequent to the workshop, planning consideration was directed towards:

1. Parking and traffic at the site and its impact on long range development of Expo.
2. Assessing the capability of the existing food service preparation/distribution systems for future expansion.
3. Efficiency of the existing ticketing/queuing function and its effect on growth.

In addition random interviews were conducted on-site with members of the public and representative tenants.

A range of planning and programming issues were identified for investigation and clarification. Joint planning sessions were held with Expo/Multnomah County management and the planning team to discuss planning issues, considerations and criteria for use in the facility plan.

Phase II of the facility plan consisted of a series of weekly



Consumer Show

consisted of a series of weekly design meetings with Expo/Multnomah County management and the planning team. New and existing elements of the site were discussed and evaluated. Sketches of the planning issues identified in Phase I were refined graphically to develop conceptual design alternatives. These concepts were further refined to develop an overall Facilities Plan. Personnel from the planning team and the Expo/Multnomah County Management met throughout this process to review the issues and proposals being evaluated. Those planning considerations and recommendations are incorporated into this Facility Plan.

FACILITY PLAN GOALS AND OBJECTIVES

GOALS:

- **To maintain Expo Center's market niche.**
- **To expand within this market niche.**
- **To maintain a close relationship and coordinate activities with other organizations involved with consumer shows.**
- **To improve the physical environment of the site and buildings.**
- **To investigate alternative income generating components.**

PLANNING OBJECTIVES:

- Look into questions related to vehicular access, arrival, circulation and parking for auto, buses, recreational vehicles, trucks and tractors.
- Evaluate site utilities infrastructure and their capacities for future development.
- Coordinate the siting design of new buildings, as their need arises, to allow flexibility to consumer show exhibitors.
- Develop safe, convenient and pleasant pedestrian circulation from the parking area to the facility entrance.
- Analyze the location for parking vehicles and service facilities.
- Evaluate and provide appropriate locations for ticket sales and gating.
- Identify program elements that will encourage use of the Expo site during the entire calendar year.
- Minimize disruption of operation of Expo through timely development of the site.
- Evaluation of the County Fair scheme will be required

as elements of the Facilities Plan are implemented.

ARCHITECTURAL OBJECTIVES:

- Upgrade existing buildings to meet current building code and fire/life safety requirements.
- Provide for the integration of new structures, as the need arises, into an overall facilities plan.
- Design facilities that are barrier free for handicapped, young children, the elderly, and other visitors with special needs.
- Use design as a means to create an identity for the Expo Center.
- Use design as a way to organize and orient visitors and vendors.

LANDSCAPE OBJECTIVES:

- Provide landscape that does not compromise security.
- Provide appropriate landscape as visual relief and to enhance the character of

public spaces.

- Use landscape as a way to complement and strengthen architectural design objectives.
- Provide landscape that meets zoning/code requirements in a sympathetic way to architectural design objectives.
- Select plant materials that help orient visitors, without obstructing the buildings.

ECONOMIC OBJECTIVES:

- Provide for additional income generating components to maximize profitability.
- To develop variety, quality, and convenience of visitor services and concessions to enhance visitor satisfaction and maximize their on-site participation.
- To increase visitation by allowing convenient access and drop-off points to users of public transportation. This should include existing bus, future light rail, and future passenger boat access.

[REDACTED]

C .
PHYSICAL
SETTING

[REDACTED]

[REDACTED]

FACILITIES ANALYSIS

LOCATION

The Portland Expo Center, is located in North Portland. It is owned and operated by Multnomah County and is a part of Portland's Albina Community.

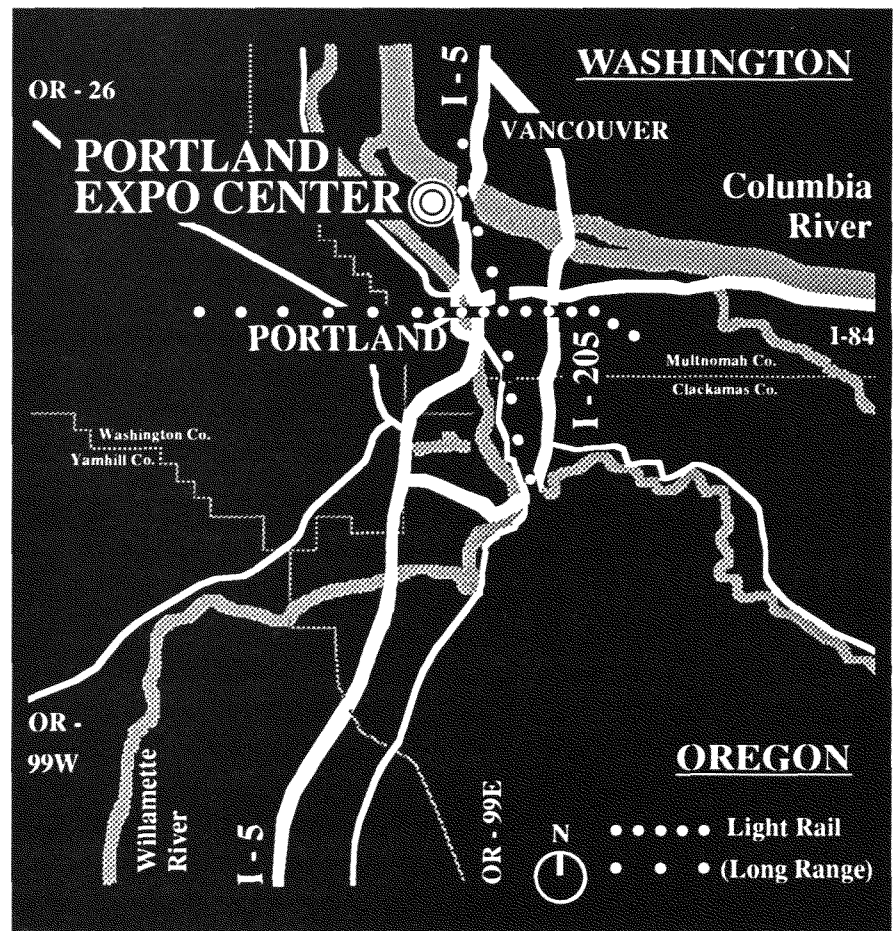
The site is zoned IG-2 (general industrial) and consists of 60.85 acres which includes about 13 acres southwest of the main site and 3 acres along the Oregon Slough.

Along the east border of the site is I-5, East Delta Park, and Portland Meadows horse racing track. Along the south border are wetlands, the Portland International Raceway, and West Delta Park. Along the west border is Force Avenue, and along the north border is the Oregon Slough of the Columbia River.

The site is essentially flat and surrounded by relatively large open spaces. The facility is readily accessible by private automobile and public transportation. River access is also possible

to the North via the Columbia River and its Oregon Slough.

Located in the heart of two metropolitan market areas, the Portland Expo Center offers excellent opportunities for many on-site special events and shows. It is a valuable resource for the metropolitan regions residents and out-of-state users



Portland Metropolitan Area

and visitors.

Implementation and expansion of the light rail system to Hayden Island/Vancouver would encourage even greater visitation of the Expo Center by metropolitan area residents and visitors.



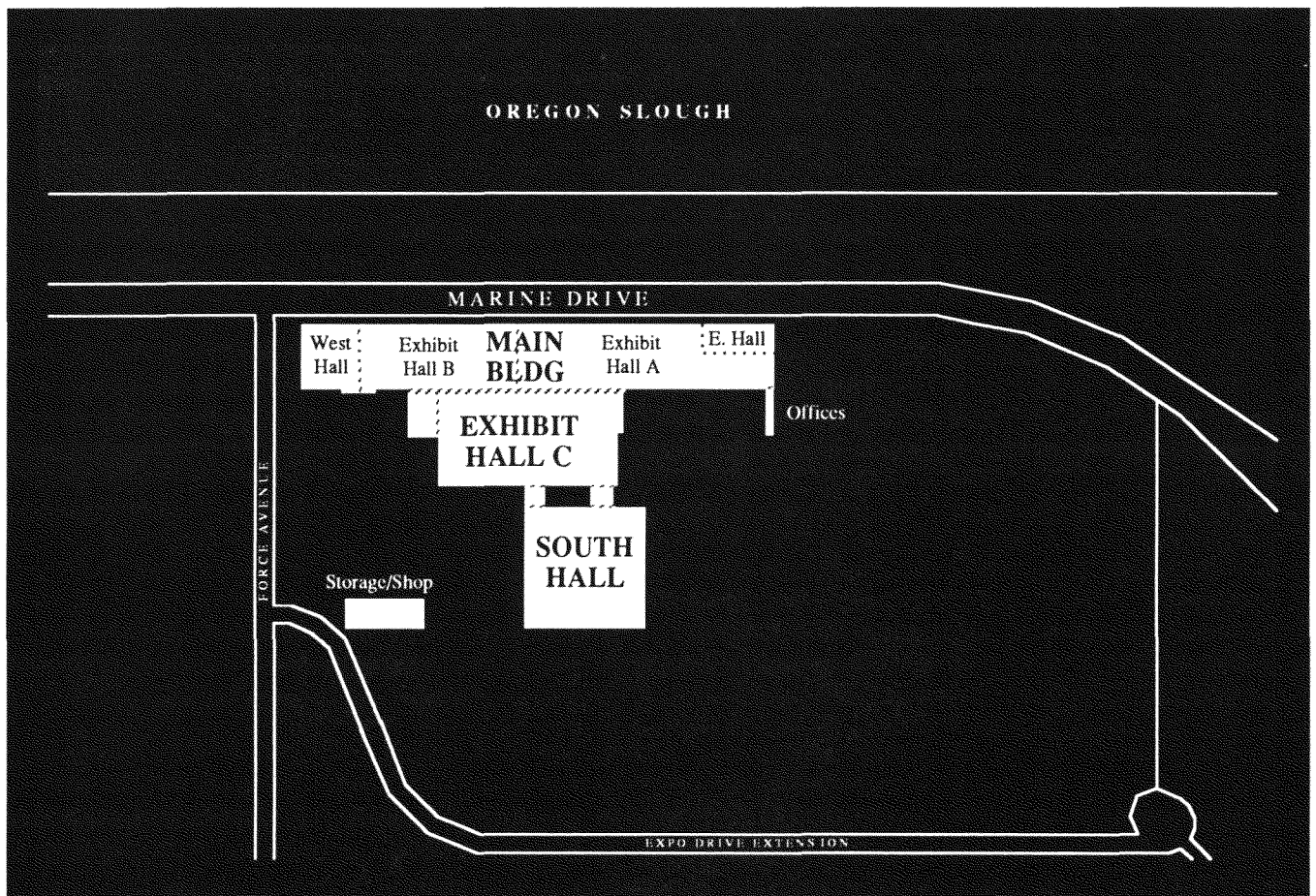
Existing Aerial View.

ARCHITECTURAL ASSESSMENT

The Expo Center is a consumer show facility consisting of primarily 3 interconnected buildings totaling approximately 220,000 square feet of flat floor space.

The Main Building has

an area of about 100,000 square feet and consists of Exhibit Halls A, B, East and West Halls, and various support spaces. It is a wood framed building with unpainted plywood finish on the exhibit hall walls. The north wall of the Main Entrance Area is brick and painted concrete block. The



Existing Buildings

building is about 1000 feet long and has a 20 foot by 80 foot column grid throughout.

The floor in this building is approximately 40% concrete slab and the remainder is asphalt. The ceilings are primarily exposed structure painted dark brown with the exception of the West and East Hall ceilings which are unpainted exposed wood.

Existing restroom facilities are accessible from Exhibit Halls A and B. The walls of the restrooms have

an orange laminated wainscot to 5 feet high and painted wall above that. The floor and ceiling are painted an off-white color, and the partitions are grey.

The existing building can function as one large hall, or be subdivided by a series of overhead roll up doors for smaller shows. These halls contain a complete fire sprinkler system.

Exhibit Hall C (Arena) shares a common wall with Exhibit Halls A and B and has an area of approximately 60,000 square feet. It is a wood framed building with painted plywood walls. The building is approximately 200 feet by 300 feet with a 20 foot by 150 foot structural column grid. The ceiling is exposed wood structure painted black with ventilator windows close to the roof to facilitate air movement.

The concession stands have mansard roofs exposed to the interior. The floor of this building is a relatively



Existing Concessions

new 6" concrete slab. This building is fully sprinkled.

South Hall was built in the early 1980's and is a 60,000 square foot steel framed structure. It measures approximately 240 feet by 250 feet and has a 30 foot by 50 foot structural column grid. The walls have an 8 foot high painted plywood wainscot. This building is connected to Exhibit Hall C with two pedestrian links each measuring approximately 30 feet wide by 50 feet long. This building is fully sprinkled.

The exterior of each building is painted corrugated metal panels consisting of a number of different colors and finishes. The roof surfaces, for the most part, are relatively new single ply roof membranes with the exception of Exhibit Hall C which has an old built up roof.

The buildings in conjunction with the expansive parking area serve the intended use and market niche very well.



Existing Building Exterior

STRUCTURAL ASSESSMENT

The Expo Center was built in several different phases and totals approximately 220,000 square feet. The **Main Building's** original one story structure, Exhibit Hall A, is approximately 120 feet by 540 feet and is located at the northeast end of the site. The height of the building is approximately 20 feet to the bottom of the structure. Its wood frame consists of trusses which span to wood columns that are spaced 20 feet on center. The trusses are approximately 7 feet deep and span 80 feet. The typical wood columns are 9 inch square. The joists spanning between the trusses are 1 1/2 inch by 9 inch at 24 inches on center. These trusses are overlain with 6 inch by 3/4 inch tongue and groove straight sheathing.

The first addition to the building, Exhibit Hall B was constructed on the west side of the original building. It measures approximately 120 feet by 420 feet and its one

story wood frame is of similar construction to the original building.

Exhibit Hall C, the second addition to the building was constructed on the south side of Exhibit Halls A and B. The height of this building is approximately 38 feet to the bottom of the structure. It measures approximately 300 feet by 200 feet and is also a one story wood frame structure. However, it has different member sizes than the other additions. The wood frame consists of trusses which span to wood columns that are spaced 20 feet on center. The trusses are approximately 18 feet deep and span approximately 150 feet. The typical wood columns are 13 inches square.

South Hall was constructed as a new addition to the complex in 1982. It is south of Exhibit Hall C and was designed as a free-standing structure. It is a one story, steel framed building that totals approximately 60,000 square feet. It is a "pre-engineered" metal

structure with steel moment frames spanning the east-west direction with columns at 50 feet on center. These rigid moment frames occur every 30 feet along the length of the building. Spanning between these frames are light gauge "Z" purlins at approximately 5 feet on center which in turn are overlain with a light gauge metal deck. The building is laterally supported by the moment frames in the east-west direction and by end wall cross bracing for loads in the north-south direction. Lateral loads in the plane of the roof are transferred to these elements by several rows of cross bracing in the roof.



Consumer Show

ELECTRICAL ASSESSMENT

The **Main Building** and **Exhibit Hall C** have PGE electrical service with a dry type stepdown transformer with a secondary voltage of 208 V, 3 phase, 4 wire.

The main distribution switchboard is rated 2000 amperes with circuit breakers for load protection. It has three 800 ampere, one 600 ampere, and one 500 ampere panel-boards for load connections.

Emergency power is provided by a 208 volt generator, which serves emergency safety lighting to meet current Life Safety Code requirements and provides additional power to allow continuous use of the facility during outages.

The majority of area lighting is provided by 8 foot long, two and four lamp fluorescent fixtures using a mixture of standard, high output, and very high output lamps.

South Hall has secondary overhead electrical ser-

vice from PGE with two 600 ampere distribution panel-boards and two 200 ampere panel-boards. Emergency power is provided by battery wall pack light fixtures. General area lighting is high pressure sodium lights with fluorescent fixtures for immediate relighting after power disruptions.

Site lighting is high pressure sodium and mercury vapor area lights and flood lights. Electric service for Site facilities is provided on a temporary basis by PGE as needed.

The present method for connection of show loads throughout the complex is with temporary cords suspended in the rafters. The existing electrical service provides 208 or 120 volts.

For both buildings, the existing electrical distribution system provides adequate service for the shows that have occurred at the Expo Center to date.

MECHANICAL ASSESSMENT

HVAC

The existing heating ventilating and air conditioning system is comprised of gas fire heaters, small capacity air conditioners and restroom exhaust fans. In the **Main Building** and **Exhibit Hall C**, the heating system is comprised of old gas fired unit heaters located throughout the building except for the office area which is gas heat and small capacity through-wall type air conditioners. Currently there seems to be inadequate heating in the North and East portions of the building during cold weather and/or with the east wind blowing. There is no general air conditioning throughout the building. In addition, users have complained of inadequate ventilation on days when the outdoor temperature exceeds 90° F.

South Hall is heated with gas fired unit heaters spread throughout the building, this building has no air conditioning.

PLUMBING

The existing plumbing system for the Expo Center Facility is comprised of water and sewer serving the existing building. In the **Main Building** and **Exhibit Hall C**, the water system service is adequately serving the existing building, but there are some perceived problems with water distribution to user areas. Not all landscape areas are irrigated. The sewer system is adequately serving the existing building. Women's restrooms are deficient in number, and none are vented per current code.

South Hall is served adequately by both water and sewer. The restrooms in this building are adequate, but need to be reviewed with respect to the practical needs of the users.

The status of the existing fire sprinkler system as determined from reports already completed appears mostly adequate as required by code for existing buildings. A thorough review of the fire sprinkler system will have to be undertaken before implementing any modifications of the facility.

UTILITY ASSESSMENT

Water is currently provided to the Expo Center from a 12 inch waterline located under Marine Drive. A four-inch compound meter registers water consumption at the **Main Building, Exhibit Hall C, and South Hall**. Average monthly water consumption in 1990 and 1991 was 275,000 gallons with a peak of 515,000 gallons.

Fire suppression water which is also provided to the Expo Center by the 12 inch waterline on North Marine Drive, consists of a 10 inch pipe with a check valve to prevent contamination of the public water system and a flow meter. The existing 10 inch water meter owned by Multnomah County and maintained by the City of Portland Water Bureau for \$300-\$500 per year is located on the fire suppression line to monitor any water consumption through this pipe.

The existing drainage system appears to divert a majority of runoff from the paved parking areas to vacant land di-

rectly adjacent to the south property line of the Expo Center via four discharge points.

It will be assumed that the roof drains from the Main Building and South Hall also direct their flow in this direction. Catch basins located throughout the site appear to have 8 inch inlet pipes connected to main line storm drain pipes from 12 inches to 24 inches in diameter.

The sanitary sewer system is directed off the site to the north and carried in a 10-inch pipe along Marine Drive.

ASBESTOS ASSESSMENT

A detailed Asbestos Assessment has been undertaken by Multnomah County and is available under separate cover. The results of the report indicate that there is evidence of asbestos in several areas of the existing facility. A detailed review of this report will be necessary before modifying any existing building elements.

LANDSCAPE ASSESSMENT

The Expo Center facility is composed of large buildings and a broad expanse of parking.

The parking lot is sparsely landscaped with a variety of small shrubs and isolated trees planted around the light fixtures of the east parking lot. The sloped area between the upper and lower terraces of parking has flower beds and a variety of trees.

The north side of the buildings along Marine Drive is planted with ornamental cherry trees which are not consistent with the majority of street trees on Marine Drive in style or shape.

PARKING AND CIRCULATION ASSESSMENT

The City of Portland requires Expo to have 1,750 parking spaces. Currently, Expo has paved parking for 2,745 vehicles, and gravel surface parking for about 750 vehicles. The total 3,500 spaces are ample for all but the largest shows of Expo. The parking lot is divided into two terraces, the lower includes most of the eastern half of the site and the upper surrounds the Expo Buildings, and extends to the west boundaries. Circulation through the parking lot is defined by the striping of parking stalls in the paved portions.

Visitor parking is located primarily in the eastern portion, and parking for consumer show personnel is usually located in the western portion of the site. The western portion is also used for parking tractor-trailer rigs.

To collect parking fees, three ticket booths are located at the east parking lot entrance, and one is located at the west

parking lot entrance. This is sufficient to insure quick passage for visitors according to the county's parking vendor.

There is no designated drop-off and pick-up location within the parking lot for drivers to drop-off their passengers before parking their vehicles.

Another type of drop-off/pick-up that is lacking is one in which the drivers do not wish to attend, but merely drop-off or pick-up passengers. Private vehicles, mass transit and taxis fit this category.

Once parked, the visitor currently has no well defined path or access to the building entries.

Service access takes place primarily before and after consumer shows as the show is set up and taken down. However, some service access, (especially related to concessions) occurs during shows. Service access is from any of the entries and from the existing service corridor between Exhibit Hall C and South Hall.

MARKET POTENTIAL

This section reviews market conditions pertaining to the primary elements of the Facilities Plan program, focusing on anticipated demand and potential for revenue generation. The analysis of each element for this Facilities Plan is strategic in nature; an additional and more comprehensive study—including a detailed analysis of development and operations costs—should be completed as part of the detailed planning for each facility.

The analysis covers five plan program elements: expo building expansion, a large performance amphitheatre, an RV park, marina, and restaurant. Each program element is described and analyzed, and a gross revenue estimate is included if possible. In all cases, these revenue estimates are gross figures with the exception of those associated with the Amphitheatre and do not include development, operating and other costs.

MARKET CONDITIONS OVERVIEW

Population growth is an underlying factor with regard to changing demand for most facilities and events. Portland Metropolitan area population growth has averaged increases of 1.2% per year during the 1980's. This growth is projected to continue at this rate through the 1990's, based on projections prepared by NPA Data Ser-

vices, Washington, DC. This represents an increase of approximately 150,000 new residents during the decade. This projected growth — which appears conservative given population trends of the past year — will generate additional demand for a wide range of business, commercial and recreational events pertaining to the Expo Center.

Projected population increases are most pronounced in the 35 to 54 age group, with

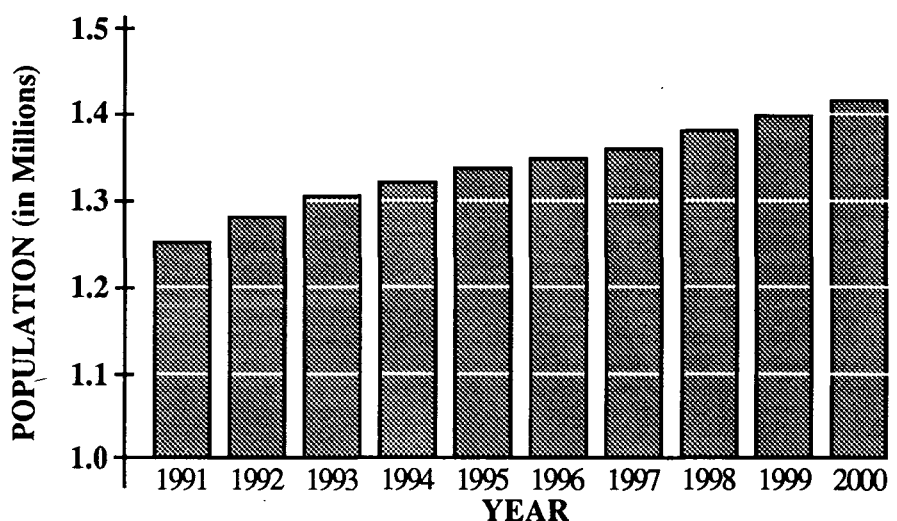


Figure 1 - Portland Metro Population Projections, 1991-2000 .

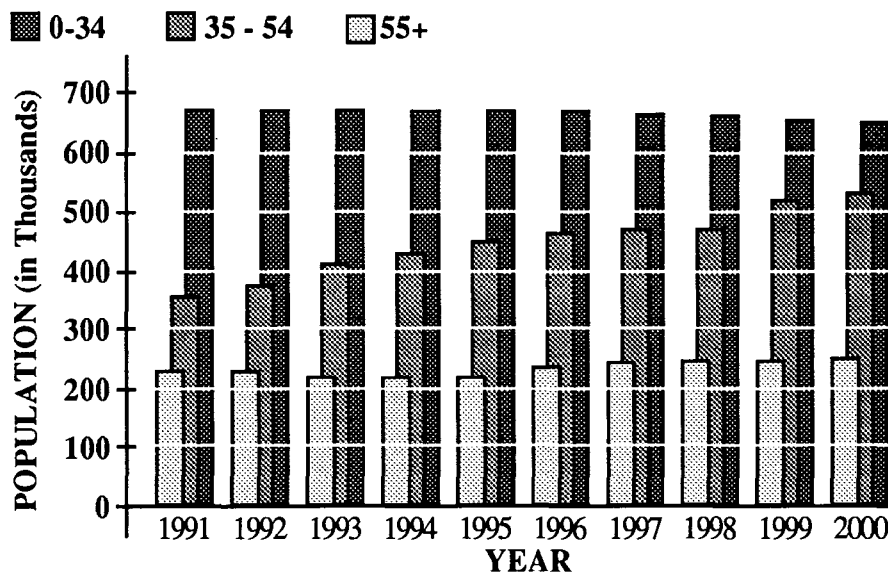


Figure 2 - Portland Population Projections by Age, 1991-2000

less dramatic increases for those 55 and over; population for the under 35 age group will not grow substantially. This pattern indicates that increased demand will be strongest for events and activities that are popular with middle-age and older residents.

Specific market factors pertain to each Facilities Plan program element, and in most cases are more pertinent than overall market size and other broad market conditions. Competing facilities, for example, are significant in most cases. These factors are discussed in each section below.

Event Category	1991 Frequency
Consumer Product	12
Antique, Gun, Mineral	11
Sale Event	9
Other Event	6
Swap, Car	6
Animal	5
County Fair	1
Trade Show	1

Figure 3 - Expo Facility Use, by Event.

EXPOSITION BUILDING EXPANSION

The Portland Exposition Center is a large, relatively inexpensive venue which is used for a number of consumer exposition events, trade shows and other large events. The facility also supports other smaller events, and during the year is in use 186 days, counting setup and breakdown days. Base rents average around \$25 per 1,000 square feet per day, which compares to about \$38 per 1,000 sf for the Memorial Coliseum exposition space. Rates for Convention Center space vary with respect to type of event, but begin at \$40 per 1,000 feet per day and reach over \$100.

Demand

Demand for the facility has been steady, with a large number of shows utilizing the facility year after year. Of the 51 events during the 1991 season the most common are consumer shows

(12) and antique, gun and mineral shows (11). See Figure 3. An attraction of the facility for many show promoters is the ability to negotiate firm commitments for dates well into the future.

Heaviest use is during January, followed by February, March, October and November. Figure 4 shows use for 1991 in terms of square feet-days, where one sf-day equals one sf of space in use for one day. Maximum sf-day use for the 220,000 facility is 6.6 million sf-days for a 30 day month. Typically a facility would be considered completely utilized if about 75% of its theoretical capacity is rented, corresponding to 5.0 million sf-days per month. By this measure January is fully utilized, with five other months at between 60% and 70% capacity. Low usage during the summer is associated with the limited market in Oregon for indoor events during warm and dry months; air conditioning could increase the demand for summer dates.

With regard to space utilization, the County Fair and the only trade show during 1991 each used all available space at 220,000 sf. See Figure 5. Consumer product shows and antique/gun shows are relatively large, averaging 139,000 and 127,000 sf respectively. These large events are also among the most common type for the facility. Certain events also use outside space. These utilization averages represent a mix of large (220,000 sf) and smaller events which use only a portion of the facility. There were eight occasions during 1991 when two or more events were scheduled at the same time.

Several factors suggest that expo facility demand will increase to at least some degree over the next five to ten years:

- Continuing expansion of Portland metro area population
- No competition from other facilities of this size and cost; no other facility

Month	Days Facility in Use	Space Usage (1,000 sf-days)
Jan.	23	5,492
Feb.	23	3,172
Mar.	16	3,024
Apr.	15	1,304
May	6	180
June	12	864
July	16	3,192
Aug.	0	0
Sept.	14	1,900
Oct.	25	3,720
Nov.	24	3,028
Dec.	12	1,520

Figure 4 - Expo Facility Use, 1991

Note: Days of use include setup and break down time. One sf-day equals one square foot of space used for one day; maximum sf-days for a 30 day month is 6.6 million for the 220,000 sf facility.

Event Category	Average Facility Usage (Square Feet)
Consumer Product	139,000
Antique, Gun, Mineral	127,000
Sale Event	94,000
Other Event	48,000
Swap, Car	81,000
Animal	139,000
County Fair	220,000
Trade Show	220,000

Figure 5 - Average Expo Event Size.

in the greater Portland area approaches the Expo Center in size.

- Short-term construction at the Memorial Coliseum (closing the calendar for a period of time), and a downsizing of their exposition area to 50,000 sf; currently there is somewhat over 100 use-days per year for this facility, not counting sports events, although most are relatively small. The current facility is 100,000 sf, not counting an additional 28,000 sf in the arena.
- Growth in size of some shows now using the Coliseum, Convention Center or other venues in the metro area
- Potential for additional consumer and trade shows if the facility were improved

Several factors appear to mitigate against substantial increase in demand:

- Limited demand for indoor activities during the

summer months in Portland, when outdoor events are more popular

- Potential expansion of other facilities, in particular the fairgrounds in Clark, Washington and Clackamas Counties

A number of additional and significant factors with regard to Expo space demand emerge through interviews with facility users, public officials and Expo staff. Comments regarding the positive attributes of the facility, which should be protected to the extent possible, include:

- Inexpensive space
- Reliability of future show dates
- Good parking and freeway access
- Room to expand for existing, smaller shows

Other comments pertain to shortcomings of the facility, including in particular:

- Discontinuous space, making organization of

larger shows difficult; numerous roof support posts in the South Hall

- Improvements necessary in lighting, circulation, heat and other systems
- Inadequate quality of restroom facilities
- Lack of concrete floors in some areas
- Difficulty scheduling more than one large event at a time

Summary of Findings

The above information, in conjunction with the overview of Portland area population and market conditions, indicates that:

- Portland Expo fills an important niche — large, relatively inexpensive space oriented to consumer, trade and sales events — which no other facility in the metro area can match (nor will match in the foreseeable future)
- The facility is facing increasing competition from smaller but grow-

ing facilities in suburban locations and needs upgrading to remain competitive, so long as this upgrading does not substantially increase costs. Small shows may find these other facilities very attractive if upgrading at the Expo Center is not done

- The market for space rental will grow at least to a certain degree through population expansion and from the loss of Memorial Coliseum facilities
- Future facility expansion should maximize the flexibility of facility use and avoid the "county fair syndrome" of constructing separate buildings rather than fewer, larger buildings that can effectively attract large, high quality events
- Building design should stress simplicity, with the most important elements being a concrete floor, good circulation and lighting, clear spans, and adequate access

- Air conditioning is desirable for some users and would expand the usefulness of the building, but overall the demand for space during the summer is limited, and the Convention Center already is available

Revenue Potential

Additional revenues would be generated if facility utilization were increased, either through introduction of additional events or expansion of existing events. According to event promoters, Expo staff and others fa-

miliar with this market, the upgrading of the facility might lead to one or two additional large shows per year, some expansion of existing shows, and perhaps a number of smaller shows now using the Coliseum and other facilities. A summary of facility use expansion and the associated gross revenue generated appears in Figure 6. For this analysis it is assumed that additional events would make use of the same space on the average as current events in the same category. This level of use expansion would require a three to five year period after

Event Category	Existing Schedule (events/yr)	Expanded Schedule (events/yr)	Additional Events	Average Space per Event (1,000 sf)	Average Use Days	Additional Space Rental (1,000 sf - days)	Additional Revenue (\$/yr)
Consumer Products	12	14	2	139	6.0	1,668	\$ 33,360
Antique/Gun/Mineral	11	12	1	127	3.9	495	9,906
Sales Event	9	10	1	94	3.1	291	5,828
Other Event	6	10	4	48	3.8	730	14,592
Swap/Car	6	8	2	91	3.0	546	10,920
Animal	5	6	1	81	3.4	275	5,508
County Fair	1	1	0	220	8	0	0
Trade Show	1	3	2	220	5	2,200	44,000
Total	51	64	13	n/a	n/a	6,205	\$124,114

Figure 6 - Expo Facility Space Revenue Potential

Note: Assumes space rental at \$20/1,000 sf per day, counts setup and breakdown days.

the facility were upgraded.

Expanding use to a total of 64 events per year would result in additional gross space rental revenue of about \$124,000. If space rental income represents one third of total revenue, with the remainder consisting of parking and concession revenue, then total additional gross revenue amounts to \$370,000.

MARINA

Market demand for marina facilities on the Columbia River Slough is determined by assessing several indicators including boating registration trends, boating activity on the Columbia River in Multnomah County, and development trends at marina facilities near the Expo Center site. This analysis focuses only on the market demand for moorage. Should marina development be pursued by the Expo Center as an income generation option, a full financial feasibility and economic impact

analysis should be conducted.

Metro Area Boat Registration Trends

Boat registration in the metro area has grown by more than double the rate of population growth. Given population growth projections and boat registration trends the number of boat owners in the Portland metro area is likely to increase substantially. These growth rates indicate an increasing demand for marina facilities in the metro area. According to surveys conducted by the Oregon State Marine Board in 1989, 2,142 of Oregon registered boaters indicate that moorage facilities on the Columbia River in Multnomah County are inadequate.

County	1978	1982	1985	1987	1989	AAGR
Multnomah	21,520	22,271	23,511	24,699	26,279	1.8%
Clackamas	10,791	12,710	13,486	14,745	16,594	4.0%
Washington	7,794	9,567	10,335	11,615	13,127	4.9%
Total	40,105	44,548	47,332	51,059	56,000	3.1%

Figure 7 - Boat Registrations 1978-1989. Source: Oregon State Marine Board, Statewide Boating Survey, 1978-1990. AAGR: Average Annual Growth Rate.

Columbia River in Multnomah County Boating Activity

The Columbia River in Multnomah County is the most used body of water in Oregon, with this use having grown dramatically during the 1980's for an annual growth rate of 11.1%. Boating use on the Columbia River in Multnomah County is an additional indicator of demand for moorage facilities. See Figure 8.

	1982	1985	1987	1989	AAGR
Boating Days	215,937	292,404	278,737	452,238	11.1%

Figure 8 - Annual Boating Days Columbia River in Multnomah County.
Source: Oregon State Marine Board, Statewide Boating Survey, 1982-1989

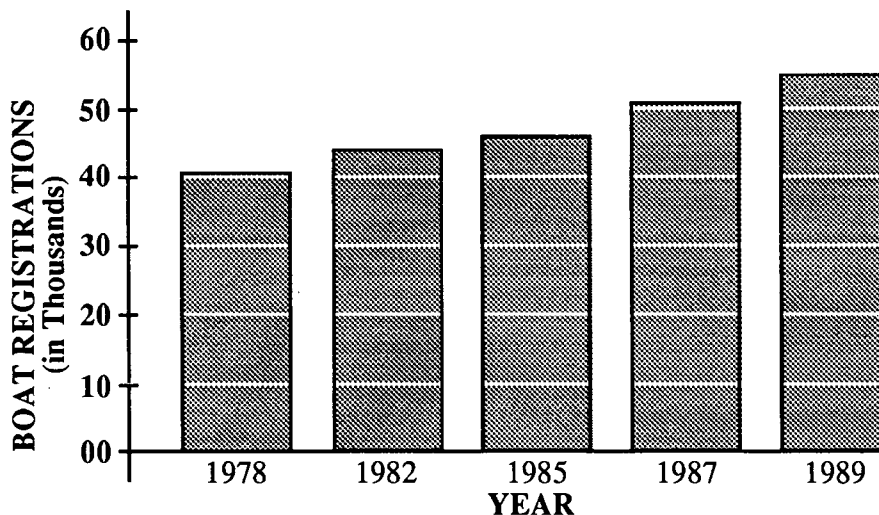


Figure 9 - Boat Registration Trends Portland Metro Area, 1978-1989.

Marina Facilities in Vicinity of Expo Center

In order to determine the demand for marina facilities in the immediate area of the Expo Center, information was gathered from marinas on the Columbia Slough and Hayden Island. See Figure 10. These facilities include a total of 2,000 wet slips and 560 dry moorage, with occupancy at nearly 100% during the primary season which extends from April through October. Occupancy during mid-Winter runs from 75% to 88% depending on the facility.

Facility expansions during the past two years have included 157 wet slips and a 560 boat dry moorage facility. Expansions planned for the next year include a total of 190 wet slips, including 40 slips on the Columbia River Slough between the Expo riverfront and the I-5 bridge. The existing ratio of Expo area slips to Metro area boat registrations is currently one slip for every 28 registered metro area boats. Given an

annual boat registration growth rate of 3%, and a constant proportion of slips to boats, the Expo/Hayden Island area could absorb 60 new slips per year. See Figure 10.

Rental rates for two marina facilities on the south shore of the Columbia Slough in the vicinity of the Expo Center waterfront, range from \$65 to \$125 per month depending on slip size. A recently developed marina adjacent to the Expo site generates slip rates of

\$3.00 per foot per month. At a \$3.00/foot rental rate, monthly fees for 42 foot slips are \$125, and \$75 for 25 foot slips.

For purposes of analysis the Expo Marina is assumed to have 40 large slips and 40 smaller slips, for an average rental rate of \$100 per slip. Gross revenue projections for

Boat Registration	Expo Area Slips	Registration to Slip Ratio	Registrations per Year	Slips per Year
56,000	2,000	28	1,680	60

Figure 10 - Annual Slip Absorption Rate, Expo Center Area.

Marina Facility	Number of Slips	Occupancy (Nov - Mar)	Occupancy (Apr - Oct)	Recent Development	Projected Development	Moorage Rates
Hayden Bay	305	88%	100%	None	150 covered slips, slough side, 1992	\$84 - \$140
Tomahawk Island	792	85%	99%	150 Slips 1989	None	\$78 - \$228
Janzen Beach	538 Covered	75%	100%	None	None	\$63 - \$248
McCuddy's	160	75%	100%	None	None	\$75 (26') \$170 (60')
Sundance	80; 560 Dry	N/A	N/A	560 Dry Moorage	None	Dry \$80 - \$160 (\$5/ft); Wet \$45-\$105 (\$2.50/ft)
Pier 99	120	80%	98%	None	40 Slips at 99 West	\$65 Uncovered \$85 Covered \$125 35'+
Blue Heron Landing	7	85%	100%	1990	None	\$125 (3/Ft)
Total	2,002 (+560 Dry)	82% Average	99% Average	157 (+560 Dry)	190	N/A

Figure 11 - Marina Developments in the Hayden Island Columbia Slough Area. Source: Oregon State Marine Board, Dean Runyan Assoc.

an Expo Marina at varying rates of occupancy, range from \$67,200 at 70% to \$86,400 at 90%. See Figure 12. These revenue projections do not include income which may be derived from the provision of fuel and other services.

RV PARK

A review of Portland/Vancouver area RV parks indi-

cates significant demand for these facilities. Summer occupancy averages nearly 100%, with off-season occupancy at several of the larger facilities in the 75% range. Rental rates at commercial sites range from a low of \$13 per night to a high of \$20 at the nearby Hayden island RV Park. The majority of commercial sites feature full hookups. A number of facilities, including Hayden Islands, rent a portion of their sites on a long-term basis (i.e., more than a month). See Figure 13.

A number of the larger RV facilities have come on-

Annual Average Occupancy	70%	80%	90%
Slips Rented per Month	56	64	72
Revenue per Month (@ \$100 Avg.)	\$5,600	\$6,400	\$7,200
Annual Gross Revenue	\$67,200	\$76,800	\$86,400

Figure 12 - Expo Center Marina Gross Revenue Projection. Note: Assumes 80 Slips.

Facility	Total Sites	Full Hookups	Winter Occupancy	Summer Occupancy	Recent Expansion	Planned Expansion	Cost per Night
Clark Co. Fair	N/A	N/A	N/A	N/A	N/A	400	N/A
Hayden Island	169	169	50%	100%	None	None	20.00
Reeder Beach	40	25	20%	90%	14 (1989)	40	15.00
99 RV	100	100	80%	100%	None	None	13.00
Mt. Hood	420	288	75%	100%	(1987)	None	18.00
Rolling Hills	110	110	75%	100%	None	None	18.00
Riverside	108	108	80%	100%	(1987-1989)	None	18.00
Oxbow Park	45	0	5%	65%	None	None	10.00
Fairview	220	220	40%	100%	(1988)	187	18.00
Champoeg Park	48	48	20%	130%	None	150	12.00
Fir Grove	96	96	90%	100%	None	None	15.00
Portland Trailer	100	80	65%	100%	None	None	17.60
Wash. Co. Fair	14	0	N/A	N/A	(1990)	None	10.00
Blue Lake Park	N/A	N/A	N/A	N/A	N/A	176	N/A

Figure 13 - Selected Portland Metro Area RV Parks.

line in the past several years, while several RV operations plan to expand in the near future. Most notable of these expansions is the planned RV development at the Clark County Fairgrounds. Clark County is working with an unnamed private investor to develop an RV project which will ultimately total 400 sites with full hookups including television. Development will likely occur in phases, with phase one to include 100 to 200 sites which may be constructed in 1992. The Washington County Fair has recently developed 14 RV sites with electric and water hookups. These sites are primarily used for fair events and have a one week limit.

According to discussions with RV park developers, current market activity indicates an undersupply of RV facilities in the Portland metro area. This is particularly true of facilities with full hookups, as trends point to the demand for greater amenities. Those contacted also indicated the demand for and limited

availability of RV locations near I-5. Previous studies by Touche Ross (1988), and Robert D. Miller (1990), support the apparent demand for RV facilities in the Expo Center area. Expo events during the winter provide good off-season demand potential for nearby RV facilities and RVs are currently parked upon the Expo Site without hookups.

Figure 14 shows gross revenue projections for a 115 unit Expo RV facility at various annual average occupancy ranges, and for rental rates of \$15 per night and \$18 per night. As indicated, gross revenues range from \$339,998 per year at 45% to \$491,108 per year at 65%. These revenues do not include income generated by other RV park services and concessions which may amount to 20% of total gross revenue according to the Touche Ross 1988 study.

Annual Average Occupancy	45%	55%	65%
User Nights (115 Sites)	18,889	23,086	27,284
Gross Revenue (@ \$15/Night)	\$283,331	\$346,294	\$409,256
Gross Revenue (@ \$18/Night)	\$339,998	\$415,553	\$491,108

Figure 14 - Expo Center RV Park, Gross Rental Revenue Projection by Occupancy Rate.
One user night equals one vehicle for one night.

OUTDOOR AMPHITHEATRE FACILITY

According to concert promoters and county fair managers, there is a strong market demand for a large outdoor performance area in the Portland Metro area. This is particularly important for the big-name acts which prefer to seat 20,000-25,000 people. Currently no ongoing venue of this size exists in the Portland Metro area. The primary existing outdoor performance amphitheatre within reach of the Portland market is the L.B. Day Amphitheatre at the Oregon State Fair Grounds in Salem, which currently seats about 9,000. Other outdoor facilities in the Northwest include the amphitheatre in George, Washington. This weekend facility draws a majority of visitors from the Seattle and Spokane markets as a destination venue, and is nearly six hours by auto from Portland and thus will not compete with an Expo facility.

Other indications of market demand include the following:

- Attendance at George has increased from about 35,000 per season to 100,000 during the past five years.
- Concert promoters indicate that due to existing facility size limitations, certain "super-acts" will not perform in the Portland Metro area.
- County fairs in the Portland metro area have increased the emphasis on big-name entertainers. The Washington County fair has increased its budget for big-name events, with attendance increasing from 40,000 in 1985 to 120,000 in 1991. The Clark County Fair in Vancouver has experienced a near doubling of fair attendance during days featuring big-name artists.
- The L.B. Day Amphitheater has been successful for both the promoter and the Oregon State Fair

which receives \$1,200 per event and 10% of gross gate (to a maximum of \$5,000). The fair also operates and receives revenue from parking, and food and beverage concessions.

The L.B. Day facility hosts a minimum of six events per year, while the facility at George has featured eight performances per season, which indicates that amphitheatre facility at the Expo Center would likely feature six to eight concert events during the summer season, though promoters indicate the potential for more. Average attendance for these events is estimated at 15,000, with larger crowds for super-acts and smaller attendance for other events. Given an Expo event average party size of 2.5 persons per auto, parking would amount to approximately 6,000 autos per event for a six event total of 36,000 autos. The associated parking revenue at 37% of \$3 per auto amounts to \$39,960.

Additional concession revenue, if roughly equal to parking revenue, would amount to \$40,000, for a total of about \$80,000 per year. This is a net figure, unlike the remainder in this report, which are gross. The revenue from event admissions would depend on the contractual arrangements with event promoters.

According to concert promoters, adequate seating at an Expo Amphitheatre will require the dedication of approximately four acres, which would accommodate 20,000 persons. Further market analysis will need to be conducted in order to generate more detailed attendance projections and site requirements. The amphitheatre would require a well drained grass-sodded bowl in a pie-shaped configuration with a simple concrete slab stage area. Speaker systems and other support systems would be trucked to and set up at the site for each show.

WATERFRONT RESTAURANT

The concept of a restaurant located adjacent to the waterfront on the north is interesting for the following primary reasons:

- Serve Expo Center vendors and attendees, who now are serviced either by on-site concession or other restaurants off-site
- Take advantage of the water view and access
- Potential association with a proposed marina

On-site food service currently is provided through a concession arrangement and consists largely of simple take-away items; some events include deli and/or pizza service.

Demand

Projected population increases indicate that overall use of and sales in restaurants in the Portland area will grow. However, overall

growth in the number of individual restaurant establishments in the Portland metro area has been relatively flat for several years, according to data maintained by the Multnomah County Health Department. This pattern probably is related to increased average size of restaurant facilities and expansion of high-volume fast food establishments. These trends are associated with an industry more characterized by turnover than expansion.

The largest concentration of off-site restaurant development is approximately one mile to the south, adjacent to Delta Park. This location is adjacent to the freeway, a large shopping development, Portland Meadows and Delta Park, and is the site of five restaurants. Several other restaurants are located immediately west of the Expo Center on Marine Drive, only one of which is of even moderate size.

Traffic along Marine Drive is substantial at over

20,000 vehicles per day (total both ways), according to Oregon Department of Transportation data. Presumably much of this traffic is associated with the industrial development to the west. This traffic volume will increase in the future as additional industrial and commercial development occurs.

Programmed improvements for Marine drive will considerably enhance its usefulness as a corridor to these industrial areas and probably increase this traffic. These improvements, however, involve restricting access to Marine Drive, and the proposed road configuration adjacent to the Expo Center property does not include parking lanes.

With regard to the Expo Center location, the primary markets for a restaurant consist of Expo Center vendors and attendees, plus drive-by traffic on Marine Drive. There also is the potential for a destination restaurant facility, although those in the in-

dustry asked about this option indicated that this is an unlikely site for such a facility due to the adjacent industrial uses and nature of Marine Drive traffic.

Vendors represent a relatively good restaurant market because they stay at the event site for long periods of time, including prior and after event openings, and may want at least one "sit-down" meal a day. Vendor concentration is often substantial when events are underway, although the number of days each year during which this occurs is limited. Days of at least some Expo use range from 23 to none, with 12 to 15 typical except for Summer months. See Figure 15. During the days when vendors are present their number can be substantial, commonly over 1,000; however a number of these use days involve fairly small events with fewer vendors. Accordingly the demand from vendors will be significant for no more than about a third of the days each year,

Month	Days Facility in Use	Average Daily Number Vendors
January	23	960
February	23	1,037
March	16	1,033
April	15	1,460
May	6	206
June	12	38
July	16	800
August	0	0
September	14	567
October	25	837
November	24	805
December	12	1,988

Figure 15 - Expo Center Vendor Counts.

primarily concentrated during non-summer months. Those in the food service industry who were interviewed, however, commonly felt that the food service needs of most of these vendors, as well as nearly all event attendees, would be satisfied by on-site concession fare, and that few would make the trip to an adjacent restaurant; an elevated walkway over Marine Drive would probably help facilitate demand. It appears, however, that vendors do represent a market for a restaurant, although not one which is sufficient to support an establishment.

According to food industry representatives, including the Expo Center food concessionaire, show attendees are not a particularly good market for on-site food beyond relatively simple fare, as currently offered during Expo events. Their motivations tend to focus on the event, although there may be some before- or after-event demand for a served meal. The variation in the

number of attendees on a daily and monthly basis mirrors that of vendors and presents similar problems with regard to demand.

The option of operating a restaurant only at certain times or during certain portions of the year is commercially difficult and could work if (a) it is run as a limited-service take-out establishment with simple fare, much like existing Expo facility offerings, or (b) in conjunction with other established restaurants in the area which could maintain staff expertise and organization during the off season. McCall's on the downtown Portland waterfront is operated seasonally in this manner.

Duplicating existing food offerings within Expo buildings is most feasible if (a) additional space is necessary in Expo buildings and (b) vendors and patrons would walk the additional distance for food service. Establishing a seasonal establishment would require the commitment and participation of an experi-

enced operator of facilities of this kind.

Accordingly drive-by traffic appears to be very important to support a restaurant establishment at this location, and parking and auto access become pivotal. Parking for about 40 automobiles appears possible at the site, although this requires that the restaurant be built at the level of the berm and that restaurant access be by ramp and/or stairs. Whether this arrangement, in conjunction with periodic Expo-related demand, is adequate to operate a restaurant requires a detailed feasibility study, including the input of potential restaurant developers and operators.

SUMMARY AND RECOMMENDATIONS

The relative feasibility of these five Facilities Plan program components, based on the preliminary analysis above, is summarized in Figure 16. As discussed above, these feasibility assessments are based on a strategic assessment only — intended to support a master planning effort — and should be augmented with a full feasibility study prior to embarking on any specific development planning. It does appear, however, based on this analysis of demand and markets, that the top four program elements are well worth pursuing further. The

Master Plan Component	Relative Feasibility	Comments
Expo Center Building Expansion	1	Good investment in the existing facility to solidify known market niche and provide for future events demand.
Amphitheatre	2 (Tie)	A low-cost means of expanding events at the Expo Center.
RV Park	2 (Tie)	Market appears strong although competition is increasing; location is good to tap known demand.
Marina	2 (Tie)	Market appears good and marina development locations in the metro area are limited.
Restaurant	3	Demand depends on ability to build a facility which can effectively tap drive-by traffic.

Figure 16 - Feasibility Summary, Master Plan Components.

concept of a restaurant may be feasible as well, although information is inadequate to judge this adequately at this time.

A summary of the gross revenue generation potential of these Master Plan program components, based on the findings above, appears in Figure 17. These are gross figures with the exception of those associated with the amphitheatre and do not consider development or operations costs.

Master Plan Component	Gross Revenue Potential (\$/yr) ¹	Comments
Expo Center Building Expansion	370,000	Increased schedule from 51 to 64 events per year.
Amphitheatre	80,000 ²	Net income from parking and concessions.
RV Park	415,000	Assuming \$18 per night and intermediate level of occupancy; additional revenue potential not included.
Marina	76,800	Assuming intermediate level of occupancy.
Restaurant	N/A	Inadequate information to evaluate at this time.
Total	941,800	

¹Net income figure may be substantially smaller than these amounts, particularly for RV park and marina

²Net revenue, excluding revenues from events gate.

Figure 17 - Gross Revenue Projections, Master Plan Components.

D .

FACILITIES PLAN

[REDACTED]

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FACILITIES PLAN

ARCHITECTURAL RECOMMENDATIONS

The architectural recommendations are written in three parts: (1) a brief description of the Expo components, (2) a brief description of the revenue producing components, and (3) the design concept. Please refer to plan on page 61.

1. Expo Components:

The **Main Building** (existing), which is divided into four areas (Exhibit Halls A, B, East Hall, and West Hall) is approximately 100,000 square feet of enclosed flat floor space. This building also has approximately 15,000 square feet of support spaces including administration offices, concessions, ticketing, entry vestibule, storage, toilets, etc. As detailed later in this section we recommend that most of these support spaces be re-located east of the existing Exhibit Hall C.

Exhibit Hall C (existing) has roughly 60,000 square feet of enclosed flat floor space with concessions and toilets as support services.

South Hall (existing) has 60,000 square feet of enclosed flat floor space, with minor areas taken up by concessions and toilets. As discussed later in this section, we recommend that a 1,000 square foot entry vestibule be located east of this building to handle queuing space, ticketing, and to act as an air lock.

An **Entry Court** is envisioned as an outdoor space which would impart a sense of arrival. The area could be set up with temporary kiosks to sell merchandise relating to the current show, future shows, other metropolitan events, or commercial products. When this area is not used for kiosks, it could be used as convenient parking for the new Administration Offices.

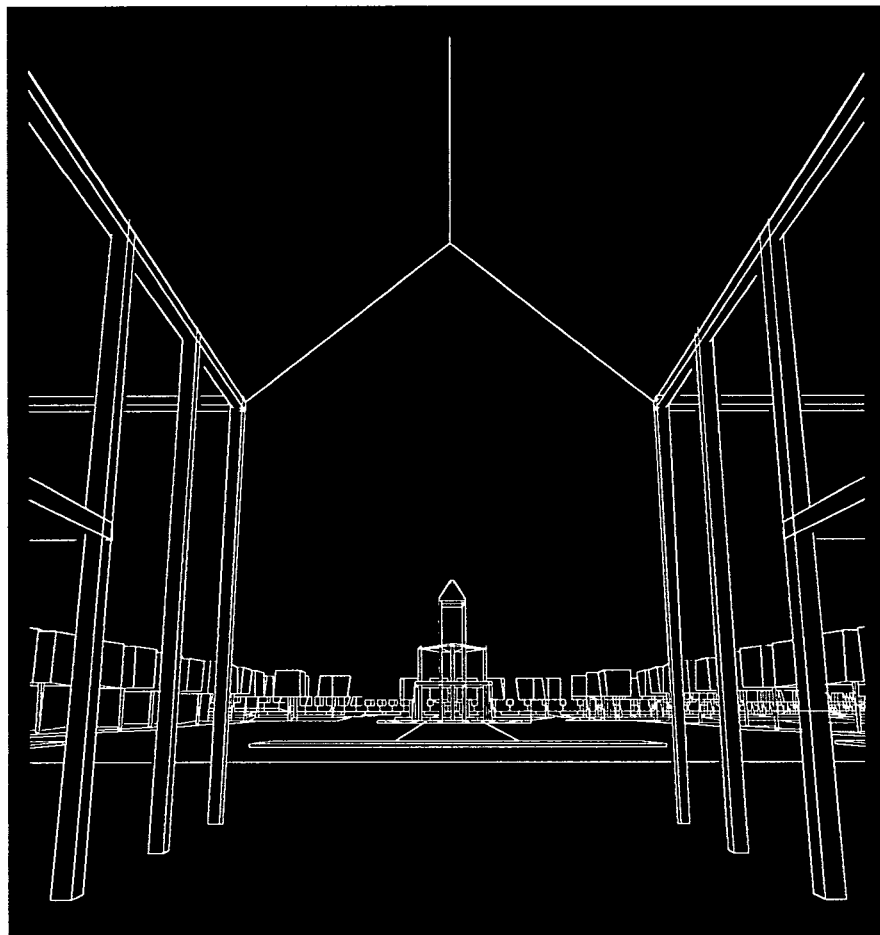
The **Administration Offices** should be developed in a central area and include several private offices, a reception and waiting area, a lunch room, conference rooms, storage, etc.

2. **Revenue Producing Components:**

New South Hall will be a new 60,000 square foot replica of the existing South Hall. Unlike South Hall, the new building is envisioned with a clear floor span with no interior support columns. The addition of New South Hall will increase overall rentable floor area at Expo to 280,000 square feet. This expanded area could accommodate one tenant for a large show or two or more tenants for smaller shows.

An alternative to the New South Hall is the replacement of the existing South Hall with a new structure that would cover approximately 120,000 square feet providing more flexibility, but at a higher cost.

The **Amphitheatre** is envisioned as an outdoor arena where 20,000 people could attend a concert in a non-fixed-seating arrangement. It is proposed to be used six to eight times per year. For this reason, a



Proposed Entry Court and Sculpture Element (landmark) from the Main Entry Tower

minimal approach should be taken which would consist of a gently sloping landscaped amphitheatre, utilizing existing contours and simple re-grading.

The stage, dressing rooms, toilets, and other support items would be brought in for events. As discussed later under Landscape Recommendations, the Amphitheatre would consist of a reinforced grass surface that could withstand year-round vehicular traffic and parking when not in use.

The **RV Park**, having approximately 115 sites, could cater to vendors, or consumers attending Expo events or summer time tourists. It could also serve visitor's involved with the events occurring at Delta Park and P.I.R.

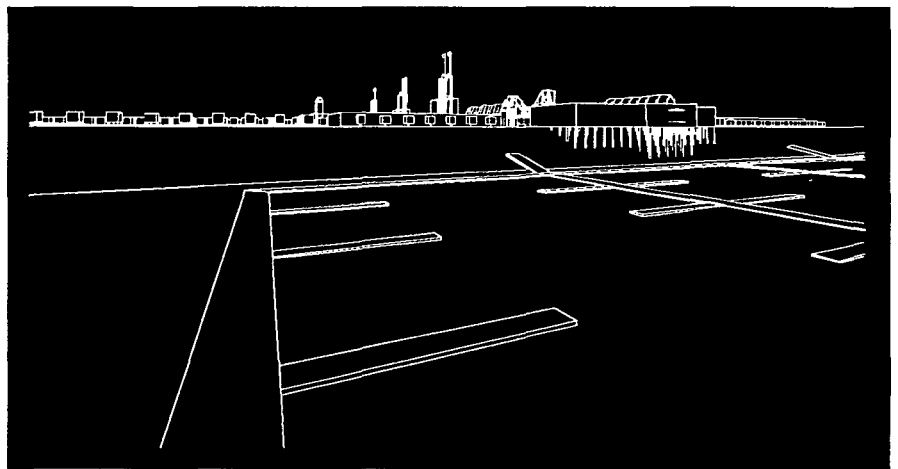
The **Marina** could have 80-90 slips. In addition to providing typical boat moorage space, it could become a stop on future sternwheeler trips, or be linked to downtown Portland, the future OMSI, or to Oregon City by

boat taxis.

The **Restaurant/Cafeteria** is envisioned as having a pedestrian access bridge connecting to the Expo Center, and is seen as being used in conjunction with the existing concessions and at times when the Expo Center is closed. It could offer Expo Center patrons the opportunity for a quiet, comfortable area to sit down while they eat, or discuss business with consumer show clientele.

3. Design Concept:

The **Site** should be organized in a clear and logical manner to allow the



Proposed Expo Complex as viewed from the Marina

visitors to move comfortably through the complex.

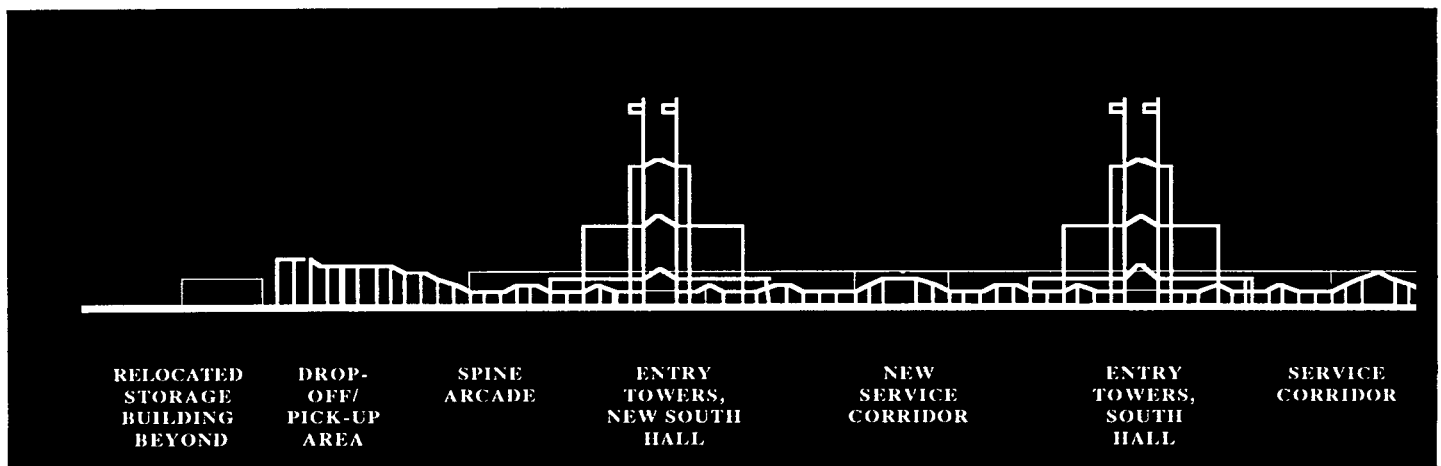
To increase the visibility of Expo, a new identity should be achieved to help reinforce a more positive image of Expo.

Spine Concept: After reviewing several alternatives, the design team recommends a "Spine" concept of organization, which at Expo would, in part, take on the physical form of a north-south covered walkway placed in an 80-foot wide pedestrian street with tower forms accenting building entry points. This Spine will create a long "readable" facade from I-5 helping to

develop an identity as shown in the elevation below. The Spine concept also allows for linear expansion by extending the Spine and adding buildings or landscape components to either side.

Spine Components:

(1) **Arcade:** The Spine would be an 80-foot wide pedestrian street. A ten foot wide arcade with a corrugated metal canopy would be located along the center of the Spine. The canopy would be constructed in an "undulating" form to symbolize movement. The height of the canopy would start at approximately thirty feet at



the south end and is seen as rolling up and down with smaller and smaller vertical displacements as the "energy" slows down upon reaching the destination of the Main Entry.

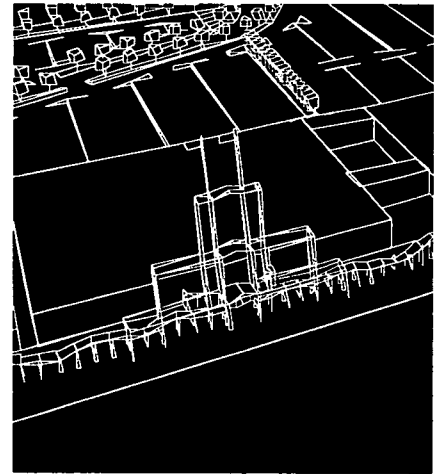
(2) Skylight and Pedestrian Bridge: This ten foot wide canopy would run into the Main Building where it would continue as a ten foot wide skylight along the roof until it emerges at the north side with an elevator/stair vestibule leading to a ten foot wide pedestrian bridge, also with an undulating canopy to symbolize motion. This bridge would provide safe access to the

Restaurant/Cafeteria.

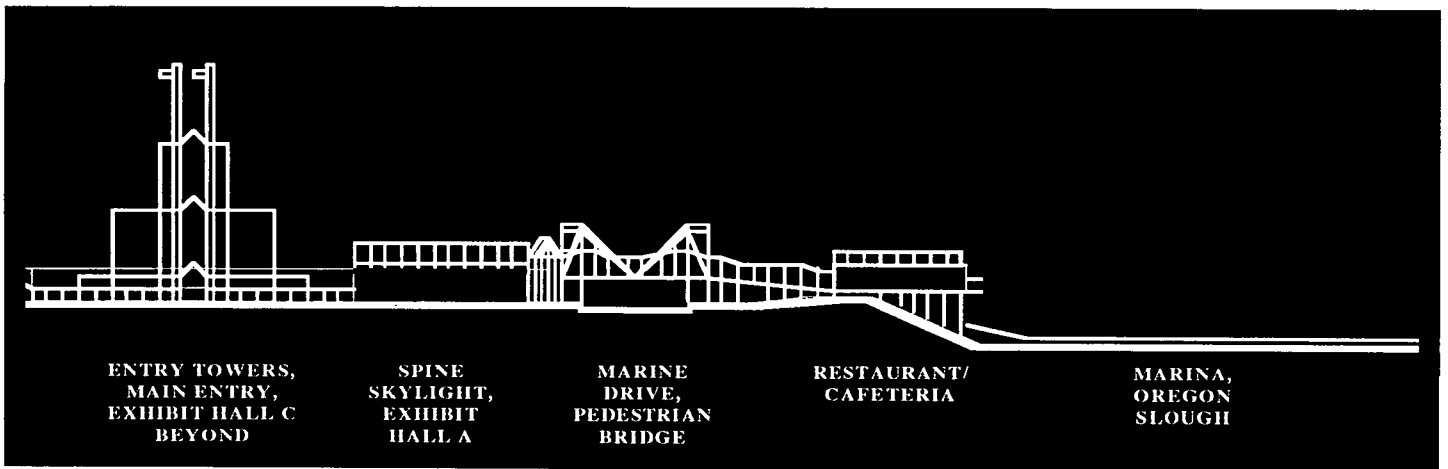
(3) Entry Towers: A pair of towers will be constructed along the Spine and centered on each Entry Vestibule. The purpose of these towers is to provide an identity for the Expo facility and to clearly identify each buildings entry location. Each pair of Towers would support flagpoles to create an air of festivity.

The pair of towers at the Main Building would be the tallest to help identify the location of the Main Entry.

(4) The Spine and Tower Materials: The Spine and Towers are seen as being built of a light



Proposed typical Entry Tower



weight, prefabricated steel, tube system. This system provides for flexibility, and would be simple to construct.

The use of corrugated metal for the canopy is consistent with existing materials used in enclosing the buildings at Expo.

The pedestrian bridge is seen as being constructed of similar materials to help with the continuation of the idea of the "Spine".

The towers would be filled in with a wire mesh painted the same color as the towers. This would create a "colored, shear-material-like" look and would give a festive atmosphere to the towers. At night, light could be directed into the mesh to give a glowing appearance to the towers.

Restaurant/ Cafeteria: The Spine is terminated at the north end by the Restaurant/Cafeteria and the Marina. Locating the Restaurant/Cafeteria atop the dike overlooking the Marina and the Oregon

Slough will provide pleasant views for patrons, and provide an appropriate termination to the Spine.

Administration Offices: The Spine leaves the Main Building moving south, and helps to create one of the most important intersections on the site. The cross axis at this location (running east and west) is the primary pedestrian link between the parking and the show spaces. We recommend placement of the Administration Offices, the Main Entry, Lobby, Main Ticketing Area, and Main Concessions Storage on the west side of this intersection.

Moving the Administration Offices achieves many positive benefits: (a). It places these functions in a more central location. (b). It gains more flat floor space in the east end of the Main Building now that many of these functions would no longer be housed there. (c). It locates the Main Entrance

at the larger Exhibit Hall C, rather than its present location at the narrower east end of Exhibit Hall A.

Entry Court: The proposed Entry Court is east of the new Administration Offices. This tree-enclosed Entry Court provides a pleasant transition between the parking and the Main Entry.

South Hall: The existing South Hall (located on the west side of the Spine and south of the Main Building) will now have its main entry from the Spine.

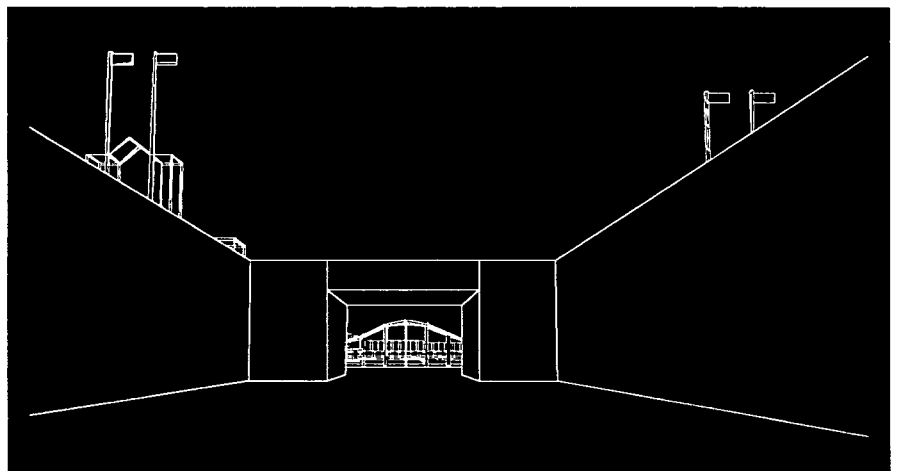
Service Corridor: This is a paved corridor between South Hall and Exhibit Hall C. It provides pedestrian access from the west parking lot to the Spine, and service access for concessionaire service and consumer show personnel to both the South Hall and Exhibit Hall C.

New South Hall: The New South Hall is located south of the existing South Hall, and west of the Spine.

Building at this location will help to define the extension of the Spine as well as help to create a longer "readable" facade from I-5.

New Service Corridor: This is a paved corridor between the New South Hall and the existing South Hall. Similar to the corridor between South Hall and the Exhibit Hall C, this corridor would allow access for pedestrians from the west parking lot and access for concessionaire and consumer show personnel to these two buildings.

Amphitheatre: East of the Spine and the New South Hall is the recommended location of the



Proposed Service Corridor looking towards the Spine and East Parking Lot.

Amphitheatre. This location has several benefits: (a). It takes advantage of the natural contours with minor modification. (b). It gives the audience a pleasant view over the wetlands area across Expo Drive Extension. (c). The concessions and restrooms of the New South Hall could service the Amphitheatre during shows.

Drop-off, Pick-up Area: Located at the south end of the Spine is a plaza for vehicles to drop-off and pick-up pedestrians.

Entry Vestibules: A new entry vestibule would be located on the east side of each building. Each ves-

tibule would be directly accessible from the Spine and would house ticket windows and act as air locks blocking out the east wind.

Each entry vestibule could have a unique appearance. This differentiation would help orient visitors to various buildings.

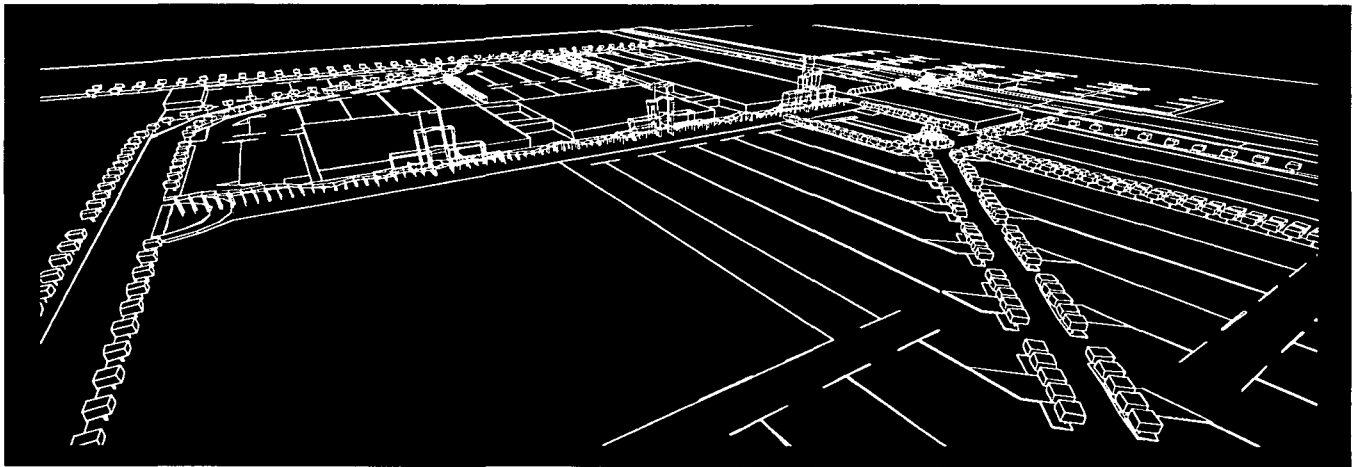
Color Scheme: We recommend the following color scheme to create an ordered and unified facility: (a). All buildings should be painted a uniform neutral color—perhaps white or grey. (b). The Arcade, skylight mullions, and the pedestrian bridge should be painted a bright color—perhaps green. (c). Each pair of entry towers should be painted a bright primary color in order to enhance the identity of each building—perhaps red for the Main Entry's towers, yellow for South Hall's towers, and blue for New South Hall's towers. These colors could be carried onto the trim, doors, or



Proposed Drop-Off/ Pick-Up Area and Spine. Beginning of Undulating Arcade.

other minor elements of the respective building, allowing a visitor to be directed to the Yellow Building (South Hall) or the Blue Building (New South Hall) etc.

Conclusion: The Spine, the Towers, the colors and the vestibule shapes recommended in this section would allow visitors to orient themselves at Expo and these components would also create a unified elevation providing Expo with an enhanced positive identity.



Proposed Pedestrian Spine

STRUCTURAL RECOMMENDATIONS

The gravity load resisting system for the existing building relies on the wood joist transferring the load to the trusses which transfer the vertical load to the columns. The vertical load then gets transferred from the columns to the ground through the footings. Portions of this system do not meet the requirements of the 1988 Uniform Building Code (UBC) for snow load.

The most critical member is the middle of the top chord of the truss in Exhibit Halls A and B of the **Main Building**. This part of the truss is approximately 50% overstressed. The second diagonal and parts of the bottom chord of the truss in Exhibit Halls A and B are approximately 33% overstressed.

In **Exhibit Hall C**, the only member which is overstressed is the middle of the top chord, which is approximately 25% overstressed.

The joists are also approximately 25% overstressed. This is based on the assumption that the existing wood grade qualifies for D.F.L. #1. If the existing wood qualifies for the higher grade of select structural, the amount of overstress is reduced to a maximum of 22% at the truss chords and 10% at the joists. It should be strongly pointed out that these stresses are based on a full code required 25 psf snow load. This compares with a maximum recorded snow load in the Portland Area of approximately 10 to 11 psf. As a result, the building has performed well in spite of its deficiencies as compared to the code requirements. However, strengthening of these roof members should be addressed in any proposed renovation of the facility.

The lateral load resisting system for the existing building relies on wood columns and trusses acting as a moment resisting frame in combination with the exterior shear walls. This system

does not appear to meet the requirement of the 1988 UBC for seismic or wind loads. The connections between the columns and trusses, and the capacity of members themselves, appear to be inadequate to transfer the required loads. The connections of the exterior wall to the ground and to the roof also appear to be inadequate.

Although a full lateral analysis is beyond the scope of this Facilities Plan, it is doubtful that the existing system can support 25% of current code required lateral loads. Although there are many buildings with similar lateral deficiencies, this should be addressed in future upgrades.

Based upon visual observations of **South Hall**, this building appears to be structurally performing adequately. However, a potential design flaw occurs in the use of two expansion joints in the roof. As the building is only braced at the endwalls in this direction, these points may be a potential stability

problem for the building under lateral loads. We could not find any details on the existing drawings showing how this joint is constructed so it is difficult to evaluate the extent of the problem. We recommend that further analysis of this building be incorporated along with additional analysis and strengthening of the exhibit halls.

ELECTRICAL RECOMMENDATIONS

To better serve the vendors during a show, it is recommended to add distribution points throughout the **Main Building** and **Exhibit Hall C**. This added distribution will help to minimize temporary cord lengths and provide more user flexibility. Additional flexibility would be gained by providing a method for connecting a temporary 480 volt generator to accommodate the infrequent use of 480 volt rated equipment.

South Hall needs an emergency generator to meet minimum Life Safety Code egress requirements and to allow shows to continue even in the event of a power outage. This generator should be sized large enough to handle the power needs of the **New South Hall**.

The entire Expo complex could use a complete re-fitting of lighting fixtures geared to providing a better quality, color and economy

of light and providing (from preliminary calculations) up to 40% savings in power consumption.

Site lighting would need to be replaced and amended to accommodate the proposed concepts for this facility. These changes would include relocating light standards in all parking areas to fit in with the proposed layout, providing lighting at all buildings and architectural elements for security and accents, and low-level lighting at all pedestrian ways to provide accent, safety and security.

MECHANICAL RECOMMENDATIONS

To provide better heating service to Expo we recommend installing new gas-fired, spark-ignition, unit heaters with proper distribution throughout the buildings according to heat load calculations. Control of these heaters should happen through a central point thermostat that is connected to the Multnomah County Central Energy Conservation System. To provide better service to the proposed office, add central air conditioning with the gas heat to serve the heating, ventilation, air conditioning requirements of the new office space to be included with **Exhibit Hall C**. We also recommend adding gas-fired make-up units to provide conditioned outside air to the space for additional ventilation.

South Hall's unit heaters should be controlled through a central thermostat that communicates with the

Multnomah County Energy Conservation Computer.

Plumbing to the **Main Building and Exhibit Hall C** should be improved by adding new water supply to user areas, adding to female restroom facilities, and replumbing all existing restroom vents to meet the current code.

All existing and proposed landscaped areas should be irrigated (see Landscape Recommendations).

UTILITY RECOMMENDATIONS

The 12-inch waterline and associated four-inch service to Expo has adequate capacity to supply the anticipated increased water demand associated with the proposed **New South Hall**. Data to verify the available water pressure and volume at South Hall must preclude an extension of the existing service pipe south to New South Hall.

The engineering design to provide water for New South Hall will require a visual inspection of the existing pipe at South Hall, to compare its size with anticipated flow demands at the new facility. The maximum demand for the larger Expo Center is anticipated to increase by 25% from 515,000 gallons per month to 625,000 gallons per month based upon a similar increase in usable floor space.

The City of Portland

Fire Marshal Office should be contacted during the design for potential changes required in the size of the existing 10-inch fire line to serve the larger facility created by adding New South Hall. The **Restaurant/Cafeteria**, will require a new commercial water service (larger than 3/4 inch).

For storm drain capacity, **New South Hall** will create approximately 6% additional surface runoff than presently exists. This is based upon placement of the new structure over the existing dirt rodeo grounds.

The outdoor **Amphitheatre** which will be created with minor reworking of the existing contours will produce surface runoff less than or equal to the existing paved surface in this area.

The existing parallel drainage pipes located in the **East Parking Lot** have sufficient capacity to accommodate future surface runoffs from a 10-year storm. Efforts should be

made in the restructured parking configuration to utilize these 18-inch to 24-inch pipes in some manner.

The sanitary sewer pipe in Marine Drive has sufficient capacity to accommodate the anticipated flows from the addition of **New South Hall**. The engineering design with the approval of the City of Portland Bureau of Environmental Services will determine if a new service lateral will be needed or if the existing line serving South Hall can be extended to New South Hall.

A new service lateral will be required to serve the **Restaurant/Cafeteria**. Sufficient capacity to transport anticipated flows from the facility are also possible. The final location of this facility in relation to the dike adjacent to Marine Drive will determine if the sewage must be pumped or can gravity flow to the sewer main.

Initially Sanitary facilities for the outdoor Am-

phitheatre are seen as consisting of portable toilets similar to the requirements when the rodeo grounds are currently used.' Therefore, no significant impact to the sanitary system is anticipated by the presence of the amphitheatre.

ASBESTOS RECOMMENDATIONS

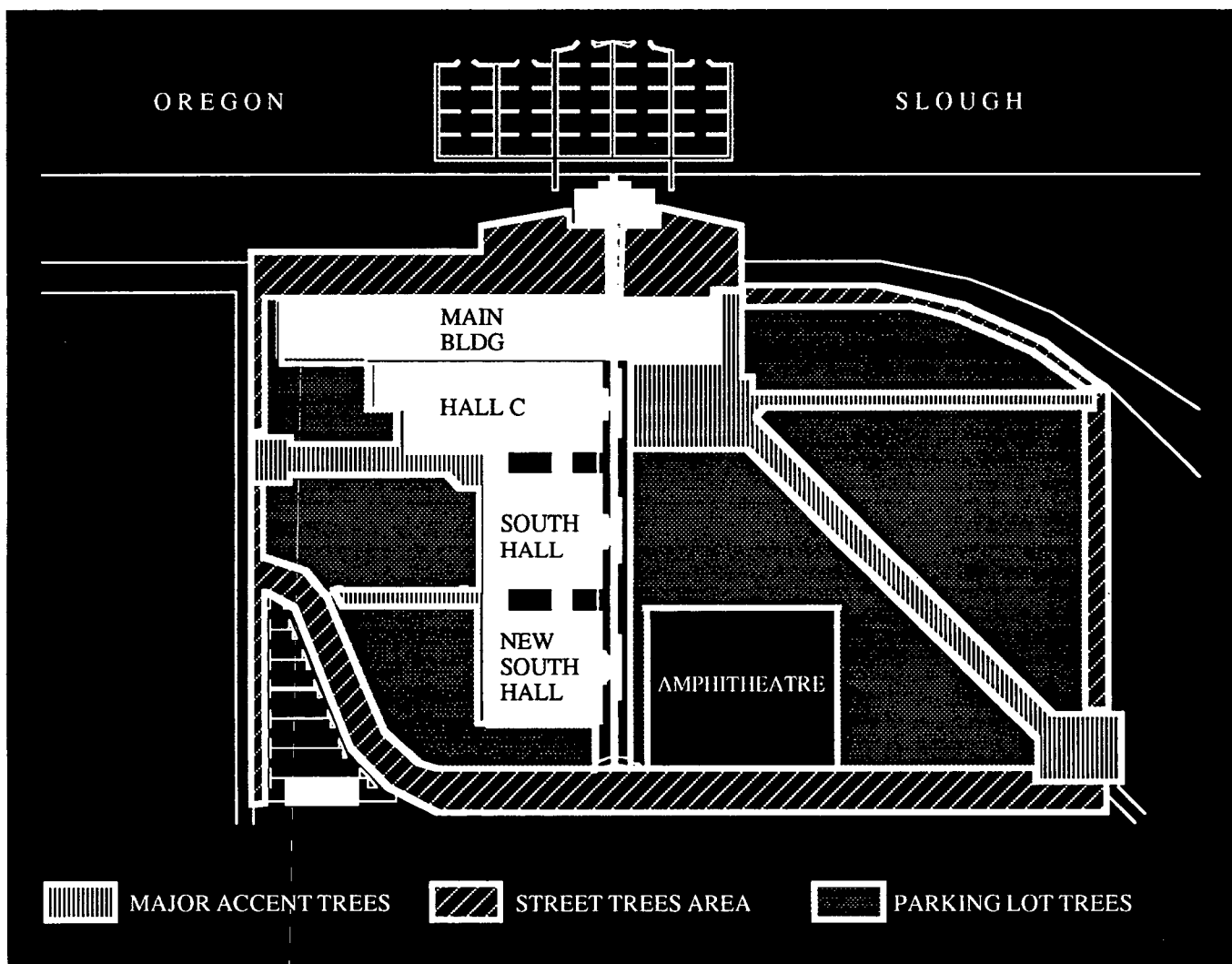
There are several approaches to Asbestos abatement from which Multnomah County may choose. These options are documented in the "Asbestos Survey Report" prepared by PBS Environmental Building Consultants, dated December 1988. A detailed review of this report will be necessary before modifying any existing building elements.

LANDSCAPE RECOMMENDATIONS

Landscape issues, at the master plan level, should be addressed at several different scales on the site: the impact on the site

from a distance, the vehicular progression to and within the site, and the pedestrian experience.

Generally speaking, the landscape can improve the facility in the following ways:



Landscape Plan

- Create a strong sense of place for the facility.
- Reinforce the entry points.
- Help organize vehicular access and circulation.
- Guide pedestrian access.
- Create functional pedestrian spaces.
- Screen parking and service elements.
- Improve the visual quality of the site.

The Expo Center site tends to be most visible from I-5, with the new interchange creating a stronger orientation to the site. As perceived from this off-site scale, there is an opportunity to further differentiate the Expo Center by providing a landscape which creates a more distinctive setting for the facility. This landscape composition should in part include tree plantings which are large scale, have simple geometric lines and have a strong visual impact from a distance.

Tall trees should be planted immediately behind

(on the west side) the buildings in order to screen out visual confusion in distant views to the west and to provide a "backdrop" element.

Street Trees are an urban element that will provide a framework for the site. Adjacent to the Expo Center, the Marine Drive improvements have included street trees as a part of the plan. The existing ornamental cherry trees on the north-side of the building should be removed and replaced to become more of a simple, bold, geometric mass with the street trees on Marine Drive.

Street trees along the north-side of Expo Drive Extension would help contain the space of the amphitheatre and parking lot and provide more overall continuity for the site. The existing cottonwoods which are located on the south-side of this drive, are a commonplace species of tree within the Delta Park environs, yet provide an informal and more rural background for the amphitheatre space.

On Force Avenue red maples have been planted as street trees and will provide more of a visual effect as they mature. Photinia shrubs were planted to meet the City of Portland screening requirements; however, if another species of evergreen shrubs is selected for the perimeter standard for Expo, these should be replaced.

The vehicular entry points to the site should be reinforced with planting areas large enough to create a focal point at the end of Expo Drive. Additional planting areas should be established at the drop-off point on Expo Drive Extension to the south and Marine Drive at the north end of the site. The planting areas should consist of groves of ornamental trees along with shrubs and ground covers which emphasize and lend a sense of welcome to these entry points.

Parking Lot Landscaping is guided by The City of Portland. The City requires the L3 standard of landscape treatment at the

perimeter of the parking lots per Chapter 33.248 *Landscaping and Screening*. Deciduous trees are to be spaced at 30 foot centers. Evergreen shrubs are to be planted between the trees to form an eventual six foot high screen.

Ground cover plants must extend throughout the planting areas. The main diagonal route through the parking area provides an opportunity to create an avenue linking the vehicular entry point with a drop-off and pedestrian plaza. A double row of large shade trees with ground covers or low shrubs would help distinguish this route as a pedestrian way as well. All parking lot landscaping should provide clear visibility for security and traffic safety.

In addition, the parking lot should have islands of trees and ground covers to provide shade and break up the expanse of paving. Per Chapter 33.266 *Parking and Loading* the City of Portland requires 20 square feet of planting area per stall within the parking lot. One tree

must be planted for every 200 square feet of landscape area. To satisfy this requirement at the Expo Center, we recommend interspersing the trees to form a grid within the rows of parking.

Pedestrian Area Landscaping would consist of rows of deciduous trees along the north and east edges of the amphitheatre space which would create more enclosure and provide some shade for outdoor summer events. These rows would help to distinguish this area as a more pedestrian zone during these events.

Along the main north-south pedestrian spine, plantings should reinforce the axis and the overhead structure. Ornamental trees should be used more sparingly to contain the edge of the parking lot and separate the pedestrian zone. They should be used to emphasize the building entries and be carefully located so that the effect of the playful steel structure is maximized.

In addition, raised plant-

ers of colorful shrubs, ground covers, and annuals should be used along this corridor. These colorful plants could tie in with the color system set up for the individual buildings. Raised planters which help protect plantings from foot traffic also provide the opportunity for incidental seating.

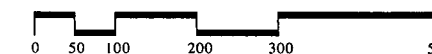
The Amphitheatre Landscaping would need a hardy grass surface that could withstand minor vehicular traffic and parking. There are several products on the market today that could fulfill these requirements.

The turf used in the Amphitheatre area should meet the following criteria: (1) The turf area should be prepared with a well-drained sandy loam topsoil with a minimum depth of 6 inches, (2) The turf should be watered by a fully automatic irrigation system, and (3) The seed mix should consist of a perennial ryegrass/red fescue blend, which is well suited for sun and recovery from traffic.

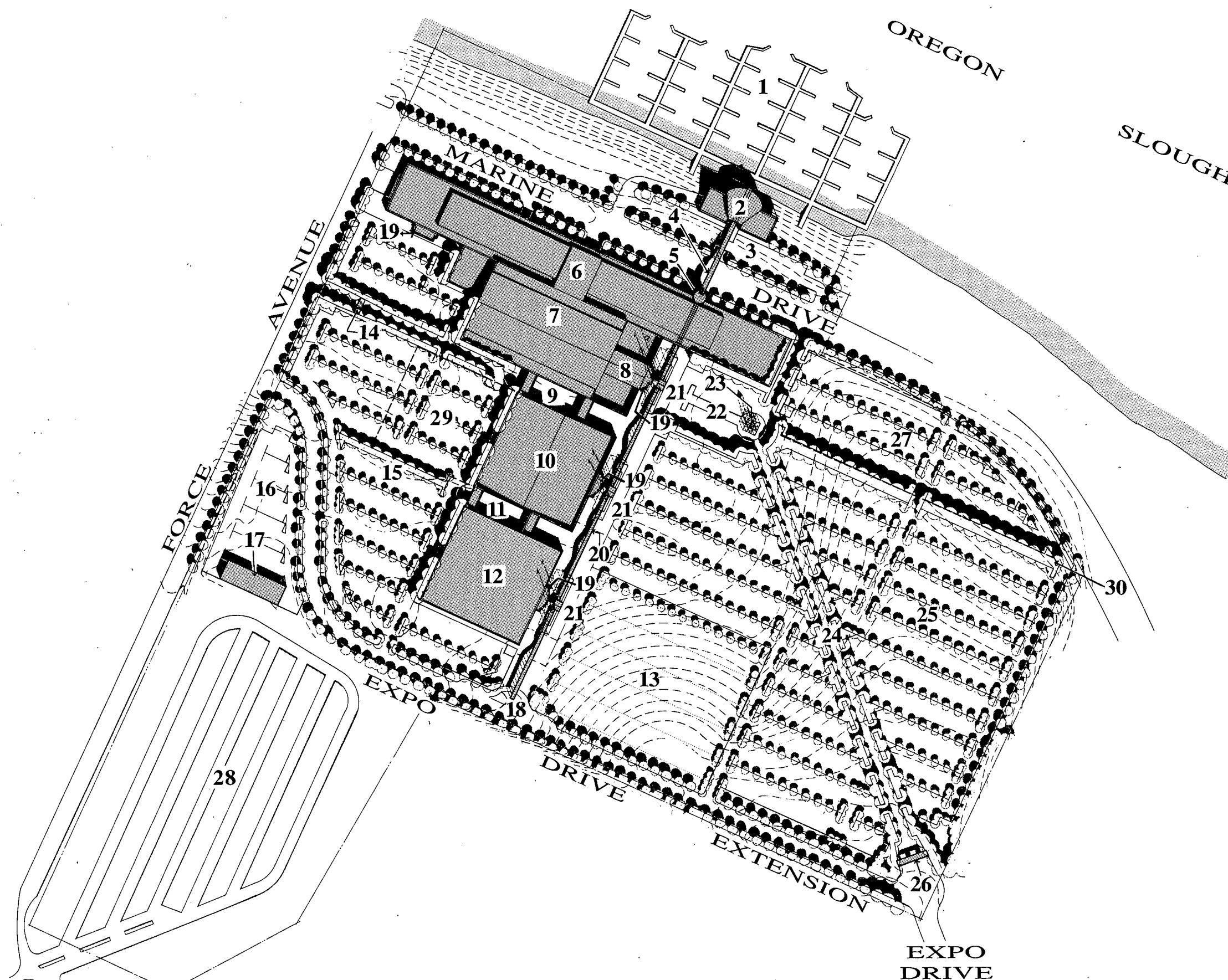
The Technical Issues of Landscaping for the Expo Center site are critical for success in achieving the concepts as outlined above. With such an expansive site and intense human impacts, it is apparent that low maintenance and dependable, durable plantings should be used throughout. All plantings must be able to withstand the wind exposure on this site and be compatible with the sandy soils and a high water table. Plants requiring humus, acid soils such as rhododendrons, will not survive well on this site. Plants which are compatible with the heat reflective surface of paving and building walls will be most successful. All plantings should have automatic irrigation.

LEGEND

1. Marina.
2. Restaurant/Cafeteria.
3. Restaurant/Cafeteria and Marina Parking.
4. Pedestrian Bridge.
5. Elevator/Stair Tower.
6. Main Building.
7. Exhibit Hall C.
8. Administration Offices/Main Ticketing Offices.
9. Existing Service Corridor.
10. South Hall.
11. New Service Corridor.
12. New South Hall.
13. Amphitheatre.
14. West Parking Ticketing Booths.
15. West Parking Lot.
16. Tractor-Trailer Parking/On-Site Storage.
17. Storage/Shop Building.
18. Pick-Up/Drop-Off Area.
19. New Entry Vestibule.
20. Pedestrian Street/Spine.
21. Entry Towers.
22. Entry Court.
23. Sculptural Element (Landmark).
24. Entry Drive.
25. East Parking Lot.
26. East Parking Ticketing Booths.
27. Potential Parking Structure.
28. Proposed R.V. Park/Parking.
29. Potential South Hall Extension.
30. Future Connection to Lightrail Station.



NOTE: Landscaping shown as required by City of Portland.
For additional information, see Landscape Recommendations (pages 56-60).



PORTLAND EXPO CENTER FACILITIES PLAN

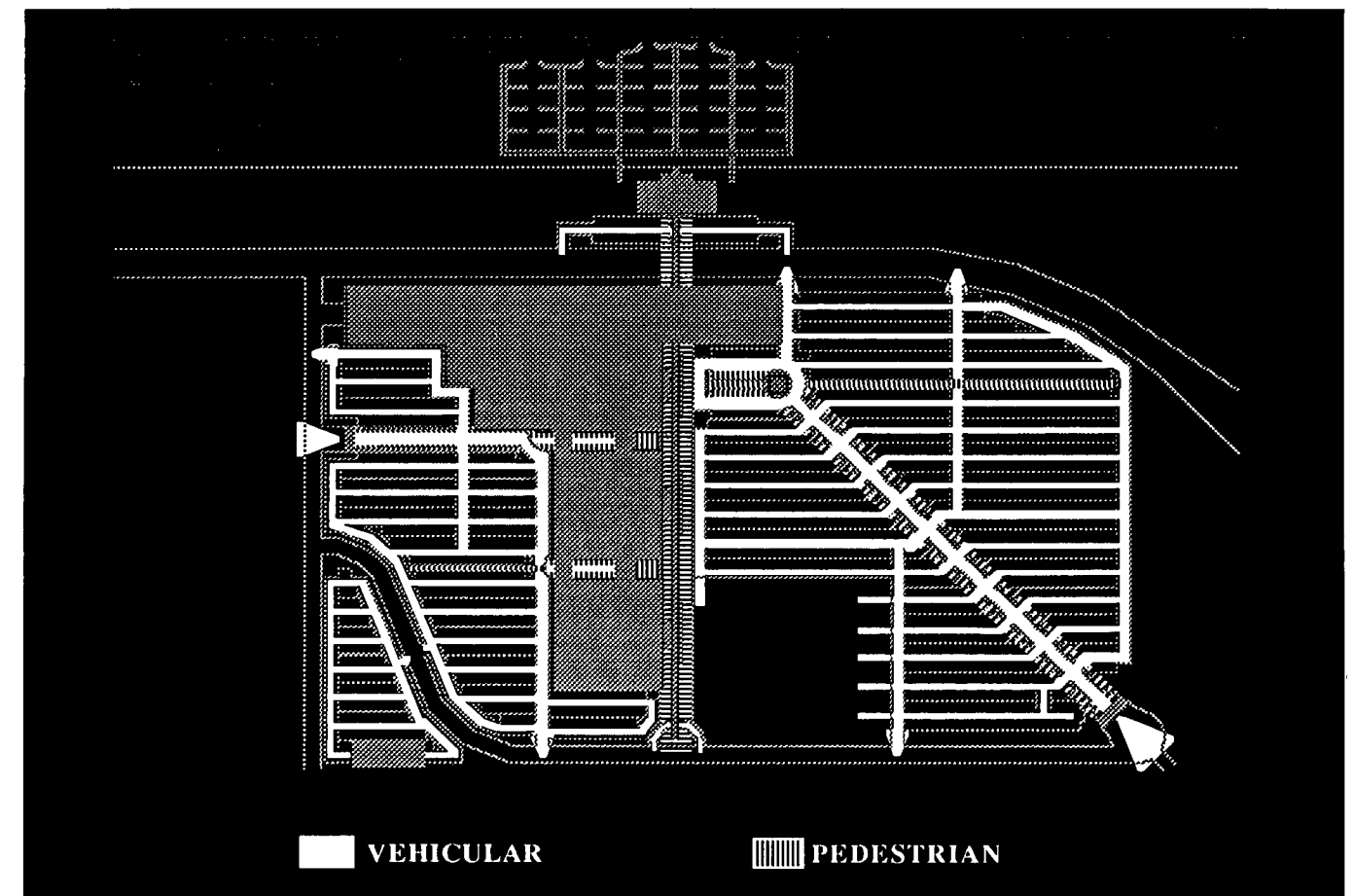
PARKING AND CIRCULATION RECOMMENDATIONS

PUBLIC PARKING

We recommend that public parking be assigned to the East Parking Lot. The number of spaces in this lot could handle most shows and the entry sequence is conve-

nient from I-5. This sequence would be geared towards a series of landmarks to help guide and orient the visitor.

The sequence starts at a distance on I-5, where the visitor would be able to see Expo's proposed entry towers. Next, there would be highway exit signs directing



Circulation Diagram.

visitors to the Expo Center.

After exiting, the visitor would reach the parking fee collection booths located at the area of the present automobile turn-around. This entry can be seen from a distance and would be immediately recognized as the parking lot entry. This location also permits drivers to see how far they are from entering the Parking Lot.

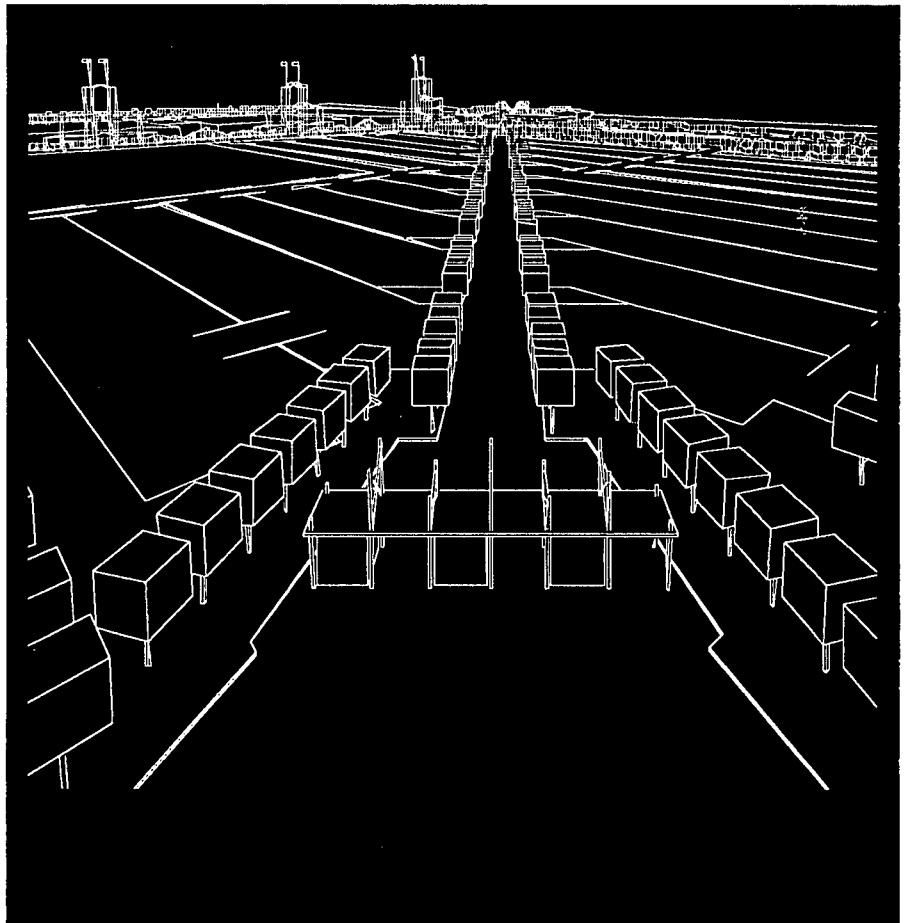
Passing through the parking entry, visitors are directed by a tree-lined diagonal Entry Drive towards a Sculptural Element (landmark) within the Entry Court. From the Entry Drive, they would either disperse and park, or continue to the Entry Court to drop off passengers and then park.

Once parked, visitors would proceed towards the sculpture and Entry Court via tree-lined walks on either side of the diagonal Entry Drive, or the tree-lined pedestrian path on axis with the Main Entry and the Entry Court.

At the tree-enclosed Entry Court, visitors would

walk to the Spine; enter at the Main Entry, purchase tickets, and enjoy the show.

When more than one event is taking place at Expo, visitors could get information at the Main Entry, or if they already know what building their show is in, they could simply walk down the Spine to the appro-



View down Proposed Entry Drive towards Entry Plaza Sculpture

appropriate tower landmark, enter the vestibule, purchase or present their tickets at the control point and enter.

SERVICE PARKING

We recommended that service parking be assigned to the West Parking Lot. Its smaller size is more appropriate to the amount of parking spaces needed by consumer show personnel. Another benefit of placing service parking in this lot is there would be no conflict with public parking which has been assigned to the East Parking Lot.

The West Parking Lot also offers service access screened from public view.

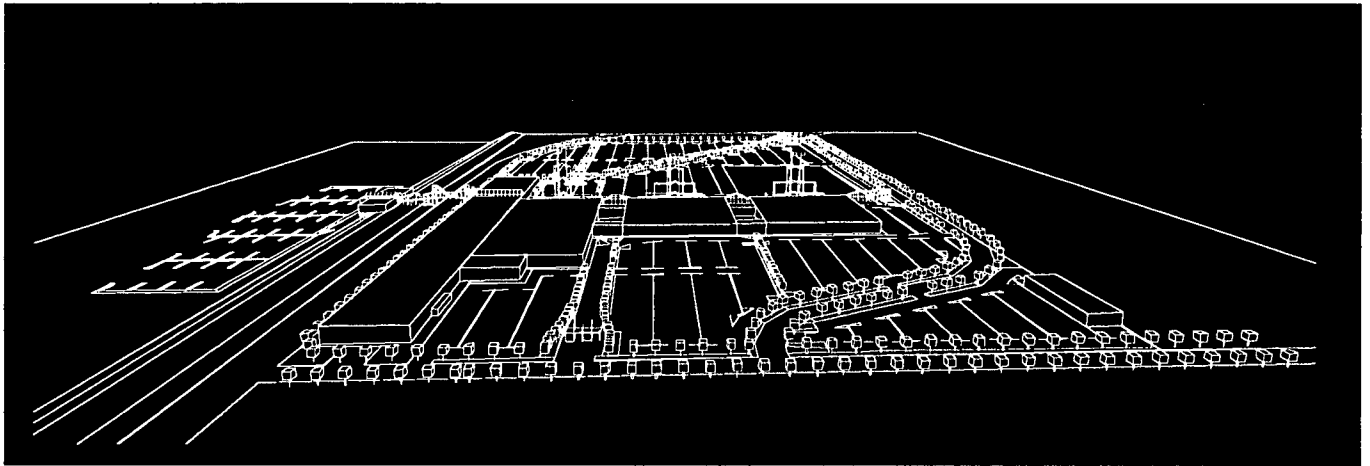
Service could take place from doors which face this side, or by the paved service corridors leading between the buildings. These corridors are screened from the east parking lot by covered pedestrian links between the buildings, and by the Spine itself.

It is recommended that tractor-trailer rigs park on the triangular piece of land west of the recently constructed Expo Drive Extension.

When vendor parking is light, the West Parking Lot could be opened to public parking. After parking, visitors would have many clues leading them into the shows. Landscaping would lead visitors



View of Proposed Expo Complex from Hayden Island I-5 Bridge



View of Proposed Expo Complex from West.

down the paved service access corridors to the Spine and tower landmarks.

The buildings from the west would be easily identifiable through the color system mentioned previously. For instance, the Yellow Building would not only have Yellow Towers visible over the roof of the building, but would also have trim elements painted yellow to help establish its identity.

Currently, parking stall totals for the Expo Center are sufficient by zoning, but will need to be reviewed as consumer shows grow and upon any new construction to verify additional parking stall requirements.

SIGNAGE AND IDENTITY RECOMMENDATIONS

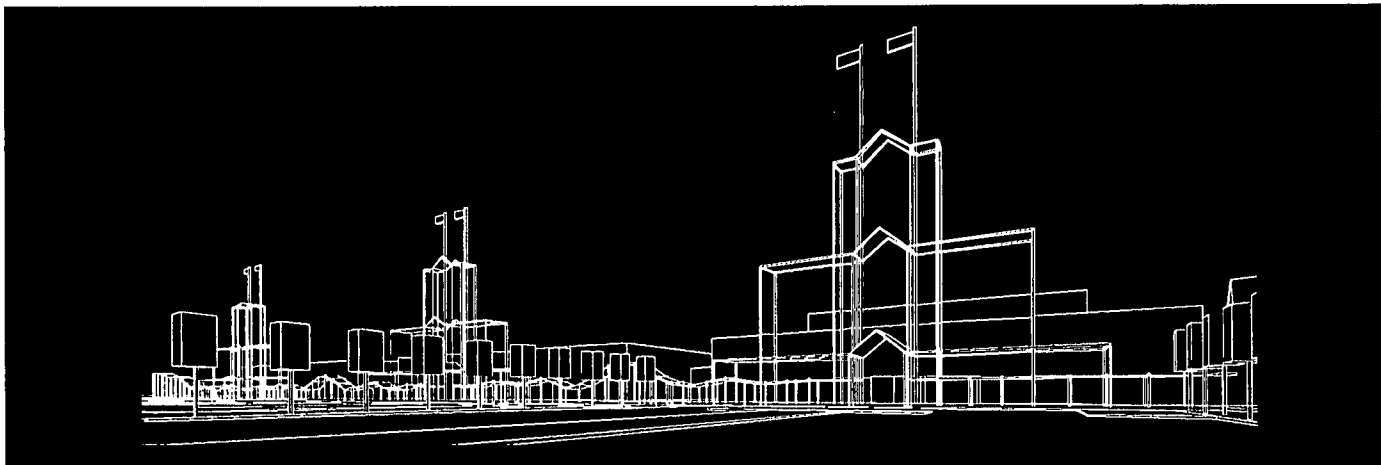
The main purposes of a coordinated signage system is orientation and information. The objective is to organize and articulate locations in a logical manner. The aim is to also communicate, in brief fashion, a few essential facts that will make consumer show viewing more enjoyable.

The use of color is one of the main orientation systems proposed for the Expo Center. By using a different trim color for each building the visitors could easily identify any building.

Trim elements (both inside and out) painted with the identifying color could include: door frames, window frames, structural connectors, concession surrounds, tables, chairs, benches, bathroom partitions, cloth light baffles, hanging banners, and pin-stripe graphics.

On the exterior, the main orientation elements would be the three differently colored entry towers.

To lend an air of festivity, appropriately colored banners advertising current shows, future shows, or even general product advertising could be hung from the spine arcade or the entry towers.



Proposed Main Entry from Entry Court.

Each building entrance could have a building index which would have a color coded map of the Expo Complex, the proper building name (e.g. Yellow Tower Building), a "you are here" indicator, and room for a brief description of the current show taking place.

Concession and restroom signage should be consistent and easily identifiable throughout the complex. Direction banners could appear over the major circulation zones at appropriate locations. These banners should be in the appropriate building trim color, and for consistency should be the same size and shape in all buildings.

In addition to the suggested interior signage, this system should include exterior signage, oriented to the access, arrival and parking of vehicles at Expo. This aspect should be coordinated with the Oregon Department of Transportation, the City of

Portland, and a traffic planning consultant.

The ideas stated above are suggested solutions and would need to be reviewed in detail to develop a comprehensive signage system.

SUMMARY OF PROJECTS

The capital improvement projects of the Facility Plan for the Portland Expo Center are organized into three major project categories: (1) Fire and Life Safety, (2) Expo Enhancement, and (3) Revenue Producing. These projects identified below were established as a result of the facility plan assignment, the facility plan goals, and objectives:

FIRE AND LIFE SAFETY PROJECTS:

- New 750 Kw generator (in Progress).
- Fire Alarm/Intrusion Modification System (in Progress).
- Structural upgrade to meet code requirements at trusses and to meet code requirements for seismic and lateral loads.

EXPO ENHANCEMENT PROJECTS

- Paint floors, walls and ceiling and partitions of

all restrooms. Add additional light fixtures to restrooms.

- Replace asphalt floor with concrete at the Main Building and South Hall.
- Replace existing interior lighting with a more efficient source.
- Finish and paint off-white interior walls in South Hall to 16 feet. Paint ceiling black.
- Provide a new centrally controlled gas-fired heating, ventilation and distribution system.
- Paint interior walls and columns of the Main Building a neutral color and paint ceilings black.
- Upgrade the restroom facilities.
- Construct new central Expo administrative offices, ticket offices and concessions warehouse, and demolish existing.
- Add entry vestibules at Exhibit Hall C, West Hall, South Hall, and New South Hall.
- Adjust the facade height

of existing buildings (using a parapet) as required to match the facade height of New South Hall.

- Paint exterior of all buildings.
- Construct 80-foot wide paved pedestrian street along the north-south circulation spine and new 10-foot wide canopied "arcade".
- New elevator/stair tower at north side of the Main Building and Pedestrian Bridge across Marine Drive to access Restaurant/Cafeteria.
- New Ticket Booths and Lighting for the East Parking Lot.
- In West Parking Lot, construct new storage/shop building and demolish existing, new parking area ticket booths, and new striping.
- New landscape irrigation system.
- Replace roofs as needed.
- Construct new 60,000 square foot building directly west of South Hall.*

REVENUE PRODUCING PROJECTS:

- Construct new 60,000 square foot exhibit hall (New South Hall) connect to existing South Hall via two new covered pedestrian arcades; new 350 Kw emergency generator for New South Hall and amphitheatre.*
- Re-grade East Parking Lot to accommodate new layout and sloped 20,000 seat amphitheatre .
- Construct a RV Park or additional parking.
- Construct 80 slip marina.
- Construct new Restaurant/Cafeteria.

*Review parking totals before construction of each component. If additional space for parking is required, review acquiring additional land to the west of Expo property across Force Avenue, review possibility of constructing a new parking structure at the north end of the East Parking Lot or review possibility of RV site for additional parking.

Several construction and improvement projects have been identified in the summary of projects section of this document. The Expo Center management staff, representatives of Multnomah County and members of the design team have established three project areas: (1) Fire and Life Safety Projects, (2) Expo Enhancement Projects, and (3) Revenue Producing Projects.

CRITERIA FOR PROJECT PRIORITIES

Various criteria should be considered before the establishment of priorities for future capital improvements at the Portland Expo Center Facility. The criteria are non-weighted since many projects have competing interests for available funds, space and needs. The following list of criteria should be considered in evaluating and establishing priorities:

1. Conformance with Expo's goals and objectives.

2. Project impact on average visitor attendance.
3. Projected impact on Parking/Circulation
4. Projected impact on Revenue generation.
5. Projected utility loads and estimate of change in Costs.
6. Effect on Public awareness and image of Expo.
7. Physical conditions of existing facilities being replaced.
8. Benefits to operations, management, maintenance and the public.
9. Impact of postponement or cancellation of the proposed project.

If unlimited funds were available, most of the Capital Improvement Projects currently proposed could be considered high priority. However, since this is not the situation, all projects need to be evaluated not only with respect to their individual merits, but in relation to other Expo projects and programs as a whole.

Whenever possible, de-

sign work for the projects should be timed to permit construction to begin during the late spring or early summer to minimize the impact of weather on site work and to have the least amount of effect on normal consumer shows.

PROJECT BUDGETS

<u>PROJECTS</u>	<u>PROJECT COST</u> (IN 1992 DOLLARS)
<u>A. FIRE AND LIFE SAFETY</u>	
1. 750 Kw Emergency Generator (in Progress).	\$ 180,000
2. Fire Alarm/Intrusion System Modification (in Progress).	40,000
3. Structural Upgrade to Meet Code.	380,000
<u>B. USER UPGRADE</u>	
1. Restroom Work: Painting, Add Lights, Ceramic Tile Walls and Floor, New Partitions.	\$ 71,000
2. South Side Exterior Lighting and Along Road.	95,000
3. Replace Asphalt Floors with Concrete.	700,000
4. Finish Interior Walls at South Hall to 16 Feet and Paint Walls and Ceiling.	125,000
<u>C. ELECTRICAL AND MECHANICAL</u>	
1. Replace Interiors with More Efficient Lighting.	\$ 360,000
2. New Heating, Ventilating and Distribution System Throughout.	130,000
<u>D. FACILITIES PLAN: BUILDING</u>	
1. Construct New Expo Administration Offices, Demolish Old Offices.	\$1,620,000
2. Adjust Facade Height of Existing Buildings to Match New South Hall.	185,000
3. Construct Air Lock Vestibules.	540,000
4. Paint Exterior of All Buildings.	60,000
5. Construct 80 Foot Wide Spine, Canopied Arcade, and Entry Towers.	744,000
<u>E. FACILITIES PLAN: SITE</u>	
1. In West Parking Lot, Construct New Storage/Shop Building and Demolish Existing. New Parking Lot Layout. New Parking Ticket Booths. New Lighting.	\$ 987,500
2. New Landscape Irrigation System.	265,000

<u>PROJECTS</u>	<u>PROJECT COST</u> (IN 1992 DOLLARS)
<u>F. ROOF MAINTENANCE</u>	
1. Replace Exhibit Hall C Roof (2 to 3 Years).	\$ 306,000
2. Replace Roofs (15 Years).	816,000
<u>G. REVENUE PRODUCING</u>	
1. Construct new 60,000 Square Foot South Hall and Install New 350 Kw Generator. (County Financed).	\$4,320,000
2A. Construct RV Park. (County and/or Developer Financed). Contingent Upon a Complete Site Analysis	2,025,000
2B. Regrade East Parking Lot for Amphitheatre and New Layout, New Parking Ticket Booths. New Lighting. (Vendor or Vendor/County Financed).	2,477,000
2C. Construct New 80 Slip Marina. (Developer Financed).	1,890,000
3. Construct 10,000 Square Foot Restaurant/Cafeteria. (Developer Financed).	1,620,000
4. As Support for Revenue Producing Items, construct Elevator/Stair Tower and Pedestrian Bridge from Main Building. (To be Completed Only if Restaurant and Marina are Constructed).	\$ 249,800
5. Construct New 60,000 Square Foot Building West of South Hall (County Financed) To be Built after New South Hall is Fully Utilized.	4,185,000

E. APPENDIX

1: PLANT LIST

The following list sets a direction for the landscape concept. The list is intended to serve as a guideline of possible plant species.

Street Trees (Marine Drive):

As selected by the City of Portland Urban Forestry:

Fraxinus oxycarpus 'Flame' Flame ash

Street Trees (other than Marine Drive):

Large, broadly structured, deciduous trees such as the following:

<i>Acer pseudoplatanus</i>	Sycamore maple
<i>Acer rubrum 'Red Sunset'</i>	Red Sunset maple
<i>Acer r. 'Schlesinger'</i>	Schlesinger maple
<i>Liriodendron tulipifera</i>	Tulip tree
<i>Quercus borealis</i>	Northern red oak
<i>Quercus coccinea</i>	Scarlet oak
<i>Tilia cordata 'Glenleven'</i>	Glenleven littleleaf linden

Parking Lot Trees:

Medium to large deciduous trees with a round headed or wide habit of growth such as the following:

<i>Acer rubrum 'Red Sunset'</i>	Red Sunset maple
<i>Acer saccharum 'Green Mountain'</i>	Sugar maple
<i>Fraxinus p. 'Marshall Seedless'</i>	Marshall Seedless green ash
<i>Liriodendron tulipifera</i>	Tulip tree
<i>Zelkova serrata</i>	Japanese zelkova

Pedestrian Area Trees:

Medium size trees with an interesting flower or fall color and an upright or oval habit of growth such as the following:

<i>Acer rubrum 'Armstrong'</i>	Armstrong maple
<i>Carpinus betulus</i>	European hornbeam
<i>Fraxinus oxycarpus 'Raywood'</i>	Raywood ash
<i>Pyrus calleryana var.</i>	Flowering pear varieties

Entry or Pedestrian Area Shrubs and Ground Covers:

Mass plantings of low to medium height (2-5'), shrubs and ground covers with flowers and if deciduous, a distinctive fall color and/or interesting winter form such as the following:

Shrubs:

<i>Abelia</i> g. 'Edward Goucher',	Edward Goucher abelia
<i>Cistus hybridus</i>	Rockrose
<i>Cotoneaster</i> var.	Cotoneaster var.
<i>Cornus a.</i> 'Siberica'	Siberian dogwood
<i>Cornus s.</i> 'Kelseyi'	Kelseyi dogwood
<i>Euonymus alata</i>	Winged eunonymus
<i>Mahonia aquifolium</i>	Oregon grape
<i>Philadelphus lemoinei</i>	Mock orange
<i>Ribes sanguineum</i>	Flowering currant
<i>Salix p.</i> 'Nana'	Dwarf purple-osier willow
<i>Viburnum davidii</i>	Davidii viburnum
<i>Viburnum p.t.</i> 'Mariesii'	Mariesii viburnum

Ground Covers (annuals):

<i>Ajuga</i> var.	Ajuga var.
<i>Euonymus f.</i> 'Colorata'	Purple-leaf wintercreeper
<i>Genista lydia</i>	Lydia broom
<i>Hypericum calycinum</i>	St. Johnswort
<i>Vinca minor</i>	Periwinkle

Shrubs to Guide Pedestrian Access:

Mass plantings of densely branched, vigorous or thorny low-growing shrubs such as the following:

<i>Berberis t.</i> 'Atropurpurea'	Red-leaf barberry
<i>Berberis verruculosa</i>	Warty barberry
<i>Cotoneaster dammeri</i>	Bearberry cotoneaster
<i>Pyracantha</i> var.	Pyracantha var.
<i>Rosa rugosa</i>	Sea tomato

Parking Lot and Service Area Screening:

Mass plantings of broadleaf evergreen or coniferous large shrubs (6'+), or trees capable of forming a dense visual barrier such as the following:

<i>Cotoneaster</i> var.	Cotoneaster var.
<i>Ligustrum</i> j. 'Texanum'	Waxleaf privet
<i>Ligustrum lucidum</i>	Glossy privet
<i>Myrica californica</i>	Pacific wax myrtle
<i>Pinus contorta</i>	Shore pine
<i>Prunus ilicifolia</i>	Hollyleaf cherry
<i>Prunus</i> l. 'Schipkaensis'	Schipka laurel
<i>Prunus</i> l. 'Zabeliana'	Zabel laurel
<i>Prunus lusitanica</i>	Portugal laurel
<i>Pyracantha</i> var.	Pyracantha var.

[REDACTED]

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