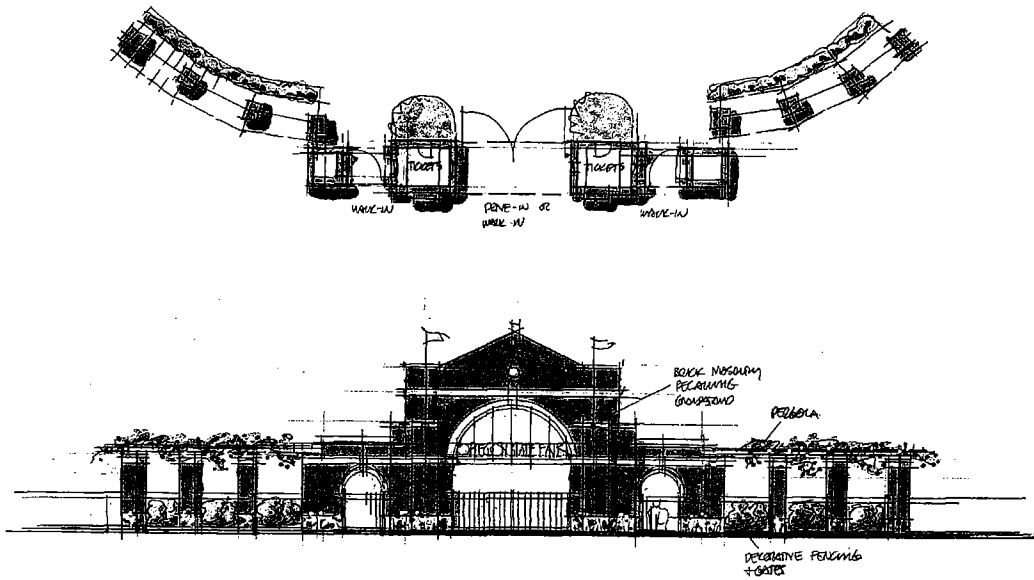


Capitol Planning Commission



Oregon State Fair & Expo Center

Area Plan

Salem, Oregon

2003

Capitol Planning Commission

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Acknowledgements:

This Plan reinforces the principles found in earlier Plans for the Fairgrounds while meeting the changing needs of the Fairgrounds complex. This Plan updates the valuable work contained within prior Commission-adopted planning documents, the last being a Plan update dated 1980.

Fairgrounds consultants Bullock Smith and Partners (BSP) of Knoxville, Tennessee created a Master Development/Modernization Plan for Oregon State Fair and Exposition Center in 2001 from which new elements of this Plan have been developed. See especially Sections 2 and 3.

The Executive Director of the Capitol Planning Commission updated relevant sections of the "Master Plan" adopted by the Commission in 1981, wrote new sections to account for new directions for fairground development, and revised several sections of the consulting team's master planning work in order to meet the requirements of a CPC-adopted Area Plan.

City of Salem staff was helpful in defining the base materials that make up the sections on Comprehensive Plan and Zoning requirements, as well as defining important local considerations relating to the surrounding environment. See especially Section 4 and the Policies in Section 5.

A Plan update team made up of representatives of the Department of Administrative Services Facilities Division, the Oregon State Fair and Exposition Center, and the Capitol Planning Commission reviewed and revised successive drafts, up to and including the final draft.

Finally, this Plan was completed with the assistance of the representatives of the neighborhoods that border the State Fairgrounds, and of other community stakeholders with specific interests in Fairgrounds development.

This Plan would not be what it is without a considerable amount of work by a team of qualified professionals and other contributors and reviewers.

Recent Master Planning for the Oregon State Fairgrounds

Other than the passage of time since the last Master Plan was adopted by the Capitol Planning Commission, the major contributing element of this Plan has been the extensive deliberations of a *Joint Interim Task Force on the Oregon State Fair (2000)*. Described in more detail within this Plan, the Task Force developed findings and conclusions based on comprehensive hearings, on an analysis of the conditions of the State Fairgrounds, and on professional studies relating to economic conditions and the market feasibility of alternative development plans.

Because the Capitol Planning Commission is charged with the responsibility of adopting plans of development, the findings and conclusions of this Interim Task Force -- providing a foundation for new funding of capital improvements -- have become incorporated both in description of facilities plans and in the policy directions of this Plan -- either by general reference or by specific inclusion. The *Business Plan of OSFEC*, incorporating those development objectives, is another important background document leading to the Fairgrounds development plan and the policies guiding that development.

The Plan was adopted by the Capitol Planning Commission by Administrative Rule under the statutory provisions relating to temporary rule making on March 18, 2003

It was adopted by permanent rule after intergovernmental review and public hearings conducted by the Capitol Planning Commission.

The date of final adoption by the Commission as a permanent rule was May 15, 2003.

Commission members:

Jeannette Launer, Chair

Al Johnson, Vice-Chair

Ross Day, Public Member

Mayor Janet Taylor, City of Salem

Wendy Kroger, Chair - Salem Planning Commission

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STUDIES AND OTHER REFERENCES:

1. Strategic Plan: Oregon State Fair and Exposition Center. Joint Interim Task Force on the Oregon State Fair. June 2000.
2. Modernization Master Plan, Oregon State Fair and Exposition Center. Bullock, Smith & Partners, Knoxville, Tennessee (May 17, 2000)
3. Market Assessment and Financial Impact Summary Report, Oregon State Fair and Exposition Center. Markin Consulting. (January 2, 2001)

LOCAL LAND USE POLICIES AND PLANS

1. Salem Area Comprehensive Plan
2. City of Salem, Salem Industrial/Northgate Area Local Access and Circulation Study (1999)
3. Portland Road/Fairgrounds Overlay Zone
4. City of Salem Local Wetland Inventory

1. Introduction

1. Introduction

1.1. Purpose of the Plan

This plan will provide a guide for the development of the Oregon State Fair and Exposition Center (OSFEC), and provide a basis for decision-making by the Capitol Planning Commission (CPC) relating to future developments at the Fairgrounds. It meets the requirements of ORS 276.028, to “establish and effectuate” a long-range plan of development of the areas situated within the specified boundaries of the Salem area.

This Plan also carries out the CPC’s statutory requirement to cooperate and consult with local governmental agencies “in order to coordinate the development of the area with community planning and development programs in the area” (ORS 276.034 (4)). The adoption – and updating – of this Area Plan communicates to local government the long-range plan for a significant area of its jurisdiction. Completion of the Plan has involved local land use policy and planning and public works (including transportation) professionals, so that there is consistency and coordination between the respective planning goals.

This Plan is more than a snapshot on current thinking about the future of the OSFEC. An adopted Plan by the Capitol Planning Commission is a legal document to be relied upon to review and approve capital construction and improvement projects, the purpose of which is to protect both the interests of the State and its host community. The law asserts that all capital construction and improvement projects at the OSFEC must be in conformance with an adopted development plan before such projects can be approved by the Capitol Planning Commission or implemented by Director of OSFEC.

This Plan contains goals and policies relating to future development and also provides a general direction to guide future development of the OSFEC. It is against these Plan elements that future projects will be reviewed as the Capitol Planning Commission carries out its statutory responsibilities when applications for project approvals are made.

1.2 History of the State Fair

Sponsored by the Oregon Agriculture Society, the State Fair’s opening day was in 1861 and was held on a four-acre site near the Clackamas River, north of Oregon City. Attendance at that first Fair was 1,500. It was estimated that 1/3 of those attending the fair that year camped on the grounds during the 5-day run. Receipts including the cost of admission totaled \$1,446.17. Expenses matched receipts.

The second year, the State Fair was moved to Salem and occupied 8 acres of the present Fairgrounds site. The State Fair has been held annually at this site since that time, with the exception of the 1905 Lewis and Clark Exposition and a four-year hiatus during World Wars I and II.

Management of the State Fair and Fairgrounds was transferred from the Department of Agriculture to the newly created Oregon State Fair Commission in 1951. Later legislation transferred operating decision making to the State Fair Director, and the State Fair Commission became an advisory body.

Consistent with state fairs around the country, the Oregon State Fair has retained its agricultural and livestock focus. The mission of the Fair was expanded in 1977 to include an exposition center function, with facilities available throughout the year.

In 1981, the legislature directed the Oregon State Fair and Exposition Center to become financially self-supporting. In 1986, the legislature authorized OSFEC to sell up to \$10 million in revenue bonds for capital improvements. Improvements were subsequently made to the horse stadium, and a new livestock pavilion and outdoor amphitheatre were constructed.

1.3 OSFEC Mission and Goals:

As stated in ORS 565.050, the objects and purposes of the Oregon State Fair are to disseminate knowledge concerning, and to encourage the growth and prosperity of, agricultural, stock raising, horticultural, mining, mechanical, artistic, and industrial pursuits in this State...”

This Mission is met in the following ways:

- Produce an annual State Fair
 - Operate and maintain an exposition center
 - Maintain the Agency’s assets
 - Disseminate knowledge to fairgrounds patrons
- (OSFEC Business Plan, p. 1)*

1.4 Studies and actions relating to future development of the Fairgrounds

The future of the Oregon State Fair (and Fairgrounds) was the subject of intense review in the 1997-2001 period. What follows is a summary of those studies, included here as important background for the revision of the Area Plan. These deliberations, findings and conclusions serve as a guide to changes in program direction and an updated plan for facilities improvements and additions over the long term.

1.4.1 Legislative Evaluation – 1997:

Motivated by a general need to modernize Fairgrounds facilities, the 1997 Oregon Legislature directed the Joint Legislative Audit Committee to conduct a program evaluation of the Oregon State Fair and Exposition Center. The evaluation found that the OSFEC attempted to meet the legislative expectations to be self-supporting, but was unable to generate sufficient revenue and was facing chronic problems. The agency risked defaulting on its bonded indebtedness and was failing financially. Attendance at the Fair had been declining, and facilities had not been adequately maintained or improved.

1.4.2. Legislatively-initiated Long Range Plan and Allocation of New Resources (1999)

The 1999 Legislature responded to the condition at the Fairgrounds, and a proposed long-range facilities plan, by approving funds for renovation and new facilities. Just as importantly, the legislature – for the first time in the history of the OSFEC – approved lottery-backed bonding authority. This meant that the OSFEC has new access to a long-term source of financing, rather than relying on General Fund allocations or its own cash from operations.

The Legislative Assembly approved \$10.2m of bonding authority, but deferred approval for \$8.2m pending the development of a long-range “strategic plan” to guide facilities improvements. The legislature established a Joint Interim Task Force on the Oregon State Fair, and directed the Task Force to develop that long-range plan.

1.4.3 Oregon State Fair and Exposition Center Modernization Master Plan (2000)

In order to prioritize fairgrounds improvements and development, and to respond to the legislature’s request for a long range facilities plan, master plan consultants Bullock Smith and Partners were retained by the management of OSFEC to develop a plan for modernizing the facilities at the Fairgrounds. The resulting *Modernization Plan* was based on a study of the existing physical conditions of the facilities and grounds, and contained an analysis of space needs and ideas for potential programming.

The *Modernization Plan* was more than an analysis of the current condition of facilities and a general statement of needed improvements. Beyond renovation of historic structures and building updates, recommendations included a more comprehensive “master plan” for site improvements. The *Modernization Plan* provided an analysis and layout of use zones, development areas, and circulation patterns. The *Modernization Plan* also contained a plan for better definition of parking, entrance and edge development.

The consulting planning team recommended a number of concepts for improving the viability of the fairgrounds as a year-round facility. The *Modernization Plan* recommended new features to attract new users, such as an expanded equestrian center and redevelopment of the central area of the fairgrounds where the racetrack and grandstand had been located.

The *Modernization Plan* created the basis for the OSFEC staff and Commission to produce a facilities improvement plan, and for the legislature to assess the level of funding required to implement that plan. Funding of a portion of that plan followed.

1.4.4 Joint Interim Task Force on the Oregon State Fair: Strategic Plan (2000)

As noted above, the 1999 Legislature established an Interim Task Force on the Oregon State Fair and Exposition Center and directed the Task Force to develop a strategic plan. That plan was to be accomplished by a feasibility analysis relating to financial survival of the Fairgrounds, as well as to utilize the conclusions of the Fairgrounds *Modernization Master Plan* mentioned above.

Issued in June 2000, the “*Strategic Plan*” confirmed the Fair’s role as a civic institution that provides a unique and valuable resource for Oregon’s citizens, particularly in its role of promoting positive youth and family activities. The Task Force also confirmed that the State should continue to have an annual State Fair and year-round exposition facility at the State Fairgrounds in Salem.

The Task Force concluded that the use of the Fairgrounds should be optimized, and made recommendations regarding State Fairgrounds programming to achieve that goal:

- Prioritize facility projects to improve revenue, and make structural and aesthetic improvements.
- Discontinue horse racing, replacing this venue with other uses.
- Make facilities improvements that will attract more horse show business.
- Replace buildings that are currently used for single purposes with multi-purpose facilities, and maximize capacity for multi-purpose use of existing facilities.
- Make use of portable features with portable floors, stages, and tension fabric structures.
- Renovate stadium and livestock barns and pavilions.

The Task Force included a phased facility improvement schedule in its recommendations.

The remaining \$8.2 million that was provided by the 1999 Legislature for essential maintenance, repair and small capital projects was bonded after the completion of the Task Force Strategic Plan and Facility Master Plan. The additional \$34.5 million required to complete the Facility Master Plan was recommended to be implemented by future bonding to be approved by the Legislature at a future date.

1.4.5 Facility Master Plan Market Analysis (March 2000)

An *Oregon State Fair and Exposition Center Feasibility Study: Market Analysis* was commissioned to determine the revenue potential and cost effectiveness of a variety of facilities and program improvement scenarios proposed in the *Modernization Plan*.

The *Analysis* noted that the Fair was originally developed and operated annually as an important tool in marketing *agriculture*. But the population has become more urbanized, and better technology meant fewer people became responsible for production of agricultural goods. The *Market Analysis* noted that while the fair institution had attempted to change, it had done so with varying results.

“Today, fairs have expanded their programming to include various entertainment activities and attractions; however, many fairs still maintain their agrarian traditions. If fairgrounds are to succeed in the future, and continue to maintain their levels of utilization, they must adapt to the changing demographic and economic characteristics of their market. Like any other attraction, such as shopping centers, theme parks, and downtown areas, reinvestment in facilities, adding new attractions and maintaining awareness of the target market is essential to sustaining and invigorating patronage.”

Feasibility Study: Market Analysis, Sec. 5. p. 1

The *Analysis* made the following findings and recommendations:¹

- Conference facilities: the largest single conference meeting facility at the Fairgrounds lacks a separate banquet hall, breakout rooms and a commercial kitchen.
- Horse events: have moved from the Fairgrounds to other County fairgrounds. Upgraded facilities are needed to attract these events back to the Fairgrounds.
- Meeting Space: expansion of the facilities and providing connecting linkages between facilities would increase the usage of these facilities.
- Equestrian Facilities: would have greater utilization if they were renovated and improved, and if a warm-up arena were to be constructed and other improvements made.
- Livestock Facilities: primarily benefit the State Fair and should be considered a low priority for development for non-fair events.
- Armory/Concert Facilities: Not feasible to improve since unlikely to generate sufficient revenues to offset operating costs. But a multi-use pavilion would enjoy market support, perhaps replacing the infield area of the racetrack with a more financially viable use of fairgrounds space.

Additional Facility Recommendations:

- Develop permanent RV Parking sites (with utility hookups) to support equestrian facilities expansion
- Connect Columbia Hall and Jackman Long buildings and add 30,000 SF of additional exposition space.
- Construct two new horse stables with 100 stalls each.
- Develop an expanded equestrian complex currently occupied by the racetrack.
- Build a 5,000 to 7,500 seat Pavilion

Concepts rejected: The financial analysis concluded that some ideas for fairgrounds development were not financially feasible:

- An Agricultural Trade Center
- A Historic Village/Images of Oregon Facility or outdoor area
- An Exhibition Building
- A Multi-Purpose Sports Field

1.4.6 OSFEC Business Plan

The Business Plan, the last adopted statement of the future of the Fairgrounds prior to the adoption of this Plan, adds an important policy direction to guide future development.²

¹ The focus here is on those recommendations that have implications on facilities development.

² For Area Plan purposes, however, note that these differing programs are carried out in many of the *same* facilities. This underscores the need for the CPC adopted Area Plan to contain dual (and overlapping) organizing principles, layout designs, circulation patterns, and open space requirements (to name a few elements of the Plan). How that challenge is met will be seen in the development guidelines following.

First, reflecting the extensive deliberations, and resulting funding from the 1997-2001 period, the Business Plan states that the OSFEC Director is charged with the responsibility “to operate the business properties of OSFEC as a *year-around fair and exposition center*, display historical objects *and do all things necessary or expedient for the full utilization of the properties and facilities of the center.*”

(Business Plan, p. 1, emphasis added)

The Business Plan further identifies short and long term goals, with an emphasis on

- Securing stable, long-term funding for facility maintenance
- Completely restoring facilities
- Establishing sustainable agency programs – along with facility improvements – that will increase fair attendance by opening up new markets
- Establishing continuing sources for capital funding in order to achieve the improvements outlined in the Modernization Master Plan.

In addition, the Business Plan distinguishes between the annual State Fair programs – and facility needs to carry out the annual State Fair part of its mission – and the programs and facility needs pertaining to the year-round use of the Exposition Center.

As for State Fair programs, the Business Plan identifies the need to restore and provide adequate maintenance of facilities, based on a capital construction master plan.

As for the Exposition Center programs, the goal is to lease Fairground facilities to the general public and organizations for a wider variety of activities. This goal requires a more robust facility repair plan and an annual maintenance and capital improvement program. Meeting this goal means that the variety of facilities will be in such condition as to meet industry standards to attract more intensive year-round bookings, and increase revenue for additional OSFEC improvements.

The Business Plan – given its emphasis on facilities improvements – provides additional direction setting to guide the long-range plan of development of the Oregon State Fairgrounds.

1.4.7 Funding decisions:

Funding for specific projects to be carried out early in the “modernization” period defined legislative expectations, and realization of their planning initiatives. Initial funding decisions have been targeted to these projects:

- Renovate and repair existing buildings
- Renovate campus-wide utilities infrastructure system
- Create parking for RVs, a necessary asset particularly during horse shows
- Construct a “Floral Building” as a multi-use facility
- Improve the horse barns
- Create an expanded warm-up arena for horse shows

These projects are a clear indication of the development direction established by the variety of planning efforts and financing decisions summarized above,³ and further define the plan of development of the Fairgrounds upon which this Area Plan is founded.

1.5. Summary

This comprehensive array of in-depth analyses and facility planning for the Fairgrounds, particularly within the context of a legislatively approved Strategic Plan, provides critical guidance to the “plan of development” required in this updated Area Plan. These deliberations, analyses, findings and conclusions become the foundation for a long-range facilities plan. They have also been translated into Policies, which -- for Capitol Planning Commission purposes -- serve as determinants of the appropriateness of future capital projects, and the ability to make findings of consistency between project and adopted plan.

The site and facilities planning found in the *Modernization Plan* likewise contains a planning framework and organizing principles for facilities siting and improvements. Many of its conclusions have been transferred to this Plan.⁴ They also provide valuable direction for the adopted policies of this Plan, found later in this document.

³ Note that previous Area Plans have included the implementation projects themselves, and in the case of State Fair Master Plan (1980), a specific timetable. It contained a 10-year development plan phased in on a two-year planning increment, “corresponding to the State of Oregon fiscal biennia” (in other words, legislative appropriations.) In the current update, the approach is more policy oriented, providing a planning framework that is not tied to a particular schedule or funding successes.

⁴ Incorporating the work of master planning consultants into the CPC-adopted Area Plan is not without precedence. That approach is similar to the previously adopted “Oregon State Fair Plan,” adopted by the Capitol Planning Commission in 1976 and updated in 1980. The 1980 update was based substantially on the work of a master planning and design consulting team. It contained the goals and policies of the 1976 Plan, and translated those into the CPC adopted Master Plan, “a design plan to guide the development of the State Fairgrounds.”

2 Program Definition

2. Area Definition

2.1 Site Definition

The 185-acre Oregon State Fair & Exposition Center (OSFEC) is located in Salem, Oregon. Silverton Road borders the site to the north, residential neighborhoods to the east, residential neighborhoods to the south, and 17th Street and a food processing plants to the west. 17th Street runs through the fairgrounds, dividing a gravel lot and an oak grove from the rest of the site. Since there are permanent uses surrounding the site, the only opportunities for expansion and development occur within the boundaries of the fairgrounds. See Figures 1 and 2 to the right, and in the appendix.

2.2 Fair vs. Non-Fair Uses

With an emphasis on financial sustainability of the Fairgrounds, it is important to emphasize the necessity of facilities to serve both Fair and non-Fair users. This Area Plan represents a development approach that emphasizes a greater availability and use of non-fair facilities to make the Fairgrounds more financially self-supporting.

The implications of this goal are:

- Prioritize facility improvement toward current and future profit centers
- Make critical structural improvements on key facilities to extend their longevity
- Make aesthetic improvements to attract new users

2.3 Organizing Principles

Organizing Principles in the 1976 Plan and 1980 Plan Update are incorporated in this Plan. There is no intention in this Plan to transform a fairgrounds into a new entity with completely different organization. Somewhat modified in this Plan, the organizing principles are:

2.3.1 Functional Districts:

Facilities uses and activities are organized into zones on the basis of common or complementary use. The land uses within the fairgrounds have over time developed into a pattern of organization, and become known as functional districts. These functional districts should be strengthened and clarified.

Figure 1 - OSFEC Location Map

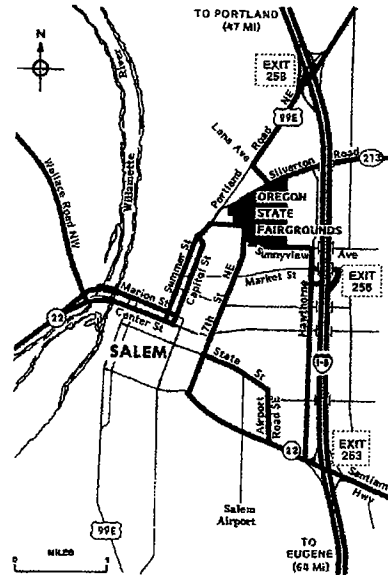
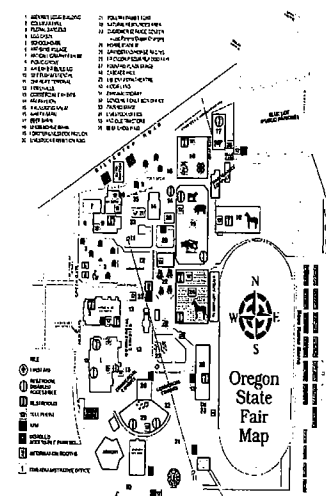


Figure 2 - OSFEC Site Map



As changes occur (such as a relocation of an existing use or activity, a new facility for existing uses, or a new facility for new uses), the siting should be determined by one guiding principle: the consolidation of identifiable districts.

This organizing principle will meet three important objectives:

1. To strengthen the physical design identity of the districts
2. To complement the physical design characteristics of adjacent districts
3. To meet architectural and graphic theme design standards for the fairgrounds as a whole

The ultimate planning objective is balanced diversity within a unified composition.

2.3.2 Functional Use Zones:

The re-designation of Functional Use Zones is carried forward from the Modernization Plan to this Plan Update. Organizing new development by Functional Use Zones is beneficial for several reasons. First, the facility has an overall clarity, i.e. things are where they logically should be. Second, visitor circulation is simplified. Third, events may expand or contract within the zone and still maintain desired proximities.

This Area Plan is organized around the following functional use zones: Entertainment/ Carnival (C); Exhibition (E); Parking (P); Green/Open Space (G); 4-H/FFA (4); Maintenance (M); and Equestrian and Livestock (L). Figures 3 and 4 illustrate these zones.

Note, however, that the illustrations represent fair and non-fair times. A typical facilities master plan would contain fixed areas for future development of particular kinds, but in this case, different uses during different times dictates a more flexible approach.

For example, the removal of the racetrack and adjacent Grandstand allows for the siting of a Pavilion, but the organizing principles dictate that the Pavilion be sited so its different uses are in close proximity to like uses. The Pavilion is expected to host equestrian shows, concerts, and trade shows. For maximum functionality, it is required to be located close to the Equestrian zone, the Entertainment zone and the Exhibition zone. In addition, its design allows it to be entered from either inside the fenced

Figure 3 – Non-Fair Uses

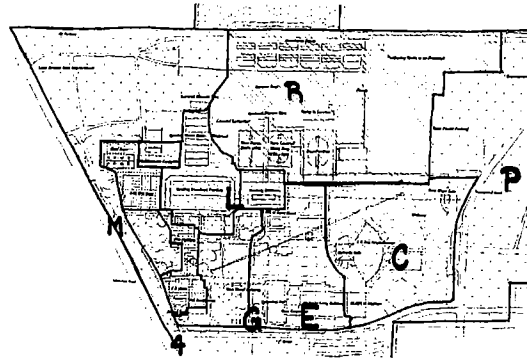
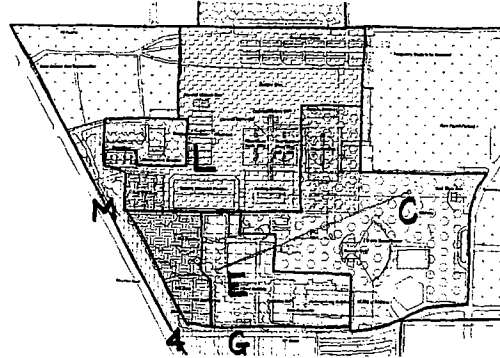


Figure 4 – During Fair Uses



grounds or from outside at the adjacent parking, depending on the event and time of year (fair or non-fair period).

All future development should be sited in accordance with its functional use, related to like and complementary uses, using the Pavilion example cited above as a guide.

2.3.3 Open Space, park areas, and preservation of trees:

A dominant theme of the 1980 Master Plan – to develop the OSFEC as a Park – would be difficult to achieve as additional uses are identified and more space is allocated both during fair and non-fair time.

A further challenge is that the central, southern and peripheral areas of the fairgrounds are mostly covered with asphalt paving. This area creates a much-needed flexible space for placing events during the State Fair, an open area for outdoor exhibition space (such as a manufactured home show) and for parking during non-fair times.

This Plan, therefore, does not emphasize the development of the Fairgrounds as a park. However, green space, landscaping and trees are important elements of the future development of the area. Other venues that rely on pedestrian circulation (downtowns, shopping centers, commercial building complexes) assure that the pedestrian experience is enhanced by open space, and is aesthetically improved with trees and landscaping.

Furthermore, the Legislative Task Force's Strategic Plan suggests that priority projects should make *aesthetic improvements* to the Fairgrounds. This organizing principle is important to this Plan. Green space is a method of achieving a stronger aesthetic experience for Fairgrounds patrons.

To translate these considerations into development directions:

- Prior plan designations of a Central Mall, and the development of landscaping in strategic locations through the fairgrounds, has emphasized the importance of open space. This is important direction for the future. Open areas are important to the image of the facility and will enhance its appearance, and thus its marketability.
- The existing north and northwest portions of the grounds, dominated by the Picnic Grove and Oak Grove, presently possess a park-like quality that should be retained.
- All existing, healthy trees should be maintained if feasible and practical to the growth of the OSFEC. The Oak Grove and Picnic Grove are important natural resources of the OSFEC Fairgrounds, and special efforts should be made to preserve them. Planting for replacements should occur if the existing trees show signs of deterioration by virtue of age or disease. New trees and replacement trees should be placed in areas where they are to be protected from misuse and damage.
- There are areas within the facility that should be maintained as Grass/Open Areas, realizing that during the annual Fair, large events and multiple events that overlap dates may require these grassy areas to serve other functions. (The current areas dedicated to grass/open areas are shown in Figures 3 and 4.) These areas serve as outdoor exhibition space during the fair and larger trade shows, people gathering places and shady areas during all events, and gardens near the Floral Building.

- Open space is also achieved through the Standards for Development in the Oregon State Fair and Exposition Center Area, Oregon Administrative Rules 110-060-0015, which provide that:
"(3) The maximum building coverage in the Oregon State Fair and Exposition Center Area is 50 percent of the land area."

2.3.4 Circulation and Infrastructure:

The Districts have been, and should continue to be, organized around and focus on the Central Mall in the heart of the Fairgrounds. The Central Mall is the linear open space that runs in a north-south configuration through the grounds, serving as the major public domain, and utilized as a pedestrian precinct. Particularly during fair times, this area is undeveloped, available for flexible uses dictated by the organization of the State Fair itself.

The physical elements of the Plan are organized around an infrastructure of circulation and utility systems. These systems are designed to provide an efficient network of services and to facilitate the access to and use of the Fairgrounds.

2.4 Development Principles

2.4.1 Flexible Development:

In order to make a functional, multipurpose facility financially self-sustaining and able to be used year-round, a key development principle is to build flexibility into facilities' capital construction, improvements and uses. For example, while the equine area hosts a horse show, a trade show can be held in the Jackman Long-Building, a conference can be held in Columbia Hall, a concert can take place at the Amphitheatre, and a garden club can meet at the Floral Building. Parking can be provided for each event, either at the door, in the case of the exhibition buildings, or in the open areas in the equine zone or dedicated parking areas for the horse show.

A few examples of the implications of this principle are given below.

- A connector between the Jackman-Long and Columbia Hall exhibition buildings allows the buildings to be used together to accommodate major shows and exhibits or can be used independently for smaller shows. This ability gives flexibility to grounds operations and allows the OSFEC to host both regional and local events.
- A 30,000 square foot addition to the Jackman-Long Building improves the facility's marketability as a year-round facility. Its expansion would be designed so that it can be used independently or as an additional area to the main building
- A Floral Building is designed not only as a floral venue during the fair, but as a building that can be rented for a host of non-fair uses such as receptions, small conferences, weddings and special events. The surrounding green/open space should continue to serve in a way that many of these uses can take advantage of the gardens.

- Pedestrian pathways are to be aligned so as to fit within the existing pedestrian grid pattern, but also be considered to create circulation patterns in such a way as to offer more privacy for those uses described above.

2.4.2 Horse Racing:

Horse racing shall be replaced with other uses. Projects relating to the racetrack, Grandstand and new or improved facilities for alternative uses in this particular area of the Fairgrounds should be consistent with this program direction.

2.4.3 The Grassy Areas as Open Space and Parking:

In keeping with the dominant multipurpose concept that underlies this Plan, much of the perimeter parking areas are Open Space. See Figures 3 and 4. During larger events, such as the fair and major trade shows and during multiple events that occur within overlapping dates, the grassy areas are appropriate areas to be used for parking. At all other times, when programming is less intense, the grassy areas are open space serving as buffers between the Fairgrounds and the surrounding community. Having large expanses of grassy areas for parking efficiently detains storm water runoff.

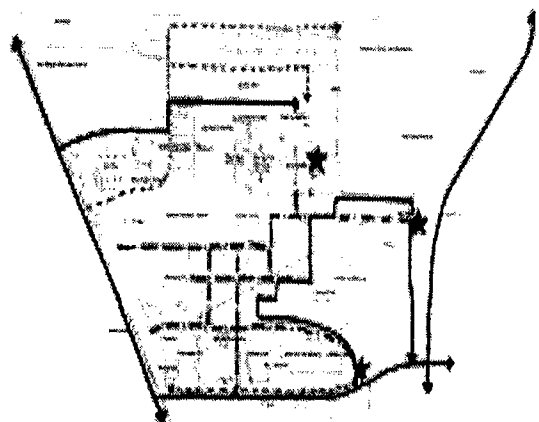
2.4.4 Preservation of Historic Structures:

Historic structures, such as the Poultry Building and Horse Stadium, are important historical assets and should be retained and restored or rehabilitated. While financial and feasibility limitations are acceptable exceptions to a requirement to preserve historical structures, as was the case when the historic Grandstand was approved for removal in 2002, restoring and rehabilitating historic structures preserves a portion of the facility's architectural history, represents a level of detail that is rarely affordable or feasible in modern construction, and provides a unique venue for special non-fair uses, such as receptions. All of these are beneficial in accomplishing the goal of making this collection of facilities "multipurpose" and self-sustaining.

2.4.5 Entrances and Pedestrian/Vehicular Circulation Patterns:

There are three different types of patterns: Pedestrian (semi-dashed line), Vehicular (solid line), and Service (dashed line). These, as well as pedestrian access points (stars), are illustrated in Figures 5 and 6.⁵

Figure 5 – Pedestrian and Vehicular Circulation (Non-Fair)



⁵ Larger figures found in the Appendix. See Figures E and F

Pedestrian circulation paths within the facility should be easily navigated. For pedestrians arriving from off-site, major gateways should prominently announce the “arrival points” that allow access into the facility. The number of gateways should be determined and sited based on the major entry points to the different functional use zones described above.

See Figures 5 and 6.

Vehicular circulation during events is perimeter-based, but circulation is allowed within the interior core paved areas that serve as parking and service routes. See Parking Needs below for more detail.

Exterior circulation should meet these objectives: a clear, simple organization of traffic to facilitate orientation and flow, minimizing conflicts between the modes. Alternative modes should be promoted to reduce traffic on local streets.

2.5 Parking Needs

Three categories of parking have been identified: a) perimeter parking: grass [diagonal lines] and paved [boxes], b) interior parking (cross-hatches) and c) RV parking (triangles). See Figures 3 and 4.

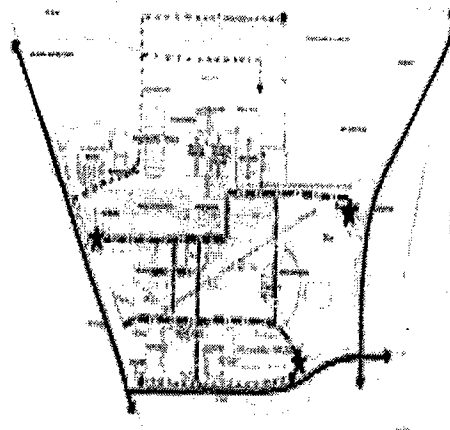
All parking areas should be laid out so that it is easy to set up entry points to collect parking fees while not backing up traffic and increasing vehicular congestion on surrounding arterial streets.

Perimeter parking should be, for the most part, on the grass surface. This parking will be utilized during major events and while not being used for parking, it will serve as community green space. This also addresses storm water runoff, mentioned above.

Interior parking should be paved. It will serve as outdoor exhibition space, carnival space and concession areas when not used for parking, such as during the State Fair and other large events.

RV parking is mandatory for a year-round facility, especially to support equestrian events. It should be located near the Equestrian/Livestock Functional Use Zone. Special events that include large numbers of RV's may extend past the normal RV parking. Electrical, water and sewer connections are required for the established RV parking areas, for convenience to event patrons.

Figure 6 – Entrances & Pedestrian/ Vehicular Circulation During Fair



3. Design Standards

3. Design Standards:

3.1 Design Theme/Approach

The design theme and approach for the OSFEC is to enhance the year-round, multipurpose function by unifying the look and feel of the Fairgrounds as a cohesive unit. All new development should follow the standards detailed below.

3.2 Unifying Elements

There are three major ways to unify a facility's look. They include architecture, signage/graphics, and landscaping. New development should articulate how these elements are being used to achieve the goal of unifying the Fairgrounds. For instance, in some cases new development will not be able to reflect the architecture of surrounding buildings; but by using signage, graphics and landscaping, it can fit in with – and reinforce – the Fairgrounds as a whole.

These unifying elements are detailed in the sections below.

3.2.1 Architecture:

The architecture of new developments should be quality-oriented. Buildings should be practical and functional.

Diversity in architectural styles is permissible, but should still strive to be part of a cohesive unit. This can be done through the use of color, exterior finishes, building size and shape, and detailing. Blending design with historic structures should also be a goal.

Material used should be durable and easily maintained with long life spans.

3.2.2 Signage and Graphics:

The main purpose of a coordinated graphics system is orientation. The objective of implementing a graphics system is to organize and articulate locations in a comprehensible manner. In addition, unity should be brought to the Fairgrounds through the use of a consistent signage and graphics system.

A system of signage and graphics will provide both an improved orientation for the event patron and a visual unifying element to the fairgrounds. Attention should be given to key categories of signage: entry and gate, directional, and building identification. Graphics should be consistent and unifying, utilizing a single font, sized appropriately for easy readability.

Consideration should be given to the educational utilization of signage. Use of signage and graphics in strategic locations should identify special features of the Fairgrounds: its agricultural roots, natural and historical resources on the site, Fairgrounds history, and other pertinent educational topics.

3.2.3 Landscaping and Beautification Elements:

Another effective tool for unifying the OSFEC facility is landscaping. If a consistent plant palette is used, the facility will be seen as a cohesive unit, despite different architectural styles. There will be some exceptions to this, for instance in the demonstration garden area.

All dedicated service areas should be screened by landscaping. This is important for within the Fairgrounds, and especially important if such areas are in close proximity to the neighborhood.

A consistency of site amenities will also unify the facility. Street furniture (benches, trash cans, etc.), drinking fountains, and light poles, for instance, should all be of the same color and style. They should also be made of durable, quality, and low maintenance materials.

3.3 Lighting

The lighting of the OSFEC facility is very important for improving safety and security. Lighting also provides a sense of cohesiveness to the site, and provides guidance to patrons to locate facilities through the use of lighted pathways. Building entrances should be well-lighted to increase entrance visibility.

All areas of the facility that are bordered by residential neighborhoods should use a low impact light. This will reduce light pollution for the neighborhoods.

All paved parking areas should be well-lighted to improve security and visibility. Outside entrances into the facility should be well-lighted to increase security, and to clearly delineate entrances.

Components of site lighting should be utilized for different purposes:

- General Area Lighting for safety and security in the parking areas and service yards
- Street Lighting to clarify directional patterns of movement and to provide for safe visibility along vehicular circulation routes
- Pedestrian Lighting to reinforce the pathways of pedestrian circulation and plazas.
- Accent Lighting to highlight building entrances, special architectural elements, and landscape and garden areas.
- Facilities Security Lighting to provide for safety and security in remote locations of the grounds and for buildings during non-public hours.

3.4 Edge Development/Definition

The way edges are defined determines the context of the OSFEC facility. Do edges serve as invitations to the grounds or do they serve as a shield from the surrounding communities? The facility should be viewed by the surrounding community as an open,



Figure 7 -- Decorative Fencing Example

public space. However, the facility should also be safeguarded from possible theft, vandalism, etc. These design standards seeks to establish a balance between the two.

Public edges should be defined. The Modernization Plan proposed wrought iron decorative fencing surrounding the interior functional areas where most fair and non-fair activities occur. This type of fencing, seen in Figure 7, improves the overall image of the facility; is “see-through,” allowing the perception of transparency; and increases the security of the facility.

Edges of the fairgrounds should become more public friendly, and better define the vast open space of the grounds. A landscaped edge allows for a greener image of the fairgrounds, and enhances the park-like, inviting feel of the area.

Service and maintenance edges should be screened from public view by plant material and/or fencing. The fencing should be sturdy, safe and easily maintained, for example, chain link.

3.5 Entrances

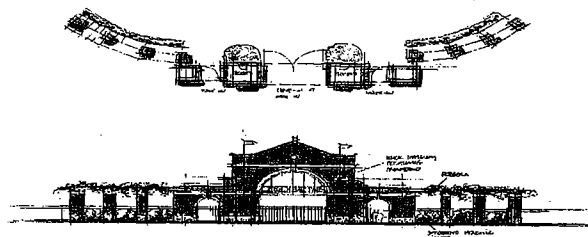
The entrances to the OSFEC are an important first impression to the facility. The look and feel of these entrances set the tone and the context of the facility as a whole. In addition, the entrances mark where the visitor first begins to experience the facility.

The main entrances should be gated with an architectural style that is on a pedestrian or vehicular scale. The gates provide an opportunity to show the Fairgrounds as friendly and inviting. They identify the grounds to the public, and promote a park-like image. They are also “directional” and should be prominent so that visitors know where to enter the site.

The location for the gates should be in the northern, south and west boundaries of the fairgrounds. They should be sited to terminate the strong axes already occurring within the site.

An example of what these gates could look like is shown in Figure 8. Two pedestrian gates could frame a central vehicular gate. These gates could use the same type of material as the decorative fencing. Flags could be displayed as part of the gate design.

Figure 8 - Example of Gate Design



4. Fairgrounds Environment

4. Fairgrounds Environment

The State Fairgrounds is surrounded by a diversity of land uses. The area to the north is largely commercial, and is zoned CG (General Commercial) and CR (Retail Commercial). South and east of the Fairgrounds are residential neighborhoods, zoned RS (Single Family Residential). To the west, the land is designated as industrial, with light industrial and an industrial park identified in the Salem Comprehensive Plan. This area is zoned IG (General Industrial), IC (Industrial Commercial) and IP (Industrial Park)

It is assumed in this Plan that the potential development of the Fairgrounds in the long term will be contained within the current Fairgrounds boundaries although three small parcels of vacant land on the southwest corner of the fairgrounds could become available.

How the Fairgrounds relates to the surrounding environment is the subject of this section of the Plan.

4.1 Relationship of Fairgrounds to Surrounding Community

Of significance to future development of the Fairgrounds, the Modernization Plan placed responsibility on OSFEC for aesthetic and “edge development” improvements at the Fairgrounds. This is consistent with the 1980 Area Plan, which said:

“The State Fair should actively pursue projects that improve its quality as a facility and that improve the livability of the surrounding neighborhoods as they relate to the Fairgrounds. ... (P)rograms should be implemented to improve the physical, environmental and social relationships of the Fairgrounds with the surrounding community.”

This approach - carried forward into this Plan – is also consistent with recent City of Salem policies and development initiatives in an area designated as one of Salem’s major gateways. This is discussed below in the section dealing with Salem’s Gateway Overlay Zone.

4.2 Adjoining neighborhoods

There are four neighborhood associations that border the fairgrounds:

1. Lansing (East)
2. Northeast Neighbors (South)
3. Highland (West)
4. Northgate (North)

Each neighborhood association has a State Fair liaison. The cooperative practice by OSFEC staff to maintain regular contact with adjoining neighborhoods should be continued, particularly when developments that may have additional impacts on neighborhood livability are initiated.

Neighborhood concerns have included spillover parking by Fairgrounds event patrons, and traffic congestion. Current OSFEC policies and practices, in addition to more recent street improvements and traffic controls instituted by the City in the area, have alleviated many of these concerns.

Neighborhood livability issues, such as disruption of neighborhood life with additional activity and noise, should continue to be addressed by the operators of the Fairgrounds and neighborhood representatives. To the extent that new facilities may increase the likelihood of neighborhood disruption, mitigating measures should be employed.

4.3 Fairgrounds in relation to City development policies

4.3.1 Portland Road/Fairgrounds Overlay Zone

The base zoning of the Fairgrounds and the adjoining areas has been described above. In addition, the Portland/Fairgrounds Road Overlay Zone applies to properties abutting the most western portion of the State Fairgrounds. This overlay includes the north gateway into the city. This zone:

- Provides guidelines for development and redevelopment.
- Permits mixed land uses including commercial, residential, retail, office and industry.
- Promotes multi-modal transportation (transit, bike, pedestrian).
- Provides signage and landscaping standards.

The Fairgrounds is situated in the vicinity of a Mixed-Use Activity Center designated by the City of Salem at the intersection of Fairgrounds/Silverton Roads, Pine Street and Highland Avenue. The City of Salem owns a six-acre site in this location, and, at the time of the adoption of this Area Plan, was in the process of master planning this site for future development. The site is expected to include housing, and a mix of commercial including retail and office uses. This development is viewed as complimentary to Fairgrounds activities.

Future projects at the Fairgrounds site should take area development into consideration to assure continuity and compatibility of development.

4.3.2 Fairgrounds as "Convention Center"

While convention and meeting uses are appropriate to meet the increased year around programming goals for Fairgrounds facilities, the primary purpose of the facilities at the Fairgrounds is not considered to serve as a convention center.

4.4 Transportation

4.4.1 Transportation Impacts with State Fair:

Traffic and parking congestion during the State Fair continue to be a challenge to the surrounding neighborhoods. Significant volumes of traffic and on-street parking on the local streets in the immediate area of the Fairgrounds are the natural result of the Fair.

The City of Salem Public Works Department has worked closely with State Fair staff to address vehicle and pedestrian traffic and its impacts on local neighborhoods.

Current operations require a cooperative arrangement with the City to manage neighborhood impacts and to create efficient traffic flows. New developments must be particularly sensitive to additional impacts, and include mitigation to address impacts. See additional guidelines below.

4.4.2 Transportation Impacts with More Year-Round Events:

Expo events have occurred on the fairgrounds since the mid-1980s. OSFEC has worked cooperatively with the City and neighborhoods to minimize the traffic impact on the neighborhoods. Several solutions have been actively pursued:

a) Mass Transit

Salem Transit provides several shuttles to the Fairgrounds for the duration of the Fair, and special arrangements with Salem Transit should be considered to provide shuttles for other events during the year when patronage demand justifies it.

b) Traffic and Pedestrian/Bike Improvements

The 1980 Area Plan suggested extension of Sunnyview Avenue, relieving traffic on other arterial streets and providing access to south parking area. The Plan also recommended closing the 18th Street entrance. Both of these recommendations were implemented. Many streets over the last 20 years around the State Fairgrounds have been improved with curbs and sidewalks and in some cases bike lanes. The most recent street improvement has been the addition of a bike/pedestrian-designated route using Evergreen Avenue south of Sunnyview Avenue.

Traffic signals have also been installed for access to the entrances or the major street intersections surrounding the site to better control traffic volumes. Before the 2002 State Fair, the intersection of Silverton Road at 17th Street was signalized. This enhanced traffic movement from 17th Street and also protected pedestrian movement across Silverton Road into the Fairgrounds.

Portland Road from I-5 to Sunnyview Avenue is expected to be improved in future years. This will provide an improved appearance for visitors to the City and Fairgrounds. The Portland/Fairgrounds Road Improvement Project provides a unique opportunity for the City to work with the State in improving circulation and providing a pedestrian-friendly environment that compliments Fairground activities.

Bike lanes and improved sidewalks and transit stops are part of the Portland/Fairgrounds Road Improvement Project. Additionally, future bike lanes are planned to be striped on Sunnyview (17th to Fairgrounds Road) and 17th Street (Sunnyview to Silverton).

4.5 Utilities

4.5.1 Water and sewer:

The City of Salem provides municipal water service to the State Fairgrounds. Significant improvements have been made to the Fairgrounds water supply system as the Modernization Plan began its implementation.

4.5.2 Sanitary Sewers:

The City of Salem also provides sanitary sewer/wastewater service to the State Fairgrounds. Improvements in these areas have been made by OSFEC.

The sanitary and storm drainage systems and associated tributary uses for any new facility must comply with the City's Code (SRC Chapters 73, 74 and 75), and be reviewed, approved and permitted by the City prior to construction. OSFEC and the City of Salem should continue to modify and improve the wastewater management program and operation to ensure that wastewater and contaminated runoff are not discharged into the storm drainage system.

4.5.3 Storm Drainage:

The Fairgrounds are a piped portion of the City's storm sewer system that is tributary to Claggett Creek. The piped system flows from south to north along the east side of 17th Street, crosses Silverton Road, and then proceeds generally north-northwest, eventually day lighting into an open channel at the southern end of Salem Industrial Park.

Stormwater flows continue from south to north along Salem Industrial Drive (via the open channel and large diameter pipe), eventually discharging into Claggett Creek north of Salem Industrial Drive. This low-lying area is prone to periodic (and sometimes extensive) flooding. This issue must be addressed with each new development proposal to minimize and treat upstream flows.

The City's Stormwater Master Plan (September 2001) identified the City's storm sewers serving the Fairgrounds as undersized for the area; particularly those serving the Fairgrounds/Salem Armory at the northeast corner of 17th and Sunnyview, the main sewer paralleling 17th Street, the sewer crossing Silverton Road, and further downstream at McDonald and Brooks. Any runoff from new impervious areas (paved areas, parking lots, roofed areas) will have to be detained on-site, and possibly over detained such that flows from the Fairgrounds are at least not increased, and are preferably reduced as part of any new building projects.

In addition, water quality facilities may be required for major parking lots to capture and treat oil/grease-laden storm water prior to discharge to the City's storm drainage system. Water quality issues also surround the locally significant wetland in the livestock/beef barn area of the Fairground. This is an area of concern for Claggett Creek, as identified by the Claggett Creek Watershed Council.

OSFEC and the City of Salem will work cooperatively in modifying and improving the storm water and water quality plans of the Fairgrounds.

4.6 City of Salem Open Space Area Policies

The City of Salem has adopted open space, recreation and park goals and policies which are important to the Fairgrounds generally, and which may be applicable when considering Fairgrounds development.

The City has adopted a policy relating to park facilities that encourages cooperative agreements with other public and private entities to meet City park needs. The Fairgrounds represents a significant area of park and open space, and may be conducive to public uses and/or open space to support the City's policy. Implementing this policy through cooperative agreements between the City of Salem and OSFEC should be considered.

4.7 Trees

A policy to protect significant tree stands is contained within Salem's Comprehensive Plan. In addition, the City of Salem has adopted a tree ordinance that provides protection to a certain percentage of the total number of trees in areas where development activity is proposed. The City policy and implementing ordinance reinforces the policies of this Plan to preserve stands of significant trees, and to maintain open space on the Fairgrounds.

As mentioned in Section 2.3.3 above, a large stand of oak trees located on the northwest corner of the Fairgrounds deserves special attention. This grove is highly valued by the City of Salem and area residents. It serves as open space in an otherwise developed area. It provides protection for habitat. And it provides a landscape buffer between the Fairgrounds and the surrounding neighborhood.

This Plan also recognizes that this stand of oak trees is of considerable age and because of the high water table is susceptible to disease and decay. The trees may pose a safety hazard. As trees die or are removed because of safety hazards, it is also understood that they may be replaced with trees that are more adaptable to conditions and that the replacement trees may be located elsewhere on the fairgrounds.

4.8 Wetlands

The City of Salem has completed a Local Wetland Inventory and identified Locally Significant Wetlands as directed by the Department of Land Conservation and Development and the Division of State Lands (DSL).

As this Area Plan was being drafted and adopted, the City was in the process of developing ordinances to protect locally significant wetlands. Over a dozen locally significant wetlands have been identified on the State Fairgrounds, mostly in the open parking area on the South side.

Future development at the Fairgrounds will be required to address wetlands issues.

5. Policies

5. Policies

The following policies will be used to guide CPC review and approval of projects at the Oregon State Fairgrounds. Projects are to be developed and designed in reference to these policies. These policies provide the guidelines for development at the Fairgrounds. In the context of CPC review and approval, these policies will form the basis for findings by the Commission as to compliance of project plans to CPC adopted policies.

5.0 General Policies

5.0.1 Consistency:

Development projects relating to activities and improvements of the State Fairgrounds –either the State Fair or the year around Exposition Center functions – shall be reviewed for consistency with this Plan, any other applicable policies of the Capitol Planning Commission, the Salem Area Comprehensive Plan and other statewide planning goals, and local community development plans and public works standards and implementing ordinances relating to the Fairgrounds area. These policies will guide future development and approvals.

5.0.2 OSFEC Mission and Goals:

The Mission and Goals of the OSFEC, as stated in the authorizing statute governing the Oregon State Fair and Exposition Center, Interim Task Force Strategic Plan and in the OSFEC Business Plan (including updates as they occur) are guiding principles in the approval of projects by the Capitol Planning Commission.

5.0.3 Strategic Plan:

The Strategic Plan: Oregon State Fair and Exposition Center (June 2000), a product of the Joint Interim Task Force on the Oregon State Fair, shall serve as a key set of general principles in the approval of projects.

5.0.4 Reference Document:

The *Strategic Plan* is a reference document incorporated into this Plan. The *Strategic Plan*'s chief goal is to optimize the use of the Fairgrounds, implemented by these development priorities:

- make facility, structural and aesthetic improvements
- improvements targeted to attract a larger market to Fairgrounds facilities for improved revenue from year around use
- projects that will make the Fairgrounds financially self supporting
- Buildings used for single purposes should be replaced with multi-purpose facilities, and capacity for multi-purpose use of facilities and grounds should be maximized.

5.1 Organizing Principles:

5.1.1 Multipurpose Use.

The development approach should emphasize a greater availability and use of non-fair facilities to make the Fairgrounds more financially self-supporting. The siting of new facilities, or modifications to existing facilities (particularly those modifications involving a change of use), should meet the “Organizing Principles” of this Plan (see Section 2.3 above). These principles include the employment of “Functional Districts” and “Functional Use Zones” (see Sections 2.3.1 and 2.3.2 and Figures 3 and 4 above) to define a logical location of functions. In addition, the following guidelines apply:

- Siting of new facilities in close proximity to like and complementary uses (see Section 2.3.2).
- Siting of facilities and consolidation of functions within identifiable districts to meet the open space standards of this Plan (see Section 2.3.3).
- Adherence in facility siting to existing access, circulation and infrastructure systems, reinforcing the existing grid pattern of development (see Section 2.3.4).
- Major gateways should reinforce the grid pattern, and provide visual guidance to the patron to easily identify destinations (see Section 2.3.x).

5.2 Facility Development Policies

5.2.1 Consistency with Development Principles:

Capital construction projects, improvements and significant changes in facilities use should be consistent with the Development Principles of this Plan. (See Section 2).

5.2.2 Flexible Development (see Section 2.4.1):

There should be flexibility in developing joint use facilities and areas dedicated for fair and non-fair programming to meet the financial and marketing goals of the OSFEC, as long as program elements are co-located with like and complementary uses.

5.2.3 Facility Priorities (See Strategic Plan):

Improvements to conference facilities, meeting space, and equestrian facilities should be actively pursued to improve the marketability of the Fairgrounds. Joint use space should be developed to allow facilities to be used together to accommodate major events, or to function independently for smaller events.

5.2.4 Open Space (see Section 2.3.3, 2.4.3):

When perimeter open spaces are not being used for parking and other event activities, the grassy areas are to serve as buffers between the Fairgrounds and surrounding community.

The north and northwest portions of the grounds – designated as the Picnic Grove and Oak Grove, should be retained as open space.

All existing, healthy trees should be maintained if feasible and practical to the growth of the OSFEC. (See Section 5.4.8 below for additional guidelines.)

Areas within the Fairgrounds should be maintained as Grass/Open Areas, but not necessarily “un-programmed” as they may serve as the locations for large or overlapping events.

5.2.5 Horse Racing Areas (see Section 2.4.2):

Horse racing (on an outdoor track) shall be replaced with other uses. Projects relating to the racetrack, grandstands, and new or improved facilities for alternative uses in this particular area of the Fairgrounds should be consistent with this program and policy direction (Source: Strategic Plan).

5.2.6 Preservation of Historic Structures (see Section 2.4.4):

Historic structures and elements are to be retained and restored and rehabilitated, unless impossible for financial and feasibility reasons. In all cases, the State Historic Preservation Office will be consulted to provide guidelines on facility retention and protection of historic resources.

5.2.7 Entrances and Pedestrian/Vehicular Access Circulation Patterns (see Section 2.4.5):

- Pedestrian circulation paths within the facilities and grounds should be easily navigated.
- Major gateways should prominently announce the “arrival points.”
- Number and size of entrances should be determined and sited based on parking, functional districts, projected usage, and relationship to Public Works standards, external transportation patterns and land uses.
- Vehicular circulation during events is perimeter based but is allowed within the interior core in paved areas that serve as parking or service entrances to specific areas.

5.2.8 Exterior Circulation:

Exterior circulation should meet these objectives: a clear, simple organization of traffic to facilitate orientation and flow, minimizing conflicts between the modes. Alternative modes should be promoted to reduce traffic on local streets

5.2.9 Parking (see Section 2.5):

- Parking should allow flexibility to accommodate large events or times where multiple events are occurring on overlapping dates
- Parking is permitted in grassy areas in the interior and perimeter of the Fairgrounds during the annual Fair, at large events or times when multiple events require additional parking in areas designated as open space. At all other times, grassy areas should remain as open space, and serve as buffers between Fairgrounds and the surrounding community.

- General public parking on paved areas and service routes is a permitted use of these areas during the annual fair and non-fair events. Parking should be located in areas consistent with Section 2.5 above, and the designation of parking areas in Figures 3 and 4.

5.3 Design Standards

5.3.1 Consistency with Design Standards:

New or renovated structures shall be designed in compliance with the guidelines contained in the Design Standards of this Plan (see Section 3.0).

5.3.2 Unified Look:

The Fairgrounds should be improved in appearance to unify the look and feel of the Fairgrounds as a cohesive unit. This is accomplished through the following elements:

- **Architecture:** New developments should be practical, functional and quality-oriented. Architectural styles should strive to be part of a cohesive unit through the elements of color, exterior finishes, building size and shape, and detailing. Blending design with historic structures should also be considered.
- **Signage/graphics:** New development and improvements to multi-use buildings should strive to have the Fairgrounds facilities seen as part of a cohesive unit. An external site graphics system should be developed to provide improved orientation for the event and fair patron, and to provide a visual unifying element to the Fairgrounds.
- **Education use of signage:** Consideration should be given to the educational utilization of signage.
- **Landscaping:** Landscaping should be developed as a unifying element of the Fairgrounds, and should also be used to define functional areas, to identify pedestrian circulation, and to support open spaces.
- **Lighting:** Lighting should enhance safety, security, and provide a unifying influence to the fairgrounds.
- **Edge treatment:** Public edges of the Fairgrounds should be enhanced to present a higher quality image of the Fairgrounds.
- **Public entrances:** Public entrances should be defined to provide clear directions for access to the site.

Design guidelines are described more fully in the Design Standards section (Section 3.0) of this Plan, and shall be used in the review of project details.

5.3.3 Sustainability:

Sustainability should be integrated in planning new projects, renovations, and operations. If possible, re-use or extend the life of buildings. When a building has reached the end of its useful life, re-use or recycle its resources. In starting each new building, the project team shall develop a sustainability plan.

5.3.4 Site Definition:

The Fairgrounds site as currently defined is the extent of the site for future development purposes. Additional site acquisitions are not anticipated in this Plan, although three small parcels of bare land on the southwest corner of the property may become available in the future.

5.4 Community Related Policies

5.4.1 Consistent with Salem Comprehensive Plan:

Projects shall be consistent with the Salem Comprehensive Plan and its implementing ordinances.

5.4.2 Consistent with Salem Community Development Goals and Policies (See Sec. 4.3):

Projects shall be consistent with City of Salem community development goals and policies.

5.4.3 Fairgrounds not a “Convention Center”:

The Fairgrounds Facilities do not function as a “Convention Center”:

While convention and meeting uses are appropriate to meet the increased year around programming goals for Fairgrounds facilities, development should not occur to create a Convention Center at the Fairgrounds. (Source: 1976/1980 Plan)

5.4.4 Impact on Neighborhoods (See Sec. 4.2):

Projects shall consider and minimize any negative impact on the surrounding neighborhoods as they relate to the Fairgrounds. Consultation with adjoining neighborhoods will occur as projects or new uses are developed.

5.4.5 Traffic and Parking Impacts (See Sec. 4.4):

Project requests should be accompanied, when appropriate, by a plan to minimize the impact of traffic on the surrounding neighborhoods developed with the involvement of one or more of the following agencies or departments: OSFEC, Salem Transit, Oregon Department of Transportation, and City of Salem Department of Public Works. The plan may consider elements such as residential parking permit programs, alternate modes of transportation and routing of traffic. As an element of each development project or change of use, transportation facilities and systems (additional parking or allocation of parking spaces, entrances, access routes) should be designed and constructed to minimize neighborhood impacts.

5.4.6 Water and Sewers (see Section 4.5.1- 4.5.3):

OSFEC’s ownership of water and sewer systems requires that systems, over time, be upgraded and maintained to meet demand, as defined by City Code. OSFEC and the City of Salem will work cooperatively to develop a wastewater and sewer plan to achieve the following:

- New development will address the separation of contaminated wastewater and storm water runoff discharged into the City's sanitary sewer system, and all uncontaminated storm water runoff discharged into the City's storm sewer system.
- To address undersized storm sewers serving the Fairgrounds area, the development of any new impervious area will require storm water detention on site.

Water quality facilities may be required for areas potentially contributing contaminated stormwater (e.g. major parking lots, animal handling areas) to capture and treat stormwater prior to discharge into the City's storm drainage system.

5.4.7 Open Space (see Section 4.6):

Open areas are an important asset to the Fairgrounds and to the adjoining neighborhood. Fairgrounds development shall be consistent with the City of Salem open space policies.

The City of Salem encourages cooperative agreements to help meet park needs. Allowing the open spaces of the Fairgrounds to be used by local residents during non-event times would meet City park goals, and would also help to define park areas not available for development.

5.4.8 Trees: (See 4.7)

Significant stands of trees should be maintained to enhance the park-like atmosphere of some areas of the Fairgrounds.

When development affects any of the trees on the Fairgrounds, any tree removal should be limited to only that which is essential and unavoidable to meet the project's siting and design. The large stand of oak trees in the Northwest corner of the fairgrounds deserves special protection.

The City's Comprehensive Plan and implementing ordinances provide specific guidelines for tree protection, and provide additional development guidance.

5.4.9 Wetlands (See 4.8)

Projects shall be consistent with City of Salem ordinances to protect locally significant wetlands.

Oregon State Fair & Exposition Center Area Plan
March 2003

Appendix A

Figure A — OSFEC Location Map

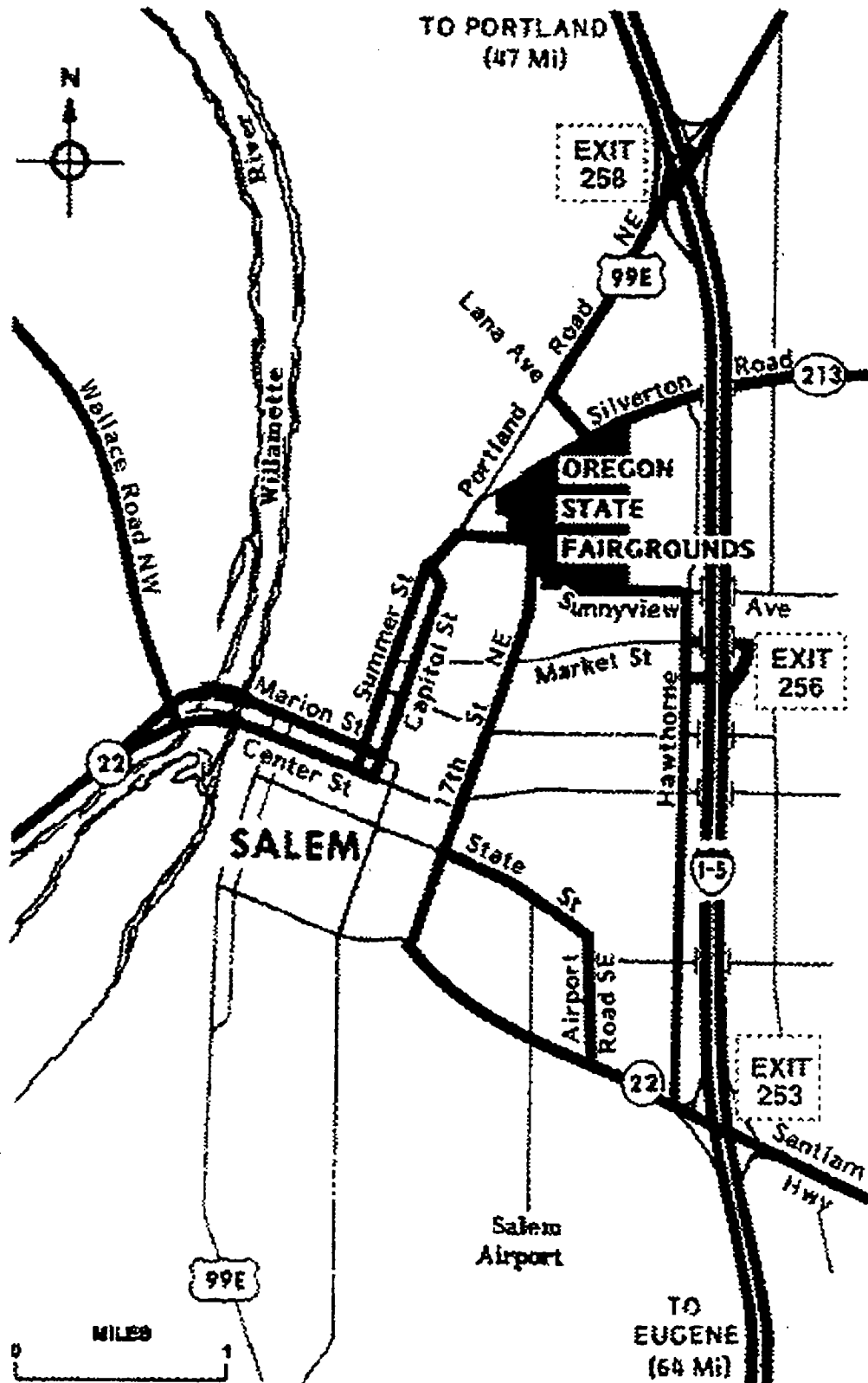


Figure B — OSFEC Site Map



Figure C — Non-Fair Uses

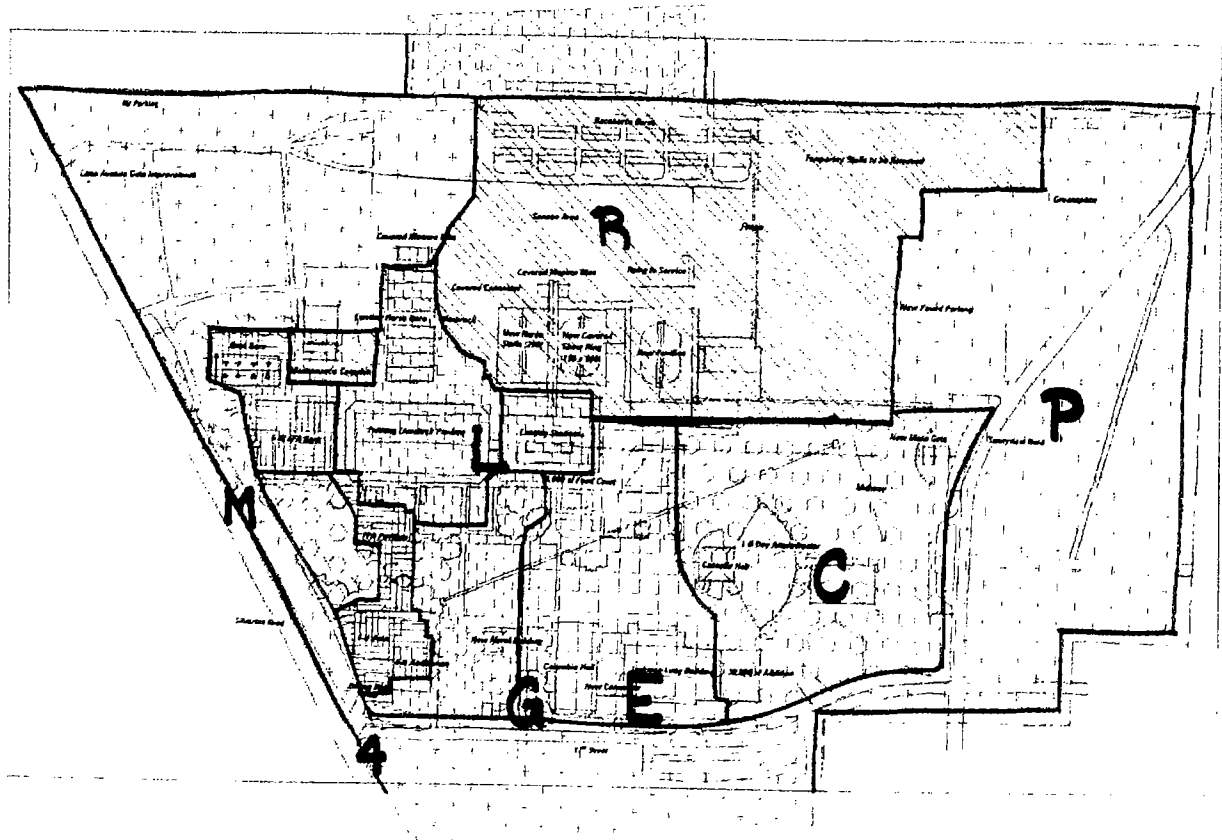
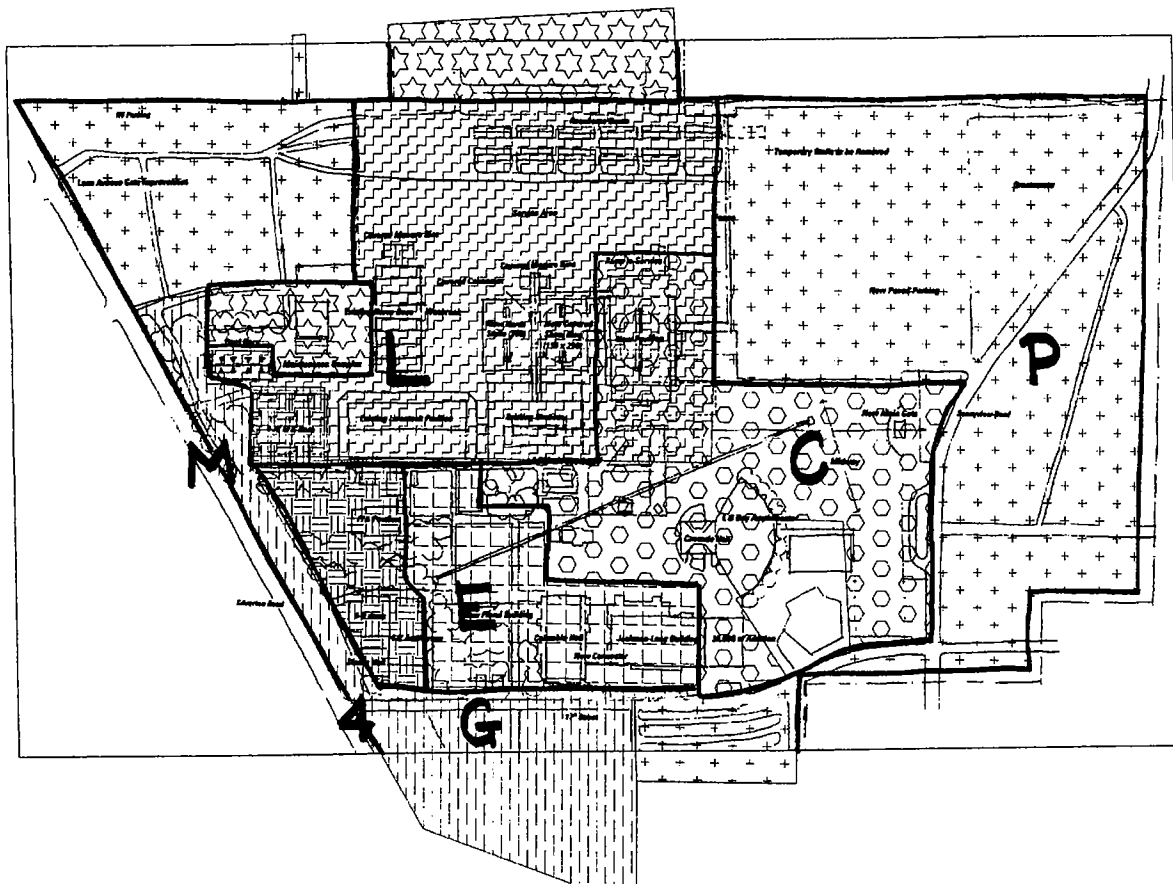


Figure D — During Fair Uses



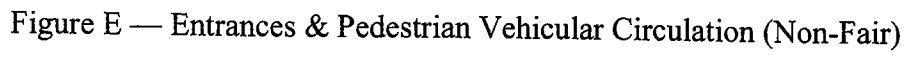


Figure F — Entrances & Pedestrian Vehicular Circulation (During Fair)

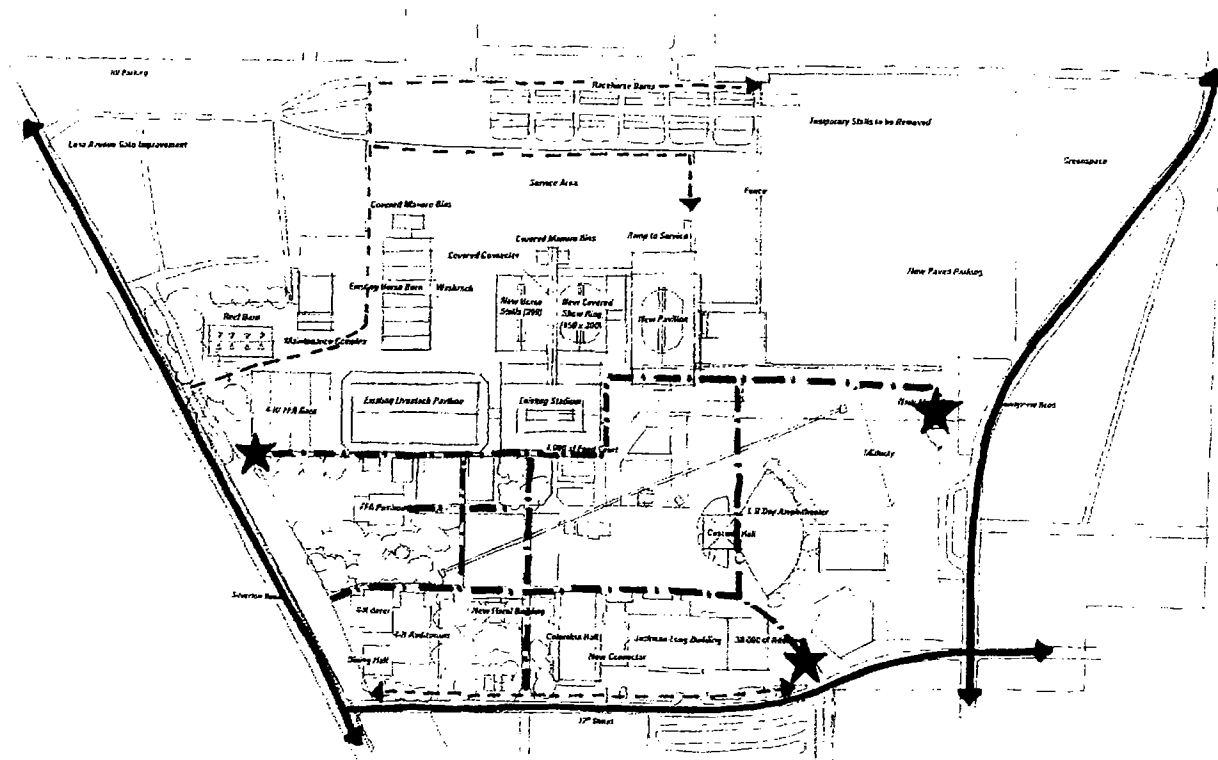


Figure G — Decorative Fencing Example

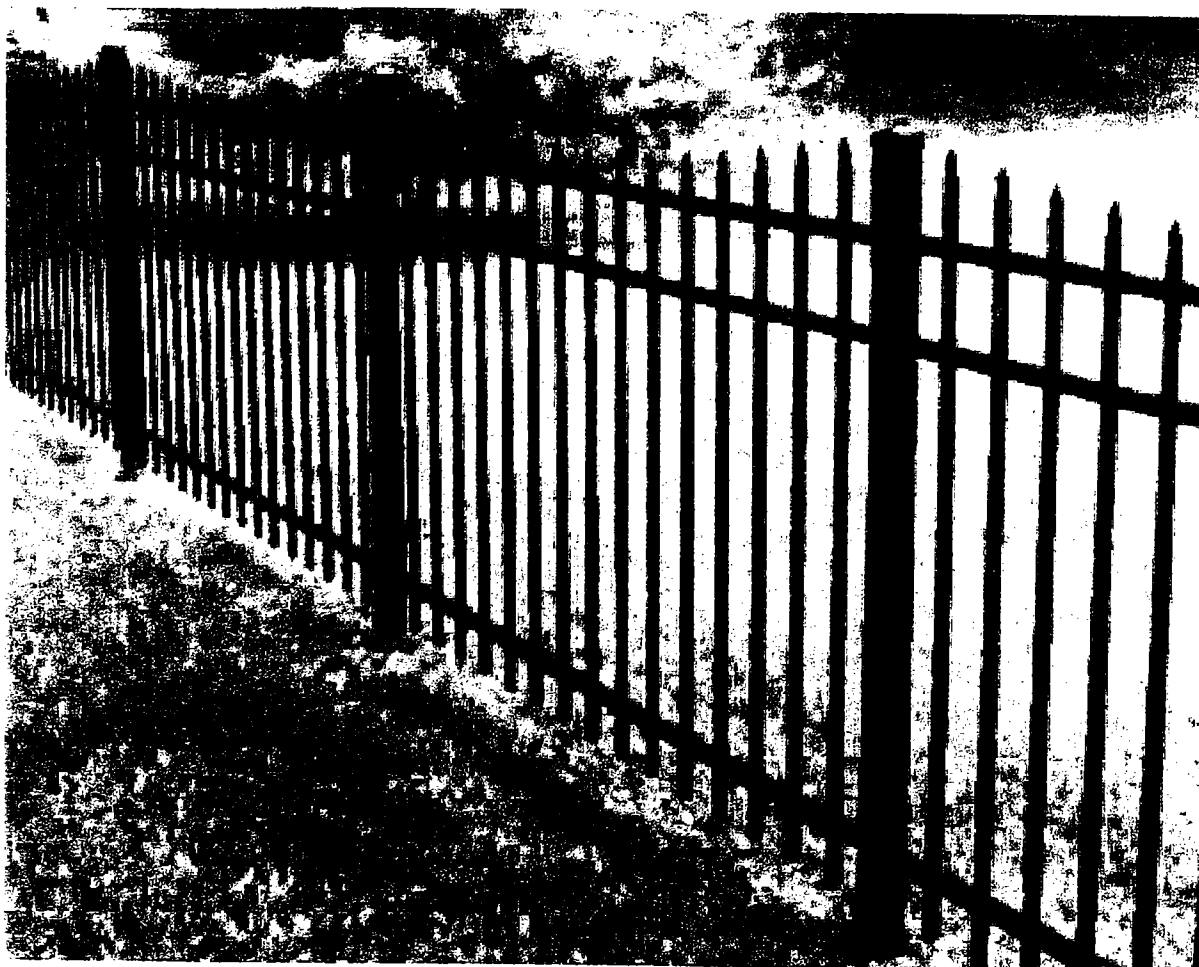
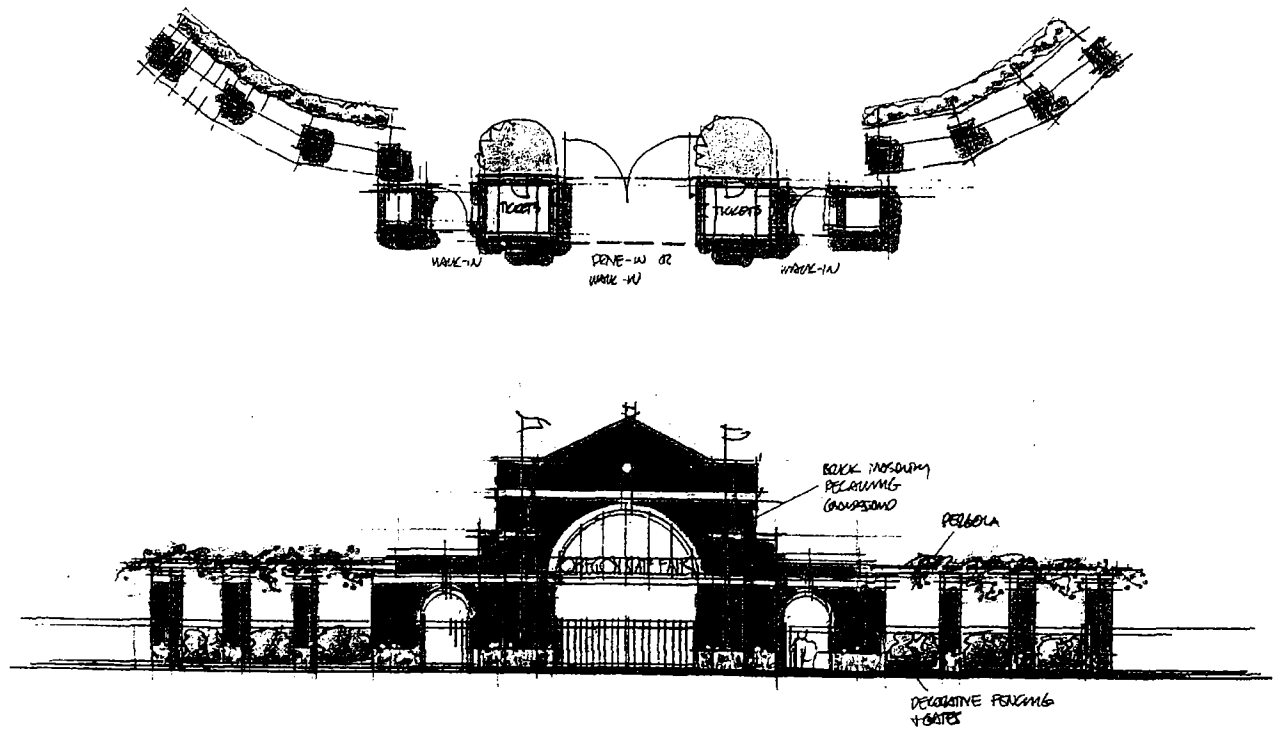


Figure H — Example of Gate Design



Appendix B

Oregon State Fair & Exposition Center Vicinity Map - Zoning

- Map Legend
- | | | | |
|----------------------------|--------------------------|-----------------------------------|--------------------------------------|
| Business District | Industrial Commercial | Capitol Mall | Single Family Residential |
| General Commercial | General Industrial | Public Service | Taxlot |
| Neighborhood Commercial | Industrial Park | Residential Agriculture | Compact Development Overlay Zone |
| Commercial Office | Public Amusement | Duplex Residential | Overlay Zone |
| Retail Commercial | Public/Private Cemetery | Multifamily High-Rise Residential | 1A - Pine Street Mixed-Use (Area 1) |
| Exclusive Farm Use | Public/Private Education | Multifamily Residential 1 | 1B - Rose Gardens Mixed-Use (Area 2) |
| Industrial Business Campus | Public Health | Multifamily Residential 2 | |

This map was created from various sources and is neither a legally recorded map nor a survey and is not intended to be used as such. No warranty as to correctness is expressed or implied.



0 100 200 400 Feet



Oregon State Fair & Exposition Center

Vicinity Map - Wetlands

Map Legend

- axlot
- Significant Wetland

Information shown on this map is for planning purposes.
All wetland boundaries are approximate and subject to change.
In all cases, actual field conditions determine wetland boundaries.
There may be unimproved wetlands subject to regulation.
No warranty as to correctness is expressed or implied.



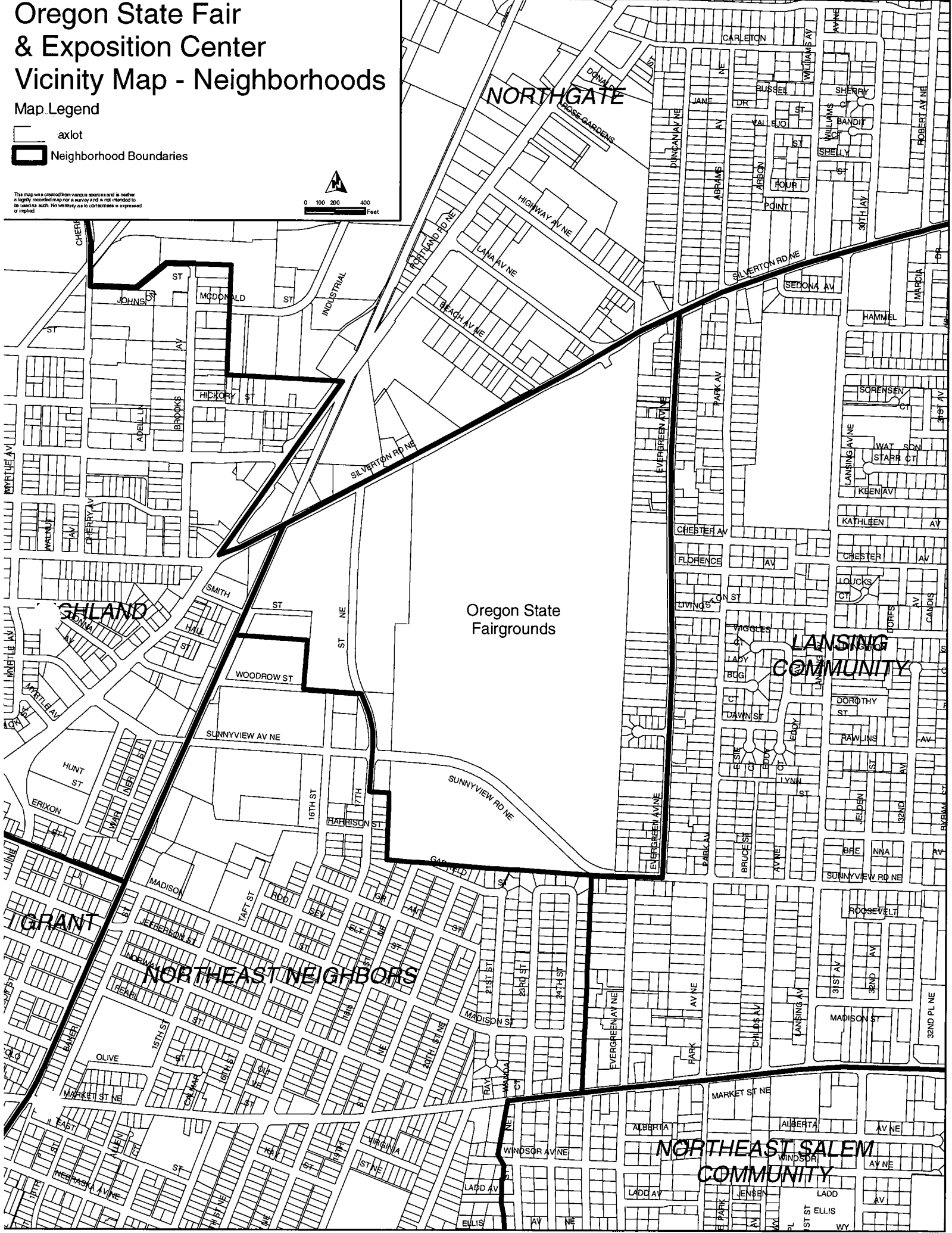
Oregon State Fair & Exposition Center

Vicinity Map - Neighborhoods

Map Legend

- axlot
- Neighborhood Boundaries

This map was created from various sources and is neither a legally recorded map nor a survey and is not intended to be used as such. No warranty as to correctness is expressed or implied.



Appendix C

Strategic Plan: Oregon State Fair and Exposition Center

Joint Interim Task Force on the Oregon State Fair
June 2000

TASK FORCE MEMBERSHIP

Senator Peter Courtney – Co-Chair
Representative Jackie Winters – Co-Chair
Senator Gene Derfler
Senator Verne Duncan
Representative Vic Backlund
Representative Gary Hansen
Marion County Commissioner Mike Ryan
Salem City Councilor Ann Gavin-Sample
Salem City Councilor Don Scott
Salem Area Chamber of Commerce Executive Director Michael McLaran

TASK FORCE MEETING DATES

November 23, 1999
February 10, 2000
April 6, 2000
May 25, 2000
June 12, 2000

Co-Chairs:

Sen. Peter Courtney
Rep. Jackie Winters

St Adkins, Committee Administrator
Robin LaMonte, Budget Analyst
Nancy Massee, Administrative Support

Members:

Sen. Gene Derfler
Sen. Verne Duncan
Rep. Vic Backlund
Rep. Gary Hansen
Commissioner Mike Ryan
Councilor Ann Gavin Sample
Councilor Don Scott
Mr. Mike McLaran



70th LEGISLATIVE ASSEMBLY
JOINT INTERIM TASK FORCE ON THE OREGON STATE FAIR

453 State Capitol
Salem, OR 97310
(503) 986-1813
FAX (503) 986-1814

July 7, 2000

Senate President Brady Adams
Room S-203 State Capitol
Salem, OR 97310

House Speaker Lynn Snodgrass
Room 269 State Capitol
Salem, OR 97310

Dear President Adams and Speaker Snodgrass:

We are pleased to hereby transmit to you copies of the Strategic Plan for the State Fair developed by your Joint Interim Task Force on the Oregon State Fair. Also enclosed are copies of Volumes 1 and 2 of the Master Plan prepared by Bullock, Smith and Partners contractors.

The Task Force has been worthwhile and the product, both in terms of this Plan and in terms of the dialogue that has been opened, is exciting. The Plan was adopted unanimously by the Task Force on June 12 and accepted by the Emergency Board on June 23. Several of the recommendations will require statutory changes and we plan to introduce those either through the House General Government Committee or under our individual sponsorship.

As you know, we faced a number of unanticipated developments that complicated our task considerably between November and June. Those developments included the State Treasurer's limit on bond sales announced in November, the resignation of the State Fair Director in April, the Fair's operating shortfall this biennium, and the continuing uncertainty regarding horse racing in other parts of the state. We appreciate that you were able to extend our deadline and authorize an additional meeting.

We want to mention the excellent attendance and participation by the Task Force members, including the local government and Chamber of Commerce representatives. They devoted considerable time during and between meetings to this effort. We also worked very closely with the Interim Director, Katie Cannon, and with the State Fair Commission, and appreciate their work and that of their staff.

We are proud of the State Fair and are excited about its future. There is much left to do and you need to know that the state's commitment has to be long term. This Strategic Plan sets a direction and outlines both an oversight and decision-making process we stand behind.

Respectfully,

Senator Peter Courtney

A handwritten signature in cursive script, reading "Peter Courtney".

Representative Jackie Winters

A handwritten signature in cursive script, reading "Jackie Winters".

Strategic Plan

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Executive Summary

Legislative Background

The 1997 Legislature directed the Joint Legislative Audit Committee to conduct a Program Evaluation of the Oregon State Fair and Exposition Center. The Evaluation found that the Fair attempted to meet legislative expectations to be self-supporting but was unable to generate sufficient revenue and was facing chronic problems. The Fair risked defaulting on its bonded indebtedness and was failing financially. Attendance at the Fair was declining, and facilities had not been adequately maintained or improved.

The 1999 legislature approved \$10.2 million of lottery-backed bonding authority, but without a consensus on the future of the Fair or the methods to resolve the fiscal crisis, they deferred approval for \$8.2 million of the authority pending the development of a long-range strategic plan. The legislature established the Task Force on the Oregon State Fair and Exposition Center and directed the Task Force to develop a strategic plan. The legislature directed that the Department of Administrative Services, in cooperation with the City of Salem and Marion County, to obtain the services of a consultant to develop a feasibility plan for the long-range survival of the Fair. The Department was also directed to obtain the services of a consultant to develop a Fairgrounds Modernization Master Plan. The Task Force Strategic Plan would incorporate the feasibility study and Modernization Master Plan.

Strategic Plan

The Task Force received preliminary recommendations from the consultants hired to develop the feasibility study and the Master Plan, heard testimony from Fair stakeholders including vendors and exhibitors, and received the recommendations of the Fair Commission. The Task Force submitted the Strategic Plan to the Emergency Board at its June 2000 meeting.

Findings

The Task Force made a number of specific findings, including:

1. The Fair is a civic institution that provides a unique and valuable resource for Oregon's citizens, particularly in its role of promoting positive youth and family activities ... and the state should continue to have an annual State Fair and year-round exposition facility at the State Fairgrounds in Salem.

2. While the Fair should be expected, in the long-term, to support its own operations, state and community support is needed to maintain and upgrade facilities and to promote activities.
3. Benefits of fair and exposition event attendance accrue to Marion County, the City of Salem and Salem-area restaurants, motels and service and supply businesses. State investments in improvements and additional marketing at the fairgrounds will directly benefit the community and these businesses. City, County and Transit District contributions to the successful operation of the fairgrounds are recognized. Successful revitalization of the fairgrounds will take additional community support.

Oversight and Management

The Task Force Strategic Plan includes ongoing legislative oversight and a community partnership effort, to ensure that goals of the Plan are met. A Facilities and Strategic Plan Steering Committee, composed of executive and legislative staff will advise the Fair Commission on matters related to capital construction and renovation, agency management and budget, and Strategic Plan implementation. A Community Partnership Task Force, composed of members from the City, County, Legislature and Fair Commission, will meet semi-annually to continue the work of the Task Force, and will report to the legislature.

Goals

The Task Force adopted four goals :

- I. Optimize use of the state fairgrounds
- II. Strengthen ties to customers and assure state-wide value
- III. Increase community and business partnerships
- IV. Optimize operational efficiency and improve budgeting procedures

Strategies

Key supporting strategies include:

1. Prioritize facility improvements toward (a) current profit centers i.e. annual fair and Jackman-Long/Columbia Hall exposition business (b) critical structural improvements and (c) aesthetic improvements
2. Discontinue horse racing at the fairgrounds no later than October 1, 2002. As additional revenue is available proceed with phasing in other uses of the racetrack and racing stables
3. Add two members to State Fair Commission and

- require them to be representatives from county fairs
4. Replace 4-H auditorium with multi-purpose building and upgrade existing dorm for youth and adult programming. Strategy conditioned on conducting market analysis
 5. Create an ongoing partnership among City, Chamber, Convention and Visitor Association to solicit events and welcome visitors
 6. Give the Fair Commission stronger policy role

Facilities Improvement Plan

The Task Force adopted a facilities improvement plan for the 1999-2001 biennium that includes \$10.2 million in capital construction and renovation projects. The Task Force also adopted a plan for an additional \$37.5 million in bond proceeds to complete the renovation and modernization of the fairgrounds. This plan includes \$5 million to improve the armory auditorium to provide a venue for basketball and volleyball tournaments and replacement of the 4-H auditorium with a multipurpose building.

Introduction

History and Legislative Background

The Oregon State Fair began in 1858 as an agricultural exhibition and has retained its agricultural and livestock focus. The fairgrounds were established in Salem, and became state property in 1887. The mission of the Fair was expanded in 1977 to include an exposition center function with services provided throughout the year.

In 1981, the legislature directed the Oregon State Fair and Exposition Center (Fair) to become financially self-supporting and removed General Fund support. In 1986, the Legislature authorized the Fair to sell up to \$10 million in revenue bonds for capital improvements. These funds were used to renovate the horse stadium, build a new livestock pavilion, and construct an outdoor amphitheater.

The Fair attempted to meet legislative expectations to be self-supporting but was unable to generate sufficient revenue to meet both operating and maintenance cost. As a result, the Fair facilities were not adequately maintained or improved, and in 1996, a shortfall in operating funds was identified.

The 1997 legislature requested the Joint Legislative Audit Committee to evaluate the Fair in order to help identify solutions to these problems. The evaluation was a collaborative effort between the Legislative Fiscal Office, the Secretary of State and the Department of Administrative Services.

1998 Joint Legislative Audit Committee Program Evaluation

The Program Evaluation found that problems with the Fair had existed for decades, and were not the result of a change in Fair management or of any specific change in practices. However, because of the years of neglect, issues including facilities maintenance and the Fair's cash flow had reached a crisis point. The Evaluation also found that the Fair was a civic institution that provided a unique and valuable resource for Oregon's citizens, particularly in its role of promoting positive youth and family activities. The programs and activities of the Fair generate an economic benefit for the region and the state.

Specific findings were that:

1. The Fair was not self-sufficient. Fair revenue growth had not equaled inflation and was not sufficient to meet operations and maintenance needs. The Fair had depleted its ending balance and had inadequate operating reserves. The Fair risked default on its bonded debt, and needed a stable source of funding to ensure that debt service obligations of \$1.17 million a biennium were met.
2. All of the Fair facilities were in need of repair. \$11.6 million was identified as the minimum needed in the 1999-2001 biennium to restore critical facilities to minimum health and safety standards. \$7.6 million a biennium was needed for ongoing facilities maintenance.
3. Horse racing at the Fair was not self-supporting. Wagering on live races declined 75% since the introduction of simulcast wagering. Horse racing would require simulcast revenue or state subsidy in order to continue.
4. Attendance was generally declining. Many factors that affect attendance were outside the control of Fair management.
5. Fairs in other states receive some sort of operating subsidies or have other sources of dedicated revenues. Oregon was unique in its lack of an alternate revenue source.

Task Force on the Oregon State Fair and Exposition Center

The 1999 Legislature approved an operating subsidy of \$700,000 General Fund and also approved \$10.2 million in lottery-backed bonding authority. However, \$8.2 million of that authority was deferred pending appointment of a Task Force on the Oregon State Fair and Exposition Center. The following budget note provided instruction to the Task Force:

"Legislative leadership will assign responsibility for developing a long-range plan for the State Fair to the appropriate interim (Task Force). The (Task Force) will develop a strategic plan that addresses the functions,

funding, capital construction and maintenance needs, and operations of the Fair. The plan will address the ongoing financial and other contributions of the State, City of Salem and Marion County partners. The (Task Force) will incorporate the findings and recommendations from the report of the feasibility task force assembled by the Department of Administrative Services, and will also incorporate the Fairgrounds Modernization Master Plan, into the long-range plan. The committee will submit the long-range plan to the Emergency Board on or before March 2000 and to the 2001 Legislative Assembly. The Emergency Board may increase the Other Funds limitation established in Senate Bill 5527 (Capital Construction) by up to \$8,479,015 for bond proceeds and costs upon receipt of the plan."

The deadline for completing the work of the Task Force was extended to June 2000 following an Executive Branch decision to delay issuing lottery backed revenue bonds. The Task Force completed development of the Strategic Plan in June 2000 and referred the Plan to the Emergency Board for adoption at the June 2000 meeting.

Task Force Findings

Primary Finding

The Oregon State Fair and Exposition Center (OSFEC) is a civic institution that provides a unique and valuable resource for Oregon's citizens, particularly in its role of promoting positive youth and family activities. The programs and activities of the Fair generate benefits for the region and the state. The Fair represents a 142-year-old tradition as a statewide celebration in the State's Capital City and is the culmination for year-round County Fair competitions and events. The Fair's role in the economic and agricultural life of the state is important and its potential as a venue for state and regional events is significant. The state should continue to have an annual State Fair and year-round exposition facility at the State Fairgrounds in Salem.

Feasibility Study

The Economic Overview, Evaluation of Horse Racing, and the Market Analysis sections of the C. H. Johnson Feasibility Study should be incorporated into the Strategic Plan.

Fairgrounds Modernization Master Plan

The short-range elements of the Bullock, Smith Facility Modernization Master Plan should be incorporated into the Strategic Plan. Several of the longer-term elements will require additional market, feasibility and sponsorship/partnership analysis.

Additional Task Force Findings

Most state and county fairs receive some form of subsidy. Previous expectations that OSFEC be self-supporting have led to serious maintenance deferrals on buildings. Reduced marketing efforts, combined with declining facility conditions, have resulted in the loss of exposition business and reduced ability to attract new business. While OSFEC should be expected, in the long-term, to support its own operations, state and community support is needed to maintain and upgrade facilities and to promote activities.

Benefits of fair and exposition event attendance accrue to Marion County, the City of Salem and Salem-area restaurants, motels and service and supply businesses. State investments in improvements and additional

marketing at the fairgrounds will directly benefit the community and these businesses. City, County, and Transit District contributions to the successful operation of the fairgrounds are recognized. Successful revitalization of the fairgrounds will take additional community support.

Oversight and Management

State Fair Commission

The Commission should be expanded to include representation from 2 county fairs to strengthen cooperation and collaboration between state and county fair programs.

The Commission should develop a legislative proposal that incorporates the recommendations of the Strategic Plan regarding the composition of the Commission. The Commission should consider any statutory revisions necessary to ensure that the Commission can effectively carry out legislative expectations and Strategic Plan directions.

The Commission should adopt rules that define the duties and responsibilities of the Commission and the Fair Director, and the processes and responsibilities for reporting to the legislature. These rules should be reviewed and approved at the first meeting of the Commission in each calendar year.

Steering Committee

The currently existing Department of Administrative Services Facilities Steering Committee, (composed of OSFEC, Department of Administrative Services (DAS), Legislative Fiscal Office, and Legislative Committee Services Office members) should be renamed the "Facilities and Strategic Plan Steering Committee" and the duties should be expanded to include:

1. Oversight and approval of capital construction and facilities renovation activities including coordination with the Capitol Planning Commission;
2. Oversight of agency operations, including budget management and marketing; and
3. Implementation of Strategic Plan requirements.

A core group, composed of staff from the Department of Administrative Services (both Budget and Management

and Facilities Services), and OSFEC, and Legislative Staff, should meet monthly to review ongoing facilities construction and renovation issues and budget and operations issues. An expanded group, to include representatives from the Department of Agriculture, the Economic and Community Development Department, the Capitol Planning Commission, and any other partners (such as the Salem Visitors Association) designated by the Fair Commission should meet quarterly to:

1. Develop recommendations and resolve issues related to implementing the Strategic Plan, including deferred action items, such as creation of an Agricultural Trade Center and construction of a multipurpose facility;
2. Review and approve any significant proposed modifications to the facilities plan;
3. Develop stakeholder strategies, including community partnerships and marketing strategies and to recommend resolutions to conflicts;
4. To review and make recommendations on budget and related operational or fiscal issues.

The Facilities and Strategic Plan Steering Committee should continue to be managed by the Department of Administrative Services, and should make recommendations to the State Fair Commission and the Director of the Department of Administrative Services, as appropriate.

Community Partnership Task Force

The partnership created by the legislative Task Force on the Oregon State Fair and Exposition Center should continue through a Community Partnership Task Force, composed of members from the city, county, legislature and Fair Commission. This Task Force should be appointed by the legislature and staffing and expenses for the Task Force should be included in the proposed budget for Legislative Administration. The Task Force should continue during the implementation period for the Strategic Plan. The Task Force should meet semi-annually to review and approve recommendations from the Fair Commission, and should provide periodic reports to the appropriate substantive legislative or interim committee(s).

Legislative Oversight

The Fair Commission should report to the Emergency Board and appropriate interim committee(s) prior to the 2001 meeting of the legislature on progress in implementing the Strategic Plan. Proposed policy, funding and statutory changes should be submitted to the committee(s) for consideration.

Any General Fund allocation made by the 2001 Legislature to support OSFEC operations should be reserved in the Emergency Board and release of the allocation should be subject to the recommendation of the appropriate interim substantive committee(s).

Goals and Strategies

Primary Goals

- I. Optimize use of the state fairgrounds
- II. Strengthen ties to customers and assure state-wide value
- III. Increase community and business partnerships
- IV. Optimize operational efficiency and improve budgeting procedures

Goal I: Optimize use of the State Fairgrounds

CURRENT EXAMPLES (not exhaustive list)

- Montessori School and day care center rental of space during school year
- YMCA skate facility location during non-fair times
- Exhibition and meeting space rentals during non-fair times
- Use of grandstands for fireworks displays and other outdoor events
- Use of racetrack grass infield for four baseball practice fields
- Portable structures: New tension-fabric warm-up arena, use of tents during the fair

GOAL I - STRATEGIES

1. Prioritize facility improvements toward (a) current profit centers i.e. annual fair and Jackman-Long/Columbia Hall exposition business (b) critical structural improvements and (c) aesthetic improvements
2. Upgrade and increase seating capacity of the Salem Armory auditorium. Solicit larger events including Oregon School Activities Association playoffs. (See Attachment 1) Strategy conditioned on market analysis.
3. Institute more promotional days, discounting prices or other inducements to bring in more people on slow days or times.
4. Strive to keep the Fair affordable.
5. Significantly increase sponsorship and exposition-oriented marketing efforts.
6. Maximize capacity for multi-purpose use of facilities and grounds.
7. Bring non-military Salem Armory auditorium events under the management and marketing of OSFEC. Direct DAS to facilitate agreements (financial and facility-use) between the OSFEC and the Oregon Military Department to assure that (1) the Military Department receives revenue at least equal to the net revenue they received in the 1999-01 biennium from non-military leases of the facility (plus inflation) and (2) National Guard activities are accommodated.
8. Proceed with site enhancements (landscaping, fencing, entry treatments) recommended by consultants
9. Replace the floral building (recently demolished) and the 4-H auditorium (only currently used during fair) with a multi-purpose building that can be used for floral shows, receptions, 4-H activities, sports or other events. Strategy conditioned on market analysis.
10. Make additional use of portable features like sport courts, portable floors, stages, bleachers, and tension fabric structures

11. Discontinue horse racing at the fairgrounds no later than October 1, 2002. As additional revenue is available proceed with phasing in other uses of the racetrack and racing stables.
12. Proceed with facilities improvements that will attract more horse show business.
13. Complete renovations of stadium, and livestock barns and pavilions.
14. Recommend (consistent w/ OSFEC and consultant recommendations) no construction of specific sports facilities, but increase multi-purpose use of existing grounds and facilities and where appropriate, make sports activities a priority for alternative uses of any new facilities – e.g. direct consultation with Oregon School Activities Association during design process.

Goal II

Strengthen ties to customers and assure state-wide value

CURRENT EXAMPLES

- Stakeholder groups
- 4-H, FFA statewide connection
- County, regional exhibits
- State Fairs Association

GOAL II - STRATEGIES

1. Diversify agricultural and other industry programming
2. Add two members to State Fair Commission and require them to be representatives from county fairs
3. Upgrade, enlarge facilities to maintain and attract events and programs
4. Replace 4-H auditorium with multi-purpose building and upgrade existing dorm for youth and adult programming. Strategy conditioned on conducting market analysis.
5. Connect and enlarge Columbia/Jackman-Long buildings

6. Prior to the 2001 legislature, Steering Committee and OSFEC Commission ascertain the business interest in creating an Agricultural Trade Center at the fairgrounds. Include identification of a preferred approach, a cost-benefit analysis of the preferred approach, and interested sponsors for the preferred approach. Report to the 2001 Legislature.

Goal III

Increase community and business partnerships

CURRENT EXAMPLES

- Contracting for services, supplies
- Sponsorships
- YMCA programming
- 4-H, FFA statewide
- Use of fairgrounds for Marion County Fair
- Use of county inmate labor

GOAL III - STRATEGIES

1. Emphasize mutual benefits
2. City finance complimentary improvements including streetscaping through urban renewal projects along Silverton Road
3. City, county or joint financing of community, sports-related, or other projects of community interest
4. Create an ongoing partnership among City, Chamber, Convention and Visitor Association to solicit events and welcome visitors. Examples: Pendleton – 2-A playoffs, Lane County Fairgrounds
5. Evaluate direct marketing support through regional tax or other local government funding for community programs including sports

Goal IV

Optimize operational efficiency and improve budgeting procedures

CURRENT EXAMPLES

- Contracting for most services
- Use of county inmate work crews

GOAL IV - STRATEGIES

1. Maintain flexibility to contract for services when cost effective
2. Make significant cost-saving improvements first, i.e. energy or labor saving improvements
3. Make optimum use of National Guard expertise and work force for construction projects
4. Fund a capital maintenance reserve for major maintenance and upgrade projects
5. Move all RV facilities to east side of fairgrounds and convert 17th Street RV area to additional parking.
6. Give OSFEC Commission stronger policy role.
7. State Fair staff consult with the state Office of Economic Analysis, DAS Budget and Management Division, and western fair directors regarding attendance and revenue forecasting approaches.
8. State Fair initiate a quarterly reporting and review of cash flow and revenue projections with the State Fair Commission and the Budget and Management Division.

Improvement Phases

Phase 1

- Table 1 indicates projects completed or underway with the \$2 million in bonds already sold (as authorized by the 1999 Legislature).
- Table 2 (column 7) indicates \$6.74 million in priority "essential maintenance and repair" projects recommended to be funded out of the remaining \$8.167 million in bond authority authorized by the 1999 Legislature, pending adoption of a Strategic Plan and approval of the Emergency Board.
- Table 3 combines the previous two tables.

- Table 2 (column 8) indicates \$1.67 million in projects, or portions of projects, originally identified by OSFEC and the Department of Administrative Services, but currently on hold. The Task Force recommends that money from this column be applied toward other improvements identified in the Master Plan:
 1. A multi-purpose building to replace both the Floral Building and the 4-H Auditorium. May be able to be built in phases.
 2. A portion of the Phase 2 entry and perimeter treatments or grounds improvements
 3. Renovation and enlargement of the National Guard Armory. May be able to be completed in phases.

These three projects total more than the available \$1.9 million shown in Table 3 (column 8). Pending the outcome of market analyses, the Director, with the advice of the Steering Committee and State Fair Commission, is authorized to select projects (from either this list or the original list) to be funded by the remainder of the second bond sale revenue. These projects will also be reviewed at a proposed October 2000 meeting of the Interim Task Force on the State Fair.

Table 5 shows some of the project detail for the projects listed in Table 3.

Phase 2

- Table 4 indicates an additional \$37.5 million in projects recommended with proposed future bond authorizations. These bonds would require the authorization of future legislatures. Some projects on this list also have the potential for sponsorships or public-private funding.

Phase 3

- Phase 3 includes additional projects recommended in the Modernization Master Plan that will require outside funding or sponsorships – i.e. Images of Oregon and Old Oregon Village. These projects will require additional analysis and marketing time and effort.

Table 1

19

Table 2

Oregon State Fair and Exposition Center \$8.167 Million Lottery Bond Funding

1	2	3	4	5	6	7	8
Expenditure Description	Modernization Master Plan Estimates	DAS Steering Committee Leg. Appd. Bgt.	6% Construction Inflation	(-) Expended or Encumbered To			

Table 3

Oregon State Fair and Exposition Center \$10.167 Million Lottery Bond Funding

1	2	3	4	5	6	7	8
Expenditure Description	Modernization Master Plan Estimates	DAS Steering Committee Leg. Appd. Bgt.	6% Construction Inflation	Expenditure or Encumbered To Date	= Total	Remaining Essential Maintenance and Repairs	Projects On Hold
<i>Renovations & Repairs To Existing Buildings</i>							
4-H Auditorium	\$281,033	\$265,126	\$281,034	\$0	\$281,034	\$0	\$281,034
4-H Dormitory	226,818	213,979	226,818	0	226,818	226,818	0
4-H/FFA Barn	259,865	125,000	130,946	25,905	105,041	105,041	0
Amphitheater/Cascade Hall	364,359 *	0	0	0	0	0	0
Armory	0	0	0	0	0	0	0
Beef Barn	87,766 *	0	0	0	0	0	0
Columbia Hall	844,764	782,796	829,763	150,000	679,763	679,763	0
Day Care Center	124,698 *	0	0	0	0	0	0
FFA Pavilion/Office	114,798 *	0	0	0	0	0	0
Garden/Floral Bldg.	0	474,597	503,073	58,000	445,073	0	445,073
Grandstand	768,825	563,625	597,443	0	597,443	0	597,443
Grounds	1,642,535	1,699,561	1,791,741	163,225	1,628,516	1,628,516	0
Horse Stadium	2,048,138	2,658,651	2,818,170	492,900	2,325,270	2,325,270	0
Jackman-Long	745,629	703,424	745,629	0	745,629	745,629	0
Livestock Pavilion	203,318 *	0	0	0	0	0	0
Race Barns	814,731 *	0	0	0	0	0	0
Show Horse Barn	494,749	443,159	469,749	0	469,749	469,749	0
Small Animal/Poultry	214,947	500,000	529,667	5,545	524,122	0	524,122
Trailer Park	144,252	136,087	144,252	5,000	139,252	0	139,252
<i>sub-total</i>	\$9,381,225	\$8,566,005	\$9,068,285	\$900,575	\$8,167,710	\$6,180,786	\$1,986,924
Planning	450,000	450,000	0	217,182	232,818	0	232,818
Design Services	938,123	645,815	684,564	0	684,564	532,740	151,824
Project Management	234,531	225,400	238,924	0	238,924	185,935	52,989
Contingency	1,407,184	280,440	297,266	0	297,266	231,338	65,928
TOTAL	\$12,411,063	\$10,167,660	\$10,289,039	\$1,117,757	\$9,621,282	\$7,130,799	\$2,490,483
<i>* Represents unfunded maintenance of:</i>							
<i>** Not included in master plan consultant's estimates. Amount is in accordance with SB 5527.</i>							
Total Proposed Expenditures (+\$450,000 for Planning):							
Legislative Approved Budget:							
Reduction Required from Projects On Hold:							
						Projects On Hold amount:	\$2,490,483
						Less: reduction required:	(\$571,379)
						Revised Projects On Hold:	\$1,919,104

Table 4
Oregon State Fair and Exposition Center
Master Plan Proposed Enhancements

1 Expenditure Description	2 Master Plan Enhancements	3 Expenditure Explanation
New Buildings, Additions, & Unfunded Maintenance		
<i>Unfunded maintenance</i>		
Amphitheater/Cascade Hall	\$1,709,670	DAS Facilities Division estimate
Armory	\$4,610,000	Cover for Amphitheater
Columbia/J-L Addition	4,905,200	Estimate per Sienna Architecture Company
Columbia/J-L Connector	3,750,000	30,000 square feet of exhibition space
Columbia/J-L Facade	2,340,000	18,000 square feet
Food Court	800,000	
Garden/Floral Building/4-H Building	200,000	2,000 square feet of new concession space
Grandstand Trade Center & Exhibit Hall	2,340,000	Replace 4-H Auditorium and demolished floral building
Livestock Barn	2,200,000	11,000 sq. ft. of offices exhibition and catering space
Show Horse Barns	1,200,000	30,000 square feet, open air construction
Warm-up Arena	1,485,000	3 horse barns with 100 stalls each
Maintenance Bldg. Option 1	65,000	Less \$400,000 included in \$8.2 million lottery bonds
Maintenance Bldg. Option 2	750,000	10,000 square feet of enclosed space
New Bldgs., Additions & Maintenance subtotal:	(872,469)	Less if Armory Complex offices used as maintenance area
	<u>\$25,482,401</u>	
Site Enhancements		
All-weather sports field	\$1,160,000	Turf field with lighting
Entry Gates and Fencing	\$925,671	Less \$58,529, which is included in \$8.2 million lottery bonds
Equestrian Fields	25,000	Fencing, chutes, and gates
Images of Oregon	100,000	Development allowance
Landscaping	300,000	Shrubs, trees, grass, and flowers
Old Oregon Village	100,000	Development allowance
Site infrastructure	850,000	Additional water, sewer, and storm lines for concessions
Site paving	291,134	Less \$93,856, which is included in \$8.2 million lottery bonds
Special features and site furniture	200,000	Benches, trash cans, directional signage, and site graphics
Trailer Park Connections	13,913	\$136,087 included in \$2 million lottery bonds
Site Enhancements subtotal:	<u>3,965,718</u>	
Construction Costs subtotal:	29,448,119	
Contingency @ 15%	4,417,218	
Project Management @ 2.5%	\$736,203	
A/E Fees and Survey @ 10%	<u>\$2,944,812</u>	
Maintenance, Construction and Enhancements Total:	<u>\$37,546,352</u>	Architectural and engineering plus site survey

Table 5
Oregon State Fair and Exposition
\$10.167 Million Lottery Bond Funding

1	2	3
Expendit Descripti	DA Steerin Committ L.A.B.	Expenditure
4-H	\$265,1	Demolish and apply funding to a multi-purpose building to include
4-H	213,97	Seismic upgrades, replace roof/gutters/doors, paint interior, and upgrade
4H/FFA	125,00	Seismic upgrades and replacement of
Amphitheater/Cas	0	Unfunded maintenance. Seismic upgrades, asphalt repair,
Armor	0	Funded as part of future
Beef	0	Unfunded maintenance. Seismic upgrades, asphalt repair,
Columbia	782,79	Replace asphalt, seismic upgrades, replace roofing and siding, painting,
Day Care	0	Unfunded maintenance, seismic upgrades, asphalt repair, painting,
FFA	0	Unfunded maintenance, seismic upgrades, asphalt repair, painting, roofing,
Garden/Floral	474,59	Apply funding to a multi-purpose building to include FFA Auditorium.
Grandsta	563,62	Seismic upgrades, asphalt repairs, painting, replace windows, and
Groun	1,699,5	Asphalting, fencing; replace water/sewer/storm lines/telephone system,
Horse	2,658,6	Seismic upgrades, replace restrooms/concessions/asphalt/stalls, paint,
Jackman-	703,42	Asphalting; clean, seal, and paint interior/exterior; replace tiles, seismic
Race	0	Unfunded maintenance, seismic upgrades, asphalt repair, painting, roofing,
Show Horse	443,15	Asphalting, seismic upgrades, paint/repair interior/exterior, install sprinkler
Small	500,00	Restore or replace. Considered to be a historically significant building by
Trailer	\$136,0	Repair and paint restroom, and utility
	\$8,566,0	
Planni	450,00	Modernization Master Plan, financial feasibility and
Design	645,81	Architectural, mechanical, and electrical
Project	225,40	DAS Facilities and contracted project
Contingen	\$280,4	Resource for unanticipated
TOTA	\$10,167,6	

* Legislative Approved

Funding Phases

State

1999-2001 Biennium

In August 2000, bond \$8.167 million for essential maintenance and repair projects and specified improvements.

Earmark a portion of the money remaining from the \$450,000 allotted for planning this biennium for feasibility and market analyses of specific project proposals, i.e., armory upgrade, equestrian center, agricultural trade and exhibition center, amphitheater, multi-purpose building, living history village, images of Oregon, or any proposed sports fields. These analyses are to include all costs, projected revenue returns, potential for sponsorships, and level of marketing that would be required. The funds would be under the control of the Steering Committee, and the Task Force recommends obtaining local or private match for the market analyses.

2001-2003, 2003-2005 Biennium

2001 and 2003 Legislatures authorize bonding for additional lottery-backed revenue bonds pending identified Strategic Plan oversight and operational improvements and progress in identifying additional local and private resources.

Ongoing

State maintenance subsidy equal to the biennial amount appropriated to County Fairs. Fund an ongoing facility maintenance and replacement fund. Potential source is general fund portion of Multi-jurisdictional Wagering Hub revenues.

Conditions:

- Increase in gate admission beginning 2001 fair
- Improved management controls and reporting
- Improved oversight
- OSFEC identify means to return to trend of increasing exposition business and fair revenues
- Increased community partnerships and support

Justification:

- Consistent with policy of state support for county fairs (since 1995 - \$3 million/biennium)
- Inability of fairs to be entirely self-supporting
- Most state and county fairs have a dedicated source of ongoing support

- Attempts to be self-supporting typically result in serious maintenance deferrals
- Limited ability to recoup inflationary costs through leases
- Lower-than-market lease rates for public benefit
- Desire to keep fair attendance affordable to all families
- Policy to invest in youth and educational activities
- Policy to promote Oregon agriculture and industry

CITY AND COUNTY CONTRIBUTIONS

The Task Force recognizes the mutual local, regional, and state benefits of fairgrounds facilities upgrades, neighborhood improvements, and additional marketing of Fair and Expo events. In authorizing bonds for facilities restoration, the 1999 Legislature noted the local-state relationship and directed that ongoing local contributions be addressed. Marion County, the Salem Convention and Visitor Association, the City of Salem, and the state jointly funded the State Fair Feasibility Study, portions of which are incorporated into this Strategic Plan.

CURRENT LOCAL CONTRIBUTIONS

Attachment 2 itemizes the contributions of Marion County, including lease fees and maintenance activities related to use of the fairgrounds for the Marion County Fair. Also itemized are the value of juvenile and sheriff work crews that provide free or subsidized labor, and a recent grant to the Salem Convention and Visitor Association for marketing.

Attachment 3 itemizes the contributions of the City of Salem, including fire and emergency response, backup for State Police law enforcement activity, and street signage and barricade work.

ADDITIONAL LOCAL COMMITMENTS

Successful revitalization of the fairgrounds will take additional state and local support. The Task Force has noted significant local efforts across the state to renew a number of county fairgrounds and exposition centers. Communities have invested in facilities, and some subsidize operations, because of the traditional value of their fairs and because of anticipated returns to area commercial and hospitality sectors.

Attachment 2 discusses a 2002 Marion County public

works project at Lancaster Drive and Silverton Road to improve traffic flow.

Attachment 3 itemizes City of Salem improvements planned over the next five years in the North Gateway Urban Renewal District that will improve certain adjacent neighborhoods and traffic flow and aesthetics on several routes to the fairgrounds.

Also specified in Attachment 3 are goals adopted by the Salem City Council, including exploration of (1) additional projects in the North Gateway District and (2) a regional marketing effort for regional attractions including the OSFEC.

The Salem Convention and Visitor Association continues to pursue additional funds for regional marketing efforts.

Revenue Projections

Feasibility Study estimates

The C.H. Johnson Feasibility Study includes net revenue estimates for each of the major facilities projects under consideration. They estimated the additional potential revenue and subtracted the additional operating (but not construction) costs for the expanded or new facility. Little additional revenue is projected from the Phase 1 projects, but the consultants, State Fair staff, and the Task Force consider these improvements to be essential in retaining existing exposition business and in beginning to attract new business. The study projected a total net operating revenue increase of \$1.1 million by 2004 after completion of most of the Phase 1 and Phase 2 facilities projects.

Further analysis

Because of the number of variables involved in these estimates, including marketing effort, competition, and price elasticity, and because these projects will be undertaken over the next four to six years, the Task Force recommends additional individual marketing analysis to determine revenue potential for the new projects before they are finally approved. The Task Force concurs with the approach of concentrating on the Fair and Exposition Center's existing profit centers for initial improvements while laying the groundwork for partnerships on some of the more speculative projects.

Appendix D

OREGON STATE FAIR & EXPOSITION CENTER

BUSINESS PLAN

Revised February 2000

EXECUTIVE SUMMARY

This document contains excerpts from the Business Plan developed by the staff of the Oregon State Fair & Exposition Center. Call (503) 947-3204 to obtain a copy of the complete plan.

**OREGON STATE FAIR & EXPOSITION CENTER
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PH: 503-947-3247, FAX: 503-947-3206**

**Katie Cannon
Director**

Oregon State Fair and Exposition Center

The Oregon State Fair & Exposition Center (OSFEC) is an agency of the State of Oregon, located in Salem, Oregon at 2330 17th Street Northeast. A Director, appointed by the Governor, heads the Agency. Five lay citizens, approved by the Governor, comprise the Oregon State Fair Commission, which advises the Director.

Mission

As stated in ORS 565.050, the objects and purposes of the Oregon State Fair are to disseminate knowledge concerning, and to encourage the growth and prosperity of, all agricultural, stock raising, horticultural, mining, mechanical, artistic, and industrial pursuits in this State, including the racing of animals. To this end, the director shall operate the business and properties of OSFEC as a year-round fair and exposition center, display historical objects and do all things necessary or expedient for the full utilization of the properties and facilities of the center.

Purpose

- Produce an annual state fair.
- Operate and maintain an exposition center.
- Maintain the Agency's assets.
- Disseminate knowledge.

In carrying out the mission/purpose of OSFEC, policies and activities will be guided by the following **values**:

- Serve the community by providing multi-use facilities for public and private activities.
- Create educational, social, cultural, economic and employment opportunities.
- Promote civic pride and cultural heritage.
- Elevate the quality of life.
- Promote teamwork in conjunction with individual excellence.

KEY CHALLENGES

The 142-year-old OSFEC exists today in a diversified and mostly urban Oregon. (The State Fair, as an event, will mark 135 years in 2000.) The State's agricultural heritage, which prompted the annual State Fair, has been augmented by modern, scientific technology. To remain viable as a premier event, the State Fair must continue to change as Oregon industry changes. Customer preferences in programming and entertainment are also ever-evolving and must continually be addressed.

Financial resources are critical in keeping up with change. An aging facility infrastructure and the lack of a stable, long-term funding plan present the most aggressive financial challenges for OSFEC. Ultimately, all of OSFEC's struggles revolve around financial instability, which pervades every issue.

OSFEC approached the Legislature in 1997 identifying the crisis condition of the facilities and the financial crisis of the Agency. A Legislative Audit was performed and it verified that "OSFEC cannot be, nor has it ever been, a self-sufficient enterprise." Governor Kitzhaber allocated \$10.2 million for facility restoration to OSFEC in his 1999-2001 Recommended Budget as approved by the Legislature. A portion of the money—\$2 million—was made immediately available to address health and safety facility issues. The remaining funds are tied to the analysis of a feasibility study and development of a master plan for the Fairgrounds.

The Agency's primary challenges, in order of importance, are:

- *Secure stable, long-term funding for facility maintenance.*
- *Complete facility restoration.*
- *Maintain and improve stakeholder support.*
- *Establish self-sustaining programs for the State Fair and Exposition Center.*
- *Establish a capital development plan.*
- *Resolve use of resources dedicated to horse racing.*

SECURE STABLE, LONG-TERM FUNDING FOR FACILITY MAINTENANCE: The 17 facilities on the 185-acre site average 41 years in age. The water, sewer, electrical and storm sewer systems are beyond their engineered lives. There is no depreciation reserve, nor is there sufficient funding for on-going maintenance needs. Preliminary discussions are under way with the Department of Administrative Services (DAS) Facilities Division to maintain certain Fairground facilities, such as exhibition and meeting halls. Specialized facilities, such as the livestock buildings, youth dorms and floral building, would continue to be maintained by OSFEC. These specialized facilities make up about 30 percent of the total Fairground facilities. Potential funding sources for OSFEC's maintenance obligation includes establishing a sinking fund from the general operating budget, developing a non-profit foundation for private

donations, and creating private-public partnerships. Law changes may be required for each of these to be beneficial.

COMPLETE FACILITY RESTORATION: A facility audit performed by DAS Facilities Division in 1998 revealed a need for \$13 million in repair and maintenance. The audit helped convince the Legislature to approve the Governor's \$10.2 million lottery bond allocation to OSFEC. But the Legislature directed completion of a Fairgrounds Master Plan and an analysis of the intergovernmental feasibility study before any funds beyond the emergency \$2 million would be released. When the remaining funds are released, however, the money is not enough to completely restore the Fairgrounds to a safe and maintainable condition. Additional funding is needed in future biennia if OSFEC is to meet its statutory obligations at the current site.

MAINTAIN AND IMPROVE STAKEHOLDER SUPPORT: Over the past two years, OSFEC has implemented a communications plan to educate stakeholders and allies on the issues and challenges facing the Agency. These relationships were instrumental in securing facility restoration funding from the 1999 Legislature and will be absolutely essential in securing funding for implementation of the Fairgrounds Master Plan. In fact, the future of the State Fair and a mid-Willamette Valley exposition center will be largely dependant upon the support of OSFEC's stakeholders and allies.

ESTABLISH SELF-SUSTAINING PROGRAMS FOR THE STATE FAIR AND THE EXPOSITION CENTER: **State Fair** -The annual State Fair is the premier event of OSFEC and its greatest net revenue source, producing an average annual net profit of approximately \$1 million. If the State Fair is to attract new patrons, as well as maintain the current patron base, significant programming changes must take place on a continuous basis to keep the event new and exciting. Net profits from the State Fair should be reinvested back into its programming and production to achieve this goal. Currently, however, profits from the State Fair are used to fund facility maintenance, leaving no resources to create a proper showcase of the Oregon's culture and heritage.

Exposition Center - The Exposition Center facilities are leased for a wide variety of uses to national, regional, and local organizations and individuals for both private and non-profit events. Lease fees were reviewed in 1998 and increased in 1999. However, the poor condition of the facilities does not allow lease fees to match market value. Even with fees below market value, OSFEC is still losing revenue-generating events to competing facilities—most recently two regional horse shows—because of extreme deterioration of the facilities. Thus, lease clients are forced to pay higher fees and produce their shows elsewhere in less geographically-advantageous markets. Market research indicates that the mid-Willamette Valley exposition market is strong and growing. If not for this fact, OSFEC would have lost even more exposition clients to-date.

ESTABLISH A CAPITAL DEVELOPMENT PLAN: Market analysis of the exposition industry identifies the need to modernize existing facilities and develop new facilities to meet not only the needs of the current market, but also the needs of emerging markets. The updated Master Plan will prioritize facility needs and identify improvements that will capitalize on the exposition industry's growth.

As stated earlier, a non-profit foundation could assist with facility maintenance but it could also help fund capital improvements. Additional funds would be available if the State assumed OSFEC's debt service. Both opportunities could also be leveraged through private-public partnerships, such as sponsorships.

RESOLVE USE OF RESOURCES DEDICATED TO HORSE RACING: Roughly 25 percent of the Fairgrounds is dedicated to horse racing, although no revenue is generated from this commitment of property and resources. However, two changes came about from the 1999 Legislature. OSFEC is no longer required to produce a race meet if it is shown that it could not recover its costs. Second, the horse racing industry established a simulcasting HUB in Oregon. There is a possibility that a portion of the fee generated by the HUB could be used to support Oregon's fair race meets. The availability of, and disbursement procedures for, HUB revenues is still to be determined. The benefit of these legislative changes minimizes the financial risk to OSFEC but does not resolve the issue of facility use and resource allocation to horse racing.

GOALS AND OBJECTIVES

The most important goal for 2000-2002 remains the same as it has for the previous two years. OSFEC must augment the revenues produced directly by the Agency. This will require Administrative support and Legislative change. Additionally, the pricing structure of the Agency's programs must be evaluated and adjusted. Critical to achieving these goals will be continued and increased support from stakeholders and allies, specifically from the mid-Willamette Valley community and businesses, the agricultural industry and other key Oregon industries, and statewide legislative and policy decision-makers.

The principal environmental solutions required are:

I. MAINTAIN APPROPRIATE ALLIANCES

- A. Establish user groups, both Fair and Expo
- B. Reestablish "Friends of the Fair"
- C. Establish advisory groups
 - Agricultural
 - Business
 - Tourism

II. IDENTIFY AND SECURE NECESSARY FUNDING SOURCES

- A. Internal self-generating
 - Develop a competitive sponsorship program
 - Establish a non-profit foundation
 - Adjust fees and charges
- B. External
 - DAS Facilities Division assumption of maintenance
 - Legislative appropriation

III. ADAPT TO CHANGING MARKET CONDITIONS

- A. Evaluate programs/products against market needs and conditions
 - Assess program/facility inventory and market values
- B. Plan for change as a course of practice
 - Involve staff and stakeholders in identifying changing needs

IV. IMPROVE ACCEPTANCE OF SERVICE AND PRODUCTS

- A. Complete Master Plan
 - Communicate to legislature and stakeholders

- B. Promote economic impact of Agency
- C. Establish and maintain positive image
 - Communications plan
 - Public relations campaign
 - Media training

STRATEGIES AND TACTICS

I. BUILD AND INSURE SUPPORT FOR THE AGENCY AND ITS PROGRAMS

GOALS: *-Secure support for permanent funding*
 -Insure support for legislative and administrative issues
 -Insure two-way communication between the agency and various constituents

- A. Establish advisory groups among stakeholders and communities
- B. Continue to meet with the various groups/organizations involved with the Fair
- C. Establish a conduit for constituents to talk to government and Commission
 - Advocate that will take it on
 - Friends of the Fair
 - Foundation
- D. Establish issue resolution mechanism
 - User surveys
 - Public hearings
 - Ad hoc committees
- E. Meet with, and communicate to, the media
 - Marketing communications plan
- F. Establish a foundation board which will actively support the agency

II. ESTABLISH AGENCY AS VEHICLE FOR IMPLEMENTING PUBLIC POLICY

GOALS: *-Secure support for permanent funding*
 -Generate Legislative and Administrative support for the Agency

- A. Complete Master Plan
 - Legislative adoption of the plan
- B. Identify public policy initiatives that match OSFEC mission and purpose
 - Agri-Business Council education initiative

III. SECURE LONG TERM FUNDING FOR FACILITY MAINTENANCE

GOALS: *-Insure the long term survival of the State Fair*
 -End the cycle of crisis every 10-15 years
 -Enable the reinvestment of net revenues into Fair programs

- A. Change statute to include State Fairgrounds in facilities that DAS maintains
 - Convince DAS they should include us
 - Secure Legislative support
- B. Develop mechanism for funding non-DAS covered facility maintenance
 - Set aside .5% out of event revenues for maintenance
- C. Secure State retirement of debt

IV. COMPLETE FACILITY RESTORATION

GOALS: *-Prevent further deterioration of facilities*
 -Solve life/safety/health issues
 -Make the programs of the Agency more successful

- A. Secure funding for the remaining work
 - Secure legislative funding, decision package in next budget
 - Re-evaluate cost estimates
 - Have DAS Facilities assume facility maintenance
- B. Develop formal report system to communicate progress and issues to Legislature, public and stakeholders

V. ESTABLISH SUSTAINABLE AGENCY PROGRAMS

GOALS: *-Insure the financial and social viability of the State Fair*
 -Improve the Legislative and Administrative view of the Fair
 -Establish growth trend in fair attendance (2-3%)

- A. Identify the markets of critical importance to the Fair
 - Needs, characteristics and value
- B. Establish position relative to the needs of the market
 - Increase participation in the competitive fair programming; especially from the urban areas
 - Apartment gardens
 - Pet contests
 - Science fairs

- Increase participation in competitions in Jackman-Long Building
 - Outreach to counties to bring entries to Fair
 - Take State Fair to counties
- Change presentation in J-L Building, need fresh new displays
- Improve senior programming
- Improve patron comfort
- Oregon Territory—improve family and kids focus
- Continue and upgrade Familyville
- Raise pricing
 - Run pro formas on various pricing models
- C. Diversify the industries presented at the State Fair
 - Present three to four industries
 - Agriculture
 - Technology
 - Manufacturing
 - Forestry
 - Establish relationship with key people in each industry
- D. Establish a program of planned change
 - Change a major component of fair activity/structure every year
 - Use identified industries as a focal point, change one per year on a rotating basis
 - Bring a major grounds/layout/structure into the rotation
 - Secure matching funds from affected partner

VI. DEVELOP CONTINUING SOURCES FOR CAPITAL FUNDING

- GOALS: *-Improve the facilities to meet market and program needs*
 -Provide a stable source of funds

- A. Establish a foundation
- B. Pursue funding via the master plan
- C. Pursue funding inter-governmental via feasibility study
- D. Pursue private capital
- E. Pursue public/private partnerships

VII. ESTABLISH AN INDEPENDENT FOUNDATION FOR LONG TERM CAPITAL NEEDS

- GOALS: *-Create a fund base of \$10 million*
 -Increased public support for the Agency

- A. Form legal structure
 - Get AG approval for outside attorney

- B. Create board of influential people
 - Solicit names from commission and staff (others)

VIII. EFFECTIVELY ENGAGE THE SPONSORSHIP INDUSTRY

GOALS: *-Increase revenue to the Agency*
 -Provide additional support for the Agency's legislative and stakeholder issues

- A. Secure a sponsorship contractor
 - RFP out
 - Advertise in IEG and other publications
- B. Create a joint fair sponsorship consortium
 - Form LLP
 - Recruit additional fairs

IX. ACHIEVE RESOLUTION ON THE FUTURE OF HORSE RACING

GOALS: *-Determine use of the racing facilities*
 -Eliminate the political issues of horse racing

- A. Utilize the master plan
- B. Obtain Legislative policy decision

The Oregon State Fair

Mission

The Oregon State Fair is to serve as a gathering place for Oregonians to showcase Oregon products and people; to educate and communicate to the citizens of Oregon the needs, issues and context of Oregon's key industries, with emphasis on agriculture, forestry, technology and manufacturing; and to create an event that celebrates all of Oregon and Oregonians in an atmosphere of responsible community involvement and citizenship.

Purpose

Celebrate Oregon

In carrying out the purpose of the State Fair, OSFEC policies and activities will be guided by the following **values**:

- Serve the community by providing multi-use facilities for public expression and industry showcasing.
- Wholesomeness.
- Highly entertaining.
- Elevate the quality of life.
- Teamwork with individual excellence.

VISION

Looking into the future, what should the Oregon State Fair provide to the citizens of Oregon? It should:

- Answer significant questions about the economic future of critical industries in Oregon.
- Stimulate Oregon citizens to think and educate themselves about public issues, and to confront decisions by making their own informed judgments.
- Serve our young people directly by providing opportunities that build bridges between geographic boundaries, cultural differences, and life experiences.

With these objectives in mind, OSFEC's goal is to create a State Fair that will enhance Oregonian's lives. OSFEC's vision for the Oregon State Fair includes the following:

Showcasing Oregon's Economy - The Oregon State Fair will be our most powerful economic showcase for Oregon's key industries. To ensure that policy decisions provide for economic diversity and growth requires an understanding of the issues critical to Oregon's key industries.

The Oregon State Fair will have a vivid and informative interactive exhibit on issues vital to agriculture and forestry, technology, manufacturing, the environment, education and the arts—those industries that make up the core of our economic base. Working hand-in-hand with Oregon's primary industry leaders, policy-makers and educators, the State Fair will develop interactive exhibits that provide patrons with information on the current challenges, issues being discussed, and opportunities for solution-building. As new issues are identified, the exhibits will evolve and change. In turn, a substantially new exhibit every few years will create enthusiasm and a sense of urgency for fair-goers to return to the State Fair regularly.

This element of the State Fair helps our citizens render a more informed participation in the affairs of our State. In short, the State Fair provides an essential service to its citizenship, thus strengthening the essential base upon which we prosper.

Focusing on Youth - At the core, the State Fair is, and will continue to be, a place of learning. It is an entertaining, instructive classroom where our young people can realize the breadth and variety of Oregon, and where they can experience the history and meaning of what it is to be an Oregonian.

In the 21st century, the Oregon State Fair will expand its youth programming, not only in agriculture, but also in science, the arts, athletics, home crafts and many other pursuits. Strong partnerships with the public and private school systems and youth organizations will create year-round opportunities for young people throughout the State. Not only will there be the traditional programs that have provided quality youth programming for years, but new programs will be developed to meet the interests and needs of future generations. But in every case, the State Fair will still be the premiere showcase; where youth experience the pinnacle of their endeavors.

FFA and 4-H competitions will continue to be a vital and thriving part of the State Fair's core programming. The main focus will continue to celebrate the family farm and encourage young people in their plans for building careers in farming or ranching. The FFA and 4-H program will also continue to teach overall leadership skills—how to be successful and responsible adults, working and contributing to Oregon and its citizens.

The Oregon State Fair will feature participatory events that change from year to year, in which kids participate in everything from a science competition to a sister fair exchange program. The sports competitions will no doubt remain popular. By 2005, new youth programs will be fully integrated into all 36 county fairs with the full cooperation of local youth organizations and school districts. The new programs will provide the diversity and creativity for more youth to participate in the fair industry and provide a sense of community ownership in their county and State Fair.

Focusing on Families - Many events will be designed with a specific age group in mind. The Oregon State Fair's main focus will remain on families and extended families; providing a fun, wholesome environment for people of all ages.

Familyville is geographically at the heart of the Fairgrounds, an appropriate symbol of family focus. It will continue to have ever-changing activities, programs, entertainment and competitions designed for family interaction. However, to ensure Familyville remains a fresh and exciting attraction to new generations of fair-goers, new "themes" will be regularly created. Upcoming themes may include a mini-Sherwood Forest with a Robin Hood theme, or a storybook theme, such as Alice in Wonderland, with entertainment created from the book characters. But in each activity, education will be the underlying focus and family values the overall message.

Featuring New and Exciting Changes Every Year - The State Fair will constantly reinvigorate itself by creating new activities. As with the key industry exhibits, sometimes an entire theme will be shelved to make way for a new theme.

As an example, the current attraction "Oregon Territory," which is a living pioneer museum, will take a break and "A Place In Space" will be introduced. This attraction

would explore life on a moon colony. The exhibit could feature a zero gravity chamber and a prototype home, among many other things. Another example could showcase the booming film industry in Oregon. "The Reel Deal" could be an area featuring state-of-the-art motion picture equipment and basic lessons on how films are made. This could be done on a working film set.

Now at the beginning of a new century, we envision a State Fair that will honor the past, celebrate the present and anticipate the future in more ways than ever. The State Fair will continue to be the one place Oregonians gather to celebrate the best of our State.

SUMMARY

The Oregon State Fair can continue to be a unique treasure to be shared by all. It can remain our finest and only all-state, all-participatory, all-cultures, all-industry, all-encompassing showcase for Oregon. The Oregon State Fair will continue to hold to its agricultural roots, but should also provide exciting exhibits on all of Oregon's key industries. It will continue to honor the State's history, but it should represent contemporary Oregon life as well. It should provide a place for craftsmen and farmers to continue the proud tradition of showing their products and livestock, and offer a platform for kids to shine. And the State Fair should have all of this activity in an environment that's designed for families and friends, with activities and programs for all ages. OSFEC can achieve its goal of keeping the State Fair a progressive, relevant and positive event that has a life of its own.

This vision is achievable but only if the resources are made available. *First, the proceeds of the State Fair must be available for reinvesting in new and improved Fair programming.* Without innovative and progressive programs, the State Fair will continue to become less viable for Oregonians and its visitors.

Second, the Fairgrounds must be restored and maintained. To produce a quality State Fair the facilities must be safe and clean and meet the needs of its patrons. Additionally, the cost of producing the State Fair with deteriorated facilities is draining the financial and employee resources of OSFEC.

Third, the restored facilities must have dedicated funds for maintaining their integrity. The State Fair should be in a position of "leasing" the Fairgrounds rather than subsidizing the continual repair and maintenance of the Fairgrounds.

Finally, OSFEC should have a capital construction master plan with dedicated resources for implementation. The plan should ensure the future growth of the State Fair and increased participation by Oregonians statewide.

Exposition Center

Mission

Provide facilities and services for business, industry and community activities, which generates economic stimulation and tourism development, creates an environment for informational and educational exchanges, and enhances the livability of the community and the State.

Purpose

The facility's principal function is to provide for the production of the annual State Fair. During the remainder of the year, OSFEC will lease the facilities to the general public and government organizations for a wide variety of activities.

In fulfilling the mission and purpose of the Exposition Center, OSFEC will be guided by the following **values**:

- Serve the community by providing multi-use facilities for public and private events.
- Create educational, social, cultural, economic and employment opportunities.
- Elevate the quality of life.
- Promote teamwork in conjunction with individual excellence.

SUMMARY

The unique and varied productions at OSFEC contribute to Oregon's quality of life, and specifically, to the mid-Willamette Valley area. The variety of productions bring entertainment, education and enjoyable experiences for the diversity of the State's population. Ag-Fest, a non-profit organization, educates youth and adults on agricultural activities. The Great Northwest Model Train Show and Swap Meet brings enthusiasts and collectors from all over the region. Horse shows and livestock auctions bring cultural and traditional experiences to youth and adults throughout Oregon and from other states as well. Recreational vehicle rallies and events, such as the Western Regional Rotary Convention, bring participants from across the nation, stimulating the local and regional economy. From Latino dances to professional seminars, OSFEC is a hub for community outreach, economic stimulation and tourism development that enhances the livability of the region and the State.

OSFEC has the assets, a reputation of top notch service, and the skills to ensure a strong position in the regional exposition industry. The experienced staff, geographic positioning and diversity of facility use are the reasons for OSFEC's full booking schedule. Nearly every weekend is reserved, sometimes several years in advance. The booming special event market generates consistent inquiries for OSFEC facility space without any significant marketing efforts or expenditures.

But the deteriorated facilities are in state of crisis. Several buildings are not safe for public use. Others have so many limitations that they are only available a portion of the year. Additionally, new regional facilities are being built and existing facilities are being upgraded in the region. Exposition clients are finding more options for the production of their events. OSFEC's facility and infrastructure problems are driving promoters to consider using other facilities.

It is the statutory mission of OSFEC to maintain a year-round exposition center. To fulfill this mission, a facility repair plan must be implemented immediately. In addition to bringing the buildings up to their structural integrity, an annual maintenance and capital improvement plan would assure the exposition industry that the facilities will continue to meet industry standards and needs, now and into the future. The commitment would also ensure that the benefits of direct and indirect economic stimulation would contribute to the prosperity of the mid-Willamette Valley region and State as a whole.

The Oregon State Fairgrounds provides a venue large enough for state and national events, including the annual celebration of Oregon's culture and heritage—the Oregon State Fair. OSFEC events bring together citizens from all over the State, both as participants and as patrons, and many events bring out-of-state visitors as well. The

variety of events provides opportunity for our diverse population, adding to the livability of our State. The uniqueness and specialty of each event builds bridges on common interests and shared vision.

OSFEC is a vital and healthy organization. Many of its employees have invested their government service careers at OSFEC. With a commitment to the facilities as part of the public's trust and adequate funding of annual maintenance and capital improvement, OSFEC will continue to provide a strong economic and societal benefit to its citizens.