

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Joint Meeting Briefing Worksheet

Presentation Date: October 20, 2021 **Approx Start Time:** 2:30 pm **Approx Length:** 90 mins

Presentation Title: Clackamas County Fair and Events Center (CCFEC) Update

Department: Business and Community Services (BCS)

Presenters: Gary Linton, President, Clackamas County Fair Board
Matt Bunch, Vice President, Clackamas County Fair Board
Raeline Kammeyer, Secretary, Clackamas County Fair Board
Shirley Byrne, Director, Clackamas County Fair Board
Lauren Humphreys, Director, Clackamas County Fair Board
Dan Sandberg, Director, Clackamas County Fair Board
Loren Bell, Director, Clackamas County Fair Board
Wanda Collins, Acting Administrator, CCFEC Staff

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

First, to receive an update from the Fair Board consistent with the proposed agenda:

1. Call to Order/Welcome and Introductions
2. 2021 Clackamas County Fair Report
3. Potential IGA Updates – Legal Counsel and Facilities Support; Master Planning
4. Future Capital Needs at the Fair Grounds
 - a. Livestock Barn Replacement
 - b. Infrastructure Improvement Funding
 - c. Acquisition of Canby Plumbing Property located Across the Street on 4th Avenue.
5. Other Business

And, secondly, to receive authorization to prepare an update to the 2018 Fair Management Agreement (Attachment A).

EXECUTIVE SUMMARY:

Per the intergovernmental agreement, Section 13.1, the Fair Board and Board of Commissioners will meet annually. Additionally, the intergovernmental agreement specifies that the IGA will be revisited every three years. May 2021 marks three years since the original IGA was signed and needs to be updated.

Potential IGA Updates

Two additions to the IGA are proposed, adding new Sections 15 and 16 to the agreement which would establish the ability of CCFEC staff to request legal and facilities services. Attachment B shows a contract amendment prepared in July 2021 which outlines the proposed additions. Instead of amending the IGA, these provisions would be incorporated into a new Fair Management Agreement. The Fair Board is also interested in removing the requirement for future master planning.

Future Capital Needs at the Fairgrounds

In August 2019, the Fair Board adopted a Master Plan for the Clackamas County Fair and Events Center (Attachment C.) The Master Plan consists of three components: 1) the Site and Facilities Plan describes recommended improvements to the site and facilities; 2) the Business Plan explores opportunities to increase revenues and funding to implement recommended improvements; and 3) the Preliminary Marketing Plan is a first look at strategies to promote CCFEC facilities and operations.

The Fair Board would like to update the Board of County Commissioners on efforts to fund three projects, two of which are identified in the Master Plan, and one which is response to an opportunity that fits well with the Master Plan.

A. Livestock Barn Replacement

The 2019 Master Plan update anticipated that the Livestock Barn would be demolished and replaced with a new multipurpose building. The snowstorm of 2014 assisted the effort when the building had to be take down due to the damage it experienced. It has since been replaced with a large tented structure. The Fair Board approached Senator Kennemer who pledged \$3.79 million in state ARPA funds to the project. Staff is in discussions about which agency will receive these funds. In the meantime, County Facilities Division staff have prepared three options for replacement of the building which were presented to the Fair Board at a meeting in September (Attachment D). A preliminary cost of the options range between \$3.027 million and \$5.218 million. It is important to know these are preliminary estimates and subject to the following conditions:

- The costs for materials and labor are constantly changing right now, so depending upon when this actually goes to bid, prices may escalate even further.
- The costs shown are strictly the shell of the building as bid by the supplier – no lighting, no electrical, no plumbing, and no CMU walls.
- Concrete floor was included in this estimate, but it would most likely be prudent to wait and pour all of the floor (or half if desired) after the interior design has been completed and the infrastructure (i.e.: under slab plumbing and electrical) is in place to mitigate demoing the slab and re-pouring.
- We will also need to review the building suppliers estimate, and ensure they have building and foundation engineering included; this alone could drive the cost up by tens of thousands of dollars if we need to outsource this work.
- Secure approval through Canby Planning.

The main idea behind the estimate for Option A was to get the shell built with the monies on hand, use it while more revenue is raised (or donated) and complete the design and construction at a later date, possibly as a phased approach. Another option would be to get an architect firm on board, complete the interior design and programming, then gather needed funds to build it in one contract.

B. RV Park Upgrades

The Master Plan also anticipated improvements to infrastructure on the premises to improve the overall site, including the RV Park on the north end of the property. The Fair Board also secured a pledge of \$1 million from state ARPA funds from Representative Drazan for infrastructure upgrades to the site.

C. Acquisition of Canby Plumbing on 4th Avenue

Across 4th Avenue, between the two parking lots sits the old Canby Plumbing business. The Fair Board would like to purchase the two acre site in order to consolidate its maintenance operations there. This would give the Fair Board the opportunity to put in new small animal building and improve curb appeal by moving maintenance shed out of a currently undesirable spot. It is not in the Master Plan but would move toward the plan/vision. Would improve Fair and Rodeo experience for community members and remove an eyesore.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? ☐ YES ☒ NO

What is the cost?

In regard to the Fair Management Agreement, the CCFEC and County staff are simply requesting authorization to work on an update of the agreement. Under a new agreement, CCFEC would request services from County Counsel or County Facilities, and the cost of those services would be at current rates as described in the proposed IGA language. Any costs would be covered under CCFEC's budget.

For the capital facilities projects, no request is being made at this time. *The Fair Board simply wants to discuss these projects and provide an estimate of the funding gap that exists.*

STRATEGIC PLAN ALIGNMENT:

- **How does this item align with your Department's Strategic Business Plan goals?**
In the Business and Community Services Strategic Business Plan, a key strategic result is as follows: Customers can be assured that critical infrastructure and facilities for the delivery of essential community services such as parks, libraries, and fairgrounds will be built, replaced and maintained. Another key result in the percentage of deferred maintenance project completed at the County Fair and Events Center.
- **How does this item align with the County's Performance Clackamas goals?**
This item aligns with two of the Board five strategic priorities: 1) building public trust through good government by fostering an open, transparent, and public dialogue between the Fair Board and the Board of County Commissioners, and 2) building a strong infrastructure by proactively planning for future Fair and Event Center infrastructure needs.

LEGAL/POLICY REQUIREMENTS:

As noted, the Fair Management Agreement governing the operations of the Clackamas Fair and Events Center expired in May, 2021. The conduct and operations of the Fair Board and CC FEC staff have remained in compliance with the agreement. However, the agreement should be renewed and, at have the provisions for County Counsel and County Facilities support, at least, incorporated into a new agreement.

PUBLIC/GOVERNMENTAL PARTICIPATION:

The Fair Board holds monthly meetings that are open to the public.

OPTIONS:

1. Move forward with updates to the 2018 Fair Management Agreement.
2. Request clarification or additional information on the capital projects presentation.

RECOMMENDATION:

Staff respectfully requests that the Board of County Commissioners choose both options:

1. Move forward with updates to the 2018 Fair Management Agreement.
2. Request clarification or additional information on the capital projects presentation.

ATTACHMENTS:

- A. 2018 Fair Management Agreement, expired May 2021
- B. Amendment to Fair Management Agreement, dated July 2021
- C. Clackamas Fair and Events Center Master Plan, adopted August 2019
- D. Options A, B & C for Livestock Barn Replacement Project, September 2021

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____



For information on this issue or copies of attachments, please contact Eileen Stein,
estein@clackamas.us

RECORDING MEMO

X	New Agreement/Contract
	Amendment/Change/Extension
	Policy Reports
	Other

**ORIGINATING COUNTY
DEPARTMENT:**

Business and Community Services

PURCHASING FOR:

N/A

**OTHER PARTY TO
CONTRACT/AGREEMENT:**

Clackamas County Fair Board

BOARD AGENDA DATE:

5/24/2018

AGENDA ITEM NUMBER:

1.1

PURPOSE:

Approval of a Fair Management Agreement between Clackamas
County and the Clackamas County Fair Board

Please return to **BCS - Attn: Caroline Patton** after recording.

Clackamas County Official Records
Sherry Hall, County Clerk
Commissioners' Journals
Agreements & Contracts

2018-0787

06/06/2018 3:02:29 PM



COPY

I.1.

Laura Zentner, CPA

Director

BUSINESS AND COMMUNITY SERVICES

Development Services Building

150 Beaver Creek Road, Oregon City, OR 97045

May 24, 2018

Board of County Commissioners
Clackamas County

Members of the Board:

**Approval of a Fair Management Agreement between
Clackamas County and the Clackamas County Fair Board**

Purpose/Outcomes	Approval of an agreement between Clackamas County and the Clackamas County Fair Board to clarify the rules, policies and procedures to be used in conducting activities related to the County Fair as dictated by Oregon Revised Statutes (ORS). Additionally, the agreement will protect the County and BCC from liability relating to the personnel or contractual matters related to the management of the Fair and Event Center.
Dollar Amount and Fiscal Impact	N/A
Funding Source	N/A
Duration	This agreement does not have a termination date, but states that it will be reviewed by the parties every three years.
Previous Board Action	12/16/2014 – BCC Policy Session regarding governance of the Fair and Event Center. 11/28/2017 – BCC Policy Session regarding governance of the Fair and Event Center/Fair Management Agreement. 1/17/2018 – Fair Board/County Commission Retreat.
Strategic Plan Alignment	1. Build Public Trust through Good Government. 2. Ensure Safe, Healthy and Secure Communities.
Contact Person	Laura Zentner, <i>Director of Business & Community Services</i> , 503-742-4351

BACKGROUND:

All State and County Fairs in Oregon are governed by Chapter 565 - Fairs & Exhibits of the Oregon Revised Statutes (ORS). The Clackamas County Fair and Event Center, part of the Business & Community Services (BCS) portfolio, is governed by the Clackamas County Fair Board. In accordance with ORS, this board is appointed by the Board of County Commissioners (BCC).

The Fair Board has responsibilities for the year-round programming and operation of the Event Center and Fairgrounds. The management and operational staff of the Fair and Event Center are employees of the Clackamas County Fair (not Clackamas County) with the Event Center Executive Director reporting directly to the Fair Board. The County's Fair Fund is included within the BCS budget. The Event Center Executive Director coordinates with BCS staff regarding the preparation and presentation of the County Fair Fund budget. The BCC has ultimate approval authority and oversight of this Fund.

Conversely, the County owns the fairgrounds and the buildings on the site, therefore carrying liability relating to those assets. This structure results in a separation between ownership and

governance, leading to challenges in long-term strategic planning and capital asset management. This organizational structure was highlighted just prior to the 2014 County Fair, when a critical asset had to be demolished in the weeks leading up to the Fair. This resulted in a temporary structure solution but long-term capital asset questions remain.

In December 2014, staff held a Policy Session and presented alternative governance and management structures in order to provide the BCC with governance options. Following this Policy Session, County Administration and BCS staff met with the Fair Board on several occasions to develop and implement a governance model where the County would be more actively involved in the operations and management of the Clackamas County Fair & Event Center. The Fair Board, however, elected to continue with the current governance model.

In 2017, the County elected to diversify the Fair Board by increasing the number of Fair Board members from five (5) to seven (7). In addition, County Administration, Counsel and BCS staff began working with the Fair Board to develop a Fair Management Agreement. This agreement would ensure the responsibilities and associated liabilities of the Fair Board and Clackamas County would be clearly defined and delineated within the current governance structure as determined by the Fair Board.

After many months of discussion, the County and the Fair Board have reached consensus on a draft agreement. Under this agreement, the Fair Board will retain control of year-round planning, programming and operations of the Event Center and Fair, while the County retains ownership of the capital assets. The agreement also clarifies the rules, policies and procedures to be used in conducting County Fair activities as laid out in ORS Chapter 565. Furthermore, the agreement will provide protection for the County and BCC from liability relating to the personnel or contractual matters related to the management of the Fair and Event Center.

County Counsel has reviewed and approved this agreement as to form and content.

RECOMMENDATION:

Staff recommends the Board approve the attached agreement between Clackamas County and the Fair Board and authorizes the BCS Director or Deputy Director to execute all documents necessary to effectuate the same.

ATTACHMENT:

Fair Management Agreement between Clackamas County and the Clackamas County Fair Board

Respectfully submitted,



Laura Zentner
Director of Business and Community Services
Lzentner@clackamas.us

**FAIR MANAGEMENT AGREEMENT
BETWEEN
CLACKAMAS COUNTY FAIR BOARD
And
CLACKAMAS COUNTY, OREGON**

This Fair Management Agreement (this "Agreement") is between the Clackamas County Fair Board, an agency of Clackamas County, and Clackamas County, a political subdivision of the State of Oregon ("County").

1. DEFINITIONS

1.1 "Fair Board" means the Clackamas County Fair Board.

1.2 "BCC" means the Board of County Commissioners, the duly elected governing body of Clackamas County.

1.3 The "Fair" means the annual Clackamas County Fair and Rodeo, which includes "exhibition held for the purposes of disseminating knowledge concerning, and encouraging the growth and prosperity of, all agricultural, stock raising, horticultural, mining, mechanical, artistic and industrial pursuits in a county, including the racing of animals and vehicles." ORS 565.010(3).

1.4 "Clackamas County Fairgrounds and Event Center" or "FEC" means "the ground, and all other property owned, leased, used or controlled by a county and devoted to the use of a county fair," ORS 565.010(4), currently located at 694 NE 4th Avenue, Canby, OR 97013.

2. PURPOSE

2.1 Pursuant to ORS 203:035 and ORS 565.230(4), the County and Fair Board enter into this Agreement for the purpose of clarifying the rules, policies and procedures to be used in the conduct of county fair activities as laid out in ORS 565.190 through ORS 565.447 and ORS 565.610 through ORS 565.650, and for the purpose of protecting the County and BCC from liability relating to personnel or contractual matters, as described in ORS 565.230(4).

3. GENERAL

3.1 The duties and responsibilities of the Fair Board are defined in ORS 565.210 through 565.447 and 565.610 through 565.650. The Fair Board is subject to most laws applicable to public bodies. Nothing in this Agreement prohibits the Fair Board from contracting for services to manage the fair, Clackamas County Fairgrounds and Event Center, and Fair Board activities, when done in conformance with this Agreement and applicable laws and policies.

4. THE FAIR BOARD

4.1 The Fair Board shall consist of "not less than three nor more than seven members" appointed

by the BCC to staggered three-year terms pursuant to ORS 565.210(2). Members of the Fair Board may be removed from office for cause by the BCC as provided in ORS 565.210(5) and 565.225.

4.2 Pursuant to ORS 565.210(3), each member of the Fair Board is required to furnish a good and sufficient bond in favor of the County, conditional upon faithful performance of the duties of the office. Additionally, pursuant to ORS 565.220(3) the Fair Board secretary is also required to furnish a similar bond. The bond for each Fair Board member and the Fair Board secretary shall be no less than \$10,000.00. The bonds, when approved by the BCC, shall be filed with the County Clerk. The premium on the bond(s) shall be paid by the Fair Board as a Fair Board expense.

4.3 Pursuant to ORS 565.220, the members of the Fair Board shall, as soon as their bonds have been filed and approved, meet and organize by electing a chair and other officers. A majority of the members of the Fair Board shall constitute a quorum for the transaction of all business at meetings. In the absence of the chair, another member of the Fair Board shall perform the duties of the chair. If there is a conflict between the Fair Board Bylaws and this Agreement, the terms of this Agreement shall control.

4.4 The Fair Board is a public body subject to requirements of the public meetings laws of the state as provided in ORS 192.610 through 192.710 and the Fair Board members are public officials subject to the government standards and practices provision of ORS Chapter 244.

4.5 The Fair Board is subject to the public records laws of the state as set forth in ORS Chapter 192.

4.6 Throughout the term of this Agreement, the Fair Board shall maintain and periodically update, as necessary, a Clackamas County Fairgrounds and Event Center Policy and Procedure Manual (the "Manual").

5. PERSONNEL

5.1 Employees working at the Fair are considered employees of the Fair Board and are not subject to Clackamas County bargaining unit agreements, but they are subject to all other applicable state and federal laws, and the County budget process. Salary and benefits of the Fair Board employees shall be determined by the Fair Board.

6. BUDGET

6.1 Pursuant to ORS 565.325, the County maintains a fair fund to record revenues and expenses of the Fair and to use to promote and operate the Fair. "The fair fund may be expended only for the promotion and operation of the county fair and to provide, maintain and improve county fairgrounds, buildings, facilities and improvements on the county fairgrounds for the county fair and other events authorized by the county fair board." ORS 565.325(1). "All moneys received from activities conducted at the county fair or at the county fairgrounds or facilities, and all moneys received by a county fair as the licensee for pari-mutuel wagering on races conducted at or on behalf of the fair shall be deposited in the county fair fund." ORS 565.325(2).

The fair fund is subject to the Local Budget Law (ORS Chapter 294). The fair fund is part of the regular County budget, and is subject to all County fiscal policies, procedures and auditing.

6.2 The Fair Board acknowledges that it must comply with Oregon budget laws and appropriate limits established by ORS 565.325 for the fair fund. Furthermore, under ORS 565.325, all receipts from fairground activities must be deposited into the fair fund.

6.3 The Fair Board agrees to continue providing FEC financial records to the County to be included in the County's budget and Comprehensive Annual Financial Report.

6.4 The fair staff responsible for preparing the budget will follow current budget processes as established each year by the County Budget Officer. The Fair Board shall review and approve the budget as prepared by fair staff before it is submitted to the County.

6.5 Capital improvement projects, and the estimated costs for each project and its ongoing operation and maintenance, shall be set by the Fair Board and submitted to the BCC by February 1 of each year for review and approval.

6.6 Fair Board will operate on the same fiscal year as the County, July 1 through June 30.

7. FINANCE

7.1 Through the fair fund, the County will provide the level of fiscal means necessary to maintain proper records of the Fair Board. The Fair Board will assume responsibility for the accuracy of all financial activities and accounts for which the BCC has the responsibility, including in the County accounting and auditing reports. The Fair Board acknowledges and agrees that it is solely and exclusively responsible for the accuracy of all financial information provided to the County for inclusion in the final auditing and accounting reports.

7.2 In the exercise of its management authority and in accordance with ORS 565.315, the Fair Board has authority to execute contracts for the authorized purposes set forth in statute, subject to budget approval and in accordance with this Agreement.

7.3 The Fair Board has authority to make expenditures from its budget in accordance with ORS 565.315. The Fair Board shall comply with public purchasing laws and applicable County rules.

7.4 Pursuant to ORS 565.315, the Fair Board shall, once each year, file with the County Budget Officer a complete financial statement showing all funds received and disbursed. The Fair Board may include in the report such suggestions and recommendations, as in its opinion would make for the improvement and advancement of agricultural and related industries of the fair. The Fair Board will have conducted an annual third party audit as required under Oregon Law. This audit will be conducted in coordination with, and with the input of, the County's Finance Department.

7.5 The Fair Board may establish and operate a petty cash account that is consistent with County petty cash policies and procedures. The Fair Board chair or the chair's designees who have

been approved by the Fair Board may authorize expenditures from the petty cash account.

7.6 The Fair Board chair or the chair's designee, who has been approved by the Fair Board, have authority to cosign with the Fair Director for approved expenditures.

7.7 Without limiting the generality and applicability of the above provisions, the Fair Board agrees to follow the financial and fiscal procedures as described in the Manual. To the extent there is a conflict between the County's financial and fiscal policies and procedures and those in the Manual, the County's policies and procedures shall control to the extent the County's policies and procedures comply with applicable law included in ORS Chapter 565.

7.8 Once every five years, starting with the second year of this Agreement and thereafter as required, the Fair Board shall engage a third party auditor identified by the County to perform a performance audit. The scope and nature of this audit shall generally be focused on successful implementation of the business plan and capital plan referenced in Section 10 below, adherence to applicable laws and valid agreements, including this one, and a general report on performance in relation to other similarly situated county fairs and/or event centers.

8. CONTRACTING

8.1 The Fair Board must follow applicable laws, including those for public contracting by a public body, appropriate permitting and inspection by the applicable jurisdictions, whether City of Canby or County, and bonding of public works projects. The Fair Board agrees to use standard County contract language and processes.

8.2 Except as otherwise approved by the County, all contracts entered into by the Fair Board chair or chair's designee approved by the Fair Board shall contain provisions addressing, (i) minimum types and amounts of required insurance coverage, (ii) indemnification of the Fair Board and County, and its elected officials, employees, officers, and agents, (iii) voluntary waivers or releases or (iv) other provisions addressing allocations of risk or risks of loss as deemed appropriate following consultation with County Counsel's office.

8.3 Periodically, but no less frequently than every three (3) years, the Fair Board and the County may review and update the contract documents as necessary. The Fair Board will contact the County Counsel's office prior to accepting or agreeing to any material modifications or changes to previously reviewed and approved contract documents.

9. OPERATION OF FAIRGROUNDS

9.1 All fair real property and fixtures are the property of Clackamas County. The Fair Board may contract with the County for maintenance or repair of its vehicles, power equipment, or facilities. "The county fair board has the exclusive management of the [Clackamas County Fairgrounds and Event Center] and all other property owned, leased, used or controlled by the County and devoted to the use of the county fair, and is entrusted and charged with the entire business management and financial and other affairs of such fair." ORS 565.230(1).

9.2 Source, scheduling and method of replacing equipment is a management decision of the

Fair Board. Equipment purchased by the Fair Board can be disposed of as surplus in accordance with County surplus property procedures and the proceeds retained in the Fair fund.

9.3 As provided herein, the Fair Board shall exclusively operate and manage the Clackamas County Fairgrounds and Event Center. "In order that the fairgrounds and buildings may be utilized to the fullest extent for pleasure, recreation and public benefit, the board shall at all times have the authority to provide park facilities for the public or to issue licenses and grant permits for the holding of any exhibitions, shows, carnivals, circuses, dances, entertainments or public gatherings upon the fairgrounds. During the progress of county agricultural or industrial fairs and not otherwise, any such businesses so licensed by the board shall not be required to pay license to any city or county other than to the board as provided in this section. The board shall fix the sum to be paid for such permits and licenses, which shall be issued and signed by the president and secretary of the board. The moneys received from the issuance of such permits and licenses shall be deposited to the credit of the fair fund and warrants drawn against it the same as upon the disbursement of any other fair funds." ORS 565.230(2).

9.4 As provided herein, the Fair Board shall operate and manage the Fair and Events Center. The Fair Board is responsible for recruiting bookings, scheduling, establishing standard facility and animal stall rental conditions and fees; general promotion, recruitment of event marketing coordinators, recruitment of security services, food service, concessions, maintenance and all other related operational activities, including contracts for these activities.

9.5 Pursuant to ORS 565.240, the Fair Board shall make and enforce all rules and regulations necessary for the proper conduct and management of the Fair and Event Center and all activities conducted at the Fair and Event Center.

9.6 The Fair Board will set prices of admission, licenses and all other fees provided by ORS 565.230 and 565.630.

10. COUNTY OWNERSHIP AND INVESTMENT IN FAIRGROUNDS AND EVENT CENTER

10.1 The County may, in its sole and absolute discretion, choose to invest funds above and beyond the fair fund in improving the FEC. Any such improvements will be added to the management responsibilities of the Fair Board but remain owned by the County.

10.2 The Fair Board agrees that it shall, within one year of the execution of this Agreement, present to the BCC for approval a fully developed capital asset management plan, including a site master plan. If not approved, the Fair Board agrees to address any response and questions given by the BCC, revise the capital plan accordingly, and promptly re-present for approval.

10.3 The Fair Board agrees that it shall, within two years of the execution of this Agreement, present to the BCC for approval a fully developed business plan designed to provide sustainable funding only through the use of fair fund revenues for the maintenance, upkeep, improvement, operation and management of the FEC. The business plan will address capital asset deficiencies identified in the capital asset management plan. If not approved, the Fair

Board agrees to address any response and questions given by the BCC, revise the business plan accordingly, and promptly re-present for approval.

10.4 The Fair Board acknowledges that the County is the owner of the FEC. Authority to manage the FEC is delegated to the Fair Board by ORS 565.230(1). This delegation lasts so long as the County owns the FEC. The County is under no obligation to perpetually own the FEC and, if at any future date the County decides to sell the FEC, any revenues generated from the sale of the FEC shall be held in trust by the county for up to 5 years until a decision is made regarding the future of the FEC.

10.5 The Fair Board further acknowledges and agrees that the BCC may have need for the FEC for other purposes, and that such emergency purposes may take precedence. Specifically, but without limitation, the Fair Board acknowledges that the BCC may, in the event of a declared emergency, designate the FEC as a disaster coordination area, disaster debris management area, a warming shelter area, or such other use as the BCC may determine. The Fair Board agrees to cooperate fully in all respects to support implementation of the BCC's direction for the use of the FEC. The BCC agrees to reimburse the fair fund to the extent there is a negative impact from the alternate uses of the FEC.

11. INSURANCE, BONDING AND INDEMNIFICATION

The Fair Board currently pays all costs of auto; property and liability insurance through a group insurance pooling arrangement. The Fair Board shall obtain and maintain in full force the following policies and policy limits of insurance:

11.1 Commercial General Liability Insurance

The Fair Board shall obtain, at Fair Board's expense, and keep in effect during the term of this contract, Commercial General Liability Insurance covering Bodily Injury and Property Damage on an "occurrence" form in the amount of not less than \$1 Million per occurrence/\$2 Million general aggregate for the protection of the County, its officers, commissioners, and employees.

This coverage shall include Contractual Liability insurance for the indemnity provided under this contract. This policy(s) shall be primary insurance as respects to the County. Any insurance or self-insurance maintained by the County shall be excess and shall not contribute to it.

11.2 Auto Liability Insurance

Commercial Auto/Business Auto Policy. The Fair Board shall also obtain, at Fair Board's expense, and keep in effect during the term of the contract, "Symbol 1" Commercial Automobile Liability coverage including coverage for all owned, hired, and non-owned vehicles. The Combined Single Limit per occurrence shall not be less than \$1 Million.

11.3 Workers' Compensation Insurance

The Fair Board, if it is an employer of one or more workers subject to Workers' Compensation

coverage under ORS Chapter 656, shall qualify as an insured employer under ORS 656.017 or as an exempt employer under ORS 656.126. If the Fair Board contracts with any independent contractors, such Contractors shall maintain employer's liability insurance with limits of \$500,000 each accident, \$500,000 disease each employee, and \$500,000 each policy limit.

11.4 Property Insurance

The Fair Board will at its sole expense, procure and maintain a property insurance policy (ISO "Special Form" policy, or its nearest equivalent available) covering the Fair Board's personal property, including but not limited to mobile equipment, located at the Premises, providing coverage on an all-risk basis, including coverage (if eligible), for the perils of earthquake, flood, and windstorm. Limits of coverage shall be no less than the replacement cost of all scheduled property. The Fair Board shall solely be responsible for the Property Policy's deductible and such policy will not contain a coinsurance requirement.

11.5 Additional Insured Provision

The insurance, other than Workers' Compensation shall include "Clackamas County, its agents, officers, and employees" as an additional insured.

11.6 Certificate of Insurance

As evidence of the insurance coverage required by this contract, the contractor shall furnish a Certificate of Insurance to Clackamas County. No contract shall be effected until the required certificates have been received, approved and accepted by the County. A renewal certificate will be sent to the Clackamas County Purchasing Division 10 days prior to coverage expiration.

11.7 Primary Coverage Clarification

Contractor's insurance shall apply as primary and will not seek contribution from any insurance or self-insurance maintained by, or provided to, the additional insureds listed above. This must be noted on the insurance certificate.

11.8 Cross-Liability Clause

A cross-liability clause or separation of insured condition will be included in all general liability, professional liability, pollution and errors and omissions policies required by this contract.

To the extent that insurance premiums can be directly attributed to the Fair Board, costs will be budgeted and paid accordingly. All administrative costs will be allocated through the cost allocation plan.

Clackamas County shall be listed as an additional insured on all insurance policies.

The Fair Board shall defend and indemnify the BCC and the County from liability arising out of personnel or contractual matters occurring under the Fair Board's direction, management or authority, to the extent permitted by law.

12. LAW ENFORCEMENT

12.1 If necessary, the Fair Board will contract for the presence of Clackamas County Sheriff's deputies and reserve deputies, Oregon State patrol officers, or Canby Police Department officers on the grounds during major events. The Fair Board can also contract with private firms for security services during fairs and major events. *See* ORS 565.240.

13. JOINT MEETING

13.1 The County, BCC, and Fair Board will meet no less than annually, preferably semi-annually. If no joint meeting occurs pursuant to subsection 13.1 of this Agreement, the current Agreement will remain in force.

14 MISCELLANEOUS

14.1 This Agreement is intended to reflect the duties and responsibilities of the Fair Board as defined in ORS 565.210 through 565.447 and 565.610 through 565.650. The Fair Board and the County mutually agree to cooperate fully to effectuate the terms of this Agreement. This Agreement may be modified, amended or repealed by the mutual written agreement of the parties.

14.2 This Agreement will be reviewed by the parties every three (3) years. The parties will negotiate in good faith whenever they review this Agreement or seek to renew it for additional three (3) year periods.

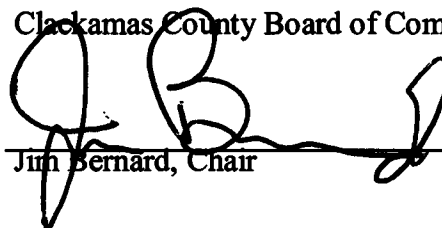
IN WITNESS WHEREOF, the parties have executed this Agreement in duplicate as of the 24th day of May, 2018.

Clackamas County Fair Board



Ted Kunze, Chair

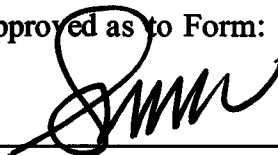
Clackamas County Board of Commissioners



Jim Bernard, Chair

5-24-18
I.I.

Approved as to Form:



Stephen L. Madkour
Clackamas County Counsel

**AMENDMENT TO INTERGOVERNMENTAL AGREEMENT
BETWEEN CLACKAMAS COUNTY
AND THE CLACKAMAS COUNTY FAIR BOARD**

THIS AMENDMENT ("Amendment") is entered into by and between Clackamas County ("County"), a political subdivision of the State of Oregon, and the Clackamas County Fair Board ("Fair Board") and shall become a part of that Fair Management Agreement entered between the parties on May 24, 2018 (the "Agreement").

RECITALS

WHEREAS, the Agreement provides that the Fair Board may consult with County Counsel on certain contractual matters;

WHEREAS, the Agreement provides that the Fair Board may contract with the County for maintenance or repair of its vehicles, power equipment, or facilities;

WHEREAS, the parties desire to clarify when and how the Fair Board may request additional legal services from County Counsel and facility management and maintenance services from County Facilities;

WHEREAS, the Agreement provides that the Fair Board will develop a business plan designed to provide sustainable funding;

WHEREAS, the Fair Board would like to recognize that circumstances continue to change and would like to revisit the business plan on a regular basis;

NOW, THEREFORE, in consideration of the mutual promises set forth below and other good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the parties hereby agree to add the following additional clauses to the Agreement:

15 OFFICE OF COUNTY COUNSEL

15.1 Fair Board (or representative as designated by Fair Board) may request legal services from County Counsel. Such services shall be provided on an as-needed basis. County Counsel will not provide legal services if County Counsel determines, in its sole discretion, doing so will create a conflict of interest in County Counsel's representation of the County or any related service district or other entity that County Counsel currently represents. County Counsel may, in its sole administrative discretion, decline to provide legal services if it determines that it lacks sufficient resources or staff to do so. In the event of a conflict, or if County Counsel declines to provide legal services, the Fair Board shall retain its own legal counsel.

15.2 Legal services provided by County Counsel shall be at County Counsel's then-current rates. Fair Board shall pay all invoices for legal services provided by County Counsel within thirty (30) days' of receipt of the invoice.

Except as expressly amended above, all other terms and conditions of the Agreement shall remain in full force and effect. By signature below, the parties agree to this Amendment, effective upon the date of the last signature below.

16 COUNTY FACILITIES DEPARTMENT

16.1 Fair Board (or representative as designated by Fair Board) may request facility management and maintenance services from County Facilities. Such services shall be provided on an as-needed basis. Services may include, but are not limited to: troubleshooting and repairs for electrical, plumbing, security systems, fire and life safety building testing, fire extinguisher or AED maintenance. County Facilities may, in its sole administrative discretion, decline to provide services if it determines that it lacks sufficient resources or staff to do so.

16.2 Facility management and maintenance services provided by County Facilities shall be at County Facilities then-current rates. Fair Board shall pay all invoices for services provided by County Facilities within thirty (30) days' of receipt of the invoice.

NOW, THEREFORE, the following will replace section 10.3 of the original agreement:

10.3 The Fair Board agrees that it shall, within two years of the execution of this Agreement, present to the BCC for approval a fully developed business plan designed to provide sustainable funding only through the use of fair fund revenues for the maintenance, upkeep, improvement, operation and management of the FEC. The business plan will address capital asset deficiencies identified in the capital asset management plan. If not approved, the Fair Board agrees to address any response and questions given by the BCC, revise the business plan accordingly, and promptly re-present for approval. The Fair Board will review the business plan every three years and make additional changes as needed. Revisions to the business plan will be brought to the BCC for approval.

[Signatures on Following Page]

IN WITNESS HEREOF, the Parties have executed this Amendment by the date set forth opposite their names below.

Clackamas County

Clackamas County Fair Board

Chair, Board of County Commissioners

By: _____
Its: _____

Date

Date



CLACKAMAS COUNTY FAIR & EVENT CENTER

Fairgrounds Master Plan Update
August 2019



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Acknowledgments

Clackamas County Fair Board and Staff

Ted Kunze, Fair Board President

Gary Linton, Vice President

Raeline Kammeyer, Secretary

Matt Bunch, Director

Greg Parker, Director

Shirley Byrne, Director

Lauren Humphreys, Director

Staff

Laurie Bothwell, Executive Director

Tyler Nizer, Marketing and Vendor Coordinator

Consultants

3J Consulting

ECONorthwest

GreenWorks

LRS Architects

Clackamas Board of County Commissioners

Jim Bernard, Chair

Sonya Fischer, County Commissioner

Ken Humberston, County Commissioner, Fair Board Liaison

Paul Savas, County Commissioner

Martha Schrader, County Commissioner

Technical Advisory Committee

Jim Austin, Clackamas County Tourism

Dick Eagle, Canby Rodeo Association

Wendy Hein, Clackamas County Extension Service, 4-H

Lauren Humphreys, Clackamas County Fair Board

Kyle Lang, Canby Chamber of Commerce

Gary Linton, Clackamas County Fair Board

Steve Nielsen, Clackamas County Fair Improvement Foundation

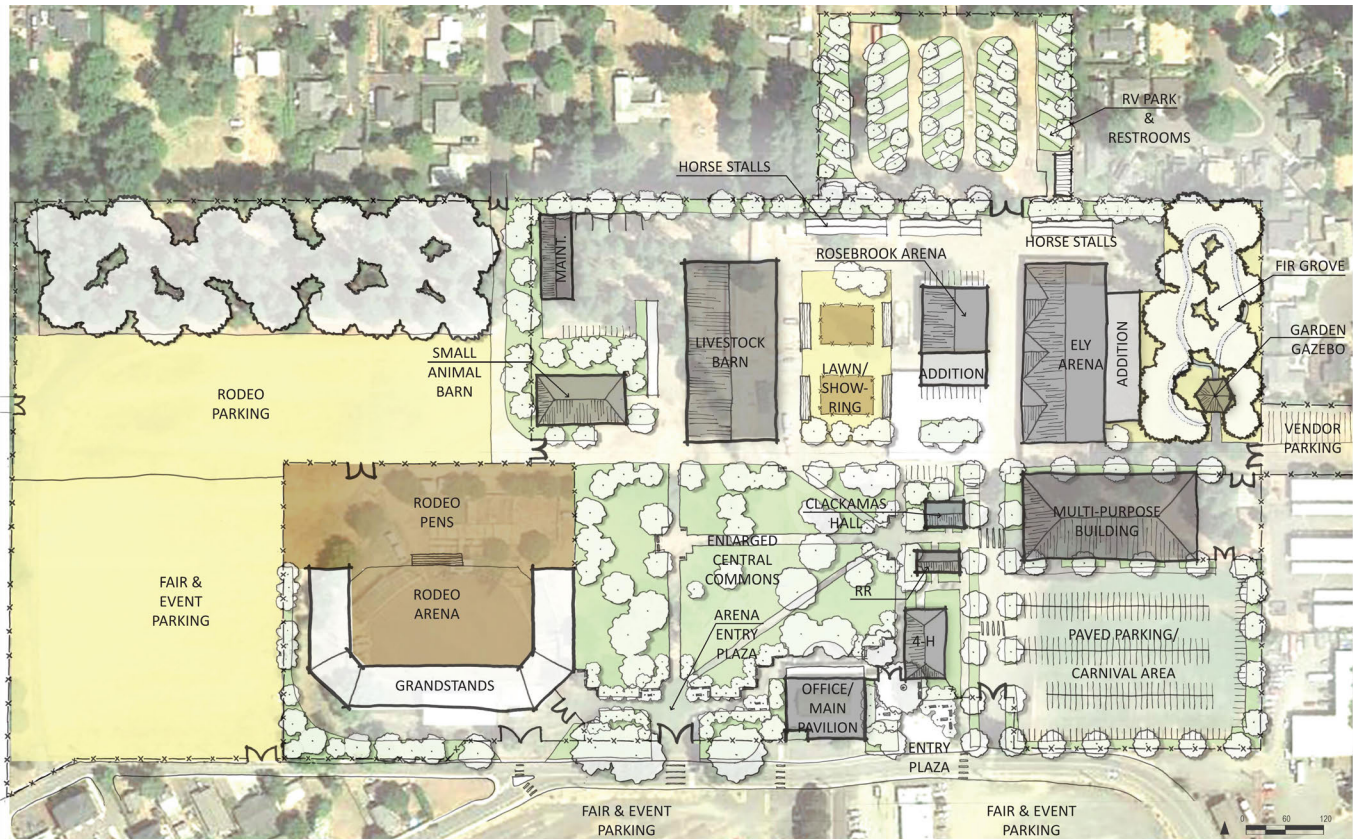
Jamie Stickel, City of Canby

Laura Zentner, Clackamas County Business & Community Services

Table of Contents

Executive Summary	i
Introduction	1
Process	1
Site and Facilities Plan	8
New Facilities	8
Renovated Facilities	10
Entrances	11
Landscaping	11
Fencing	11
Cost Estimate and Phasing	11
Business Plan	13
Existing Facilities and Usage	13
Assessment of Financial Feasibility of Key Proposed Facilities	14
Preliminary Marketing Plan	25
Current Marketing Practices	25
Preliminary Marketing Strategies	25
Comprehensive Marketing Plan Elements	28
Next Steps	29
Master Plan Implementation	29
Funding and Governance	30

Executive Summary



CLACKAMAS COUNTY FAIRGROUNDS - SCHEME 3.2

GREENWORKS

A landmark in Clackamas County, the 50-acre Clackamas County Fair & Event Center (CCFEC) hosts a wide variety of shows and events year-round. The mission of the Fair Board is to “provide a showplace for educational activities, healthful competition, recognition of our county youth, displays of better methods and products of agriculture, business, commerce, history and tourism.” The Fair Board and management staff desire a new master plan to provide a clear vision for the immediate and long-term future for Fairgrounds facilities. The Master Plan consists of three components:

- The Site and Facilities Plan describes recommended improvements to the site and facilities.
- The Business Plan explores opportunities to increase revenues and funding to implement recommended improvements.
- The Preliminary Marketing Plan is a first look at strategies to promote CCFEC facilities and events.

Site and Facilities Plan

Key Master Plan improvements include:

- A 35,000 sf **Multi-Purpose Building** will increase the variety and size of events that can be accommodated on the site. It is designed to host shows, exhibits, concerts and more throughout the year.
- A 38,000 sf **Livestock Barn** will replace the previous barn that was lost due to damage to the roof from heavy snow in 2014.
- An 11,000 sf **Small Animal Barn** replaces the current facility with a larger building in a new location.
- A 2000 sf open-air **Pavilion** or gazebo will be added in the Fir Grove lawn area to support a variety of private events, such as outdoor weddings, fair activities and stage performances.
- An **RV Park** to accommodate approximately 30 RV's, restrooms and showers.
- Renovation of **Ely Arena** includes replacement of siding and doors, insulation and improved ventilation, and a steel framed addition to

provide additional space for horse stalls during the fair and space for arena events.

- The 10,000 sf covered **Rosebrook Arena** will be enlarged to approximately 15,000 sf.
- Renovation of the historic **Main Pavilion** to restore its original character and connections to the commons lawn area.
- **Rodeo Arena** renovation is anticipated to occur in two phases. In the first phase, repair or replace the existing bleachers. In phase 2, increase seating capacity, restrooms, improve pedestrian plazas and gateways, and create a better connection to the main commons area of the fairgrounds. This later phase also may include a roof cover over the arena and a portion of the seating.

Business Plan

An examination of competing facilities in and around Clackamas County shows that there are differing levels of facility usage and demand. A new Multi-Purpose Building at the Clackamas County Fairgrounds could serve a market niche in the area due to its large size and comparative newness. However, revenues from events held at the Multi-Purpose Building are unlikely to support the capital and operational costs of the building. Likewise, revenues from improvements recommended in the master plan will not generate revenues sufficient to pay for capital improvements. Therefore, an outside funding source will be needed.

A special taxing district that could establish its own operational levy is one potential funding source for future improvements and ongoing operations. The following near-term actions will set the foundation for a financially sustainable future:

Continue to explore a special taxing district.

- Pursue a taxing district by conducting initial polling work. Commission opinion research and polling to determine how to best move forward with a potential ballot measure.
- Consider timing on a taxing district. Determine the best timing for pursuing a ballot measure.
- Continue to build strong relationships with partners that have shared goals. Many partners, especially the Clackamas County Heritage Council, share similar goals and desires. Continuing to build these partnerships could yield benefits to CC FEC efforts.

- Consider how the Fair & Event Center will be governed if a taxing district is created. The Fairgrounds should consider how it will govern itself, should the taxing district pursued uncouple it from the County.

Consider alternatives. If the Fair Board and County do not pursue the taxing district, explore alternative funding sources and governance structures that allow for the most efficient management of the Fair & Event Center that benefits the County and the Fairgrounds.

Preliminary Marketing Plan

The goal of the Preliminary Marketing Plan is to increase CC FEC use and revenues by:

- Improving the general awareness of the Fairgrounds and its facilities
- Creating an interest in CC FEC events and activities
- Developing partnerships and alliances for mutual benefit

One conceptual approach to marketing is to place activities into two broad categories. **General marketing** and promotion of the fairgrounds and facilities is designed primarily to reach event planners and attract full fairgrounds events (where multiple buildings and sites are used). A secondary goal is to attract community activities such as meetings, receptions, and other building uses. **Targeted marketing** is designed to attract specific events and users, such as RV parking, weddings, and equestrian activities.

The marketing strategies identified in the master plan fall into the following categories:

- Users and Events. Maintain a detailed database of users and potential users. Share the information on an annual basis.
- Website. Ensure the CC FEC website is accessible, easy to navigate, provides desired information and optimizes search results.
- Social Media. Develop a comprehensive social media strategy and social media tools.
- Traditional Media. Use traditional media techniques and in-person marketing to promote CC FEC events to general and targeted audiences.
- Partnerships. Participate and work with other local and governmental organizations to support their efforts, tap their resources, develop partnerships and synergistic relationships, and reach shared audiences.

Introduction



Photo courtesy of Visit Canby

A landmark in Clackamas County, the 50-acre Clackamas County Fair & Event Center (CCFEC) has been located on its current site for more than 100 years and celebrated its centennial birthday in 2006. The first Fair was held in 1907, and the initial Fairgrounds were purchased in 1909. The Main Pavilion was constructed in 1924, with additional buildings added to the grounds through the years. The CCFEC is Clackamas County's major agricultural and industrial exposition venue, hosting a wide variety of shows and events year-round. These include equestrian events, trade shows, festivals, weddings, youth activities, community gatherings, and of course the annual county fair.

The mission of the Fair Board is to "provide a showplace for educational activities, healthful competition, recognition of our county youth, displays of better methods and products of agriculture, business, commerce, history and tourism." The seven-member Fair Board is charged by the Clackamas County Board of Commissioners with the entire business and management of the facilities and Fairgrounds. With this responsibility and with the current economic climate, the Fair Board and management staff desire a new master plan to provide a clear vision for the immediate and long-term future for Fairgrounds facilities.

The purpose of the CCFEC Master Plan is to identify needed new facilities and upgrades to existing facilities to accommodate the fair and a variety of other events throughout the year. The Master Plan consists of three components: Site and Facilities Plan, Business Plan, and Preliminary Marketing Plan. The Site and Facilities Plan describes recommended improvements to the site and facilities. The Business Plan explores opportunities to increase revenues and funding to implement recommended improvements. The Preliminary Marketing Plan is a first look at strategies to promote CCFEC facilities and events.

Process

The CCFEC Master Plan process was designed to engage CCFEC users and stakeholders throughout the county in a collaborative effort to create a shared vision for the Fair & Event Center.

Phase 1

Phase 1 of the process took place from March through September 2018. This initial phase of the project focused on gaining a thorough understanding of CCFEC assets and needs. Phase 1 began with a review of existing plans and documentation about the condition of facilities and their ability to host intended uses, a preliminary market analysis to evaluate opportunities to increase revenue, and outreach to users, stakeholders, and the general public.

Table 1. CCFEC Facility Descriptions

Facility	Capacity	Fair Use	Non-Fair Use	Issues
Main Pavilion	200-533	Exhibit Space	Rentals: meetings, parties, fundraisers, weddings, memorial services, product shows	Accessibility, egress, fire/safety, seismic, heating/cooling
4-H Hall	350	4-H	Rentals: meetings, weddings, dinners, memorial services	Fire/safety, accessibility, seismic
Clackamas Hall	95		Meetings, classes, parties	Deferred maintenance of siding & trim
Horning Hall	200		Meetings, parties, classes, memorial services	Restrooms/kitchen, appearance, heating/cooling
Ely Arena	300 (seating)	Livestock stalls, exhibition space	Horse events, livestock shows, dog events	Egress, accessibility, seismic
Rodeo Arena	4,000	Rodeo, music, entertainment	Rodeo, horse events	Drainage, seating
Rabbit Barn		Rabbits and poultry		Accessibility, fire/safety, drainage/sewage
Rosebrook Arena			Auctions, livestock shows, swap meets	Water and drainage facilities
Floral Area		Master Gardener	Lightly used	Facilities in poor condition

Phase 1 outreach was conducted through a series of focus group conversations and phone interviews with 27 key stakeholders in addition to a widely-distributed online survey completed by 84 respondents. While these outreach methods are not statistically valid, they provide general understanding of how the facilities are used today, what works well on the site, what improvements are needed, and what people's aspirations are for the future of the Fair & Event Center. The Fair Board met twice to review Phase 1 findings.

Findings

Facilities

The Fairgrounds are home to a number of facilities of different sizes that accommodate different types of events. Table 1 lists each facility's capacity, uses and issues and Figure 1 shows the current site plan. Maximum capacity at these facilities ranges from 95 people in Clackamas Hall to 500 at the Main Pavilion main floor, and to 4,000 at the outdoor Rodeo Arena. All existing buildings are deficient in one or more ways and should be upgraded and maintained to better serve visitor expectations.

Events

Different events held at the Fairgrounds will draw specific crowds or people with varying interests. Well-performing events may create repeat attendance. The ability to host multiple events on the same day creates critical mass, which adds to a festival-like atmosphere that many people seek. Facility capacities and available amenities contribute to frequency of use. Key findings of facility and event usage over the last three complete fiscal years include:

- The Fair accounts for less than 10% of annual attendance at the Fairgrounds. Events listed below account for the other 90% of annual attendance.
- Over the last few years, the total number of events (including paid events) has decreased slightly.
- More events are increasingly hosted at the Ely Arena and Clackamas Hall.
- Most of the revenue-generating events are held in the Main Pavilion, Clackamas Hall and Ely Arena.
- Equestrian activities traditionally make up a substantial portion of total events at the Fairgrounds.

Figure 1. CCFEC Current Site Plan

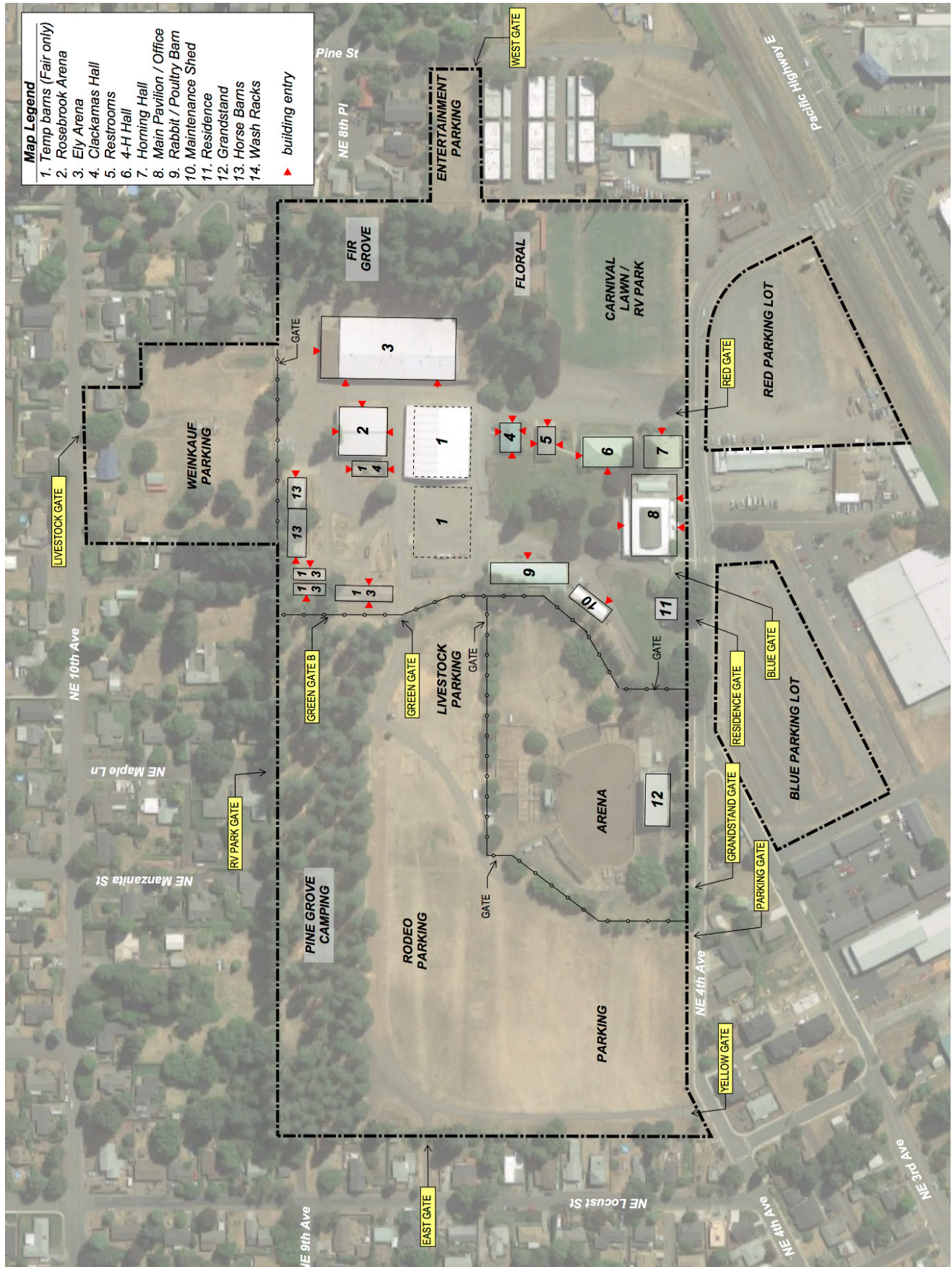


Figure 2. CCFEC Desired Activities and Events

Photos courtesy of Clackamas County



Hundreds of events take place at the Clackamas County Fair & Event Center each year, including:¹

4-H Events. Horse judging, weigh-ins, recruitment meetings, animal shows, contests, etc. Generally single-day events, but some span multiple days (e.g. 4-H Horse Fair, tack sale, etc.). Average attendance: 500 people per event.

Animal Events. Club and organization meetings and animal shows. For example, the Clackamas Kennel Club All Breed Dog Show is one of the Fairgrounds' largest animal events, which drew about 6,900 attendees in fiscal year 2015-16 and 2016-17, respectively, for its single day duration. The Flock and Fiber show also lasts one day and it drew about 3,500 attendees for fiscal years 2015-16, 2016-17 and 2017-18, respectively. Generally, animal events are single-day events. Average attendance: 350 people per event

Equestrian Events. Oregon High School Equestrian Teams practices, other racing club practices, rodeos, horse shows, etc. Generally single day events. Average attendance: 60 people per event.

Fair-Related Events. Fair Board meetings, auditions and fair set-up, and the Fair and Rodeo. Generally, single-day events (for planning purposes activities leading up to the Fair) and the actual Fair and Rodeo spans multiple days. Average attendance over the last five years: 137,520 people.

Miscellaneous Events. Weddings, private parties, ceremonies, public events (e.g. scavenger hunts or Easter egg hunt, cook-offs, gem shows, etc.), dinners and auctions, and expos. For example, the Junk Refunk Creative Market drew about 690 guests in fiscal year 2016-17 and the Renaissance Fair drew approximately 5,500 attendees for fiscal year 2015-16 and 2016-17, respectively. Additionally, evangelist Franklin Graham's visit to the Fairgrounds in the summer of 2018 brought in an excess of 12,000 attendees.² Generally, miscellaneous events are single-day events, but some span multiple days. Average attendance: 500 people per event.

Sheriff Posse Meeting. Meetings and ride nights. Generally single-day events. Average attendance: 25-30 people per event.

The CCFEC also hosts trainings for first responders and serves as an emergency shelter.

¹ Event attendance data was furnished by CCFEC staff.

² Aaron Mesh. *Evangelist Franklin Graham Tells an Oregon Crowd that Gov. Kate Brown Needs to Be Saved*. Willamette Week. August 8, 2018. <https://www.wweek.com/news/state/2018/08/08/evangelist-franklin-graham-tells-an-oregon-crowd-that-gov-kate-brown-needs-to-be-saved/>

Community Vision

Activities and Events

All stakeholders would like to see Fairgrounds facilities used as frequently as possible throughout the year. Among stakeholder suggestions of types of activities and events the Fairgrounds should try to attract during non-Fair times are concerts, beer festivals, home and remodel trade shows, boat shows, car clubs, speakers and lecturers, tack sales, birthday parties and weddings, and summer or church camps.

Needed Facilities and Improvements

When asked about the types of facilities and improvements that would be needed to accommodate desired events, aside from maintenance and upgrades to existing facilities to improve visitor experience and meet code requirements, the most frequent suggestion is a large, versatile facility or facilities that could replace the Livestock Barn during Fair time and host conventions, conferences and concerts throughout the year. Another common recommendation is to expand seating and make other upgrades, including possible relocation, to the Rodeo Arena to make it more usable throughout the year. Other frequent suggestions for new facilities include:

- Permanent or portable stage (concerts)
- Redeveloped floral area / gazebo (weddings)
- Outdoor spaces (dog show)
- Campgrounds and RV Park facilities

Themes

Key themes identified through stakeholder outreach to consider in Phase 1 include:

Preserve Traditions and Historic Character.

Survey respondents like the historical elements of the Fair & Event Center. They also like the traditional activities and events (e.g. livestock shows, agricultural events, and rodeos). Preserving these physical and experiential elements is important to many survey respondents.

Modernize Facilities. More than half of survey respondents explain the importance of “updating” or “modernizing” the existing facilities. Many specifically note that the horse / livestock barns and arenas need improvements. Many want new

facilities too and suggest a new Multi-Purpose Building and a new barn. Survey respondents believe that modern facilities will attract more events and visitors. Two survey respondents suggest using the Redmond facilities as a model for updates and improvements.

Enhance Comfort and Access. Survey respondents want to see ADA improvements (e.g. wheelchair accessibility and paved walkways). Some made suggestions to maintain cooler temperatures in the buildings, build more bathrooms (with showers), and install power sources to the campsites. Survey respondents believe these modifications will attract more visitors.

Expand Events and Event Capacity. People enjoy the County Fair, but also identify other events that they want to see at the Fair & Event Center. Suggestions include: beer fests, concerts, antique shows, car shows, dog shows, horse shows, craft and flea markets, yoga, industry (workforce) events, and historical events. They believe family-friendly events will help attract more visitors too.

Focus on 4-H. Survey respondents are particularly interested in ensuring that both the 4-H building and the 4-H program are well supported. Many want to create and maintain a place for children and youth.

CCFEC Master Plan Evaluation Criteria

Safety: Address code and safety issues and deficiencies for long-term structural viability.

Financial Stability: Balance short-term need with long-term investment to provide sustainable revenue streams.

Maintenance and Operations: Consider short and long-term costs associated with maintenance and operations needs.

User Experience: Provide a variety of facilities to support current and potential future uses that meet the CCFEC mission.

Partnerships: Leverage new and existing partnerships to share improvement costs and provide multiple benefits.

Tradition and Historic Character: Honor the heritage of the Fair and amenities that make the Fairgrounds and its facilities unique.



Photo courtesy of Clackamas County

Phase 2

For Phase 2 of the Master Plan process, a Technical Advisory Committee (TAC) was convened to help guide the process and weigh in on key decisions. The TAC included representatives of key CC FEC partners:

- Canby Chamber of Commerce
- Canby Rodeo Association
- Clackamas County Business & Community Services
- OSU Extension Service and 4-H Youth Development Program - Clackamas County
- Clackamas County Fair Improvement Foundation
- Clackamas County Tourism
- City of Canby

The TAC kicked off Phase 2 with a meeting in November 2018 to review the Phase 1 report and develop Evaluation Criteria to guide decision-making

on the master plan. TAC members also discussed what new facilities are needed, which buildings are expendable and what improvements are needed to existing facilities. The Criteria were confirmed by the Fair Board in January 2019.

Outreach efforts in Phase 2 began with an online survey in December 2018 to learn about community priorities for CC FEC improvements. The 160 respondents identified making improvements to existing facilities as their highest priority for the master plan, followed by a new multi-purpose building and a replacement for the livestock barn. Of the existing facilities, respondents feel that the Main Pavilion, Ely Arena, Rodeo Arena/Seating and 4-H Building are the facilities with the greatest need for improvements. Respondents place a priority on health and safety improvements over cosmetic or comfort/convenience-related improvements.



Photo courtesy of Visit Canby

The second round of public outreach included an open house held on March 28, 2019 and an associated online survey. The purpose of these outreach activities was to gather public comments on two site and facilities plan alternatives, as shown in Figure 3. Open house participants and survey respondents had the following comments:

Livestock Barns

- Prefer separate Livestock Barns (Alt 1)
- Need adjacent parking; concern about loading in and out
- Ensure there are stalls, tack rooms, wash racks, warm up arena, outdoor show rings, etc.
- Disagreement on floor surfaces (dirt vs. asphalt vs. concrete)

Small Animal Barn

- Concern about locating small animals close to two barns for larger animals
- Desire for larger barn size

Multi-use Building

- Support for the concept
- Suggestions for alternative locations; associated concerns about carnival location
- Suggestions for alternative orientations

RV Park

- Concerns about access
- Concerns about neighbor conflicts

Rodeo Arena

- Broad support for new and additional seating
- Mixed responses regarding covering the arena:
 - Some prefer no cover
 - Some prefer cover
 - Some prefer completely enclosed

Maintenance Buildings

- Do not like proposed locations

Main Pavilion

- Broad support for Main Pavilion restoration
- Desire for 4-H Building restoration

Main Lawn

- Prefer larger Main Lawn (Alt 2) for events and vendors
- Concern about space for food court and vendors

Floral Building / Garden Pavilion

- Mixed responses on need for this building
- Support for location adjacent to Multi-use Building

Fairground Entries

- Broad support for redesigned entries and plazas

The TAC met three times and the Fair Board met five times during the course of Phase 2. Meetings in early November and January were used to provide an overview of the master plan process and identify priority improvements for the Fair & Event Center. The second round of meetings from February through May provided guidance on site and facility configurations. The final round of meetings in July and August were held to review and comment on the draft Master Plan.

Site and Facilities Plan



Photo courtesy of Visit Canby



The Site and Facilities Plan for redevelopment of the Clackamas County Fair & Event Center is Illustrated in Figure 3 and includes the key improvements listed below.

New Facilities

Multi-Purpose Building

A 35,000 sf Multi-Purpose Building will increase the variety and size of events that can be accommodated on the site. It is designed to host shows, exhibits, concerts and more throughout the year. The proposed location of the building is immediately north of the current Carnival Lawn, easily visible and accessible from the Red Gate entry to the site. The building will include approximately 30,000 sf of clear-span assembly and exhibit space, CCFEC offices, commercial kitchen, restrooms, and storage, as well as mechanical and electrical spaces. The Carnival Lawn area will be paved to provide required parking for the assembly facility, and will double as a hardscape area for carnival set up and other outdoor events.

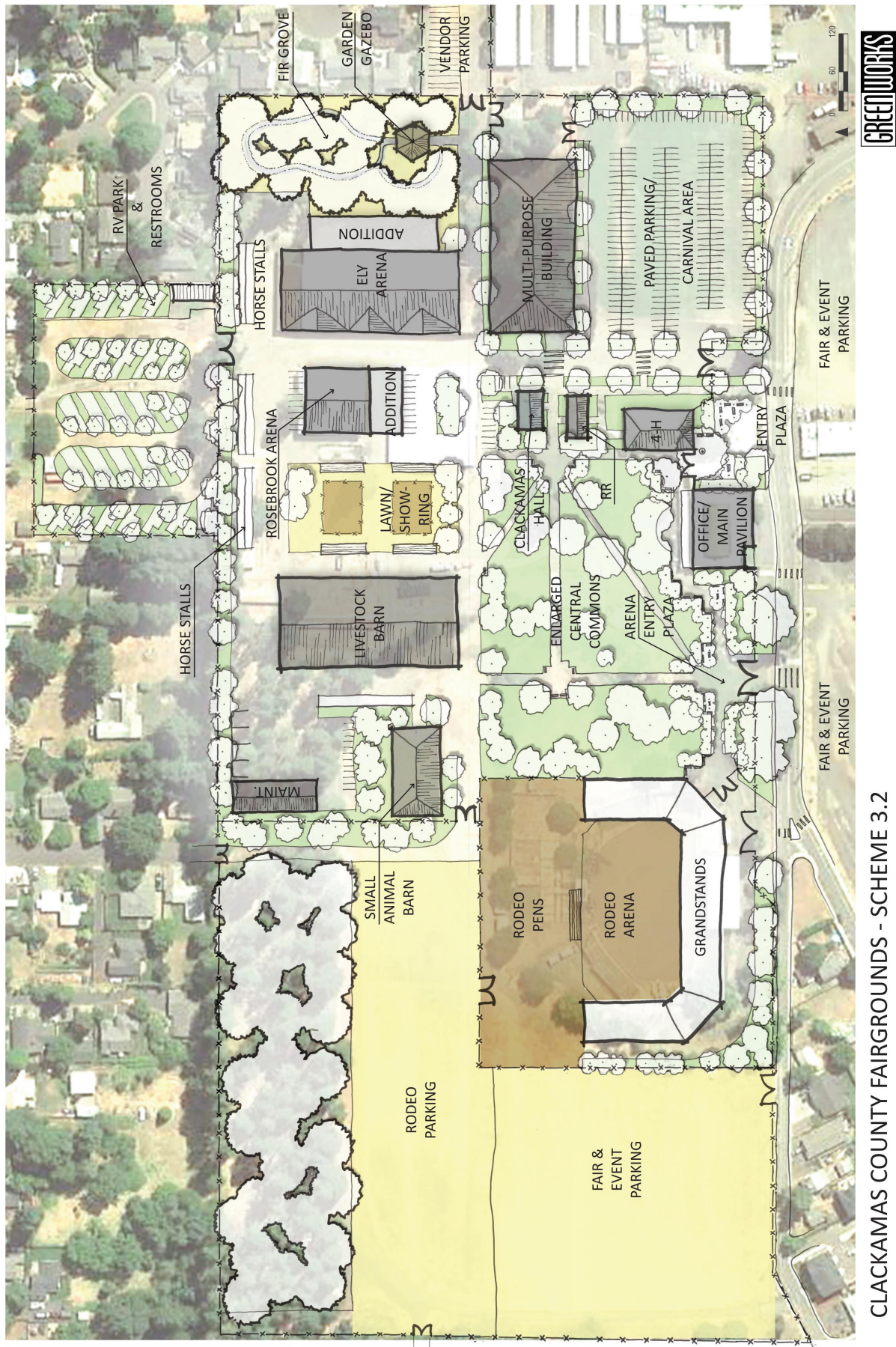
Livestock Barn

A 38,000 sf Livestock Barn will replace the previous barn that was lost due to damage to the roof from heavy snow in 2014. This building is anticipated to be a clear span, pre-engineered steel building with concrete foundation, overhead doors, pedestrian doors, and dirt floor. This configuration will allow the facility to host a variety of animal and potentially non-animal events. Building services will include power, water, lighting, and ventilation. Additional features that may be desirable for year-round and assembly use of the facility include an asphalt floor, restrooms and showers, radiant heat and fire sprinklers.

Small Animal Barn

An 11,000 sf Small Animal Barn is proposed to replace the current facility in a new location. Similar to the Livestock Barn, this building is anticipated to be a clear span, pre-engineered steel building with concrete foundation, overhead doors, pedestrian doors, and asphalt floor. Building services will include power, water, lighting, and ventilation. Additional features that may be desirable for year-round and assembly use include an upgrade to concrete floor, radiant heat and fire sprinklers.

Figure 3. Preferred Site and Facilities Plan



Fir Grove Building

A 2000 sf open-air pavilion structure or gazebo is proposed to be added in the Fir Grove lawn area to support a variety of private events, such as outdoor weddings, fair activities and stage performances. Building services include lighting and power.

Maintenance Shop and Yard

A 6700 sf Maintenance Shop is proposed on the north side of the property, in the area currently occupied by horse stables. The shop is planned to be a pre-engineered steel building with a concrete foundation, overhead doors, pedestrian doors, and concrete floor. Building services will include power, water, lighting, heat and ventilation. Gravel or paved parking areas are provided near the shop for equipment storage.

Horse Stall Buildings

Three wood framed structures along the north side of the site are proposed to accommodate approximately 10 horses in each structure. The building size assumes 10 x 12 ft stalls with an extended roof on the south side for rain protection. The stall buildings are in close proximity to Ely Arena and Rosebrook Arena.

RV Park and Restroom Building

An RV Park is proposed in the north parking area with access from 10th Street and also from the main fairground site. The RV Park will accommodate approximately 30 RVs in paved spaces. Restrooms and showers are provided in a 1500 sf wood framed structure located in the SE corner of the park.

Renovated Facilities

A variety of improvements to existing facilities are proposed to enhance safety, appearance, function and comfort.

Ely Arena Renovation and Addition

Renovation of Ely Arena includes replacement of siding and doors, ADA and aesthetic upgrades in restrooms, insulation and improved ventilation. A steel framed addition on the east side of the building, with asphalt floor will provide additional space for horse stalls during the fair and space for arena events.

Rosebrook Arena Addition

The 10,000 sf covered, warmup arena will be enlarged to approximately 15,000 sf with two additional steel structural bays added on the south side.

Main Pavilion Renovation

The Master Plan includes renovation of the historic Main Pavilion to restore its original character and connections to the commons lawn area. The south facing front porch structure will be restored as a primary entry to the building. The central portion of the second floor will be removed to restore the original two-story high central hall space below. A two-story addition on the east side also will be removed to allow for a formal entry plaza near the Red Gate. On the interior, the renovation will include ADA improvements to restrooms and entries, ADA access to the upper level via a lift, and replacement of the HVAC system.

4-H Hall Renovation

Renovation of the 4-H Hall includes replacement of windows, insulation of the floor and walls, fire sprinklers, ADA and aesthetic upgrades for restrooms, a new HVAC system and reconstruction of an exterior stairway.

Clackamas Hall Renovation

Renovation of Clackamas Hall includes ADA upgrades, addition of a second restroom and a closet within the existing building footprint, acoustical treatment for the assembly space and new flooring.

Rodeo Grounds

Rodeo Arena renovation is anticipated to occur in two phases. Repair or replacement of the existing bleachers and improving the footing mix and drainage in the arena are both seen as immediate needs. Over time, additional improvements such as increased seating capacity, restrooms, improved pedestrian plazas and gateways, and a better connection to the main commons area of the fairgrounds, are proposed. This later phase also may include a roof cover over the arena and a portion of the seating. These later improvements will require reconfiguring and moving the arena to the north to accommodate a deeper seating area.

Entrances

Pedestrian entry plazas are planned near the existing Red Gate, Blue Gate and Rodeo Arena street frontage. The entry plazas will feature elements such as flags, sculptures, seating and landscaping to provide attractive and easily identifiable pedestrian entries to the site, separate from vehicular entries.

The new entry plaza near the Red Gate will require the removal of Horning Hall and the caretaker residence. Preserving large trees at the entry plazas will provide shade in primary gathering spaces and help define the experience of entry to the Fair & Event Center. The restored front porch of the Main Pavilion supports the entry plazas and, together, will present a revitalized aesthetic to visitors to the Fairgrounds. Pedestrian access from parking lots on the south side of 4th Street will be adjusted to align with the entry plazas and Main Pavilion entry. The Red Gate continues to serve as the primary vehicular access into the site, providing connection to the varied assembly and exhibit buildings as well as the livestock facilities and RV Park beyond. The Blue Gate will be available as a secondary vehicular access.

Landscaping

The central commons will be comprised of tree-shaded lawn areas able to serve as flexible programming space. Central walkways dividing the commons are wide enough to support market tents, while meeting the circulation demands of large crowds of people. At pedestrian nodes and entry plazas, native and adapted plantings will provide seasonal interest and frame gathering spaces. Building foundation plantings are included to support the architectural design of structures on site and offer the opportunity to scale down the vast spaces between buildings and create a more pleasant pedestrian experience. Where possible, tree plantings are situated on the south and west side of structures to support passive cooling. The property line of the fairgrounds will be planted with vegetation able to screen the grounds from adjacent residences.

Fencing

Perimeter fencing will be maintained and adjusted to accommodate the new entry plazas and RV Park. Where possible, building faces will serve as de facto fences. Interior site fencing and gates may be needed as well to provide access to the Multi-Purpose Building and its parking area without allowing entrance to the entire site.



Cost Estimate and Phasing

Table 2 shows estimated costs for Master Plan improvements by phase. Proposed phasing of improvements prioritizes revenue-generating improvements and acknowledges the sequencing necessary to continue operations during construction.

Table 2. Fair & Event Center Master Plan Improvements, by Phase

Project	Construction Cost
Phase 1	
Multi-Purpose Building	\$ 9,625,000
Associated Site Work	2,640,000
RV Park	937,500
A&E Fees, Permits, Testing, Insurance, etc. @ 25%	3,300,625
Phase 1 Total	\$ 16,503,125
Phase 2	
Maintenance Building	\$ 837,500
Horse Stalls	270,000
Livestock Barn	4,180,000
Small Animal Barn	1,210,000
Associated Site Work	2,000,000
A&E Fees, Permits, Testing, Insurance, etc. @ 25%	2,124,375
Phase 2 Total	\$ 10,621,875
Phase 3	
Ely Arena Renovation	\$ 1,575,000
Ely Arena Addition	1,250,000
Rosebrook Arena Addition	200,000
Fir Grove Building	150,000
Associated Site Work	600,000
A&E Fees, Permits, Testing, Insurance, etc. @ 25%	943,750
Phase 3 Total	\$ 4,718,750
Phase 4	
Renovate Main Pavilion	\$ 1,760,000
Renovate 4-H Hall	350,000
Renovate Clackamas Hall	87,500
Associated Site Work	1,700,000
A&E Fees, Permits, Testing, Insurance, etc. (Including Horning Hall and Caretaker House Removal) @ 25%	974,375
Phase 4 Total	\$ 4,871,875
Phase 5	
Rodeo Arena - Immediate Needs	\$ 400,000
Rodeo Arena - Future Redevelopment	7,200,000
Associated Site Work	600,000
A&E Fees, Permits, Testing, Insurance, etc. @ 25%	2,050,000
Phase 5 Total	\$ 10,250,000
Cost Summary - All Phases	
Total Project Cost	\$ 46,965,625

Business Plan

Table 3. Selected Facility Capacity and Rental Rates, CCFEC, 2019

Facility	Capacity	Sq. Ft.	Rental Rate per Day	Rental Cost per Sq. Ft. per Day
Rodeo Arena & Area	4,000	45,375	\$8,000	\$0.18
Ely Indoor Arena	N/A	25,000	\$850	\$0.03
Rosebrook Arena*	N/A	10,000	\$300	\$0.03
Main Pavilion	400	7,000	\$3,000	\$0.43
4-H Hall	250-300	5,000	\$2,500	\$0.50
Clackamas Hall**	150	2,600	\$600	\$0.23
Horning Hall	175	2,900	\$1,000	\$0.34
Rabbit/Poultry Barn	N/A	9,480	\$600	\$0.06

Source: CCFEC/LRS Architects

Note: * The Rosebrook Arena reported rental rate is for auctions and swap meets at the facility. The daily rental rate is \$200 when rented alongside Ely Arena, which is a rental cost of \$0.02 per square foot. ** The Master Plan calls for the removal of Horning Hall.

The purpose of the Business Plan is to:

1. Provide a high-level overview of competitive event spaces and their rental rates in the Portland region that are similar to the proposed Multi-Purpose Building.
2. Provide bookends for potential rental and usage rates of the proposed Multi-Purpose Building to inform the Fair Board's operations discussions.
3. Explore a range of funding options for new capital improvements.

The Business Plan is focused on the strategies needed to implement the Master Plan. It examines the financial feasibility of the proposed improvements, evaluates potential use of the facilities, and identifies funding sources that the Fair Board could use to pay for proposed improvements. The Business Plan also considers operational issues, especially those related to changes in use of Fair & Event Center facilities.

Existing Facilities and Usage

The Clackamas County Fair and Rodeo is the largest event at the Fairgrounds, but the Fairgrounds hosts a number of other events throughout the year. Table 3 provides a summary of the capacity and rental rates for key facilities at the Fairgrounds as of 2018. The building with the largest capacity is the Main Pavilion, with a maximum capacity of 522. It rents for \$3,000 per day, or \$0.43 per sq. ft. The other three halls have capacities from 95 to 350 people and rent for between \$600 and \$2,500 per day. The 4H Hall has the largest per square foot rent rate at \$0.50 per sq. ft.

The Rodeo Arena has a capacity of 4,000 people and a rental rate of \$8,000 per day. The Ely Indoor Arena rents for \$850 per day, while the Rosebrook Arena rents for \$300 per day.

Assessment of Financial Feasibility of Key Proposed Facilities

The key facility improvements proposed in the Master Plan are: development of a new 35,000 sf Multi-Purpose Building, a new 38,000 sf Livestock Barn, a new 11,000 sf Small Animal Barn, as well as improvements to many existing buildings at the Fair & Event Center. The Fair Board is particularly interested in understanding how the proposed Multi-Purpose Building can compete with similar facilities in the Portland region.

Competing Facilities

The proposed Multi-Purpose Building will compete with facilities housed in other fairgrounds as well as

facilities outside of fairgrounds. The following analysis builds upon the Phase 1 market assessment (see Attachment A).

Other Fairgrounds Competitors

There are several fairgrounds within 100 miles of the CC FEC that operate rentable facilities comparable to the proposed 35,000 square foot Multi-Purpose Building. However, the majority of similar buildings at other fairgrounds are smaller in size. Table 4 lists multipurpose facilities at competitor fairgrounds within 100 miles of the CC FEC. This table also provides the distance for each competitor fairgrounds from the CC FEC, the name of its multipurpose building(s), their size, and rentable price per square foot per day.



Photo courtesy of Benton County

Photo courtesy of Columbia County

Table 4. Competing Oregon Fairgrounds Facilities by Distance from CC FEC

County Fairgrounds	Dist. (mi.)	Building Name	Facility Size (sq. ft.)	Rental Cost per Sq. Ft. per Day
Yamhill	31	Leslie Lewis Pavilion	7,500	\$0.05 - \$0.08
Washington	34	Cloverleaf Building	3,200	\$0.19 - \$0.24
Polk	41	Main Bldg / Bldg B / Bldg C	14,564 / 4,300 / 6,400	\$0.05 - \$0.16
Linn	52	Willamette Event Center	48,600	\$0.06
Columbia	54	Pavilion	10,000	\$0.05 - \$0.07
Benton	72	Auditorium / Guerber Hall	6,000 / 4,200	\$0.09 - \$0.15
Hood River	85	Community Bldg / Summit Bldg	5,000 / 5,040	\$0.07 / \$0.09
Lane	96	Convention Ctr / Exhibit Hall	74,800 / 37,000	\$0.11 / \$0.12

Source: ECONorthwest
 Note: Facilities listed are within 100 miles of CC FEC.



Photo courtesy of Linn County



Photo courtesy of Lane County

The rental rates are provided as ranges since many fairgrounds charge different rates based on:

- **The type of event being hosted.** The majority of the listed fairgrounds buildings have different rates for public events and private events, the latter of which tend to be more expensive per day. 4-H frequently uses CCFEC buildings and is often not charged (or charged less) for their use. For example, 4-H uses the 4-H Hall and other facilities every third Saturday without charge.
- **Weekend vs. weekday timing.** In general, events hosted on weekend days (Friday through Sunday) are more expensive than non-weekend days (Monday through Thursday).
- **Availability of alcohol.** Some fairgrounds stipulate different rates based on alcohol being served at an event. If an event provides alcohol, the rental rate is typically a couple of hundred dollars higher than events without alcohol.
- **Amenities used.** Rates also differ depending on the use of specific amenities, such as kitchens, tables, and/or chairs. For simplicity, the rental rates shown in Table 4 consider commercial kitchens if a fairground details its rates.

Among all of the competitor fairgrounds, Washington County's rental rate per square foot is the highest, between \$0.19 to \$0.24 per sf, though its building size is the smallest relative to all other competitors at just 3,200 per sf. A new 30,000+ sf Event and Conference Center is under construction at the Washington County Fair Complex for which anticipated rental rates are unknown. The least expensive rental rates are at Yamhill County, the fairgrounds closest to the CCFEC, which range

from \$0.04 to \$0.08 per sf. Similar to the current Washington County Fair Complex multipurpose building, however, Yamhill County's Leslie Lewis Pavilion is smaller (and older with fewer amenities) than the proposed Multi-Purpose Building at CCFEC.

There are few nearby fairgrounds with multipurpose buildings that compare in size to the proposed building at the CCFEC. The two competitor fairgrounds with larger or roughly comparable-sized facilities are the fairgrounds in Linn and Lane counties:

- Linn County operates the 48,600 sf Willamette Event Center with a rental rate per square foot of \$0.06. This rental rate is one of the least expensive compared to all other fairgrounds competitors.
- Lane County's fairgrounds has several multipurpose buildings, though the two selected are similar in size to the proposed Multi-Purpose Building at the CCFEC. The Convention Center is 74,800 sf with a rent of \$0.11 per sf and the Exhibit Hall is 37,000 sf with a rent of \$0.12 per sf. These facilities cost more to rent per square foot than Linn County's Event Center. However, the rental rates fall in-between those of fairgrounds closer to Clackamas County; specifically, between Yamhill, Washington, and Polk counties. The distance between the fairgrounds at Lane County and Clackamas County is about a 1 hour and 45-minute drive. Depending on the target audience, charging a rate slightly higher than Lane County will likely not deter an event organizer from hosting their event at Clackamas County due to this distance.

Non-Fairgrounds Competitors

CCFEC also will compete with non-fairgrounds facilities for business at the Multi-Purpose Building. Non-fairgrounds competitor facilities include events centers, entertainment venues, and similar facilities. Research shows a vast and wide variety of high-quality venues across the region. There are tens of facilities within 30 miles of the CCFEC that host similar events such as weddings and social gatherings, though the majority of them are much smaller than the proposed Multi-Purpose Building. Therefore, more stringent selection criteria are used for these competitors than the county fairground competitors. The criteria used to select non-fairgrounds competitors are:

1. The facility is within approximately 30 miles of the CCFEC.
2. The facility, either an exhibit hall or building within the larger facility, is approximately 30,000 square feet or larger.

The only two non-fairgrounds competitors that matched the criteria are the exhibit halls at the Oregon Convention Center in Portland and the Oregon State Fair & Exposition Center in Salem. Though the Salem Convention Center did not meet the potential competitor criteria for building size, it is included as its size is quite large relative to most facilities in Clackamas and Marion counties.



Photo courtesy of Salem Convention Center

Table 5 shows non-fairgrounds competitors by distance from the CCFEC. These competitors are located in denser areas, which means they have access to a larger pool of local event attendees as well as a potentially larger draw for persons outside of Oregon.

Rental rates for these facilities vary widely. The three smallest Oregon Convention Center exhibit halls, at 30,000 gross sf apiece, each have a rental rate of \$0.34 per sf per day.³ The Portland Expo Center rents their smallest exhibit halls at 36,000 gross sf apiece for \$0.07 to \$0.08 per day and \$0.09 to \$0.11 per day.⁴ The Oregon State Fair and Expo Center's Jackman-Long Building's 53,000 sf facility rents for just \$0.06 per sf,⁵ while the Salem Convention Center ballrooms rent for between \$0.17 and \$0.18 per sf.⁶

Table 5. Competing Oregon Non-Fairgrounds Facilities by Distance from CCFEC

Non-Fairgrounds Competitor	Dist. (mi.)	Building Name	Facility Size (sq. ft.)	Rental Cost per Sq. Ft. per Day
Oregon Convention Center	21	Exhibit Hall A, B, or E	7,500	\$0.05 - \$0.08
Washington County Fair Complex	30	Cloverleaf Building	3,200	\$0.19 - \$0.24
Salem Convention Center	31	Santiam / Willamette (Ballrooms)	8,750 / 11,400	\$0.05 - \$0.16
Portland Expo Center	32	Exhibit Hall B, D1, D2	36,000 each	\$0.09 - \$0.11 (D1-D2)

Source: ECONorthwest

Note: The Portland Expo Center rental rates are provided as ranges due to different rates being charged for ticketed and non-ticketed events. Ticketed events cost less than non-ticketed.

3 The Oregon Convention Center's smallest exhibit halls are 30,000 gross square feet (halls A, B, and E). The rates for each rentable space at the Center can be viewed on their website at the following address: <https://www.oregoncc.org/planners/floor-plans-and-facility-features>

4 The Portland Expo Center's smallest exhibit halls are 36,000 square feet (halls B, D1, and D2). The rates for each rentable space at the Expo Center can be viewed on their website at the following address: <https://www.expo-center.org/about-expo/facility-details>

5 The rental rate of the Jackman-Long building at the Oregon State Fair and Expo Center was obtained through an interview with Center staff. Floor plans of the Jackman-Long building can be viewed at the following address: <https://oregonstateexpo.org/oregon-expo-facility/the-jackman-long-building/>

6 The sizes and rental rates of the two ballrooms at the Salem Convention Center were obtained through an interview with Center staff. Floor plans of the respective ballrooms can be viewed at the following address: <https://salemconventioncenter.org/features/floor-plans>

Table 6. Number of Events at Clackamas County by Building and Day of the Week, Fiscal Years 2014-2015 through 2016-2017

Facility	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
FY 2014-2015	31	35	56	47	43	91	63	366
Main Pavilion	7	6	6	7	14	25	14	79
4-H Hall	2	2	3	1	7	16	3	34
Clackamas Hall	9	10	10	1	1	6	3	40
Horning Hall	3	7	11	16	1	12	14	64
Ely Arena	8	7	24	18	17	20	24	118
Rodeo Arena	2	3	2	4	3	12	5	31
FY 2015-2016	30	49	57	58	35	68	27	324
Main Pavilion	3	2	4	8	10	20	3	50
4-H Hall	1	1	1	2	1	11	4	21
Clackamas Hall	9	14	8	5	2	6	-	44
Horning Hall	5	5	14	25	1	3	4	57
Ely Arena	11	26	30	17	19	20	14	137
Rodeo Arena	1	1	-	1	2	8	2	15
FY 2016-2017	20	46	52	57	46	56	22	299
Main Pavilion	3	5	4	3	16	11	4	46
4-H Hall	1	1	1	1	4	7	1	17
Clackamas Hall	6	17	6	14	4	5	-	52
Horning Hall	2	2	11	18	3	4	3	43
Ely Arena	6	20	30	20	17	24	12	129
Rodeo Arena	2	1	-	1	2	5	1	12

Source: Clackamas County Fairgrounds and Event Center.

Assessment of Potential Uses and Revenues of a New Multi-Purpose Building Estimated Usage

This section focuses on potential revenues associated with a new Multi-Purpose Building, which is the new facility that is most likely to generate new revenues for the CCFEC. Other improvements, including building renovations and replacements and new animal barns, are unlikely to generate significant new revenue.

Fairgrounds facilities are rented for many different types of events and uses. Some events, such as large trade shows or the annual Renaissance Fair take over most of the Fair & Event Center's facilities and last several days. Others are just day-long or even partial-day events. To estimate potential new revenues from a new multipurpose facility, both a range of fees and various levels of usage are considered.

A brand-new Multi-Purpose Building will, as the name implies, provide rentable space for a variety of uses and events. To maximize its usage and associated revenues, the CCFEC will work to rent the new building as often as possible.

Nevertheless, the facility will not be leased during all days and all hours. The more likely scenario is that the CCFEC will be able to secure rentals of the building for many weekends over the course of the year—especially during periods of high seasonal demand. Weekdays are less easy to predict, since these events are likely to need less space and thus, event organizers may only rent part of the building instead of the entire facility. For example, a company might rent a room for a meeting, or a small trade show might rent a couple of rooms. The Multi-Purpose Building may be able to be divided into

multiple rooms, allowing for multiple meetings at once or rental of a portion of the facility rather than the entire facility.

One of the best indications for the future use of a facility is to look at historical levels of facility usage. Table 6 provides an overview of the Fair & Event Center's facility usage for the past three fiscal year periods: FY 2014-15, FY 2015-16, and FY 2016-17. For these three years, the CCFEC hosted between 299 and 366 total events per year. Among the existing facilities that are similar to the proposed Multi-Purpose Building, most notably the Main Pavilion, the data show a pattern of usage of what one would expect. That is, there are generally more events late in the week and on Saturdays. Sundays and early days in the week feature comparatively fewer events. The Main Pavilion held 46 events in FY 2016-17, a decrease from 79 events in FY 2014-15. Thursdays, Fridays, and Saturdays were the most popular days for events, especially at the Main Pavilion. Events at Clackamas and Horning Halls and the two arenas were more evenly spread out over the week. Mondays and Sundays had the fewest events in FY 2016-17. To be sure, the marketable newness and adaptability of its space will allow the new Multi-Purpose Building to attain higher levels of usage than the CCFEC's current facilities.

Estimate of Potential Usage

The addition of the proposed Multi-Purpose Building may impact the usage of existing buildings at the Fair & Event Center. It could be that the Fair & Event Center is able to attract larger events that use multiple buildings, or that events that would have otherwise used the Main Pavilion will use the Multi-Purpose Building instead. The estimated rental fee is between \$3,500 to \$5,250 per day for the Multi-Purpose Building. Two usage scenarios for paying rentals of the buildings include:

- **Low Level of Usage:** A more conservative estimate is that the facility is only rented for about 60 percent of both Friday and Saturday and, on average, only a day or two during the week. This will result in rental revenues of \$400,000 to \$600,000 per year.

- **High Level of Usage:** At the high end of the range, the CCFEC will be able to lease the facility for both a Friday or Saturday for 75 percent of the year and for a couple weekdays for most of the year (about 100 total weekdays annually). This level of usage will result in rental revenues of \$600,000 to \$1,000,000 per year.

Estimated Rent Levels

New facilities are typically able to capture higher rents than older facilities. Potential renters are likely to pay a higher rental fee for a facility that is in excellent shape, is better configured for their event than an aging facility that does not meet all of their needs and standards, and has modern amenities for events, such as convenient facilities for loading in and loading out equipment, easily used and accessed electrical systems, or modern communication equipment. However, the building's potential rent levels are limited by what event organizers are willing to pay, which is generally reflected in the rental fees of other comparable facilities. If an event organizer can get the same type and quality of space at a nearby facility for a reduced fee, they are likely to choose that option.

Competing facilities have a wide range of rental fees. The facilities that are most comparable to the proposed Multi-Purpose Building have a rental range from \$0.05 to almost \$0.25 per sf. The lowest rents in this range generally represent older facilities outside of metropolitan areas. The buildings with the highest rents are small and new buildings in desirable locations. For the purposes of this preliminary analysis, an attainable average rental rate of approximately \$0.15 per sf is used for the new facility. This is based on the proposed Multi-Purpose Building's location, quality, modern amenities, and size. This is an average rate, which would allow the Fairgrounds to charge more or less, depending on the event type, time of year, and other factors.

Balancing Revenues and Costs

Combining the estimated levels of usage for the new Multi-Purpose Building and the average attainable rental fee results in an annual revenue stream that ranges from about \$400,000 per year to about \$1,000,000 per year after several years of operations.⁷ It will take multiple years for the operations to attain the lower-range of this revenue stream because it assumes frequent rentals of the Multi-Purpose Building on both weekends and

⁷ Assumes \$0.15 per square foot rental fee and the low/high range of usage presented on the previous page.

weekdays. These estimates assume that all usage of the facility is by groups who pay rental fees.

The range is highly dependent on both variables—usage and the rental rate. However, because the rental fees will be dictated by the market, the CC FEC has much more control over the usage of the facility. Moreover, dedicating resources to filling the facility's schedule with paid events will be the best way for the Fair & Event Center to increase facility annual revenue.

The Multi-Purpose Building is one of the CC FEC's highest priorities because it has the potential to generate the most revenue. The CC FEC is particularly interested in whether rental revenues from those investments can help to pay down debt for those capital investments. However, it is likely that a large share of rental revenues from the Multi-Purpose Building will go toward building operations, including staffing, maintenance, utilities, and marketing.

The new multipurpose facility is estimated to cost about \$15,300,000, including site work and soft construction costs. The CC FEC could pay for this new facility in several ways. However, it is highly unlikely that the revenues from the facility alone will be able to support the facility's development costs and operational costs.

For example, if the Fair & Event Center were to acquire a loan for the full value of the facility, the annual debt service payment at 2019 rates and terms⁸ would be around \$1,200,000—an amount that is above the highest end estimate of projected revenues from the facility. These debt terms are just one example. Should the CC FEC form a new taxing district and/or be able to secure a bond, the annual debt payment could be less.

The key takeaway from this assessment is that even with new revenues from a new facility, the CC FEC will need to be thoughtful about how capital improvements are sequenced and how capital costs will be covered.

Proposed Improvements at the CC FEC

The Master Plan outlines five phases for future capital investments, as summarized in Table 7.

- **Phases 1 and 2** are the most near-term phases to construct the new Multi-Purpose Building and the Livestock Barn. Estimated project costs for Phases 1 and 2 total \$27.3 million. The largest cost is the Multi-Purpose Building, which has an estimated cost of \$9.6 million, plus a portion of the site work and soft construction costs, which is the basis of \$15.3 million.
- **Phases 3 through 5** include longer-term projects, including updates to several key facilities such as the Main Pavilion and Ely Arena. Estimated project costs for Phases 3 through 5 total \$19.1 million.

Table 7. CC FEC Proposed Improvements, by Phase

Phases and Buildings		Estimated Project Costs	
Phases 1 and 2			
Maintenance Building	\$	837,500	
Multi-Purpose Building		9,625,000	
Horse Stalls		270,000	
Livestock Barn		4,180,000	
Small Animal Barn		1,210,000	
RV Park		937,500	
Associated Site Work (All Bldgs)		4,640,000	
Soft Construction Costs @ 25%		5,425,000	
Total Costs: Phases 1 and 2		\$	27,125,000
Phases 3, 4 and 5			
4-H Hall	\$	350,000	
Clackamas Hall		87,500	
Ely Arena		2,825,000	
Fir Grove Building		150,000	
Main Pavilion		1,760,000	
Rodeo Arena		400,000	
Rosebrook Arena		200,000	
Optional/Future Improvements		7,200,000	
Associated Site Work (All Bldgs)		2,900,000	
Soft Construction Costs @ 25%		3,968,125	
Total Costs: Phases 3, 4 and 5		\$	19,840,625

Source: LRS Architects.

8 Assumes the full amount is borrowed at a 4% interest rate and with a 20-year payback period.

Operations and Maintenance Cost Considerations for the Multi-Purpose Building

As with any facility, the CC FEC's goal will be to keep revenues from these facilities at a level that supports their operations and maintenance, but that situation is not always possible.

Staffing

The main operations cost is staffing, since the proposed new facilities will require staff to operate and maintain them. For the proposed Multi-Purpose Building, it seems likely that the early years of operation will have fewer events and less demand for staff time. It is possible and potentially efficient to start light on staffing because it may take a few years to get to the desired level of operation. The CC FEC has indicated that existing staff will be available to (1) program and manage the proposed Multi-Purpose Building and (2) provide administrative support, including answering phones, scheduling, communication, event calendar and scheduling, coordination with maintenance, recruit and train volunteers, open up facilities, brief team prior to events, etc. The Fair Board could likely use existing staff to fulfill this role, at least in the near term. However, in the long-term it is likely that the Fair Board will need to hire additional administrative staff to manage and provide administrative support for the new Multi-Purpose Building.

The new Multi-Purpose Building also would require additional maintenance support. The minimum labor needs to support the new Multi-Purpose Building in near-term would be to hire one maintenance staff member. According to the United States Bureau of Labor Statistics, the annual cost for a maintenance worker would be about \$61,000, including benefits and taxes.

Marketing and Advertising

Before the Multi-Purpose Building is completed, the CC FEC will need to initiate a comprehensive marketing strategy to book up as many days as possible in the first few years. Given relatively limited resources, the CC FEC's challenge will be to amplify the effectiveness of limited funds through online promotions, community events that generate publicity, social media, and word of mouth among event organizers. The CC FEC should consider hiring a public relations firm to help with branding and initial ramp up of the Multi-Purpose Building.

A larger outlay of \$15,000 is anticipated prior to the opening of the Multi-Purpose Building, but these costs could go down to as low as \$5,000 per year once the Multi-Purpose Building is established. The costs of marketing and advertising for the Multi-Purpose Building may be incorporated into a broader marketing and advertising effort for the CC FEC.

General Operations

These expenses include regular operations (e.g., insurance and utilities), supplies, and contingency. A rough range for the incremental expenses for the Phase 1 and 2 improvements for this category would be \$30,000 to \$50,000 per year.

Maintenance Materials

These include tools and repair materials that maintenance staff will use to perform their job duties. Our rough estimate for these expenses is \$15,000 to \$25,000 per year.

Capital Maintenance

The CC FEC should reserve funds for upgrades and maintenance for its buildings. These costs generally range between one and three percent per year. With an annual payment of around \$1,200,000 for the Phase 1 and 2 improvements, this would translate to around \$12,000 to \$35,000 per year.

Comparison of Revenues with Capital and Operational Costs

The capital costs of building the new Multi-Purpose Building are about \$15.3 million. On an annual basis, we estimate the debt payment on these capital costs to be about \$1.2 million. The operations and maintenance for the Multi-Purpose Building may be \$125,000 to \$190,000. Therefore, in total the annual capital and operational costs are likely to be about \$1.4 million.

The revenues from operations of the Multi-Purpose Building are likely between \$400,000 to \$600,000 in the first few years of operations. In the longer-term, a high estimate of revenues of \$1,000,000 per year is possible if the Multi-Purpose Building is booked most weekends and frequently during the week. A higher level of facility usage will also result in higher operational costs from need for additional staffing and marketing costs. Under the low and high revenue estimates, revenues are projected to exceed operations costs. However, if debt service payments

for the facility's construction is combined with operations costs, the total project costs will exceed revenues.

Current Financial Conditions

As of FY 2017-18, the Fair & Event Center is financially supported through a variety of funding mechanisms. These include facility rental fees, transient lodging tax (TLT), donations, and grants, among others. The largest sources of income for the Fair & Event Center are facility rental fees and the TLT, which made up a combined 40 percent of annual revenues in FY 2017-18, as shown in Table 8.

The expenditures of the Fair & Rodeo by itself (excluding the Event Center) made up 65% of the Fairground's total expenditures for fiscal year 2017-18, or approximately \$1.25 million. The Fair & Event Center's current funding situation leaves almost no room for additional expenditures. For this reason, the CCFEC wants to identify ways that they can raise future revenues. The purpose of these new revenues is two-fold. First, the CCFEC would like to invest in new capital-intensive projects such as a Multi-Purpose Building, a Livestock Barn, and other improvements but lacks the funds to pay for these projects. Second, the CCFEC's current financial situation is such that the organization is not able to save sufficient reserves to maintain current facilities and upgrade them as needed. New revenues could allow for more financial resilience.

Table 8. CCFEC Budget, Revenues and Expenditures Detail, FY 2017-18⁹

FY 2017-18 (Actuals)	
Revenues	
State Lottery Funds	\$ 53,167
Local Grants	3,000
Miscellaneous Revenue	31,939
Interest Earned	4,116
Facility Rentals	268,419
Property Rental Income	23,350
Contributions and Donations	14,546
Misc Sales - Highways Sign Ads	0
Transient Room Tax ¹⁰	458,830
Other Revenue Sources	972,307
Total Revenues	\$1,829,674
Expenditures	
Personnel Services	\$ 533,525
Full Time Employees	307,160
Part Time Employees	41,436
Seasonal Fair Employees	23,918
Payroll Costs & Health Benefits	161,011
Workers Compensation, SAIF	0
Materials and Services	1,264,394
4-H Clubs	20,000
Advertising	91,110
Building Repairs/Maintenance	45,850
Events Supported by CCFEC	9,657
Fair Board Expenses	4,159
Insurance	69,633
Telephone and Internet	13,129
Utilities	90,272
Other ¹¹	920,584
Capital	108,728
Contingency	0
Total Expenditures	\$1,906,647

Source: Clackamas County Fairgrounds and Event Center.

⁹ The Fairgrounds' fund balance from its prior year end is reported to be \$528,821. This is not included in the table.

¹⁰ Transient Room Tax represents the entirety of taxpayer support for the CCFEC.

¹¹ A variety of expenditure categories are included in the "Other" line item. These materials and services include, but are not limited to: general office supplies, FFA, Fair fees and expenses, equipment maintenance, legal fees, and staff training.

Funding Options for New Facilities and Future Operations

Several possible funding options for the Fair & Event Center were identified through facilitated discussions with the CCFEC and Clackamas County throughout Spring 2019. The most promising option is a new taxing district that would provide an effective funding strategy for long-term capital improvements identified in this plan. Other options include raising facility fees, receiving money from foundations, or initiating other revenue positive entrepreneurial activities.

Special Taxing District

Special taxing districts are government agencies that, after voter approval, have the authority to create a new taxing area and issue a levy (a tax) on property within that area. Legal types of taxing districts and the rules associated with each taxing district are detailed in Oregon state law.

How would a new taxing district work?

Depending on what type of taxing district is pursued, a new district could have several implications for the Fairgrounds' governance. For some districts, the County Commission would continue to have approval authority and oversight of fair funds. Under other taxing districts, an independent district board would be elected by electors within the district.

Financially, a new taxing district would create a substantial and sustainable new cash flow for the Fairgrounds. From a governance standpoint, the new taxing district could mean that the CCFEC would be governed differently than today.

How would the Fairgrounds pursue a taxing district?

One taxing district option would be to pursue a new Heritage District potentially in partnership with the Clackamas County Heritage Council (CCHC). A joint taxing district that is sponsored by both Heritage and Fair bodies might be more appealing to voters than two separate districts.

The sharing of a new district with the CCHC would mean that revenues from a levy would have to be shared as well. For example, should the two groups pursue the taxing district together, they could split a 10-cent levy evenly, with those allocations written into the levy language. The latest financial analysis shows

that a ten-cent levy could raise about \$5 million a year.¹²

The difficulty in pursuing this option is in convincing voters to approve the creation of a new tax district. In Oregon, new taxing districts must be voted in by public vote. To understand the appeal of this option to the general public, the Fairgrounds and the County will have to conduct statistically valid polling.

How could the Fair Board use this new cash flow?

With the current CCFEC budget at a near balance between revenues and expenditures, the Fair Board could use this increased cash flow to fund a range of new projects and establish reserves and rainy-day funds. For example, the Fair Board could use a portion of the annual levy to pay the debt service on a revenue bond issued to support new capital projects, such as the proposed Multi-Purpose Building. At current borrowing rates and terms, an allocation of \$1 million in annual payments could support about \$13.5 million in borrowed funds.

The option to create a new tax district for the Fair & Event Center is more appealing than other options. Beyond a County-sponsored operating levy or general obligation bond that focused on the Fairgrounds, there are few, if any, other ways to create new ongoing cash flows for the CCFEC. Without a new tax district, it is hard to see the CCFEC being able to be financially successful without additional financial support from the County.

Other Funding Options

While there are a variety of potential funding sources for fairgrounds, this does not mean that dollars to support fairgrounds are plentiful. Like other fairgrounds, the CCFEC layers multiple funding sources together to cover costs. Without a new taxing district, the CCFEC will need to continue to identify and pursue a range of funds to support operations and future capital improvements. This section summarizes funding options other than a new taxing district. Those options include:

- **Increase Fairgrounds Fees and other Revenues.** Fairgrounds revenues predominately come from direct ticket sales from events or from rental fees for facility use, and the CCFEC is no different. The CCFEC had revenue of about \$303,500 from facility rentals in fiscal

¹² Clackamas County Heritage District Levy Proposal Fact Sheet. November 14, 2018.

year 2016-17.¹³ New buildings could provide the opportunity to collect additional fees. For example, facility rental revenues from a new Multi-Purpose Building could create a new annual cash flow of \$400,000 to \$600,000 and possibly as much as \$1,000,000 after several years of operations.

- **General Obligation Bond.** General Obligation Bonds (GO Bonds) allow funding for capital projects that is not dependent on revenue from the project to back the bond. Instead, property taxes are used to pay the debt service. Like a taxing district, a GO bond requires a public vote. Therefore, it would make sense for the CC FEC to pursue either a GO bond or a new taxing district, but not both. The advantage of a taxing district over a GO bond is that it provides ongoing funding, where a GO bond is a one-time infusion of dollars specifically for capital projects. Testing both of these options through public polling is recommended. The CC FEC can consider advocating for a County GO Bond if they decide not to pursue a special tax district.
- **Operating Levy.** Operating levies, also known as serial levies, must be renewed every three to five years if used for operating purposes.¹⁴ There are several examples of operating levies that fund fairgrounds operations throughout Oregon. For example, Clatsop County voters passed an operating levy and have supported the fairground through that revenue stream for the last seven years. The CC FEC could evaluate the pursuit of an operating levy if they decide not to pursue a tax district.
- **Transient Lodging Tax (TLT).** The CC FEC already receives funds from the Clackamas County TLT. In fiscal year 2017-2018, the Fair & Event Center received \$458,830 in TLT funds.¹⁵ According to budget documents from the CC FEC, this amount has steadily increased year-over-year. TLT funds are accrued via a 6% countywide rate, which are exclusively used to promote tourism and tourism development in Clackamas County. The Clackamas County Tourism Development Council oversees tourism and tourism growth countywide, with the Clackamas County Tourism and Cultural Affairs (CCTCA), branded as “Oregon’s Mt. Hood Territory”, managing TLT funds to promulgate tourism growth.¹⁶ The CCTCA is designated as Clackamas County’s Destination Marketing Organization. After the CC FEC receives its share of TLT funding, the remaining TLT revenue is used by the CCTCA to advertise various tourist destinations around the County and they also offer grants to help fund tourism-related projects across the County. These grants are split into three different program types: Community Partnership Program Grants, Development Grants, and Heritage Capital Improvement Grants.¹⁷ The County could consider going to the voters to approve an increase in TLT funds. However, the increase would continue to be allocated according to the current formula and would therefore not provide revenue sufficient to cover capital costs for master plan improvements in isolation.
- **State Lottery Funds.** The State of Oregon gives each county’s fairground with a fair event a set amount to support that event. These funds are restricted for use on fair events and minor improvements to the fairgrounds to support those events. The State allocated Clackamas County \$53,667 in Lottery Funds in fiscal year 2016-17, which went toward the fair event.¹⁸ Like TLT, it would be challenging to attempt to increase the amount of State Lottery Funds that are allocated to the CC FEC.
- **General Fund Dollars.** General Funds may be used to support fairground facilities. The CC FEC does not receive direct revenue from the Clackamas County General Fund, but does receive indirect support from a variety of general fund employees and departments. It is unlikely Clackamas County will dedicate general fund dollars to the Fair & Event Center in the future, but the in-kind support provided by County staff should not be overlooked.

13 This revenue pertains only to the Fairgrounds’ Event Center. About \$50,000 in facility rental revenue were allocated to the Fair & Rodeo, according to the Fairgrounds’ budget documents; however, this revenue is not included in the reported \$303,500 revenues earned from facility rentals at the Fairgrounds.

14 A Brief History of Oregon Property Taxation. Oregon Department of Revenue. <http://www.oregon.gov/dor/STATS/docs/303-405-1.pdf>

15 The Fairgrounds allocates its TLT funding at a 35%/65% split between its Fair & Rodeo and Event Center, respectively. The value reported here pertains to both the Fairgrounds’ Event Center and the Fair & Rodeo. The Fair & Rodeo TLT allocation was \$160,590 for fiscal year 2017-18. The Event Center allocation was \$298,240 for a total TLT funding of \$458,830 in fiscal year 2017-18.

16 Oregon’s Mt. Hood Territory. <https://www.mthoodterritory.com/who-is-oregons-mt-hood-territory>

17 Clackamas County Tourism & Cultural Affairs, Grant Programs. <https://www.mthoodterritory.com/grant-programs>

18 Lottery funds were allocated to the Fairgrounds’ Fair & Rodeo budget, not its Event Center.

- **Partnerships and Philanthropy.** There may be opportunities to partner with other public agencies, nonprofits, or private entities to support the operations and capital costs of building the new multipurpose facility. For example, the County could negotiate naming rights for the new multipurpose facility in exchange for substantial support of the Fair & Event Center or new Multi-Purpose Building.
- **Grants.** There are no grants specific to fairgrounds, but there are grants for activities that are included in fairground activities, especially for youth activities. While none of the granting organizations focuses on fairgrounds specifically, they all offer grants that include some of the functions that the Fair & Event Center provides, such as youth activities or community development. Some fairgrounds find qualifying for grants difficult because the fairground is part of a government agency. As a starting place, the CCFEC could consider looking into grants through major foundations, such as Meyer Memorial Trust, Ford Family Foundation, Oregon Community Foundation, and the Collins Foundation.
- **Entrepreneurial activities.** Some fairgrounds engage in entrepreneurial activities to supplement fairground revenues. These activities typically take advantage of unused or underutilized space or facilities at the fairgrounds. The cost of some of these activities, such as running a commercial kitchen, may be high enough that the activity brings in little revenue. CCFEC only should pursue entrepreneurial activities as staff capacity allows. Examples include:
 - **Storage of large equipment or items.** The CCFEC could be a temporary location to store large bulky items in unused buildings. The challenge with this approach is that use of these buildings requires movement of the bulky items, which discourages use of the buildings.
 - **Catering company.** Douglas County Fairground created a catering company and gave that company the exclusive rights to serve on the fairground land. All proceeds provide revenue to the fairgrounds. Often, catering companies at fairgrounds provide catering service primarily to fairground events.

Preliminary Marketing Plan



The Preliminary Marketing Plan inventories existing advertising assets, recommends a set of initial marketing strategies and identifies elements of a comprehensive marketing plan to be developed at a later date. The goal of the Preliminary Marketing Plan is increase CCFEC use and revenues by:

- Improving the general **awareness** of the Fairgrounds and its facilities
- Creating an **interest** in CCFEC events and activities
- Developing **partnerships** and alliances for mutual benefit

Current Marketing Practices

In 2019, the Fair Board allocated approximately \$90,000 for marketing purposes. A large majority of these funds, approximately \$80,000, is dedicated to advertising the Clackamas County Fair and Rodeo through a variety of paid and unpaid media. The remaining funds are used to advertise the Canby Wine, Food & Brew Fest. Fair & Event Center renters primarily do their own advertising, though event information is posted on the CCFEC website, Facebook page and reader board. The CCFEC website includes descriptions of CCFEC facilities and contact information to learn more about availability and pricing. The CCFEC Facebook page features a calendar of upcoming events. The County also owns a reader board along Highway 99 E at NE 4th Avenue that is used to advertise events.

Preliminary Marketing Strategies

The Phase 1 Master Plan Report recommends that the CCFEC plan for events that appeal to people living in and around Clackamas County, with a focus on the types of new events that the facility improvements and new facilities will support. The survey of stakeholders suggests that people value the traditions and the historic character of the Fairgrounds, and want to see a continuation of related events, such as livestock, agricultural and rodeo events.

The CCFEC also should consider events that are attractive to people visiting the region. In some cases, attracting tourists to events may be more a matter of marketing existing activities to tourists than planning special events designed to attract tourists. Equestrian events and agri-tourism activities provide particularly promising opportunities for the CCFEC.

One conceptual approach to marketing is to place activities into two broad categories. **General marketing** and promotion of the fairgrounds and facilities is designed primarily to reach event planners and attract full fairgrounds events (where multiple buildings and sites are used). A secondary goal is to attract community activities such as meetings, receptions, and other building uses. **Targeted marketing** is designed to attract specific events and users, such as RV parking, weddings, and equestrian activities.

The following is an initial list of marketing strategies CCFEC developed through interviews with representatives from the City of Canby and Clackamas County Tourism and Cultural Affairs. These are consistent with marketing strategies utilized by other fairgrounds and event centers in Oregon.

Users and Events

Maintain a detailed database of users and potential users. Share the information on an annual basis.

- Create or update a comprehensive inventory of current and potential local and regional users. Contact each one and build a client file on each potential user group.
- Create or update a tentative schedule of users for all facilities assuming group numbers, dates and sizes.
- Track all incoming calls and inquiries, including event type, organization name, number of people, desired facilities, specific needs, and whether or not they wish to serve alcohol. Prepare annual report of the information.
- Review and revise standards and policies for use of the facilities. Consider what types and sizes of events should take priority over other events.
- All contracts should include language requiring that CCFEC gets credit on all print and online promotions as a co-host of the event.

Website

Ensure the CCFEC website is accessible, easy to navigate, provides desired information and optimizes search results.

- Include the following information on the CCFEC web page:
 - Fairgrounds history
 - Calendar of events
 - Major events hosted by Fairgrounds
 - Detailed facility information – size, amenities, photos (virtual tour)
 - Blog to post stories about current and upcoming events
 - Alerts and special notices
 - CCFEC social media account links
- Ensure that the website is mobile-friendly.

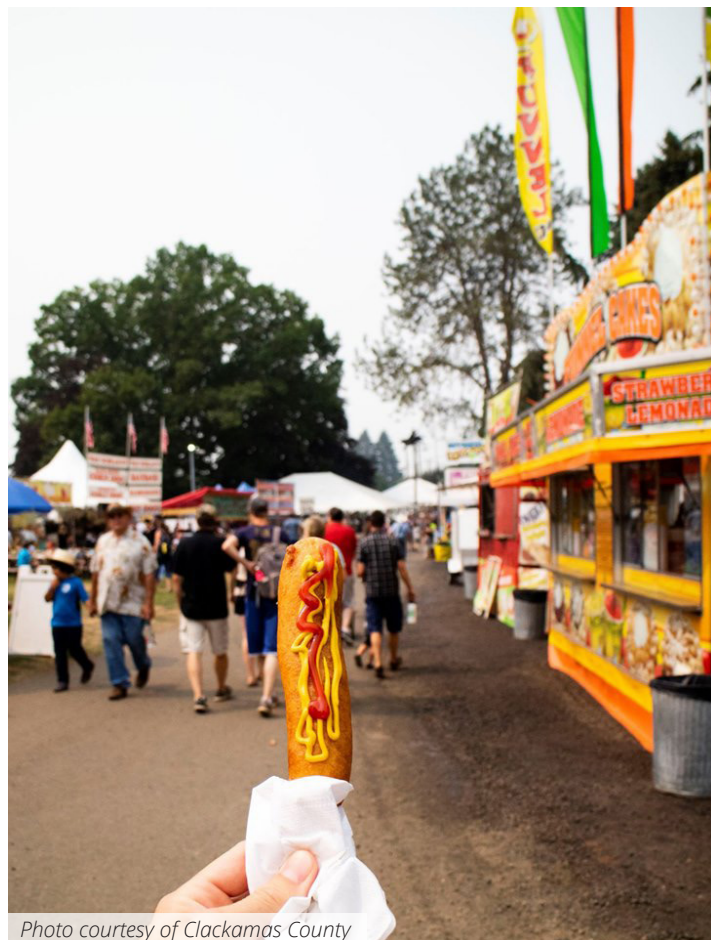


Photo courtesy of Clackamas County

Approximately 80% of people use their phones as the primary way of accessing the Internet.

- Ensure load time for the website is fast to hold viewer interest.
- Ensure web content is rich in keywords that can be recognized by search browsers. The CCFEC web page should be at the top of searches related to events in Clackamas County.
- Use Google Analytics to help determine from where CCFEC is attracting visitors.
- Consider quarterly search engine optimization (SEO) evaluations to track website effectiveness.
- Add annual budget line item for Google to promote CCFEC website
- Post a calendar of events of at least one year.

Social Media

Develop a comprehensive social media strategy and social media tools.

- Prepare and post coverage before, during and after events, including photos, videos and

narrative. Show behind the scenes construction, event preparation, employee profiles, user profiles.

- Ensure CC FEC is tagged in the location and host fields for all events.
- Reshare the location of events on Facebook.
- Tag photos that users take with CC FEC.
- Identify Clackamas County as sponsor on Facebook.
- Identify the Canby Area Chamber of Commerce as a co-host for events as appropriate so the information is listed in the Chamber event calendar.
- Tag Mt. Hood Territory with events so events can be shared on the website.
- Create hashtags for Fair and Rodeo and Canby Wine, Food & Brew Fest.
- Create a Snapchat geofilter.
- Use Instagram to generate stories.
- Create Youtube channel for CC FEC to post videos.
- Work with Mt. Hood Territory to pursue Facebook sponsorship for events.
- Attend the annual Tourism Tech Symposium.

Traditional Media

Use traditional media techniques and in-person marketing to promote CC FEC events to general and targeted audiences.

- Prompt local newspapers with article ideas to promote upcoming events.
- Reach out to local TV stations who promote community events (KGW, KPTV, etc.)
- Pursue newspaper, magazine and radio ads, as well as outdoor advertising in the form of signs and banners.
- Magazine, newspaper, and placed brochure advertising for particular target markets such as RV clubs, equestrian groups, auto clubs, and various collector groups.
- Attend shows and exhibitions to promote the Fairgrounds in a number of groups, such as bridal shows, equestrian meetings, auto and RV clubs, and a myriad of community groups.
- Host a tent/table at the Canby Farmers Market

and other local events to promote upcoming events.

- Work with the Clackamas County Arts Alliance and Pamplin Media Group to be included in the Cultural Guide.
- Develop general and facility-specific (RV Park, wedding venue, sponsored events, equestrian facilities) brochures to be placed in B&Bs, hotels, motels, restaurants and other high tourism locations.
- Explore inclusion of Canby Wine, Food & Brew Fest in the Mt. Hood Territory Wine Trail and Tap Trail.
- Explore inclusion of CC FEC in the Oregon Co-op Advertising program.
- Prepare signage and banners for the Fairgrounds and the City of Canby to promote the grounds and events or events its long-term tenants are sponsoring.
- Pursue inclusion in Canby Economic Development Facebook page and e-newsletter.
- Pursue inclusion in Canby Area Chamber of Commerce publications, such as the Relocation Book and Best of Canby.

Partnerships

Participate and work with other local and



governmental organizations to support their efforts, tap their resources, develop partnerships and synergistic relationships, and reach shared audiences.

- Develop ongoing relationships and communications with key partners, including:
 - Clackamas County Tourism and Cultural Affairs (Mt. Hood Territory)
 - City of Canby (Economic Development)

- Canby Area Chamber of Commerce
- Travel Oregon
- Establish regular communications with Mt. Hood Territory to promote CCFEC and events and to pursue grants and technical assistance.
- Strengthen partnership through monthly meetings with City of Canby and Canby Area Chamber of Commerce to ensure cross promotion of local events and activities.
- Consider a partnership with Travel Oregon/ Travel Portland to gain access to resources and promote CCFEC and events.
- Develop partnerships with Canby businesses that can provide additional amenities to CCFEC users, such as banquet facilities.
- Consider sponsoring Canby Business First Thursday.

Comprehensive Marketing Plan Elements

This Preliminary Marketing Plan includes a number of “low-hanging fruit” that the CCFEC can pursue to better promote Fair & Event Center facilities and advertise the many events hosted at the site. As funds become available, we recommend the CCFEC develop a more comprehensive and long-term Marketing Plan that builds off the information contained in this Master Plan report. A more comprehensive Marketing Plan should span five-years and may include, but is not limited to:

Marketing Objectives. What is the desired outcome of CCFEC marketing efforts. Is the CCFEC trying to increase overall awareness, the use and revenues associated with all facilities or to attract specific types of events?

CCFEC Asset Inventory. What are the assets of the CCFEC in terms of location, facilities and amenities. What makes CCFEC unique relative to its competitors within the County and the region?

User Profiles. What types of events are hosted currently and what are the characteristics of the people who attend these events? What types of events is the CCFEC well-suited to host in the future? What do tourism market trends say about emerging events and users?

Target Audience. Who are we marketing to? What is the full spectrum of audiences the CCFEC is trying to reach with marketing efforts? Event planners? Community members?

Marketing Strategies. Identify marketing strategies tailored to reach each desired audience. Prepare a one-year action plan with tasks, schedules and assigned responsibilities to implement the Marketing Plan.

Next Steps

Recommended next steps are divided into two categories: Master Plan Implementation and Funding and Governance.

Master Plan Implementation

There are several actions that the CCFEC should take to move the master plan from concept to reality. The set of tasks presented below are near-term actions that will help the Fair Board achieve its facilities and programmatic goals while also considering a positive balance of revenue to costs:

- **Develop a five-year strategic plan.** The CCFEC Master Plan is not a strategic plan. A strategic plan should set priorities and identify actions and resources (e.g. staff, funding, etc.) needed to achieve these priorities. In addition to the five-year plan, the governing body should develop an annual work plan that makes it clear which policy issues it will be working on over the course of the subsequent year. Part of each year's cycle is a review of the five-year plan, an assessment of progress on the five-year work plan, and amendments and revisions to the plans as needed.
- **Complete a more detailed analysis of potential rental rates for the new Multi-Purpose Building.** This preliminary analysis provides a bookend approach based on comparable facilities. A complete market analysis would include a survey or set of interviews with potential event organizers to determine willingness to pay, key amenities that should be included in the space, and supplemental information on the competitive landscape for large event spaces.
- **Create a more detailed phasing plan for investments that accounts for financial limitations and focuses on revenue generation.** The Master Plan's current phasing plan prioritizes near-term investments that generate revenue. As the key decisions on funding options crystallize, the Fair Board should develop a more specific phasing plan that includes the timing of investments and construction of specific facilities.
- **Seek out additional sponsorships and philanthropy opportunities.** As part of ongoing discussions about the proposed improvements, the CCFEC should explore potential sponsorships and naming opportunities for key facilities at the Fairgrounds.
- **Evaluate staffing plan for operation of new Multi-Purpose Building.** The Multi-Purpose Building could, in theory, be operated at different levels of use, which would have different staffing requirements and may require additional staffing for scheduling, marketing, or security of the building.
- **Develop an operating plan.** After completion of the Master Plan, the Fair Board will have to do the following to operate the facilities: create or update a tentative schedule of users for the facilities, develop or revise standards and policies for use of the facilities, develop a pricing structure, create or update an equipment inventory and use allocation, and build a budget based on the forecast of operations for the first year of operation.
- **Initiate facility design and construction.** When funds become available, initiate a process to design proposed Phase 1 facilities and other site improvements, and identify needed equipment.

Funding and Governance

The Fair Board needs to develop a complete funding strategy for proposed improvements in the master plan. As a key potential funding source for future improvements and ongoing operations, a taxing district that could establish its own operational levy with voter approval would be an effective funding strategy for long-term capital improvements. The following near-term actions will set the foundation for a financially sustainable future:

- **Continue to explore a special taxing district.**
 - Pursue taxing district by conducting **initial polling work**. Commission opinion research and polling to determine how to best move forward with the potential ballot measure on a fair district. Key issues that the polling should explore are: community priorities and concerns, what role the Fair & Event Center plays within the community, how community members use the it, potential language options for the ballot measure, and how the Fair & Event Center best intersects with other priorities around the Clackamas County Heritage Council.
 - Consider **timing** on taxing district. Determine the best timing for pursuing its ballot measure. Polling will provide some input into the question of when to launch a ballot measure. A campaign consultant may also provide additional insight into the likelihood that a ballot measure would pass in one election over another.
- Continue to **build strong relationships** with partners that have shared goals. Many partners, especially the CCHC, share similar goals and desires. Continuing to build these partnerships could yield benefits to CC FEC efforts. For example, a coordinated push for a taxing district with the CCHC would leverage the marketing savvy and connections of both groups, thus amplifying the taxing district outreach.
- Consider **how the Fair & Event Center will be governed** if a taxing district is created. A joint taxing district with the CCHC will demand new governance and finance structures. The Fairgrounds should consider how it will govern itself, if it is uncoupled from the County. It should also consider how it will share governance and financial oversight responsibilities with the CCHC.
- **Consider alternatives.** If the Fair Board and County ultimately decide not to pursue the taxing district, they should explore alternative funding sources and governance structures that allow for more efficient management of the Fair & Event Center.



BUDGETARY PROJECT PROPOSAL

	BUILDING	Clackamas County Fairgrounds			
	DEPARTMENT	BCS			
	PROJECT SCOPE	OPTION A Install 140x350 at original livestock barn's location(s)			
	DATE	10/7/2021			
	CONSTRUCTION ITEM	QUANTITY	U.O.M.	COST	EXTENDED COST
1	Architech and Engineering		Estimate	\$ 350,000.00	\$ -
2	Excavation, Move Existing Utilities, Demolition	1	Estimate	\$ 100,000.00	\$ 100,000.00
3	Concrete Floor	49000	sq.ft.	\$ 7.00	\$ 343,000.00
4	Steel Structure Kit	1	Estimate	\$ 1,000,000.00	\$ 1,000,000.00
5	Steel Erecting	49000	sq.ft.	\$ 14.00	\$ 686,000.00
6	Fire Suppression system	1	Estimate	\$ 150,000.00	\$ 150,000.00
7				\$ -	\$ -
8				\$ -	\$ -
9				\$ -	\$ -
10				\$ -	\$ -
11	Generator		Estimate	\$ 300,000.00	\$ -
12				\$ -	\$ -
13	TOTAL				\$ 2,279,000.00
14					
15					
16					
17					
18	Solar cost @ 1.5% of total	\$ 2,279,000.00		1.5%	\$ 34,185.00
19	Contingency (15% of total construction cost)	\$ 2,279,000.00		15.0%	\$ 341,850.00
20	Construction Administration			10.0%	\$ 228,100.00
21					\$ -
22	Grand Total of Construction Cost				\$ 2,883,135.00
23					\$ -
24					\$ -
25	SOFT COST				\$ -
26	Permit Cost (5% of Construction Cost)	1	\$ 0.05000	\$ 144,156.75	\$ 144,156.75
27	BOLI Fees		each	\$ 250.00	\$ -
28	Contract Fees - Under \$50,000.00. This is a fee charged by the Purchasing department directly to the department through the normal allocation processes		each	\$ 280.00	\$ -
29	Contract Fees - Over \$50,000.00. This is a fee charged by the Purchasing department directly to the department through the normal allocation processes		each	\$ 1,700.00	\$ -
30	PERMIT SUB-TOTAL				\$ 144,156.75
31					\$ -
32	FFE		estimate	\$ -	\$ -
33					\$ -
34	Soft Cost Total				\$ 144,156.75
35					\$ -
36	GRAND TOTAL				\$ 3,027,291.75



BUDGETARY PROJECT PROPOSAL

	BUILDING	Clackamas County Fairgrounds			
	DEPARTMENT	BCS			
	PROJECT SCOPE	OPTION B Install 140x350 at original livestock barn's location and attach existing web steel structure (Rosebrook Arena)			
	DATE	9/8/2021			
	CONSTRUCTION ITEM	QUANTITY	U.O.M.	COST	EXTENDED COST
1	Architech and Engineering	1	Estimate	\$ 350,000.00	\$ 350,000.00
2	Excavation, Move Existing Utilities, Demolition	1	Estimate	\$ 100,000.00	\$ 100,000.00
3	Concrete Floor	49000	sq.ft.	\$ 7.00	\$ 343,000.00
4	Steel Structure Kit	1	Estimate	\$ 1,100,000.00	\$ 1,100,000.00
5	Steel Erecting	49000	sq.ft.	\$ 14.00	\$ 686,000.00
6				\$ -	\$ -
7	change color of formatted table			\$ -	\$ -
8				\$ -	\$ -
9				\$ -	\$ -
10				\$ -	\$ -
11	Generator	1	Estimate	\$ 300,000.00	\$ 300,000.00
12				\$ -	\$ -
13	TOTAL				\$ 2,879,000.00
14					
15					
16					
17					
18	Solar cost @ 1.5% of total	\$ 2,879,000.00		1.5%	\$ 43,185.00
19	Contingency (20% of total construction cost)	\$ 2,879,000.00		20.0%	\$ 575,800.00
20	Construction Administration			10.0%	\$ 288,100.00
21					\$ -
22	Grand Total of Construction Cost				\$ 3,786,085.00
23					\$ -
24					\$ -
25	SOFT COST				\$ -
26	Permit Cost (5% of Construction Cost)	1	\$ 0.05000	\$ 189,304.25	\$ 189,304.25
27	BOLI Fees		each	\$ 250.00	\$ -
28	Contract Fees - Under \$50,000.00. This is a fee charged by the Purchasing department directly to the department through the normal allocation processes		each	\$ 280.00	\$ -
29	Contract Fees - Over \$50,000.00. This is a fee charged by the Purchasing department directly to the department through the normal allocation processes		each	\$ 1,700.00	\$ -
30	PERMIT SUB-TOTAL				\$ 189,304.25
31					\$ -
32	FFE		estimate	\$ -	\$ -
33					\$ -
34	Soft Cost Total				\$ 189,304.25
35					\$ -
36	GRAND TOTAL				\$ 3,975,389.25



BUDGETARY PROJECT PROPOSAL

	BUILDING	Clackamas County Fairgrounds			
	DEPARTMENT	BCS			
	PROJECT SCOPE	OPTION C Install 140x350 as shown on Master Plan			
	DATE	9/8/2021			
	CONSTRUCTION ITEM	QUANTITY	U.O.M.	COST	EXTENDED COST
1	Architech and Engineering	1	Estimate	\$ 500,000.00	\$ 500,000.00
2	Excavation, Move Existing Utilities, Demolition	1	Estimate	\$ 950,000.00	\$ 950,000.00
3	Concrete Floor	49000	sq.ft.	\$ 7.00	\$ 343,000.00
4	Steel Structure Kit	1	Estimate	\$ 1,000,000.00	\$ 1,000,000.00
5	Steel Erecting	49000	sq.ft.	\$ 14.00	\$ 686,000.00
6				\$ -	\$ -
7				\$ -	\$ -
8				\$ -	\$ -
9				\$ -	\$ -
10				\$ -	\$ -
11	Generator	1	Estimate	\$ 300,000.00	\$ 300,000.00
12				\$ -	\$ -
13	TOTAL				\$ 3,779,000.00
14					
15					
16					
17					
18	Solar cost @ 1.5% of total	\$ 3,779,000.00		1.5%	\$ 56,685.00
19	Contingency (20% of total construction cost)	\$ 3,779,000.00		20.0%	\$ 755,800.00
20	Construction Administration			10.0%	\$ 378,100.00
21					\$ -
22	Grand Total of Construction Cost				\$ 4,969,585.00
23					\$ -
24					\$ -
25	SOFT COST				\$ -
26	Permit Cost (5% of Construction Cost)	1	5%	\$ 248,479.25	\$ 248,479.25
27	BOLI Fees		each	\$ 250.00	\$ -
28	Contract Fees - Under \$50,000.00. This is a fee charged by the Purchasing department directly to the department through the normal allocation processes		each	\$ 280.00	\$ -
29	Contract Fees - Over \$50,000.00. This is a fee charged by the Purchasing department directly to the department through the normal allocation processes		each	\$ 1,700.00	\$ -
30	PERMIT SUB-TOTAL				\$ 248,479.25
31					\$ -
32	FFE		estimate	\$ -	\$ -
33					\$ -
34	Soft Cost Total				\$ 248,479.25
35					\$ -
36	GRAND TOTAL				\$ 5,218,064.25