

MEMORANDUM

To: Wayne Belmont, *Lincoln County Counsel*
From: Steve Faust, *3J Consulting*
Date: March 30, 2018

Project Name: Lincoln County Commons
RE: DRAFT Facilities Plan

I. INTRODUCTION

This draft Facilities Plan builds on the existing conditions research conducted in Fall 2018 and is based on comments gathered through a series of focus group interviews and a meeting of the Master Plan Vision Committee in January 2018. The consultant team prepared three alternatives for the primary Commons site and facilities and adjacent land east of Harney Street that includes the Lincoln County Animal Shelter.

The report begins with recommendations for existing and potential new facilities. For existing facilities, we assess whether the buildings should remain or be removed. For the proposed new multi-use facility, we recommend the structure type and size, describe possible uses and users, and assess the feasibility of using it as an emergency shelter and operations facility. Similar information is provided for a proposed new covered animal facility. In addition, we assess general parking, circulation, and special event assessment common with all alternatives.

Next, we describe three site alternatives including existing facilities, proposed new facilities, potential uses for the site east of Harney Street, needed infrastructure improvements, specific circulation, parking and special events needs and potential noise and other community impacts. We also assess the current conditions and opportunities for the Commons site and proposed facilities from a market perspective. Finally, we describe next steps in the process to get from the three alternatives to a preferred alternative.

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II. CONTEXT, VISION AND MISSION STATEMENT

Context

The Lincoln County Board of County Commissioners has determined that the current Commons site (Figure 1) will continue to serve as the location for the County Commons. This determination was made through a prior planning process over a span of several years. Funding has been secured for the Commons through two voter-approved measures:

- In 2007, a Transient Lodging Tax (TLT) increase was approved by voters with a portion of the revenues dedicated to tourism and funding a Fairgrounds Facilities Improvement Fund. This contribution generates approximately \$260,000 per year annually for capital investments in the Commons facility.
- The 2016 TLT increase (Measure 21-165) was approved by voters to increase the County lodging tax by 1% with revenues secured for Fairgrounds redevelopment. Staff anticipates that this will generate approximately \$240,000 annually.
- The City of Newport's Urban Renewal Plan identifies up to \$3 million in utility, road and offsite infrastructure upgrades.
- Event fees and leases generate an average of \$28,000 for Commons operations.

The County and Fair Board have identified a multi-use, public facility that will provide a venue for a wide range of activities throughout the year that would not compete with existing hotels and convention spaces. Programming, amenities and budget will, in part, determine the square footage which staff anticipates somewhere in the 12,000sf to 45,000sf range.

Commons Vision and Mission Statement

Our vision is to see the Lincoln County Commons (formerly the Lincoln County Fairgrounds) become an important gathering place for Lincoln County.

Our mission is to offer a variety of venues which will make the Lincoln County Commons a preferred destination for residents and visitors.

Our core values are to respect traditions of the past and cast new directions for the future with a focus on youth.

Our strategic areas of focus for the Lincoln County Commons are the activities contemplated in the ORS 565.230: The Lincoln County Commons shall "be utilized to the fullest extent for pleasure, recreation and public benefit and for the holding of any exhibitions, shows, carnivals, circuses, dances, entertainments or public gatherings."

Our strategic goals are to facilitate the development of venues to realize our strategic areas of focus. Our action plans will be developed between the Fair Board, the Lincoln County Commissioners and the citizens of Lincoln County.



LINCOLN COUNTY FAIRGROUNDS
NEWPORT, OREGON



Figure 1. Aerial Image of the Lincoln County Commons

III. FACILITIES

Existing Facilities




The Existing Conditions Report (February 2018) assessed the condition and location of nine existing facilities, as shown in Figure 2. The following is a summary of those assessments:

1. Stage. This structure appears to be in fair condition. In the long term, it could be replaced or possibly relocated, but based on its location near the southwest corner, it might be maintained in its current location for the short term.
2. Main Exhibit Hall. The Exhibit Hall is in poor condition and would need significant repairs to serve as an assembly building for the long term. The internal columns limit its potential use as large event space. With a central location and large footprint, the Exhibit Hall may adversely affect future site development if renovated.
3. Horse Barn Remnant/Storage Shed. The structure appears to be in good shape. However, the Horse Barn Remnant is located near the center of the site, potentially a key location for future development.
4. Floral Building (Thrift Shop). While the facility is in good condition, it is located near the center of the site and may impact ideal site configuration.
5. Rabbit Barn/Storage Shed. With significant repairs required, limited use, and its central location, it is a prime candidate to be removed, with the rodeo power panels to be relocated.
6. Riding Arena. The Riding Arena is in poor condition and, since the initial Building Conditions report, one of the roof purlins has failed causing additional concern about the structural integrity of the building.
7. 4-H/Livestock Barn. Located on the east property line toward the southern end, it may not be in the way of planned development, and due to its Fair condition, may be worth renovating for future use.
8. 4-H-Building and Restrooms. While it may not significantly impact development in more central areas of the site, it is in poor condition and unattractive as the first building visible when approaching the site.
9. Outdoor Arena. The arena is located on prime property near the middle of the site where its relatively large footprint isolates the open areas further north from the remainder of the site. Since the facility has minimal structures it is a prime candidate for relocation to the north end of the site, where the soils are not appropriate for more extensive development.



1. EXISTING SITE PLAN
SCALE: 1"=50'

- 1. STAGE
- 2. MAIN EXHIBIT HALL
- 3. HORSE BARN REMNANT/ STORAGE SHED
- 4. FLORAL BUILDING (THRIFT SHOP)
- 5. RABBIT BARN/ STORAGE SHED
- 6. RIDING ARENA
- 7. 4-H/ LIVESTOCK BARN
- 8. 4-H BUILDING AND RESTROOMS
- 9. OUTDOOR ARENA

-  GOOD CONDITION
-  FAIR CONDITION
-  POOR CONDITION

SITE DIAGRAM

LINCOLN COUNTY FAIRGROUNDS




NORTH 
NOVEMBER 17, 2017

Figure 2. Commons Site Diagram

10. Animal Shelter. This structure and associated outbuildings located on the east side of Harney Street have serious water infiltration and, as a result, structural integrity issues that would best be addressed by relocating the facility and demolishing the existing structures.

Based on these assessments, proposed new facilities and the alternatives, we recommend that most existing structures be torn down. The Floral Building is the only building worth keeping if a suitable use is determined. The attached restroom structure however should be demolished and replaced elsewhere on site. Proposed improvements, uses and users for the Floral building are described later in the Plan.

New or Redeveloped Facilities and Amenities

The Master Plan Vision Committee meeting and stakeholder interviews identified a need for two multi-purpose structures to accommodate the variety of activities occurring on the site: an enclosed Multi-Use Building capable and a covered, open air Pavilion. The Multi-Use Building would accommodate a host of local needs and offer the potential to attract larger events associated with tourism to the county. The Pavilion would accommodate a variety of County Fair activities and provide a year-round covered facility for 4-H groups and others needing shelter from the weather, but not requiring heated indoor space.

Multi-Use Building (Event Center)

- Anticipated to be a steel building, with a variety of volumes. The space may be reminiscent of the historic seafood industry.
- The building would provide a large exhibit / event space of approximately 20,000 sf and a variety of smaller meeting or conference rooms, a catering kitchen, storage, a management office, and building services. Restrooms in this building would serve the building and the entire Commons site.
- Paved parking, bike parking and off-street loading would be provided per City of Newport standards.
- Stakeholders expressed interest in exploring the feasibility of using the Multi-Use Building as an emergency shelter. While this would require further assessment, rough order of magnitude cost estimates for incorporating resiliency features to the building can be found in Appendix A.

Covered Pavilion

- The Pavilion structure is anticipated to be an open-air, gable roofed, steel structure with earthen floor. It would include enclosed areas for storage, restrooms and possibly concessions. Exterior walls would provide wind protection in selected areas.
- The Pavilion would provide a rain and wind protected, open air space suitable for riding events, County Fair livestock pens and show rings, a variety of motorized events and concerts.
- Paved parking, bike parking and off-street loading would be provided per City of Newport standards.

4-H Facility

- As the home of the Lincoln County Fair, the Lincoln County Commons hosts the County's 4-H program, funded and staffed by the Oregon State University Extension Program. The program currently utilizes a small structure on the southeast corner of the Commons site which has been identified for demolition. Interviews with a number of 4-H leaders indicate they do not specifically need a permanent building to house the 4-H program, as most groups typically meet in a barn with little infrastructure needed. However, during the County Fair there is a need for a 4-H home. This could be accommodated within either the Multi-Use Building or the Pavilion.
- Another option is to retain the existing Floral Building on site for 4-H use, making it available for meetings and events throughout the year as well as for small animal displays during the County Fair. The existing structure is an un-insulated 'pole barn' construction with asphalt floor. The eastern portion of the building has been finished out with sheetrock walls and a ceiling, suitable for a classroom space. The remainder of the building is exposed structure, more suitable as a small animal barn.
- An attached restroom structure, predating the Floral Building, has been should be demolished and reconstructed to serve this building as well as other activities on the Commons site.

Transit and Emergency Services Facility

- The Lincoln County Animal Shelter currently occupies the portion of the site on the east side of Harney Street. The structure is inadequate and in very poor condition. This use is not compatible with the primary uses for the Commons, and a new location is being pursued for the facility.
- Relocating the animal shelter and demolishing the existing structure would allow redevelopment of the site. One option under consideration replaced the demolished structure with additional parking, and construct a new Transit Center and Emergency Services Building just south of the newly expanded parking area.

Outdoor Area

- This space would consist of a large multi-purpose outdoor space with pervious paving, such as compacted gravel. The hardened ground surface allows year-round use for outdoor events, placement of tents and other temporary structures, overflow parking for large events in one of the structures, etc.
- Many outdoor events and uses were identified in stakeholder meetings that would benefit from a ground surface that would not be muddy. Events could include festivals, a salmon bake, craft fairs such as a Saturday market, a Seafood and Wine event, and agricultural equipment shows. The space could be used alone or in conjunction with events in one of the permanent structures on site.

Open Area

- The open green space would consist primarily of expansive lawn areas.
- These spaces would be available for outdoor activities such as sports fields, playgrounds, a fitness trail, show rings for animal events and informal RV parking.

Facilities and amenities that cannot be accommodated on site

- Horse boarding, historically accommodated on the site, is not feasible within the proposed structures. Site constraints and parking limit the area available for a dedicated facility of this type.
- R.V. parking associated with events would continue to be accommodated on the site as needed. However, the size of the site does not lend itself to providing permanent R.V. spaces and hookups. Locations where power and water could be provided for temporary use will be investigated.

Transportation Facilities

Parking

Parking Requirements

Newport Municipal Code Section 14.14 provides parking, loading, and access requirements for new or redeveloped sites. Parking rates are determined based on use of the property in accordance with the 39 uses specified in Code Section 14.14.030. There is no use listed in the Code that directly matches with the proposed facilities. The use most consistent with the Multi-Use Building appears to be use 39. *Assembly Occupancy*, which includes a rate of 1 space/8 occupants and 1 occupant/15 square feet of gross building area. It is possible the City could apply the 39. *Assembly Occupancy* parking rate to the Multi-Use Building and Covered Pavilion or a combination of them. Alternatively, the City may determine none of the Code-listed uses are consistent with the intended uses and allow for determination of parking requirements by the Planning Director and/or require a separate parking demand analysis as outlined in Section 14.14.040.

Conversations with City staff will be necessary to better understand how they interpret the parking code requirements. Below is a summary of potential parking rate derivations that the Code suggests are possible.

Potential Parking Requirements Based on Maximum Building Occupancy

Parking requirements could be determined based on maximum occupancy of the building space. A rate of 1 parking space per 8 occupants would then be applied to determine parking requirements. Preliminary parking requirement estimates are provided below for the Event Center (Table 1) and Covered Pavilion (Table 2) based on preliminary maximum building occupancy estimates provided by the project architects.

Table 1. Preliminary Parking Requirement Estimates for the Event Center

Event Center (~25,500 sf)	
Exhibit space	20,000 sf / (1 occupant / 15 sf) = 1,335 occupants
Conference Rooms	5,000 sf / (1 occupant / 7 sf) = 715 occupants
Office	500 sf / (1 occupant / 100 sf) = 5 occupants
<i>Total</i>	~ 2,055 occupants, max
<i>Parking Required</i>	1 space per 8 occupants = 257 parking spaces

Table 2. Preliminary Parking Requirement Estimates for the Covered Pavilion

Covered Pavilion (~25,500 sf)	
Dirt floor + Rooms	24,000 sf / (1 occupant / 300 sf) = 80 occupants
Conference Rooms	1 occupant/ 18" per seat = 1,500 occupants
<i>Total</i>	~ 1,580 occupants, max
<i>Parking Required</i>	1 space per 8 occupants = 198 parking spaces

If programming for the site includes the simultaneous use of the Multi-Use Building and Covered Pavilion, the City presumably will require sufficient parking spaces to accommodate both buildings. Based on the summary above, the site could require approximately 455 parking spaces; 257 for the Event Center and 198 for the Covered Pavilion.

On-site Parking Supply Estimate

Parking supply estimates were developed for the three master plan alternatives include assumptions for landscape islands and ADA stalls. They are approximate, with about 60 feet for each double loaded aisle. The planning estimates suggest that Alternative 3 would meet the 455-space onsite parking requirement noted above, Alternative 2 would come close and Alternative 2 would be 85 stalls short. If the site is expected to program frequent capacity use, the City may require all parking be paved per code section 14.14.090.

Table 3. Parking Supply Estimates by Alternative

Alternative	Parking Area	Stalls	Total
Alternative 1	South Paved Area	292	446
	Central Paved Area	111	
	North Gravel Area	43	
Alternative 2	South Paved Area	205	370
	Central Gravel Area	83	
	North Paved Area	35	
	Northwest Paved Area	47	
Alternative 3	South Paved Area	292	592
	Central Paved Area	126	
	North Gravel Area	174	

If on-site parking capacity is insufficient per Code to support use of both buildings simultaneously, the City could consider use of the shared parking area on the east side of Harney Street during capacity events to satisfy parking demand. A shared parking option is addressed in Code section 14.14.090.E.

Dialogue with City staff is recommended to better understand City Code parking requirements and opportunities to best design the site to accommodate an appropriate amount of parking.

Parking for Outdoor Open Areas

The three alternatives include space for an outdoor open area that may include sports fields, playgrounds, and/or other outdoor activities. Code Section 14.14 includes a parking requirement for 26. *Park* with a rate of 2 spaces/acre, and for 27. *Athletic Field* with a rate of 20 spaces/acre. It is possible the City will allow parking requirements for this area to be included with the requirements for the primary Multi-Use Building and Covered Pavilion uses. However, if the open area is programmed to include frequent organized events, such as sport tournaments, the City may require this space be accommodated with additional parking.

Site Trip Generation and TIA Requirements

Newport Municipal Code Section 14.45 provides requirements for determining applicability of a traffic impact analysis (TIA) for any new or redeveloped site. Code Section 14.45.010.C requires a TIA be provided for a development proposal that may generate 100 PM peak-hour trips or more onto city streets or county roads. The City uses the TIA to determine if off-site transportation improvements are needed to mitigate the effects of trips to/from the proposed development. Agencies, such as the City, are primarily concerned with peak hour transportation system operations during the morning (7:00-9:00 AM) and evening (4:00-6:00 PM) periods.

The industry standard for estimating development peak-hour trip generation is the *Trip Generation Manual* published by the Institute of Transportation Engineers (ITE). The manual does not provide data for land uses representative of the Multi-Use Building or Covered Pavilion planned for this site. Determining trip rates for the proposed Commons site will require conversations with the City as well as further understanding of the programming for the new facilities. The following program information would help inform and facilitate trip generation estimation in addition to discussions with City staff:

1. Will the Event Center be used for small/large group community meeting space?
 - o Days of the week, time periods (peak hours?), frequency (regularly scheduled?), and anticipated attendance
2. Will the Covered Pavilion be used for small/large group recreational equestrian use or other use?
 - o Days of the week, time periods (peak hours?), frequency (regularly scheduled?), and anticipated attendance
3. What type and size of large events will be scheduled to use both facilities simultaneously at full capacity?
 - o Days of the week, time periods (peak hours?), frequency, and anticipated attendance

It is unlikely the programmed uses noted 1 and 2 above will result in typical PM peak-hour trip generation that would meet the 100-trip threshold requiring a TIA. However, based on past conversations we know the City will be interested in discussing transportation impacts of the programmed uses and potential larger events that use the facility to capacity, noted in #3.

The City may request a separate trip generation study be provided based on other similar facilities for comparison purposes. Alternatively, the City may accept a study methodology assuming an event uses both buildings to full capacity occurring during a peak hour. This would result in a worst-case traffic operations analysis and show the greatest impacts to the study intersections.

Code Section 14.45.020 provides the requirements for completing a traffic study. A TIA scope will be developed once site programming is better defined and following discussions with the City. The TIA scope will outline the study intersections, time periods, and trip generation for which the TIA is based.

The US20/Harney Street intersection will be of particular interest to the City, considering this will be the primary circulation route to/from the site for the general public. Because US20 is a state highway operated and maintained by the Oregon Department of Transportation (ODOT), scoping discussions involving operations at this intersection should include ODOT coordination.

General Circulation To/From the Site

The preferred route for general public traffic circulation to/from the site is via the US20/Harney Street intersection. General use of this intersection will limit traffic on residential streets west and south of the site. There is currently "Fairground" wayfinding signage at the US20/Harney Street intersection and the US101/NE 6th Street intersection; both are signalized. NE 6th Street serves the residential area between the site and US101, and is also a primary route to the High School. NE 6th Street is also a designated bike route between the High School and NW Coast Street along the beach frontage. Wayfinding signage for the "Commons" should be moved to the US101/US20 signalized intersection. Alternatively, local residents may use the local street grid network south, west, and north of the site.

Pedestrian and bicycle trips to the site should be encouraged. The Existing Conditions report provided a list of Transportation System Plan projects that would improve pedestrian and bicycle facilities between the highways and the site. Implementation of these projects would make bicycle and pedestrian trips to/from the site more attractive.

Yearly Fair Special Event Circulation and Parking

Once a preferred alternative is selected, stakeholders should discuss and plan how the new site layout would best serve the annual County Fair. Of particular interest to event circulation and parking is the closure of NE Harney Street during the fair. Planning for the Fair event should prioritize keeping most or all of the activities and facilities on the main site, and to keep NE Harney Street open to traffic circulation. Harney Street is the primary route to/from the highway and should remain open to allow circulation to areas north of the site for street parking and parking at the Middle School.

Public Works and transit parking should continue to be temporarily relocated to off-site locations during Fair week, to maintain the parking area on the east side of Harney Street for Fair needs.

The high school parking area should continue to be the primary, close-proximity public parking area during Fair week. Use of the Middle School parking area and Newport Prep Academy parking area should be continued with shuttle service provided. Circulation of the local neighborhood and on-street parking during peak Fair hours will likely continue, as fairgoers will seek parking as close to the County Fair as possible. Large public parking areas and shuttle service should be prominently displayed with wayfinding signage to inform attendees of these options.

In addition, walking and bicycling to the fair should be encouraged. The Fair should be active informing the general public of quality pedestrian and bicycle routes to/from the fair and areas north, south and west of town. The Fair Board should consider financial incentive to attendees who walk or bike (e.g. free snow cone). Also, consider free public transit service to the Fair.

Noise Impacts

As per the Newport Municipal Code, an analysis of the potential noise impacts for the three site alternatives includes potential sources of noise and sensitive receivers and applicable noise ordinances and recommended goals for mitigation;

Sources and Extent of Noise

The sources of potential noise in the Master Plan options are:

1. Events in the Covered Pavilion
2. Open area events on grass: ball fields, playgrounds, etc.
3. Open area events on gravel multi-use areas
4. The Multi-Use Building
5. HVAC associated with the Multi-Use Building and Covered Pavilion

The Covered Pavilion hosts equestrian, motocross, livestock, music, shows, and other large public events. The sound levels from these events can range from 65 dBA (e.g. dressage with announcer comments) to over 100 dBA (e.g. concerts, motocross). This is likely the loudest location on the site, and requires the most careful planning to mitigate noise. Location of the Pavilion is key to successful noise control.

Open Areas have a wide variety of noise sources, from fans cheering, to live music playing at a fair, to PA announcements at events. Since there is effectively no barrier between the open areas and sensitive units nearby, the rules and regulations for use must be strictly enforced, or variances should be obtained.

The Multi-Use Building can host trade shows, presentations, concerts, meetings, rallies, etc. Sound levels can be very loud within this space on occasion. However, the building is enclosed, and as long as the doors remain closed, the sound can be mitigated by the exterior walls, etc.

HVAC noise comes from rooftop or ground mounted large fan units and condensing units/coolers used to control the climate within enclosed buildings. These elements can be loud for larger buildings such as the Multi-Use Building and must be mitigated to reduce noise to sensitive units.

Sensitive Receivers

The Newport Municipal Code Chapter 8.15 defines a "noise sensitive unit" as follows:

- B. **Noise-Sensitive Unit** shall include any building or portion of a building containing a residence, place of overnight accommodation, church, day care center, hospital, school, or nursing care center.

Residential receivers are directly adjacent on the West, South and North sides of the property. Newport High School is adjacent to the property to the West, and Newport Intermediate School is to the North. See Figure 3 for general areas of sensitive receivers:

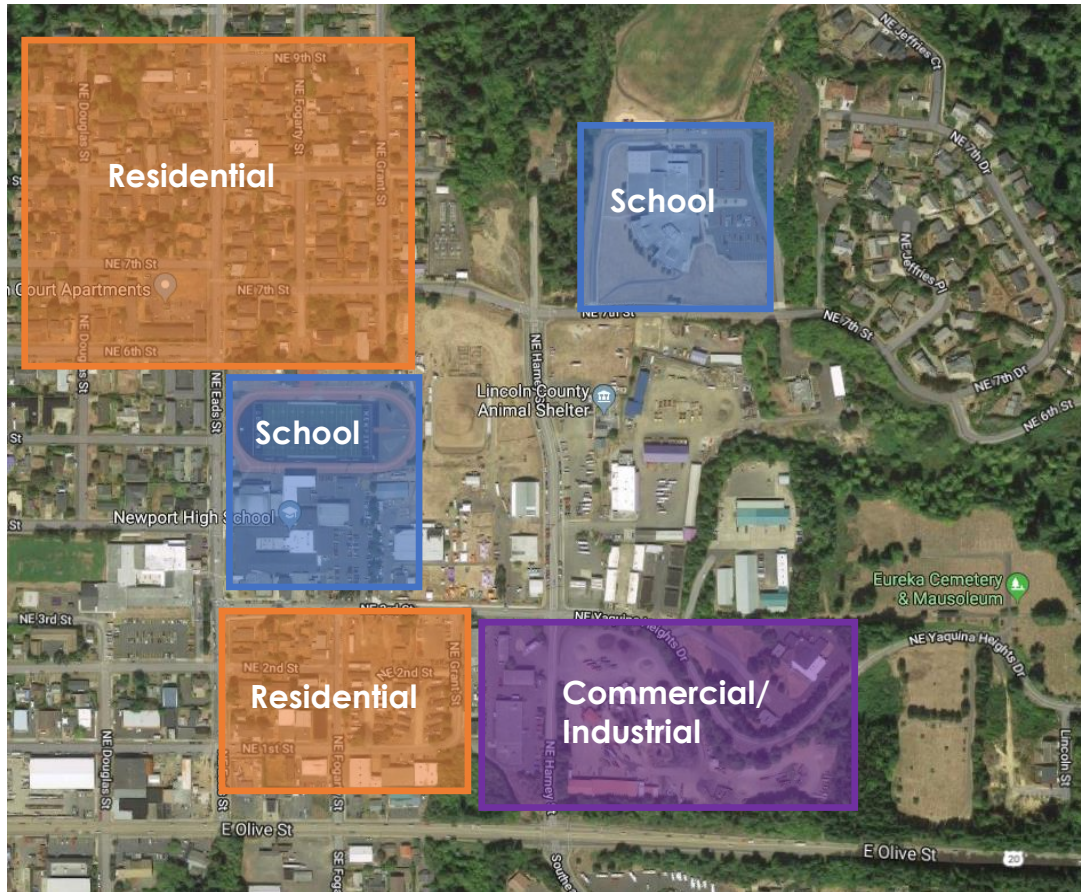


Figure 3. Sensitive Receivers

Applicable Noise Requirements

The City of Newport Municipal Code defines limits on sound from the noise producing site to the receiving sites as follows:

8.15.015 Noise Limits

A. The following are maximum allowable noise limits anywhere when measured at the boundary of or within a property on which a noise sensitive unit, not the source of the sound, is located:

	Daytime Standard	Nighttime Standard
Residential	55 dBA	50 dBA
Commercial	60 dBA	55 dBA
Industrial	70 dBA	75 dBA

Beyond measurable noise levels, the Code requires noise at night (10:00 pm to 7:00 am) be controlled if it is "plainly audible" inside a sensitive unit. Also, any sound that is subjectively "unnecessarily loud" is described as a prohibition. Using this information, the following targets are established for the approximate surrounding areas:

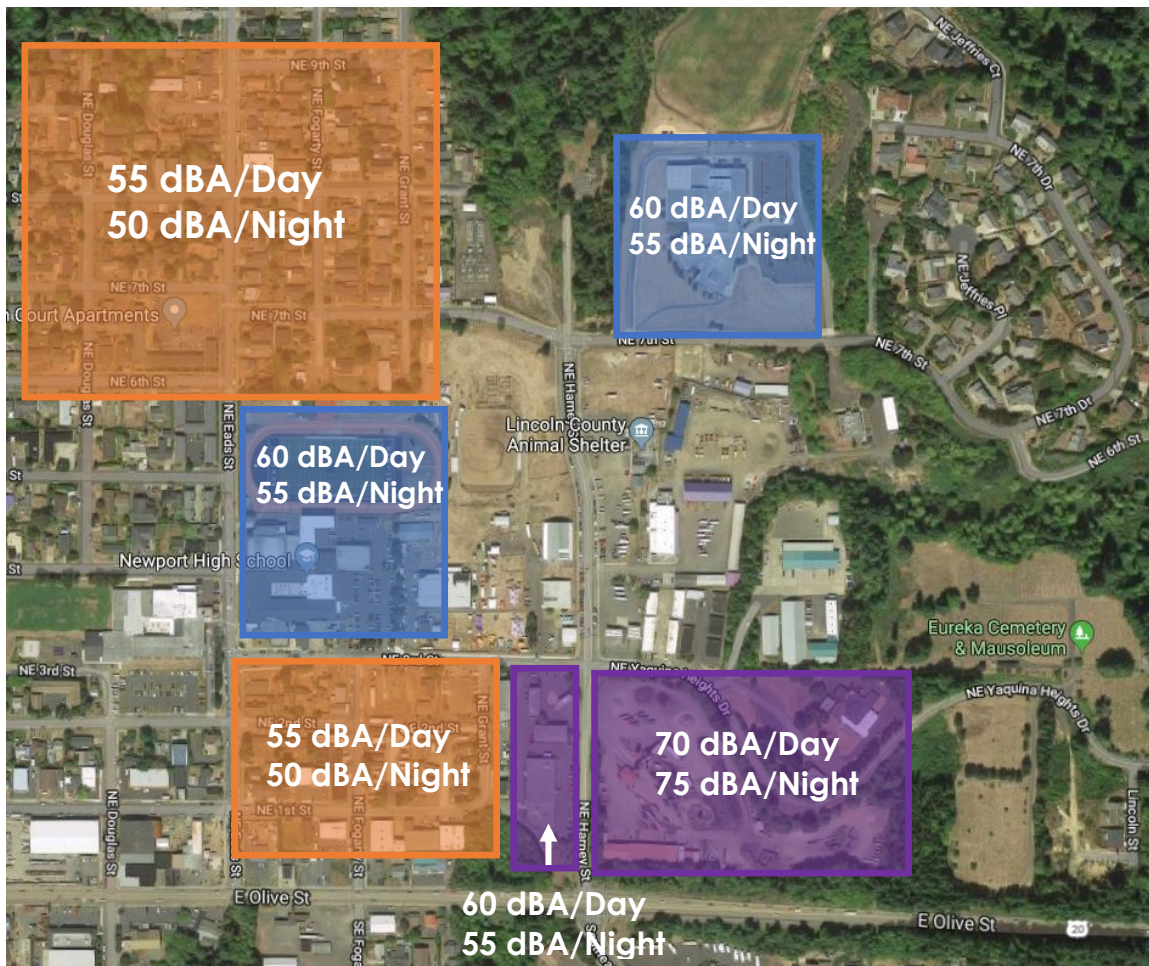


Figure 4. Noise Targets

In reviewing the site alternatives in the following section, each alternative locates the noise sources in various areas on the site. The analysis for each alternative uses likely maximum sound levels from each source and maps these levels to the nearest sensitive receivers. The assumptions are as follows:

- The Covered Pavilion is not entirely enclosed, leaving open areas for sound to leak out. We assume a concert event for the sound source.
- The Multi-Use Building is entirely enclosed with doors closed. We assume the design will include STC 50+ exterior walls and STC 35+ windows.
- The Open Areas do not include sound barriers, and limit sound levels to 90 dBA from PA systems at the source.
- HVAC is roof mounted and employs barriers or the roof parapet to block sound to the closest receivers.

IV. SITE ALTERNATIVES

Alternative 1

This concept (Figure 5) organizes the site into three zones with the Pavilion to the north, the Multi-Use Building on the south, and a multi-purpose Outdoor Area between, which can serve as an extension for activities in either location. The west side of the site serves as a 'back-of-house' zone with access to loading, trash enclosures and gravel parking area for Pavilion activities. Required parking for the Multi-Use Building wraps around the southeast corner of the site extending north through the mid-section of the site. Large Open Area green spaces are provided to the east and west of the NE 7th Street and NE Harney Street intersection. The Gateway Feature identified in the southeast corner of the site could include signage, a pedestrian entry plaza, and landscaping.

The portion of the site on the east side of Harney Street is shown to include removal of the Animal Shelter facility, a proposed addition to the Road Department building which will include Transit and Emergency Services, and expansion of the existing gravel parking to serve Road Department needs as well as additional parking for larger events occurring on the Commons site.

Needed infrastructure improvements

Water service to the site can be provided from NE 3rd Street with an onsite distribution system or a separate metered connection could be installed on NE 7th Street to serve the Covered Pavilion area. Given the age of the existing facility the recommendation would be to have a new service installed with all new onsite distribution piping.

Sanitary sewer service can be via connection to the existing sewer pipe crossing through the Commons (refer to Appendix B for more information). It is recommended that the sewer connection to the Floral Building be replaced as part of the site improvements.

Onsite stormwater collection and disposal will be an issue for all three alternatives. Where the existing site drainage goes is not immediately clear and any existing system will be impacted by the redevelopment of the site. Based on input from the operators and users of the existing facility, there are areas around the outdoor arena that do not drain well and remain wet during certain times of the year. Site grading to support the redevelopment will need to focus on creating positive drainage away from the improved areas. Any paved parking area should consider the use of pervious pavement to minimize runoff. Onsite collection and disposal should consider swales or shallow pond areas that can contain the surface run-off. Infiltration testing is recommended to determine the ability to infiltrate surface water as the primary disposal system. Secondary consideration would be to access the deep drainage pipe in the northern portion of the site to create an outfall for surface water disposal. If this secondary option is selected, then significant investigation of the condition of that pipe must be completed to assess its condition and stability.

Given that portions of the site contain undocumented fill placed overtime and that the materials within that fill are suspect, any infiltration of surface water should be minimized near buildings and other structures.

Electrical and communication services will serve the site via the existing facilities described above. Location and type of services will be determined by the use and design of the proposed facilities.

It is assumed that the project will require sidewalks be constructed along the NE 7th Street frontage but that other offsite street improvements are not necessary. The only exception might be the NE Grant Street frontage. All three alternatives show a driveway access on NE 7th Street just east of the intersection at Grant. It is possible that during site review, the permitting agency might require that the proposed driveway be connected to an improved frontage along this section of NE Grant Street.

Parking and Access

This alternative includes the majority of paved parking along the NE Harney Street frontage, with two driveways from Harney Street evenly spaced between 3rd Street and 7th Street. A third driveway is located on 3rd Street and serves as access to the Multi-Use Building loading area. This parking and access configuration is ideal in providing access options from NE Harney Street. A fourth driveway is located on NE 7th Street and provides access to the gravel parking and loading area in close proximity to the Covered Pavilion. This is an ideal location for this lower priority access, but proposed driveway connections will be evaluated relative to the volumes anticipated and designed per the permitting agency standards. Design truck vehicles should be analyzed for making turns to/from the loading areas on 3rd Street and 7th Street.

Noise Impacts

The Covered Pavilion is approximately 210 feet from the nearest residential receiver, 700+ feet to the school to the north, and 540 feet to the closest High School building. Sound levels are predicted as follows:

Table 4. Alternative 1 Predicted Sound Levels

Sound From	Sound to West Residential	Sound to South Residential	Sound to High School	Sound to North Middle School
Covered Pavilion	73 dBA	45 dBA	64 dBA	60 dBA
Event Center	<30 dBA	<30 dBA	<35 dBA	<30 dBA
Open Areas	63 dBA	67 dBA	74 dBA	60 dBA

The Covered Pavilion and Open Areas are predicted to exceed the targets for the West and South Residential areas, as well as to the Schools.

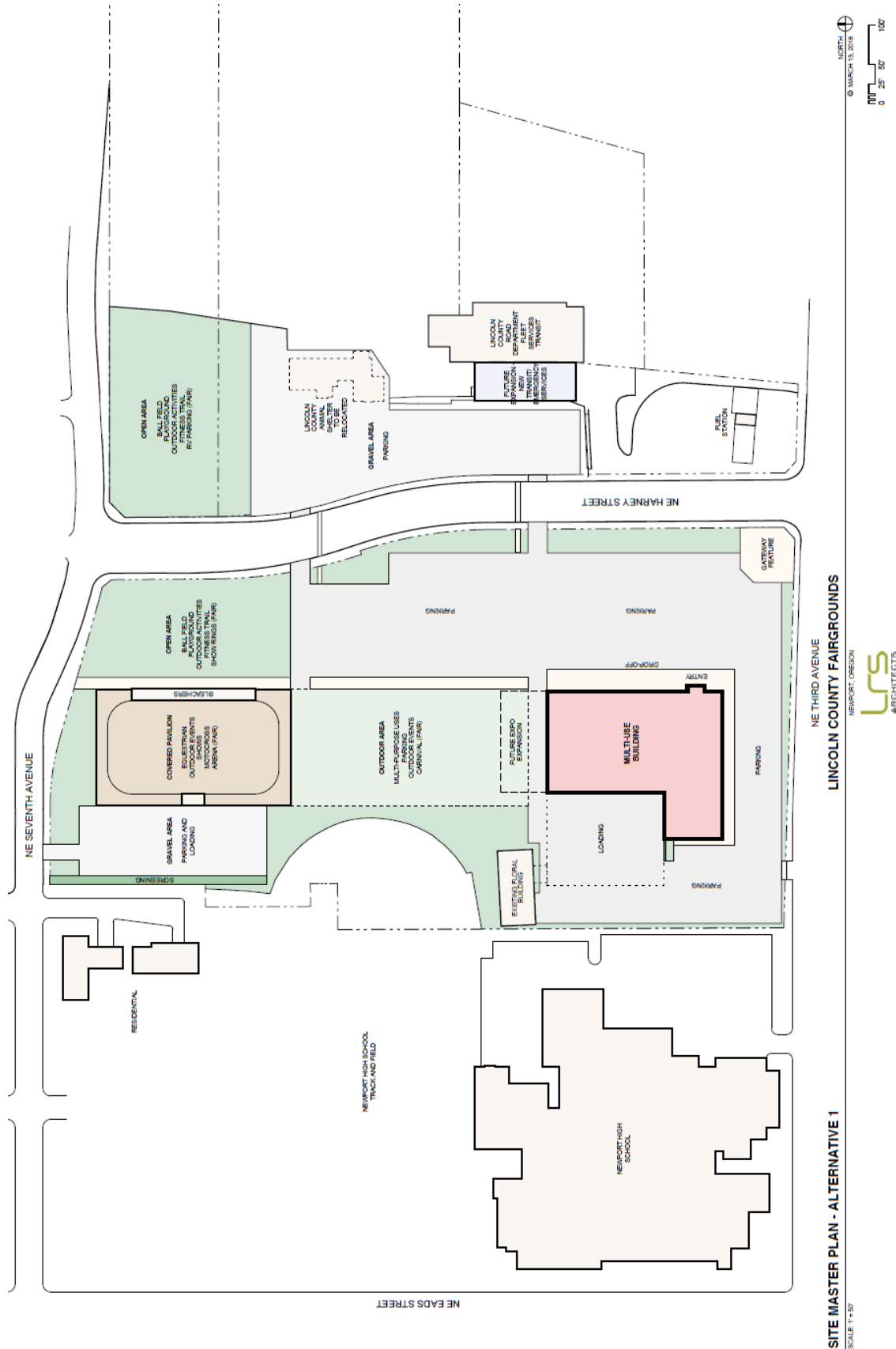


Figure 5. Alternative 1

Alternative 2

This concept (Figure 6) places the Multi-Use Building on the north end of the site and the Pavilion on the south. The west side of the site continues to provide 'back-of-house' services such as loading and oversize parking. The proximity of the Pavilion to the existing Floral Building reinforces the potential 4-H use of the Floral Building. The hard-surfaced Outdoor Areas for events are then incorporated into parking areas. Both of the main structures include covered walkways overlooking a central Open Area green space. Additional green space is provided north of the Multi-Use Building along 7th Street, and parking is again pushed primarily to the 7th Street and Harney Street corner of the site. Potential development on the east side of Harney Street is the same as Alternative 1.

Needed infrastructure improvements

All infrastructure improvements are virtually the same as those required in Alternative 1. However, this plan has more paved area and more reason to consider pervious pavement. As recommended for Alternative 1, grading and the use of swales and shallow pond areas should be considered for surface water drainage and disposal. The placement of the event center in this alternative may be problematic given the potential for settlement in an area where there may be undocumented fill.

Parking and Access

This alternative includes the majority of paved parking along the Harney Street frontage, with two driveways from Harney Street. A third driveway is located on 3rd Street and serves as access to the Covered Pavilion loading area. This parking and access configuration is ideal in providing access options from Harney Street, the primary route to US20. A fourth driveway is located on 7th Street and provides access to a parking and loading area in close proximity to the Multi-Use Building. This is an ideal location for this lower priority access. Design truck vehicles should be analyzed for making turns to/from the loading areas on 3rd Street and 7th Street.

Noise Impacts

The Covered Pavilion is approximately 165 feet from the nearest residential receiver (South), 1,200+ feet to the school to the North, and 250 feet to the closest High School building. Sound levels are predicted as follows:

Table 5. Alternative 2 Predicted Sound Levels

Sound From	Sound to West Residential	Sound to South Residential	Sound to High School	Sound to North Middle School
Covered Pavilion	60 dBA	76 dBA	73 dBA	42 dBA
Event Center	<30 dBA	<30 dBA	<35 dBA	<30 dBA
Open Areas	63 dBA	67 dBA	74 dBA	60 dBA

The Covered Pavilion and Open Areas are predicted to exceed the targets for the West and South Residential areas, as well as to the Schools.

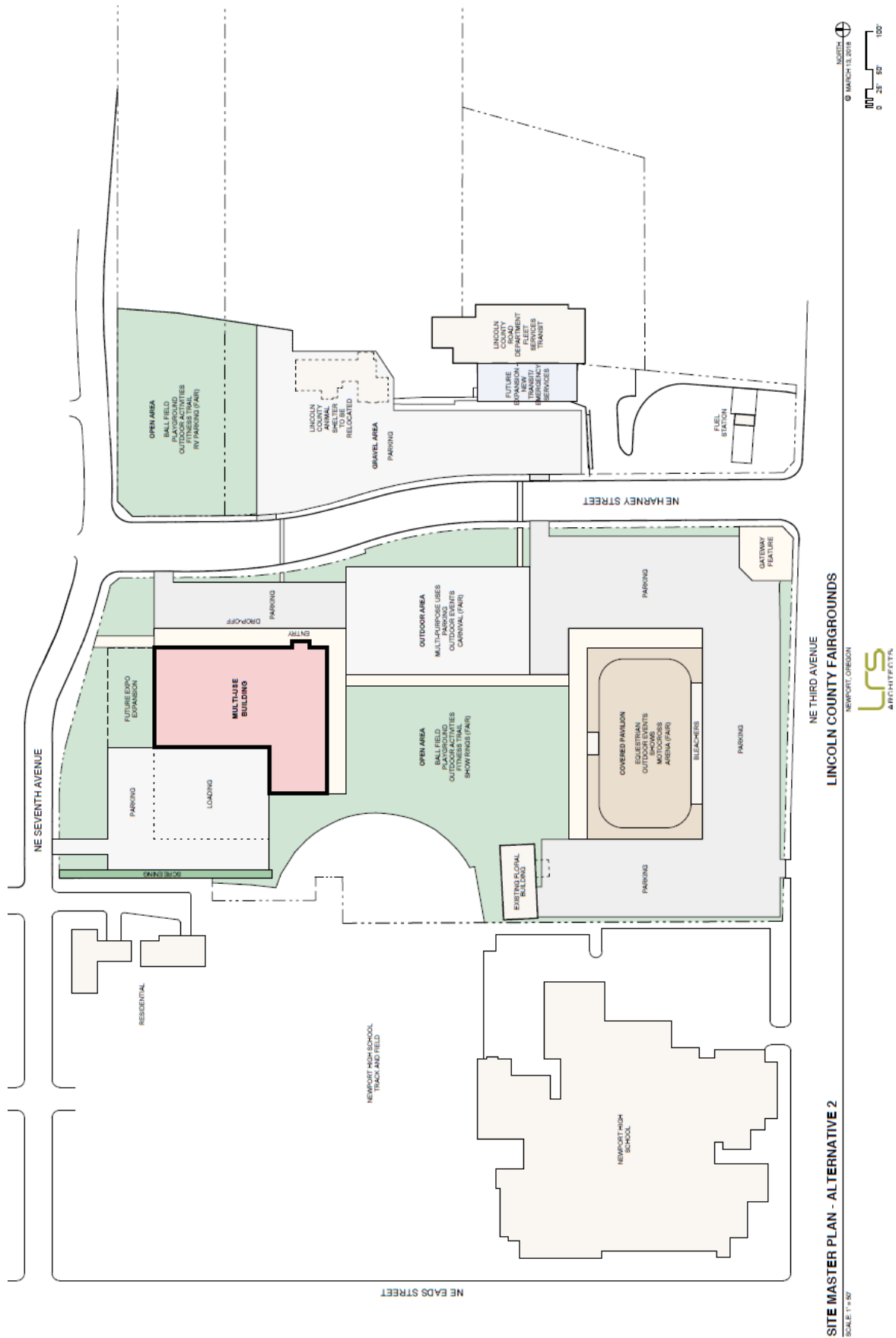


Figure 6. Alternative 2

Alternative 3

This concept (Figure 7) locates the Multi-Use Building as shown in Alternative 1, and moves the Pavilion to the center of the site with the multi-purpose Outdoor Space on the north. Parking again wraps the southeast corner and extends north along Harney Street. The central location of the Pavilion again reinforces its potential connection to 4-H activities. The smaller Outdoor Area between the two main structures provides a more intimate and protected space for outdoor activities associated with events inside the structures. Potential development on the east side of Harney Street is the same as Alternative 1.

Needed infrastructure improvements

The center of the site, where Alternative 3 locates the covered arena, has drainage issues and can accumulate standing water at times during wet weather events. This Alternative also locates the Covered Pavilion over the top of the sanitary sewer pipe that traverses the site (refer to Appendix B for more information). If the sewer were to remain in its current alignment, an existing manhole would be within the outdoor event area and would conflict with any use of the open area under the cover. This Alternative would require the sanitary sewer to be reconstructed to accommodate the proposed site improvements. Options include building a new line through the proposed gravel parking area and Open Space north of the Pavilion and then through the proposed paved parking area to connect to the existing manhole near the existing 4-H Live Stock Building. Other than the sewer issue, all other infrastructure improvements would be the same as those described in the other alternatives.

Parking and Access

This alternative is similar to Alternative 1, but provides a larger gravel area with access via 7th Street.

Noise Impacts

The Covered Pavilion is approximately 450 feet from the nearest residential receiver (West), 850+ feet to the school to the North, and 520 feet to the closest High School building. Sound levels are predicted as follows:

Table 6. Alternative 3 Predicted Sound Levels

Sound From	Sound to West Residential	Sound to South Residential	Sound to High School	Sound to North Middle School
Covered Pavilion	67 dBA	63 dBA	66 dBA	60 dBA
Event Center	<30 dBA	<30 dBA	<35 dBA	<30 dBA
Open Areas	56 dBA	50 dBA	50 dBA	60 dBA

The Covered Pavilion and Open Areas are predicted to exceed the targets for the West and South Residential areas, as well as to the Schools. Alternative 3 is the best layout for minimizing noise to the residential areas from the Covered Pavilion, since it places the noisiest open public area within the middle of the property, the most optimal total distance from the residences flanking the site. The Covered Pavilion should have design elements integrated which reduce noise to the sensitive areas nearby.

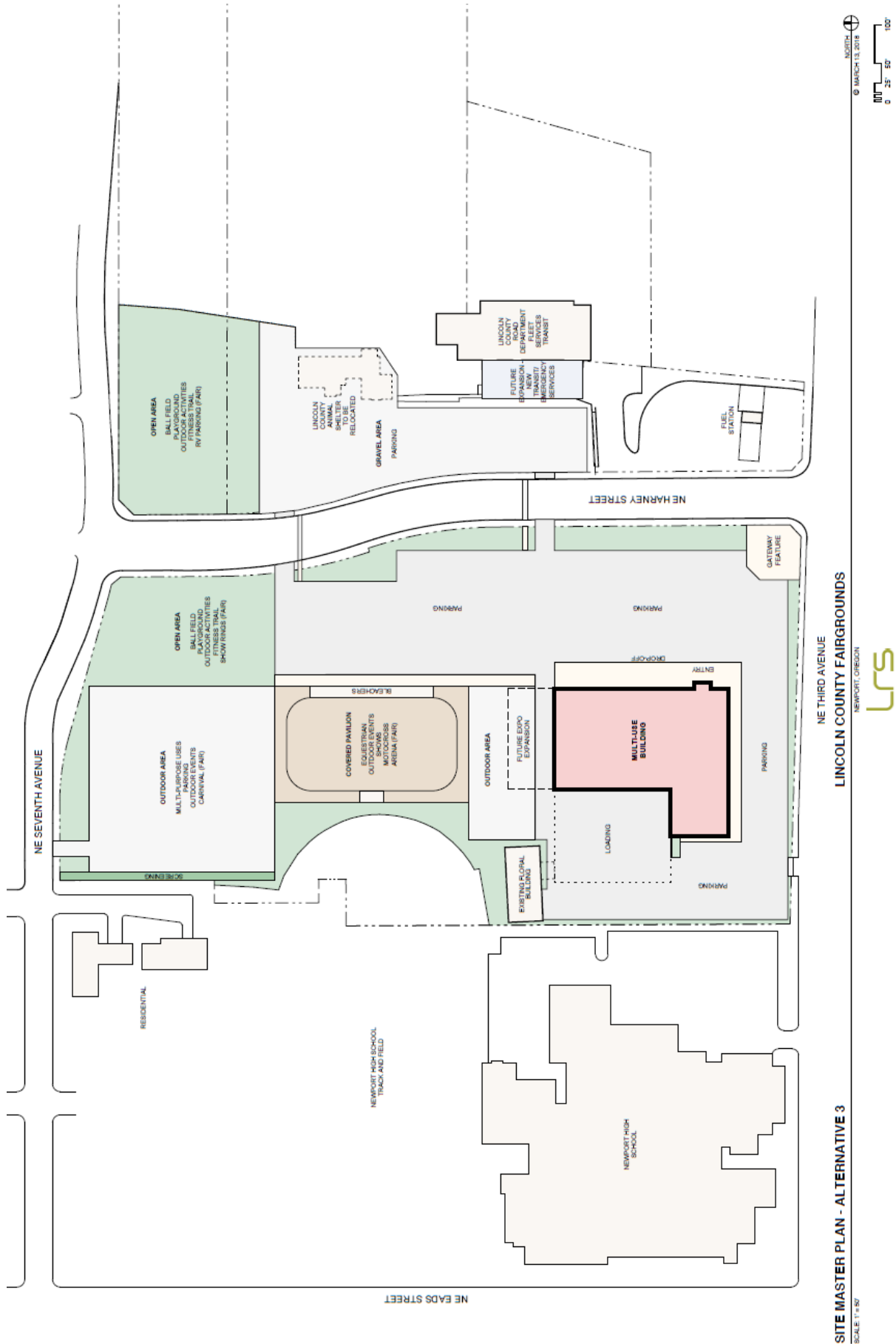


Figure 7. Alternative 3

V. PRELIMINARY MARKET ASSESSMENT

This section assesses the current market conditions and potential use of the Commons and adjacent facilities from a market perspective. It builds on the work completed in the report *Lincoln County Fairgrounds Market and Feasibility Analysis* (June 2014) completed by ECONorthwest for Lincoln County. In this section we build from the following elements of the 2014 report: (1) the forecast of number of events, (2) estimates of revenue generated by events, and (3) estimates of operational costs. Where we have newer or additional information, we updated the analysis from 2014 in this report. The analysis of capital feasibility presented in this section is based on preliminary estimates of construction costs for the new Multi-Use Building.

The analysis in this section is preliminary and will be updated as part of the Management Plan and Business Plan reports for the Fairgrounds.

Use of the New Event Center and Pavilion

The forecast of events at the new Multi-Use Building and Pavilion builds from the forecast in the *Lincoln County Fairgrounds Market and Feasibility Analysis* report. The forecast of events includes low, medium, and high estimates.

- **Existing events:** The forecast assumes that existing events at the Commons will continue to occur at the new facilities. The number of events at the Commons has decreased slightly from the 2014 report, as discussed in the *Existing Conditions* report (December 22, 2017). The forecast shows continuation of 27 existing events per year, such as the Farmer's Market, the Christmas Tree sale, and a few private party uses of the Commons facilities.¹

The following shows forecasts for new events at the Commons:

- **Large events:** Between one and three large events are forecast per year (low to high forecast). These events will be multi-day, renting the Commons facility for five days, including event setup and takedown. These events will use the entire event center and likely require the full Pavilion. Examples of large multi-day events include: large festivals, home show, RV, boat, heavy equipment, or car shows.
- **Mid-sized events:** Between 6 and 16 mid-sized events are forecast per year. These events will be multi-day, renting the Commons facility for three days, including event setup and takedown. These events will use all of the exhibition space in the event center and may use a portion of the Pavilion. Examples of mid-sized multi-day events include: Gem show, gun show, quilt or larger craft show, circus, mid-sized festivals and concerts, horse or other animal-related events.

¹ This analysis only addresses events that pay for use of Lincoln County Commons facilities. The *Existing Conditions* report shows that the Commons were used for around 200 non-paying events in the last fiscal years, mostly 4-H and other youth events. While we do not address these events in this analysis, use of the Commons facilities for these types of events has long been an important part of the Commons' role. We assume that the Commons will continue to be used for these types of non-paying events.

- **Small events:** Between 15 and 40 small events are forecast per year. These events will generally require about half of the exhibition space at the Multi-Use Building (or the Pavilion) and will rent the facilities for 1.5 days. Examples of small events include: small retail shows, small musical events, small retail events (e.g., Saturday Market), small conferences and meetings, and horse or other animal-related events.
- **Private events:** Between 10 and 20 private events are forecast per year. These events will generally require about one-third of the exhibition space at the Multi-Use Building and will rent the facilities for one day. Examples of private events include: banquets, auctions, or holiday parties.

These types of events already occur at the Lincoln County Commons and at other fairgrounds and event centers around Oregon and (to a lesser extent) on the Oregon Coast. As discussed in the *Existing Conditions* report, growth of population, employment, income, and tourism suggests that the number of such events will grow slowly. In other words, there is evidence that there is a current and likely future demand for these types of events in facilities of a certain location, type, size, quality, and pricing structure. The question for the Lincoln County Commons is whether it can match or improve on these characteristics so that it can capture some of that demand.

The important drivers of non-local demand for events at the proposed new facilities are location and price. Nothing can change the location of Newport relative to larger population centers and high-volume transportation hubs and corridors. Even with a comparable facility, one would not expect it to have the same level of use as fairgrounds in the Willamette Valley or on I-5.

The County can, however, make decisions about price. The extremes illustrate the importance of price to use: (1) facilities that are free, or priced very low relative to comparable facilities, versus (2) facilities that are priced to recover full operating and capital (debt service) costs. Since no fairground facilities that we know of in the Northwest are priced to recover full cost, if the Lincoln County Commons did that, its prices would probably mean that the new Event Center would be largely unused. The next section discusses the financial feasibility of operations and capital expenditures for the new facilities included in the alternatives.

Operational feasibility

The following section describes the operational feasibility for the Lincoln County Commons for the new Multi-Use Building and Pavilion. The operational feasibility describes potential revenues from existing events, operational costs, and a comparison of revenues and costs to determine if the facilities are financially feasible.

The revenues for the Lincoln County Commons are as follow:

- **Revenues from existing uses.** The analysis assumes that the costs for usage of the Commons facilities will remain the same for existing, paying users: about \$15,300 per year. This amount does not vary between the low and high usage scenarios.

- **Revenues from new uses.** The forecast shows between 32 and 79 new events at the Commons per year. At an average cost of eight cents per square foot for use of Multi-Use Building space and three cents per square foot for use of Pavilion space, new events will generate between \$94,600 and \$254,600 in revenue.
- **Total revenue from events.** The total revenue for all paying events is estimated to be about \$110,000 in the low usage forecast to \$270,000 in the high usage forecast.
- **County Fair event.** This analysis assumes that the County Fair event is revenue neutral in that it neither costs the Commons to hold the event and that the County Fair does not pay to use the Commons facilities. This may change in the future if the County Fair is able to pay for usage of the Commons facilities.

Operations of the Commons facilities will result in the following types of expenditures:

- **Employees.** The number of employees needed at the Commons will vary by the usage level. Increasing the number of events to the high usage forecast will require more staff to attract new events, manage events, and provide maintenance for the facilities. The estimates for staffing needs are:
 - Low use: 0.75 FTE Sales and marketing manager and 0.5 FTE maintenance and operations employee. Including payroll, benefits, and taxes, employee costs would be about \$86,000 annually.
 - Medium use: 1.0 FTE Sales and marketing manager, 0.5 FTE event coordinator, and 0.75 FTE maintenance and operations employee. Including payroll, benefits, and taxes, employee costs would be about \$150,000 annually.
 - High use: 1.0 FTE Sales and marketing manager, 1.0 FTE event coordinator, and 1.0 FTE maintenance and operations employee. Including payroll, benefits, and taxes, employee costs would be about \$196,000 annually.
- **Other expenditures.** Other operational costs include: temporary staff for large and mid-sized events, contract services, maintenance of facility, general operations, advertising, and contingency. Other costs range from \$88,000 to \$150,000 annually.

We think these estimates could be 15% higher and still be justified. In rough terms, we think a reasonable range for the annual operating costs are: low use, \$170,000 to \$190,000; medium use, \$260,000 to \$295,000; and high use, \$320,000 to \$380,000. Estimates of the amount and cost of labor are tight, the contingency is only about 10%, and utility costs are estimated without details about the actual building plan.

The preliminary analysis of operational feasibility shows a net annual operating deficit for all forecasts of usage. Put another way, the costs of operations (labor and other expenditures) exceeds annual revenues from usage of the facilities. The deficits range

from \$64,000 for the low usage forecast, a deficit of \$82,000 for the medium usage forecast, and a \$77,000 deficit for the high usage forecast.

These results are consistent with the findings in the *Lincoln County Fairgrounds Market and Feasibility Analysis* (June 2014) report, which also found an operational deficit for each usage forecast.

The County can close the operational deficit using funds from other sources. For example, the County has dedicated a portion of Transient Lodging Tax revenue to the Lincoln County Commons. In fiscal year 2017-2018, the amount of Lodging Tax revenue was \$540,000. The County assumes that annual Lodging Tax revenues for the Commons will be about \$550,000. A portion of these revenues can be dedicated to operations of the Commons' facilities.

Capital Feasibility

The following section describes the capital feasibility for the Lincoln County Commons for the new Multi-Use Building and Pavilion included in the alternatives. The capital feasibility describes capital costs and annual debt service for the facilities, and available funds to pay the annual debt service. This analysis does not factor in potential phasing of the facilities over time.

Capital costs for the new Multi-Use Building, Pavilion, and the rest of the site as shown in the alternatives would be between \$16 million and \$17.5 million. For this analysis, we assume a capital cost of \$16 million. These costs will likely change as the facility and alternatives are revised in terms of specific facilities and the size of those facilities.

The County has about \$2.75 million in its Fair Facility fund that can be used up front to pay for capital costs, decreasing the capital cost to be financed to \$13.25 million.

The annual debt payment would be about \$1,060,000. The County would be able to dedicate about \$400,000 to \$475,000 of Transient Lodging tax revenue to debt payment, depending on the operational deficit. The County will need to find funding to cover the funding gap of \$500,000 to \$600,000 per year.

In addition, the County should consider long-term capital maintenance costs over the next 20 to 40 years. Other studies have found research to suggest that a good lifecycle can cost (on average—it varies from year to year) in the range of 1% to 10% of the initial facility cost in constant dollars on an annual basis. The proposed facility is relatively simple, so we make assumptions at the low end: 1% to 3% of the total cost of the building will be needed, on average, for good lifecycle maintenance of the new facility, about \$16,000 to \$48,000 per year.

VI. NEXT STEPS

These alternatives were vetted at the March 22 meeting of the Master Plan Vision Committee. MPVC recommendations will be carried forward to a joint meeting of the Lincoln County Fair Board and Lincoln County Board of County Commissioners on April 11. The alternatives will be refined as needed and then presented at a series of three public meetings throughout the County tentatively scheduled for late April. Comments gathered at these meetings will be used to prepare the draft preferred alternative. The preferred alternative will provide more detailed information about desired facilities, building size, needed infrastructure improvements, landscaping, estimated costs and will include a draft scoping memo for a Transportation Impact Assessment.

APPENDIX A. COST ESTIMATES FOR MULTI-USE BUILDING RESILIENCE FEATURES

No.	Resilience Feature	ROM Cost Estimate
1	Design building structure’s lateral-force resisting system for seismic Risk Category IV.	By others
2	Provide auxiliary potable water connection assembly in vault downstream of meter and backflow preventer to allow connection of portable water tank & associated pump to supply water to building.	\$5,000 (base bid)
3	Upgrade fire water supply piping from PVC C900 to ductile iron pipe and fittings to provide low vulnerability to damage from seismic events.	\$4,500 (base bid)
4	Updated potable water supply piping from standard Schedule 40 PVC to a fused polyethylene C906 system to provide low vulnerability to damage from seismic events.	\$2,500 (base bid)
5	Provide potable and fire water seismic joint fittings at entrance to building.	\$5,000 (base bid)
6	Sanitary gravity sewer piping - upgrade from PVC or cast iron to ductile iron pipe and fittings to provide low vulnerability to damage from seismic events.	\$16,500 (alternate)
7	Sanitary pressure sewer piping – upgrade from PVC Schedule 40 to a fused polyethylene C906 system to provide low vulnerability to damage from seismic events.	\$2,000 (base bid)
8	Provide sanitary sewer seismic joint fitting at entrance to building.	\$2,500 (base bid)
9	Provide 10,000-gallon valved sanitary holding tank and pump connection between building sewer discharge and onsite pump station to provide onsite sewage storage.	\$35,000 (alternate)
10	Provide 200kW emergency generator with 96-hour run time fuel storage. Emergency generator, switchboard, ventilation fans, and other equipment that is expected to be operational after an earthquake should satisfy the special certification requirements of ASCE 7-10, which is referenced by the OSSC.	\$200,000 (alternate)
11	Provide electrical service to power lighting and ventilation fans in selected common areas on emergency power. Heating and cooling will not be on emergency power.	\$20,000 (base bid)
12	Provide two electrical receptacles in kitchen on emergency power to allow hot plates for water boiling, etc.	\$5,000 (base bid)
13	Provide quick-connect stub-outs at building exterior to allow use of portable water tank and associated pump to supply water to key building areas: kitchen, staff showers, and drinking fountains in common spaces.	\$10,000 (base bid)
14	Provide natural gas seismic shut-off valve at meter.	Included in Base Bid
15	Provide seismic bracing/anchorage design of nonstructural components based on Risk Category III requirements except those components required for use of the school as emergency shelter to satisfy Risk Category IV requirements.	Included in Base Bid

APPENDIX B. FACILITY SIZE THRESHOLDS

The following information on event space size thresholds for various events is taken from the *Market Demand Assessment, Facility Recommendations and Financial Analysis Report for Proposed Multi-Purpose Event Facility* prepared for Washington County Fair Complex in 2012 by Markin Consulting.

The tables below show potential events anticipated for the Washington County facility and the square foot areas each would likely require. While specific to Washington County, the information may be useful in planning for similar facilities in other areas. One might assume that in less populated areas, similar shows would require less space. However, promoters might not be interested in a smaller venue.

Event Type	Square Feet
Shows/Events	
<i>Arts and Crafts Show</i>	<i>25,000</i>
<i>Business Expo</i>	<i>30,000</i>
<i>Bridal Fair</i>	<i>30,000</i>
<i>Electronics Show</i>	<i>50,000</i>
<i>Health & Fitness</i>	<i>40,000</i>
<i>Travel & Recreation</i>	<i>20,000</i>
<i>Baby & Tot Show</i>	<i>40,000</i>
<i>Home Show</i>	<i>75,000</i>
<i>Lawn & Garden Show</i>	<i>75,000</i>
<i>Pet Expo</i>	<i>75,000</i>
<i>Scrapbooking Show</i>	<i>40,000</i>
<i>Seasonal Show</i>	<i>40,000</i>
<i>Trade Shows</i>	<i>60,000</i>
Banquets/Receptions	
<i>Small – mid size</i>	<i>5,000</i>
<i>Mid – large size</i>	<i>12,000</i>
Meetings/Seminars	
<i>Small – mid size</i>	<i>2,000</i>
<i>Mid – large size</i>	<i>6,000</i>
Other Uses	
<i>Fundraisers</i>	<i>15,000</i>
<i>Spectator events</i>	<i>50,000</i>
<i>Festivals</i>	<i>60,000</i>
<i>Community uses</i>	<i>45,000</i>

APPENDIX C. INFRASTRUCTURE REVIEW FOR CONSIDERATION OF ALL ALTERNATIVES

The following is a brief review of the existing conditions of site's public infrastructure to provide general information that applies to all alternatives.

Existing public infrastructure serving the site include roadway, water, sanitary sewer and limited storm drainage systems. Water systems are located within the rights-of-way of both NE 3rd Street and NE 7th Street and within a north-south easement roughly parallel to NE Harney Street. Sanitary sewer service is via piped systems that outfall to an existing gravity system in NE Grant Street near the northwest corner of the Commons property. This gravity system extends diagonally across the property to a manhole between the 4-H Live Stock Building and the Riding Area. Gravity pipes extend from this location to serve the existing buildings on the east side of NE Harney Street and to the existing Main Exhibit Hall and possibly the Floral Building. Storm sewer systems exist in NE 7th Street, NE Harney Street. The storm sewer system in NE 3rd Street appears to be limited to the intersection with NE Harney Street. The storm sewer improvements in NE Harney Street appear to be connected to one of the two sanitary sewer pipes that extend from the manhole on the east property referenced above. Larger storm pipes may exist along the northern portion of the Commons site based on observations made during a previous excavation near the northeast corner of Harney and 7th Streets. This pipe or pipes were found to be roughly 18 feet deep.

Power and communication systems appear to be overhead along NE 3rd Street and at the northwest corner of NE 7th Street and NE Grant Street. Three phase overhead power distribution lines exist along the south side of NE 7th Street. Some underground systems exist in both NE 3rd Street and NE 7th Street based on observed pedestals and electrical service to the Commons appears to be located at roughly the midpoint of the south frontage on NE 3rd Street. Utility locating revealed six high voltage electrical conduits running parallel to NE Harney Street on the east side. The electrical lines belong to the PUD but are not within an easement and presumed to have been installed without a public utility permit or documentation.

The public rights-of-way adjacent to the site are improved with NE 7th Street and NE Harney Street being full street improvements and NE 3rd Street improved to a half street frontage along the south side of the Commons. Sidewalks front NE 3rd Street and NE Harney Street while NE 7th Street only has sidewalks on the north side and only curb along the Commons frontage. The NE Grant Street 60-foot right-of-way extends approximately 190-feet south of NE 7th Street adjacent to the west boundary of the Commons. Currently, this right-of-way is not improved except for a gravel access lane serving two residences on the west.

Fire hydrants are in the public rights-of-way at five locations around the property. These are at the northwest corner of Grant and 7th, on the north side of 7th just east of Harney at the driveway to Newport Middle School, in the gravel parking lot east of Harney near the Fleet Services Building, at the Northwest corner of 3rd and Harney and on 3rd at the southwest corner of the Commons.

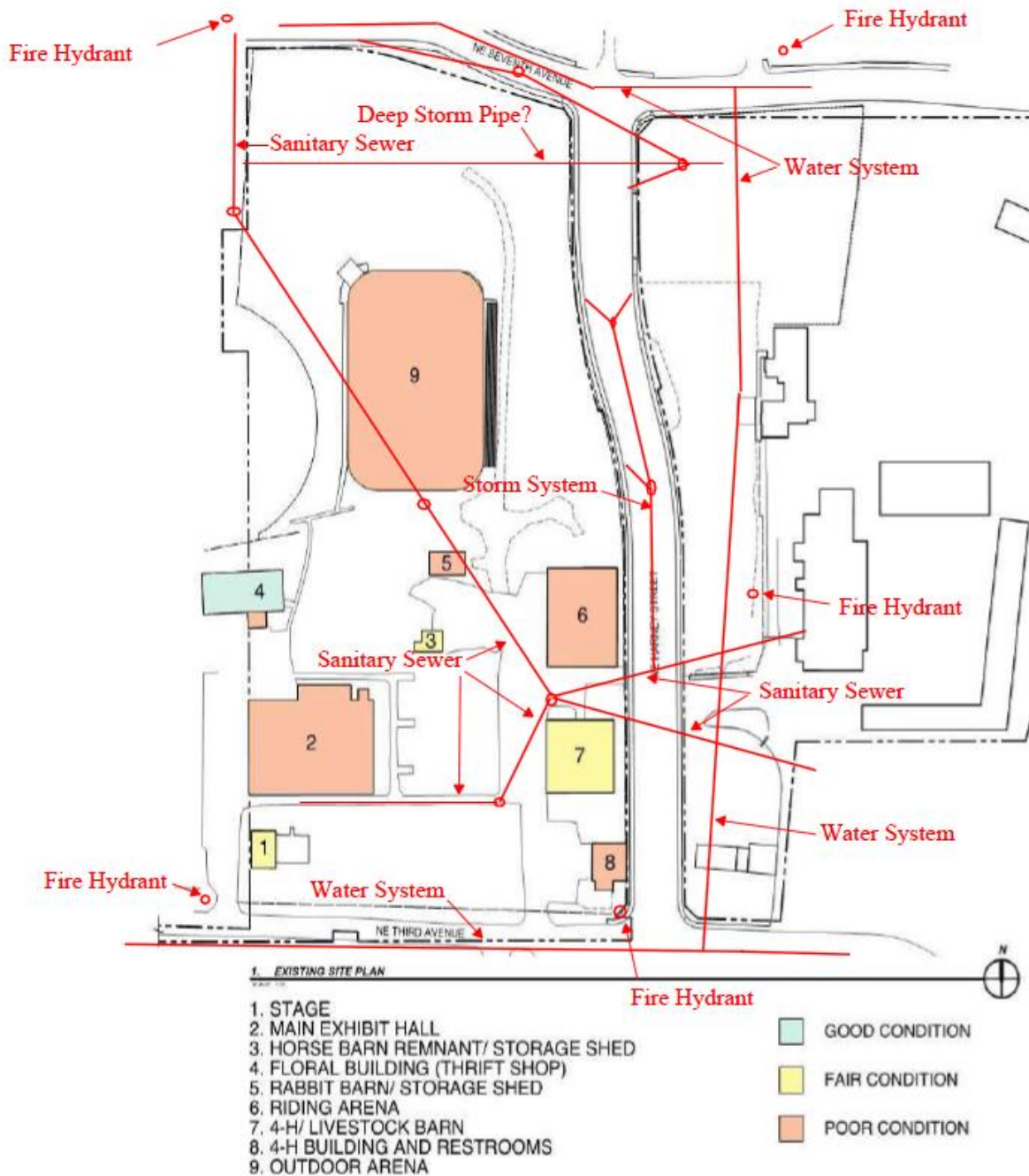


Figure 8. Location of Public Infrastructure