

REQUEST FOR PROPOSALS

CONSULTANT(S) FOR REFINEMENT OF A

MASTER PLAN FOR LINCOLN COUNTY COMMONS FACILITIES AND

DESIGN OF A MAIN EXHIBIT BUILDING

AND ANCILLARY FACILITIES

1. INTRODUCTION

Lincoln County is requesting proposals for refinement of a Master Plan for facilities at the Lincoln County Commons, Home of the Lincoln County Fair (formerly the Lincoln County Fairgrounds). In conjunction with the Master Plan, we are also seeking the design of a new main exhibit building and other ancillary facilities from qualified consultants. It is anticipated that to achieve our goal, the existing main exhibit hall will need to be demolished. This Request for Proposals (RFP) process will be used to select the consultant(s) for both the Master Plan refinement and design of the exhibit building and other ancillary facilities.

Although the Fair celebrated its 100th (Centennial) year in 2008 with a multi-day gala, the Fair has struggled with declining attendance and finances in recent years. The Fairgrounds property is among one of the smallest in Oregon and the facilities are best described as “well worn”; many of the buildings are past their prime. Lincoln County assumed control of the Fairgrounds after the Fair Board resigned *en masse* in February of 2009, and has maintained and operated the Fairgrounds since then through existing county staff whose primary duties lie in other Lincoln County departments. The County Fair itself has continued and is currently successfully managed by the Lincoln County Oregon State University Extension Office staff in conjunction with the current (interim) Fair Board. Some of the traditional aspects of a fair have been altered or eliminated, and many new activities have been added. The Lincoln County Fair Board remains committed to seeing continuation of an annual County Fair. The County Board of Commissioners desires to develop a broadly based events venue at the site. Towards that end the Fair Board voted to rename the grounds as the “Lincoln County Commons, Home of the Lincoln County Fair” (Commons). The County Board of Commissioners officially approved the renaming.

After the mass resignation of the Fair Board in 2009, the Board of Commissioners appointed a Blue Ribbon Committee to make recommendations for the future of the Fair and Fairgrounds. The Blue Ribbon Committee was composed of a diverse representation of Lincoln County residents. The recommendations of this group included the hiring of consultants for master planning purposes. The firm of LRS, together with ECONorthwest, (hereafter jointly referred to as LRS) was subsequently hired to provide a Master Plan. The work (or reports or recommendations) of the Blue Ribbon Committee and LRS will be a resource for the selected consultant(s) to draw on. In addition, the County hired Don Mann, former Manager of the Port of Newport, who oversaw extensive development of new facilities including the relocation of the

National Oceanic and Atmospheric Administration's Pacific Marine Operations Center (NOAA MOC-P) to Newport, to move the process forward. His report will also be available for review.

The buildings, utilities and grounds at the Commons have suffered from years of neglect and deferred maintenance. The County paid for restoration of one building in recent years, tore down the structurally deteriorated and unsafe horse barn, and has otherwise cleaned up the property to its current condition.

The Board of Commissioners long ago realized that finding an alternative source of funding for Commons facilities was necessary to move forward with any plans for the property and therefore presented a measure to the voters in November of 2007 to increase the County's transient lodging tax. Consistent with state law then in effect, the Board proposed to dedicate 40% of the increase in taxes to an account known as the Fairgrounds Facilities Improvement Fund, to be disbursed at the direction of the Board of Commissioners for facilities for a fair or, in the event there is no fair, for other tourism-related facilities allowed by law. This measure was approved by the voters and the Fund has been accumulating since that time. Small expenditures have been made for improvements at the Commons, but the bulk of funding collected has been held in reserve. This fund currently has about \$1.54 million. In May of 2016, the Board of Commissioners placed a measure on the ballot to increase the transient lodging tax by another one percent. The voters overwhelmingly passed this measure. The proceeds of this one percent increase are to be added to the Fairgrounds Facilities Improvement Fund to make capital improvements to the Commons, but also, very importantly, to maintain and operate the grounds and facilities once redeveloped.

The Fairgrounds Facilities Improvement Fund will be a major source of funding for all Commons improvements, maintenance and operations, including the work proposed in this RFP. In addition, the County expects to receive additional funding help from a City of Newport Urban Renewal Project. That money will depend on Urban Renewal financing progress, but we are currently anticipating it becoming available sometime on or after 2019.

The County and Fair Board desire to identify, include and partner with other groups, public and private, in the refinement of the Master Plan and the design of the new main exhibit hall and ancillary facilities at the current site. Several groups have already expressed an interest in being included and may be able to bring resources and funding to the table to expand the options that can be considered in the refinement of the Master Plan. In addition, there will be an expectation that all possible funding sources, including City of Newport Urban Renewal funding that is currently undergoing its own disbursement development process, be incorporated into this planning process. Leveraging the funds available from the County and Fair with other funding is a major deliverable for the plan. Determining the roles and resources of various partners will be important to a successful planning and building process. An open, transparent and robust public process in development of the refined Master Plan is required.

As part of identifying desired new facilities, or improvements to existing facilities, it is a primary imperative of the refined Master Plan to develop and include a business plan that provides for a realistic, clear and sustainable operational and maintenance budget that includes options for both public and private or revenue-based funding mechanisms. The County finds that many planning projects do not focus enough effort on this element in the planning process. That will not be the case here. Without the inclusion of such a comprehensive business plan, no building options can go forward, even if there are identified funds to construct a facility.

Finally, as noted above, the County desires that a community-wide discussion of the options for the property, and for how the Fair and other community events and partners fit into those options, be incorporated into the refinement of the Master Plan process. The inclusion of a Master Planning Committee to assist the process, along with multiple community input options and opportunities is of paramount importance. It is intended that all work and efforts in this process support the Vision and Mission Statement of the County 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.

2. **BACKGROUND**

Lincoln County's population is estimated to be 45,000. Lincoln County runs north to Lincoln City, south to Yachats, east to Burnt Woods and west to the Pacific Ocean. Incorporated cities include: Newport, Lincoln City, Toledo, Waldport, Depoe Bay, Siletz and Yachats.

The Lincoln County Commons is located within the city limits of Newport. The grounds are approximately 0.2 miles north of Hwy 20 and approximately 0.5 miles east of Hwy 101. The grounds are bordered by city streets on the north and south, but a major thoroughfare (Harney Street) bisects the property on the east side. Most of the buildings and land area are west of Harney Street, with open grounds for parking or staging to the east. Under an agreement between the County, Fair Board, School District and City of Newport, Harney Street is closed annually during the Lincoln County Fair and the street surface is utilized for the Fair. Harney Street's utilization under the refined Master Plan will need to be clarified.

Newport High School and Athletic Facilities form the western boundary of the property. There have been some modifications of that western boundary by the County, Fair Board and

School District and there is further need to delineate that western boundary to the benefit of all parties. The grounds are bounded mostly by commercial, industrial and county road shops and buildings to the east and south. The County Animal Shelter and the County Transit District buses, as well as parking for the employees of Lincoln County Public Works, currently occupy some of the east side of the property and will need to be considered in the plan. During the Fair Event, Public Works and Transit parking are temporarily relocated to off-site locations. Residential areas are to the north, northeast and west of the Lincoln County Commons. The impact of activities at the Fairgrounds on residential areas, mostly concerning noise and parking, will also need to be carefully considered in the refinement of the Master Plan.

As previously noted, the Lincoln County Commons is among the smallest fairgrounds in the state. The current site has about 9 acres of usable property west of Harney Street and about 2 acres on the east side. There are six structures on the property, plus an outdoor arena with limited stands, and a stage. Information on the age and condition of the structures will be provided.

3. SCOPE OF WORK

The County intends to select a qualified consultant(s) to provide a refined Master Plan for the current Commons property, the location and design of a new main exhibit hall and ancillary facilities and A/E services as may be required for the buildings that will remain. Qualified consultants include professionals who have experience in master plans and the design of public buildings for public organizations including but not limited to: fairgrounds, exhibition, pavilion, convention or recreational facilities, and/or other multiuse grounds. That includes both technical expertise in site planning, professional experience in guiding a public strategic planning process to establish a Master Plan to guide development of the property, the design and construction of public facilities and the creation and implementation of a business plan to operate and maintain the site. Experience in Oregon is preferred, but not required.

The selected provider will work with the Board of Commissioners, Fair Board and interested partners and persons selected by the County to provide the following:

Background Tasks

3.1 Refinement of the current Master Plan. Identification and recruitment of strategic partners and interested parties to participate in the refinement of the Master Plan. The County will both assist and advise the selected consultant. While some interested groups and persons have been identified, the County requires the consultant to establish a robust, transparent, and open process for public discussion of the property, facilities and services the community is willing to support. This is the linchpin of the County's desired refinement of the Master Plan. The County will appoint a committee to review the proposals submitted in Response to this RFP. Thereafter, the County, working with the successful proposer, will also develop a Master Plan Visioning Committee consisting of stakeholders and interested parties to work with the consultants during the development of the Master Plan and facilities plans. Include within your proposal identified points of public input, numbers of meetings with the Master Planning Committee, community and

public leaders. These will be in addition to meetings with the Board of Commissioners and Fair Board at regular intervals.

3.2 With the exception of the existing main exhibit hall, the selected consultant will provide a detailed analysis of the physical features, strengths and limitations of the existing Commons property and facilities. This will include preliminary identification of physical site limitations such as cuts, fills, current or abandoned utility locations, soil stability and capability for differing size and types of facilities gathered from available records and information. Some on-site testing will probably be required. County staff will provide a general analysis and recommendations concerning the useful life and viability of selected existing structures on the grounds if it is determined in the process those structures should be retained. Staff will also provide institutional knowledge of the site whenever possible. There are ancillary facilities and uses currently occupying portions of, or are adjacent to, the fairgrounds. One such facility, the Lincoln County Animal Shelter, currently occupies a portion of the site. The County is exploring replacement of the Shelter facilities. Funding for replacement or redevelopment of Animal Shelter facilities is not part of this project, but a decision concerning the location of new facilities is. If the County decides that the Shelter remains at or near its current location, the Master Plan will need to incorporate that decision and plan accordingly. Other uses include Lincoln County Transit and Lincoln County Public works employees parking for a number of cars and buses on the site - - some only during work hours and others during off hours; however those cars and buses are moved to alternative sites for a limited number of events, including the Fair. Animal Shelter, Transit and Public Works facilities and parking options and alternatives must be explored during this part of the process.

3.3 The County has an interest in viewing options for the new main exhibit hall. We will send a group of officials, employees and community members, together with the selected consultants, to view examples in Albany (Linn County), Redmond (Deschutes County) and Hermiston (Umatilla County), at a minimum, to gather information and options for the new building.¹ The selected consultant will need to work with County staff to schedule this trip at an appropriate time in the planning process. After selection of the preferred plan, an initial cost estimate for construction of the new main exhibit hall as well as for all other anticipated physical work will be developed. Operational funds will be addressed in the Business Plan element of the process.

3.4 After community identification and County selection of additional facilities or amenities at the site, an initial cost estimate for construction of those facilities and amenities and anticipated related physical work will be required.

Deliverables: The initial background tasks should be completed within 45 days of the awarding of the contract, except that the additional facilities or amenities portion must be complete within 90 days. This schedule is subject to revision dependent on scheduling

¹ More sites may be recommended by the Consultant and/or County and added to the list. It is anticipated that this trip will cover three days. The County will provide transportation, lodging and meals.

the trip identified in Section 3.3. Further refinement of funding options will be included in the refined Master Plan after the strategic planning elements and public input process are completed.²

Strategic Planning Elements

3.5 Identify elements of a strategic facilities plan for the property. An initial general priority has been identified by the Board of Commissioners, Fair Board, Blue Ribbon Committee³, and other potential partners: the development of a multipurpose, multiuse type facility to replace the existing exhibition hall. The size, location upon the property, amenities, structure type, and other features need to be examined in detail and determined as part of this process. The County is interested in exploring the feasibility of using the building or an annex to the building as an emergency operations/shelter/facility in a disaster. The type of uses and user groups that could and would use such a facility also needs to be clearly identified and articulated. Flexibility is a key feature of such a facility, but low cost for maintenance and operation will be an important consideration. Once options for that facility are developed and recommended, the strategic plan needs to identify other facilities, uses, and spaces that the community desires and are physically and financially feasible for the site. The plan may also identify other needs and desires that cannot be accommodated on the property. The consultant should identify other elements of a facilities portion of the plan that should be incorporated into the final recommendations. Include an analysis of parking needs, traffic, noise and other neighborhood impacts.

3.6 Identify, analyze and recommend management options for the planned facilities. This will be separate from the management of individual events and activities such as the County Fair. Examine management models for other public and private facilities of a similar nature. This could include in-house management and maintenance positions employed by the County, partnering with other organizations or contracting of management and maintenance operations. Include recommendations for both facilities operations and maintenance.

3.7 Develop a **comprehensive** business plan model for the planned facilities that is both feasible and sustainable. The County is critically aware that sustaining financial operations of any facilities will be the most difficult part of moving any plan forward. Identify possible revenue sources, including but not limited to: dedicated annual public sources funding (e.g. state lottery funds for Fairs and voter-approved tax-supported operating taxes) and private sources (rents, user fees, annual event revenues, etc.). This component of the plan must be realistically developed with conservative projections. The

² Deliverables and timelines are subject to negotiation with the selected provider and are guidelines for this RFP process only.

³ This Committee was appointed by the Lincoln County Commissioners to examine continuation of the Lincoln County Fair. Its report and recommendations will be one of the resources available to the consultant and Advisory Committee during this process.

County is unaware of any similar facilities that are self-sustaining based on revenues from use alone.

Deliverables: The preliminary Strategic Planning Elements should be completed within 120 days of the awarding of the contract. A draft of the plan shall be presented to the County at that time.

Final Master Plan Development

3.8 Present a preliminary refined Master Plan to the Board of Commissioners and Fair Board for review and comment. This will include at least one presentation before the Boards at a combined public meeting and three open house(s) for the public and partners to review the proposed Master Plan. After review and refinement, complete the final Master Plan and recommendations. The final Master Plan and recommendations will be presented to the entire community in at least two public meetings. Input from the public review will be provided back to the Board of Commissioners. In a final meeting with the Board of Commissioners, the Board will accept the plan.

Design the new main exhibit hall

3.9 Upon acceptance of the refined Master Plan, provide all the A/E services for the design and construction of a new main exhibit hall and ancillary facilities and amenities. A/E services to include those required as necessary for the buildings that will be retained. The selected consultant will provide a more detailed estimate of those A/E and construction costs upon adoption of the final refined Master Plan, through an amendment to the contract with the selected consultants. Schedules for these services will be developed after the Master Plan

4. PROPOSAL PROJECT TIMING

The County desires to begin the planning process as soon as a consultant is selected and a contract executed and to have a draft plan available no later than **May 5, 2017**. Acceptance of the plan will occur after the review and refinement process described in paragraph 3.8 above. Completion of the design services shall be on a schedule mutually agreed by the parties.

5. PROPOSAL REQUIREMENTS

At a minimum, the proposal in written form should include the following information:

5.1. An overall introduction to the proposal, including a statement of the consultant's understanding of the scope of work and a description of the proposed project approach and planning philosophy.

5.2. Qualifications of the consultant to perform the work with a minimum list of three (3) clients for whom the firm has provided similar services in the recent past. Detailed description of experience in master planning projects of a similar nature.

5.3. Critical comments on the scope of work and responsibilities of the consultant in the planning process to include recommendations for additions, subtractions or modifications of the deliverables or timing of the deliverables. Please feel free to suggest alternative elements to the scope of work, based on consultants' understanding of the desired end product.

5.4. Names of principals and key personnel of the firm and their relevant experience and qualifications and who would provide the services on this project.

5.5. Compensation requirements including expenses. Include a detailed budget with clearly stated work cost allocations. Hourly rates of the project team and estimated hours of work for each team member, tasks to be performed, and any other direct or indirect anticipated expenses. A maximum not-to-exceed compensation amount shall be included in the final negotiated contract.

5.6. Proposed timeline for the project including any suggested modifications of the proposed timelines.

5.7. The proposal shall be signed by an individual authorized to bind the consultant and shall contain a statement to the effect that the proposal is a firm offer for a sixty (60) day period. It should include the name, title, address and telephone number of individuals with authority to negotiate and execute contracts and who may be contacted during the proposal evaluation.

6. GENERAL CONTRACT REQUIREMENTS

The selected consultant(s) shall be required to sign a contract with the County that meets all requirements within this RFP. In the event the County and consultant(s) cannot agree on a contract within a reasonable period of time as determined by County, the County shall be free to select and negotiate a contract with another consultant.

The evaluation of proposals shall be the sole responsibility of the County and will be based on information furnished by the consultant as well as on other information available to the County. The County reserves the right to seek clarification from any consultant submitting a proposal and to verify the information received in the proposal. County reserves the right to reject the proposal of any consultant who previously failed to perform properly to the satisfaction of County, or complete on time agreements of a similar nature, or to reject the proposal of a consultant who is not in a position to perform such an agreement satisfactorily as determined by County. The Board of Commissioners may accept or reject recommendations as to the proposal to select, and may at its sole discretion cancel this selection process.

7. SELECTION PROCESS

The County will evaluate proposals on the criteria identified below. Interviews are at the County's discretion; however, the top two or three candidates likely will be interviewed prior to final selection. The County will select a consultant(s) whose proposal would be most advantageous to the County. The proposals will be reviewed and scored by a review Committee designated by the County. The proposals and the review committee's recommendation will be reviewed by the Lincoln County Fair Board, and the Lincoln County Board of Commissioners. The Board of Commissioners will make the final selection. The Board reserves the right in its sole discretion to determine which consultant(s) will best meet the needs of the County for this project. Evaluations and scoring will be on the basis of the following:

- 7.1. Consultant's geographic proximity to and familiarity with the location of the project. Possible evaluation points-10.
- 7.2. A demonstrated understanding of the project and favorable project approach and planning philosophy. Possible evaluation points-20.
- 7.3. Thoroughness of the proposal. Possible evaluation points-20
- 7.4. Knowledge and experience of key personnel with projects of a similar scope and nature. Possible evaluation points-20
- 7.5. Availability of key personnel and demonstrated ability to meet the proposed work schedule. Include personnel's specific qualifications and experience and an estimate of the proportion of time that such personnel will spend on the project. Possible evaluation points-20
- 7.6. Cost of services to be performed. Include consultants pricing policy and pricing proposal. Possible evaluation points-10
- 7.7. Performance history on past projects for public and private clients including, but not limited to, quality of work, ability to meet schedules, cost control, and working relationship with clients, advisory groups and public. Possible evaluation points-30
- 7.8. Reference responses. Possible evaluation points-20
- 7.9. Ability to perform the services being considered. Possible evaluation points-20
- 7.10. Consultant's ownership status and employment practices regarding women, minorities and emerging small businesses or historically underutilized businesses.. Evaluation points-10
- 7.11. Determination of which consultant and proposal best meets the needs of the County for this project. Possible evaluation points-40

8. **SUBMISSION REQUIREMENTS**

Each firm(s) wishing to respond to this request shall deliver a minimum of ten (10) copies of a completed, signed proposal to the County no later than **5:00 p.m. on Wednesday, November 16, 2016**. Each consultant shall be responsible solely at its own expense for any and all costs for its response to this RFP. Proposals should be sent to the following address labeled “Lincoln County Commons Project Proposal”.

Lincoln County Board of Commissioners
110 Lincoln County Courthouse
225 West Olive Street
Newport OR 97365

RFPs may be opened as received in order to begin the process of checking references, backgrounds, and other selection information.

9. **EVALUATION AND SELECTION SCHEDULE**

During the review and evaluation process, the County reserves the right to require any clarification or additional information on submissions from any or all consultants in order to understand any or all consultants’ approach to the project and their view of the scope of work. Review of proposals should be completed no later than **Friday, December 2, 2016** and the selection made as soon as practicable thereafter.

10. **ADDENDA TO RFP**

Addenda to the RFP will be posted on the Lincoln County Website www.co.lincoln.or.us

11. **INQUIRIES, COMPLAINTS, COMMENTS**

11.1. Any clarification required for understanding the RFP objectives, complaints about, or requests for changes in RFP specifications or the County procedures, including comments on any specifications claimed by a provider to limit competition, or questions about requirements, should be directed to:

Wayne Belmont
110 Lincoln County Courthouse
225 West Olive Street
Newport OR 97365
(541) 265-4108

11.2. All complaints and exceptions to the RFP must be submitted in writing and be received by **5:00 p.m., Monday, October 31, 2016 at the address above**. Copies of all appropriate correspondence will be provided to all recipients of this RFP.

11.3. No response from the County will vary the terms of this RFP without issuance of a written addendum.

11.4. Appeal of any decision(s) by the County that are adverse to the consultant may be further appealed by delivering a written appeal within five (5) working days of the decision to the Lincoln County Contract Review Board, which is composed of the Board of County Commissioners. Written appeals must include a concise statement of the complaint, setting forth all pertinent facts, citation to applicable law or authorities, and the relief requested.

12. **LIMITATION**

County reserves the right to accept or reject any or all proposals received as a result of this request, to modify the RFP requirements by written addendum, to negotiate a final agreement with modifications with the selected consultants, or to cancel, in part or in its entirety, the request for proposals, or to withdraw and reissue the requests for proposals if it is in the best interest of the County to do so.

Under no circumstances will County be responsible for any consultant's costs and expenses incurred in submitting responses to this solicitation, which includes any costs for site visits or interviews required by County. Consultants responding to this solicitation do so solely at their own cost and expense.

13. **GENERAL INFORMATION**

Please contact Wayne Belmont, County Counsel, at (541) 265-4108, or write him at 225 West Olive Street, Room 110, Newport, Oregon 97365 for further information about the project requirements.