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The Need and Value of a County Fair in Multnomah County

City Club of Portland (Portland, Or.)

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City Club
BULLETIN

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ON

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REPORT

ON

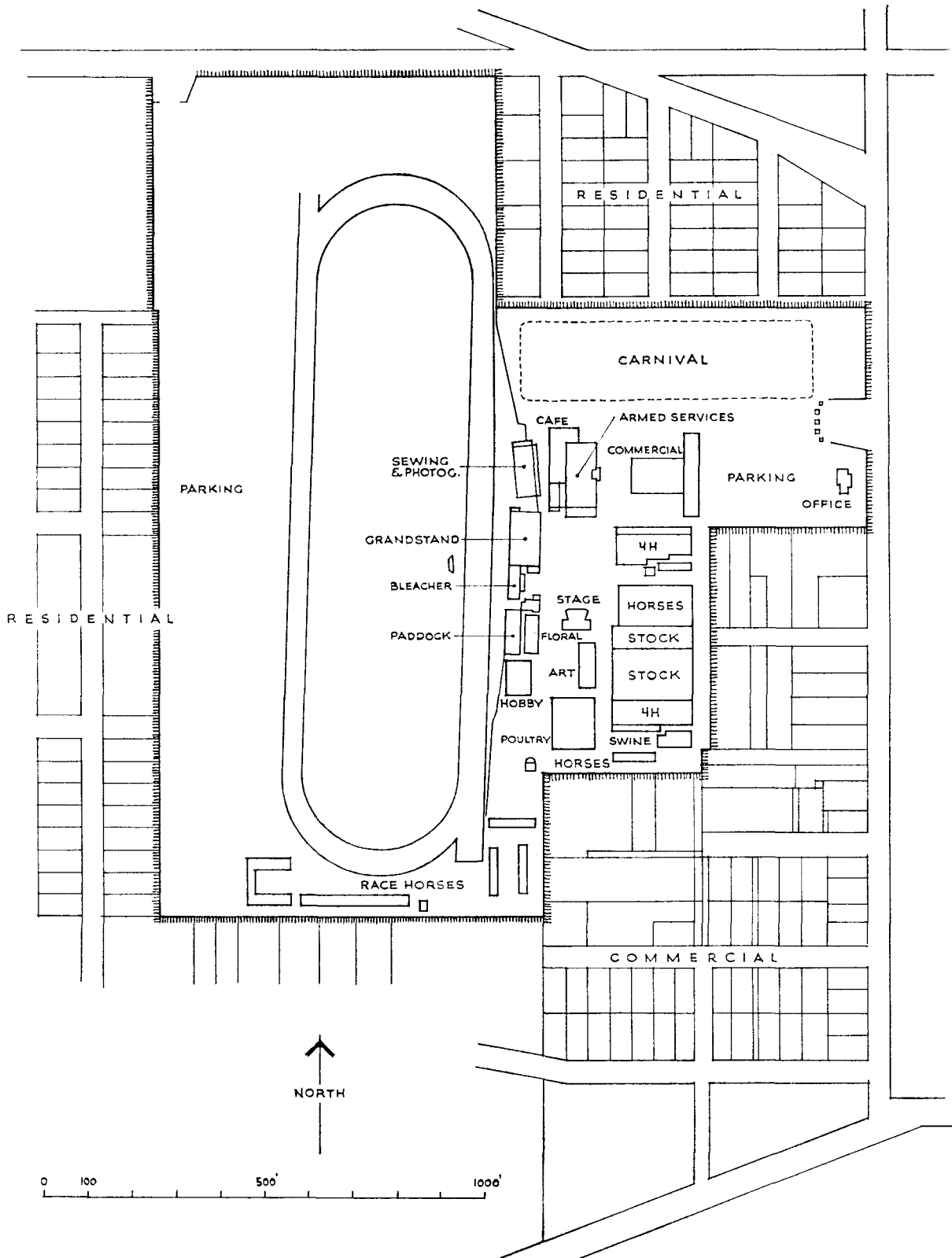
***The Need and Value of a County Fair
In Multnomah County***

The Committee: RALPH APPLEMAN, MARK CHAMBERLIN, R. VERNON COOK,
STETSON B. HARMAN, DAVID SYMONS, SIDNEY LEA THOMPSON, RAY-
MOND D. WILDER, DON S. WILLNER, and WALTER WIEBENSON, *Chair-*
man.

ELECTED TO MEMBERSHIP

HOWARD E. ROOS, Attorney. Assistant General Attorney, Union Pacific Railroad.
Proposed by Randall B. Kester.

*"To inform its members and the community in public matters and to
arouse in them a realization of the obligations of citizenship."*



MULTNOMAH COUNTY FAIR GROUNDS

GRESHAM, OREGON

**REPORT
ON
THE NEED AND VALUE OF A COUNTY FAIR
IN MULTNOMAH COUNTY**

TO THE BOARD OF GOVERNORS,
THE CITY CLUB OF PORTLAND

INTRODUCTION

Your Committee* was appointed to report on "The Need and Value of a County Fair in Multnomah County."

For a number of years the Commissioners of Multnomah County have endeavored to secure a new site for its County Fair, for two reasons: the Gresham community strongly desires removal of the Fair so that better land use can be made of the area, and the Commissioners feel the present grounds and facilities are inadequate for a modern fair program. Since no action has crystallized, it seems advisable to examine this need in view of the rapid changes taking place in the urbanization of Multnomah County.

SCOPE OF INVESTIGATION

The following persons concerned with fair and other recreation and exhibit type activities were interviewed:

Ed L. Shannon, Portland 4-H Club Agent.
Albert L. McKay, Director, FFA, Gresham High School.
Elmer McClure, Master, Oregon State Grange.
Jack Bain, County Commissioner.
Duane Hennessy, Manager, Multnomah County Fair.
Mrs. Eugenia Raebel, Supervisor of Exhibits, County Fair.
Margaret Thompson Hill, editor and publisher, East County-Parkrose Enterprise.
R. E. (Poly) Schedeen, President, Gresham Berry Growers and former state representative.
R. L. Clark, President, Pacific Livestock Association.
Lou Merrill, Manager, Western Fairs Association.
M. C. Fleming, cattle breeder.
George Cole, concessionaire.
Lloyd Anderson, then director, County Planning Commission.
C. W. Vrooman, Livestock Consultant, Corvallis.
Cecil Edwards, then State Racing Steward.
Tom Purcell, editor and publisher, Gresham Outlook.
Clifford Holt, chairman, Wood Village Planning Commission.

The Committee also consulted with:

John Inskeep, Clackamas County Agent.
Clay Miller, County 4-H Club Agent.
Ross Philippe, Manager of State Auditing Department,
Secretary of State's office.
Clancy Jean, former agricultural secretary, Portland Chamber of Commerce.
Ivan Elder, executive assistant to the County Commissioners.
Ruth Halvorsen, artist, and head of the Art Department,
Portland Public Schools.
Joe Dwyer, State Agricultural Director, State of Washintgon.

In the course of its study, the Committee visited the County Fair in operation, followed fair bills before the 1957 State Legislature, studied two Stanford Research Institute reports on fairs, the City Planning Commission's extensive study of the Exposition-Recreation locations and facilities, a Master Plan for the Oregon State Fair (1957) and various state audits and reports pertaining to fair-type operations as well as state laws and rules for pro-rating fair funds in the State of Washington.

* Your Committee, approved by the Board of Governors, was selected with a view of a cross-section of interests in this problem and included the following: Ralph Appleman, architect; Mark Chamberlin, field secretary, Methodist Federation for Social Action; R. Vernon Cook, attorney; Stetson B. Harman, Trust Officer, First National Bank of Oregon; David Symons, design planner; Sidney Lea Thompson, realtor; Raymond D. Wilder, Y.M.C.A. executive; Don S. Willner, attorney and Walter Wiebenson, manufacturer's representative.

HISTORY AND TRENDS OF FAIRS

The history of fairs is one of brilliance in all ages and closely connected with advancement of the arts. As early as the 7th Century, fairs were held at geographical locations that were the crossroads of early European travel. These early fairs were held for direct market purposes. Apparently the more primitive the country, the greater the importance of the fair.

In the United States, credit is given Elkanah Watson of Massachusetts for the promotion and establishment of fairs more as we have come to know them, when he succeeded in having \$20,000 appropriated by that state for use in county fairs. His interest in exhibiting agriculture and livestock for educational purposes as well as marketing was inspired by the keen interest shown in a pair of Merino sheep which he procured and displayed at Berkshire in 1807. Because of Watson's original impetus, fairs more and more satisfied the educational and social needs of the community.

Fair development has generally been along specialized lines: agricultural fairs, plowing contests, corn-husking championships, plus what the trade fairs refer to as "vertical" shows, such as the one-industry trade shows. In our technological age, these "vertical" shows have taken the dominant role in fairs of all kinds.

Fairs have gradually reverted to a marketing activity reminiscent of the early "cross-roads" fairs of ancient history, with the educational values playing the less important role.

The Stanford Research Institute late in 1956 completed two extensive reports on fairs: "The Present California State Fair and Exposition and a Plan for Its Modernization," and "An Exposition Appropriate for the State of California." The reports state that early United States fairs were economic, cultural and social in nature. Fairs served as social gathering places, and it was at these early fairs that agricultural knowledge was spread and impetus given to developing improved livestock, seeds, machinery and other phases of farming. Fairs were considered the most spectacular rural event in what was then primarily a rural society. Before the advent of telephones, daily rural newspapers, radio, television, agricultural colleges, good roads and cars, the fairs served as the focal points for demonstration and exhibition of new farming techniques.

In the Twentieth Century the farmer no longer depended on fairs, and many small fairs were abandoned, or combined with others in their regions where individually their existences were no longer justified. Combinations were necessary for survival because of a variety of demands for the attention of the public in an era when large segments of our population had changed from rural to urban. When the fair's value as disseminator of information decreased, bigger and better entertainment features were used to attract attendance. This meant that expenses grew beyond funds available to individual small-area fairs, and tri-county and regional exhibitions resulted.

The reports' opinions on what a fair of today and of tomorrow should contain are also well expressed by Frank Kingman, secretary-treasurer of the International Association of Fairs and Expositions, when in a letter to your Committee he states:

"It is a well worn expression that a fair is a show window of its areas. It should reflect the life and activities of the people in its area . . . As life changes, so will fairs change . . .

"I think one fair in a county is sufficient and in many cases I think regional fairs would be better, because it takes money to produce a good fair, and a small fair in many cases doesn't have the money to do a good job . . .

"The Department of Agriculture is encouraging fairs to combine . . ."

A tremendous boom in the number and size of shows, fairs, exhibitions . . . call them what you will . . . was felt in the post-World War II era, but these fairs are not the sawdust fairs of yesteryear. Although there has been a drastic decline in farm population in recent years, it is generally agreed that interest in agriculture will not disappear, regardless of the urbanization of the area. Foremost in the perpetuation of all phases of agricultural interest in the community are 4-H and FFA groups. The Institute reports mentioned above state that since as early as 1920, club exhibits have been forming an increasingly larger part of fair participation.

History of Multnomah County Fair

A half century ago, the first annual Multnomah County Fair was held in Gresham, the outgrowth of several highly successful grange celebrations. An independent group of stockholders, noting the success of the yearly fall grange fairs, set up a corporation to sponsor the 1907 Fair and carnival, and invited all residents and granges to participate. The Fair continued as a private enterprise until the mid-1930's, (when the stockholders turned everything over to the county which had been contributing some premiums and

other expenses since 1912). In 1933 the State Legislature earmarked funds from pari-mutuel racing for the promotion and operation of county fairs throughout the state. (Note: Today's distribution differs widely from this original single-purpose appropriation.) From the 1930's until 1949, the Multnomah County Fair was operated by the County through the Multnomah County Fair Association, a private non-profit corporation administered by a board of local county residents. When the Multnomah County Tax Supervising and Conservation Commission reported dissatisfaction with the Fair Association's management methods and administration of tax funds, the County Commissioners refused to renew a five-year lease of the fairgrounds and assumed direct operation. In 1950 the Commissioners formed a separate department of the county under the supervision of a hired business manager to manage the Fair. Until then, the last known improvement and construction on the grounds was done during the WPA days of the mid-30's. Under current management, extensive rehabilitation of the Fair properties has taken place. Only the potential removal of the entire Fair operation to another site in the county has prevented recent large expenditures for needed capital improvements.

ACTIVITIES OF THE MULTNOMAH COUNTY FAIR

The County operates two shows at the fairgrounds each year, the Multnomah County Spring Garden Show in April and the Multnomah County Fair usually held in early August, extending for ten days. The Oregon Pet and Poultry Show in October receives direct state support and is housed on the fairgrounds rent-free.

The Fair staff consists of a manager and two groundskeepers. All are full-time civil service employees. The Fair appears to earn a profit, based on current income and expenses. The Fair operation is now apparently on a solvent basis and has the support of the entire Board of County Commissioners.

According to the Multnomah County handbook, attendance at the County Fair increased from 90,000 in 1950 to over 170,000 in 1955. There has been no determination locally what segments of Fair activity draw what proportion of this attendance. The Stanford Research Institute report lists the following activities in order of interest shown by attendance:

- Counties Building
- Flowers
- Foods and Hobbies
- Home Show
- Art
- Women's Building
- Natural Resources
- Cattle Barn
- Swine and Sheep
- Goats
- Rabbits
- 4-H and FFA

Since agriculture is no longer the dominant segment of society, it no longer constitutes the major part of fair activity, but assumes its proper proportion to other activities. It is felt by fair professionals that today's fair should be civic, patriotic, scientific, educational, social and recreational, as well as agricultural. It is pointed out, however, that the agricultural fair is still the rule and not the exception. The objective seems not to reduce the agricultural participation at the fair, but to increase representation from other segments of our economy until agriculture assumes its proper proportion. Today's adults, remembering their earlier association with the farm economy, wish their children to be knowledgeable about farm life (if only to educate them that milk doesn't grow in bottles and bread must first be grown in wheat in the field and processed to flour before it can be picked up in a waxpaper wrapper at the store).

A state-wide survey conducted by your Committee to determine which events within each county are supported by public funds, reveals that 26 of the 28 counties replying supported 4-H and FFA activities to varying degrees; indeed, some counties devote their entire program to these youth activities in lieu of a county fair as such.

One of the recommendations of the Stanford Research Institute report was that a new fair for California — for which its survey was made — should be built around a strong theme portraying the community's social life, with an emphasis on its people, their deeds and achievements . . . not merchandising, machinery or livestock.

Today's world seems obsessed with growth, but growth and progress are not always

synonymous. If we were to consider growth alone as the solution to the Fair's problems, we may lose the fundamental purpose of the Fair, i.e. the individual's participation in community activity.

There is need to coordinate public activities within the county. A Commission could function as a clearing house on a county-wide basis to coordinate all recreation activities and facilities.

The Racing Activity

Contrary to some opinion expressed to your Committee, commercial horse racing is not a traditional Fair activity demanded by the public. Your Committee feels that elimination of these nine days of racing will not break the economic back of local horse breeders.

The most successful fairs in the country today, according to the Stanford Research Institute reports, do not have commercial racing. The horse racing now held at the Fair is a commercial venture, and not a local community activity, other than an "entertainment." With all the local interest in Hunt Clubs, riding clubs, etc., activities encouraging the participation of horseowners in special events could be developed. In 1958, on a non-racing Sunday during the Fair, two free events, a 4-H horse exhibition during the morning, and a Shetland Pony Club Show in the afternoon were held at the track. The 4-H Horse exhibition created so much interest that it was difficult to close, so that they could begin the other equally popular event. This enthusiasm toward a non-commercial event involving local stock and riders would seem indicative of the support that would be given to events in which members of the community participated. This principle of participation and local competition is a primary function of a community fair.

Discontinuing commercial racing from the County Fair would make no appreciable difference in the revenue derived by the state, because the nine days of racing at Multnomah County Fair bring in less than 1 per cent of the total racing revenue to the state.

The argument that the largest percentage of persons visiting the Fair come for the racing events and that elimination of this racing would be depriving these citizens of their choice of activities can be offset by pointing out that ample track facilities exist to satisfy this outlet elsewhere in the county.

Your Committee considered racing only as an activity of the Fair, and whether or not it was essential to a county fair's existence. Your Committee believes that commercial racing is not essential to the success of a county fair. Multnomah County is the only county fair in the state which is licensed to operate commercial racing as a fair activity.

Racing as an exhibition participated in by local horsemen, with modest facilities and purses, could be managed within a limited budget. For instance, at the Puyallup Fair in Washington, an area in front of the grandstand does duty as a track, an arena, a rodeo judging ring, and for numerous other purposes including a simultaneous stage show with three stages.

Arts and Crafts

"Art is the manifestation by man of his aesthetic perception in all things and acts." This statement implies there are unlimited activities and interests in the fields of art. The art exhibit at the County Fair is primarily an exhibit of paintings with a few items classified as crafts. Other activities in the county indicate our interests and talents in the field of art are many. The Art and Crafts Show in the Park Blocks, the Pacific Arts Festival, and the recent Art Festival sponsored by Portland State College are good examples.

Fair management has made some progress in bringing in a few people active in various fields of art to help direct the art program of the Fair, and to the extent this limited number of people is able, planning is done. It is keenly felt that a wealth of art leadership exists in our community which would be willing to aid in the development of a representative, selective and imaginative art program, if called upon. This broader representation of arts in the community, at the planning level, your Committee feels should result in a worthwhile program to serve the community by developing an awareness of art as it is related to all phases of gracious living. Many people still consider the County Fair as primarily a livestock, agricultural, cooking and sewing fair, participated in by rural folk. Because of this attitude, many would-be art contributors do not believe the Fair offers as large and appreciative an audience as other shows and exhibits.

The Fair management is trying to encourage more activity in the art department, but has to do so cautiously because of the lack of available space. In 1948 the art department was given the building formerly occupied by the Grange. There were 336 items exhibited in 1956, 355 in 1957 and 469 in 1958. Of these, the greatest number is submitted by the Public Schools which does so by quota per school. Except for a limitation

of one entry per person per class of entry, the Fair has no rules that restrict selections for display. Since 1955 the Fair has included a division in arts and crafts for schools — Portland School District No. 1, Multnomah County Schools outside of Portland, private and parochial schools and art schools. The art department of School District No. 1, for instance, selects its entries as representing the best 200 "pounds" they have to offer. In addition to the Fair, School District No. 1 participates in many other shows (we were told of more than fifteen). The materials for all shows are selected from 2200 entries. The county schools select in much the same manner.

This Committee feels that the art department could and should be a major activity of the Fair. The most significant criticism directed at the Fair's art efforts was that top creative men and women, leaders in the numerous related art fields and applied art, are not invited to help plan the Fair's art activities. With creative and inspired leadership, we feel criticisms such as "people are not aware of the beauty of things," and "we do not have space available for an expanded art program" will not be valid obstacles to an exciting, imaginative Fair program.

Livestock and Agriculture

Leaders in this county's livestock and agricultural groups feel that a County Fair is essential to their best interests. They also state that the limited space that is available does not provide sufficient facilities for the quality program they feel could be offered. The 4-H and FFA particularly lament the lack of proper barns, show rings and judging rings.

The dates of the Fair affect the availability of agricultural exhibits. It has been stated that agriculture is still a major activity in Multnomah County. However, because the County Fair is now held usually in early August in an effort to get good weather, it precedes the normal harvest season and makes available only a token exhibit of this region's agricultural economy. Many of Multnomah County's major crops do not lend themselves to fair exhibition — berries, for instance.

Perhaps a special harvest fair later in the fall could accommodate the agricultural interests to their best advantage and make more extensive use of the county's facilities than is accomplished by trying to have nearly everything during the ten days of the Fair.

Facilities for 4-H activities are so limited that they are inadequate to house exhibits of both county and urban groups simultaneously. They divide the ten days of the Fair into two five-day sessions. There is no separate show ring available for the youth groups' livestock showing or judging competition, and often the driveways have to be used for these purposes.

Everyone interviewed by your Committee strongly felt that fairs at the local level should be preserved because of the fine influence on the youth of the community and the encouragement of constructive activity. It appears to your Committee that youth activities are heavily leaned upon as justification for preserving the Fair, but that actual support (other than premiums which are quite generous) is inconsistent with the importance attached to these activities.

It is recognized by most authorities that fair programs should be constructive and conducive to setting a pattern for better living and citizenship. Until such a program is demanded and effected, we cannot expect to justify a great change to our present physical plant at Gresham or a move to another site. The simplest way to gain public support for a program is to offer one that will stimulate the public interest and enthusiasm. To substantiate this statement, we call your attention to the success of the Arts and Crafts Fair in the Park Blocks during the 1958 Rose Festival. Your Committee found that a prevalent attitude is that it is necessary to give the public more and better entertainment to insure a successful gate. Authoritative sources indicate the above assumption is not true. The more permanently successful events are those that have values beyond entertainment. It seems necessary to de-emphasize those fair activities that do not justify the existence of the Fair and concentrate our efforts to improve upon and expand the type of program that will justify the Fair's existence.

Carnival

The festive air created by a carnival with its color, music and movement, is traditionally part of the atmosphere of a fair, and is essential to its enjoyment. However, your Committee believes that a more imaginative use of carnival activities could be devised which could include the participation by local civic and fraternal organizations and would confine the leasing of commercial ventures to a few selected rides and concessions.

PHYSICAL ASPECTS OF THE FAIR

The site of the Multnomah County Fair consists of fifty acres near the center of the city of Gresham, population 3432, twelve miles east and twenty to thirty minutes drive from the center of Portland which serves a metropolitan area of over 660,000.

Of the fifty acres, approximately 15%, or 7¼ acres, is used for parking 1750 cars; 25%, or 12½ acres, is devoted to exhibit buildings; 12% ,or 6 acres, is set aside for carnival and concessions; 45%, or 22½ acres, is set aside for horseracing, and 3%, or 1½ acres, is picnic and outdoor show area.

Buildings and site are shown to scale on the cover sketch. In 1955, the County Planning Commission estimated the value of the site at from \$6,000 to \$6,500 per acre, setting a total site value at from \$300,000 to \$325,000. The total present estimated depreciated value of the buildings and equipment is \$278,406. The buildings have no practical resale value on the site.

The present site, County Commissioners estimate, is not adequate for parking and permits no room for expansion of activities or service facilities. Since the plant was built, types of activities and Fair needs have changed drastically and the obsolete layout does not lend itself to present needs.

Gresham has grown to surround the fairgrounds, and much of the present Fair site occupies land that could have been highly developed for business and residential purposes in the normal course of that city's expansion, had the Fair not occupied the land in Gresham's core area.

Since November 9, 1953, the Gresham Chamber of Commerce has urged the Board of County Commissioners to "proceed at once to procure a new site for the Multnomah County Fair." More than one poll of members on the question of Fair removal has been taken, and the actual vote count in November, 1956, was 103 in favor of such action, to 9 against, at which time the President of Gresham's Chamber wrote to county officials:

"Members then voted that we advise you of this action and request again that you take steps immediately to bring about relocation of the Fair outside the City of Gresham and thus make available the site now used by the Fair for development of the heart of the city."

The attitude of the people of Gresham in desiring the removal of the Fair has acted as a deterrent to normal improvements and expansion of the present facilities. All improvements are made on a temporary basis and portable buildings are being constructed as facilities are required. The use of present physical facilities is limited generally to the summer months, since they are not heated and are of light construction.

The County Commissioners stated in an interview with your Committee that "the grounds are geared for 50 years ago in size and layout." They also said that cost of acquiring more land in that location is prohibitive.

The facilities necessary to accommodate racing — grandstands, barns, parking, elaborate technical equipment — constitute the major portion of our Fair's plant. A profit is shown each year from racing activity. However, your Committee feels that in planning new Fair facilities, serious consideration should be given to eliminating the enormous capital investment of a racing establishment.

The present physical plant at Gresham adequately provides for the *present* Fair program. It would be more appropriate to say the present Fair program is designed to fit the present physical plant. Our forefathers founded the Multnomah County Fair, designated its location, and designed the grounds and buildings to satisfy their desires and needs. The physical plant, to serve its function properly, has to be designed to fit a program. It is necessary to design a program around the needs of our community in our time before it is possible to know what we wish to do about it.

Other Facilities for Community Events in the Region

In the Portland area, the current National Guard Armory schedules a few selected sports events, but is inadequate for many community functions. At present there is little chance of a new Armory being built because appropriations were not approved.

The Exposition-Recreation Center in Portland is planned to provide for organized sports such as basketball, hockey, ice shows and other arena-type events, as well as any number of trade shows, exhibitions, concerts and other performances. It is generally agreed that the E-R Center will probably not be competitive to facilities having agricultural or livestock events.

In relation to the Multnomah County Fair, the Pacific International Livestock Exposition and the Oregon State Fair have events of greater similarity. When the E-R facilities were first proposed, efforts were made to coordinate P. I., County Fair and

E-R functions in one setting. When the present E-R site was selected, the P. I. officials said that the close-in site would not accommodate its events, and the existing P. I. facilities are now undergoing complete rehabilitation by the Oregon Centennial Commission for use during the Centennial, and will revert to the P. I. in their reconstructed state when the Centennial is over. The P. I. agreed to a three-year dormant period while facilities were being converted and the Centennial events held.

The P. I. entries are representative of the entire Northwest region, and some of the exhibitors from the Oregon State Fair are qualified to enter the P. I. competition. Winners from the County Fairs are the exhibitors at the State Fair. All three activities have livestock, 4-H, FFA, agriculture, stage shows and commercial divisions, and they are located within an hour's drive of one another, although there is a progressive chain relationship.

Many exhibitors cannot participate in all three due to time and expense involved.

It is impossible to determine at this time what the impact of the new E-R and other similar activities will have on the Multnomah County Fair. We have been told that the E-R contemplates being available for such exhibits as floral, art, photography, hobby and other showings which are now also held in conjunction with the Fair program. Until a study is made coordinating the functions of these public agencies in a balanced program to best serve the public interest, duplications are bound to occur which will affect the success of these shows since they would be competing for the same audience.

FINANCING OF COUNTY FAIRS

Prior to 1950 the Multnomah County Fair was operated by a private corporation. No records of revenue and expenditures appear to have been available for examination until the operation of the Fair was assumed by Multnomah County itself.

Under the present arrangement the fiscal year of the Fair ends June 30th. As yet no complete audited statements for the fiscal year of 1958-1959 are ready. A comparative statement of Fair finances for the six years beginning 1952-53 is printed at the conclusion of this section. Under Chapter 328, Oregon Laws 1955 (ORS 462.300), the Division of Audits of the Secretary of State prepares a summary of the financial statements of "all fairs, shows and associations which were beneficiaries to the distribution of State of Oregon Racing Commission Revenues allocated pursuant to Oregon Revised Statutes, Chapter 462."

It is interesting to note some of the comments made by the auditor from the office of the Secretary of State in the 1955-56 report: "Since no uniformity existed relative to the basis of accounting used by the several county fairs and other organizations, the audit reports submitted for summarization were prepared on an accrual basis in some instances, in others on a cash basis or various modifications of accrual and cash bases. In addition, no uniform classification of revenues and expenditures existed with respect to the accounting of the several organizations . . . the absence of this uniformity (renders) the information contained in the . . . reports difficult to compare and virtually impossible to summarize with satisfactory results.

"The circumstances encountered in attempting the summarization contained in this report led to two very obvious conclusions. First, if future summarizations of audit reports of beneficiaries of distribution of Racing Commission revenues are to be completely accurate and useful, there is need for uniformity of audit statement presentation . . . Second, the summaries included in this report . . . have definite limitations with respect to the results and their possible uses for detailed comparative purposes."

The regular 1957 Legislative Session of the State of Oregon modified the laws covering racing revenues. Chapter 475, which already authorized an annual statement and a summarization, was amplified by adding Sections (3) and (4) which made available, but optional, systems of accounting for use by county fairs which ideally would correct the confusing situation caused by the present bookkeeping methods.

It is the understanding of your committee that this bill as originally worded had the full support if not the sponsorship of the Fair Association, but that the optional provision was inserted by the legislators at the request of state officials who claimed that lack of adequate personnel would make the task of immediate complete revision almost impossible.

The Fair derives its revenue from the following sources:

(1) STATE APPROPRIATION FROM THE GENERAL FUND, comparable to a sum as could be raised if there were levied a tax of one-twentieth of a mill on the taxable property of the state as last equalized by the State Tax Commission, for the purpose of maintaining county fairs, land products shows, and livestock expositions and constructing roads, under the provisions of ORS 565.270 and 565.280. During the past several years, Mult-

nomah County has received from this source an average of approximately \$16,800.00* each year, of which only \$5,000 has been allocated to the County Fair itself. The total allocation in the state has ranged from \$70,719.00 in 1951 to \$100,217.37 in 1957, increasing annually about \$5,000.00.

State-supported fair activities in Oregon have grown without co-ordinated direction, planning or controls, resulting in many inequities, especially in the distribution of state monies for fair activities and the programs offered the various communities throughout the state.

The inequities to Multnomah County, particularly, have discouraged the development of a Fair in keeping with the community's needs, despite best management methods. Multnomah County's share of the allocation is limited by law to \$16,500, although in 1957, for instance, its actual 1/20th of a mill value totalled \$30,742.76. The difference between the limit and the total value amounted to \$14,252.76 in 1957, and was divided equally among the thirty-six counties in the state, including Multnomah County, for use in county road funds. The amount received by each county for "constructing good roads" was \$395.63 in 1957 (ORS 565.280.)**

Furthermore, of the allowed \$16,500 maximum for any one county for fair purposes (Multnomah County is the only one affected by this limitation), it is stipulated by state law (ORS 565.290) that Multnomah County shall distribute this millage income as follows:

Oregon Pet and Poultry Association.....	\$1,500
National Dairy Show.....	1,000
Pacific International Livestock Show.....	4,500
Manufacturing & Land Products Show.....	4,500
Multnomah County Fair.....	5,000

The Committee feels that the Multnomah Board of County Commissioners should have the right to determine which events other than its own Fair should be supported with its share of Fair funds, and that if the state wishes to support the National Dairy Show, the Manufacturing and Land Products Show, the Pacific International Livestock Show, and the Oregon Pet and Poultry Show, it should do so directly from state funds before any county distribution is made — as is done with all other special events that are state-supported.

(2) **INCOME FROM RACING COMMISSION REVENUE.** Of the total income to the state from racing activities, the state retains 40%, special events such as the State Fair, the P.I., rodeos, etc., get nearly 12% and the remainder is distributed equally among the 36 counties in the state. During the current fiscal year, Multnomah County realized \$14,209.25 from racing revenues, a considerable increase over last year's \$12,661.36.

Currently Multnomah County relies heavily on racing activities for its attendance and monetary support.

Fairs can be successful without racing activities, for example, those held at Puyallup, Houston, etc.

(3) **INCOME FROM HANDLING OF RACING ACTIVITIES AT COUNTY FAIR.** The Fair is allowed 13½% of the total handled through the mutuels. From this the expenses of racing employees, supplies, ½ of 1% for tote machines, purses to racehorse owners, and other specifically racing operating expenses, plus a pro-rata of the year-around expenses necessary to maintaining racing facilities, are paid. The State of Oregon receives 1½% of the handle for the state's share, and the remaining 85% is returned to the public as winner's wagers. During the 1957-58 fiscal year, the Fair realized a net of \$8,506.08 from racing activity at its plant.† As a result of extensive capital improvements chargeable to racing operation, and the pro-rating of a proper share of annual operating costs to racing activity, this net is considerably lower than that shown in previous years when profit sheets on the actual nine days of racing would reflect four or five times the above net figure. In 1956, for instance, an operating "profit" of \$38,365.86 was recorded, but no charges for annual upkeep and capital expenses were deducted as they were for 1957-58.

(4) **DIRECT RECEIPTS FROM THE FAIR ITSELF.** These include entry fees, admissions, rentals from concessions and commercial exhibits, and some income from parking. This total for the 1957 Fair (1957-58 year) was \$212,763.86. This total includes the net from racing activity mentioned in (3).

* Includes amount distributed for road construction under ORS 565.280.

** With the drastic increase in assessment ratio last year — since reduced — in Multnomah County, and with the amount to be received by Multnomah County remaining constant, it is apparent that other counties will benefit substantially. Their 1/36 of Multnomah County's withheld portion will amount to more than a thousand dollars each.

† Segment of county financial statement.

The following comparative statement of Fair finances is shown for the past six years.

FAIR FINANCES — FOR SIX YEARS

	1957-58	1956-57	1955-56	1954-55	1953-54	1952-53
SALARIES.....	\$ 21,901.01	\$ 21,849.51	\$ 20,243.18	\$ 20,078.00	\$ 16,158.26	\$ 14,428.06
GENERAL EXPENSE.....	10,399.40	9,592.72	10,164.90	10,945.24	10,397.71	10,168.52
CAPITAL.....	4,866.68	3,364.94	3,982.83	8,657.64
DIRECT FAIR COSTS.....	146,332.73	133,537.32	114,779.54	125,929.69	99,085.74	83,684.38
CONSTRUCTION REPAIRS.....	28,806.47	37,476.45	42,467.61	26,523.72	34,070.95	67,079.11
	<u>\$212,306.29</u>	<u>\$205,820.94</u>	<u>\$191,638.06</u>	<u>\$192,134.29</u>	<u>\$159,712.66</u>	<u>\$175,360.07</u>
FAIR REVENUE*.....	\$212,763.86	\$199,327.26	159,622.66	164,700.51	\$144,637.03	\$113,911.90
ANNUAL MILLAGE.....	5,000.00	5,000.00	5,000.00	5,000.00	5,000.00	5,000.00
RACING**.....	12,661.36	12,837.65	12,600.00	11,350.00	12,417.53	12,800.00
	<u>\$230,425.22</u>	<u>\$217,164.91</u>	<u>\$177,222.66</u>	<u>\$181,050.51</u>	<u>\$162,054.56</u>	<u>\$131,711.90</u>

* Includes profits from handle.

** Income distributed from state racing fund to all countries equally.

Budgeting for the County Fair

The County Fair is operated as a department of the county. Each spring it submits a budget to the County Commission which, upon approval, includes it in the county's over-all budget which must be submitted to and approved by the Multnomah County Tax Supervising and Conservation Commission. According to the Commissioners, the Multnomah County Fair is the only such fair which operates on an advance budget. Others show an accounting, but operate on current revenue.

The entire operation is county-audited. All Fair revenues go into the general fund of the county, and expenses are paid for by that fund. County officials told your Committee that they feel the financial controls are tighter than for any other fair in the state or even in the country, and that Fair income should not only offset its general maintenance and operation costs, but capital improvements as well. Prior to 1956, this was not possible, county officials state, because they inherited a very grave reconstruction problem from the private corporation which had been administering the fair activity. Much catching up of neglected maintenance and improvements has been done, however, and income now exceeds annual cost.

Exhibitors' entry fees do not begin to cover operational costs, and some departments are not charged at all, to encourage greater numbers to participate, (such as 4-H members, FFA, food exhibits, etc.). It is estimated that ninety per cent of the Fair space is non-revenue-producing.

STATE FINANCING OF FAIRS

No discussion of the local fair situation can be complete without a consideration of the financial support from the state level on which Multnomah County Fair as well as all other publicly-supported fair-type programs are dependent.

History of Racing Legislation

In 1933 the Legislature authorized pari-mutuel wagering for racing, for the purpose of providing a new source of revenue for support of Oregon's various county fairs which were suffering greatly during the depression years. Previously, regular appropriations were allotted each county from the General Fund.

Since their inception, racing tax revenues have increased 1300% over a period of 25 years, from \$85,000 to over one million. In 1933 the original Racing Act allocated all of the money received to the credit of fairs, with a special allocation to the P. I. of \$35,000. In 1935 additional allocations were granted the Eastern Oregon Livestock Show, the Pendleton Round-Up and the Northwestern Turkey Show. In addition, a new provision was enacted whereby 1/6 of the gross wagering receipts were transferred to the General Fund.

In 1947 the State General Fund participation was increased to 40%, where it now stands.

Distribution by the Racing Commission on the present tax receipts of approximately one million is as follows:

State General Fund	approximately \$400,000
P. I.	35,000
Oregon State Fair.....	35,000
Eastern Oregon Livestock Show.....	7,500
Mid-Columbia Livestock Show.....	5,000
Pendleton Round-Up	7,500
Northwest Turkey Show.....	2,400
Klamath Basin Round-Up.....	5,000
Spring Lamb and Dairy Show.....	2,500
Pacific Coast Turkey Show.....	2,400
Oregon State Corn Show.....	2,500
36 counties pro-rata share	12,000 to \$13,000

It is evident to your Committee that as the "take" increased, more and more deduc-

tions were granted special exhibitions in addition to the increases transferred to the General Fund, reducing allocations to county fairs to 50% of the total receipts.

From a recent survey of counties we find that although some of the special exhibitions are not held regularly, they continue by law to receive allocations which are set up in reserves. Generally these funds show as deposits to the County General Fund. However, in special allocations to special exhibitions such as the P. I., payments are made directly to the association or private corporation, which also may continue to receive their allocations although no exhibition is held in that fiscal period.

A case in point is the use of the P. I. property currently by the Oregon Centennial Commission. The P. I. has declared a moratorium for a period of three years during a rejuvenation of the facilities by the Centennial and the year of the exhibit itself. During this period, under present legislation, the P. I. will continue to receive its direct \$35,000 of racing revenue and its share of Multnomah County's millage allotment, totalling approximately \$135,000 for the three-year period. In addition, approximately \$450,000 of capital improvements to the P. I. facilities, being paid for by the state for the Oregon Centennial Commission's International Trade Fair, will revert to the P. I. when the state's celebration is ended. However, county officials, in 1958, upon a ruling of the District Attorney, have withheld the \$10,000 of Multnomah County's millage share.

Income to Fairs

Except in the year 1947, as far as your Committee could determine, there was no state summarization of the use of distributed racing revenues until the 1954-55 fiscal period. If the counties did turn in financial reports annually as required by law, it is not known what use was made of them at the state level. There is need for uniform accounting methods by those bodies who receive racing commission revenues. Comparisons under recent summaries are difficult and produce limited results. The 1957 Legislation modifying existing laws was probably a step in the right direction, but only *made available* systems of accounting which might give a clearer picture. If an annual summary is to serve a useful purpose, the bill as originally presented, making such uniform accounting systems mandatory rather than optional, would have had the desired beneficial effect. Section (4) of the 1957 Act places the cost of such installation, if requested by a county fair board of a county commission, on the county. The installation cost is estimated at about \$2,000 per county per year for three years, to be deducted from the county's portion of racing revenues.

It is the understanding of this Committee that the Fair Association which supported uniform accounting legislation strongly endorsed mandatory implementation of the Act, but that officials in the state division of audits felt the staff was already overloaded and that it would impose a hardship on them to assist with conversion of all the counties' accounting systems on fairs at once, and that the optional provision for such installation would in all probability allow such conversion to be gradual. Your Committee was told that only two counties had so far requested conversion.

ORS 565.290 (3) specifies that a county in which a state fair is held shall turn over its millage appropriation to that state function. This affects Marion County which to your Committee's knowledge has never attempted to hold its own fair. With this lone exception Multnomah County is the only county in the state which by law must divide its share of the state appropriation among other state-designated activities. A state-wide survey conducted by your Committee shows that most counties support other fair-type activities within their counties, but on a purely voluntary basis, and usually in areas where no county fair as such is held on any extensive scale.

This forced subdivision of Multnomah County's Fair funds causes the largest county in the state with a population of 536,160 to receive a net income for fair purposes far below those of several other counties considerably smaller. This year, for instance, Multnomah County Fair will get its usual net of \$5,000, while Clackamas County, population 106,090, will get \$5,821.81; Douglas County, population 70,340, gets \$5,852.12, and Lane County, population 151,690, gets \$8,601.98.

With the state-wide reappraisal program increasing total assessed values and with Multnomah County's change in 1958 assessment practices to evaluate at 100% true cash value, the total assessed value in this county jumped from a 1957 value of \$870,780,290, to \$2,519,106,955 in 1958. This amount, after being equalized by the State Tax Commission, is reduced to \$1,156,969,062.97 which would yield approximately \$60,000 if Multnomah County were to receive its full 1/20th millage allotment for fair purposes. However, with the \$16,500 ceiling (of which the fair will get only \$5,000), more than \$40,000 will be divided among the 36 counties "for road purposes." Each of them will get more than \$1,000 from the withheld portion of Multnomah County's 1/20th mill share.

All other counties in which state-supported events are held are able to retain for their own fair uses the entire amounts distributed to them from racing revenue and

from the 1/20th mill appropriation. The other special shows receive their subsidies direct from the racing revenue before the counties' allotments are even determined.

Your Committee was unable to determine how effectively the counties have been able to apply the three or four hundred dollars income for road construction gained by them from Multnomah County's millage share.

Your Committee fails to see the reasoning behind the requirement that a county be limited in its share of the 1/20th of a mill state levy on taxable property of the state as last equalized by the State Board of Tax Commissioners. Since this affects only Multnomah County, it would appear an attempt to harness the state's political "giant." Such an inequitable arrangement would probably not be possible now that proportional representation has been brought up to date. Only one other county's share anywhere approximates fifty per cent of the \$16,500 limit, and most of the counties get less than \$2,000, depending on their proportionate assessed value.

During the 1957 Legislature, a bill increasing the limit of allocations to \$20,000 (which would mean Multnomah County Fair could then get a net of \$8,000, an increase from its present \$5,000) was proposed, but was tabled.

Your Committee was frequently reminded "that you don't actually pay for this appropriation; it is taken out of the general fund of the state in accordance with how much 1/20th of a mill would bring *if* a levy for fair purposes were imposed." Your Committee is of the impression that general taxes paid go into the general fund of the state, and that taxpayers in Multnomah County pay in proportion to their assessed value, and that therefore Multnomah County taxpayers' money as well as the money received from taxpayers throughout the state is the source of the millage-based appropriation. It is obvious Multnomah County is subsidizing other counties' fair shares.

As for racing revenue distributed, each county gets an exact share of what is left for counties after the state, special shows and administrative costs take the cream off. So Multnomah County gets its \$14,209.25 for Fair purposes to please nearly 550,000 county residents, and Sherman County, for example, gets its \$14,209.25 to please 2,271 residents.

A per capita return comparison is of interest. Compiling the total income received within a geographical county from racing revenue, from the general fund on the 1/20th millage basis, from racing revenue for special events within the county, figuring the net income to each county Fair activity itself, and using the last official census figures, it can be shown that the per capita in state support for various counties is wholly inconsistent, as follows:

Multnomah County	\$.03
Clackamas County16
Union County81
Sherman County	5.75

On the other hand, a summary of income to the Racing Commission shows that 98.7 per cent of racing income comes from activities within Multnomah County, and that nearly 30 per cent of the total tax load in the state is borne by Multnomah County taxpayers. However, a little over 1% of the racing income is contributed by the 9-day racing activity at the Fair itself.

Of the events in Multnomah County subsidized by this county's Fair income, the Oregon Pet and Poultry Show is held annually at the Fairgrounds in Gresham. All other events are assigned to the Pacific International Livestock Association to handle. In this corporation's financial report to the state auditor it lists as one sum, "Income from County, \$10,000," without detailing.

It is understood by your Committee that during the Pacific International Livestock Show, some or perhaps all of the exhibits in Industrial Hall are in fact the Manufacturing and Land Products Show for which the P. I. was given \$4,500, although there is no indication of this to the public as far as could be determined. The National Dairy Show held in conjunction with the P. I. also, gets another \$1,000. The remaining \$4,500 goes to the P. I. itself.

Distribution of Racing Funds

Legislation for the distribution of Racing Funds was enacted 25 years ago for the purpose of assisting county fairs — so the law states. However, when we examine the figures, we find that many shows and exhibitions throughout the state have been added to the list for special donation, whether the event is regularly held or not. After the state

takes the first 40% of the gross revenue, these special shows and exhibitions are given \$105,000 before the remaining balance, less administrative costs for the Racing Commission, is distributed equally among the 36 counties. The result is that those counties that endeavor to put on a modern fair get little assistance from this source, while many counties have no fair or a token event and receive more funds from the state than can be used for fair purposes.

It is apparent to your Committee that under this loose legislation, pressures are exerted which tend to destroy the original intent of the law which was passed in the heart of the 30's depression "to bring respite to struggling County Fairs." The enormous income which has resulted from increased racing activities has benefitted the "struggling County Fairs" far less than it has the state at large and the ten special events in the state, some of them privately owned.

Your Committee did not determine how unique Oregon is in maintaining racing revenues in a special fund and distributing directly from it to the fair activities. The State of Washington deposits its racing revenues directly into a fair fund and distribution for fair activities is then made from this account by the State Director of Agriculture, with the advice and counsel of a State Fair Commission. It is distributed on the basis of specific standards for varying classes of fairs as set forth by state regulations, with the following factors considered:

1. Geographic area and population served.
2. Open agricultural participation.
3. Youth participation including 4-H Club and FFA.
4. Attendance, paid and total.
5. Fair receipts and premiums paid.
6. Number and type of exhibits and number of exhibitors.
7. Community support as evidenced by participation of farm organizations, service clubs, chambers of commerce and/or other groups.
8. Direct county and/or city appropriation and other forms of official county or city aid.
9. Improvements made to grounds and facilities.
10. Overall condition and appearance of the fairgrounds and facilities.
11. Degree of success accomplished in relation to resources available and evaluation of continuing progress.

It seems to your Committee that there is no reason why fair activities should be tied directly to racing revenues. Recipients should be made to meet specific standards to insure control at the state level of proper use of public monies, and such revenues for distribution should be kept in the general fund.

The practice this Committee deplores is that no apparent concern is felt over how monies distributed for fair purposes are actually spent by the counties or organizations to whom it is sent. In its state-wide inquiry, the Committee attempted to reach managers or officials of all subsidized events. Of the 36 counties in the state, only 28 replied. Inquiries were sent to 9 of the 10 special events in the state subsidized by racing revenue, but only 6 replies were received. One inquiry addressed to the Northwest Turkey Show which gets \$2400 a year from racing revenue was forwarded from the city listed as its headquarters, to Salem, and then returned to the City Club marked "addressee unknown."

As far as your Committee could determine, Multnomah County is one of the few counties in the state which actually uses the fair funds as they were intended — for fairs. In 1947 the state summarization listed county events, including the fairs and any or all other shows held in the county supported either by state funds or by the county fair. Since that date there has been no record published by the state as to whether these same activities are conducted annually, or whether counties have altered their fair-type use of funds. However, your Committee's survey of the counties brought some interesting activities to light:

One county not holding a county fair as such does send an exhibit to the State Fair, has a 4-H and FFA Junior Fair, a Fat Lamb and Wool Fair, a Strawberry Fair, a pioneer association fair, an achievement day, five grange fairs and a community fair. Twenty-five of the 28 counties replying hold fairs; those who do not, devote fair funds to 4-H, FFA or numerous splinter events such as the classic illustration above.

Some counties have events distinctly peculiar to their resources, such as Tillamook County's annual Mink show. Most counties include 4-H and FFA in their County Fairs, and, as stated above, some fair funds are used exclusively for the youth group activities.

It would appear that the prime inequity of the distribution appears to be that of subsidizing special events, notably the P. I., one of the largest recipients of state funds. With the \$35,000 it gets directly from racing revenues, plus the \$10,000 from the Multnomah County share of millage-based funds, this private activity has been permitted to continue to draw its \$45,000 per year, even though currently inactive. This permits it to comfortably pyramid its reserves for premiums. The ability to continue to draw public funds when an activity is not held appears to point more clearly to the need for controls in the state statutes checking the need and use of such public monies.

Tax money has supported wholly or in part all existing plants for exhibition-type activities in this area. The Portland region will continue to grow, and forecasts estimate two million people in this metropolitan area in the not-too-distant future. In planning for the future, it would seem that some advisory commission should be appointed to coordinate the activities of the various agencies, to eliminate expensive duplication of further capital investments in exhibition facilities. Coordination in planning of events also could avoid much competition, thereby assuring better success of each individual event. Undoubtedly some reciprocal use of public facilities could be arranged so the most suitable accommodations are used for each event, and full use of all existing plants in the region could be made.

DISCUSSION OF ALTERNATIVES

Some witnesses before your Committee felt strongly that the Fair no longer serves its original purposes and in this day and age is an anachronism. They also felt public funds should be spent for other recreational purposes, such as parks, which would more broadly benefit the general public and would make better year-around use of public facilities.

Many large urban counties today have no general fairs, limiting themselves instead to the exposition-type of show such as that in King County (Seattle) and San Francisco County. However, these counties are served by district or regional fairs within a radius of fifty miles.

Your Committee feels there is no other means fully representing the broad community interests in many of the activities of the population than the fair. A fair is the logical means in a community for interchange and development of interests. It fills the void between the individual or the small special groups with a single interest and the impersonal large-scale event such as a State Fair.

The overwhelming majority of those interviewed by your Committee felt that a Fair is a unity of community influence not served by any other means. Your Committee feels that there is need for this social, cultural, educational and civic outlet in today's modern living.

In evaluating the present program, it is necessary to consider possible alternatives to that program.

An Expanded Fair

In regard to the County Fair, the emphasis has been on an expanded Fair on a huge site with vast parking areas, enlargement of each activity now in existence, and with new departments added to try to satisfy every possible interest of the community's population. Two hundred and fifty acres had been proposed, and in 1956 such a site was nearly secured.

The Committee found it difficult to determine the good points of expansion merely for expansion's sake. It is desirable for public bodies to acquire more land than the immediate necessity dictates because of the unknown factor of future expansion and rising costs of property, and it is admitted that an expanded Fair would draw more people. The inclusion of new and different activities such as a drag strip for "hot rod" races, horse shows, rodeos, sports events, cultural and social events with local associations that produce opera, ballet, symphony music, square dancing, etc., would broaden the interest scope and swell the gate receipts. It would have mass public appeal.

However, it would be almost impossible to justify a large all-inclusive plant for a one-show operation. To justify such an installation it would be necessary to use it on a year-around basis, and this would require permanent type buildings with heating plants. The Committee wonders if there is need now or in the foreseeable future for this added facility within the community, in view of present existing and planned facilities for major events.

Limited Fairs

A limited Fair — in your Committee's opinion — would mean the elimination of many of the present supporting activities such as imported entertainment, horse racing, and a major carnival, thereby releasing land either to the community or for expansion of more direct Fair activities. This would require a review of the present program and permit expansion of those participation events now allotted inadequate space.

The Committee does not imply that this limited program needs to stay on the present site, but it would considerably reduce the area needed for a new site for the Fair.

A limited Fair could very well result in focusing attention on community activities on a scale that will induce individual participation.

For a successful limited Fair, it would be necessary to have an extremely well co-ordinated program. It is better always to do a few things well than to try to be all things to all people. Selectivity of events and some system of elimination of non-quality entrants would be desirable.

Splinter Events

The Committee's state-wide survey revealed that the majority of Oregon counties mainly support 4-H and FFA programs, and some support "splinter" events of a local nature.

Multnomah County under some directive body — A Fairs Commission perhaps — could support a 4-H and FFA and agricultural program with modest Fair facilities, and allocate other present events to the same or other facilities now being made available in the county (the E-R Center and the rehabilitated P. I.) or combine with the Rose Festival Arts Show and other events in the area of a similar nature to events held at the County Fair. This would stimulate the intimate community feeling needed for community events participated in by persons interested in that activity who might not be drawn to participation in a many-sided Fair exhibition. It would also eliminate capital investment in facilities that would duplicate existing available public and public-supported facilities.

It is admitted that co-ordination of associations or organizations with public activity would be difficult. Selection of a Fairs Commission that would be able to devote the time and energy to overseeing continuous shows the year around throughout the county would be difficult on a volunteer basis, and on a paid basis, the county might not gain financially over the operating costs of a major Fair plant.

Regional or District Fairs

Modern transportation and communication need no longer limit fairs to county lines. The urban population served by the Multnomah Fair now spreads over three Oregon counties with common interests and environment.

There is a national tendency toward district or regional fairs, and such combination is presently permitted by our state laws. This move is encouraged by the Department of Agriculture. The State of Washington at present is organizing a Southwest Washington Fair to include four counties. The Fair at Spokane includes three counties. The Western Washington State Fair at Puyallup is a regional fair filling the needs of Seattle, Tacoma and Olympia environs.

The entire fair district structure of the State of Oregon is based on county lines and is outmoded. Tradition as well as our laws relating to financial support have both contributed to maintaining the *status quo*.

Your Committee concludes that a realignment of fair boundaries is the first logical step to be taken at this time. This we are applying to the metropolitan area covering much of three counties in the Portland vicinity.

In considering a regional fair it is important to the community that leaders representing the broad interests of this metropolitan area join in planning and co-ordinating a proper fair program. Unless such a group can lend its talents to evolve this program and provide the stimulus for its adoption on a dynamic scale, we cannot hope for a well-balanced program. It is time for this community to stop and make an "agonizing re-appraisal" of our fair needs and values.

RECOMMENDATIONS

Your Committee recommends:

- 1) that a Regional Fair replace the County Fairs in this metropolitan area and its environs;
- 2) that during the transitional period, the County Fair be reduced to those activities of a community participation nature, such as 4-H and FFA, until a proper program can provide for them in the Regional Fair and/or on a community basis;
- 3) that steps be taken to release ultimately the present Fair site for better land use;
- 4) that the State Legislature take proper action to establish standards to be applied annually as a yardstick for appropriation to all events now supported by public funds and that appropriation should be made in proportion to attendance and community participation;
- 5) that all racing revenue to the state be deposited directly to the state general fund and not be earmarked directly to support fairs;
- 6) that, since the *program* is the most important consideration, the Multnomah County Board of Commissioners, in cooperation with similar public officials of other counties in this region, organize a citizen's committee and direct it to evaluate, appraise, coordinate and *plan a proper program* that will contribute to the success of a modern fair in this expanded community, including provisions for periodical reappraisals of the program so that it keeps abreast of the needs of the community. This committee should consider the strong arguments advanced in this report for (a) elimination of racing, (b) reorganization of carnival activities and (c) the creation of a Commission to guide all fair type activities in this region. The committee should include leaders of all the arts, sciences and commercial interests of the community.

Respectfully submitted,

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