

15

CAL EXPO MASTER PLAN TASK FORCE
P.O. Box 15649
Sacramento, CA 95813
(916) 641-2347

To: Task Force
From: Maria Centrella/Bill Pond
Subject: Recommendations on (draft) Master Plan
Re: the Floodplain

After review of POD's 8 recommendations and much discussion the subcommittee recommends to the Task Force:

1. that the state exclude the "floodplain" from those lands contracted for management with any State Fair corporation;
2. that the floodplain area be designated as a unit of the State Park System who will oversee the implementation of POD's recommendations numbered 1, 4, 5, 6 and 7;
3. that the State Department of Parks and Recreation explore the possibility of contracting with local government for operation and maintenance of the floodplain;
4. that the State contract with any State Fair Corporation for use of the multi-purpose areas as defined below (revised versions of POD's #2 and 3 recommendations):
 - a. explore the possibility of designating an area of the floodplain - on the higher elevations in the easterly portion in the area of the presently designated overflow parking area for periodic group picnic use; and,
 - b. retain an area for overflow exhibitor parking and explore the possibility of other options off-site.

It is further recommended that Recommendation #8 be dropped, and that the word "floodplain" be inserted in Recommendation #1 to define "the area."

APPROVED
BY THE CITY COUNCIL

JAN 2 1979

OFFICE OF THE
CITY CLERK

*M/W support
improvements
at Cal Expo*



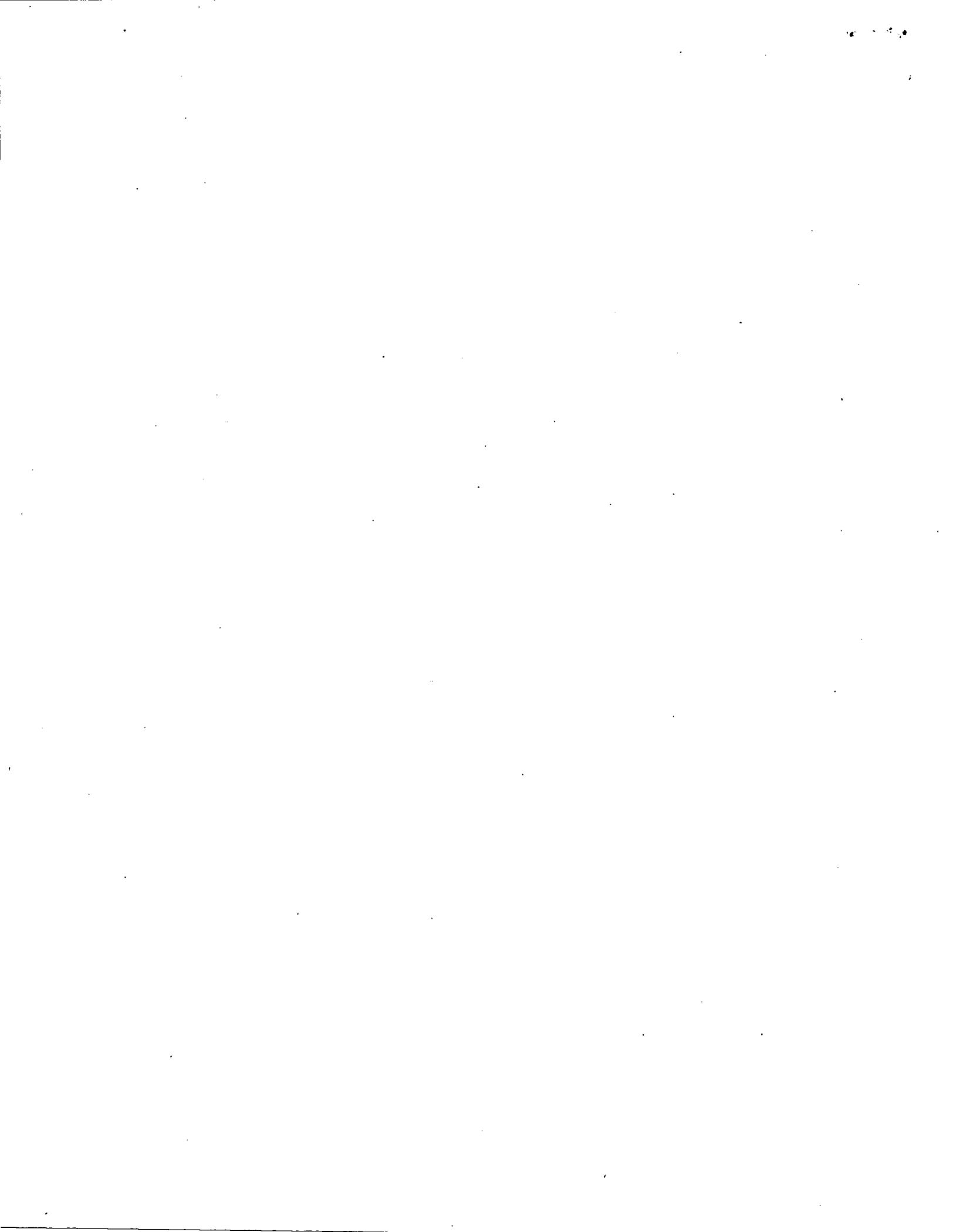
*California Exposition
and State Fair*
MASTER PLAN

REVISED
PRELIMINARY
MASTER PLAN
ELEMENTS

December 18, 1979

EXECUTIVE SUMMARY

*POD, Inc.
SRI International*



INTRODUCTION

This Executive Summary of the Revised Preliminary Master Plan for the California Exposition and State Fair (Cal Expo) outlines the consultant team's preliminary recommendations related to 1) program concept, 2) places and activities on the site, 3) facilities design criteria and 4) implementation.

As a recommended final site organization option has not been approved, certain specific facilities design and program recommendations have not been fully developed, but will be included in an interim presentation prior to January 15, 1980, for review prior to inclusion in the Final Report to be submitted in February 1980.

SUMMARY OF RECOMMENDATIONS

PROGRAM CONCEPTS

Overall Concept: A program for Cal Expo should be developed using agriculture as a theme to express the interplay of all forms of California enterprise and interaction, such as the involvement of commerce, industry, financing, media, education, power, aerospace, water, equipment, and recreation.

Name: Cal Expo should be renamed the "California State Fair and Exposition", becoming California's agriculture showcase and recognizing California's emerging major role internationally in food and fiber production, technology and research, and environmental awareness.

Major Program Components: Seasonal and permanent exhibits, complemented by a themed specialty commercial and restaurant complex and arena events should constitute an on-going core program for the site. This program would be coordinated with, and complement State Fair and other events and programs on the site.

constitute a year-round program

International Agriculture Conference: An International Agriculture Conference should be held at the Fairgrounds in 1984, California's Olympic year. This conference would focus on the issues facing the world in producing and distributing food. This event should be co-sponsored with the United States Department of Agriculture, the California Department of Agriculture, the University of California and the Food and Agriculture Organization of the United Nations. It should be hosted jointly with the State of California, the City of Sacramento, and the University of California. *entity*
The formation of an entity to organize this conference should be encouraged.

World's Fair: As an internationally sanctioned World's Fair could be a reality in 1988 if the necessary support were obtained, the formation of a corporation to assess the feasibility of a World's Fair* in Sacramento should be encouraged.

year-round basis

PLACES AND ACTIVITIES

Site Organization: An alternative site organizational pattern (Option B) should be developed. This pattern shifts the arena and equestrian/livestock facilities to the portion of the site west of the Exposition Center, and shifts the State Fair Carnival area to the present livestock area. This relocation provides, 1) adequate space for a major livestock/equestrian program, 2) better access and expansion potential for these facilities and the A/B/C exhibit complex, 3) better access to arena and grandstand events, 4) better balances parking on the site for both State Fair and interim events, 5) shifts the central location of the site to the Expo Center and cultural area, 6) introduces a high activity area during the State Fair (the carnival) now needed in the easterly portion of the site, 7) provides a new, positive visual image for the Fair and the site in general, and 8) is more compatible with possible future expansion of presently undeveloped areas.

Specialty Shopping Center: An integrated commercial shopping and restaurant center combined with showcase exhibits of the best of California products, developed with a farmers market place theme and utilizing design elements evoking California central valley farm structures and landscape is recommended as the most desirable concept.

Private development of the specialty center should be given first consideration. Due to the many advantages and the low risk associated with the operation, private development should be sought initially for the development. However, if this proves to be impossible or not an acceptable alternative to the reorganized State Fair and Exposition management, they could undertake the operation themselves.

A licensed public market or "farmers market" should be considered as an adjunct to this center. The specialty center should initially consist of approximately 75,000 square feet of commercial leased space and approximately 40,000 square feet of showcase exhibit spaces.

Playspace: A commercial children's playground (similar in concept to Cap'n Kids World at Sea World in San Diego) should be developed in conjunction with the specialty commercial center. This enterprise should be privately developed on leased land. The playspace should be developed on two to three acres of land to the west-erly end of the commercial center.

Exhibit Complex: The exhibit complex should consist of the present A/B/C exhibit build-ings and floriculture pavilion and surround-ing open areas to the north and south. The buildings and pavilion should be remodeled to increase their efficiency, flexibility, and accessibility for State Fair and varied interim uses.

Building entrances should be enlarged, utility services improved, and interior spaces better illuminated. The mezzanine area of Building C should be removed and new perimeter stairways from the elevated spine to the floor should be constructed, providing a large, clear central space.

The floriculture pavilion area should be remodeled to create a flexible, multi-purpose indoor-outdoor exhibit space, and open areas to the north and south of the buildings should be developed as landscaped exhibit plazas. These plaza areas should also serve as sites for future expansion of exhibit complex buildings.

Exposition Center: The Expo Center should combine year round showcase exhibits relat-ed to the theme of agriculture, multi-purpose "Hall of Flowers" building related to the Lagoon area, a space for State Fair and other interim exhibitry of a "cultural" nature and serve as the "interpretive center" for the entire State Fair and Expo-sition site.

Central Plaza and Lagoon: The Central Plaza and Lagoon areas should be re-design-ed to create a combined "festival green" park and demonstration garden "green belt" connecting to the other portions of the site.

Amphitheatre: The present Amphitheatre

will be enlarged to accommodate 8,000 persons with 3,000 permanent seats and im-proved support facilities.

Indoor Arena: The arena should be a fully enclosed multi-purpose facility with a seating capacity of 10,000 including 8,000 permanent seats and the remainder in port-able seating units on the floor. The arena floor area should be 120'x 240' with a floor surface that can be changed for each event type.

Equestrian/Livestock Facility: The proposed equestrian/livestock facilities, in con-junction with the arena, should be capable of accommodating major class "A" horse shows, rodeos, and livestock shows and sales of all kinds on a year round basis. With a series of large, roofed, clear-span multi-purpose pavilions, over 225,000 square feet of covered space should be provided for a flexible system of stalls and pens and a covered rodeo ring with portable seating for 3,500 persons.

Ample space for training rings, holding pens, loading areas and chutes should also be provided.

In addition to equestrian and livestock oriented events, the roofed and concrete floored pavilions should be adaptable for exhibits and commercial displays of a varied nature.

Grandstand/Racing Facilities: The proposed program would enhance the present State Fair racing meet by establishing larger purses, completing the club house, and making minor improvements to upgrade existing stables and groom's dormitories. Portable stage facilities to better accommodate grandstand events such as rock concerts should be developed. The development of a one-half mile motorcycle/automobile racing track in the infield should be further considered.

As an arena and equestrian facility is proposed elsewhere on the site, the pres-ent horse show area can be programmed for other uses. This approximately seven acre area should be leased for commercial devel-

opment, possibly a hotel complex.

State Fair/Horseracing Dates: Present dates of the State Fair and State Fair Thoroughbred Race Meet should be retained.

Recreational Vehicle Camping: Recreational vehicle camping areas should be provided in both the easterly and westerly portions of the site north of the levee. Total space for approximately 100 recreational vehicles should be initially provided for the public, and should be separate from, and in addition to, exhibitor and carnival RV parking areas.

These areas should be paved, served with necessary utility connections and other support facilities to provide a convenient and attractive destination for fair visitors.

Floodplain: Specific recommendations for the floodplain area are as follows:

- 1) Develop the area surrounding Bushy Lake to illustrate the varied native ecosystems of the lower American River area, with an interpretive program complementing the theme of the agriculture showcase. A management program should be developed to maintain Bushy Lake and to enhance its quality as a nature study area.
- 2) Explore the possibility of designating an area of the floodplain - on the higher elevations in the westerly portion or in the area of the presently designated overflow parking area - for periodic group picnic use; if the area now so designated proves incompatible with the Bushy Lake nature preserve program.
- 3) Retain an area, as necessary, for overflow exhibitor parking, and explore the possibility of relocation to the west of I-80 and other options.
- 4) Design all support and interpretive facilities for consistency with the requirements of the American River Flood Control District, American River Parkway Plan and the U.S. Bureau of Recla-

mation. Facilities should not include structures with permanent foundations or sewers.

- 5) Restrict all areas to day-use only.
- 6) Develop bicycle access from the bike trail to both easterly and westerly ends of the fairgrounds as compatible with the Bushy Lake nature preserve program.
- 7) Limit vehicular access to service and emergency vehicles except in areas specifically designated for overflow parking.
- 8) An advisory board representing state and local interests should be established to guide policy for the flood plain area.

Interim Events: Recommended major interim events include 1) a spring livestock exhibition and 2) a Summer Music Festival. Specific events and activities similar in concept to the Renaissance Faire and New Games should be held in conjunction with these major interim events as well as in conjunction with the State Fair.

FACILITIES DESIGN CRITERIA

Architectural Concept

1. Buildings on the fairgrounds should be conceived not as individual structures but simply as enclosures of interior space and as part of an overall system or matrix of exterior and interior space that exists on the fairgrounds.
2. Unless it is completely unavoidable, no space on the fairgrounds should be for single purpose use. All structures should be designed for flexibility and multi-use.
3. This Master Plan considers that spaces outside or immediately adjacent to buildings have an importance equal to interior space and should be designed to accommodate activity levels consistent with the use of the site es-

established elsewhere in this Master Plan. In other words fairgrounds activities shall be allowed when appropriate to flow back and forth between interior and exterior spaces with ease and often with very limited recognition of building walls.

4. Thematically, architecture on the fairgrounds is intended to be mostly neutral and serve as a background for an immense variety of multiple uses, and exhibitry. When exposure and settings of prominence require some architectural distinction, architecture shall reflect images which are consistent with traditional "State Fair" architectural forms, textures and colors but may be interpreted in a contemporary manner. The bulk of the thematic experience on the fairground shall be achieved with landscaping and is a cosmetic way through extensive theming and integration of exhibitry, entertainment graphics, lighting and music which can be adjusted from time to time to keep current with changing public taste and attitudes.
5. Permanent fairground buildings shall be constructed with the most durable building materials available. Concrete, steel and heavy wood timber shall be the primary building materials. Finishes shall be as maintenance free as possible with natural finishes and textured surfaces favored over highly finished, painted and slick surfaces. Building forms shall be simple, inviting and dignified and shall attempt to reflect indigenous architectural forms with a strong emphasis on generous roof overhangs, gently sloping roofs, low profiles and recessed fenestration. Building colors shall be mostly earth tones with a preponderance of browns, whites and greys and other warm colors. The scattered use of accent colors shall be encouraged but only to the extent that they will not compete with exhibitry and displays. The use of supergraphics in and on buildings is also encouraged.
6. Energy conservation shall strongly in-

fluence the architecture on the fairgrounds and where practical, energy conservation technology shall be expressed architecturally and mechanically.

The promulgation of this architectural concept shall be undertaken in two thrusts, the first in connection with existing structures and the second in connection with future structures. With respect to new buildings, it shall be the policy of the state fair to require compliance with these guidelines for all future architectural efforts. The designated individual at the state fair who is responsible for the design and construction effort shall be required to enforce these standards and judge each project accordingly. Existing structures are to be systematically remodeled to attempt to bring them as close as possible into conforming with the architectural concept for the fairgrounds. It is recognized that it will be impossible to achieve complete compliance for all existing buildings.

Circulation Concepts

- 1) The on site circulation system developed for the selected site organization option should separate pedestrian, vehicular and service linkages as much as possible, developing a perimeter service loop route.
- 2) Access to the site developed for the selected site organization option via public transit, including a future light rail link, should be encouraged.
- 3) Bicycle access to the site from surface streets and the bikeway system should be developed.
- 4) Completion of the "Cal Expo" interchange at I-80 should be encouraged.
- 5) Modifications to entrances to the site along Exposition Boulevard should be considered, including additional signalization.
- 6) The development of off site parking areas should be encouraged.

Directional Signage

Offsite Signage

The signage system begins as the visitor approaches the Fair site on Interstate 80 or on nearby surface streets. These signs should conform to the Standard California Department of Transportation design criteria and will indicate the route to the Fair as well as be located at appropriate intervals to provide assurance to the visitor that he is proceeding correctly.

Entry Signage

The main entrance will be identified by a monumental sign which will contain Fair identification and information about current and up-coming events. The Fair identification will be visible from the freeway and along the access arterials.

Secondary entry gates will have sign elements which are smaller in size but similar in style and informational content. Year-round specialty/commercial area signs will be unique in respect to style or color in order to indicate their autonomy; however, their design will complement the other sign elements. All entrance signs will be illuminated and will respond to the surrounding community.

On Site Directional Signage

Upon entering the appropriate gate, visitors will see vehicular directional signs which are located directly beyond the gate and throughout the vehicular circulation area. These signs indicate where specific events or services occur and their respective parking areas.

Once the visitor leaves his car, pedestrian signs direct him safely to one of the Fair gates or a specific facility or event. These gates are distinguished by a gate structure which is easily identifiable, banners, lighting, planting, and paving materials; and in the case of the main gate by a drop-off circulation road for buses, taxis, and cars. The pedestrian circulation system inside the Fair is designated

by directional signs at all major intersections and destination points.

Informational Signage

Once inside the Fair gate, the visitor will find an information kiosk. It will display a large map of the fairgrounds with major destinations, activity areas, and services identified. It will also have a schedule of events and ample space for changing announcements. These kiosks should be located at all points of entry to the fairgrounds, as well as at the major circulation intersections.

On Site Identification Signage

Parking lots are identified alphabetically by large characters posted on the light poles at intervals throughout the parking lots, with sub-numerals for specific aisle identification. Drop-off points will be visible to vehicular traffic and will show temporary parking designation for buses, taxis, emergency vehicles and unloading areas for other vehicles. Bicycle parking areas will also be indicated. Service and maintenance unloading areas will be separate from public drop-off areas and should be clearly indicated as such.

Pedestrian entrances into the fairgrounds will be well-defined and easily discernable from all portions of the parking areas.

Building and activity area entry points will be marked with signs either on the facade of the structure, or directly in front of the entry to the building or activity areas. These signs should be very prominent elements which are evident from other areas of the fairgrounds, and also contribute color and festiveness to the fair spirit.

Additional identification of services, facilities, permanent events and interim events will be indicated in conjunction with the building identification. This portion of the signage will have interchangeable components, due to the changing nature of the activities.

Regulatory Signage

Regulatory signage will be used throughout the site to direct traffic, identify specific routes, define parking and drop-off areas, indicate restricted areas, etc. All regulatory signage should be a standard size according to prescribed Federal standards for equivalent signs on public streets and bikeways.

General Design Criteria

Color is an important part of the general design criteria. Three colors, such as blue, red, and orange, should reoccur throughout the fairgrounds, and will be particularly prominent on signs, banners, and graphics. A different color could be used on each type of sign, for instance: orange directional signs, blue identification signs, and red regulatory and traffic signs. This coding system in conjunction with a standard typeface in white on all signs, will help the visitor to identify the informational function of the sign, while differentiating between different types of information.

A modular signage system with adjustable components and standardized hardware would allow maximum sign flexibility while reducing the cost for design, fabrication, and maintenance of the system. The use of pictograms is recommended for the most well recognized applications such as bicycle facilities, telephones, restrooms, and other public facilities.

Logo and Fair Identification

A new logo for the California State Fair and Exposition is a tremendously important element in the marketing program of the new State Fair image.

It must instantly convey the spirit, the essence and the tradition of the California State Fair and Exposition. It must be easily recognizable and unforgettable.

Landscape Concept

The planting concept should not only beau-

tify the fairgrounds environment, but should help to solve many problems through the utilization of specific types of plant material in conjunction with paving patterns and materials, and site furniture. Plant materials should be used to define and strengthen the circulation system, to create and articulate exterior spaces, and should play a key role in the definition of the character of the State Fair.

Major and minor circulation systems should be distinguished by the selection of appropriate shade trees, flowering trees, and evergreen trees uses throughout the system to emphasize its configuration and continuity.

Plant materials should, where possible, be native to the Sacramento Valley riverlands, or should be plants and orchard trees representing the characteristic varieties cultivated in the area.

Lighting

The lighting concept for the site should achieve the following objectives:

- 1) Clarify the nighttime pedestrian and vehicular circulation patterns.
- 2) Provide a level of general illumination that contributes to the safety of the fairground visitors.
- 3) Provide orientation to different uses on the site by using different lighting patterns and colors.
- 4) Increase utility of outdoor spaces at night.
- 5) Create differing moods that reinforce the qualities desired in various parts of the fairgrounds.

Site Furniture

Site furniture, i.e. benches, drinking fountains, trash receptacles, etc., should be located to facilitate the comfort and convenience of site users, reinforce organization of spaces and circulation, and reflect the architectural theme.

Support Facilities

The existing support, shop, and maintenance facilities should be retained in their present locations and upgraded as necessary to serve intensified site use.

The present administration office facility area should be considered for additional use as an ancillary or satellite service support facility when the State Fair is in session. Specifically, a bulk food processing center, or commissary should be considered.

Security

All architectural and site design and event programming should address security and public safety considerations as early as possible in the design and planning process.

The recommended site and structural night illumination system, as well as the proposed site organization will promote the security and safety of the grounds and facilities for persons and property.

IMPLEMENTATION

Recommended Funding Program: A preliminary recommended funding program is outlined below. The program is divided into four major areas: capital improvements, initial operating subsidies, continuing subsidies and exhibits. Capital improvements are separated into two categories. First, the major improvements (eg. indoor arena, livestock facility and specialty center) will be funded by a revenue bond issue. This bond issue will be an estimated \$30 million over a 25 year life. For the showcase, a bond issue is the only source of money for this type of concept and amount of money. Secondly, minor improvements (eg. landscaping, amphitheatre, and floriculture structure) will be funded through a state appropriation over a two year period. This amount is estimated to be about \$12 million. In addition, federal grants and loans can be applied for to supplement funding for both major and minor improvements.

Due to time constraints, initial operating subsidies will have to be funded through the legislature. These subsidies will be no greater than previous subsidies (excluding inflationary effects). These subsidies will last until an annual subsidy can be secured by appointing existing tax incomes. This period is estimated to be two to three years. The continuing subsidy should amount to an estimated \$3 million a year to pay the annual debt service and other capital expenses.

Exhibit expenses should be paid for by marketing coops and private corporations. These organizations need to be actively marketed for their financial participation. These corporations are an important key to the unlimited private participation.

Preliminary Funding Program

I Capital Improvements

o Major

o Examples

Indoor Arena
Livestock/Equestrian Facility
Specialty Center (if necessary)

o Revenue Bond Issue

o Issue total amount of improvements plus \$5 million

o 25 year maturity

o Minor

o Examples

Landscaping/site development
Deferred maintenance
Exhibit Buildings A/B/C
Amphitheatre
Floriculture Structure
Exposition Center

o State Appropriation

Ask legislature for \$12 million

Two years for minor capital improvements

o Federal Grants

Museum Institute
Title I
Park and Recreation Development
Farm Housing Loans
Community Facilities

II Initial Operating Subsidies

o (Operating expenses and debt service) - Revenues

o State Subsidy continued during initial 2 years

\$1 to \$4 million a year

o Federal Grants and Loans

Marketing Improvement Program
Title II
Museum Services
Summer Youth Recreation

III Continuing Subsidies

o (Operating Expenses and debt services) - Revenues

o Apportionment of an existing tax

\$2 to \$3 million a year

o Federal Grant and Loans

IV Exhibits

o Advisory Boards

Actively pursue and market Showcase Exhibit

o Marketing Coops/PRV Corporations

Actively pursue and market Showcase Exhibits

o Grants and Loans

Public Education on Energy

Humanities Development
Consumer Education

Organizational Structure

The consultants have concluded that the most effective organizational structure for this type of facility is a non-profit corporation with a board of directors. We believe the other three alternatives have major failings which could cause severe problems and failings in the future.

The consultants believe that the non-profit corporation must be structured so as to maximize autonomy. This entails the following specifics:

- 1) A board of directors needs to be established to set policy and evaluate the budget. The board of directors will be appointed by the Governor and report to the Governor not to a State department or agency.
- 2) The board of directors will contract or establish a non-profit corporation to operate the Showcase on a day-to-day basis. The board of directors will not interfere with the day-to-day operations.
- 3) The non-profit corporation will be exempt from the state governments personnel system and policies. The corporation will not be affected by present or future state wage or hiring policies.
- 4) The non-profit corporation will be funded by other sources than annually evaluated appropriations each year by the State Legislature.

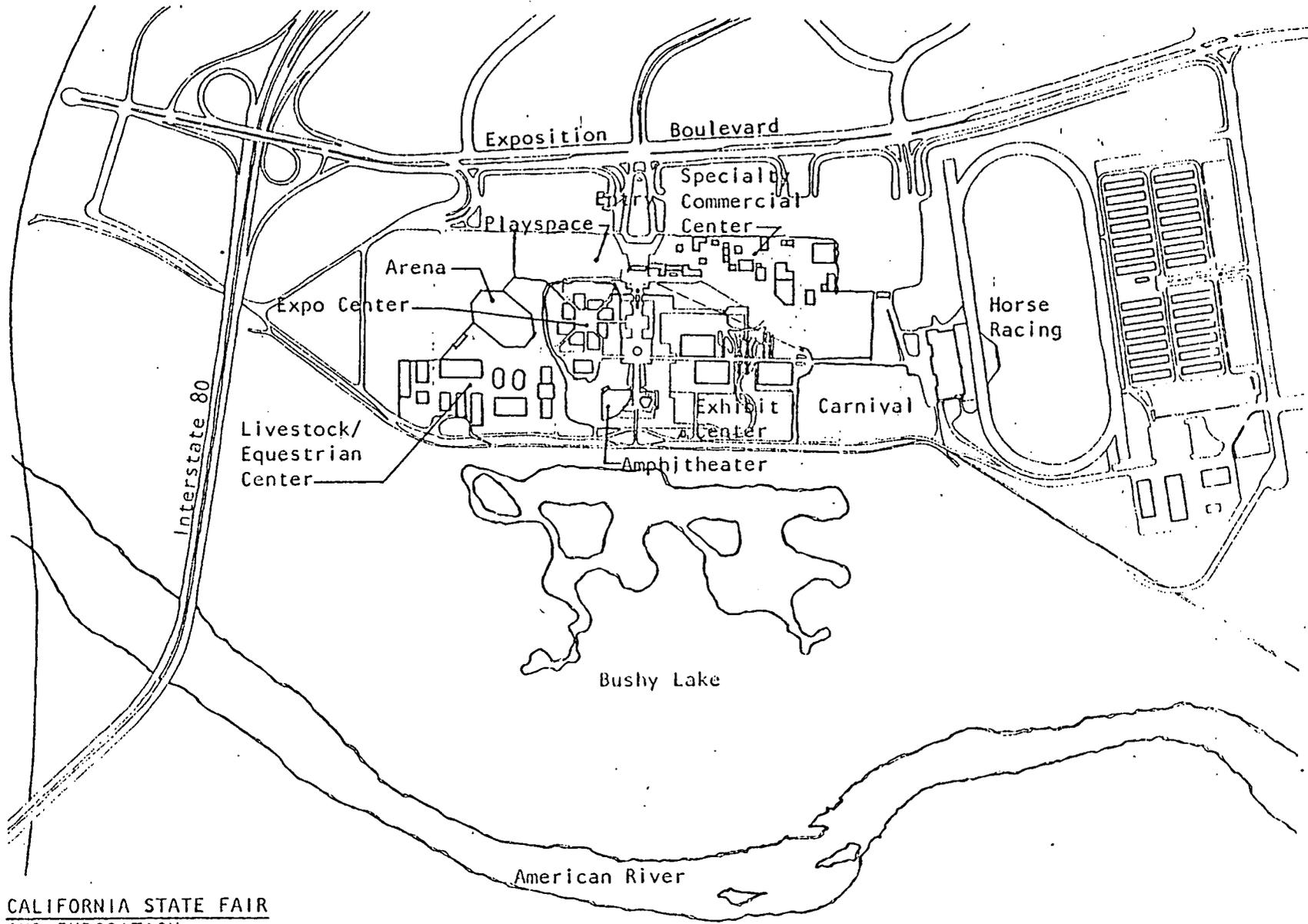
Without the specific conditions above, the non-profit corporation will lose its effectiveness to operate independently. Several agencies, departments and government officials will be able to influence both the policy and operations of the Showcase. The Showcase needs the chance to operate independently with the Master Plan constraints to maximize the efficiency and effectiveness of the California Agricultural Showcase.

The state government would have little direct continuing control over the non-profit corporation. A board of directors would be appointed by the governor and this board would directly report to the governor. The board of directors would be autonomous and would govern policy and oversee the budget. They would have no interest in day-to-day operations. The governor would have some influence by virtue of his appointments; however, other state departments would have no influence.

The non-profit corporation would be ably managed, effectively in the same manner as the private corporation. The corporation would be exempt from state personnel requirements and could control revenue and expenses in the most efficient fashion. By virtue of their very nature they could not operate profitably, therefore, keeping rental charges, admissions, etc., to an operational minimum.

The corporation would have the sole responsibility for its financial operations. The management would have to account for operational and capital expenses each year of operation to the board of directors. In addition, the non-profit corporation's ability to obtain funds is enhanced because it would be able to contact the private sector more easily than a governmental entity. However, the corporation would still be able to use traditional government sources directly.

The governor-appointed board of directors would be able to facilitate the total operation through establishing firm policy guidelines. The management would be responsible to the board of directors for budget purposes also, but would not have to change policy or budget decisions for a different governmental organization. The non-profit corporation would receive direction by only one source.



CALIFORNIA STATE FAIR
AND EXPOSITION