

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## Final Report July 3, 2014

Prepared for: Utah Department of Administrative Services  
Division of Facilities Construction & Management

Prepared by: CRSA, Zions Bank Public Finance, Integra  
Realty Resources, Ensign Engineering & Landmark Title.



# Acknowledgements

In addition to the many residents, businesses, non-profit groups and community representatives who shared their time and input through interviews, online surveys, and the public open house (see Section 10 Public Outreach) the design team would like to thank the following individuals for their contributions to the development of this land use study.

## **DFCM**

Joshua Haines  
Taylor Maxfield  
Bruce Whittington  
Lee Fairbourn  
Cee Cee Niederhauser

## **Utah State Senate**

Luz Robles

## **State of Utah House of Representatives**

Jennifer M. Seelig  
Rebecca Chavez-Houck  
Angela Romero

## **Fairpark Community Council**

Steve Johnson  
Theresa Fall  
The Board & members of the Fairpark  
Community Council

## **Poplar Grove Community Council**

Dennis J. Faris

## **Salt Lake City Council**

Kyle LaMalfa  
James Rogers

## **Salt Lake City Planning**

Nick Norris  
Nick Britton  
Molly Robinson  
Michael Maloy  
Carl Leith

## **Neighborworks**

Maria Garcia  
Sonya Martinez  
Tham Soekotjo  
Ana Valdemoros

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

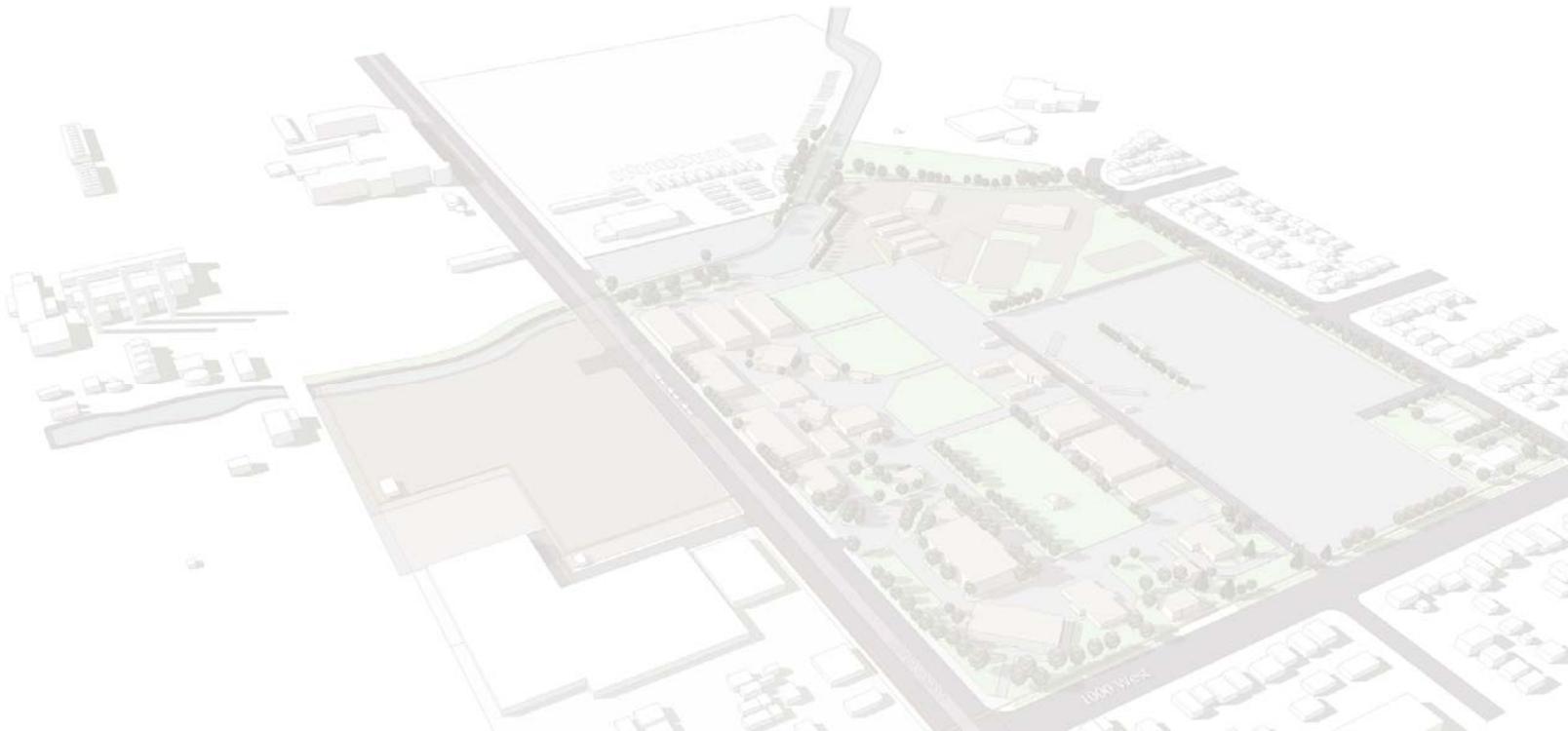
## Table of Contents

1. Executive Summary
2. Existing Documentation
3. Site & Community Analysis
4. Site History
5. Peer Review Findings
6. Upgrade the Existing Fairpark
7. New Fairpark
8. State of Utah Office Needs in Salt Lake County
9. Scenario Development Data
10. Public Outreach
11. Appendix



# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 1. Executive Summary



## UTAH STATE FAIRPARK LAND USE STUDY

The CRSA team was asked analyze Fairpark conditions, research peer institutions, appraise land use values and develop long term planning scenarios to determine future options for the Utah State Fair and Fairpark property. In order to document this work the CRSA team produced these key deliverables during the 90-day, three phase process:

### Phase One:

- Project Goals and Objectives
- Existing Conditions Analysis
- Universe of Options Matrix
- SWOT Analysis
- Outreach Results
- Existing Infrastructure Summary Matrix
- Upgrade Recommendations
- Land Appraisals
- Facility Program

### Phase Two:

- Scenario Plans
- Private Sector Analysis
- Scenario Economic Viability

### Phase Three:

- Fair Park Profitability
- Fair Park Relocation Viability

## KEY FINDINGS AND RECOMMENDATIONS

- Even if the Fairpark is not relocated, the **State will need to spend upwards of \$33 million over the next twenty years** on capital improvements to maintain and upgrade the aging Fairpark facilities and site infrastructure.
- If the State decides to invest in the long term success of the Fairpark, construction of new commercial facilities, including rodeo grounds and arena, retail venues, convention center, and multi-sports arena could take **additional Legislative investment up to \$47 million**.
- If the State decides to relocate the Fairpark, **it will need to spend upwards of \$160 million to replace the Fairpark in kind**, or it can step back and determine what the next century will look like for the Utah State Fair, including alternative approaches including a traveling fair or offsite County partnership.
- If the State decides to relocate the Fairpark, **the State must decide if the highest and best value of the Fairpark property is to use it to accommodate State office space needs or sell it and invest elsewhere based upon land appraisal value included in this study.**

## **FAIRPARK AND WHITE BALL PARK LAND USE STUDY PROJECT APPROACH**

CRSA has been contracted by DFCM to provide planning and programming services for the purpose of reporting to the Utah State Legislature on the potential future use of the State of Utah property known as the Utah State Fairpark and White Ballpark (typically written just as Fairpark). All existing documentation that has been commissioned by the Utah State Fairpark previously has been reviewed and utilized as an initial step in the process. However, it was not the specific intent of this study to evaluate the day-to-day operations of the Fairpark as a lease holder from the State of Utah at the Fairpark property. Rather, this study has evaluated the overall vision of the State property, with the Fairpark operations included as one of the options considered. The following outline briefly describes the scope of work that has been completed for this project including phases and tasks.

Refer to the project definitions in the project Goals and Objectives of this Executive Summary section for additional information concerning this approach process.

For the purposes of this study, a primary study area has been defined. See the map included in the Goals and Objectives of this Executive Summary. This study will consider land owned by the State of Utah under the title Utah State Fairpark and White Ballpark. Four separate parcels defined by the title reporting documentation make up the primary study area and include approximately 67 acres.

### **Consultant Team**

In order to successfully complete the mission and tasks associated with this project, CRSA assembled the following design & planning team members, specific roles and responsibilities are listed:

#### **CRSA**

- Land use planning
- Public and agency outreach
- Agency space analysis & planning
- Final recommendations

#### **Zions Bank Public Finance**

- Economic feasibility
- Relocation viability
- Private sector/broker communication

#### **Ensign Engineering**

- Existing infrastructure analysis
- Infrastructure recommendations

#### **Integra Realty**

- Land appraisal

#### **Landmark Title**

- Land title research

### **Process Summary & Completion Dates**

Phase One: Existing Conditions Analysis April 30th 2014

Phase One of this study primarily focused on the review of existing documentation as well as a review of the options available at the primary study area.

Phase Two: Scenario Development and Option Screening May 30th 2014

Phase Two of this study primarily focused on the development of potential scenarios for the use of the property within the primary study area. This phase screened the universe of options down to those most likely to be successful, screened by the projects Goals and Objectives.

Phase Three: Long Term Recommendations July 3rd 2014

The CRSA team consolidated the results of the scenario planning to develop alternatives for use of the Fairpark Property for consideration by the Utah State Legislature. The CRSA team provided professional judgment and analytics to provide reasonable recommendations to the State, however all decisions concerning the data provided will be made by the DFCM and the Utah State Legislature.

*Interim Presentations*

The CRSA team was invited twice to present to the Natural Resources, Agriculture, and Environment Interim Committee. These presentations occurred on May 21st and June 18th. A progress report of findings available on those dates was presented.

**Process Scope of Work****Phase One: Existing Conditions Analysis**

Phase One of this study primarily focused on the review of existing documentation as well as a review of the options available at the primary study area.

The following key tasks were completed in this phase to support the overall scope of work:

*Existing Documentation Review and Property Analysis*

The CRSA team coordinated closely with DFCM and Salt Lake City to prepare a thorough land use analysis of the project study area. An initial step for the project was the definition of the project Goals and Objectives, found in this section. Another initial step was the review of existing documentation that has been prepared for the Fairpark over the past 10 to 12 years. These have been used to guide the project process as well as to guide the screening of potential options. A summary of existing documents is listed in the Section 2, Existing Documentation Findings.

This phase also included outreach to community organizations, local businesses, public agencies and other stakeholder groups to understand existing conditions of the property and surrounding context as well as to gather ideas for investigation during the subsequent phases. For a list of the groups contacted by the design team, please see Section 10, Public Outreach. Outreach to the general public, community councils, and other stakeholders continued into Phase Two.

*Peer Review*

The CRSA team investigated the relative success of Fairpark facilities in other communities across the Country. Led by Zions Bank Public Finance we sought

to identify those facilities that are similar to the Utah Fairpark under a variety of categories, and sought to understand what makes them succeed or fail. A summary matrix of this effort is found in Section 05, Peer Review Findings.

*Comprehensive Utility Impact and Connections*

The CRSA Team, led by Ensign Engineering has reviewed existing information available for utilities at the Fairpark site, and obtained additional field information as required, to develop a complete understanding of the existing utility infrastructure in the study area. The resulting Analysis Summary is found in this section, while a more exhaustive analysis is in Section 11, Appendix which outlines the deficiencies and lists recommendations for improvements.

*Land Appraisal of the Fairpark Property and White Ballpark*

The CRSA team contracted with Integra Realty Resources to generate a certified land appraisal for the subject property. This process did not begin until a vision for the property in the primary study area was conceptually established. This vision was in the form of three scenarios for study. Factors such as existing vs. proposed zoning can influence the value of a commercial parcel and thus realistic development outcomes needed to be developed prior to beginning the land appraisal effort in earnest.

*Facility Programming*

The CRSA team coordinated with multiple agencies of the State of Utah to develop an understanding of the long term needs of State Agencies that may find relocation to the subject property/primary study area as a viable option. CRSA developed a baseline understanding for these agencies, extrapolated growth and baseline conditions, and recommended a potential future configuration for State office use within the primary study area.

Phase Two: Scenario Development and Option

## Screening

Phase Two of this study primarily focused on the development of potential scenarios for the use of the property within the primary study area. This phase screened the universe of options down to those most likely to be successful, screened (or removed) by the project goals and objectives.

The following key tasks were completed in this phase to support the overall scope of work.

### *Scenario Planning; Land Use & Facility Planning*

The CRSA team used the universe of options as a baseline to develop potential programs for the property in the study area. Three to four programs were developed, each with a different reasonable ratio of potential land uses (including the use of the property by the Fairpark Corporation) that may be tested on the property within the study area. These development assumptions were provided by Zions Bank Public Finance, and the complete research and basis for the assumptions can be found in Section 9, Scenario Development Data.

This task also considered the use of the existing structures at the Fairpark. The structural and/or programmatic viability of each is not the primary concern of this study, but rather the conceptual use of each in an overview of the study area. The historic considerations of existing structures was also considered.

### *Scenario Planning Economic Feasibility*

The CRSA team provided an economic analysis for each of the land use scenarios developed under this phase for the primary study area. The analysis took place in tandem with the land use scenario development as one factor in the screening process. Those scenarios that exhibit failure as compared to the project goals and objectives will result in options screened (or removed) from the universe of options.

The economic feasibility analysis considered the strengths and weaknesses of each of the scenarios including potential revenues generated by various

development options, job creation in a low-to-moderate income area, hurdles for some types of development (i.e., infrastructure needs, density of surrounding development, compatibility with neighboring uses, parking needs, saturation of market area), impacts to fair operations, potential to capitalize on mass transit, etc.).

The CRSA team studied the feasibility of converting a portion of, or all of, the property within the primary study area to private development. The initial investigation considered land use planning and zoning, as well as market suitability of the various portions of the study area property. A land appraisal has taken place as a portion of this analysis, which considers the fair market value of the property under various scenarios, including simply selling the property as development, or “shovel ready”. In all scenarios, the actual current value includes appropriate discounts to accommodate for development risk and long term absorption rates. For example, if a developer will need to spend time and money to tear down structures and clear up easements, the price that may be paid to the State will be reduced. The development scenarios are presented later in this Executive Summary.

This task also included a market analysis of viable development options by the private sector that should be compatible with existing uses in the area. The analysis includes a review of comparative studies – other fairparks and their complementary, surrounding uses, as well as a competitive analysis. The competitive analysis will look closely at the local market area and will evaluate potential development options.

### *Scenario Planning; State of Utah Building Needs*

This task utilized the programming completed in Phase One to study the future needs of the State of Utah. Potential configurations for new facilities were explored as part of the scenario planning. This effort looked at various locations within the study area for fulfilling the State needs, as well as different configurations of the facility itself in each potential location.

### Phase Three: Long Term Recommendations

The CRSA team consolidated the results of the scenario planning to develop recommendations to answer the following key questions, outlined as tasks in Phase 3.

The following key tasks have been completed in this phase to support the overall scope of work:

#### *Fair Park Viability and Opportunity Costs*

The CRSA team will consider the effects of each scenario tested on the overall ability of the Fairpark to complete its mission at this location. Existing documentation available on Fairpark operations, as well as potential Fairpark upgrades, will be reviewed as part of this recommendation process. It is understood that the Fairpark currently has limited options for generating revenue. This task will note if a particular scenario changes this revenue generating ability (positively or negatively).

In order to fully evaluate this component, the following data was generated:

- Opportunity cost to the State if the Fairpark Property, or portions of the property, are retained in Fairpark operations. This is outlined as the likely development ready value of selling the property, found in the Scenario Overview portion of this Executive Summary.
- Opportunity loss/gain to the State if the Fairpark Property, or portions of the property, are not retained in Fairpark operations. This is outlined as the likely cost to relocate the Fair to another location, found in the Scenario Overview portion of this Executive Summary.
- Analysis of what it may cost the State in capital funds to keep the Fair in operation at this location. This is outlined as the improvement costs that need to be allocated to bring the Fair up to good working condition, see Section 6, Upgrade the Existing Fairpark.

- Analysis of what it may cost the State in capital funds to enhance the facilities so that additional activities can be hosted at the property will be explored. This is outlined as the potential costs that need to be allocated to add substantial facilities that may change operations at the Fairpark, see Section 6, Upgrade the Existing Fairpark.

#### *Study Viability of Moving the Fair*

The CRSA team has reviewed previous documents that explored the relocation of the Fairpark, as well as the results of the scenario planning to determine if additional relocation exploration is needed. Two scenarios considered the Fairpark relocating, resulting in financial and economic analysis. Herriman City approached CRSA with a presentation concerning their hope to host the Utah State Fair. This opportunity has been used as the baseline for the option to move the Fair, see Section 7, New Fairpark. While other locations may be suitable, an exhaustive analysis of locations has not taken place.

## FAIRPARK AND WHITE BALLPARK PROPERTY VALUE

A key component of the project scope of work has been to determine the property value of the Utah State Fairpark. To develop a value, the CRSA team has methodically developed a process to calculate the value under two different definitions. The first definition is cultural/historic, the second is economic. Each definition lends an important discussion to the decision making process about how the property may be used in the future.

### Cultural Value

While a specific dollar value cannot be placed on cultural value, a picture may be painted concerning the importance of the historic use of the Utah State Fairpark. This value may be weighed in comparison to the economic value. Through the stakeholder interview and public outreach process, which is explained in more detail in the Public Outreach section of this report, it became clear quickly that there is significant public support for the institution that is the Utah State Fair. Although the Fair may be hosted in some form at other locations, the historic location of the Fair at the Utah State Fairpark was repeatedly mentioned as a primary reason why the Fair is important. Regular fair goers, especially those who are associated with the Fair through programs such as 4-H report that the Fair is a special event because of the history, location, and available facilities.

Another important consideration that was heard in a number of interviews and outreach meetings is the public value that might be placed on the Fairpark Property for general public use. Again, although difficult to place a dollar figure to public value, many felt there is significant value to the State of Utah's residents to hold in public trust a property available for public use. This sentiment was felt for the following reasons:

- It can be rare in a downtown urban environment for a State to have public use land available.

- Other State properties, such as State office parks, the Capitol Complex, and public safety facilities simply are not available for the types of uses that can take place at the Fairpark.
- Other State recreation properties, such as State Parks, are not readily accessible from the Capitol City.

It is possible that additional State public facilities may be placed at the Fairpark property. The site, with close proximity to downtown and transportation systems, is well suited to host other uses that may energize the site or neighborhood. Ideas include museums and park spaces. Although there would be capital costs to this effort, the public value would likely increase and perhaps reduce the economic loss of the Fair. The transfer of property to another agency could also allow the public value of the property to remain intact.

Cultural value is a third consideration. The Utah State Fairpark, as a district, is listed on the National Register of Historic Places. The property was listed in 1981 based on the contributing facilities at the time. Additional contributing factors may exist today. Additionally, it is noted that additional significance is placed on the facts surrounding the State ownership of the property. The Fairpark represents a long term commitment to Utah's agrarian history. This, coupled with continued use of the property as a fair, in public use, creates significant cultural value.

## Economic Value

The CRSA team has used a carefully prepared process to determine an economic value for the Utah State Fairpark property. First, it should be noted that property held in public trust by the State is typically not assigned an economic value. A market value is not easily placed on property that is not available for private development, especially as the bulk of the property is not zoned for development. In other words, it is unknown exactly what entitlements could be obtained on the property. Furthermore, the primary use of the Fairpark Property is a State Fair. If the Utah Fairpark Corporation earned a profit annually, it may be possible to partially assign a value to the property for economic use. However, the Fairpark Corporation is a nonprofit entity that does not earn a profit. Rather, the Fair operations are subsidized by the State of Utah. Thus, an alternative strategy is required to assign a value to the Utah State Fairpark.

The alternative strategy for placing economic value also ignores some factors that in reality may be very useful. For example, as suggested by many stakeholders, adding a public use such as a State museum may be of value to the site. It would increase visibility of the site, energize the area and bring new energy to the site. However, if the facility is another public use it does not necessarily change the economic value of the site and thus is not specifically considered in the scenario planning. Thus, it remains important to balance the need for public uses against the economic value. Another plausible possibility is the sale or discounted sale of some property to another agency or perhaps to Salt Lake City. The State of Utah may wish to not fully maximize the value of the property, and transfer some public value. For example, Salt Lake City has expressed interest in constructing park space in the area.

The CRSA team, led by Integra Realty, followed the following methodology for assigning economic value to the property, which requires making assumptions that the State would make land available for lease or sale in order to determine market demand.

1. Investigate the suitability of development of the property from a legal perspective. This was cleared through a patent title search, found in the Appendix of this report.
2. Develop scenarios (see Scenario Concepts Overview in this section) which would make the Fairpark (or portions of it) available for development, and thus marketable to a developer.
3. Develop a universe of options matrix (see the Appendix of this report for a complete list) for consideration in the scenarios, including ideas from stakeholders, agencies, and neighborhood groups.
4. Study the market for various types of development in the vicinity of the Fairpark, and the likely income that such development might be generated by a developer. Screen out elements from the Universe of Options that are deemed non-viable or not relevant to the scenario planning process, other public uses for example that don't change the current public value.
5. Place in each of the four scenarios a different mix of development types, types feasible as per the market study. Two of the four scenarios retain Fairpark operations and other public uses.
6. Determine the market absorption rate for development under each of the scenarios. The longer the absorption rate, the higher the carrying costs for a developer resulting in the need to discount the value of the property over present day values.
7. Determine other likely costs that would represent additional discounting of the property values. Building demolition, and utility upgrades represent costs that must be discounted from property value that is likely to be paid by a developer.
8. Develop assumptions concerning likely entitlements that may be earned by a developer from Salt Lake City. An entitled site represents a potential increase in value, however the risk associated with the entitlement process will also represent a discount to the property.

Following this extensive process, Integra Realty developed an economic evaluation report for each scenario, which can be found in the Appendix of this report. It includes a more comprehensive Land Appraisal process and includes the values that have been developed for each scenario. A summary of the appraised market values is listed with the Scenario Concepts Overview in this section. Separate detailed appraisal reports have been authorized and are available at DFCM. A range of values has been developed as each scenario has a different mix of development options.

### **Additional Considerations**

Although it is not possible to compare the economic value of the property to the State to the cultural and historic value, it is possible to make other types of comparisons. These additional comparisons are not of much value in making a decision on the value of the Fairpark remaining at its current location. Rather, they provide other points of context.

First, a recommendation has been made concerning the use of the property for alternative State use, namely as a location for State office buildings. Found in the State of Utah Office Needs in Salt Lake County section of this report, the document describes the likely cost to the State to construct facilities at this location. As the property is already owned by the State, the full cost of property purchase would not be incurred. This may be compared to the cost to purchase property in other locations either in Salt Lake City or elsewhere along the Wasatch Front.

Should the Fair no longer be hosted at the Utah State Fairpark, and should the State wish to continue to host a fair, a new location will be required. The New Fairpark section of this report outlines the alternatives and costs for this effort and contrasts the costs associated with upgrading the current Fairpark facilities. The State may wish to subtract from the economic value of the Fairpark property the costs required to move the fair or to upgrade the Fair. This analysis may change the perceived economic value of the Fairpark. It may also change the perceived cultural value of the Fairpark.

## NATIONAL REGISTER OF HISTORIC PLACES

### Listing(s)

Both the State Fairpark site and the surrounding Fairpark neighborhood are listed on the National Register of Historic Places. The National Register of Historic Places includes resources that have historic, cultural, archaeological, or architectural significance at the local, state, or national level.

The Fairpark site is listed on the National Register of Historic Places, under the historic name 'Utah State Fair Grounds'. The listing was approved in 1981. The significance of the Fairpark property is at the state level. At the time of the listing (1981), there were 42 buildings/structures documented on the site and 27 of these contributed to the historic and/or architectural significance of the site. The other 15 buildings were, at the time, considered out of period (less than 50 years old) and/or did not have historic or architectural significance. Most, if not all, of these buildings are now over 50 years of age and would be considered contributory to the historical and architectural significance of the site.

Additionally, other changes have happened to the site in the ensuing 33 years since it was listed on the National Register. This includes the demolition of some contributing historic structures. From an age and integrity standpoint, the State Historic Preservation Office believes nearly all of the current buildings on the site are contributing historic structures.

The surrounding Fairpark neighborhood is also listed on the National Register of Historic Places as part of the Salt Lake City Northwest Historic District. The historic district was listed in 2001 and consists of 28 blocks, roughly bounded by 1100 West, 600 North, 500 West, and North Temple (minus the Fairpark property, which is listed individually). This district consists primarily of single-family homes (90%), but also includes multi-family dwellings (7%), and commercial structures, public, and quasi-public/religious buildings (3%, collectively). It has a high level of integrity (77% of buildings are considered contributing to the District's historic nature).

About 15% of the buildings were considered out-of-period and thus, non-contributing at the time of listing. These are now likely eligible and contributing, which would increase the level of integrity further.

### Benefits / Impacts

Listing on the National Register of Historic Places provides the opportunity for owners to receive Federal and/or State tax credits for costs related to rehabilitation of the property. While a government entity cannot benefit from the tax credits, a master lease structure can be established where the tax credits are passed through to the lessee of the rehabilitated property.

Listing on the National Register alone does not restrict what a property owner may do with a property. It does not protect historic properties from alteration or demolition. However, Utah law requires State agencies and developers using State funds to take into account how their expenditures or undertakings will affect historic properties. They must also provide the State Historic Preservation Office (SHPO) with a written evaluation of the project and an opportunity to comment. The Public Lands Policy Coordinating Office (PLPCO) is authorized under 9-8-404 to review comments made by SHPO and mediate disputes between a State agency and the SHPO.

From a historic preservation perspective, the buildings and site are valuable, physical manifestations of the agrarian history of the State of Utah. They are adaptable and retain eligibility for National Register listing. There is a high re-use potential for the historic buildings and additional new construction on the site would be an acceptable way to revitalize the area and make it more viable. To accomplish this, there may need to be a shift from the Fair as the primary occupant of the site that attempts to find compatible additional uses, to year-round uses as the primary occupant that can/will still accommodate the Fair those days of the year it is in operation.

## PROJECT GOALS & OBJECTIVES

As outlined in the scope of work between CRSA and DFCM, a primary objective of the Fairpark project was to detail the goals and objectives that would guide the decision making process. The following section details the overall project goals and objectives that have been considered in the planning process, and referenced to make decisions in the recommendations process.

## Definitions

The following definitions are offered to clarify terms in this section and elsewhere in this report.

- Viable: This term is offered to suggest options that may be logistically feasible. This is not meant to solely describe financial considerations.
- Utah State Fairpark: This term describes the land known as the Utah State Fairpark and White Ballpark. This land is approximately 67 acres and is described by the legal descriptions found in the full Title Report, see Section 11, Appendix.
- Utah State Fair: this term describes the 10 day event that is operated each year at the Fairpark.
- Utah State Fair Corporation: This term describes the public nonprofit entity that has been given authority to operate the Utah State Fair on the Utah State Fairpark property, which is owned by the State of Utah DFCM.
- Fairpark Board: This term describes the group of individuals who are by State Code responsible for overseeing the operations of the Utah State Fair Corporation and the Utah State Fair operations.
- DFCM: The Division of Facilities Construction and Management is the State agency that leases the Fairpark to the Utah State Fair Corporation.
- Primary Study Area: This term is offered to describe the portion study area that is owned by the State of Utah. While every effort has been made to illustrate this area properly in mapping materials, actual legal descriptions should be referenced for final confirmation. Recommendations of this study will apply to the primary study area (see map below).
- Secondary Study Area: This term is offered to describe the portion of the study area that may be indirectly affected by the decisions made by the State of Utah concerning its property ownership and its long term needs as a State. This property is understood to be privately held, and not directly affected by the State, however the State does own other properties in the general vicinity of the Fairpark.



Fairpark and White Ballpark Property Land Use Study primary and secondary study areas

## Goals & Objectives

- A. Develop a long-term strategy for the property known as the Fairpark including White Ballpark. Strategy should present the State of Utah viable options for the future use of the property.
- Strategy considers options to allow the ongoing operations of the Utah State Fair by the Utah State Fair Corporation at the Utah State Fairpark.
  - Strategy considers the State’s growing need for office space in the general vicinity of the Fairpark (State of Utah operates other office spaces in the general vicinity) and determine what role the Fairpark property may play in accomodating these needs.
  - Strategy considers input from multiple sources, including the following:
    1. Current market conditions for the primary and secondary study area
    2. Long term speculative market conditions for for the primary study area
  - Review of peer fairpark facilities in other states including:
    1. Physical attributes
    2. Programmatic elements
    3. Marketing strategies
  - Condition of and cost to upgrade infrastructure at the Fairpark for the use by the Utah State Fair Corporation or other entities to operate the Utah State Fair and/or other related uses.
  - Current appraised value, with associated patent title search, of the Utah State Fairpark and White Ballpark.
- B. Develop viable options to ensure State of Utah office growth needs can be met in the general vicinity of the Fairpark.
- Strategy considers potential needs of specific agencies to determine a reasonable expectation for future space needs in the general vicinity of the Fairpark.
  - Strategy will consider private partnering opportunities between the State, related agencies, and private partners, for the development of infrastructure at or near the Fairpark. This development may support the operations of the Utah State Fair as well as other State or private uses.
- C. Develop an understanding of the social impacts of the Utah State Fairpark may have on the local community, to guide the public policy discussion of the public value of the Fairpark.
- Strategy will seek to understand through robust public outreach, stakeholder agency outreach, and other data gathering techniques the public sentiment and related consideration surrounding the use of the Fairpark and White Ballpark.
  - Strategy will seek to capture the range of commments and concerns surrounding the Fairpark. A summary of comments will be provided along with other scenarios, to assist the State Legislature with the decision making process.

**FAIRPARK SUBLEASING SUMMARY**

Leases are currently in place that govern the use of the Utah State Fairpark by the Fair Corporation. The Fair Corporation, as outlined in its lease with DFCM, has the authority to sublease its facilities to other parties. This option is available year-round. Two long-term arrangements are in place that affect the property. These agreements are between the Fair Corporation and the State of Utah Division of Facilities and Construction Management, on behalf of the Driver License Office, and the State of Utah Division of Natural Resources.

The Driver License Office occupies a portion of what is known as the Conference Center Building, and is open for business year-round except for approximately 14 days when the Fair is in operation. DFCM pays the Fair Corporation a lease rate of \$96,079.24 per year. The lease is currently scheduled to end in April 2014, after approximately seven years. DFCM also covers 50% of the cost of the natural gas and electrical costs for the facility being leased, which is 10,489 square feet. A number of other clauses typical of this type of agreement are included in the lease agreement. It should be noted that the Driver License Office was previously located in a smaller building just to the east, which has sometimes been called the Old DMV Building.

The Utah Department of Wildlife Resources (UDWR) uses the 1911 Wildlife Building (or DWR Building) to showcase the wildlife resources of the State of Utah to fair visitors, including a fishing pond. This use is allowed under a Memorandum of Agreement between the UDWR. The UDWR reimburses the Utah State Fairpark for the cost of annual landscape maintenance and cost to fill the pond behind the facility. At the time of this report, there is further clarification required regarding the responsibility for maintaining the Wildlife Building between DFCM and UDWR. A number of other clauses typical of this type of agreement are included in the lease agreement.

The Fairpark subleases other facilities to entities throughout the year, but are not considered leases that have significant impact on the long-term use of facilities or on the the operations of the Utah State Fair. Many of these uses are referenced in the previous Fairpark Master Plan completed by Populous in 2013. These lease holders are expected to vacate the facilities during the Fair operations.

The Fairpark Corporation is actively seeking additional opportunities to lease existing facilities, in short and long-term sublease agreements. Additionally, the Fairpark is seeking opportunities for tenants who may require long-term lease arrangements. At such time, DFCM may consider extending the lease for the Fairpark to the Utah State Fairpark Corporation to facilitate long-term sublease agreements.

## **RELEVANT STATUTES, BILLS AND RESTRICTIONS IMPACTING THE USE OF THE FAIRPARK PROPERTY & THE LOCATION OF THE STATE FAIR**

This section briefly outlines several Legislative bills & Utah State Code which directly or indirectly impact the use of the Fairpark and White Ballpark property. The focus of this section will be on the site utilization; see Fairpark Subleasing Summary in this section for a discussion of lease agreements pertaining to the property and Utah State Fair Corporation.

### **Brief History of Provisions on the Location of the State Fair**

When Utah achieved statehood in 1896, competition was reportedly intense among several cities in the Territory for state institutions. As such, the original constitution of the State of Utah contained Article XIX - Public Buildings and State Institutions, which had three sections.<sup>1</sup> The first transferred territorial institutions and property to the state; the second provided for the establishment of institutions for “the public good”, such as penal and reform institutions and those for the deaf and blind. The third section stipulated the permanent location of state institutions, including the State Fair. Specifically, “First: The Seat of Government, and the State Fair at Salt Lake City, and the State Prison in the County of Salt Lake.”. The rest of the section identified locations for the State Reform School (Ogden City), Institutions for the Deaf and Dumb, and the Blind (Ogden City), and the State Insane Asylum (Provo City).<sup>2</sup>

A constitutional amendment approved in 1946 removed the constraints on the location of all except the seat of government and the State Fair.<sup>3</sup> In 1988, Senators Lyle W. Hillyard, Arnold Christensen, and Wilford R. Black Jr. sponsored Senate Joint Resolution number 4 intended to ‘clean up’ aspects of the constitution with miscellaneous changes, including the repeal of all three sections of Article XIX - Public Buildings and State Institutions, with the provision of

the seat of government in Salt Lake City transferred to Article XX11 - Miscellaneous. It passed and was sent to voters at the general election on November 8, 1988. The resolution was approved by voters and became effective January 1, 1989, removing any stipulations regarding where the State Fair is located.<sup>4</sup>

### **Brief History of the Creation of the Fairpark Corporation**

The Compendium of Budget Information for the 2013 Session sheds light on the privatization of the State Fair.

“Utah’s first State Fair was held in 1856, just nine years after the pioneers arrived.

The Fairpark was privatized in 1995 based on the recommendations of a study committee directed to find a way to help the Fairpark become self-sufficient. However, the legislation allowed the new corporation to receive annual appropriations from the state until it could become self-sufficient.”

### **1997 Utah State House Bill 322 State Fairpark Requirements**

In 1997 House Bill 322 proceeded to further define the powers and responsibilities of the newly-formed Utah State Fair Corporation.

The stated intent of this bill is: “An act relating to community and economic development; modifying lease term and requirements for state fair park; addressing maintenance of facilities; clarifying responsibility for state fair; and making technical corrections.”

It appears that the substance of this bill remains in force, and that a portion of it (Section 9-4-1103) has been relocated into State Code 63H-6-103 to outline responsibilities and powers of the Fair Corporation as a State statute.

1. White, Jean Bickmore. (2011). The Utah State Constitution, New York, New York: Oxford University Press

2. Utah State Constitution, 1895; accessed from Utah State Archives

3. Joint Resolution 4, 1946; accessed from Utah State Archives

4. Joint Resolution 4, 1988; accessed from Utah State Archives

### Utah State Code 63h-6-103

This section of the Utah State Code outlines the legal status and powers of the Utah State Fair Corporation. It creates the Utah State Fair Corporation as an independent public nonprofit corporation, with all powers and authority given to nonprofit corporations. It outlines the controls given to the corporation including general management, supervision and ability to provide and publicize events, as well as potential funding sources to cover the costs of the various exhibitions.

Subsection (5) outlines some of the requirements of the Fair which have impacts for this land use study of the property.

*(5) (a) The corporation shall:*

- (i) use generally accepted accounting principles in accounting for its assets, liabilities, and operations;*
- (ii) seek corporate sponsorships for the state fair park and for individual buildings or facilities within the fair park;*
- (iii) work with county and municipal governments, the Salt Lake Convention and Visitor's Bureau, the Utah Travel Council, and other entities to develop and promote expositions and the use of the state fair park;*
- (iv) develop and maintain a marketing program to promote expositions and the use of the state fair park;*
- (v) in cooperation with the Division of Facilities Construction and Management, maintain the physical appearance and structural integrity of the state fair park and the buildings located at the state fair park;*
- (vi) hold an annual exhibition that:*
  - (A) is called the state fair or a similar name;*
  - (B) includes expositions of livestock, poultry, agricultural, domestic science, horticultural, floricultural, mineral, and industrial products, manufactured articles, and domestic animals that, in the corporation's opinion will best stimulate agricultural, industrial, artistic, and educational pursuits and the sharing of talents among the people of Utah;*

It is our understanding that this bill establishes the Fair Corporation and requires it to hold an annual exhibition known as the State Fair, as well as outlining some of the expositions it should include. It does not seem to indicate that the Fair must take place at a specified location. However it does reference the State Fairpark and the duties and responsibilities of the State Fair Corporation and DFCM for the physical appearance and structural integrity of the buildings located there. While it does appear that the State Fair could be held anywhere, additional clarification may be required on this point for the purposes of this study.

### Title Report Summary

CRSA retained Landmark Title to prepare a comprehensive patent search on the property owned by the State of Utah. This patent search, resulting in a Title Commitment Document, was requested to support the scenario planning process that has taken place for the property. To ensure that each scenario was realistic, the CRSA team required assurances that the results of each scenario would be feasible. The patent search sought to ensure that no encumbrances existed on any of the parcels that would limit development potential.

Early in the process, interviewed stakeholders cautioned that there was rumors of encumbrances on the property. The patent search sought to seek any encumbrances that were rumored to limit the Fairpark property to only agricultural-related uses. The patent search found no such limitation on any of the parcels that make up the property owned by the State of Utah. In CRSA's opinion, the rumors concerning use limitation at the Fairpark property can be traced to the lease agreement between the Utah State Fairpark Corporation and the State of Utah. This lease requires the Fairpark Corporation, while they are leasing the property, to host a fair on the property. As noted in the lease agreement, the nature of Fairpark Corporation Business: Annual State Fair Exhibition, public entertainment, displays, and exhibits. No specific limitation of uses exists in the lease concerning what may be encompassed under the definition of "Annual State Fair."

## Title Status

The following disclaimers apply to this summary of the Title Report, as provided by Landmark Title. A full disclosure supporting the entire Title Commitment and all supporting documents is included with the documentation, found in Section 11, Appendix.

- A. The title company did not directly compute or ensure square footage as part of the work completed. While the title company has access to the Salt Lake County tax notices and plats, which in some cases contain acreage figures, they have no way of independently verifying the accuracy of those figures. To confirm this information the CRSA team recommends the State of Utah retain a registered land surveyor for information regarding square footage. The White Ballpark (Parcels 2 & 3) was recently surveyed as part of a potential parking lot project, which is available from Ensign Engineering. No survey is available for the remaining parcels of the Utah State Fairpark. See the map provided in the Site and Community Analysis section for more details regarding calculating the approximate acreage of each of the parcels.
- B. The title company has completed a full search of the tract indices applicable to the subject property. This search covered a period of time extending from May 9, 2014, to the relevant patents which were recorded in 1870 and 1872. This includes a complete examination of the recorded documents in the respective chains of title for the subject property.
- C. The final step in this process has been to compile the information disclosed in the title search in a form entitled Commitment for Title Insurance. This document, which is referenced throughout this document, constitutes the official summary of the Title Report and is available in this report, Section 11, Appendix.
- D. The Title Commitment Document references all parcels that are owned by the State of Utah in the primary study area. There are four parcels that comprise up the State ownership, and are outlined as parcels 1, 2, 3, & 4.
- E. Parcel 1: Utah State Fairpark
- F. Parcel 2: White Ballpark, south of North Temple Street
- G. Parcel 3: White Ballpark, south of North Temple Street
- H. Parcel 4: Parking lot, west of Jordan River
- I. All parcels, with legal descriptions outlined, are in fee simple ownership vested to the State of Utah Division of Facilities and Management. Parcel 3 is additionally vested to the Utah Department of Transportation.
- J. The Title Commitment Document considers the title clean, with exceptions. While any exception to a clean report will require some effort by the landowner to be completed cleared prior to any development process, the exceptions are considered fairly reasonable for the type of property in question.

The following is a brief sample of the types of exceptions which are included, review of the full list of 55 exceptions is required for a complete listing:

- Special assessments
- Warranty deeds
- Salt Lake City Ordinance references
- Utility easements
- Billboard leases
- Temporary construction easements
- Abandoned railroad right of way easements
- Mathematical parcel description conflicts

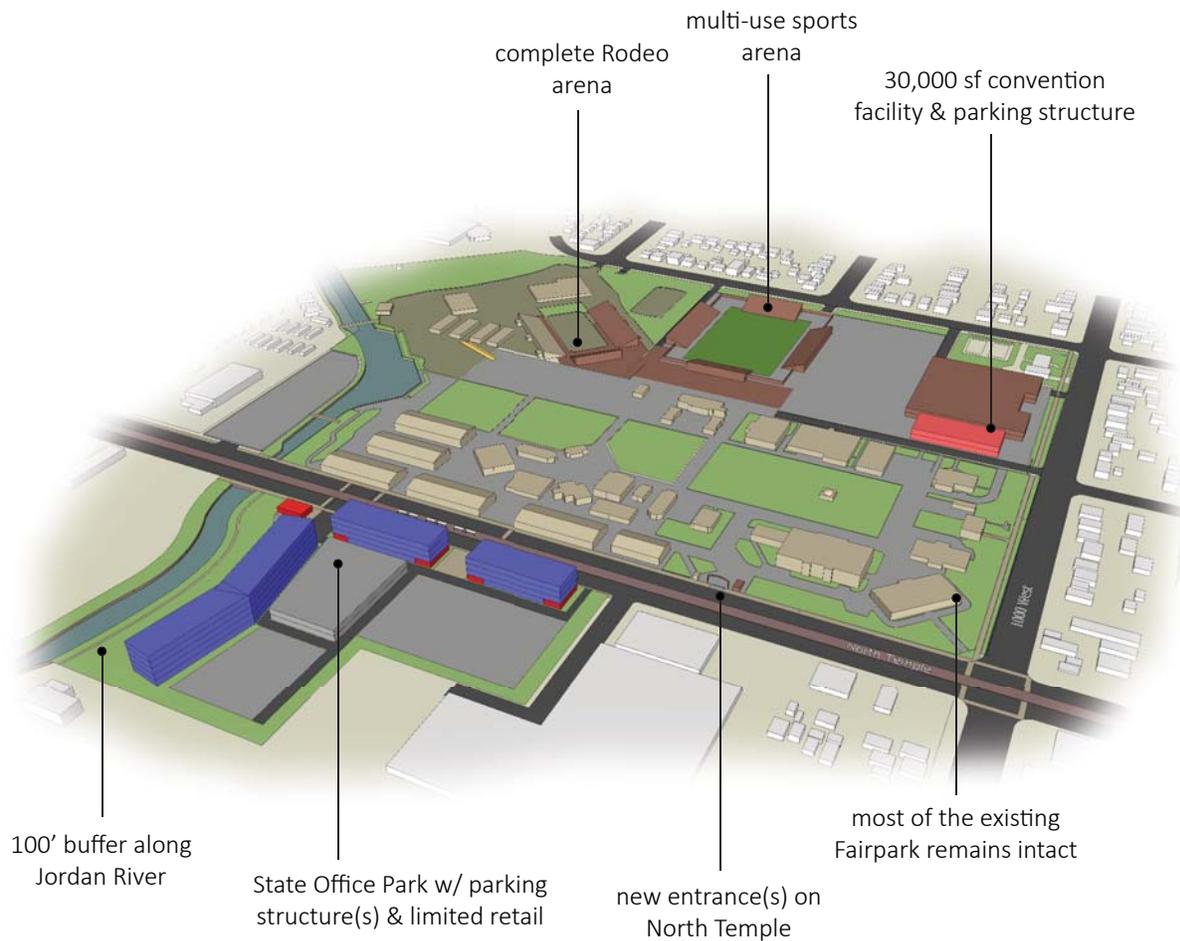
## SCENARIO OVERVIEW

The bulk of the effort by the CRSA team in Phase Three was the administering of the scenario planning process. The scenario planning exercise took various ideas and tested their viability as a potential use of the site. In some cases, certain ideas were tested in multiple scenarios. In some cases, the idea outlined is too specific to be tested. For example, it was beyond the scope of work to determine if a specific type of museum was viable. However, it was possible to study placing a commercial use such as a hotel on the site. This section outlines the general framework that has been developed for each scenario, and tested marketability. This report includes a robust discussion of each scenario, outlines the market analysis opportunities, historic and cultural impacts and consider potential costs, or opportunity costs to the State of Utah. Illustrative graphics have been generated to provide a representation of what the property may look like if a scenario was chosen and implemented.

Each scenario that has been outlined is designed to test certain ideas (see the Appendix section for the complete Universe of Option Matrix) which respond to the site opportunities and constraints analysis (see Section 3, Site and Community Analysis) and a plan for State space needs (see Section 8, State of Utah Office Needs in Salt Lake County). It is very possible that aspects of each scenario could be mixed with other scenarios. As the CRSA team is unable to test all potential scenarios, three representative scenarios have been devised to account for as many opportunities as possible within a streamlined review process. The key aspects of each scenario have been considered and are outlined as follows, including a brief introduction to financial aspects.

Table - Scenario Planning Overview

Scenario Name	Fairpark Remains	Fairpark Relocates	Historic Buildings Retained	State Office Space Accommodated
1A - Baseline	x		x	x
1B - Enhance Existing Fair	x		x	x
2 - Office Center		x	x	x
3 - Transit-Oriented Development (TOD)		x		x



### SCENARIO 1A BASELINE

The purpose of this scenario is to study the option of the Utah State Fairpark remaining as the primary use of the study area. Facility upgrades to support the Fair are considered. Secondary uses are introduced in the study area to provide additional revenue to the Fairpark Corporation, as well as to meet specific needs of the State of Utah.

The most likely addition to the site to support the Fair operations is a new structure that would host additional convention space on the site throughout the year. This has been referenced in previous studies as “expo space.” Expanding the rodeo arena to 7,000 seats is also proposed in this scenario, which would allow for hosting more rodeos throughout the year as well as other events. Finally a new multi-use sports arena would provide another opportunity for the Fairpark to host a wide variety of sporting events.

These new uses to the site would be on the northern portion of the Fairpark site which is currently used primarily as surface parking. Thus, a new parking structure would be built to be shared by these new uses and with the Fair when it is in season. Also a new entrance on North Temple would provide greater permeability and access between the Fair and the gateway to downtown – North Temple.

Other secondary uses are also being considered. These uses, as follows, are not designed to primarily support Fairpark operations, but will add revenue to the Fair and/or mitigate for space that is no longer available to the Fair.

- State office building(s)
- Parking structure(s)
- Additional sublease opportunities that may be negotiated by the Fairpark Corporation

The most likely secondary use that may be added to coexist with the Fairpark is a State office building. The office space may be configured in multiple buildings, but all are anticipated at the White Ballpark site, on the south side of North Temple. This location will have limited effect on the operations of the Utah State Fair (with the important exception of permanent loss of parking) and can be easily accessed by the adjacent TRAX station. A parking structure to support the office building, transit station access, and Fair operations, will mitigate the loss of parking at White Ballpark. A State office facility could be developed by the State or a private developer who leases to the State. The second option could result in additional tax increment for Salt Lake City whereas State ownership may not.

Currently there are numerous events hosted by the Fairpark throughout the year, however these subleases with the Fairpark are primarily considered short-term. A certain number of longer term subleases with the Fairpark exist (See Existing Leases in this section), but lease holders must vacate the premises during operation of the Utah State Fair (with exception of the Utah Division of Wildlife and the State of Utah DMV). The Fairpark Corporation is actively seeking additional sources of revenue that may result in new long-term subleases, some potentially could occupy large portions of property year-round. To date, no specific additional tenants have signed sublease agreements for use of property at the Utah State Fairpark.

Existing facilities on the site, including historic structures, would be retained under this scenario, with upgrades considered as some are in poor condition or unsuitable for commercial operations. Existing utility infrastructure on site, as has been noted in previous studies, is in poor condition. It is anticipated that for the development of this scenario many utilities will likely require replacement, including upgrades to the site drainage. With the exception of recent upgrades in limited areas, there is a significant backlog of major maintenance and replacement projects.

## Land Appraisal

Based on the valuation analysis in the accompanying report, and subject to the definitions, assumptions, and limiting conditions expressed in the report, our opinions of value are as follows:

The value conclusions here are associated with the Redevelopment scenario 1 Enhance Existing Fair. It assumes as is market value - bulk sale value to a single purchaser.

Interest Appraised	Date of Value	Value Conclusion
Fee simple	June 10, 2014	\$11,200,000

Please see the Land Appraisal Appendix of this report for a full list of extraordinary assumptions and hypothetical conditions.

## Utility Impact & Cost

The existing Utility systems around and within the property have been sized based on historical and current usage of the property. As governing codes have changed these codes have required higher demands of the utility systems. Some of the utility systems have been upgraded over time to meet demand requirements. However, it is apparent, based on the size of some of the utilities, that they are quite old and would not meet the current design requirements.

The inadequate utility systems are more apparent within the property. The use of the Fairpark has been very dynamic overtime. Several times, the utilities were master planned. However, for a variety of reasons, the master planned infrastructure was never completely implemented. The resulting incomplete infrastructure is what is currently in place on the Fairpark property.

The most recent study, outside of this report, identified some immediate needs to improve service problems and more closely meet current design codes. These immediate needs have been identified on the Overall Proposed Utility Map U-1 (found in the Appendix of this report), and the cost estimate for those utility upgrades follows. These upgrades would be critical for Scenario 1A.

Two utility systems would provide adequate service for all scenarios. The Water and Sewer infrastructure on the north side of North Temple and within 1000 West provides adequate service. A 12-inch water line exists on the north side of North Temple and west side of 1000 West from North Temple to 300 North. There is a large sewer line in 1000 West Street and 300 North Street.

However, on the south side of North Temple the water line is only 6-inches across most of the length of the property. With the proposed office buildings shown in all of the scenarios on the White Ball Field property this waterline will need to be upgraded to 12-inch diameter. Along 1000 West at 200 North the 12-inch water line ends. There is a 6-inch water line existing on the east side of 1000 West and north side of 200 North, but this would not be large enough to service scenarios 2 or 3. A new 12-inch culinary water system would be required on the Fairpark side of the road.

### *Opinion of Probable Cost for Improvements*

The immediate priority improvements recommended by Ensign Engineering if the Fair is to remain in place include upgrades to the Sanitary sewer system, storm drainage system, culinary water system, electrical utility system and natural gas system.

Description	Total Cost
Sanitary Sewer	\$127,820
Storm Drainage	\$133,400
Culinary Water	\$52,200
Electrical Utility	\$3,000
Natural Gas	\$20,000
Construction Subtotal	\$336,420
Engineering Design	\$88,241
<b>TOTAL ESTIMATE</b>	<b>\$425,000</b>

The following costs are associated with the necessary upgrades in order to develop the White Ballpark property as State Office buildings as shown in this scenario:

Description	Total Cost
Mobilization	\$5,000
Culinary Water System	\$156,700
Miscellaneous	\$79,200
<b>TOTAL ESTIMATE</b>	<b>\$240,900</b>

For a complete review of proposed utility upgrades including immediate and long-term needs, see Section 6, Upgrade the Existing Fairpark. For a detailed breakdown of both of these cost estimates, see Section 11, Appendix.

**Development Assumptions**

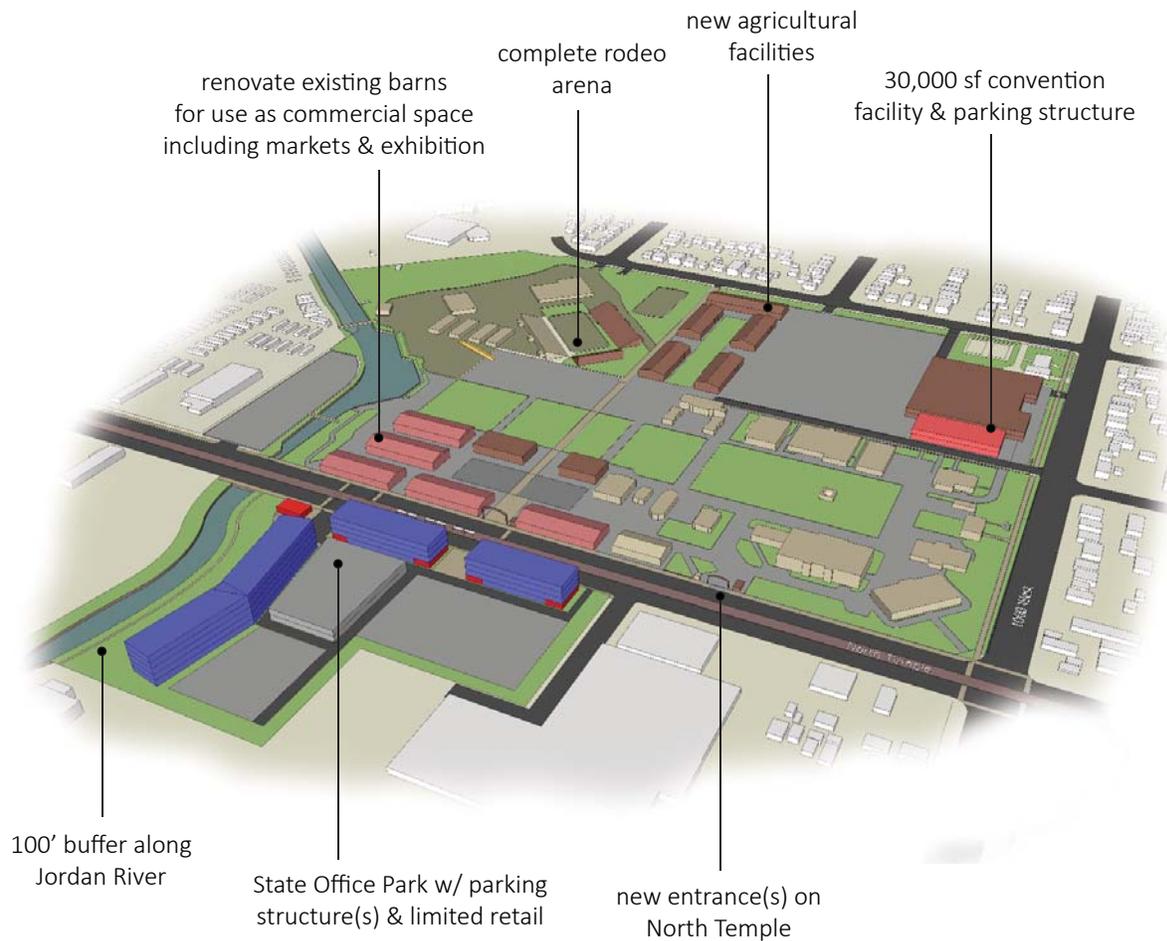
If the Fair remains at the current Fairpark site, and if space needs can be more efficiently arranged or parking structures built so that some additional space is available for development, the most likely development scenario is for State office space to collocate with the Fair.

Based on information provided by the State of Utah, with leases due to expire within the next few years, the State could use 320,000 to 420,000 square feet of office space at the Fairpark site. Retail at the site would be limited to sandwich shops and lunchtime-eating establishments. Convention space would be added, based on the Populous Study, as well as 4,000 seats in the rodeo arena.

For a more complete description of the development assumptions and market research pertaining to this scenario, please visit Section 9, Scenario Development Data.

Table - Baseline Fair Scenario Development Assumptions

<b>Scenario 1A - Fairpark Remains</b>	<b>Acres</b>	<b>Units / SF</b>	<b>Units / SF per acre</b>	<b>Floor Area Ratio</b>
State Office Buildings	8.9	320,000	35,955	0.83
Retail (sandwich shops, etc.)	1	10,000	10,000	0.23
Convention Space	NA	30,000	NA	NA



### SCENARIO 1B ENHANCE THE EXISTING FAIR

The purpose of this scenario is to study the option of the Utah State Fairpark remaining as the primary use of the study area, however with some major site reorganization. Facility upgrades to support the Fair are considered. Secondary uses are introduced in the study area to provide additional revenue to the Fairpark Corporation, as well as to meet specific needs of the State of Utah.

Scenario 1B assumes that the Fair remains at the current site with expanded facilities similar to Scenario 1A. Once again the rodeo arena is expanded to accommodate up to 7,000 seats, and the convention building is also included, as well as the parking structure to replace the parking lost to these new facilities. This scenario also assumes that State office buildings would be built on the White Ballpark site including a limited amount of retail space and a parking structure.

In this scenario the barns along North Temple (which are used for housing animals during the Fair) are renovated for commercial use and replaced with 75,000 square feet of replacement Fair facilities adjacent to the rodeo arena. This places the agricultural facilities adjacent to one another, while allowing the Fair to capitalize on its frontage along North Temple with commercial uses. These new commercial spaces leverage the historic charm and ambiance of the Fairpark buildings, by creating a hub of activity or destination space that could be busy year-round with a wide range of uses such as international markets, flea markets, technology/innovation marketplace, festivals, etc. With access via personal automobile, TRAX and the Jordan River Parkway, potential exists for this type of active destination space that reflects the diversity of the local community and respects the heritage of the State.

Further site reorganization includes two new entrances along North Temple, and a midblock pathway that offers controlled access through the site when the Fair is not in season. It also raises the visibility of the Fairpark, while enhancing the sense of arrival for those traveling along North Temple.

Existing facilities on the site, including historic structures, would be retained under this scenario, with upgrades considered as some are in poor condition or unsuitable for commercial operations. Existing utility infrastructure on site, as has been noted in previous studies, is in poor condition. It is anticipated that for the development of this scenario many utilities will likely require replacement, including upgrades to the site drainage. With the exception of recent upgrades in limited areas, there is a significant backlog of major maintenance and replacement projects.

### Land Appraisal

Based on the valuation analysis in the accompanying report, and subject to the definitions, assumptions, and limiting conditions expressed in the report, our opinions of value are as follows:

The value conclusions here are associated with the Redevelopment scenario 1 Enhance Existing Fair. It assumes as is market value - bulk sale value to a single purchaser.

Interest Appraised	Date of Value	Value Conclusion
Fee simple	June 10, 2014	\$11,200,000

Please see the Land Appraisal Appendix of this report for a full list of extraordinary assumptions and hypothetical conditions.

### Utility Impact & Cost

The existing Utility systems around and within the property have been sized based on historical and current usage of the property. As governing codes have changed these codes have required higher demands of the utility systems. Some of the utility systems have been upgraded over time to meet demand requirements. However, it is apparent, based on the size of some of the utilities, that they are quite old and would not meet the current design requirements.

The inadequate utility systems are more apparent within the property. The use of the Fairpark has been very dynamic over time. Several times, the utilities were master planned. However, for a variety of reasons, the master planned infrastructure was never completely implemented. The resulting incomplete infrastructure is what is currently in place on the Fairpark property.

The most recent study, outside of this report, identified some immediate needs to improve service problems and more closely meet current design codes. These immediate needs have been identified on the Overall Proposed Utility Map U-1 (found in the Appendix of this report), and the cost estimate for those utility upgrades follows. These upgrades would be critical for Scenario 1B.

Two utility systems would provide adequate service for all scenarios. The Water and Sewer infrastructure on the north side of North Temple and within 1000 West provides adequate service. A 12-inch water line exists on the north side of North Temple and west side of 1000 West from North Temple to 300 North. There is a large sewer line in 1000 West Street and 300 North Street.

However, on the south side of North Temple the water line is only 6-inches across most of the length of the property. With the proposed office buildings shown in all of the scenarios on the White Ball Field property this waterline will need to be upgraded to 12-inch diameter. Along 1000 West at 200 North the 12-inch water line ends. There is a 6-inch water line existing on the east side of 1000 West and north side of 200 North, but this would not be large enough to service scenarios 2 or 3. A new 12-inch culinary water system would be required on the Fairpark side of the road.

#### *Opinion of Probable Cost for Improvements*

The immediate priority improvements recommended by Ensign Engineering if the Fair is to remain in place include upgrades to the Sanitary sewer system, storm drainage system, culinary water system, electrical utility system and natural gas system.

Description	Total Cost
Sanitary Sewer	\$127,820
Storm Drainage	\$133,400
Culinary Water	\$52,200
Electrical Utility	\$3,000
Natural Gas	\$20,000
Construction Subtotal	\$336,420
Engineering Design	\$88,241
<b>TOTAL ESTIMATE</b>	<b>\$425,000</b>

The following costs are associated with the necessary upgrades in order to develop the White Ballpark property as State Office buildings as shown in this scenario:

Description	Total Cost
Mobilization	\$5,000
Culinary Water System	\$156,700
Miscellaneous	\$79,200
<b>TOTAL ESTIMATE</b>	<b>\$240,900</b>

For a complete review of proposed utility upgrades including immediate and long-term needs, see Section 6, Upgrade the Existing Fairpark. For a detailed breakdown of both of these cost estimates, see Section 11, Appendix.

#### **Development Assumptions**

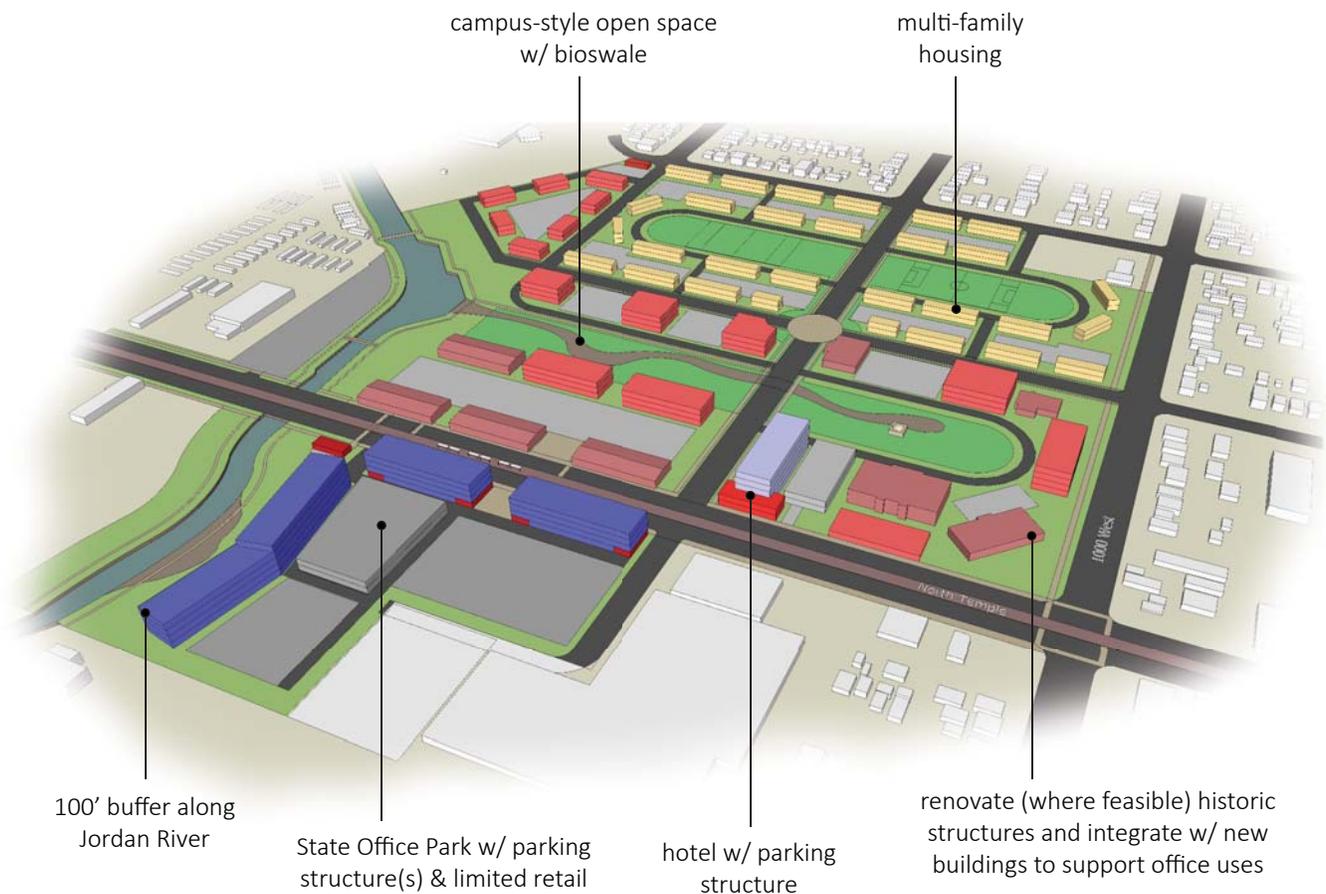
Scenario 1B assumes that the Fair remains at the current site, but that it has expanded facilities, including a 30,000 square foot convention facility, and that the rodeo arena is expanded by 4,000 seats - similar to scenario 1A above. This scenario also assumes that the State office buildings would all be built on the White Ballfield site. However, this scenario also adds 75,000 square feet of additional commercial space.

This scenario adds 75,000 square feet of commercial space, which may include a wide range of uses such as international markets, flea markets, technology/innovation marketplace, etc.

For a more complete description of the development assumptions and market research pertaining to this scenario, please visit Section 9, Scenario Development Data.

Table - Enhance Existing Fair Scenario Development Assumptions

<b>Scenario 1B - Fairpark Remains</b>	<b>Acres</b>	<b>Units / SF</b>	<b>Units / SF per acre</b>	<b>Floor Area Ratio</b>
State Office Buildings	8.9	320,000	35,955	0.83
Retail (sandwich shops, etc.)	1	10,000	10,000	0.23
Commercial	NA	75,000	NA	NA
Convention Space	NA	30,000	NA	NA



## SCENARIO 2 OFFICE CENTER

The purpose of this scenario is to study the option for leasing the Utah State Fairpark and White Ballpark by the State of Utah to private and/or public office/research uses. Discussions with potential tenants suggests that over time there may be demand for this type of use. Whether the property is configured as a research park, or perhaps a corporate office park, the property could support a fairly large complex of facilities.

Under this scenario, the main Fairpark property (subtract a 100 foot buffer along the Jordan River) would host the office/research use as well as residential housing. The White Ballpark property would be developed as State office including a parking structure for their use. A medium range hotel with limited retail is feasible at this location to support the office/research use. This option introduces some low to medium residential options as a buffer between the existing neighborhoods and the office park uses.

This option is being considered as a long-term land lease. Initial market analysis suggests that an office/research park would not be considered, from a financial aspect the highest and best use. Thus, this option considers the State retaining the land and partnering to develop the property. This scenario may create opportunities to retain certain portions of the land for public use, such as park or museum space. It may also be the best option for integrating the site into the Jordan River Parkway and Trail as well as adjacent community center and park facilities. This scenario may generate tax increment for Salt Lake City, depending on the nature of the development. Research park use may generate limited tax revenue, but could generate long-term lease revenue for the State. Business park uses may be more beneficial for tax increment.

Some of the existing Fairpark buildings could be re-purposed under this scenario, and may be viable as office space if mixed with new structures of similar use. Existing utility infrastructure on site, as has been noted in previous studies, is in poor condition. All utilities will likely require replacement for the development of this scenario. No utilities exist at White Ballpark and will need to be extended across North Temple to make appropriate connections.

### Land Appraisal

Based on the valuation analysis in the accompanying report, and subject to the definitions, assumptions, and limiting conditions expressed in the report, our opinions of value are as follows:

The value conclusions here are associated with the Redevelopment scenario 2 Office Center. It assumes as is market value-bulk sale value to a single purchaser.

Interest Appraised	Date of Value	Value Conclusion
Fee simple	June 10, 2014	\$17,100,000

Please see the Land Appraisal Appendix of this report for a full list of extraordinary assumptions and hypothetical conditions.

### Utility Impact & Cost

The Fairpark property is generally surrounded by public streets. These public streets contain utilities that currently serve the Fairpark property and adjacent properties. The utility infrastructure on the perimeter of the site(s) becomes the real backbone of any potential site improvements. The future utility planning will incorporate this perimeter-first philosophy even in the short term renovation projects needed to sustain the Fairpark operation. However, as additional through streets are added to the property (as shown in some of the scenarios) utilities need to be installed within these streets. The cost for the through streets and utility systems within them is not included as part of this study. Those costs will be the responsibility of the developer of the property.

Where major renovations are proposed such as the new office complex on the White Ballfield and Scenarios 2 and 3 a more global review of the utility system was completed. These scenarios require new utility systems within the property, specifically through the new road corridors that are shown. Our recommendations are only for the perimeter utilities that connect to these new corridors. The perimeter backbone utility systems are within North Temple, 1000 West, 300 North. Because of the proximity to the Jordan River, the river would act as the backbone infrastructure for the storm drain system. All other scenarios would be required to install new storm drain systems, including detention ponds that would discharge into the Jordan River.

Two utility systems would provide adequate service for Scenarios 2 or 3. The Water and Sewer infrastructure on the north side of North Temple and within 1000 West provides adequate service. A 12-inch water line exists on the north side of North Temple and west side of 1000 West from North Temple to 300 North. There is a large sewer line in 1000 West Street and 300 North Street.

However, on the south side of North Temple the water line is only 6-inches across most of the length of the property. With the proposed office buildings shown in all of the scenarios on the White Ball Field property this waterline will need to be upgraded to 12-inch diameter. Along 1000 West at 200 North the 12-inch water line ends. There is a 6-inch water line existing on the east side of 1000 West and north side of 200 North, but this would not be large enough to service scenarios 2 or 3. A new 12-inch culinary water system would be required on the Fairpark side of the road.

The following costs would be associated with the necessary upgrades to develop the White Ballpark property as State Office buildings as shown in this scenario:

Description	Total Cost
Mobilization	\$5,000
Culinary Water System	\$156,700
Miscellaneous	\$79,200
<b>TOTAL ESTIMATE</b>	<b>\$240,900</b>

For a detailed breakdown of this cost estimate, see Section 11, Appendix.

### Development Assumptions

Scenario #2 assumes that the Fair is relocated and is replaced by a combination of housing and office, but at slightly lower densities than scenario #3. As with the other scenarios, it assumes 320,000 square feet of State office space. It also assumes some support retail space, similar to Scenario 3, as well as including development of a hotel.

Some interviews with other entities had suggested that the Fairpark site, with its TRAX location, would be

a convenient extension to the existing research park, also located on TRAX.

If a technology park is desired, the State may need to hold portions of the land for a period of time. This model was used by the BDO development in Ogden, with Boyer Company taking down approximately 30 acres per year. However, because BDO was an industrial-type development, the takedowns were much larger than would be expected with office development.

Hotel development would likely be for a lower-service hotel, such as a Hampton Inn, Hilton Garden Inn or Marriott Courtyard. A full-service hotel would likely not be feasible on the site. Hotel development for a lower-service hotel would require about three acres and would include approximately 100 rooms. In comparison, a full-service hotel requires 6-7 acres. The hotel development would not occur until a significant amount of office development takes place.

For a more complete description of the development assumptions and market research pertaining to this scenario, please visit Section 9, Scenario Development Data.

Table - Office Center Scenario Development Assumptions

Scenario 2 - Office Center	Acres	Units / SF	Units / SF per Acre	Units / SF Absorbed per Year	Absorption Timeframe - Years
Hotel	3	100	NA	NA	10
Housing (condominiums)	26.5	662.5	25	120	5.5
State Office	8.9	320,000	35,955	NA	NA
Office	27	541,015	20,038	50,000	10.8
West Side Acres	1.5	NA	NA	NA	NA
Retail (hotel & office lower floor portion)	NA	50,000	NA	NA	10.0
<b>TOTAL</b>	<b>66.9</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>



### SCENARIO 3 HIGHEST & BEST USE

The purpose of this scenario is to study the option for the sale of the Utah State Fairpark and White Ballpark for private development interests. Transit-oriented development (TOD) has been identified by various agencies and stakeholders as the best option for private redevelopment. Although it is possible that a private developer could save certain buildings on the site for historic value, it is not anticipated that any existing structures will remain financially viable on its own under this option. Thus, total replacement of all facilities is being proposed, including a mix of medium density residential and commercial/office use. Some retail will be considered, although a high-density of retail is not considered viable at this location.

Under this scenario, the main Fairpark (subtract a 100 foot buffer along the Jordan River) would become the TOD residential and commercial area. This scenario

also proposes the White Ballpark be used for State office uses including a parking structure. A medium range hotel with a parking structure, possibly shared by office use, will be included to support the office uses in this scenario. Some housing may be located in close proximity to the TRAX station, with the bulk of the housing located to the rear of the site, buffering existing residential from new commercial/office uses. The North Temple frontage would be populated mostly with commercial/office uses, with retail opportunities.

Maximizing opportunities for parks and open space will be important if a dense redevelopment scheme such as this scenario were to occur. Salt Lake City Parks and Public lands have expressed an interest in partnering on the creation a public park (or parks) at this site if redevelopment occurs.

This option is being considered as a land sale. Initial market analysis suggests that market rate housing, retail and commercial uses, from a financial perspective, represents the highest and best use for the property. This scenario is most likely to come to fruition if the property is controlled by a private developer(s). Although there may be some agencies or stakeholders that may partner with a private developer, it is not considered likely that the State of Utah would retain ownership interest in the property under this scenario. This scenario should generate tax increment for Salt Lake City, and property sale revenue for the State of Utah. The CRSA team has been interviewing private developers to gauge interest in development at the Utah State Fairpark. Although the full content of such interviews is considered confidential, the general results will be used to support the scenario planning exercise and the property appraisal process. For more information, see Section 10 Public Outreach.

This option provides the opportunity for intergrating the site into the Jordan River Parkway by extending the trail into and through the site along a bioswale. It might also provide an option for other public uses, such as a museum, however, unless the State retains some control over portions of the property there is no guarantee the developer will choose these options. Residential development should be designed to create a positive connection to existing community center and park facilities along the Jordan River.

Most, if not all, of the existing facilities on the site would likely be removed under this scenario. Existing utility infrastructure on site, as has been noted in previous studies, is in poor condition. It is anticipated that for the development of this scenario all utilities will likely require replacement, including upgrades to the site drainage. Recent infrastructure improvements may also be replaced if they are not in the appropriate location for the new development.

### Land Appraisal

Based on the valuation analysis in the accompanying report, and subject to the definitions, assumptions, and limiting conditions expressed in the report, our opinions of value are as follows:

The value conclusions here are associated with the Redevelopment scenario 3 Transit-Oriented Development. It assumes as is market value - bulk sale value to a single purchaser.

Interest Appraised	Date of Value	Value Conclusion
Fee simple	June 10, 2014	\$18,100,000

Please see the Land Appraisal Appendix of this report for a full list of extraordinary assumptions and hypothetical conditions.

### Utility Impact & Cost

The Fairpark property is generally surrounded by public streets. These public streets contain utilities that currently serve the Fairpark property and adjacent properties. The utility infrastructure on the perimeter of the site(s) becomes the real backbone of any potential site improvements. The future utility planning will incorporate this perimeter-first philosophy even in the short term renovation projects needed to sustain the Fairpark operation. However, as additional through streets are added to the property (as shown in some of the scenarios) utilities need to be installed within these streets. The cost for the through streets and utility systems within them is not included as part of this study. Those costs will be the responsibility of the developer of the property.

Where major renovations are proposed such as the new office complex on the White Ballfield and Scenarios 2 and 3 a more global review of the utility system was completed. These scenarios require new utility systems within the property, specifically through the new road corridors that are shown. Our recommendations are only for the perimeter utilities that connect to these new corridors. The perimeter backbone utility systems are within North Temple, 1000 West, 300 North. Because of the proximity to the Jordan River, the river would act as the backbone infrastructure for the storm drain system. All other scenarios would be required to install new storm drain systems, including detention ponds that would discharge into the Jordan River.

Two utility systems would provide adequate service for Scenarios 2 or 3. The Water and Sewer infrastructure on the north side of North Temple and within 1000 West provides adequate service. A 12-inch water line exists on the north side of North Temple and west side of 1000 West from North Temple to 300 North. There is a large sewer line in 1000 West Street and 300 North Street.

However, on the south side of North Temple the water line is only 6-inches across most of the length of the property. With the proposed office buildings shown in all of the scenarios on the White Ball Field property this waterline will need to be upgraded to 12-inch diameter. Along 1000 West at 200 North the 12-inch water line ends. There is a 6-inch water line existing on the east side of 1000 West and north side of 200 North, but this would not be large enough to service scenarios 2 or 3. A new 12-inch culinary water system would be required on the Fairpark side of the road.

the following costs would be associated with the necessary upgrades to develop the White Ballpark property as State Office buildings as shown in this scenario:

Description	Total Cost
Mobilization	\$5,000
Culinary Water System	\$156,700
Miscellaneous	\$79,200
<b>TOTAL ESTIMATE</b>	<b>\$240,900</b>

For a detailed breakdown of this cost estimate, see Section 11, Appendix.

### Development Assumptions

If the Fair moves to another location, the site, located at a TRAX station, has the potential for transit-oriented, mixed use development. Easily accessible to the airport and downtown, TOD should thrive at this location. Because the site is so large and the potential is significant, the State can send out a Request for Proposal (RFP) or Request for Qualifications (RFQ) to major national developers, rather than rely solely on the local developer market for the redevelopment of this area. Funds raised from the sale of land under this scenario could be used to establish a State Fair at another location and to build the Fair with modern facilities that will require less in annual operations and maintenance costs. However, the initial capital contribution to a new site could be substantial.

Because the surrounding neighborhoods feel some affinity to the Fairpark site, perhaps a portion of the proceeds from sale of the land could be returned to the community through a recreation center, improvements to the Jordan River Parkway, or some other amenity desired by the local neighborhoods.

### Housing

High-density housing (30-units per acre) would be apartments, with an average all-in cost per door ranging from \$90,000 - \$110,000. The apartments should be separated somewhat, if possible, from the condominiums.

### Office

If the State adds some office space to the development, it will provide a good anchor tenant and will speed up the absorption timeframe for office space. The office absorption timeframe will depend on the rents charged for the office space. Based on discussions with local developers, this would not be Class A space, but would rather provide a lower-cost alternative to downtown, with close proximity to downtown. As such, it might be attractive to technology-oriented companies looking for a more casual environment than downtown, but with all of the conveniences of downtown.

*Retail*

The site is not a major retail destination, but could include support retail for the residential and office development in the area, including restaurants, coffee shops and potentially even a small market that could focus on the international flavor of the area – including the airport and the diversity of the surrounding neighborhoods. There is a relatively strong Hispanic and Latino population in this part of the City when compared with other areas countywide.

For a more complete description of the development assumptions and market research pertaining to this scenario, please visit Section 9, Scenario Development Data.

Table - Transit-Oriented Development (TOD) Scenario Development Assumptions

<b>Scenario 3 - TOD</b>	<b>Acres</b>	<b>Units / SF</b>	<b>Units / SF per Acre</b>	<b>Units / SF Absorbed per Year</b>	<b>Absorption Timeframe - Years</b>
Apartments	15	450	30	75	6.0
Condominiums	18.5	370	20	60	6.2
State Office	8.9	320,000	35,955	NA	NA
Office/Retail	20	400,752	20,038	40,000	10.0
Hotel	3	100	NA	NA	10.0
West Side Acres	1.5	NA	NA	NA	NA
Retail (lower front floor of office only)	NA	50,000	NA	5,000	10.0
<b>TOTAL</b>	<b>66.9</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>

## POLICY CONSIDERATIONS

Creation of the Utah State Fair Corporation during the 1995 General Session (H.B. 343) codified that the Fair Corporation shall:

*“hold an annual exposition that is called the state fair, includes the exposition of livestock, poultry, agriculture, domestic science, horticulture, floriculture, mineral, and industrial products, manufactured items, and domestic animals that, will best stimulate agricultural, industrial, artistic, and educational pursuits and the sharing of talents among the people of Utah.”*

Accordingly, the use of the existing State Fairpark property is not mandated by statute as the permanent home of the Utah State Fair. This allows the State of Utah and the Legislature the flexibility to assess the highest and best use of the Fairpark property and its value to the State of Utah, as well as what it means to “hold an exposition that is called the state fair”. The Utah State Fairpark holds cultural and historic significance that cannot be overlooked. The 71-acre site includes 12 National Register-listed historic buildings and there are others that currently qualify for listing. The lack of funding to maintain facilities over the past 20 years has been noted in all recent studies, and is paramount to the decision whether to retain the Fairpark in its current location. At a minimum, this study recommends an annual investment to address facilities conditions deficiencies, to return buildings to their historic standing and invest in creating market rate space. This investment will assist the Fairpark Corporation in becoming a self-sustaining non-profit, create a destination venue as a gateway feature to the Capital City and acknowledge that cultural and historic spaces have a value beyond their financial performance.

The State may also find that the economic value of the Fairpark property exceeds the cultural value. At that point the State is faced with two major decisions. First, the State must answer the question of whether the Fairpark property is more valuable to the State’s for its growing office space needs or for private development. Second, the State must address how it will meet its obligation “to hold an annual exposition that is called the state fair”.

Regarding private development, study findings indicate that the highest and best land use development value may net the State \$18 million. Under this development scenario the State would sell the Fairpark property and a private entity would construct multi-family housing and commercial office space. While the study did not ascertain State property holdings that may be able to accommodate future state facilities, it is clear that there is immediate and long term demand for state owner office space. Under any development option the State may decide to retain some portion of the property to accommodate State office space needs. By 2050, if the State of Utah continues to invest in constructing state office space in Salt Lake County as they do in 2014, there will be the need for a total of over 1.7 million square feet of office space, some or all of which could be accommodated through State development of the Fairpark property into an office park.

Once the decision to develop the Fairpark property has been made, there are a number of options available for the State to meet its obligations to “hold an annual exposition that is called the state fair”. These options range from creating a new permanent Fairpark to a permanent partnership with a County Fair to providing for a small scale traveling fair with no permanent venue. The cost of replicating the Fairpark in a new location with 344,000 sf of new facilities and site improvements is significant, but allows the State to define the size and scope of Fair facilities and services that serve the State in the 21st century.

While future land use of the Fairpark property is a worthy of a dedicated discussion, it has become clear that policy considerations regarding Utah State Fairpark Corporation organization should be addressed by the State Legislature. In crafting H.B. 343 the State has mandated a performance standard for the Fairpark Corporation as a non-profit. While it committed the Fairpark Corporation to a performance standard, it did not obligate the State to provide a reasonable level of support for this primarily cultural facility.

The non-profit corporation that operates the Utah State Fair has proven its ability to produce and manage a state fair responsibly. The fair, itself, generates sufficient income to be successful and sustainable. It attracts thousands of annual visitors and well represents the agricultural heritage of the State of Utah. The fairgrounds, however, cannot survive without an annual infusion of funds to upgrade and maintain its facilities. Because the nature of event-based non-profit activities is capital consumptive, that infusion cannot come from the non-profit corporation that manages the Fair.

The State is at a critical crossroads. The legislature must make a decision where it will produce its annual exposition. The following study details existing conditions, and analyzes four land use scenarios, their costs, and social implications, and possibly future outcomes. The State must first decide the value of the Fair and the level of investment it is willing to make to support the Fair in its current historic location or its desire to create a new Fairpark for the 21st century. Once a decision is made regarding the Fair and its future venue, the State can make the needed economic decisions about the future development of the Fairpark property.

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 2. Existing Documentation



The following documents were utilized throughout the process of discovery, scenario planning and preparation of this Utah State Fairpark and White Ballpark Land Use Study Final Report. Due to the large quantity of information, the documents have been categorized into five topics: Financial and Budgetary Information; Historic Information; Planning Documents; Reports and Audits; and Utilities and Infrastructure. A more exhaustive list is available in References in the Appendix section.

## FINANCIAL & BUDGETARY DOCUMENTS

### HB 406 7/1/2010

Document outlines the legislation that amends the time period by which DFCM can lease property to the Utah State Fairpark Corporation. The bill allows DFCM to lease to the Fairpark Corporation for a time period of up to 50 years, beginning in 2010. The White Ballpark portion of the property will be removed from the lease in 2017. The State recently extended the lease for the White Ballpark portion of the property beyond 2017, with a clause allowing repossession within 90 days.

### Fairpark Lease Agreement 7/1/1997

Document outlines the terms of the lease of the Utah State land known as the Fairpark to the Fairpark Corporation. Terms include an annual payment of \$10 a year by the Fairpark Corporation for the use of all properties and structures. The Fairpark Corporation will also pay any assessed real estate taxes. Terms allow the Fairpark to sublease facilities to third parties. The Fairpark Corporation is responsible for operating costs and minor repairs, with major repairs supported by the State of Utah. The Fairpark Corporation is required to insure the property. Upon lease termination, improvements made by the Fairpark revert to the State.

See Fairpark Subleasing Summary in the Executive Summary section for more information.

### House Bill 322 State Fair Park Requirements 1997

An act relating to community and economic development; modifying lease term and requirements for State Fairpark; addressing maintenance of facilities; clarifying responsibility for state fair; and making technical corrections.

### House Bill 322 Key Recommendations:

*The corporation shall, subject to approval of the board:*  
*(a) have general management, supervision, and control over all activities relating to the state fair and have charge of all state expositions except as otherwise provided by statute;*

*(b) for public entertainment, displays, and exhibits or similar events:*

*(i) provide, sponsor, or arrange the events;*

*(ii) publicize and promote the events; and*

*(iii) secure funds to cover the cost of the exhibits from:*

*(A) private contributions;*

*(B) public appropriations[.];*

*(C) admission charges[.]; and*

*(D) other lawful means;*

*(c) establish the time, place, and purpose of state expositions; and*

*(d) acquire and designate exposition sites.*

*(5) (a) The corporation shall:*

*(i) use generally accepted accounting principles in accounting for its assets, liabilities, and operations;*

*(ii) seek corporate sponsorships for the state fair park and for individual buildings or facilities within the fair park;*

*(iii) work with county and municipal governments, the Salt Lake Convention and Visitor's Bureau, the Utah*

*Travel Council, and other entities to develop and promote expositions and the use of the state fair park;*

*(iv) develop and maintain a marketing program to promote expositions and the use of the state fair park;*

*(v) in cooperation with the Division of Facilities Construction and Management, maintain the physical appearance and structural integrity of the state fair park and the buildings located at the state fair park;*

***(vi) hold an annual exhibition that:***

***(A) is called the state fair or a similar name;***

***(B) includes expositions of livestock, poultry, agricultural, domestic science, horticultural, floricultural, mineral, and industrial products, manufactured articles, and domestic animals that, in the corporation's opinion will best stimulate agricultural, industrial, artistic, and educational pursuits and the sharing of talents among the people of Utah;***

***(C) includes the award of premiums for the best specimens of the exhibited articles and animals;***

***(D) permits competition by livestock exhibited by citizens of other states and territories of the United States; and***

***(E) is arranged according to plans approved by the board;***

See Relevant Statutes, Bills and Restrictions Impacting the Use of the Fairpark Property in the Executive Summary section for more information.

**Fairpark Lease Agreement Amendment 3/14/2013**

Document modifies the original lease between the Fairpark Corporation and the State of Utah. Property known as White Ballpark is only property included in the lease modification, allowing the Fairpark Corporation to use the property for five additional years after 2017. State may terminate lease upon 90 days' notice.

**Utah State Fair Corporation Act 2011**

Adopted code outlines the creation of an independent public nonprofit corporation for the sole purpose of operating the Utah State Fair. Code outlines the parameters under which the corporation will operate, including a discussion of a corporation board and executive director, who is an employee of the corporation. The corporation is exempt from certain State laws concerning corporations, and may deposit revenue in a State enterprise fund.

**HISTORIC INFORMATION****Utah State Fairgrounds National Historic Register Nomination 1/27/1981**

Both the State Fairpark site and the surrounding Fairpark neighborhood are listed on the National Register of Historic Places. The National Register of Historic Places includes resources that have historic, cultural, archaeological, or architectural significance at the local, state, or national level.

The Fairpark site is listed on the National Register of Historic Places, under the historic name 'Utah State Fair Grounds'. The listing was approved in 1981. The significance of the Fairpark property is at the state level. At the time of the listing (1981), there were 42 buildings/structures documented on the site and 27 of these contributed to the historic and/or architectural significance of the site.

**PLANNING DOCUMENTS****Blueprint Jordan River 12/1/2008**

This document is a public vision for the future of the Jordan River Corridor, developed with key community leaders and stakeholders.

*Blueprint Jordan River Key Recommendations:*

Significant ideas from the document include: A 50-plus mile, unobstructed "blue-green" trail from the Utah Lake to the Great Salt Lake; a 7,300-acre linear nature preserve with premiere wildlife viewing; a return to a more historic river corridor with meanders, wetlands, improved water quality and water flow, and rich biodiversity; regional transportation access to the corridor, including east-west connecting trails and several new TRAX and frontrunner stops; and several new "river centers" with recreational-support facilities and dining opportunities in previously industrial areas.

**West Salt Lake Master Plan 10/21/2013**

The West Salt Lake Master Plan is principally a visioning document for the Glendale and Poplar Grove neighborhoods. It is the result of over two years of public engagement in a variety of formats directed by the Salt Lake City Planning Division and with a variety of partners with a stake in the community. The document explores the community's history, people, assets, problems, and most importantly, the opportunities that make West Salt Lake West Salt Lake. *(from West Salt Lake Master Plan introduction)*

*West Salt Lake Master Plan Key Recommendations:*

While many of the findings and recommendations in this plan are relevant to the Fairpark Property Master Plan, the West Salt Lake Master Plan is intended as a visioning document primarily for the Glendale and Poplar Grove neighborhoods, which are south of Interstate 80. However there are useful elements within the document on topics which extend beyond the plan's study boundaries such as development trends, area research, and transportation connections including the Jordan River Parkway and community institutions and organizations.

### **Northwest Jordan River/Airport Master Plan 1992**

Intended to expand and enhance the Northwest Community Master Plan of 1980. The two documents together would represent the City's vision for the future development of the Northwest Community including the airport area. The plan also attempts to coordinate efforts between Salt Lake City, Davis County, Salt Lake County, Woods Cross City, North Salt Lake City and the Salt Lake International Airport.

#### *Northwest Jordan River/Airport Master Plan 1992 Key Recommendations:*

The plan makes several recommendations including: annexation of lands north and west of the Great Salt Lake to Salt Lake County; designate and develop open space and parkway along the Jordan River; development of Great Salt Lake Parkway connecting to I-215 near its intersection with Redwood Road; and develop and promote image control (urban design guidelines) along Redwood Road, I-15, I-215 and 2200 West. North Temple is not discussed as the major gateway into the City from the Airport or Interstate 80.

### **North Temple Boulevard Plan 8/10/2010**

The document establishes urban design guidelines for the North Temple corridor, as well as five station locations including the Fairpark Station. The Fairpark property frontage was rezoned to Transit Station Area - Special Purpose (TSA-SP), as was the parking lot west of the river. CAMP VIP Residential Community was rezoned as Transit Station Area - Mixed Use Employment Center (TSA\_MUEC). The remainder of the property remains zoned as Public Lands (PL). Fairpark station policies include mobility, mix of uses, place making, and the Jordan River.

#### *North Temple Boulevard Plan Key Recommendations:*

The plan identifies the State of Utah redeveloping the White Ballpark into a mixed-use development as a key project. The recommendation includes construction of an office building for a State department, as well as other residential and commercial uses that would be oriented toward both North Temple and the Jordan River. Activate the Jordan River with public spaces which build upon existing trailhead.

#### *Update on Key Issues:*

The UTA TRAX Green Line from SL Central Station to the Airport has now been completed. Salt Lake County has funding available to complete the Jordan River Parkway by closing the current gap in the trail between 200 South and North Temple.

### **Utah State Fairpark Master Plan and Market and Financial Feasibility 4/1/2013**

The document includes two components; first a market study outlines the position in the market that the Fairpark currently serves as well as the position it could potentially serve. This analysis outlines potential additional revenue that could be generated. The second component outlines upgrades to existing facilities, as well as new facilities that would be needed to fit into the potential market position recommended.

#### *Utah State Fairpark Master Plan and Market and Financial Feasibility 4/1/2013 Key Recommendations:*

Primary recommendations include improvements that would boost attendance to 400,000 to 450,000 visitors to the State Fair. Off season rental could be boosted by addition of a 40,000 to 50,000 SF expo building and improvements to key existing structures and site elements.

### **2012-2013 North Temple Project Area Priorities 2012**

Document outlines four priority projects for the Redevelopment Agency's North Temple Project Area to pursue, some of which may have conflict potential with final recommendations of the Fairpark Master Plan effort. Coordination will need to occur with these priorities during land use study scenario planning phase.

**2012-2013 Westside Greenways North 8/1/2011**

The Westside Studio, in the College of Architecture + Planning at the University of Utah, conducts research in and with the neighborhoods west of State Street in Salt Lake City. Each year the Studio selects projects related to community development, urban design, economic development, green infrastructure, and/or arts & culture. The Studio emphasizes the involvement of a wide range of stakeholders from governmental agencies to neighborhood groups and individuals.

*The Westside Studio Key Recommendations:*

The next steps listed in the document include: continuing to pursue community-based projects; elevate the education and awareness of the resources the Jordan River is or can be; design should build upon neighborhood assets; and explore funding alternatives to enact incremental change for the document's vision.

**REPORTS AND AUDITS****Legislative Audit – A Performance Audit of State Buildings and Lands 2/1/2014**

The document reviews the impacts of limited and accurate building inventory records for non-higher education State-owned and leased facilities. Finding 1 concludes that no accurate inventory of State-owned and State-leased buildings exists. Finding 2 demonstrates how the State could reduce annual lease payments in Salt Lake County by almost \$5 million. Finding 3 shows that State entities tend to underinsure. Finding 4 demonstrates how existing State-owned land could benefit existing operations (including White Ball Field). Finding 5 recommends improving controls at the Capital Complex.

**Legislative Audit – Limited Review of The Utah State Fairpark's Financial Oversight & Controls 2/24/2014**

The document reviews financial performance between 2008 and 2013 and summarizes its findings as 1) overly optimistic projections contributed to over expending, 2) insufficient policy and inconsistent monitoring aided overspending, 3) Fairpark Board lacks State involvement. Recommendations include a studying long term sustainability of the Fairpark, USFB create a reasonable budget based on historic trends, evaluation of purchasing and receiving procedures and controls, establishment of formal procedures to monitor internal compliance with internal policies, and in the review of the composition of the USFB to include affiliated State agencies.

**Fairground Market Report 2000**

Document is a market report for the Utah State Fairpark. Document outlines reasoning for continued governmental support of the fair, with best efforts to increase use of the fair park year round. Upgrades required to implement certain ideas are outlined, including the role of the State which is necessary for success. Pros and Cons of a "movable" fair model are discussed, separate from the use of the Fairpark as a year round destination. Shared uses identified for consideration, many of which are no longer available. Market competition and opportunities are outlined.

**Airport TRAX ESR 7/1/2008**

Document outlines the environmental effects of the now constructed Airport TRAX line. Of relevance to the Fairpark the decision making for the Fairpark Station. The recommended location is located at 1150 West (west of the Jordan River) to facilitate access to the Fairpark as well as to any development that may occur on the Fairpark property. Future development was recognized as likely occurring on the west edge of the property. White Ballpark was also identified as a potential park and ride lot. A center and side platform configuration was explored at the Fairpark.

*Update on Key Issues:*

The UTA TRAX Green Line from SL Central Station to the Airport has now been completed. A park and ride lot has not been constructed on White Ballpark property, however an existing surface parking lot west of Jordan River may be available for UTA to lease from Utah State Fairpark Corporation. A center platform was ultimately constructed, so passengers must cross the street to access the Fairpark.

**Salt Lake City Blight Study: North Temple Corridor Survey Area 11/1/2010**

Outlines Salt Lake City's plans for creating Urban Renewal Project area to meet its 2010 goals for improving "livability" and creating "a more sustainable community," combined with the "desire to take full advantage of the Airport Light Rail to improve the community," by initiating the blight survey. The study provides definitions for basis of "blighted" conditions including comparative crime rates, building condition, environmental hazards, unsanitary conditions and significant non-compliance with applicable building codes. Survey boundaries included I-15 on the east, I-215 on the west, 300 North on the north, and 100 South on the south.

*Salt Lake City Blight Study Key Recommendations:*

Survey area (and proposed project area) were found to be considered blighted by the criteria established by Utah State Code 17C-2-303. "The existing zoning is conducive to an Urban Renewal Project Area. The North Temple Corridor and its residents and businesses will benefit from the addition of public and private investment in the proposed project area which will increase the local tax base in an area currently serviced by Salt Lake City services. The construction of the Airport Light Rail along North Temple increases the value of the North Temple Corridor as an Urban Renewal Area.

*Update on Key Issues:*

North Temple Urban Renewal project area was created in November 2011 and sunsets in 2037. The project area includes 319 acres. The RDA's 2012-2013 Project Area goals suggest that there may be potential partnership opportunities if the Fairpark Masterplan recommendations include private redevelopment of some portion of the site in the future.

**A Performance Audit of State Buildings and Land 2/3/2014**

This performance audit attempted to identify and evaluate the use of state-owned and state-leased buildings and land owned by the Division of Facilities Construction and Management (DFCM). It became apparent during the course of audit work that an accurate inventory of state-owned and state-leased buildings does not exist, complicating a full review of the efficient use of space. While it appears that state entities have improved their use of space over the last several years, correcting weaknesses in building procurement and inventory tracking would lead to further improvements in overall efficiency and allow for a full review of space utilization.

*Performance Audit of State Buildings Key Recommendations:*

Finding 1 concludes that no accurate inventory of state-owned and state-leased buildings exists. Finding 2 demonstrates how the state could reduce annual lease payments in Salt Lake County by almost \$5 million. Finding 3 shows that state entities underinsure almost \$200 million of buildings. Finding 4 demonstrates how existing state-owned land could benefit existing operations. Finding 5 recommends improving controls over access to office space in the Capitol Complex.

---

**UTILITIES & INFRASTRUCTURE****Utah State Fairpark Updated Utility Assessment Report 12/1/2012**

The document provides an update to the Utility Assessment previously prepared in 2010. It makes priority recommendations for upgrades in the following order: Phase I recommends repair of major deficiencies for health, safety, and welfare related issues. Phase II updates are recommended to improve Fairpark operations, with general utility upgrade as a final phase III. Recent changes, such as TRAX constructions, are taken into consideration. Mapping supports the recommendations.

See Comprehensive Utility Impact & Connections in the Appendix section for more information.

**Utah State Fairpark Utility Assessment Report 6/18/2010**

The document provides mapping outlining location of all existing infrastructure at the Fairpark property. Analysis provides the working condition and capacity of each and recommends improvements to support existing fair operations. Recommendations are organized into discreet projects that can be implemented over time. The document studies Electrical, IT, Natural Gas, Culinary & Non Culinary Water, Sanitary Sewer, and Storm Drain. Largest improvements are associated with storm drainage and sewer improvements. More minor improvements are suggested for other systems. Mapping supports the recommendations.

See Comprehensive Utility Impact & Connections in the Appendix section for more information.

**Soils Study 10/27/2006**

The document presents the results of a geotechnical assessment requested to determine the attributes of soils at the Fairpark to aid in the design of a sanitary sewer line. Field investigation and analysis resulted in recommendations to support the engineering design and construction activities.

**Geotech Assessment 5/27/2013**

The document indicates that the site is suitable for the proposed water line installation. Geotech aspects to be considered are a relatively high water table, with concerns with the slope stability involved in trench excavations. Soil quality for backfilling the trenches is also discussed as well as methods for replacing disturbed pavement.

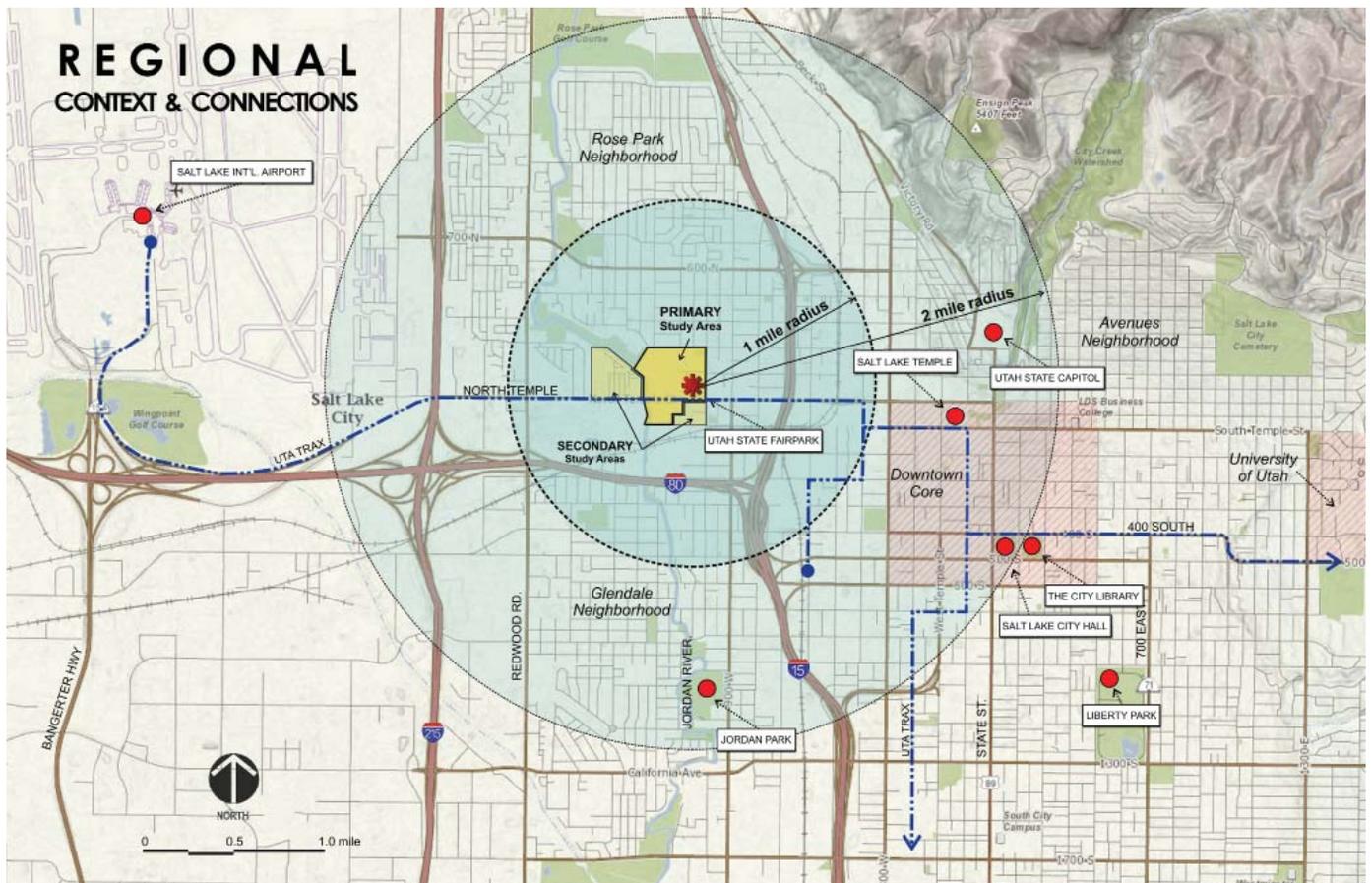
**Utah State Fairpark Storm Water Study 3/24/2011**

The document outlines the state of repair of the existing storm water system at the Fairpark. Many areas of the Fairpark have no formal drainage, relying on ground percolation of surface runoff to the Jordan River. During large storm events, flooding occurs. Where drainage facilities occur, water is collected and discharged into adjacent street storm systems. The existing facilities are not designed as a cohesive system, but rather were constructed as individual projects over the years on an as-needed basis. Recommendations include a number of improvements including regarding of parking lots to gain positive drainage, construction or reconstruction of sub grade lines, as well as improved catch basins to prevent normal fair debris from entering storm system.

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 3. Site & Community Analysis





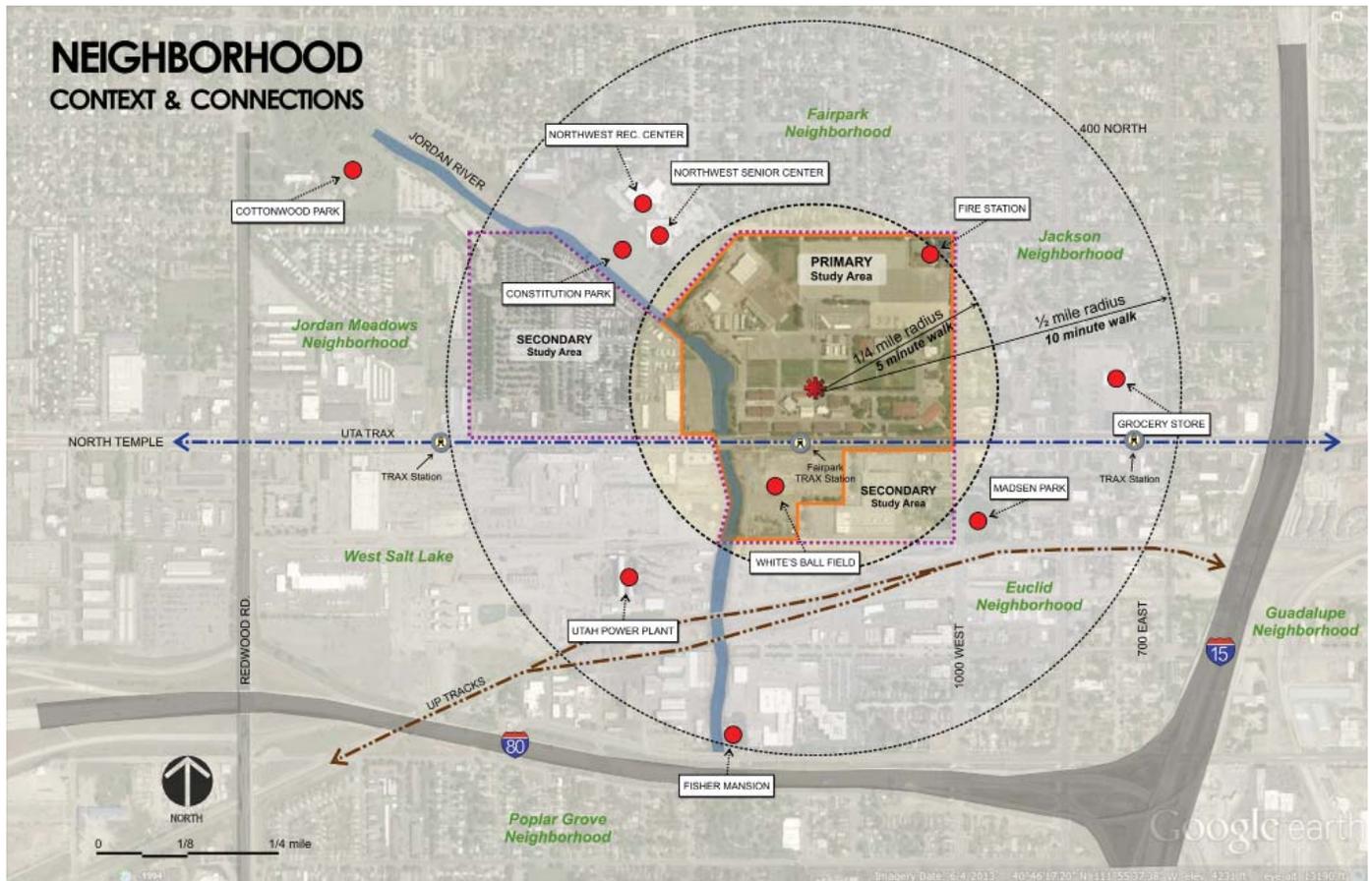
Regional context & connections map showing distance from site to major transportation systems, communities, and destinations

## REGIONAL CONTEXT & CONNECTIONS

The regional context and connections map illustrates the excellent location enjoyed by the Fairpark site. Situated roughly halfway between Salt Lake City's Downtown Central Business District and Salt Lake International Airport, access to the site is convenient for visitors, residents and commuters. The completion of UTA's Green TRAX Line, as well as upgrades to the streetscape along North Temple now provide a wide variety of mobility alternatives for accessing the site including light rail, on-street bike lanes, and busses in addition to personal automobile use. The Green Line provides riders access to the International Airport and UTA's Intermodal Hub, connecting them to the rest of the region's robust public transportation system.

The Jordan River Parkway is immediately adjacent to the site, which offers regional cycling opportunities. Moreover, several interstate highways – I 215 & I 80 – are easily accessed via Redwood Road only a few minutes from the Fairpark, which quickly lead to I 15 as well.

The downtown core of Salt Lake City falls within a two mile radius of the Fairpark site, as do other key destinations including the Utah State Capitol, Salt Lake City Hall, Temple Square, several regional shopping centers, and city parks as well as other cultural resources. From this perspective, the site is within a short walk, ride, or drive for individuals visiting or working in Salt Lake City.



Neighborhood context & connections map including major transportation systems, neighborhoods, and destinations

## NEIGHBORHOOD CONTEXT & CONNECTIONS

The Fairpark site is located on what was once the periphery of Salt Lake City. Today the site is surrounded by established single-family residential neighborhoods including the Fairpark, Jackson, Jordan Meadows, Euclid, and Guadalupe. Moreover, the communities of Rose Park and Poplar Grove are in the immediate vicinity. While each of these neighborhoods has a strong connection to the site, the Fairpark neighborhood is most closely tied to the Fairpark site as the anchor of their neighborhood.

Within a half mile radius, numerous community niches and nodes exist within a walking distance of the site. Some of these include parks such as Constitution, Madsen and Cottonwood Parks, as well as the Jordan River Parkway, which offers a green/blue trail meandering through the area and connecting to the surrounding region. Other community nodes and resources include the Northwest Recreation Center

and Northwest Senior Center as well as the historic Fisher Mansion. A grocery store along North Temple is also within comfortable walking distance of the site. Three TRAX stations fall within the half mile radius, with the Fairpark station being located immediately adjacent to the Fairpark itself, north of White Ballpark.

Several of the neighboring properties are notable because they are also large parcels of land, or have landowners who own multiple parcels that comprise a large amount of land, as is the case of the Fairpark. Immediately west of the site, Camp VIP & Salt Lake KOA are owned and operated by the Menlove family on a site that is over 40 acres. Rocky Mountain Power owns a very large parcel of land south of North Temple for power generation facilities. Also the State of Utah owns a significant amount of property in this area (beyond the Fairpark site) on North Temple and along the Jordan River for office facilities.

## SITE ANALYSIS



Site analysis including an aerial view, open space / site utilization and circulation

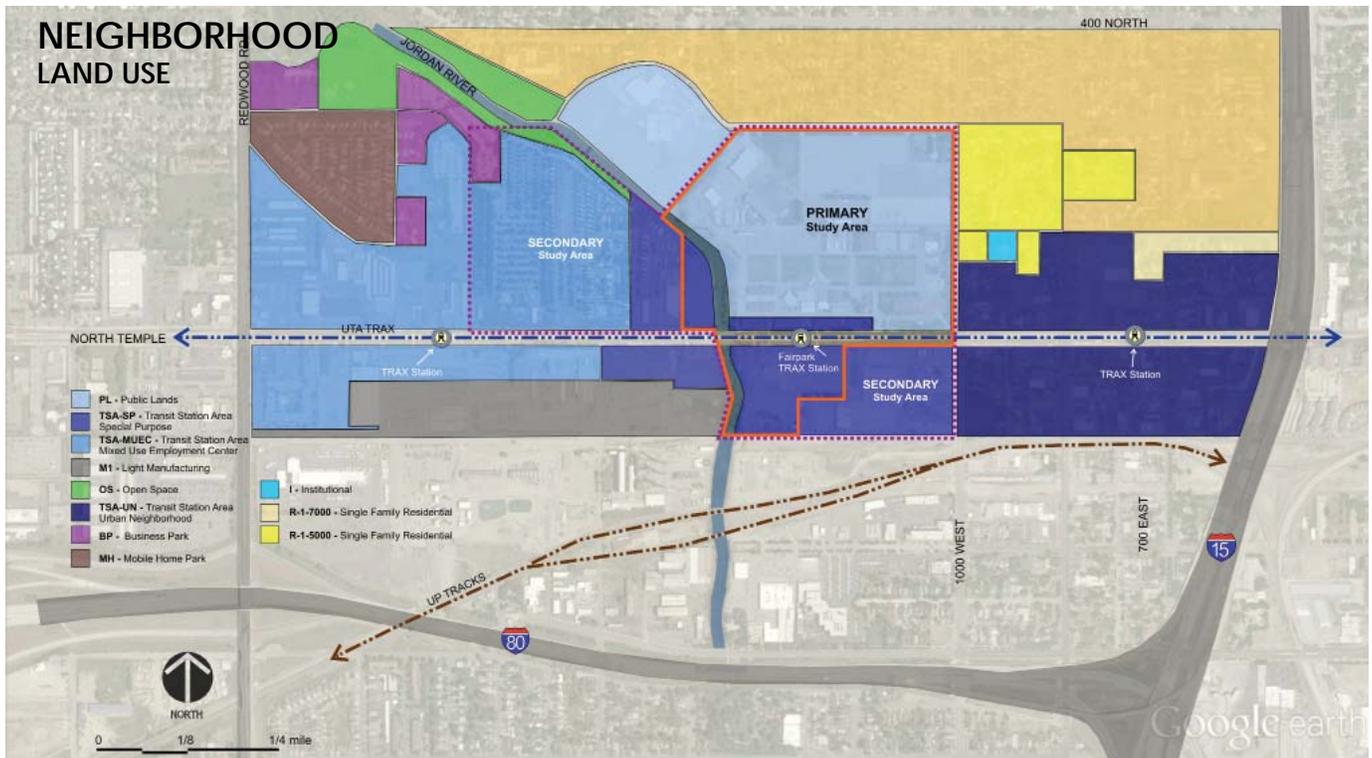
### SITE ANALYSIS

During the fair, vehicle and vendor circulation to and from the site works well, providing adequate access and parking. Multiple entrances allow entry from several sides of the property for Fair visitors. The rest of the year, the east entrance accessible from 1000 West is the sole point of access, and is typically used by visitors to the Driver License office. Unfortunately, the perimeter fencing required for the site to meet the annual Fair's needs causes the site to feel isolated from the surrounding community.

While the Fairpark is the unquestioned community anchor, it can also be considered a barrier. The more than 55 acres which comprise the Fairpark proper (not including White Ballpark and the parcel west of the Jordan River) have perimeter fencing year-round. This means local residents on foot who want to access the TRAX station or Jordan River Parkway must walk the entire distance around the site perimeter because there is no thoroughfare access. Finding ways to provide

greater access through the site will be important if the Fairpark remains at its current site.

While much of the site does not feature permanent structures, it is left unimproved for the express use of parking during the Fair. This is important to the current business model of the Fair because of the revenue generated by paying for parking. However, during the rest of the year, this property is underutilized, specifically the northern portion of the site. While sufficient open space exists in the form of the Jordan River Parkway and several local parks including Constitution and Cottonwood Parks, the opportunity exists for the Fairpark to become an even greater amenity to the local residents. This could mean finding ways to give area residents access to the site, and/or creating new park or open space offerings for use during the rest of the year when the Fair is not in session. With creative visioning, this upgrade could also assist in reducing the urban heat island effect and processing rainwater on site, allowing the site to become more resilient.



Current neighborhood land use map

## NEIGHBORHOOD LAND USE & ZONING

The map above indicates Salt Lake City's current zoning for the Fairpark and White Ball Park properties, as well as their surrounding context. Much of the zoning falls into several broad categories: public lands including the Fairpark and Constitution Park; single family residential for the Fairpark and other neighborhoods; and Transit Station Area which seeks to provide support land uses adjacent to public transportation, in this case the TRAX Green Line. Descriptions from Salt Lake City's website are included below.

**Transit Station Area - Mixed Use Employment Center**  
*A mixed use employment station is an area with a high concentration of jobs that attract people from the entire region. These areas generally start with a campus style development pattern and are dominated by a single type of use that generally employs a high number of people. Buildings are often large scale in nature and may have large footprints.*

**Transit Station Area - Special Purpose Station**  
*The special purpose station is typically centered on a specific land use or large scale regional activity. These areas are generally served by a mix of transit options, usually light rail or bus. New development is limited due to the nature of the primary function of the area, but redevelopment of underutilized parcels is likely to occur.*

*Land uses such as restaurants and retail support the dominant land use and attract people to the area.*  
**Transit Station Area - Urban Neighborhood**  
*An evolving and flexible development pattern defines an urban neighborhood station area. Development generally happens as infill on vacant parcels or redevelopment of underutilized parcels. These stations evolve in established residential areas where initial changes may add density and intensity in compact building forms that blend in with the residential character of the area.*

**Public Lands**  
*The purpose of the PL public lands district is to specifically delineate areas of public use and to control the potential redevelopment of public uses, lands and facilities.*

**Single Family Residential R - 1 - 7000**  
*The purpose of the R-1/7,000 single-family residential district is to provide for conventional single-family residential neighborhoods with lots not less than seven thousand (7,000) square feet in size.*

**Single Family Residential R - 1 - 5000**  
*The purpose of the R-1/5,000 single-family residential district is to provide for conventional single-family residential neighborhoods on lots not less than five thousand (5,000) square feet in size.*

## SITE OPPORTUNITIES & STRENGTHS

### Jordan River

The Jordan River is the primary river system running through the entire Salt Lake Valley and beyond. It is an excellent amenity for area residents, businesses and wildlife who utilize it often. Its proximity to the Fairpark property presents an excellent opportunity.

### Transit Access

With the completion of UTA's Green Line, Downtown Salt Lake is now connected to the airport via TRAX. This connection also serves multiple residential neighborhoods along the North Temple Corridor and the Fairpark & White Ballpark properties.

### Large Site

The Fairpark and White Ballpark properties combined total around 67 acres. A large site such as Fairpark property in an urban setting provides flexibility for a wide variety of opportunities.

### Historic Buildings

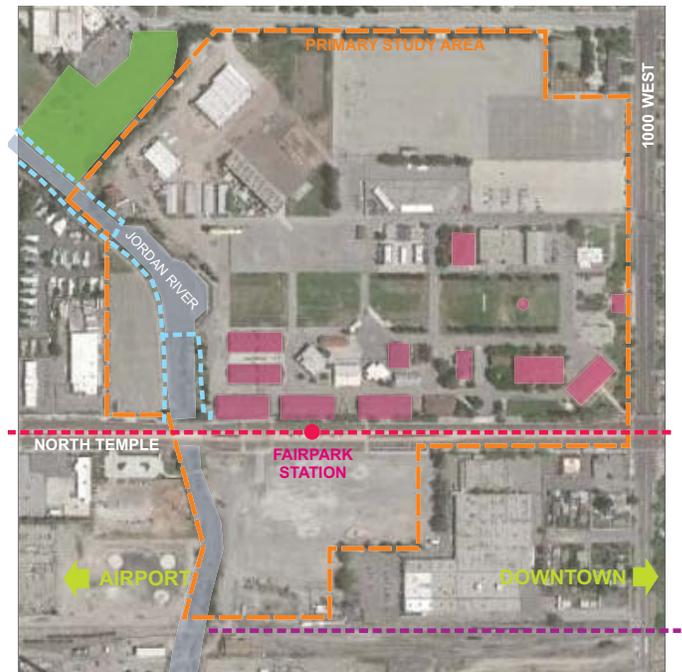
The Fairpark site is listed on the National Register of Historic Places, and many of the buildings on the site are contributing structures due to their historic, cultural and architectural significance.

### Proximity to Downtown

With its central location along North Temple the Fairpark Site enjoys close relative proximity to Downtown Salt Lake. It is accessible via multiple modes including bike, bus, car, and TRAX.

### Proximity to Airport

With its central location along North Temple the Fairpark Site enjoys close relative proximity to Salt Lake International Airport. It is accessible via multiple modes including, bus, car, and TRAX.



Site opportunities & strengths map

### Community Resources

Adjacent to the Fairpark site are several community resources including the Northwest Community Center, as well as Constitution Park.

### Potential Future Trail

The White Ballpark property is adjacent to a proposed future trail known as the City Creek Trail. If the trail is realized, it would connect the site with Downtown along an abandoned rail corridor which runs roughly along 100 South.

### Jordan River Parkway

The Jordan River Parkway Trail runs along the western boundary of the Fairpark site and provides excellent access. Although the trail currently does not exist along the White Ballpark property, planning and discussions are currently underway to complete this missing section of the trail.

## SITE ISSUES & CONSTRAINTS

### Difficulty of Utilities Crossing North Temple

Because of existing underground utilities, crossing North Temple to connect utilities from the Fairpark site to White Ballpark is not recommended.

### Historic Buildings

The Fairpark site is listed on the National Register of Historic Places, and many of the buildings on the site are contributing structures due to their historic, cultural and architectural significance.

### 100' Riparian Corridor

A 100' riparian corridor buffer is required on both sides of the Jordan River for any new development along the river.

### Title Report Issues

Unknown conditions in the title report for the parcels in question were researched to determine if any restrictions exist preventing future changes to the land use.

### Unknown Site Conditions Below Grade

Due to unknown subterranean conditions, excavation on the site could potentially be more difficult and expensive than a previously undeveloped site.

### Perception of Safety

The perception that the area around the property is unsafe impacts its value and limits some of the potential uses or activities proposed initially for the site.

### Difficult Drainage

As the topography of the site is flat, gravity driven drainage becomes difficult and must be carefully considered.

### Salt Lake City Zoning

Salt Lake City zoning for much of the site is Special Purpose Transit Station which intends to support a large scale regional activity, such as the State Fairpark. It calls for



Site issues & constraints map

developing underutilized parcels to create land uses which support the dominant land use.

### High Water Table

The presence of a high water table in this area presents difficulties to site drainage and excavation and foundations for future construction and development.

### Hazardous Materials

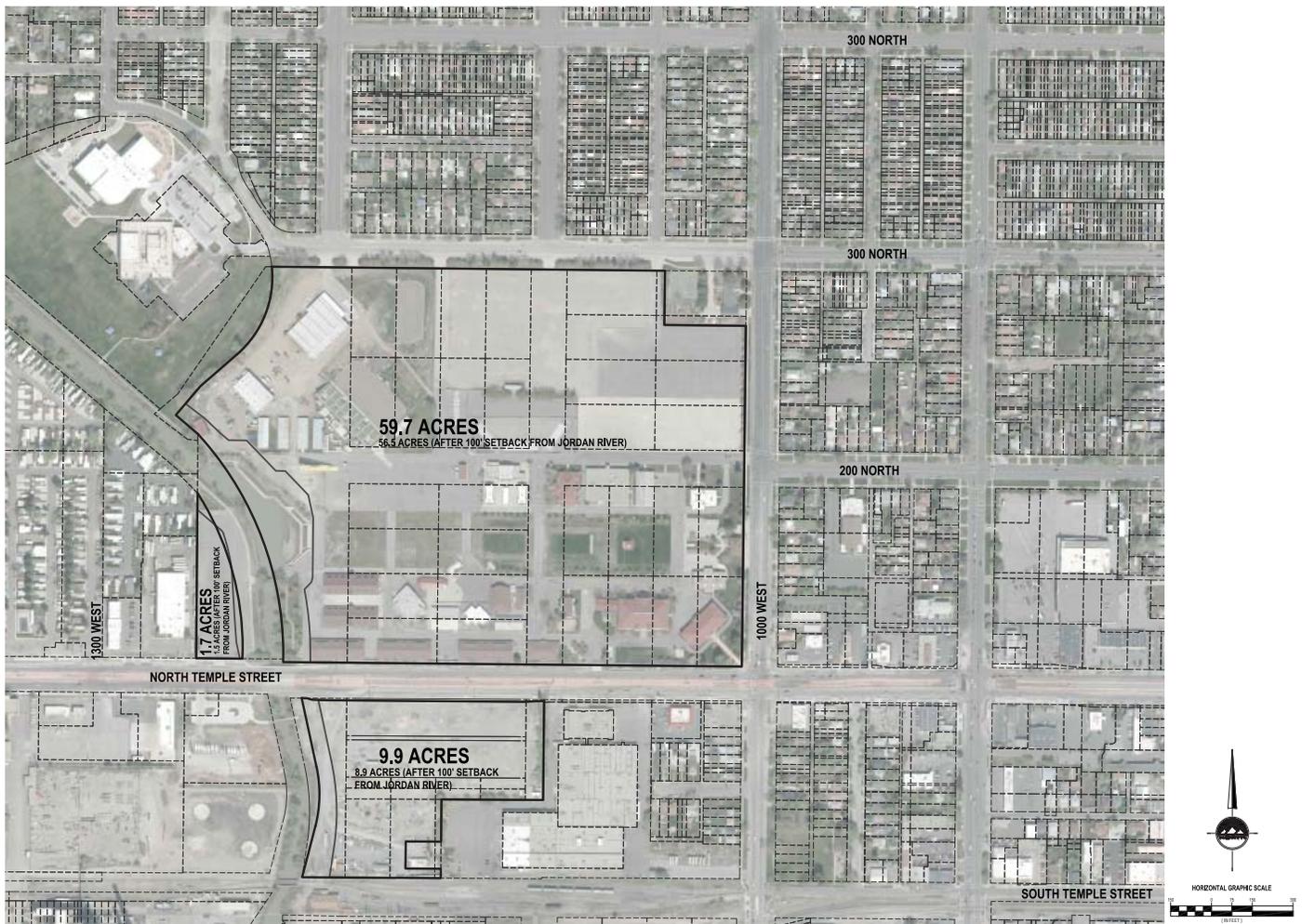
It is unknown if there are hazardous materials below the surface of the site which could be mobilized by excavation or other site disturbances.

### Flood Plain Area

Immediately north and west of the Jordan River the FEMA 100 year floodplain encroaches near the Fairpark site, however levees protect the site from floor inundation.

### Liquefaction / Soil Quality

The soil in this part of the Salt Lake Valley is prone to liquefaction which should be considered when determining future development on the site.



Parcel map including the acreage of parcels relating to the Fairpark & White Ballpark Land Use study

## PROPERTY & PARCEL ANALYSIS

The State Fairpark currently consists of approximately 70 acres. This acreage is comprised of three major areas of property owned by the State of Utah for use by the fair, consisting of four separate parcels. A description of these parcels, which comprise the study area, follows.

### Area 1: Parcel 1

The first area is the main Fairpark site, a single parcel of approximately 60 acres that includes 40 acres of land originally platted as ten-acre Blocks 65, 66, 67, and 68 of Plat C, minus a 1.38 acre portion at the northeast corner of Block 68, currently owned by

Salt Lake City Corporation. Additionally, the parcel includes land originally designated as street rights of way for 200 North, 1100 West, and 1200 West within and adjacent to Blocks 65 through 68, which totals 12.8 acres. It also includes land west of the 1200 West right of way and adjacent to Blocks 66 and 67 over to the Jordan River, estimated to be 8.2 acres. The legal description indicates that the northwest corner of the site is 'more or less' the old Jordan River channel, while the western boundary is the present Jordan River channel. Due to the fluctuating banks of the Jordan River, the precise acreage has likely varied over the site's history. The Salt Lake County Assessor's information currently lists the parcel at 50 acres, which is a suspected underestimate.

**Area 2: Parcels 2 and 3**

The second area consists of two parcels south of the State Fairpark on the south side of North Temple Street, totaling approximately 10 acres. Prior to its acquisition by the State of Utah for use as a supplemental parking lot for the Fair, the area was previously utilized as a softball park, owned by Salt Lake City. Thus, it is often referred to as the White Ballpark.

**Area 3: Parcel 4**

The third area is a single parcel approximately 2 acres in size, located on the west side of the Jordan River across from the main State Fairpark site (Parcel 1).

The table below summarizes current information on these four parcels, including information from the Salt Lake County Assessor, as well as acreage estimates conducted as part of this study. A complete boundary survey was NOT conducted for any of the parcels. Estimates were produced using GIS maps and aerial photography information obtained from Salt Lake County. The information was imported into AutoCAD and the parcel boundaries were traced, providing estimates of the current size. These numbers are considered approximate only as no field survey work was conducted. Included in this estimate was an evaluation of the size of the parcels once a 100-foot buffer from the water level of the Jordan River was taken into account. This is identified as the 'useable' area of the parcels. Please reference the Aerial and Parcel Exhibit in the Appendix.

Table - Parcel Information from Salt Lake County Assessor &amp; Estimated Acreage

<b>Parcel #</b>	<b>Acreage as Listed</b>	<b>Acreage - Estimated</b>	<b>Acreage – Estimated/ Useable</b>	<b>2013 Value – Land</b>	<b>2013 Value - Building</b>	<b>2013 Final Value</b>
Parcel 1:	50.00	59.7	56.5	\$ 6,250,900	\$ 5,000,000	\$ 11,250,900
Parcel 2:	6.04			\$ 1,108,600	N/A	\$ 1,108,600
Parcel 3:	4.55			\$ 942,400	N/A	\$ 942,400
Parcel 2 & 3 Combined	10.59	9.9	8.9			
Parcel 4:	2.06	1.7	1.5	\$ 262,700	\$ 44,500	\$ 307,200
<b>TOTALS:</b>	<b>62.65</b>	<b>71.3</b>	<b>66.9</b>	<b>\$8,564,600</b>	<b>\$5,044,500</b>	<b>\$13,609,100</b>

**SITE PHOTOS**

These site photos focus primarily on views of the exterior of the Fairpark property including entry gates, signage, perimeter fencing and landscaping. Additionally, views of North Temple Street, the UTA Fairpark TRAX station and White Ballpark as it stands today are included.



Utah State Fairpark entrance on 1000 West Street



Fairpark marquee sign at the intersection of North Temple and 1000 West Street



UTA Fairpark station with livestock barns beyond



Fairpark boundary along 1000 West Street



White Ballpark property in 2014, with Fairpark beyond

**SITE PHOTOS**

These site photos focus primarily on views of the interior of the Fairpark property including parking, site amenities, existing facilities and landscaping. Additionally, views of the Jordan River and its relationship with the Fairpark and White Ballpark properties are also included.



Surface parking on northern half of Fairpark property



Jordan River adjacent to White Ballpark property



Fairpark central mall running east to west from the Administrative Building terminating at the Jordan River



Amphitheatre on the Jordan River at the terminus of the Fairpark mall



Pathway between livestock buildings

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 4. Site History



## SITE HISTORY

While the State Fair was first held at the Fairpark site in 1902, research conducted as part of this study indicates the association between the site and the fair has a history dating back to at least 1873. The following information provides some brief chronological details regarding the Fairpark site and its relationship with the State Fair. This is not to be construed as a complete and/or thorough history of the Fairpark site or the State Fair, but offers additional insight into the site's evolution prior to and since becoming the permanent home of the Utah State Fair in 1902.

In 1849, Plat C of Salt Lake City was recorded, consisting of ten-acre blocks following the pattern of Plats A and B. The main Fairpark site contains the platted blocks 65, 66, 67, and 68. Blocks 66 and 67 are located on the western edge of Plat C. The boundary of Salt Lake City is indicated to be 'the River Jordan,' although the additional land west of Blocks 66 and 67 are not platted out. By 1860, only 24 blocks of Plat C are indicated as 'occupied' on a survey of the Great Salt Lake City plats conducted by Thomas Bullock for Captain Richard F. Burton.<sup>1</sup> The occupied blocks are drawn on the survey and do not include the four blocks of the Fairpark site (65, 66, 67, and 68). The western edge of occupied blocks along North Temple Street was at 900 West.

On June 10, 1872, a land patent was signed conveying land within Salt Lake City to Mayor Daniel H. Wells. This was part of the process to allow for federally recognized title to be issued to individuals, associations, or corporations who had laid claim to land under territorial methods, prior to the 1869 establishment of a federal land office in Utah. In 1850, an ordinance was created to establish a method for recording land records by the county recorder, documenting every action or transaction involving real property. Another 1850 ordinance created the Survey General's Office and established methods of surveying. In 1851 the first territorial Legislative Assembly passed a law regulating

surveyors and surveying, requiring surveyors to provide a certificate to each person for whom a survey was made. In this way, ownership was established for lots surveyed during the territory's first years. Early settlers received 1.25 acre urban lots by lottery for \$1.50 to cover the cost of surveying and recording.<sup>2</sup>

Presumably, if the lots located on the Blocks comprising the Fairpark site were claimed during early settlement, a land certificate would be in existence. The title and site history research conducted as part of this study indicate that the bulk of land east of the Jordan River and north of North Temple of all lots on Plat C, Blocks 65, 66, 67, and 68 was conveyed by Salt Lake City to the Deseret Agricultural and Manufacturing Society (D.A.M.S.) in 1873.<sup>3</sup>

The D.A.M.S was chartered on January 17, 1856 by an act of the territorial legislature. Its purpose was to promote the arts of domestic industry and to encourage the production of articles from the native elements, primarily through the establishment of an annual exhibition of products. It first held a territorial fair that same year in the Deseret Store, located on the northeast corner of South Temple and State Street. Between 1856 and 1889, fairs were held on average of one every two years.<sup>4</sup> The location varied during this time period.

In 1873, the D.A.M.S. had secured the '*...naturally fine Fair Grounds lying on North Temple Street near Jordan Bridge and have already constructed a half mile Track and a mile Carriage Drive. There will be suitable Pavilions Stalls and Stands for the exhibition of the Arts, Manufactures, Stock, Farm, Garden and other products. Places for legitimate and pleasing Sports, Plowing, Matches, Ball Playing, Archery and Target Practice and Nursery Exercise will not be forgotten. The Society intends to make the Fair Grounds a place of general resort for the public in quest of relaxation and pleasure. It is expected that in due time the Street Cars will run regularly to and from the Grounds.*'<sup>5</sup>

1. Map of Great Salt Lake Surveys, originally published in: The city of the Saints and across the Rocky Mountains to California, by Sir Richard F. Burton (New York : Harper & Bros., 1862); <http://content.lib.utah.edu/cdm/ref/collection/uw/id/465>
2. Utah State Archives Original Land Title Research Guide; <http://archives.utah.gov/research/guides/land-original-title.htm#utah>
3. Communication with Landmark Title Company
4. Deseret News, July 31, 1945.
5. DAM Society, 1873. 'Rules, regulations and list of premiums of the Desert Agricultural and Manufacturing Society : for the eleventh exhibition to be held in Salt Lake City, on the 2nd, 3rd, 4th, 6th, 7th and 8th of October 1873'.

In 1874, the Committee on Agriculture, Trade and Manufactures took the report of the DAM Society into consideration, and recommended \$10,000 be placed on the appropriation bill ‘to pay the indebtedness incurred by the Society in the purchase and improvement of its grounds, and to still further perfect them.’<sup>6</sup> This is presumed to be the location of the current Fairpark site, acquired the prior year. Later reports indicate the site was improved with ‘a judges’ stand, two race tracks, horse stables, fencing, etc.’<sup>7</sup> However, it doesn’t appear that the exposition aspects of the fair were located there until 1902.

In 1888, Salt Lake City donated, via resolution on March 20, all of Block 25, Plat B (the current site of Trolley Square) for the Territory of Utah to use as the site of the territorial fair buildings. The cost was \$1. The city ‘requires that \$20,000 be appropriated by the governor and legislative assembly of the Territory and expended in 1888 and 1889 to construct permanent Territorial or State fair buildings and improve the land. The buildings are to be used exclusively for fair purposes. Any land not devoted to buildings is to become a public park. Said land reverts to the city when no longer used for a fair.’<sup>8</sup> An exposition building was constructed and the fair was held at that site through 1901. However, as the site was small, it is indicated that the ‘Agricultural Park Grounds’ may have been used as an additional venue, especially for horse racing on a track. An 1892 report to the Legislative Assembly of the Territory of Utah by the D.A.M.S. included an accounting of the real estate in its custody:

- “The property known as the Utah Exposition Grounds located on Block 25, Plat B – which include the Exposition Building (partially completed), grand pavilion, sheds, fences, pens, wells, etc. all in good order and repair.”
- “The property known as the Agricultural Park Grounds consisting of 46 acres of land

in Plat C, bounded by the Jordan River and North Temple – which contains a judges’ stand, two race tracks, horse stables, fencing, etc. all in a state of decay more or less.” In the report, the Agricultural Park Grounds are referred to as being originally designed as the location for the Territorial Fair Grounds. The stables, sheds, and fencing are described as having been constructed “many years ago” and being in a dilapidated state.<sup>9</sup>

In this 1892 report to the Territorial Legislature, the D.A.M.S. was also evaluating whether to abandon the Block 25, Plat B site (‘which is too small for the outdoor and livestock portions of the expositions and containing no suitable speeding track’) and establish the Fair at the Agricultural Park Grounds; or whether to locate the stock portion of the fairs at the Agricultural Park Grounds and maintain the other features at the Tenth Ward site; or sell the Agricultural Park Grounds (valued at \$75,000) and purchase a site elsewhere (“where land is cheaper”) for the stock and outdoor portions of the shows and use remainder of money to upgrade the Expo site. The D.A.M.S. also considers the option of selling only a portion of the Agricultural Park Grounds site now (“during the somewhat depressed condition of real estate”), sufficient to supply current needs and sell the remainder as the circumstances of the society require.<sup>10</sup> It appears the decision regarding the relocation of the fair was postponed until after statehood was achieved for Utah. In 1901, new venues were once again explored. Competing sites were considered, including the already owned Agricultural Park. A top contender was Calder Park (current site of Nibley Park Golf Course) because it already had buildings and was ready to host the fair with little work, and a deal was nearly made by fair directors. However, a clause in the Utah State

6. Salt Lake Herald, ‘Legislative Assembly’, February 14, 1874.

7. Council and House Journals of the Thirtieth Session of the Legislative Assembly of the Territory of Utah, 1892, The Irrigation Age Press, Salt Lake City.

8. ‘Revised Ordinances of Salt Lake City, Utah,’ compiled by George L. Nye, City Attorney, 1903.

9. Council and House Journals of the Thirtieth Session of the Legislative Assembly of the Territory of Utah, 1892, The Irrigation Age Press, Salt Lake City.

10. Ibid.

Constitution, Article XIX, Section 3, required the site of the State Fair to be in the capital of Salt Lake City. When Utah was in the process of achieving statehood, competition was reportedly intense among several cities in the Territory for locating state institutions, thus the constitution specified the location of them.<sup>11</sup> Calder Park was outside city limits, and the Agricultural Park location was chosen to be the permanent home of the State Fair.<sup>12</sup>

The fair enjoyed the support of the state legislature for establishing itself on its new home. The fair association was considered to be "...on the road to accomplish more and better results now than ever before in its history. This feeling is due in good part to the liberality of the legislature, which makes it possible to move out to Agricultural park and lay the foundation for a first class exposition of the resources of the state." The legislature appropriated \$10,000 for the purpose of building at Agricultural Park and \$15,000 for the fair. Along with the proceeds from the sale of the exposition grounds on Block 25, Plat B back to Salt Lake City (\$20,000), the association was given a "good start in the way of building on the new ground. Agricultural park includes forty-six acres of ground... It has a good half-mile track and it is considered that speeding will add very much to the attractiveness of the state fairs."<sup>13</sup> The twenty-fifth annual exhibition of the Deseret Agricultural & Manufacturing Society was held at the Agricultural Park, after a scramble to get the grounds and new building ready in time.<sup>14 15</sup>

The state legislature continued to support the growth and expansion of the fair, appropriating funds for additional buildings, landscaping, and improvement to the race track. In 1907, the State officially passed an act to create the Utah State Fair Association and replace the D.A.M.S.'s 'annual expositions', which had been considered to be 'state fairs'.<sup>16</sup>

Alternate sites for the fair have been proposed over the course of its history, including an offer by Lagoon to host it in the 1960's, contemplation of moving it adjacent to the Salt Palace Convention Center in the 1980's, and consideration of an offer from Weber County to host it at their new fairgrounds in 1994.<sup>17</sup> In 1988, the legal constraint on the location of the fair in Salt Lake City was removed. Senators Lyle W. Hillyard, Arnold Christensen, and Wilford R. Black Jr. sponsored Senate Joint Resolution number 4 intended to 'clean up' aspects of the constitution with miscellaneous changes, including the repeal of all three sections of Article XIX - Public Buildings and State Institutions, with the provision of the seat of government in Salt Lake City transferred to Article XX11 - Miscellaneous. It passed and was sent to voters at the general election on November 8, 1988. The resolution was approved by voters and became effective January 1, 1989, removing any stipulations regarding where the State Fair is located.<sup>18</sup>

11. White, Jean Bickmore. (2011). *The Utah State Constitution*, New York, New York: Oxford University Press

12. Salt Lake Herald, December 17, 1901

13. Salt Lake Herald, "Expanding Plans for State Fair," March 20, 1901

14. Salt Lake Herald, "State Fair is to Open Today", September 30, 1902

15. Salt Lake Herald, "Big Throng Sees the Pumpkins and Races," October 1, 1902.

16. Deseret News, "History of Utah State Fair Reveals Progress of State," September 28, 1936.

17. Deseret News, August 3, 1994.

18. Joint Resolution 4, 1988; accessed from Utah State Archives

## NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places includes resources that have historic, cultural, archaeological, or architectural significance at the local, state, or national level. Both the site of the Fairpark and the surrounding Fairpark neighborhood are listed on the National Register and as such, are considered to have a meaningful cultural value.

Listing on the National Register of Historic Places provides the opportunity for owners to receive Federal and/or State tax credits for costs related to rehabilitation of the property. While a government entity cannot benefit from the tax credits, a master lease structure can be established where the tax credits are passed through to the lessee of the rehabilitated property.

Listing on the National Register alone does not restrict what a property owner may do with a property. It does not protect historic properties from alteration or demolition. However, Utah law requires State agencies and developers using State funds to take into account how their expenditures or undertakings will affect historic properties. They must also provide the State Historic Preservation Office (SHPO) with a written evaluation of the project and an opportunity to comment. The Public Lands Policy Coordinating Office (PLPCO) is authorized under 9-8-404 to review comments made by SHPO and mediate disputes between a State agency and the SHPO.

From a historic preservation perspective, the buildings and site are valuable, physical manifestations of the agrarian history of the State of Utah. They are adaptable and retain eligibility for National Register listing. There is a high re-use potential for the historic buildings and additional new construction on the site would be an acceptable way to revitalize the area and make it more viable. To accomplish this, there may need to be a shift from the Fair as the primary occupant of the site that attempts to find compatible additional uses, to year-round uses as the primary occupant that can/will still accommodate the Fair those days of the year it is in operation.

## State Fairpark Site

The Fairpark Site is listed on the National Register of Historic Places under the historic name 'Utah State Fair Grounds'. The listing was approved in 1981. The significance of the Fairpark property is at the state level. The fairgrounds are considered significant both because they are a physical representation of the agrarian history of the state, and because they document a major theme of Utah's history: the decline of ecclesiastical domination of politics, society, and the economy and the rise of Utah as a secular, regional commercial center in the national network of trade and industry.

At the time of the listing (1981), there were 42 buildings/structures documented on the site and 27 of these contributed to the historic and/or architectural significance of the site. The other 15 buildings were, at the time, considered out of period (less than 50 years old) and/or did not have historic or architectural significance. Most, if not all, of these buildings are now over 50 years of age and would be considered contributory to the historical and architectural significance of the site.

Additionally, other changes have happened to the site in the ensuing 33 years since it was listed on the National Register. This includes the demolition of some contributing historic structures. From an age and integrity standpoint, the State Historic Preservation Office believes nearly all of the current buildings on the site are contributing historic structures. Additional research and documentation conducted during this Fairpark site study can help update the National Register listing of the property.

## Fairpark Neighborhood

The surrounding Fairpark neighborhood is also listed on the National Register of Historic Places as part of the Salt Lake City Northwest Historic District. The historic district was listed in 2001 and consists of 28 blocks, roughly bounded by 1100 West, 600 North, 500 West, and North Temple (minus the Fairpark property, which is listed individually). This district consists mainly of single-family homes (90%), but also includes multi-family dwellings (7%), and commercial structures, public, and quasi-public/religious buildings (3%, collectively). It has a high level of integrity (77% of buildings are considered contributing to the district's historic nature). About 15% of the buildings were considered out-of-period and thus, non-contributing at the time of listing. These are now likely eligible and contributing, which would increase the level of integrity even more.

The district is both architecturally and historically significant in the history of Salt Lake City. The area is significant for its ties to the early settlement and later cultural diversification of Salt Lake City's population, as well as its wide range of housing stock, which spans from the 1850s to the 1950s. The designation of the state fair grounds at the turn of the 20th century happened concurrent with a period of improvement of city services in the area, including drainage and sewage systems, the North Temple viaduct over the railroad tracks, street paving, and installation of curb and gutter. Over half of the district was constructed during this period of improvement (c. 1900 to 1930). The Fairpark helps anchor the identity of the surrounding neighborhood.

## HISTORIC STRUCTURE ANALYSIS / BUILDING SURVEY

Historic preservationist from the study team conducted a brief survey of several key buildings on the Fairpark site on May 8, 2014. The current condition of these key buildings was evaluated from a historic preservation perspective, providing additional insight into their architectural and cultural value and contribution to the site. These analyses help establish the context of the site, based on the background and history of the buildings and site. The condition of the buildings from this perspective is summarized below.

### Promontory Building

Originally the Horticulture Building, this was the first building constructed at the site, 1902. Designed by William Ware and Alberto Treganza, its siting is important and was intended as the gateway building to the fairgrounds. The building is "one story, hipped roof, frame and stucco exhibition hall ..." The Promontory building is listed as contributing to the National register nomination.

### *Exterior*

Although originally clad in stucco, the exterior has been altered significantly with an EIFS (exterior insulation finished system) cladding over the original stucco. Designed in the Mission Revival style, the building is adorned with a wood / Plaster-of-Paris decoration at the arched entrances, offset against plain EIFS clad walls, and elaborate curvilinear gables. The wood decoration is deteriorating under the peeling paint and open joints. The EIFS, though adding insulative value to the envelope, has altered the depth of the decoration against the wall. In some cases the EIFS has been damaged and is exposed to the weather and moisture. The doorway entrances have been replaced with an aluminum storefront system, and although in good overall condition, these are not compatible with the historic character of the building.

The original arched windows have all been replaced with aluminum windows. There are two original wood frame quatre-foil transom windows at the two north and south entrances to the building, though the wood and paint is in poor condition.

There are a series of flagpoles under the wood bracketed eaves on the main façade facing the corner of north temple and 1100 west.

The roofing over the main entrance on the east façade is a faux-red clay tile metal roof, which contrasts with the asphalt roof over the main building. There are a series of painted aluminum gutters and downspouts on the face of the building.

Some drainage issues exist as seen in pooled water at the south entrance.

#### *Interior*

The interior is a one story exhibition hall with textured plaster walls and a new sealed concrete floor. The walls have a new wood base trim and chair rail with a textured plaster wainscoting. The plank wood roof, joists and purlins are supported by a steel truss system. Gas heaters are suspended from the steel trusses above with the exhaust ducts rising vertically through the roof. There is a primary round main duct system that is tied to the mechanical room in the north east corner. The roof is uninsulated. Florescent lighting is suspended from the steel trusses with exposed conduit. New restrooms have been installed against the south wall of the building.

#### **The Grand**

Originally the Exhibition Hall. This was designed by Ware and Treganza in 1905 and is a “two story, hipped roof brick hall.” This structure is now the most prominent building at the fairgrounds since the demolition of the coliseum. The characteristic features of the structure are the yellow brick façade with the accented red brick quoins at the corners of the building, the square medievellesque towers flanking the entrances on the south, the gabled entrance portico on the north and the large arched windows surrounding the building. A large monitor window sits atop the ridge of the asphalt shingle roof.

#### *Exterior*

The original brick façade appears to be in fair condition overall. There is some deterioration of the mortar below windows, at pilasters, etc. The brick face appears to have been sandblasted as the surfaces are heavily pitted and spalled. The windows have all been replaced with an historic replica aluminum window system. The original wood mullion between the lower window and the arched window above is still intact.

#### *Interior*

The interior of the structure has been significantly altered with the addition of a steel framed 2nd story on the inside of the spacious exhibition hall. The original steel columns, formed with two wide c-channels with steel cross bracing are still intact and support the original steel trusses supporting the roof. The roof consists of exposed, finished pine wood planking above the steel trusses, which extends onto the walls in some cases and appears to be modern. There are some exposed purlins which have been painted. Round ductwork runs the perimeter of the ceiling below the roof trusses and modern lighting has been installed below the trusses to light the second floor space. A series of chandeliers with round glass tubes hang from the trusses. In some areas, tectum paneling has been installed on the underside of the wood planking, as well as on the walls. The flooring of the second floor is plank wood flooring. The tops of the arched windows are visible from the second floor space. The guardrails meet the height requirements of the current code but the openings in the guardrails exceed the 4” round limit.

On the main level, the flooring on is sealed concrete. The underside of the metal deck of the second floor is exposed from below and the entire steel structure of the second floor has been painted white. Tectum paneling is suspended from the underside of the deck in some cases.

## The Heritage

Also known as the Fine Arts Building and the Floriculture Building. Built ca. 1908, this is a “one story brick and frame exhibition hall with cross gable roof whose stylistic scheme reflects Craftsman influence.”

### *Exterior*

The original brick façade appears to be in fair condition overall. There is some deterioration of the mortar below windows, at pilasters, etc. The brick face appears to have been sandblasted as the surfaces are heavily pitted and spalled. There is some cracking in the brick joints around the windows and some step cracking is evident in the wall. The stone blocks supporting the wood brackets under the eaves are showing signs of deterioration, spalling, etc. The stone window sills are heavily deteriorated, with spalling, etc. The original wood windows on the west façade (12 over 1 single hung sash) are still in place and appear to be in fair condition given their age. Elsewhere, the single hung 1 over 1 wood sash windows are still intact and appear to be in fair condition as well. There is a modern aluminum framed and glass connection to the Grand building on the east side. The roofing is asphalt shingle. An accessible ramp has been installed on the west side and the original west entrance has been replaced with an aluminum storefront system.

### *Interior*

The interior of the building has a sealed concrete floor. The walls are furred out with wood framing and gypsum board and painted white. There is an existing steel truss roof structure with wood purlins above. The roof deck has been covered with a tectum paneling. Modern florescent lighting and faux, cut glass chandeliers are suspended from the steel trusses.

## Fish and Game Building

Built in 1911\* , this is a “one story, gable roofed exhibition hall of cobblestone and frame. Side wings have flat roofs and entrances have rounded arched openings” The structure is one of the most unique buildings at the Fairgrounds, with its river rock cladding on the wall of the building and the cobbled arched entryway on the north and south façades. (\*the National Register nomination lists its construction date as 1921, however recent research indicates a 1911 construction date, and a remodel in 1921/22).

### *Exterior*

The rock cladding appears to be in good overall condition, however, there are some apparent step cracks in both the larger boulder cladding and the small cobble cladding at the arched entry. The original entry way has been replaced with a hollow metal double door system with a ventilation fan in the transom above. The brackets under the eaves have been covered with a painted wood sheathing. The wood sheathing is painted and appears to be in good condition. The roofing is an asphalt shingle. Original wood frame windows are still intact on the west side of the building though they have been covered on the interior.

### *Interior*

The interior appears to be largely intact though the exhibition areas inside the lower shed areas of the east and west sides of the building have been covered, as have the windows of the main floor in the interior. The original wood trusses are still in place with the steel tension rods. The clerestory windows above have been modified and exist as ribbon windows between the wood trusses. The walls are uninsulated.

### **Animal Exhibition Buildings (Goats, Dairy, Beef)**

These three structures were constructed by 1928. These buildings, “similar one story, brick exhibition halls with jerkin-head gable roofs, triangular roof dormers, and multi-pane windows.” These structures are purely utilitarian in nature, with some elaboration on the exterior. The brick is embellished with corbelling at the eaves and pilasters. These structures are all undergoing a structural, roofing and masonry restoration, with new steel being installed on the interior and repointing of the exterior masonry.

#### *Exterior*

The exterior brick is in fair condition overall, but shows signs of deterioration with some spalled faces, deteriorated mortar joints, step cracking, etc. The brick corbeling under the eaves on the east and west end defines the distinct character of the structure. There are a series of large dormer windows on the north and south sides which have been removed and covered over. The original wood windows are still intact, though there is a significant amount of deterioration and broken glass. There is a large 12 over 12 wood window in the east and west gable ends above the doorway which has been covered over with the sign indicating the animal housed in the structure. Two large garage door openings are on the east and west ends, the original doors have been replaced with a modern garage door. The connection between the wood roof structure and the brick wall is jagged, with many missing brick.

#### *Interior*

The interior is highly utilitarian, yet the combination of the dormer windows with the side wall windows create a very light, open space. The flooring is all unsealed concrete and the brick walls are unfinished and uninsulated. The roof is supported by a series of wood trusses which clear span the space and extend down to the bottom of the windows. New interior steel columns are being added to the space which will affect the open nature of the existing space.

### **Animal Exhibition Buildings (Sheep, Market)**

These two buildings were constructed in 1935, likely as Works Progress Administration (WPA) projects. Similar to the animal exhibition buildings to the south, these are one story, brick exhibition halls with the same jerkin head gable roofs, with triangular roof dormers and a prominent cross gable.

#### *Exterior*

The exterior brick is in fair condition overall, but shows signs of deterioration with some spalled faces, deteriorated mortar joints, step cracking, etc. The brick corbeling under the eaves on the east and west end defines the distinct character of the structure. There are a series of large dormer windows on the north and south sides which have been removed and covered over. The original steel windows are still intact, though there is a significant amount of deterioration and broken glass. There are two large 18 pane steel windows in the east and west ends. Two large garage door openings with a geometric arch matching the shape of the gable are on the east and west ends, the original doors have been replaced with pair of man doors and the space above the doors filled with a painted plywood sheathing. There is a large steel window in the east and west gable ends which has been covered over with the sign indicating the animal housed in the structure.

#### *Interior*

The interior is highly utilitarian, yet the combination of the dormer windows with the side wall windows create a very light, open space. The flooring is all unsealed concrete and the brick walls are unfinished and uninsulated. The roof is supported by a series of wood trusses, supported at their mid-span by an open web truss beam and a series of steel columns. The trusses terminate into a vertical wood support at the sides of the windows.

**Crafts & Photo Building (Building 23)**

This building was constructed ca. 1928 and is “a one story brick hall with a gable roof with coupled wood brackets under the eaves and segmentally arched entrance opening...” The structure has a carved decorative fascia, yellow brick with decorative coursings and inlaid tile.

*Exterior*

The exterior brick is in fair condition. There is some deterioration of the mortar below windows, at pilasters, etc. The brick face appears to have been sandblasted as the surfaces are heavily pitted and spalled. There is some cracking in the brick joints around the windows and some step cracking is evident in the wall. Some of the mortar has been replaced with an inappropriate cement based mortar which contrasts to the lime based mortar. The original 6 over 6 single hung wood sash windows are intact and appear to be in fair condition given their age.

*Interior*

The interior space is a large open space with a plank wood flooring which appears to be original. The lower portion of the wall has been furred out and likely insulated. The interior space is outfitted with modern florescent lighting, electrical and mechanical systems. There is a bathroom area located in the northeast corner of the space. The roof is supported by a series of steel trusses, and purlins, the decking appears to be a decorative wood plank, installed at the time when the ceiling below the trusses was removed.

**Home Arts Building (Zion)**

The building was constructed ca. 1930 and is a “one story, brick exhibition hall with a gabled roof, flat roofed wall dormers, bellcast hipped cupola, and hipped roof entrance pavilion in the west.” It was remodeled and restored in 1989.

*Exterior*

The structure is clad in a red brick and is trimmed out in white with new aluminum windows, aluminum gutters and downspouts, and white aluminum storefront. The roofing is a red asphalt tile. The exterior appears to be in good overall condition.

*Interior*

The flooring is a sealed concrete and tile flooring and the walls are furred out with painted gypsum board. There are a series of wood columns in the interior space which support a wood purlin. It appears that the steel (or wood) trusses have been concealed with a decorative wood decking on the underside of the structure. A series of skylights penetrate the roof structure, though the cupola is no longer open. The interior space is outfitted with modern electrical, lighting and mechanical systems.

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 5. Peer Review Findings



## FAIRPARK PEER REVIEW RESEARCH FINDINGS

To better understand how the Utah State Fair and Fairpark compare to other fairs and fairparks, a comparison matrix was compiled of a variety of fairs across the country, primarily focusing in the West and Midwest. The following is a list of the fairs included in the matrix:

- Arizona
- California
- Colorado
- Illinois - DuQuoin
- Illinois – Springfield
- Kansas
- Nebraska
- New Mexico
- North Dakota
- Oklahoma
- Oregon
- South Dakota
- Texas
- Washington

The research suggests that no two fairs are alike but that there are similarities in several areas, including fair locations, prices and finances, government relations, marketing, and non-fair use. Please refer to the attached matrix for more detailed information.

### Fair Structure

State Fair structures fall under three types: State Agency, Quasi-State Agency, and Non-Profit. The State Agency and Quasi-State Agency structures are very similar, with the difference being the amount of influence from the State. The Non-Profit structure is comprised of fairs that are not associated with the state and operate privately. The table below shows the number of states per structure, including states that do not have an official state fair.

Table - Fair Structures

Structure	Number of States
State Agency (the fair falls under or has ties to a larger state department, or it is a stand-alone agency with its own operating budget)	17
Quasi-State Agency (hybrid between a state agency and a nonprofit. Not technically a state agency but acts like one)	8
Non-Profit (organization has a tax-exempt status, such as 501c3)	14
No Official State Fair (states that do not have an official state fair)	11
<b>TOTAL</b>	<b>50</b>

Source: International Association of Fairs and Expositions

While the majority of state fairs operate under a state or quasi-state Agency, some fairs have very little to no association with the state government. The Washington State Fair, for example, is a private, not-for-profit corporation, and receives no government subsidy. This year the Oregon State Fair is being removed from the State's Department of Parks and Recreation and will become a private corporation with a governor-appointed council.

There are a number of states that do not have an official state fair, including Alabama, Hawaii, Michigan, and Nevada. Furthermore, some states, like Idaho and Montana, have regional fairs that take the place of a state fair. While these regional fairs typically do not receive assistance from the state, they do occasionally receive assistance from the county, and operate more like county fairs but carry the name of a state fair. Another example of a regional fair is The Big E, a regional fair held in Massachusetts for Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island and Vermont.

### Government Subsidy

Most states require the fair's operations to be self-sustaining. That said, several states do still provide a subsidy to the fair; however subsidies are primarily

provided for facilities and capital improvements, not fair operations. The table below indicates information regarding subsidy amounts and purposes. Only states that indicated that they receive a subsidy are included.

Table - State Fair Subsidies

Location	Subsidy
Colorado	Fair receives 25 percent of the interest on unclaimed property. In 2013 it also received \$990,000 for electrical improvements and \$550,000 for 4H programs
Kansas	State will make a maximum match of \$300,000 for capital improvements
Nebraska	Receives approximately \$4 million annually from lottery funds
North Dakota	Improvement funds are approximately \$300,000 annually. In 2013-2015 an additional \$2.7 million was received due to severe flood damage at the park
Oregon	Average of \$3,838,841 annually from lottery funds to subsidize the fair and grounds. Most of this is for the grounds
South Dakota	Approximately \$268,000 annually
Utah	Approximately \$757,000 annually

### Financial Position

While not all fairs are profitable, in 2013 most reported a net profit. Nine of the 15 fairs provided financial data from last year, which showed an average net profit of \$758,563. This may be attributed to the fact that, as noted previously, most states require the

fair's operations to be self-sustaining. It is interesting that North Dakota shows an operating profit of \$1.3 million, yet receives improvement funds of \$300,000 annually, as well as \$2.7 million last year for flood damage repair. Kansas also shows a profit and yet the State will make a maximum annual match of \$300,000 for improvements.

Table - Net Profit (Loss)

Location	Net Profit (Loss)
Arizona	\$ 3,589,885
California	\$ 1,936,597
Illinois	\$ (2,773,570)
Illinois - DuQuoin	\$ (371,148)
Kansas	\$ 250,000
New Mexico	\$ 1,354,179
North Dakota	\$ 1,324,000

### Attendance

Attendance at state fairs has generally increased over the past five years. While there was an even split between the number of fairs that saw an increase and those that saw a decrease, the percent increase was greater than the percent decrease. Since 2009, fairs in the matrix with an increase did so by an average of 20 percent, while those that decreased did

so by an average of negative six percent, for a total average increase for both groups of seven percent. Possible explanations for increased attendance will be discussed later under Marketing.

Populations in each of the states increased between 2010 and 2013; however no correlation between population growth and fair attendance was found (see table below).

Table - State Fair Attendance

Location	Change in Attendance 2010-2013	Change in Population 2010-2013
Illinois	260,086	51,503
Arizona	137,124	234,607
Nebraska	25,531	42,175
Illinois - DuQuoin	15,000	51,503
North Dakota	11,359	50,802
South Dakota	6,002	30,697
Kansas	(13,389)	40,839
Texas	(20,285)	1,302,632
Utah	(30,000)	136,987
Oregon	(32,793)	98,991
Colorado	(40,174)	239,171
California	(44,144)	1,078,565
Washington	(65,208)	246,863
New Mexico	(147,244)	26,108
Oklahoma	(200,000)	99,217

### Fair Location

Of the 39 states that have an official state fair, 16 are held in the state's capitol, while 21 are held in one of the state's five most populated cities. Typically fairs are located in highly populated areas. For example, of the 14 states in the matrix, eight hold their fair in

locations that have a greater population within a 100-mile radius than that of the state's capitol or largest city. Some exceptions include Wyoming, Colorado, Kansas, Nebraska, South Dakota, North Dakota, California, and Illinois, all of which have smaller populations around the fair than around the state's capitol city or most populated city.

Table - States and Counties Which Share Facilities

State	Host City	Sharing County
Arizona	Phoenix	Maricopa
California	Sacramento	Sacramento
Colorado	Pueblo	Pueblo
Connecticut	Durham	Middlesex
Iowa	Des Moines	Polk
Kansas	Hutchinson	Reno
Maryland	Timonium	Baltimore
Nebraska	Grand Island	Hall
New Mexico	Albuquerque	Bernalillo
New York	Syracuse	Onondaga
Oregon	Salem	Marion
Wisconsin	West Allis	Milwaukee
Wyoming	Douglas	Converse

### Facility Ownership

Fair facilities are typically owned by the respective state. There are three instances, however, in which the state fair leases facilities from a private location (e.g., Arizona, Nebraska, and Texas). Arizona and Nebraska are unique situations. In 2009, the State of Arizona sold several government buildings, including the fairgrounds, to private real-estate companies in order to decrease the state deficit. In 2010, Nebraska moved the fair to Fonner Park in order to develop the fairground property into a technology park for the University of Nebraska.

Another ownership structure incorporates a partnership with local fairs, in which county and other local fairs utilize state fairparks for their respective fairs. There are 13 such cases of state and county fairs using the same facility (see table above).

### Admission Prices

Utah State Fair ticket prices are slightly above average for adults and youth and below average for seniors (see Table 6).

Eight of the fairs in the matrix provide free parking for patrons or tiered parking rates depending on the location of the lot. The Utah State Fair has a fixed cost of \$8 for parking while the average price for paid parking at other fairs is \$10, with a minimum of \$5 and a maximum of \$20. Several parks have tiered parking prices, with paid parking closer to the fairpark and free parking further away.

Table - Admission Prices

	Max	Min	Average	Utah
Adult	\$17.00	\$5.00	\$9.25	\$10.00
Youth	\$13.00	\$2.00	\$5.78	\$7.00
Senior	\$13.00	\$3.00	\$7.17	\$7.00
Parking	\$5.00	\$20.00	\$10.01	\$8.00

## Marketing

### *Marketing Budget*

Amounts dedicated to marketing fluctuate between \$100,000 and over \$2 million. Considering the varying amounts, there was not any obvious correlation between the amount of funds dedicated to marketing in 2013.

### *Marketing Strategies*

Fairs implement numerous strategies to increase patronage at the fair. Some common strategies include the following:

- **Driving Factors:** The majority of fairs list the driving factors to the fair as follows, from most to least influential: food, rides, games, concerts and entertainment, competitive events, agriculture. While all fairs indicate that agriculture is still a large part of the fair, and a key piece of the fair's identity, they all indicate that focusing on agriculture will not provide the attendance needed to have a successful fair.
- **Target Audiences:** Middle-aged women with children, families, individuals aged 18-34.
- **Ticket Promotions:** Advance-purchase discounts, discounted prices on slower days, date night packages.
- **North Dakota Showpass:** Admission to seven of nine concerts, including fairpark admission, for \$85. They claim this drives people back to the fair because of the sunk costs associated with paying for seven concerts. The Showpass has sold out for two consecutive years. The fair states that the success of the Showpass relies on the quality of the acts that are scheduled.
- **Family Fun Pack:** Common among fairs. Includes four tickets, meal tickets, ride tickets or carnival admission.

- **Ticket/Coupon Exchange:** This year the Oregon State Fair will send 12,000 youth tickets (\$6 face value) to various venues across the state (e.g., aquarium, zoo, fun centers) in exchange for brochures and coupons that will be distributed at the fair.
- **Work with schools:** Field trips (give each student a ticket and; some also give an adult ticket), and marching band performances.
- **Schedule modifications:** Closed Monday & Tuesday, decreasing number of fair days, hold fair before school starts.
- **Sponsorships:** Fairs typically gain additional advertising exposure through sponsorships with vendors. The Colorado State Fair has a sponsorship from Pepsi in which Pepsi places advertising for the Fair on the exterior of Pepsi delivery trucks. The Colorado State Fair also exchanges advertising for booth space at the Fair with various vendors, including American Furniture Warehouse.
- **Discounts and Promotions:** Fairs make special discounts and promotions available through various advertising media.

### *Advertising*

Traditional forms of advertising, such as print, radio, and television, are less common among state fairs, with internet marketing and social media becoming the primary advertising media. Facebook and Twitter are the most common social media forms used, while Google +, Instagram, and Pinterest are used but are less common. Other notable advertising mediums include traditional and electronic billboards, and Pandora Radio ads.

### *Attendee Surveys*

During its 2013 Fair, Nebraska surveyed patrons in order to gauge satisfaction with the Fair. Included with this survey was a demographic breakdown of fair attendees. Their demographics are:

- Female: 53%; Male: 47%
- Average Age: 41.5 years
- Caucasian: 91.9%, Latino: 3.4%
- 80% traveled less than two hours to get to the fair

The Washington State Fair conducted a similar survey and had the following results<sup>1</sup>:

- 60% Female, 40% Male
- Age:
  1. 6.1% 12 and under
  2. 16.8% 13-18
  3. 15.2% 19-24
  4. 27.9% 25-44
  5. 24.9% 45-65
  6. 9.1% 65+

### Non-Fair Use

Each of the fairparks in the matrix utilizes the fairpark year-round, renting out the facilities to host a variety of events. The types of events held at the various parks include:

- County fairs
- Concerts
- Rodeos
- Conventions, conferences, and expos
- Graduations
- Dog, horse, and car shows
- Circus
- Markets
- Graduations
- Elections
- Athletic events
- Demolition derbies, motocross, and monster truck rallies
- Weddings and banquets
- 5k runs

Parks average 81 days of non-fair use throughout the year, with some having as high as 133 days of such use (May-December 2014). These events prove to be a solid source of revenue for the parks, with average revenues of nearly \$2 million. Conversely, the Utah State Fairgrounds currently has 20 days of non-fair events for the same time period.

1. Source: <http://www.thefair.com/sponsorship/attendance-demographics/>

### Notable Examples

#### *Washington State Fair*

The Washington State Fair is a private, not-for-profit, 501c3 corporation. It receives no government subsidy. Any proceeds are invested back into the Fair for improvements. The Fair Foundation was created in 2008 to facilitate fundraising for the Fair. The Fair utilizes the Washington State Housing Finance Commission's Nonprofit Facilities Programs to provide tax-exempt bonding through private lenders.



Bird's eye view of the Washington State Fair

#### *Nebraska State Fair*

In 2008, the Nebraska Legislature voted to move the Nebraska State Fair from Lincoln to Grand Island to make way for a new technology park for the University of Nebraska. The State now leases from Fonner Park, a private venue in Grand Island, 90 miles from Lincoln. The State does not own Fonner Park; it occupies and maintains the fairgrounds for just two months out of the year (August and September). It took 13 months to complete the construction for the 2010 fair, which included seven buildings for \$42 million.



New facilities at the Nebraska State Fair

## Summary

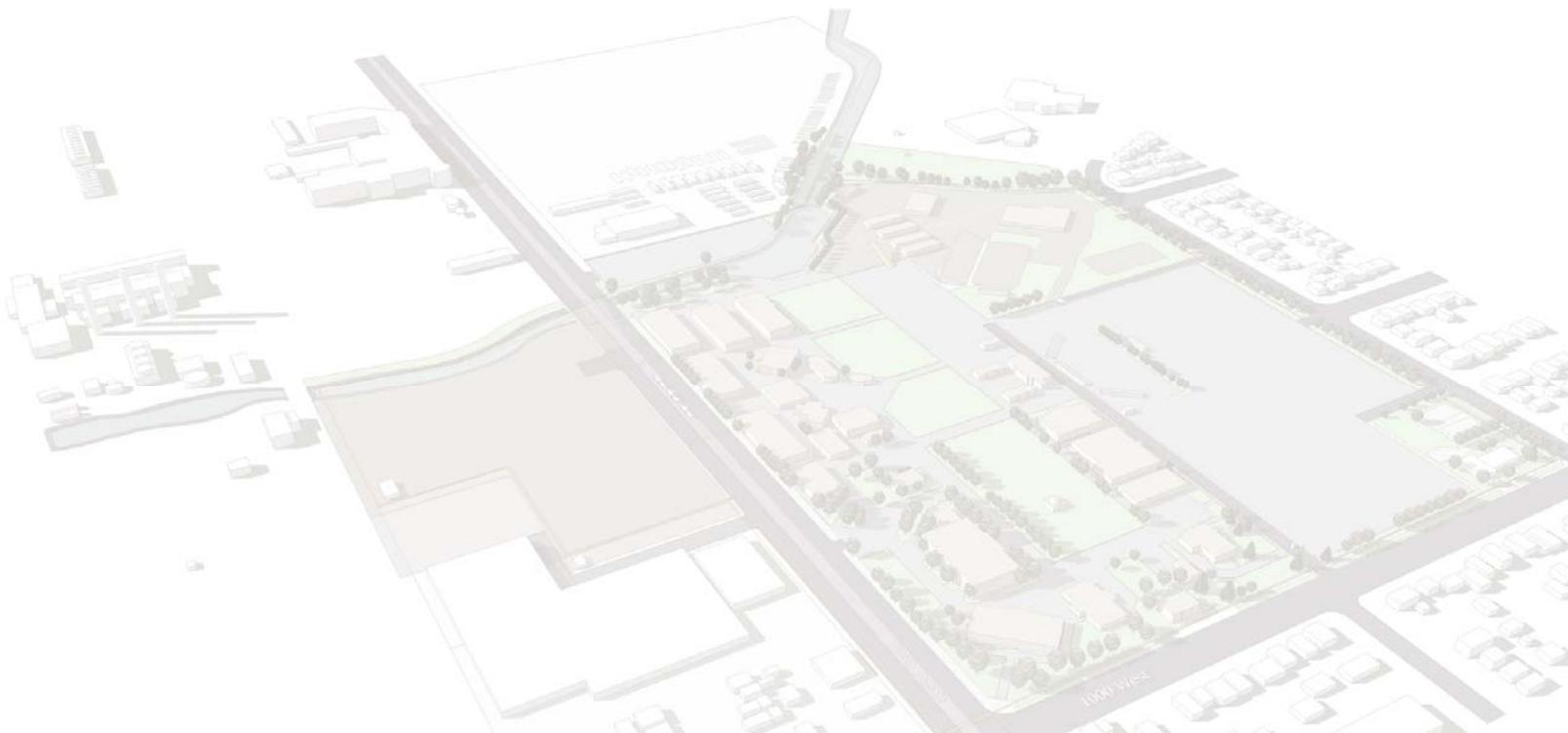
The table below lists fairs in the matrix that reported a net profit in 2013. Notable correlations include the total amount spent for marketing and total fair attendance. This table only includes states that do not receive a subsidy for fair operations.

Table - Profitable Fair Comparison

Location	Net Profit	Capital Expenses	Marketing Budget	Attendance	Population	Attendance Percent of Population	Total Fair Days
Arizona	\$3,589,885	\$1,049,000	\$1,046,416	1,178,515	6,626,624	18%	24
California	\$1,936,597	\$950,000	\$2,332,696	697,045	38,332,521	2%	17
New Mexico	\$1,354,179	NA	\$380,000	388,323	2,085,287	19%	12
North Dakota	\$1,324,000	\$300,000	\$462,000	320,000	723,393	44%	9
Kansas	\$250,000	\$600,000	\$175,000	340,795	2,893,957	12%	10

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 6. Upgrade the Existing Fairpark



**UPGRADE THE EXISTING FAIRPARK**

The Fairpark consulting team's work in establishing a facilities programming approach was three-fold. First, the consulting team assessed the existing conditions of and current uses for the Fairpark. Second, the consulting team determined space needs and building types should a replacement Fair site and facilities be desired. And third, the consultant team determined the state office space needs and future demands for a future single or multi-agency office building(s).

**Existing Space Use Summary**

Existing Conditions are detailed Section 3 Site Analysis, but as a brief review, the current 71-acre site consists of two distinctly defined spaces: the approximately 10-acre White Ballpark site south of North Temple and the approximately 61-acre the Fairpark site which spans the Jordan River. There are currently no physical structures on the White Ball Field site and numerous facilities on the Fairpark site, as summarized on the chart below.

Table - Existing Space Summary

Fairpark Building No.	Building Name	GSF	NSF	Efficiency	Gross Factor	Non-Fair Use
1	Fairpark Administration	5,700		0%		N/A
2	Bonneville Building	9,760	6,517	67%	1.5	Rental Facility
3	Promontory Hall Building	11,539	10,013	87%	1.2	Rental Facility
4	Fairpark Grand	31,620	25,792	82%	1.2	Rental Facility
5	Heritage Building	2,208	2,027	92%	1.1	Rental Facility
6	Wildlife Building	3,470	1,809	52%	1.9	Rental Facility
7	Deseret Building	7,488	6,592	88%	1.1	Rental Facility
8	Goat Barn	16,000	16,000	100%	1.0	RV Storage
9	Dairy Barn	16,000	15,636	98%	1.0	RV Storage
10	Beef Barn	16,000	15,808	99%	1.0	RV Storage
11	Sheep Barn	16,000	16,000	100%	1.0	RV Storage
12	Pig Pavilion	9,500		0%		Temporary Facility
13	Market Building	16,000	16,000	100%	1.0	Rental Facility
15	Storage Building	8,000		0%		Rental Facility
16	Livestock Show Ring	7,742	5,255	68%	1.5	Rental Facility
18	Rabbit Barn	7,950		0%		Rental Facility
19	FFA Friends / Pavilion & Storage	4,450		0%		
20	South Food Court	1,670		0%		N/A
23	Pioneer Building	5,460	4,880	89%	1.1	Rental Facility
24	Pigeon/Poultry Barn	4,752	4,752	100%	1.0	Rental Facility
25	Restroom South	1,535		0%		N/A
26	Gazebo	832	670	81%	1.2	N/A
31	Wasatch Building	3,249	2,758	85%	1.2	Rental Facility
32	Discovery Building	7,260	6,972	96%	1.0	Rental Facility
34	Zion Building	9,282	8,214	88%	1.1	Rental Facility
35	Grandstand Ticket Trl	435		0%		N/A

Fairpark Building No.	Building Name	GSF	NSF	Efficiency	Gross Factor	Non-Fair Use
36	Grandstand Bleachers	89,200	51,241	57%	1.7	Rental Facility
37	North Food Court	19,738	4,672	24%	4.2	Rental Facility
38	Fairpark Cafeteria	10,240		0%		N/A
41	Hay Barn	1,378		0%		N/A
42	Restroom					N/A
44	Rodeo Arena	107,400	43,270	40%	2.5	Events
46	Horse Barn	4,255	4,255	100%	1.0	Rental Facility
47	Horse Barn	4,255	4,255	100%	1.0	Rental Facility
48	Horse Barn	4,255	4,255	100%	1.0	Rental Facility
49	Horse Barn	4,255	4,255	100%	1.0	Rental Facility
50	Maintenance Shop	10,500		0%		N/A
51	Multi Purpose Building	25,701	22,644	88%	1.1	RV Storage, Rental Facility
33	Conference Center	20,500		0%		State of Utah DMV uses eastern half year round
	Ticket Booths (15)	125		0%		average size is 125 gsf
	Arena Seating	19,765		0%		N/A
	Practice Arena	24,675	24,675	100%	1.0	Rental Facility
	Total Temporary Buildings	10,332				
	Total Permanent Building Area	348,040				

### Existing Fairpark Utilization

It is clear that the Fair can and does utilize all of the approximately 71-acres during a State Fairpark during the 11-day Fair. Currently lessees, excluding the State DMV, vacate their leased space during the duration of the Fair and the space is used for State Fair activities. During the remainder of the year space in existing buildings is available for short and long term leased. Well defined space utilization has been addressed in Section 9, Scenario Development Data.



This aerial illustrates the Fairpark Corporation's ability to utilize all 71-acres of the Utah State Fairpark

### Existing Buildings Condition Assessment

Although this study does not include building assessment or conditions reporting, the findings of the recent Faithful and Gould Facilities Condition Assessment, dated April 2014, along with visual inspection of buildings and discussions with Fairpark staff indicate that average conditions of the buildings is good for their current use. This is an important distinction, as buildings designed and built for agricultural and animal display are not easily reused during the off-season for high revenue commercial

ventures. If it is desired for the Fairpark Corporation to be self-sustaining, buildings must be in a condition suitable to their highest and best use. Currently, minor modifications to HVAC systems and restroom facilities in a number of buildings intended to add a modicum of environmental control and accessibility makes the buildings suitable for short term use, but are inadequate for most long-term commercial ventures. Thus, the Fairpark Corporation is limited both in quality facilities, a backlog of major maintenance projects and limited capital to fund major building upgrades.

Table - Fairpark Major Maintenance Projects<sup>1</sup>

Fiscal Year	Escalation Rate	Estimated Project Cost	Total Project Cost (with 30% overhead)
FY-15	2%	\$10,598	\$13,777
FY-16	4%	\$295,595	\$384,274
FY-17	4%	\$6,950	\$9,035
FY-18	4%	\$2,065	\$2,685
FY-19	4%	\$770,519	\$1,001,674
FY-20	4%	\$375	\$487
FY-21	4%	\$104,315	\$135,609
FY-22	4%	\$104,315	\$185,915
FY-23	4%	\$144,491	\$187,839
		\$1,477,919	\$1,921,295

The Faithful and Gould Facilities Condition Assessment illustrates the minimum annual capital project investment necessary to repair existing deficiencies. While from year to year the amount seems reasonable, it is important to note that this study does not survey structural deficiencies, major utilities infrastructure planning needed to accommodate future planning, or accessibility issues. The difference between maintenance planning and facilities planning is best illustrated with the recent three barn upgrades. Maintenance planning defined the scope of repairs to these three buildings at \$606,000, while the actual project, which included seismically upgrading the buildings, will cost \$2 million, or a little more than an order of magnitude of 3 difference.

Thus, it is reasonable to expect that facilities maintenance project cost will be at minimum \$1.9 million, and at the most \$6 million, although it would be more accurate to refer to total project cost range of \$2.47 million to \$7.5 million. This excludes making any changes to building aesthetics, function or addressing seismic deficiencies.

1. Data derived from 2014 Faithful & Gould Facilities Condition Assessment.

## Proposed Building Upgrades

Multiple options exist for renovations and expansions to the Fairpark. In order to establish an approach for revenue generation in coordination with building management and maintenance the consultant team developed the following illustrated scenario.

This approach mirrors much of the suggested work developed in Schemes 1A and 1B, which retains the Fairpark's existing physical structures and suggests a route of renovation, restoration, redevelopment, and new construction as a menu of options that will propel the Fairpark Corporation toward a more financially viable future.



Fairpark Upgrades Diagram

One suggested set of projects is shown above with work including the commercialization of five historic barns, restoration of six leasable buildings, the completion of the Rodeo Arena and grounds, the addition of a Multi-Sport Arena, and new Conference facility and structured parking deck. Also illustrated is the potential construction of a State Multi-Agency Office building on White Ballpark.

As previously noted, the Fairpark's historic structures are not in a condition to compete with other market rate structures for leases, short or long term rental, or year round lease. In order to make impactful progress, the consultant team suggests five separate project type approaches to building re-use as a menu of options to be ranked and funded in priority order:

Project Type 1 includes the upgrades to eight structures, many historically significant, to bring them up to commercial lease market status. This work includes, exterior and interior historic finish restoration, building systems upgrades, in the case of Grand Hall, needed seismic upgrades.

Project Type 2 includes seven structures and suggested work including modifications to or restoration of interior and exterior finishes, building systems additions or upgrades, and accessibility modifications to allow for change of building functional use to market-ready commercial status.

Project Type 3 includes the proposed seismic stabilization upgrades to the Wildlife Building. This building is currently a DNR facility and according to lease records upgrades should be handled by DNR.

Project Type 4 proposes upgrades to two areas that make up the currently incomplete Rodeo Arena project. Work includes an addition of seating and stage area to Arena Seating and major modifications to the Livestock Arena area. Rodeo Completion Feasibility is provided in Section 6F.

Project Type 5 retains twelve existing Fairpark structures and makes interior and exterior repairs, completes major maintenance projects to upgrade the look and feel to many of the structures that support the overall aesthetic impression of the Fairpark facilities.

In addition to the renovation projects listed previously, there are two suggested new construction projects. The first, a 30,000 sf Convention Center and 400-stall structured parking deck, was previously suggested in the 2012 Fairpark Master Plan. This size facility and type of facility would be relatively unique to the Salt Lake metropolitan area and market research indicates should create revenue generation for the Fairpark Corporation. In addition, the consulting team suggest the addition of a multi-sport arena that could be built in phase and accommodate 5,000 seats at build-out. As well this would be a distinctive and welcoming facility that could be made available to public and private entities.

### **Proposed Upgrades Cost Estimate**

Maintaining physical facilities and site infrastructure at the Fairpark is a considerable undertaking. Many structures date to the early 1900's and much of the civil and site utility grid is in need of significant repair. The cultural and historic value attached to the Fairpark is considerable, and thus the consultant team undertook a thorough review and crafted a plan of action to restore buildings and infrastructure that would help create a Fairpark that is a beacon for not only fairgoers, but also competitive revenue generating venue.

As noted in the Faithful and Gould study, ongoing repairs and maintenance costs are estimated to average about \$220,000 per year. While this work addresses life cycle needs, it does not address preparing buildings and the site to support the Fairpark Corporation's desire to be an active and vibrant destination 365 days a year.

As noted in the Proposed Building Upgrades portion of this section, a myriad of approaches to maintenance and upgrades exists that will assist the Fairpark Corporation. There is no single approach or single project that alone will bring the Fairpark Corporation to prosperity, it will be a combination of a host of diverse approaches. The estimate for possible projects follows, and is divided into five project types and many individual projects. It is highly suggested that work be funded across this project list, so that work for any given fiscal year include a portion of all of the major program areas: building, civil infrastructure, site improvements, and branding. All of the building project are intended to not only preserve and protect existing physical facilities, but to increase revenue generation opportunities.

The summary of projects should be partnered with a business plan created by the Fairpark Corporation so that there is a multi-year facilities plan to craft, restore and maintain facilities and site amenities in conjunction with the Fairpark Corporation's long term growth and development goals. According to the market research conducted for this study, there are opportunities to be successful with a variety of project types, including long term commercial and retail lease space along North Temple, convention center space with immediate access to parking, expansion of the Rodeo Arena and grounds, day-to-day building rental for events, and updates landscapes to support the user experience. To that point, the cost model includes updating the Utah State Fair brand with signage, ticket booths, lighting, landscaping, new entry gateways and riverfront access.

See Comprehensive Utility Impact and Connections in the Appendix section for an exhaustive list of imperative and upgrade considerations (as well as associated cost estimates) for improving utility infrastructure at the existing Fairpark.

Table - Utah State Fairpark Capital Improvements &amp; Upgrades Cost Model

<b>Project Type</b>	<b>Project Type / Building Name</b>	<b>Project Cost</b>	<b>Summary Totals</b>
1	Upgrade to Commercial Lease Status		\$10,440,773
	Bonneville Building	\$538,614	
	Promontory Hall	\$2,525,067	
	Grand Hall Mtg	\$4,814,052	
	Heritage Building	\$821,104	
	Deseret (4-H)	\$190,776	
	Wasatch Building	\$277,392	
	Discovery Building	\$442,836	
	Zion Building	\$830,933	
2/*	Change Use to Market Ready Commercial		\$20,222,432
	Cattle Barn 8	\$3,464,994	
	Cattle Barn 9	\$3,465,432	
	Cattle Barn 10	\$3,396,994	
	Sheep / Goat Building	\$3,552,344	
	Market Building	\$3,552,344	
	Pioneer Building	\$1,119,658	
	Conference Center / DMV	\$1,670,666	
3	DNR Lease - Building Seismic Stabilization		\$654,948
	Wildlife Building	\$654,948	
4	Completion of Rodeo Arena Project		\$463,316
	Livestock Arena	\$298,436	
	Arena Seating	\$174,630	
5	Retain as Primary Fairpark Structure		\$3,324,977
	Administration Building	\$86,370	
	Pigeon / Poultry Barn	\$226,454	
	Restroom South Comfort Station	\$169,986	
	South Food Court	\$413,902	
	FFA Friends	\$277,501	
	Rabbit Barn	\$48,330	
	North Restroom	\$10,300	
	North Food Court	\$468,188	
	Cafeteria	\$301,030	
	Livestock Show Ring	\$109,072	
	Maintenance Shop	\$318,276	
	Multipurpose Building	\$895,566	

<b>Project Type</b>	<b>Project Type / Building Name</b>	<b>Summary Total</b>
1-5	Capital Improvements Total	\$35,152,188
2/*	Replacement Barns	\$12,247,875
	Additional Rodeo Arena Seating & Stage	\$5,654,340
	Multi-sports Arena - Phase I	\$5,000,000
	Convention Center & Structured Parking	\$14,000,000
	Civil Improvements - Immediate	\$426,000
	Civil Improvements	\$3,500,000
	Signage, Wayfinding & Branding	\$3,822,390
	Additions & Improvements Total	\$44,650,605
	<b>TOTAL PROJECT COST</b>	<b>\$79,802,793</b>

\* Barn upgrades to create market ready commercial space implies replacement livestock show facilities will need to be constructed and available for Fairpark use. The replacement costs are as noted in the table above.

**RODEO ARENA COMPLETION FEASIBILITY**

**State Fair Rodeo Comparison**

Nine of the fourteen fairs in the matrix host a rodeo or rodeo-type events during the fair. Table 5 includes a sample of these rodeos. Most fairs have a variety of rodeo-type events in addition to the rodeo, including bull riding, ranch rodeo, an All-Indian rodeo, barrel racing, and youth rodeo events. Furthermore, the Oklahoma, North Dakota and Colorado fairs have coupled their rodeo events with concerts to increase

attendance. Similar to non-fair events, other states host additional rodeos and rodeo-type events throughout the year. As discussed previously, hosting additional rodeo events throughout the year can provide for additional revenues for the Fairpark. One advantage for the Utah State Fairpark is that it does not currently compete with other rodeos.

Neighboring rodeos, with the exception of the Days of '47 rodeo, are city-sponsored, and therefore do not compete with the Fairpark.

Table - State Rodeo Summary

	Arizona	Colorado	New Mexico	North Dakota	Oklahoma	South Dakota	Texas	Utah
Rodeos hosted during the fair	All Indian rodeo Youth rodeo	5 rodeos	6 rodeos	4 rodeos	Bull riding event	2 nights of bull riding; 2 nights of youth rodeo	No rodeo, just several rodeo-type events	4 nights of rodeo, other rodeo-type events
Number of non-fair rodeos	0	NA	2	NA	6 rodeos, 20 rodeo-type events	17 rodeo-type events	4	3 rodeo-type events
Competing rodeos	Approx. 6 rodeos	Approx. 16 rodeos	The Pit at UNM	Bismarck (100 miles away)	Tulsa (106 miles away)	8-10 rodeos in the area	Fort Worth and Mesquite	Days of '47

**Utah Rodeo Comparison**

The Utah State Fairpark Arena is approximately 35,328 square feet and has a total seating capacity of 3,600. Events currently held at the Fairpark Arena include the State Fair Rodeo, Utah State Truck Driving Championship, and State Fair Barrel Races. The State is considering adding an additional 4,000 seats to the arena for a total seating capacity of 7,600 seats. A competitive analysis was conducted to determine a range of opportunities and projected rodeo revenue assuming an additional 4,000 seats are added to the Arena.

The table below shows a summary of the arenas in the surrounding areas for which information was obtained. Arena sizes range from 85'x175' for the indoor Days of '47 Rodeo at the Energy Solutions Arena to the Draper Arena, which is 150'x400'. Seating capacity ranges from approximately 3,000 seats at the Draper Arena to 12,000 seats at the Days of '47 Rodeo. Assuming the State Fairpark added 4,000 seats, it would have more seating capacity compared to the Summit County, Oakley, Riverton, West Jordan and Draper Arenas, but less than the Energy Solutions Arena, Spanish Fork Arena and Nephi Arena. Based on projected average nightly attendance at this year's Days of 47 Rodeo, an additional 4,000 seats would not be sufficient to meet demand for the Days of 47 Rodeo.

Table - Arena Summary

Location	Venue	Primary Rodeo	Rodeo Dates	Arena Size	Seating Capacity	Average Nightly Attendance
Salt Lake City	State Fair Grounds	Utah State Rodeo	September 5 - 8	-	3,600/7,600 <sup>1</sup>	3,600+
Salt Lake City	Energy Solutions Arena	Days of '47	July 22 - 26	85'x175'	12,000	8,000
Spanish Fork	Fairgrounds	Fiesta Days	July 21 - 24	150'x250'	8,400	8,400
Draper	Andy Ballard Equestrian Center	Draper Days	July 12 & 13	150'x400'	3,000	3,500 <sup>2</sup>
Nephi	Juab County Fairgrounds	Ute Stampede	July 10 - 12	NA <sup>3</sup>	10,000	7,500
West Jordan	West Jordan Arena	Western Stampede	July 3 - 5	NA <sup>4</sup>	3,700	3,000
Riverton	Riverton Rodeo Arena	Town Days	June 27 - 28	NA <sup>5</sup>	3,500 – 4,000	3,750
Oakley	Oakley Recreation Complex	Oakley Rodeo	July 2 - 5	NA <sup>6</sup>	5,600	5,125
Summit County	Summit County Fairgrounds	PRCA Rodeo	August 2 - 9	150'x210'	4,000	4,000

Revenue assessments shown in Table 10 are estimated based on the projected use of the arena. Use of an arena depends on a variety of factors including the size of the market area, seating capacity, fee structure, competition, etc. Seating capacity and ticket prices vary at each of the venues for which information was obtained, resulting in a range of projected primary rodeo ticket revenue from approximately \$64,000 to \$800,000. As shown in the table below, a high

percent of available seating is filled for each venue's primary rodeo. The percent of seats sold ranges from approximately 67 percent to 100 percent, and averages 89 percent. Overall ticket prices at rodeos throughout the State average approximately \$11.00, while ticket prices for arenas with seating capacity of 5,000+ attendees average \$14.25 and percent of seats filled averages 83 percent.

1. With additional 4,000 seats

2. After seats are filled, ticket-holders are allowed to stand in available standing room areas.

3. Not Available

4. Not Available

5. Not Available

6. Not Available

Table - Projected Ticket Revenue- Utah Rodeos

Venue	Primary Rodeo	Seating Capacity	Average Attendance per Night	% Full	# of Nights	Average Ticket Price	Projected Ticket Revenue
Energy Solutions Arena	Days of '47	12,000	8,000 <sup>7</sup>	67%	5	\$20.00	\$800,000
Spanish Fork Fairgrounds	Fiesta Days	8,400	8,400	100%	4	\$12.00	\$403,200
Andy Ballard Equestrian Center	Draper Days	3,000	3,500 <sup>8</sup>	100%	2	\$7.00	\$49,000
Juab County Fairgrounds	Ute Stampede	10,000	7,500	75%	3	\$10.00	\$225,000
West Jordan Arena	Western Stampede	3,700	3,000	81%	3	\$12.50 <sup>9</sup>	\$90,000
Riverton Rodeo Arena	Town Days	4,000	3,750	94%	2	\$7.00	\$52,500
Oakley Recreation Complex	Oakley Rodeo	5,600	5,125	92%	4	\$17.50 <sup>10</sup>	\$307,500
Summit County Fairgrounds	PRCA Rodeo	4,000	4,000	100%	2	\$8.00	\$64,000
Average				89%	3	\$11.13	
Average for 5000+ Seating Capacity				83%		\$14.25	

Assuming an additional 4,000 seats are added to the State Fairpark Arena for a total of 7,600 seats, an average of between 70 and 90 percent of seats are filled nightly and ticket prices average between \$11

and \$14, ticket revenue for the rodeo at the State Fairpark Arena ranges from \$175,560 to \$287,280 for an average of three performances and \$234,080 to \$383,040 assuming the rodeo runs for four nights.

7. Seating at last year's rodeo averaged 6,500 per night. Event organizers anticipate an average of 8,000 attendees per night at this year's rodeo.

8. After seats are filled, ticket-holders are allowed to stand in available standing room areas.

9. West Jordan charges \$5 for parking. Parking revenues are not included in projected ticket revenue.

10. Oakley charges \$5 for parking. Parking revenues are not included in the projected ticket revenue.

Table - Projected Ticket Revenue- Utah State Fair Rodeo

Venue	Seating Capacity	Average % Full	Average Ticket Price	Average # of Nights	Total Projected Ticket Revenue Range Low	Total Projected Ticket Revenue Range High
Utah State Fairground	7,600	70% - 90%	\$11 - \$14	3	\$175,560	\$287,280
Utah State Fairground	7,600	70% - 90%	\$11 - \$14	4	\$234,080	\$383,040

For the 25 years previous to 2013, the Utah State Fair admission price included admission to the Utah State Fair Rodeo. During these years, the Arena was filled to capacity as were the standing-room only areas. In order to control rodeo attendance due to overcrowding concerns at the Arena raised by the Fire Marshall, beginning in 2013 the Utah State Fair charged an additional \$2 over the State Fair admission price of \$10 for admission (total price of \$12) for the Rodeo and an additional \$5 (total price of \$12) for \$7 discount State Fair admission tickets purchased through outside vendors.

In 2013, the Arena was filled to capacity Friday and Saturday evenings, but not Thursday or Sunday. However, event organizers project seats will be filled to capacity every night in 2014.<sup>11</sup>

Similar to the Utah State Fair Rodeo, four of the five state fairs shown in Table 12 also charge for the rodeo in addition to the state fair admission. Additional costs for a rodeo ticket over general admission state fair prices in the other states range from \$3 - \$23 compared to \$2 - \$5 for the Utah State Fair Rodeo.

Table - Projected Ticket Revenue- Utah State Fair Rodeo

State Fair	State Fair Rodeo Ticket Prices	Average Rodeo Ticket Prices	Rodeo Ticket Includes Gate Admission	Gate Admission Price	Additional Rodeo Cost
Utah	\$12	\$12	Yes	Discount: \$7 \$10	\$2 - \$5
Arizona	Free with gate admission	NA	NA	Adult: \$10 Youth: \$5 Senior: \$5	NA
Colorado	PRCA: \$12 (Sun) \$10 (Mon) RCA w/ Concert: \$25 (Fri & Sat)	\$13.33	Yes	All: \$7 <sup>12</sup>	\$3 - \$7
New Mexico	\$15-30 <sup>13</sup> (In-cludes Concert)	\$22.50	Yes	Adult: \$10 Youth: \$7 Senior: \$7	\$5 - \$23
North Dakota	NPRA: Adults: \$14 Youth: \$12	\$10.25	No	Adult: \$8 Youth: \$4 Senior: \$8	\$6 - \$8
South Dakota	Adults: \$17 Youth: \$12	\$14.50	Yes	Adult: \$5 Youth: \$3 Senior: \$5	\$9 - \$12

11. In 2013, many people objected to the charge for the rodeo, but event organizers believe that because this is the second year with the same price structure, the event will be filled to capacity.

12. Admission price on Tuesday's is \$1 and includes admission to the Rodeo.

13. The New Mexico State Fair Rodeo prices range based on location of seats.

There is a wide range of seating capacity filled at other state fair rodeos - from approximately 30 percent to 100+ percent. Colorado, Arizona and South Dakota State Fair rodeos have a high percent of their seats filled, while New Mexico and North Dakota fill less than 40 percent of their seats. However, the New Mexico rodeo arena is significantly larger than the other arenas. The Utah State Fair has a higher percent of state fair attendees attend the rodeo at 14 percent compared to an average of eight percent for the other

state fairs. It is important to note however that the average daily State Fair attendance at the Utah State Fair is lower compared to the other State Fairs which contributes to the higher average percent rodeo attendance. Assuming the Utah State Fair expands its arena to 7,600 seats, it would be the second largest state fair arena when compared to the Arizona, Colorado, New Mexico, North Dakota and South Dakota arenas.

Table - Seating Capacity and Attendance at State Fair Rodeos

State Fair	Rodeo Arena Seating Capacity	Average Rodeo Attendance per Day <sup>14</sup>	Percent of Seating Capacity	Average State Fair Attendance per Day <sup>15</sup>	Percent Fair Attendees Attend Rodeo per Day <sup>16</sup>
Utah	3,600	3,600+	100%	25,564	14%
Arizona	5,000	5,000	100%	49,105	10%
Colorado	5,400	4,829	89%	43,455	11%
New Mexico	9,300	2,662	29%	32,360	8%
North Dakota	3,200	1,250	39%	35,556	4%
South Dakota	3,600	3,750	104% <sup>17</sup>	45,750	8%
Average (not including Utah)	5,300	3,498	72%	41,245	8%

The average percent seats filled at other state fair arenas is approximately 72 percent compared to 89 percent at rodeos in Utah and 83 percent for arenas in Utah with 5,000+ seating capacity. Ticket prices are

fairly similar between Utah rodeos, with the State Fair Rodeo and other state fair rodeos ranging from approximately \$11 - \$15.

Table - Seating and Ticket Price Comparison

Venue	Average % Seats Filled	Average Ticket Price
Average Utah Rodeos	89%	\$11.13
Average Utah Rodeos for 5,000+seating capacity	83%	\$14.25
Average Other State Fair Rodeos	72%	\$15.15
Average Utah State Fair Rodeo	100% <sup>18</sup>	\$12.00

14. 2013

15. 2013

16. 2013

17. Includes standing room only attendees.

18. Projected 2014 percent seats filled

While the table above shows the projected revenue assuming Utah State Fair Rodeo prices are similar to the average of other rodeos in the State, the projected range of revenues shown in the table below of \$31,920 to \$218,880 is the rodeo revenue portion of the State Fair admission assuming the additional

price for a rodeo ticket above the State Fair admission ranges between \$2 and \$8. Because the average daily percent of state fair attendees who attend the rodeo at the Utah State Fair is already higher than the average for the other States in the analysis, the following revenue projections use the percent of seating capacity filled to project revenue.

Table - Projected Rodeo Revenue: Range of Rodeo Ticket Prices Above State Fair Admission Price

Venue	Seating Capacity	Average % Full	Average Ticket Price Above State Fair Admission Price	Average # of Nights	Total Projected Rodeo Revenue Range Low	Total Projected Rodeo Revenue Range High
Utah State Fairground	7,600	70% - 90%	\$2 - \$8	3	\$31,920	\$164,160
Utah State Fairground	7,600	70% - 90%	\$2 - \$8	4	\$42,560	\$218,880

The majority of the Utah rodeos surveyed either did not charge for parking or parking was available from outside vendors. The Western Stampede (Draper) charges \$5 for parking as does the Oakley Rodeo. Assuming an additional 4,000 seats are added to the State Fair Park Arena for a total of 7,600 seats,

an average of between 70 and 90 percent of seats are filled nightly, the price for parking for a Rodeo at the State Fair Park Arena is \$5 and 75 percent of attendees parked at the Arena, projected parking revenue would range from a low of \$59,850 for a three-night rodeo and a high of \$102,600 assuming the rodeo runs for four nights.

Table - Projected Parking Revenue- State Fair Rodeo

Venue	Seating Capacity	Average % Full	Average Parking Price	Average % Park at Arena	Total Revenue Range Low	Total Revenue Range High
Utah State Fairground	7,600	70% - 90%	\$5.00	3	\$59,850	\$76,950
Utah State Fairground	7,600	70% - 90%	\$5.00	4	\$79,800	\$102,600

Some arenas in the State host multiple rodeos, while other arenas host just one rodeo annually. For example, in addition to the Fiesta Days Rodeo, the Spanish Fork Fairgrounds Arena is also host to the Champions Challenge Rodeo. This rodeo is one night and sells out every year. The arena at the Juab County Fairgrounds hosts the Ute Stampede, a high school rodeo in May, the State Fair Rodeo in August and several youth rodeos throughout the year. The West Jordan Arena hosts both the Western Stampede and the Mexican Rodeo. While the Western Stampede averages 3,000 in attendance

nightly, the Mexican Rodeo averages only about 800 attendees.

Other than the Champions Challenge held in Spanish Fork, rodeos other than a venue’s primary rodeo do not generally fill a large percent of seating capacity. Revenue-producing events employed by other arenas in the State include demolition derbies, motor cross/ extreme racing, riding club practices, horse shows and competitions, concerts and other events such as the Utah Good Sam Club Camping event, festivals, etc.

Table - Other Events at Rodeo Arenas

Venue	# of Rodeos	Demolition Derby	Motor Cross / X-treme Racing	Riding Club Practices	Horse Show Competitions	Concerts	Other
Spanish Fork Fairgrounds	3		x	x	x		
Andy Ballard Equestrian Center	1			x	x		
Juab County Fairgrounds	3+	x	x				Utah Good Sam Club, etc.
West Jordan Arena	2			x		x	Utah Pioneer Days, 4-H Events
Riverton Rodeo Arena	1-2	x		x	x		
Oakley Recreation Complex	1			x			

All arenas in Utah for which information was obtained offer restrooms and concession facilities and several of the arenas also offer sites for vendor booths.

Table - Arena Facilities

Venue	Concessions	Restrooms	Vendors
Energy Solutions Arena	x	x	x <sup>19</sup>
Spanish Fork Fairgrounds	x	x	x
Andy Ballard Equestrian Center	x	x	
Juab County Fairgrounds	x	x	x
West Jordan Arena	x	x	
Riverton Rodeo Arena	x	x	x
Oakley Recreation Complex	x	x	
Summit County Fairgrounds	x	x	x

19. Vendors were included here as the Energy Solutions Arena allows event organizers to sell merchandise.

The majority of Rodeos along the Wasatch Front are held in the month of July. Based on information obtained by the consultants, there are no rodeos held along the Wasatch Front during the weeks of June 8th – 14th and July 6th – 12th. The State Fair is scheduled

for September 4th -14th of 2014 and the Utah State Fair Rodeo is scheduled for September 5th – 8th. Research indicates that the only other rodeo scheduled in the area during that time frame is in Wellsville, Utah.<sup>20</sup>

Table - Summary of Rodeo Dates

<b>Week of:</b> <sup>21</sup>	<b># of Rodeos</b>	<b>Cities</b>
June 1 - 7	1	Herriman
June 8 -14		
June 15 - 21	1	Pleasant Grove
June 22 - 28	1	Town Days
June 29 - July 5	4	Oakley, Lehi, Tooele, Western Stampede
July 6 - 12		
July 13 - 19	1	Draper
July 20 - 26	3	Salt Lake City, Fiesta Days, Ogden
July 27 - August 9	2	Heber, Summit County
September 1 - 8	2	Utah State Fair, Wellsville

Very little competition exists when it comes to scheduling rodeos. Interviews conducted with four rodeo associations (Rocky Mountain Pro Rodeo Association, Professional Rodeo Cowboy Association, Western States Ranch Rodeo Association, and the Women’s Professional Rodeo Association) found that they each have similar processes for scheduling rodeos. In order to schedule a rodeo, an organization or venue submits an application to the desired association. Upon review and approval of the application, the venue’s rodeo is sanctioned by the association.

The associations typically have requirements for the rodeo, including dimensions for venue amenities, including bucking chutes and barrier heights, though it is typically not difficult for organizers to meet these

requirements. Furthermore, the associations all require the organizers to abide by the association’s rules as outlined in their respective rulebooks. The PRCA requires a minimum purse amount of \$3,000, while other associations do not have purse requirements. The associations do not have requirements for overall venue sizes or attendance.

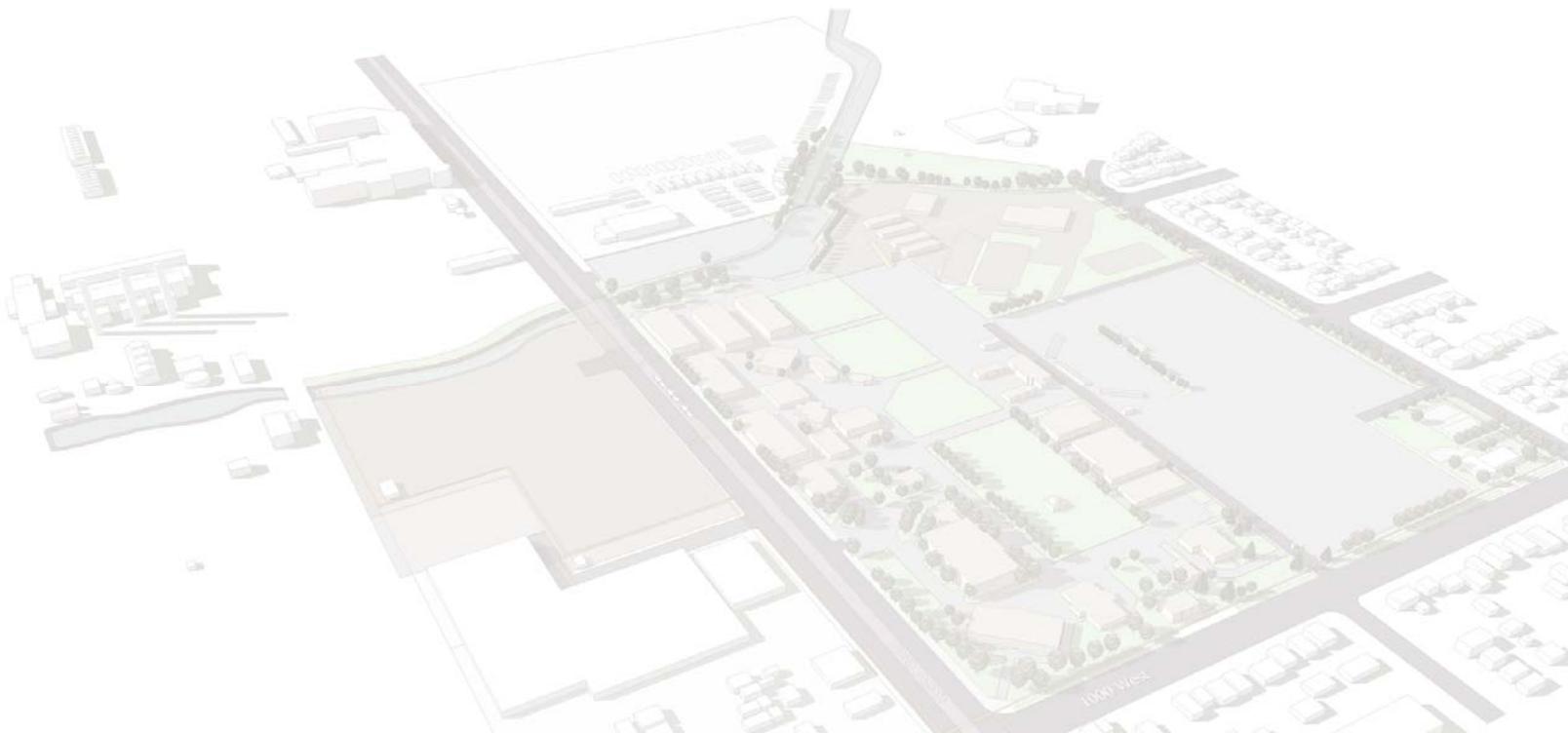
Generally speaking, the application process does not seem to create competition among various rodeo organizers; if an organizer applies for a rodeo it will typically be granted. However, if an organizer applies for a PRCA-sanctioned rodeo during the general time and in the immediate area of a competing PRCA rodeo, the existing PRCA rodeo has the ability to contest the organizer’s application.

20. Approximately 74 miles from Salt Lake City.

21. Rodeos are held during a portion of the dates in a given week.

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 7. New Fairpark



## RELOCATION COSTS

If the Fairpark property is desired for another use, the State must address its obligation to:

*“hold an annual exposition that is called the state fair, includes the exposition of livestock, poultry, agriculture, domestic science, horticulture, floriculture, mineral, and industrial products, manufactured items, and domestic animals that, will best stimulate agricultural, industrial, artistic, and educational pursuits and the sharing of talents among the people of Utah.”*

Options for Fair relocation range from creating a traveling/non-permanent Fair that would have no permanent venue to recreating the Fair in a new location. As a third option, the State may want to create a partnership with one or multiple County Fairs that would provide the option to co-share existing space and utilize new space funded by the State.

The most flexible option is for a traveling fair, but this option also has the most significant constraints as it is assumed there will be multiple sites across the state that will be suitable to accommodate a State Fair at a level of refinement expected of a public facility. A traveling fair may offer potential economic benefits to many regional locations that serve as a destination host for the State Fair, although the consultant team could find no other precedent for a traveling state fair. In order to create a cost effective model, this scenario assumes a traveling fair would be one quarter of its existing size, both in facilities and site. Issues of concern include the lack of 15 to 20 acre parcels to accommodate 75,000 sf of temporary facilities, fencing, support facilities (restrooms, administration, concessions, etc.), approximately 10 acres of available, contiguous parking, and utility access such as water, power, site lighting, services for temporary vendors, rides, and venues. While a site of this description is not impossible to find, the consulting team did have a difficulty locating sites that were:

- that would be comfortable to all types of users, including those with mobility, visual or auditory challenges,
  - and that is within close proximity to population centers, and with roadway systems that could accommodate an influx of 10-15,000 visitors.
- In addition to the annual expense of short-term land lease, acquisition and construction of temporary facilities will be a significant annual expense. The cost of providing 75,000 sf of leased temporary facilities (such as tent structures, portable restroom facilities, fencing) is estimated at \$550,000 annually. The State would have the option of acquiring, storing, transporting and erecting their own temporary facilities. Loss of Fairpark administrative space also means factoring in the replacement cost for administrative and storage facilities.
- Another flexible option is the opportunity for the State Fair to travel and be hosted by existing County Fairs. This partnership would provide a county with the opportunity to host multiple events throughout the year at their site and potentially run back-to-back County and State Fairs. While most Utah Counties do have a fairgrounds, most outside of the Wasatch front are small and would need to be supplemented with additional temporary or permanent facilities. The cost of rental of 75,000 sf of temporary facilities would cost approximately \$380,000 annually. The State could also choose to permanently partner with a single County Fair and utilize both permanent and temporary facilities for a total of 150,000 square feet of venue space (half temporary and half permanent) at a cost of \$380,000 for annual rental and \$20 million in new facility construction cost.
- developed to a sufficient level to accommodate a multi-day event in all weather conditions,

The State also has the option to find a new permanent site for the Fair. This study reviews the options offered through a partnership with Herriman City in Section 7B. In addition to site acquisition costs, development of a new site may require the construction of all civil infrastructure (water, sewer, electrical service, etc.), site amenities (fencing, lighting, landscaped spaces, etc.), required Fairpark branding and signage, and physical facilities (administrative, commercial rental grade facilities, agricultural barns, rodeo grounds, etc.). In order to make a one-to-one comparison, the consultants have estimated the replacement cost for a new 70-acre, 350,000 square foot fair similar in scope and scale to the existing Fairpark at \$160 million, including land acquisition and all of the site improvements noted above.

### Relative Cost Matrix of Full Replacement Versus Traveling Fair

The following matrix of cost does not include the cost of upgrades or installation of civil infrastructure, parking areas, site lighting, or administrative costs.

Table - Relative Cost Matrix

Relative Cost	Traveling Fair	Partnership w/ County Fair(s)	Replacement Costs
Full Replacement	-	-	\$160 million
Partial Replacement (75,000 GSF)	-	\$20 million	-
Temporary Facilities only	\$550,000 <sup>1</sup>	\$380,000 <sup>2</sup>	-

1. Includes delivery, set-up and takedown of event tents, tables, chairs, temporary fencing, restrooms, trash collection, and other sanitation considerations.

2. Includes the delivery, set-up and takedown of event tents, tables, and chairs only.

## POTENTIAL SITE FOR FAIR RELOCATION - HERRIMAN

As part of this study process, Herriman City contacted the consultants and expressed an interest in hosting the State Fair. Herriman has an option to buy 155 acres located at 11800 South and 6400 West which would be adjacent to a large 80-acre park and sports complex planned by the City. The City is willing to absorb the cost of getting all infrastructure to the site, including water, sewer, storm and roads.

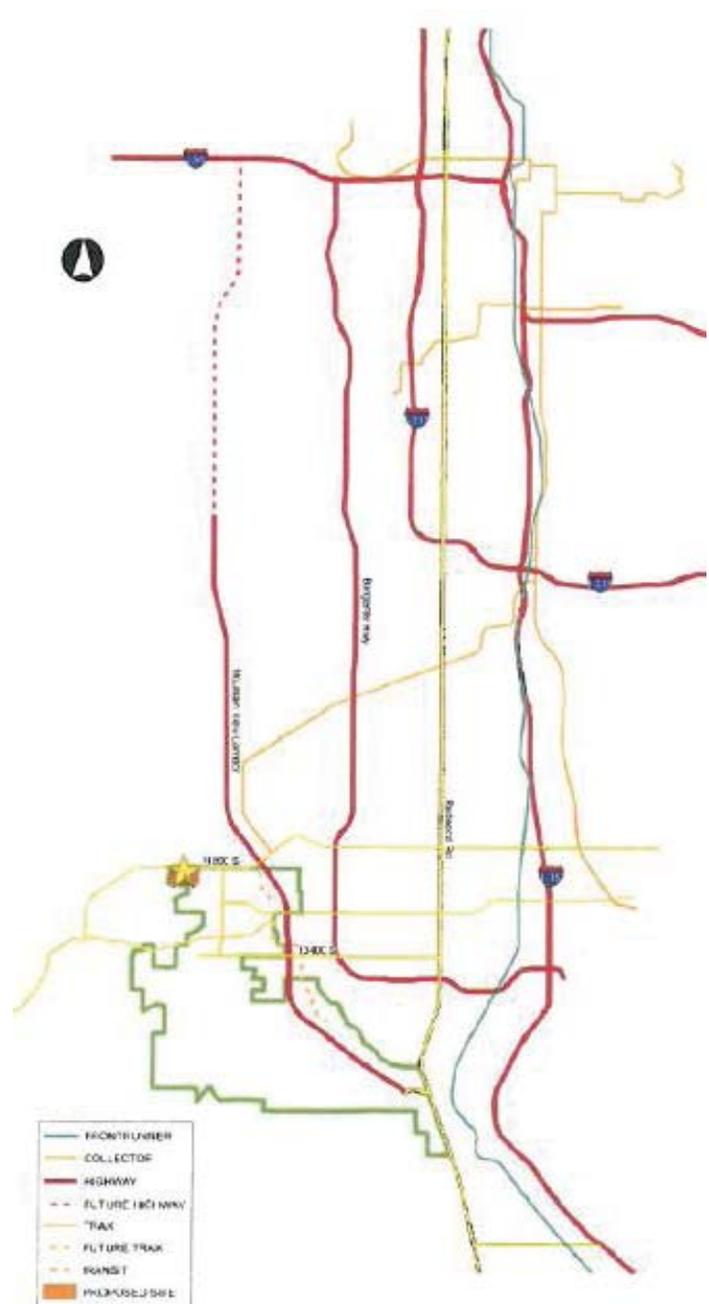
The Herriman site would allow for expansion of the Fair to a size more similar to that seen at other state fairs; the current site on North Temple is constrained with no expansion opportunities. The Herriman site was just annexed into the City and sits on the current western edge of the City. It is anticipated that future development could “grow up” around the fair site and would be mainly medium and low-density residential development. Part of the appeal of the new site would be the ability to control adjacent land uses in a way that the current Fairpark site is unable to do.

Herriman feels that the site is excellent due to its easy access only 1.5 miles off of Mountain View Corridor on 11800 South. Further, a TRAX station is slated to be built within 1.3 miles, at 11800 South and 5600 West, within two years.

There has been some interest in having 11800 South extend westward through Butterfield Canyon to Tooele County, thus shortening the travel time and distance between that County and the South Salt Lake Valley. The distance between Herriman and Tooele City, via 11800 South, would be approximately 15 miles on a canyon road.

The potential fairpark site is also located on the City’s trail system, thus adding to the appeal of the site and connectivity with other parts of the community.

The southern part of the Salt Lake Valley is experiencing rapid growth, with the highest growth rates in the County. Utah County, Herriman’s neighbor to the south, is also experiencing rapid growth which could serve to increase fair attendance.



Regional connectivity map including potential site

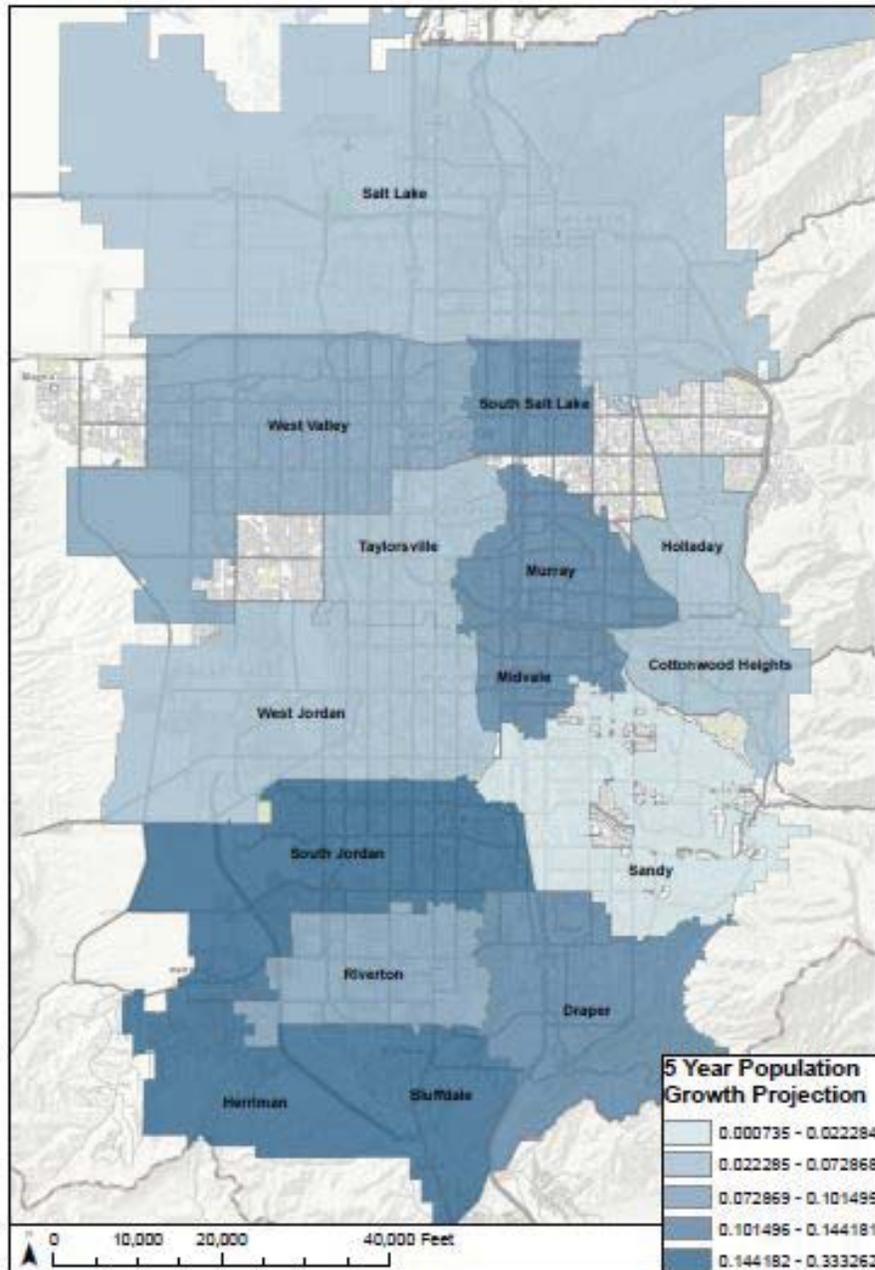


Figure- 5 year population growth rates in Salt Lake County

There is a larger population within one, five and ten miles of the current Fairpark site on North Temple than within similar radiuses of Herriman. In fact, the current population within ten miles of the existing site is roughly 44 percent greater than at Herriman.

However, by 2030, this dynamic shifts somewhat. At that time, Herriman is projected to have a larger population, by nearly 13 percent, within a five-mile radius; the existing site will continue to have a larger population within ten miles, but declining to only nine percent greater than the population in the radius surrounding Herriman.

Area	Census Tract 1006 (Fairpark Neighborhood)	Salt Lake County	Herriman Site (Tract 1131.07)
	20,161	NA	7,990
Current Population within 1 Miles	197,321	NA	134,789
Current Population within 10 Miles	691,967	NA	481,712
2030 Population within 1 miles	23,098	NA	18,669
2030 Population within 5 miles	216,784	NA	243,937
2030 Population within 10 miles	745,825	NA	684,423

Source: 2012 ACS, WFRC TAZ Zones, ZBPF

Herriman City has provided the following diagram showing a potential layout for the fairgrounds, as well as its plans for a 43-acre park to the south. An additional 40 park acres are also planned for the east side of 6400 West.



Figure- Potential site layout diagram

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 8. State of Utah Office Needs in Salt Lake County



## CURRENT NEEDS

The Fairpark consulting team has worked to coordinate with the State of Utah to develop an understanding of the long term needs of State agencies that may find relocation to new facilities constructed on the Fairpark site as a viable option. The consultants have developed a baseline understanding for employee growth across multiple state agencies within a ten mile radius of the state capital. Extrapolating from the growth and baseline conditions, a potential future configuration for employee growth has been established and has been used in the scenario planning exercise. In order to understand demand, both in terms of the space needs and priorities of the Fairpark, as well as those of the State of Utah, the consultant team is working with Lee Fairbourn, DFCM Real Estate and Debt Manager, and other State agencies to understand space demand and planning for all non-higher education agencies.

The work in this phase includes the following:

- Review of published materials provide by DFCM or by open records access,
- Benchmark consolidated state-owned office building spaces with building managers,
- Research projected employee growth rates with the Department of Human Resources,
- Review of State Fairpark Studies, toured facilities, and held on-going discussions with Fairpark staff, and
- Discussions with staff of DFCM.

As was thoroughly noted in Performance Audit No. 14-01, Performance Audit of State Buildings and Land, there is no current single resource documenting non-higher education space holdings, leased or owned, available at this time from DFCM, the Division of Risk Management, the Department of Human Resource Management, or individual state entities. Trends have been established through a review of Audit 14-01 data and findings and discussions with staff. The Fairpark Master Plan consultant has utilized trending data which provides a general picture of needs for this study, although more detailed data would be beneficial for the long term accuracy of decision making.

## FUTURE NEEDS

A number of data sets were considered in planning for future office space needs in Salt Lake County:

- a review of potential future building occupants, including those currently housed in office space leased or owned by the State,
- employment projections based on population growth projections in Salt Lake County, and space utilization analysis of current State leased and owned facilities.

Fourteen leases for office space in Salt Lake County could potentially be consolidated into a state-owned office building, as per information found in Audit 14-01 plus additional information from DFCM. These leases total \$5,121,000 in annual lease expense that could possibly be saved by the state. Lease expiration dates range from 2013 to 2020. While leased office space may be beneficial for an agency whose needs may change rapidly, the state may benefit from housing agencies with more stable needs in state-owned buildings. The list that follows summarizes 14 leases that could potentially be consolidated in a multi-agency state office building.

Table - Current State Office Use in Salt Lake County

Agency	Building Function	City	Square Feet	Annual Lease	# FTEs from Lease DF9
Health	IT Development	SLC	25,000	\$203,000	
DHS	Resource Recovery	SLC	72,000	\$1,635,000	
GOED	Administration	SLC	24,000	\$509,000	
Insurance	Admin / Fraud Division	SLC	5,253	\$99,807	14
MedEd		SLC	2,383	\$49,566	7
SITLA	Administration	SLC	22,226	\$450,409	55
CCJJ	Crime Victims Reparations	SLC	9,000	\$121,000	
Education	DDS-Rehab	SLC	27,000	\$708,000	
Gov Office	Gov Council - Persons with Disabilities	SLC	2,000	\$41,000	
DFI	Administration	SLC	10,543	\$176,199	51
USOR		SLC	9,484	\$254,290	15
USOR		SLC	27,300	\$701,337	120
CCJJ		SLC	7,974	\$120,566	15
DSPD		SLC	3,487	\$51,956	8
<b>TOTAL</b>			<b>247,650</b>	<b>\$5,121,133</b>	<b>285</b>

Lease space typically does not include all necessities and amenities, such as lobby, restrooms, mechanical and electrical rooms, etc. utilized by lessees. Thus, by applying a net to gross ratio of 1:1.35 the state would need approximately 87,000 square feet of space for a total of 334,328 gross square feet. In 2011 DFCM constructed a multi-agency office building in Salt Lake City at an average cost of \$224 per square foot, excluding the land. Assuming DFCM could construct a similar building to fulfil space needs of all leases noted above at a similar cost, the building would cost approximately \$75 million.

The Fairpark consultant will continue to compile a summary of leases, as information becomes available. To date these fourteen leases provide data that have been compared to State owned facilities. The goal of this comparison is to understand differences in space use between leased and State-owned space. This information was coupled with data from two Salt Lake City facilities, the DNR and Multi-Agency Office Building, to illustrate averages from a cross section of State-owned facilities.

Table - Current State Office Building Utilization in Salt Lake County

Agency	Building Function	City	NSF	# FTEs from Lease DF9	GSF	GSF / FTE
Insurance	Admin / Fraud Division	SLC	5,253	14	7,092	507
MedEd		SLC	2,383	7	3,217	460
SITLA	Administration	SLC	22,226	55	30,005	546
DFI	Administration	SLC	10,543	51	14,233	279
USOR		SLC	9,484	15	12,803	854
USOR		SLC	27,300	120	36,855	307
CCJJ		SLC	7,974	15	10,765	718
DSPD		SLC	3,487	8	4,707	588
<b>TOTAL</b>		<b>SLC</b>	<b>247,650</b>	<b>285</b>		<b>532</b>

Building	Building Function	City		# FTEs	GSF	GSF / FTE
DNR	Dept Natural Resources	SLC		480	175,311	365
Multi-Agency	DHS, DEQ	SLC		780	257,390	330
						<b>348</b>

The data illustrates that currently buildings built for the specific purpose of housing state employees and the functions of departments and divisions, are more space efficient than leased space per employee. The average gross square feet per fulltime employee (GSF/FTE) is 532 gsf in lease space and 348 gsf in state-owned space. This efficiency may be able to be duplicated thru the construction of a new multi-agency office building(s), and thus the projected 334,328 gross square feet to replace lease space noted above may be smaller.

The Fairpark consulting team has compiled data representing average space utilization of state-owned non-higher education properties. In addition to potential office space demand from limited future leases, the consulting team has projected office space demand within the SLC area out to 2050. Under study is a review of employee growth projections from the Department of Human Resources and the implications of growth within the Salt Lake County on potential office space demand at the Fairpark site. The goal is to understand any pent up demand that exists with agencies in state-owned buildings, which may need to be added to the demand from lease space totals.

Currently, the State has developed a building design to accommodate three state agencies at a new State Unified Laboratories, Module Two building in Taylorsville, adjacent to Module One adjacent to the Calvin Rampton Complex. This facility will accommodate the State Office of the Medical Examiner (OME), Department of Agriculture and Foods labs, and Department of Public Safety Forensic Services Division. None of these entities have been included in the current summary of space needs.

There is only one other current request for replacement space. As noted in the Utah State Building Board Five Year Building Program for State Agencies and Institutions - General Session 2014, the Department of Agriculture and Foods request for a replacement administration, seed lab, motor fuels, and metrology lab is covered in the requested 52,000 sf. This potential construction project has been aggregated with other state-owned space needs in the following chart.

Table - Project State Offices Needs in Salt Lake County with Potential Lease Savings

Office Space Type	2015	2020	2030	2040	2050
State Office Leases (GSF)	134,000	200,000			
Lease Savings	\$2,048,000	\$3,073,000			
State-owned SLCo Office Need (GSF)	52,000	323,000	351,000	367,000	336,000
<b>Total Office Space Need</b>	<b>168,000</b>	<b>523,000</b>	<b>351,000</b>	<b>367,000</b>	<b>336,000</b>
Cumulative Office Need (GSF)	168,000	629,000	1,042,000	1,409,000	1,745,000

It is clear from these findings that not only is there immediate demand for a multi-agency state office building, but there will be continuous demand. In the current market it is more cost effective to construct State-owned office space than leasing office space. This study did not include space needs assessment for higher education, corrections, DOT, or other irregular space needs such as parks or liquor stores, but solely focused on standard office space needs that could be accommodated in a multi-agency office building.

CRSA utilized Governor's Office of Planning and Budget to complete employment projections. The two most recently constructed State office buildings were used to benchmark standard space use per employee (GSF/FTE). The average gross square feet per full time employee (GSF/FTE) is 532 gsf in lease space and 348 gsf in state-owned space. Projections in the table utilize more conservative space projections of approximately 280 GSF/FTE. These two data sets, population growth and GSF/FTE, were the mechanisms around which the team created the office space needs projections. As a more conservative approach was taken, cumulative office space need may be considerably more than the 1,745,000 GSF noted by 2050.

In order to accommodate immediate and long term office space demand, the State of Utah may want to craft a proactive approach to space needs projections and land planning. This study did not take into consideration land holdings in Salt Lake County or other areas of metropolitan Wasatch Front to make recommendations to future office space construction. The State of Utah will need to balance land value for development of the Fairpark site, whether public or private, with long range space needs for future office space along with land acquisition and site development costs. It is clear that if the Fairpark were not occupied by the State Fair, it could be utilized as a land bank and developed by the State over time to serve the needs of office space demand of State government. If the State so deemed, all 71-acres could be built out within the next 50 years for multiple State multi-agency office buildings to accommodate the demand noted.

Fairpark replacement space needs, while not represented in this section, are presented in Section 6. A range of options are presented to address the potential of the Fair becoming a traveling exhibition, a guest at other county fair sites, or a newly developed permanent Fairpark in another location.

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 9. Scenario Development Data



## MARKET RESEARCH

ZBPF has conducted a market analysis for the Fairpark site, including two development scenarios that are based on the assumption that the Fair will move to another site and that the entire Fairpark site will be redeveloped. Of course, in addition, there is always the option that the Fair will continue to take place at the current site. The various scenarios are summarized as follows:

- Fair remains at current North Temple Fairpark site;
  1. Fair remains with current operations
  2. Fair remains with expanded operations
- Fair moves to another location and site is redeveloped as:
  1. Office/technology park.
  2. Mixed use, transit-oriented development; or

If the Fair moves to another site, a review of broker data, as well as interviews with brokers and developers, suggests that the most likely uses for the Fairpark site include office, technology park, higher-density housing, hotel, recreation and limited retail use.

Industrial development is not considered to be a viable use for this site due to: 1) integration with surrounding neighborhoods; and 2) high visibility on the North Temple corridor that serves as a gateway to downtown Salt Lake City.

The analysis includes current conditions in the office, retail and housing markets, followed by potential development scenarios, including absorption timeframes and densities of development.

### Current Conditions

#### Office

A review of broker data provided by Commerce Real Estate Solutions suggests that office market conditions are improving considerably in the northwest section of the City. Office vacancy rates have decreased from a high of 23 percent in 2010 to 8.2 percent in 2013 in the northwest sector. After two years of negative absorption (2009 and 2010), absorption picked up to nearly 250,000 square feet of space in 2012, followed by approximately 178,000 square feet in 2013. Class A and Class B rents have increased since 2009, although Class C rents have not reached their former levels.

Table - Northwest Office Market and Salt Lake Valley Comparables

Office Market	2009	2010	2011	2012	2013	Average
Vacancy	21.39%	23.00%	16.81%	11.80%	8.20%	16.24%
Absorption SF	(94,154)	(60,687)	57,341	248,767	177,889	65,831
Class A Rents	\$19.54	\$19.12	\$19.17	\$21.26	\$22.84	\$20.39
Class B Rents	\$17.25	\$17.22	\$17.18	\$17.52	\$17.96	\$17.43
Class C Rents	\$15.48	\$14.86	\$15.10	\$12.93	\$13.81	\$14.44
Overall Rents	\$17.31	\$16.97	\$16.99	\$16.48	\$16.61	\$16.87
2013	Northeast	Northwest	Centraleast	Centralwest	Southeast	Southwest
Vacancy	7.6%	8.2%	13.6%	17.9%	9.0%	4.6%
Absorption SF	98,117	177,889	292,874	66,298	200,174	17,170
Class A Rents	\$28.89	\$22.84	\$29.01	\$21.00	\$23.53	\$23.18
Class B Rents	\$20.15	\$17.96	\$19.21	\$19.00	\$19.24	\$18.00
Class C Rents	\$14.46	\$13.81	\$15.15	\$13.61	\$16.88	NA
Overall Rents	\$19.61	\$16.61	\$19.13	\$17.55	\$21.23	\$22.40

The northwest sector has shown strength in the office market - even when compared with the Centraleast and Southeast sectors that are fueled by significant development at Old Mill, Minuteman IV in Draper and Sandy Park Center. Office development in the northwest sector should be attractive given the short distance to downtown and the easy access (10-minute drive) to the Salt Lake City International Airport.

Further, the recent development of mixed use space in the downtown City Creek Center may serve to increase the attractiveness of the overall downtown area and shift some demand away from suburban development. While demand has increased significantly over the past three years (2011 – 2013), interviews with brokers suggest that much of the demand has been in the suburban markets.

### *Retail*

In contrast, the northwest retail market has not seen much absorption of space since 2009. Vacancy rates are lower in 2013 than they were from 2010 - 2012, decreasing slightly from rates of over ten percent from 2010 through 2012.

Table - Northwest Retail Market and Salt Lake Valley Comparables

<b>Northwest Retail Market</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
Total Market SF	876,650	876,650	876,650	892,089	892,089
Vacancy	5.65%	10.25%	10.22%	10.20%	9.40%
<b>Retail Sector - 2013</b>	<b>Market SF</b>	<b>Vacancy</b>	<b>New Construction</b>	<b>Absorption SF</b>	
Northeast	5,578,911	5.0%	NA	116,537	NA
Centraleast	6,266,157	12.3%	NA	129,298	NA
Southeast	9,864,249	5.9%	4,957	160,612	NA
Northwest	892,089	9.4%	NA	6,718	NA
Centralwest	7,386,752	11.0%	39,029	207,264	NA
Southwest	8,863,505	1.6%	30,507	131,892	NA
<b>TOTAL</b>	<b>38,851,663</b>	<b>6.9%</b>	<b>74,493</b>	<b>752,321</b>	<b>NA</b>

The northwest sector lacks retail space when compared with the other geographic sectors in the City. This may be due to several factors, including the proximity of goods and services in the downtown area (I-15 is the dividing line with the Northeast sector) and generally lower household incomes for households surrounding the Fairpark.

As the map below shows, there is a small cluster of retail businesses at 900 West, but no significant, defined retail shopping destinations along North Temple.

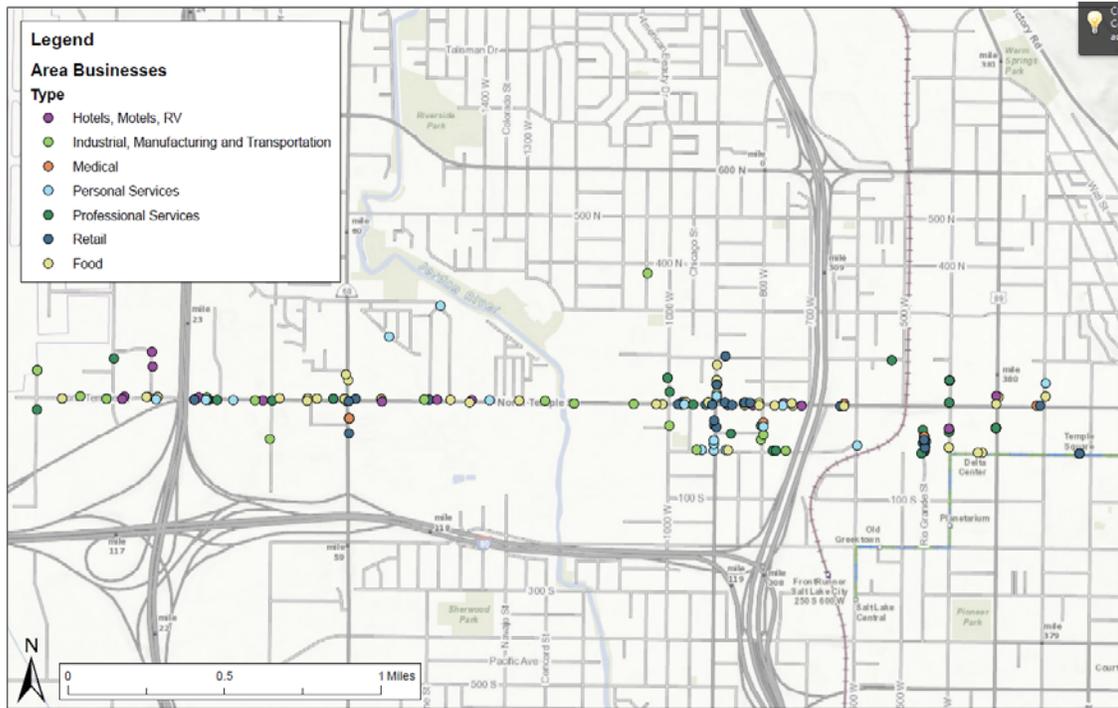


Figure- North Temple Corridor Area Businesses

Eating places are scattered along the corridor but, with the exception of Red Iguana, there are no retail food outlets that draw people into the area from outside the area.

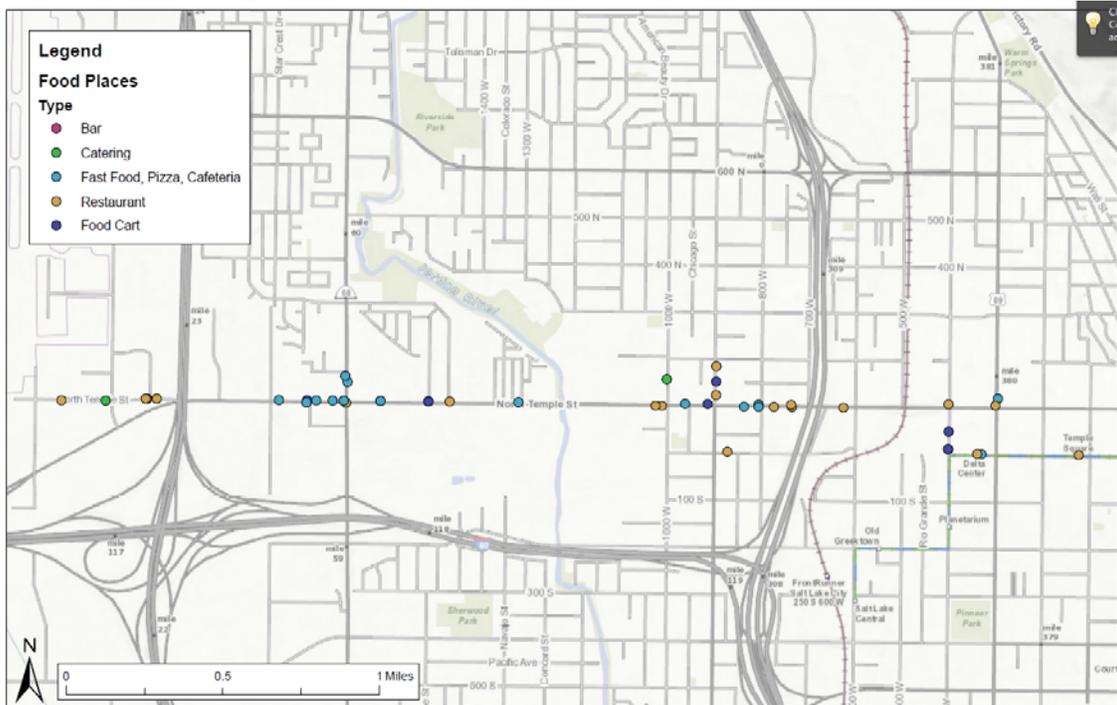


Figure- North Temple Corridor Food Places of Business

*Housing*

The 2015 population of the neighborhoods surrounding the Fairpark on the North Temple corridor is 11,436 persons. The population is projected to increase to 13,191 persons by 2030 based on the area shown in the figure below.

This is a very slow growth rate that averages less than one percent growth per year. This is due to the fact that the area is largely built out and future growth will need to come from increased densities in development.

Table - Population Growth along North Temple Corridor, 2015-2030

	<b>2015</b>	<b>2030</b>
Population	11,436	13,191

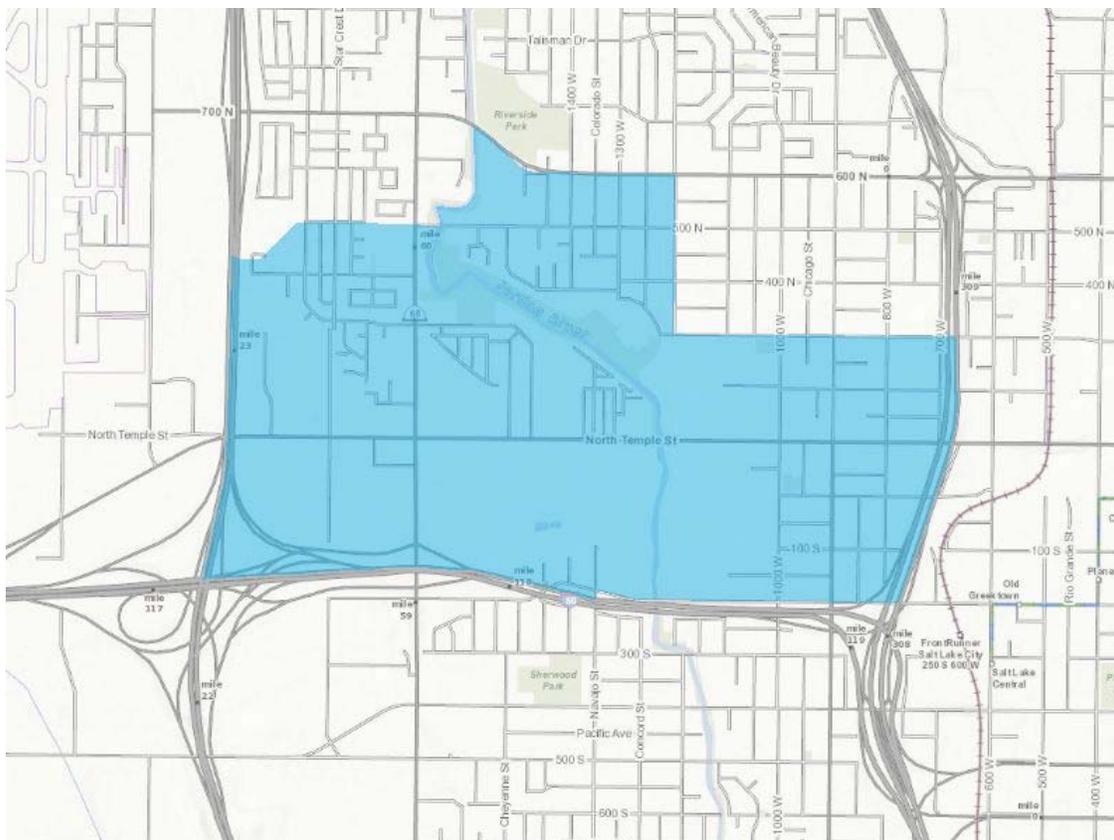


Figure- North Temple Corridor Study Area for Population and Employment

The following maps show the population densities by TAZ Zone in Salt Lake and the Fairpark area, both in 2015 and in 2030. Although the area around the Fairpark (shown in the figure above) is expected to

grow in total population, some of the TAZ areas are projected to decrease in density despite the overall total growth.

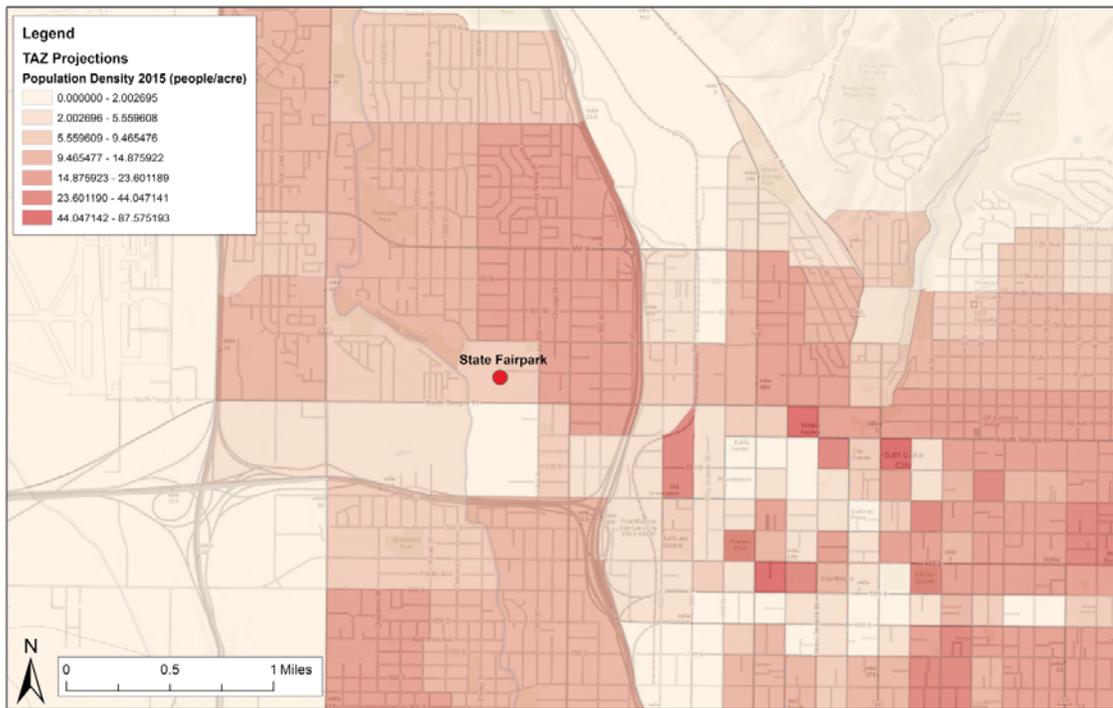


Figure- Population Density 2015

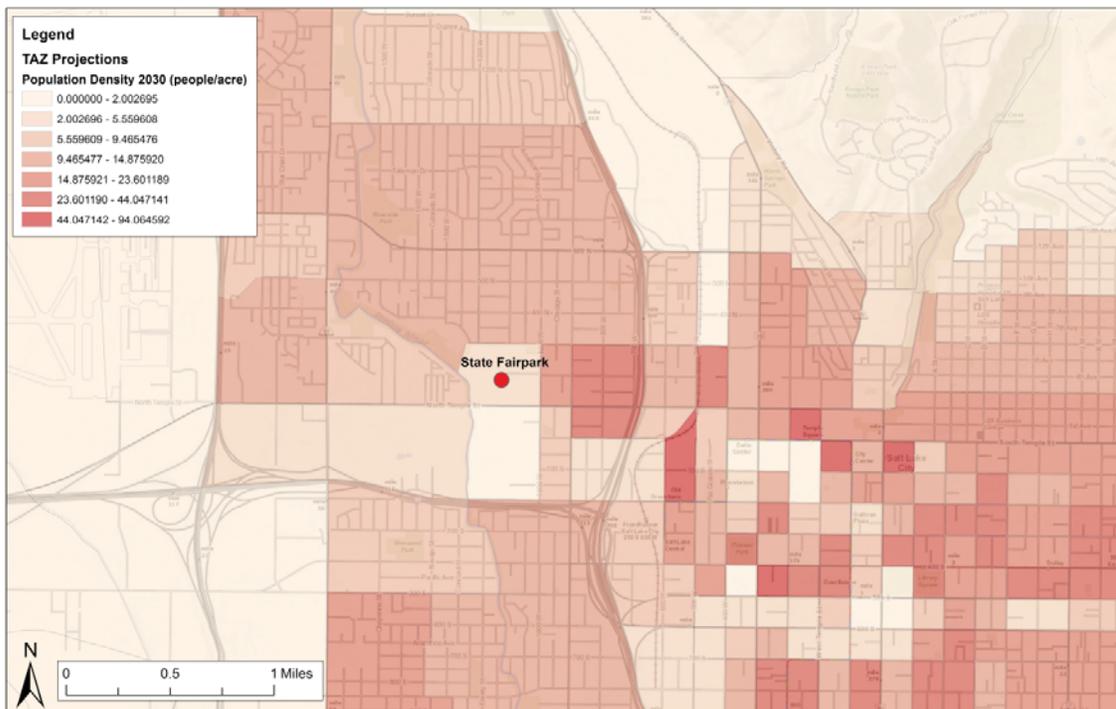


Figure- Population Density 2030

Since the year 2000, there has been an average of 1,711 multi-family building permits issued annually in Salt Lake County, and an average vacancy rate of 5.6

percent. The highest number of permits issued was 3,568 in 2009, with the lowest year in 2013, with 442 permits issued.

Table - Multi-Family Building Permits, Salt Lake County, 2000-2013

Year	Building Permits	Vacancies
2000	1,343	4.7%
2001	1,871	4.6%
2002	1,610	8.0%
2003	2,407	6.8%
2004	1,571	7.4%
2005	2,335	5.7%
2006	1,576	5.7%
2007	1,950	4.3%
2008	2,408	5.0%
2009	3,568	7.2%
2010	901	6.5%
2011	1,136	4.8%
2012	841	4.1%
2013	442	3.8%
Average	1,711	5.6%

Source: University of Utah Bureau of Economic and Business Research; REIS

### Employment

Employment in the study area is anticipated to increase at the slightly faster rate of 1.34 percent per year (in comparison to the population that is projected to increase at less than one percent per year) from 2015 to 2030. The 2015 employment

along the North Temple Corridor stretching between I-15 and I-215 is 9,870. This number is projected to increase to 12,051 employees by 2030. There are many State office buildings located along North Temple and the larger area (beyond the North Temple corridor) brings in many employees daily.

Table - Employment Growth along North Temple Corridor, 2015-2030

	2015	2030
Employment	9,870	12,051

The following maps show the employment density in the surrounding area by TAZ Zone both in 2015 and in 2030. As with population, the study around the

Fairpark is expected to grow in total employment, but there are areas projected to decrease in employment density by 2030.

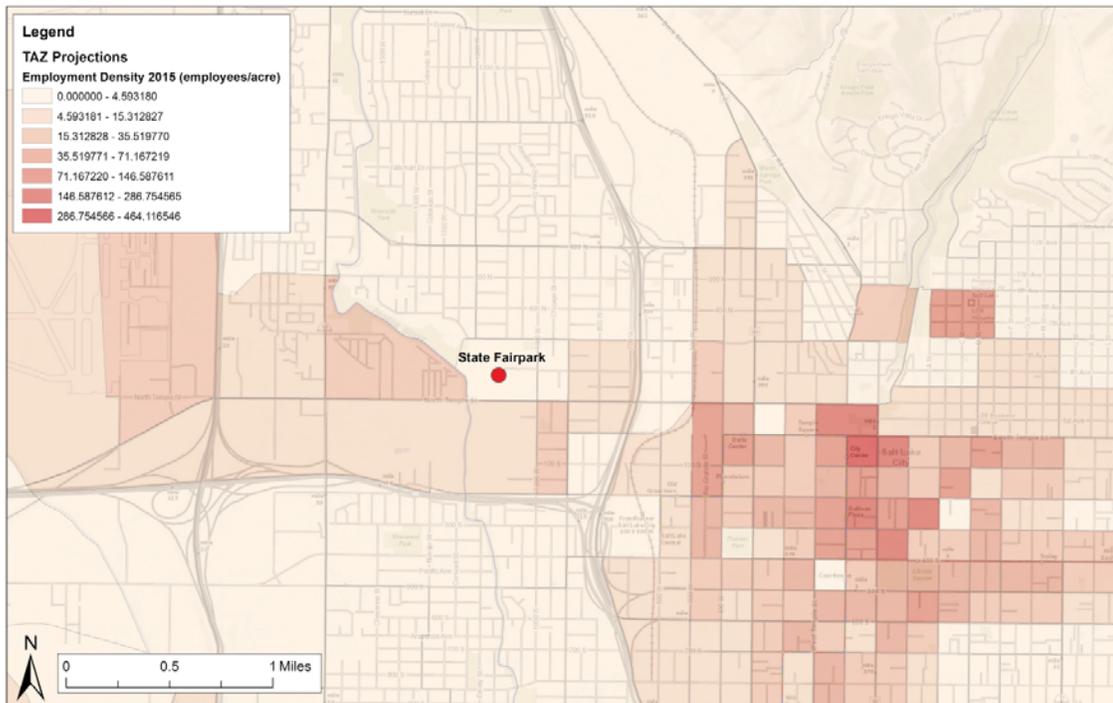


Figure- Employment Density 2015

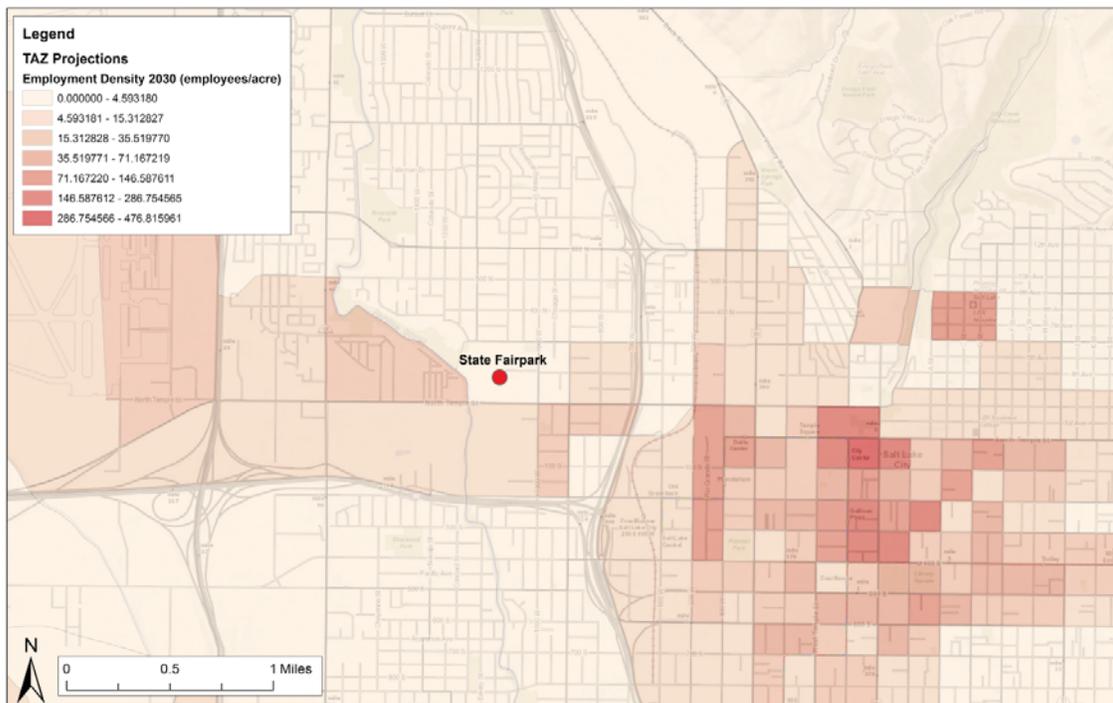


Figure- Employment Density 2030

## DEVELOPMENT ASSUMPTIONS FOR SCENARIOS

Under all development scenarios, the interviews and research suggest that the Jordan River Parkway is underutilized and should be more fully integrated with the site. Development could include a boat dock, kayaks/bikes for rent, picnic tables or pavilions.

### Scenario 1A Baseline

If the Fair remains at the current Fairpark site, and if space needs can be more efficiently arranged or parking structures built so that some additional space is available for development, the most likely development scenario is for State office space to co-locate with the Fair.

Residential development needs a buffer from Fair uses, and the available space would likely be too small to attract any significant private office development. Based on information provided by the State of Utah, with leases due to expire within the next few years, the State could use 320,000 to 420,000 square feet of office space at the Fairpark site. There are many other State buildings located along North Temple and so this use would be compatible with the general character of the neighborhood. Retail at the site would be limited to sandwich shops and lunchtime-eating establishments. Convention space would be added, based on the Populous Study, as well as 4,000 seats in the rodeo arena.

Table - Baseline Fair Scenario Development Assumptions

Scenario 1A - Fairpark Remains	Acres	Units / SF	Units / SF per acre	Floor Area Ratio
State Office Buildings	8.9	320,000	35,955	0.83
Retail (sandwich shops, etc.)	1	10,000	10,000	0.23
Convention Space	NA	30,000	NA	NA

The drawbacks to this scenario are twofold: 1) a minimal amount of this development would generate any tax revenues and the site is located in an existing tax increment area that just began receiving tax increment in 2013; and 2) no funds would be generated by selling any portion of the property that would allow funds to be invested back into the property for much-needed capital improvements.

On the other hand, the advantages of this site are that many in the local neighborhoods feel an attachment to the Fairpark as part of their “community fabric.” The State has also made a recent investment in the barns in order to renovate them for better Fairpark use.

### Scenario 1B Enhance Existing Fair

Scenario #1b assumes that the Fair remains at the current site, but that it has expanded facilities, including a 30,000 square foot convention facility, and that the rodeo arena is expanded by 4,000 seats - similar to scenario 1a above. This scenario also assumes that the State office buildings would all be built on the White Ballfield site. However, this scenario also adds 75,000 square feet of additional commercial space.

This scenario adds 75,000 square feet of commercial space, which may include a wide range of uses such as international markets, flea markets, technology/innovation marketplace, etc.

Table - Enhance Existing Fair Scenario Development Assumptions

<b>Scenario 1B - Fairpark Remains</b>	<b>Acres</b>	<b>Units / SF</b>	<b>Units / SF per acre</b>	<b>Floor Area Ratio</b>
State Office Buildings	8.9	320,000	35,955	0.83
Retail (sandwich shops, etc.)	1	10,000	10,000	0.23
Commercial	NA	75,000	NA	NA
Convention Space	NA	30,000	NA	NA

A fixed market to the fairgrounds could provide additional revenue to the fairgrounds and generate increased sales in the area. Two examples of successful markets include the Portland Saturday Market and Cincinnati's Findlay Market.

*Portland Saturday Market:*

This is a handmade-craft market that runs Saturdays and Sundays from March through December. An estimated one million people attend the market each year, with total annual sales of approximately \$10 million. Approximately 400 vendors participate in the market each year. The first week in July through October features children's activities, including puppet shows, science fairs, juggling school, and creative arts.

*Cincinnati's Findlay Market:*

Open Tuesday through Sunday, the year-round market features two dozen indoor merchants that sell meat, fish, poultry, produce, flowers, cheese, deli, and ethnic foods. On Saturdays and Sundays from April to November the market also hosts a Farmer's Market with dozens of outdoor vendors, street performers, and special events. The market's estimated annual attendance is 1.3 million, bringing \$30 million in annual sales.

Similar markets exist throughout the country, including Faneuil Hall Marketplace in Boston and Pike Place Market in Seattle. While these markets can serve as examples of possibilities at the Fairpark, they differ from a Fairpark market in that they are located in city centers. Research of other state fairs indicates that many fairparks host markets during non-fair

months, including flea, farmers, and international markets. These markets provide additional revenues for fairparks when the fair is not taking place. Furthermore, many fairparks from the matrix, including Arizona, Illinois, Kansas, New Mexico, North Dakota, Oklahoma, and Oregon, continue to host flea markets, usually on a monthly basis, despite not being located in city centers.

When talking to residents near the Fairpark, a common request was to incorporate an international market at the Fairpark. An international market could highlight the diverse demographics in the area, especially the relatively large Hispanic and Latino population.

**Scenario 2 Office Center**

Scenario #2 assumes that the Fair is relocated and is replaced by a combination of housing and office, but at slightly lower densities than scenario #3. As with the other scenarios, it assumes 320,000 square feet of State office space. It also assumes some support retail space, similar to Scenario 3, as well as including development of a hotel.

Interviews with the University of Utah suggest that the University is not looking for additional research park space at any time in the near future. Some interviews with other entities had suggested that the Fairpark site, with its TRAX location, would be a convenient extension to the existing research park, also located on TRAX.

If a technology park is desired, the State may need to hold portions of the land for a period of time. This model was used for the BDO development in Ogden, with Boyer Company taking down approximately 30 acres per year. However, because BDO was an industrial-type development, the takedowns were much larger than would be expected with office development.

Hotel development would likely be for a lower-service hotel, such as a Hampton Inn, Hilton Garden Inn or Marriott Courtyard. A full-service hotel would likely not be feasible on the site. Hotel development for a lower-service hotel would require about three acres and would include approximately 100 rooms. In comparison, a full-service hotel requires 6-7 acres. The hotel development would not occur until a significant amount of office development takes place.

Table - Office Center Scenario Development Assumptions

Scenario 2 - Office Center	Acres	Units / SF	Units / SF per Acre	Units / SF Absorbed per Year	Absorption Timeframe - Years
Hotel	3	100	NA	NA	10
Housing (condominiums)	26.5	662.5	25	120	5.5
State Office	8.9	320,000	35,955	NA	NA
Office	27	541,015	20,038	50,000	10.8
West Side Acres	1.5	NA	NA	NA	NA
Retail (hotel & office lower floor portion)	NA	50,000	NA	NA	10.0
TOTAL	66.9	NA	NA	NA	NA

### Scenario 3 Transit Oriented-Development (TOD)

If the Fair moves to another location, the site, located at a TRAX station, has the potential for transit-oriented, mixed use development. Easily accessible to the airport and downtown, TOD should thrive at this location. Because the site is so large and the potential is significant, the State can send out a Request for Proposal (RFP) or Request for Qualifications (RFQ) to major national developers, rather than rely solely on the local developer market for the redevelopment of this area. Funds raised from the sale of land under this scenario could be used to establish a State Fair at another location and to build the Fair with modern facilities that will require less in annual operations and maintenance costs. However, the initial capital contribution to a new site could be substantial.

Because the surrounding neighborhoods feel some affinity to the Fairpark site, perhaps a portion of the proceeds from sale of the land could be returned

to the community through a recreation center, improvements to the Jordan River Parkway, or some other amenity desired by the local neighborhoods.

#### *Housing*

High-density housing (30-units per acre) would be apartments, with an average all-in cost per door ranging from \$90,000 - \$110,000. The apartments should be separated somewhat, if possible, from the condominiums.

The condominiums could range from \$125,000 to \$150,000 per unit for approximately 1,000 square feet (1-bedroom of about 300 sf) and could thereby be an attractive alternative to the high-end residential units at City Creek which are averaging about \$350 per square foot for units of a similar size. The apartment and condo units should include a mix of unit sizes; the previous example was simply for the purposes of cost comparison. Housing could also encompass live-work units.

Interviews suggested that the market could absorb, on average, 135 residential units per year (apartments and condominiums combined), with one developer even suggesting as high as 200 units per year.

### Office

If the State adds some office space to the development, it will provide a good anchor tenant and will speed up the absorption timeframe for office space. The office absorption timeframe will depend on the rents charged for the office space. Based on discussions with local developers, this would not be Class A space, but would rather provide a lower-cost alternative to downtown, with close proximity to downtown. As such, it might be attractive to technology-oriented companies looking for a more casual environment than downtown, but with all of the conveniences of downtown.

Based on interviews with brokers, as well as historical trends in the office market, the rents charged should range between \$17 and \$18 per square foot. This

would allow for the office acreage to be absorbed in a timeframe of roughly ten years. Historically, the northwest part of the City has averaged 65,000 square feet absorption per year, but that includes the downturn in 2009 and 2010 when there was negative absorption. In 2012, absorption in this part of the City reached nearly 250,000 square feet, and in 2013 there were nearly 179,000 square feet absorbed. Therefore, this area may be able to absorb roughly 40,000 square feet per year at this site.

### Retail

The site is not a major retail destination, but could include support retail for the residential and office development in the area, including restaurants, coffee shops and potentially even a small market that could focus on the international flavor of the area – including the airport and the diversity of the surrounding neighborhoods. There is a relatively strong Hispanic and Latino population in this part of the City when compared with other areas countywide.

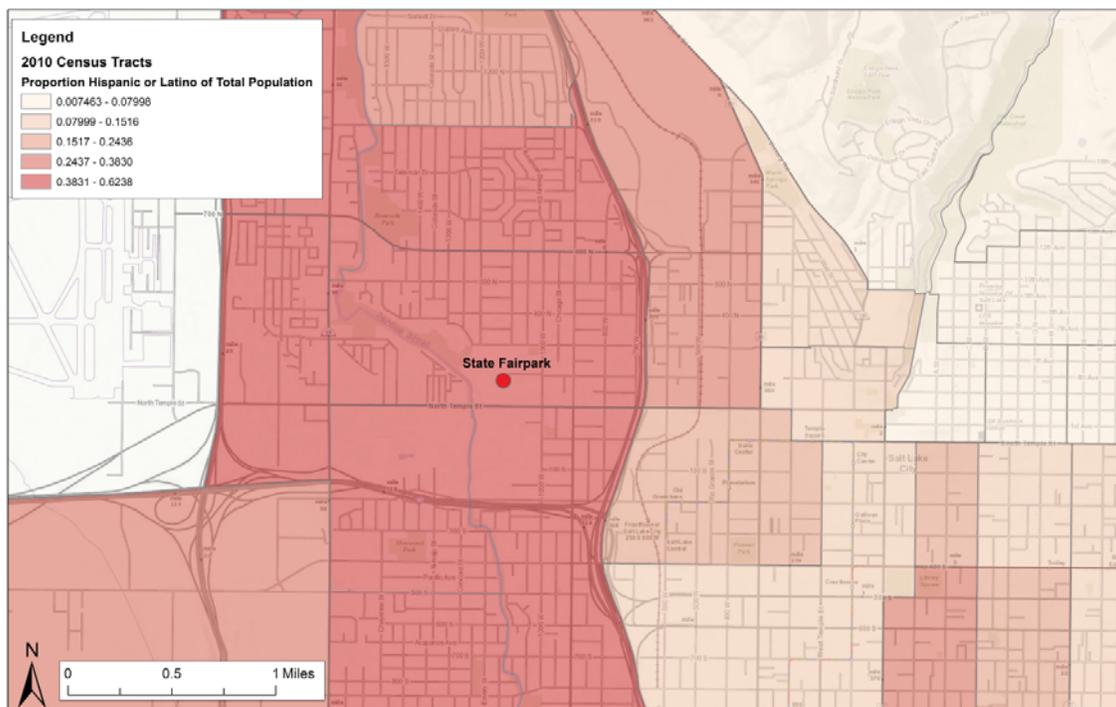


Figure- Hispanic and Latino Population

Table - Transit-Oriented Development (TOD) Scenario Development Assumptions

<b>Scenario 3 - TOD</b>	<b>Acres</b>	<b>Units / SF</b>	<b>Units / SF per Acre</b>	<b>Units / SF Absorbed per Year</b>	<b>Absorption Timeframe - Years</b>
Apartments	15	450	30	75	6.0
Condominiums	18.5	370	20	60	6.2
State Office	8.9	320,000	35,955	NA	NA
Office/Retail	20	400,752	20,038	40,000	10.0
Hotel	3	100	NA	NA	10.0
West Side Acres	1.5	NA	NA	NA	NA
Retail (lower front floor of office only)	NA	50,000	NA	5,000	10.0
<b>TOTAL</b>	<b>66.9</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>

### Minimum Absorption Timeframe

While not an officially-selected scenario that would capitalize on transit-oriented development or the development of a large office complex, the following timeframe is designed to identify the combination of uses that would allow the site to be absorbed in the shortest timeframe.

Table - Minimum Absorption Timeframe

<b>Minimum Absorption</b>	<b>Acres</b>	<b>Units / SF</b>	<b>Units / SF per Acre</b>	<b>Units / SF Absorbed per Year</b>	<b>Absorption Timeframe - Years</b>
Apartments	19	570	30	75	7.6
Condominiums	22.5	450	20	60	7.5
State Office	8.9	320,000	35,955	NA	NA
Office/Retail	15	300,564	20,038	40,000	7.5
Jordan River Parkway Amenities	1.5	NA	NA	NA	NA
<b>TOTAL</b>	<b>66.9</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>

**FAIRPARK VICINITY DEMOGRAPHICS**

The demographic analysis was conducted to provide additional information regarding the following:

- 1) If the State Fair remains at the current site, what additional uses could capitalize on the demographics of the surrounding neighborhoods; and
- 2) If the State Fair moves to Herriman, how would the market area compare with the existing site?

The analysis shows that there is a high percentage of Hispanic/Latino population and other minority populations located near the Fairpark site. This analysis plays a role in our evaluation of Development Scenario

1B which includes expansion of the existing site to include Latin, Hispanic and International markets. The analysis also shows that there is a larger population within one, five and ten miles of the current Fairpark site than the population surrounding Herriman. In fact, the current population within ten miles of the existing site is roughly 44 percent greater than at Herriman.

However, by 2030, this dynamic shifts somewhat. At that time, Herriman is projected to have a larger population, by nearly 13 percent, within a five-mile radius; the existing site will continue to have a larger population within ten miles, but declining to only nine percent greater than the population in the radius surrounding Herriman.

Table - Demographic and Household Characteristics – Existing Fairpark Site and Herriman

<b>Area</b>	<b>Census Tract 1006 (Fairpark Neighborhood)</b>	<b>Salt Lake County</b>	<b>Herriman Site (Tract 1131.07)</b>
Median HH Income	\$41,059	\$59,626	\$72,476
Median Age	32.3	30.8	21.8
Household Size	3.04	2.98	3.79
Percentage Hispanic/Latino	53.7%	17.1%	9.8%
Percentage Other Minority	19.5%	14.4%	6.9%
Educational Attainment - % with High School Only	23.4%	27.5%	19.6%
Educational Attainment- % with Bachelor's	9.8%	20.2%	22.6%
Current Population within 1 Miles	20,161	NA	7,990
Current Population within 5 Miles	197,321	NA	134,789
Current Population within 10 Miles	691,967	NA	481,712
2030 Population within 1 miles	23,098	NA	18,669
2030 Population within 5 miles	216,784	NA	243,937
2030 Population within 10 miles	745,825	NA	684,423

Sources: 2012 ACS, WFRC TAZ Zones, ZBPF

Household incomes are considerably higher in Herriman, by nearly 77 percent, but incomes do not seem to be a factor in attendance at State fairs.

Herriman also has a younger median age and larger household size; families are a target market for State fairs and the demographics of Herriman could provide some boost to Fair attendance.

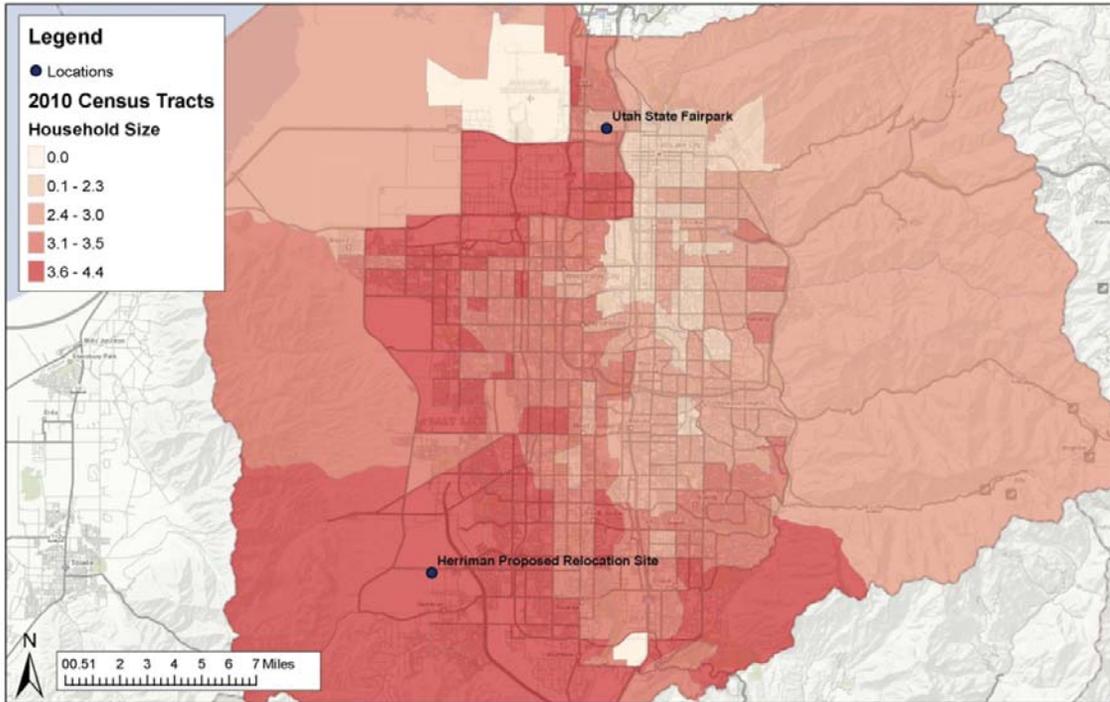


Figure- Median Household Sizes in Salt Lake County

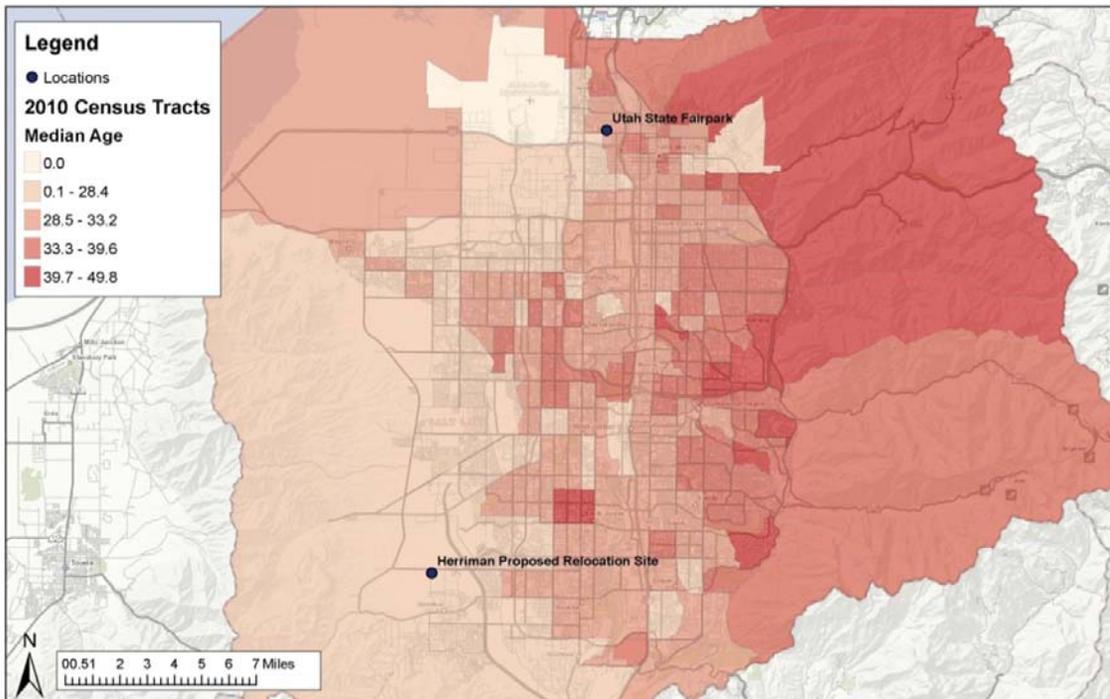


Figure- Median Age Comparison for Salt Lake County

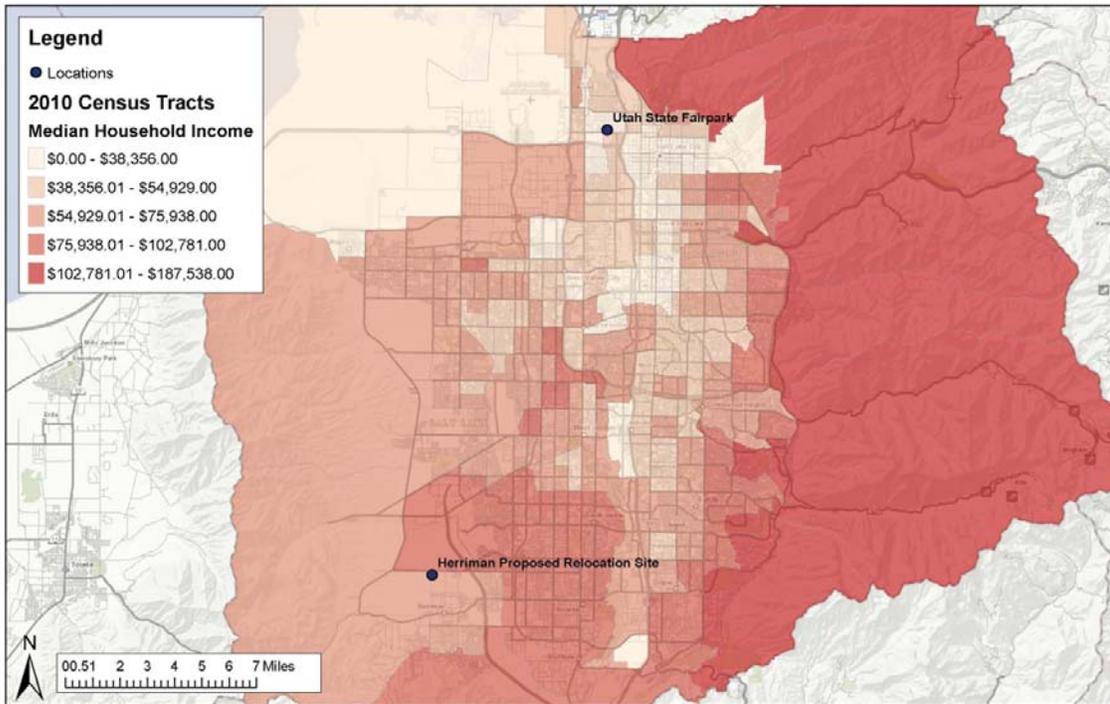


Figure- Median Household Income for Salt Lake County

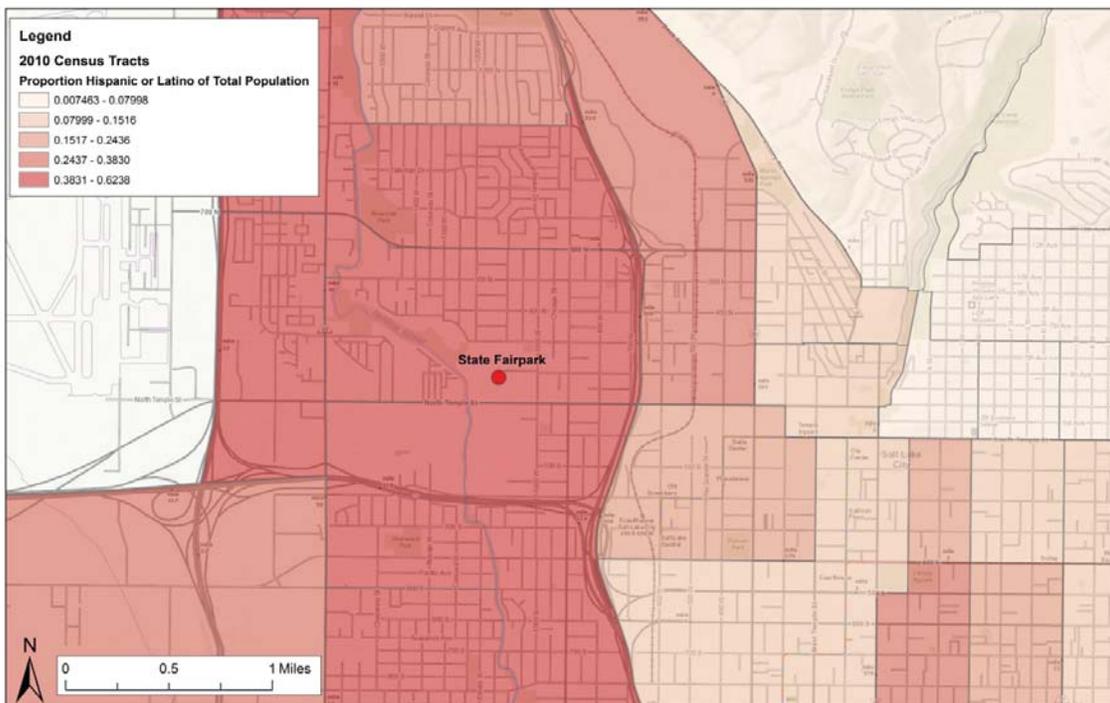


Figure- Percent Hispanic or Latino Population Surrounding Fairpark Site

**Crime Statistics**

Several respondents to the interviews that were conducted as part of this process indicated that they felt that the perception of crime was a deterrent to Fair attendance. Residents of the Fairpark neighborhood indicated that they thought these perceptions were incorrect. Therefore, crime statistics from the Salt Lake Police Department were pulled for the following three comparative areas:

- Fairpark Area = 600 North to North Temple & 500 West to 1500 West.
- Downtown Area = South Temple to 700 South & 200 West to 600 East.
- Sugarhouse Area = Bryan Avenue (1560 South) to Interstate 80 (2350 South) & 500 East to 1300 East.

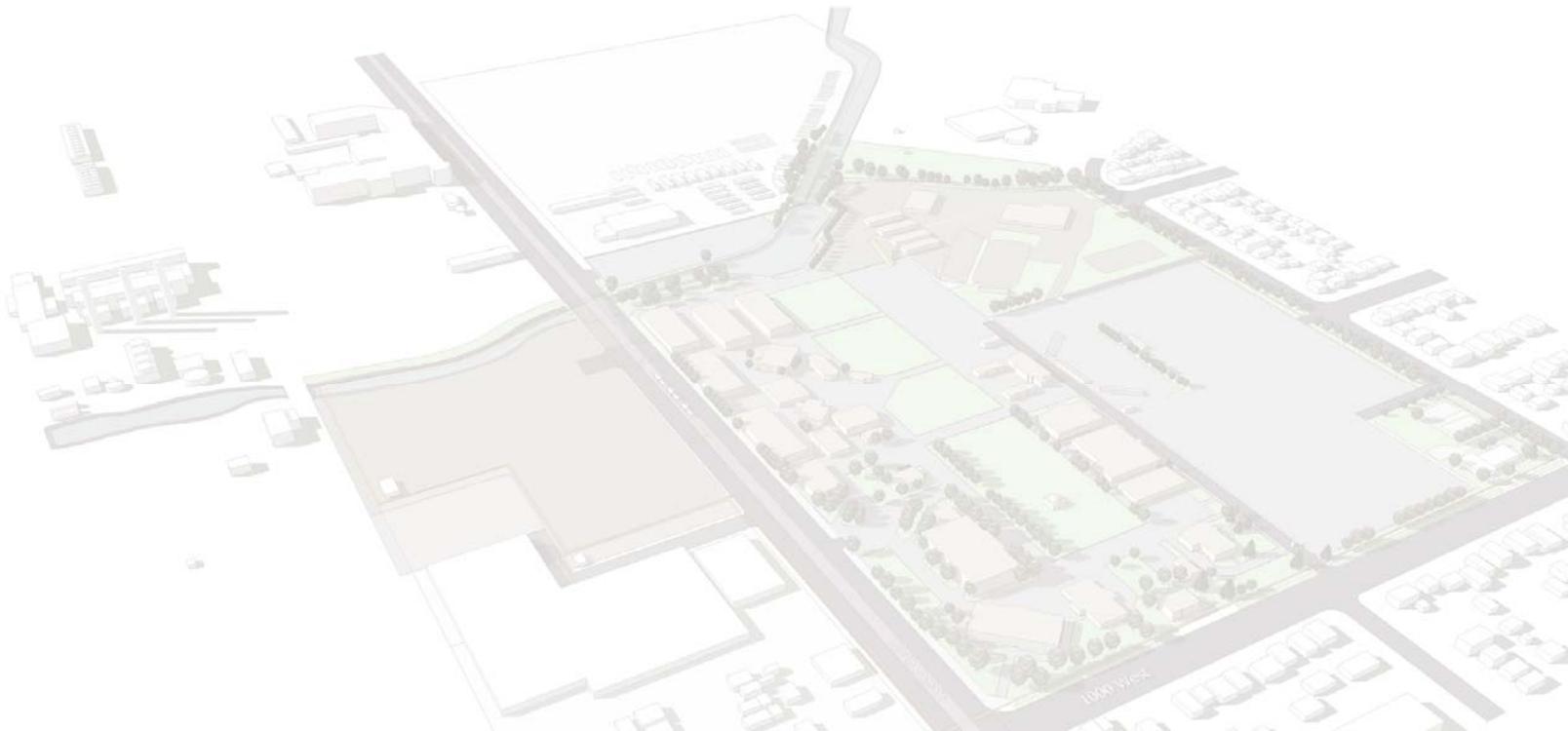
The areas selected are roughly the same size for comparison purposes. Consequently, they do not necessarily align with the actual community council district borders. The number of cases that from each area are as follows:

- Fairpark Area = 949
- Downtown Area = 3,328
- Sugarhouse Area = 1,277

These numbers include all cases, regardless of the nature of the crime committed. Based on the crime data provided by the Salt Lake Police Department, the Fairpark area has less crime than Downtown or than Sugarhouse.

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 10. Public Outreach



**FAIRPARK WHITE BALLPARK PROPERTY LAND USE STUDY  
OUTREACH CONTACT LIST**

#	ORGANIZATION / TITLE
STATE REPRESENTATIVES & AGENCIES	
1	Utah State Senate Rep. - Natural Resources, Agriculture, and Environmental Quality Appropriations Subcommittee
2	State of Utah House of Representatives District 23, House Minority Leader
3	DFCM, Real Estate and Debt Manager
4	Governor's Office of Management & Budget - Budget, revenue and policy analyst(s)
5	Utah State Auditor's Office - Performance Audit Manager
6	Governor's Office of Economic Development Marketing Director
7	Jordan River Commission Executive Director
8	State of Utah Dept of Agriculture
9	State of Utah Dept of Heritage & Arts (SHPO- State Historic Preservation Office)
10	Economic Development Corporation of Utah
COUNTY REPRESENTATIVES	
11	Salt Lake County Economic Development Director
12	Salt Lake County Director of Regional Development
13	Salt Lake County Mayor's Office Designee
14	Salt Lake County Department Director of Community Services
CITY REPRESENTATIVES	
15	Salt Lake City Council - District 1
16	Salt Lake City Council Chairman
17	Salt Lake City RDA Project Manager
18	Salt Lake City Downtown Alliance
19	Salt Lake City Planning Department - Senior Planner
20	Salt Lake City Planning Department - Planning Manager
21	SLC Senior Historic Preservation Planner
22	Salt Lake City Urban Designer
COMMUNITY REPRESENTATIVES	
23	Fairpark Community Council
24	Glendale Community Council
25	Rose Park Community Council
26	Poplar Grove Community Council
27	Jordan Meadows Community Council
28	West Pointe Community Council

**FAIRPARK WHITE BALLPARK PROPERTY LAND USE STUDY**  
**OUTREACH CONTACT LIST (Continued)**

NON-PROFIT & LOCAL BUSINESS REPRESENTATIVES	
29	Mestizo Institute of Arts & Culture
30	Westside Leadership Institute
31	Unity Center
32	Centro Civico Mexicano
33	University Neighborhood Partners
34	Neighborworks Salt Lake
35	Red Iguana
36	River District Business Alliance
37	Camp VIP / Salt Lake KOA
38	Jordan River Restoration Project
OTHER STAKEHOLDERS, INSTITUTIONS & AGENCIES	
39	Fairpark - Executive Director
40	Fairpark - Director of Facilities
41	Fairpark - Director of the Board
42	Utah Transit Authority Planning & Development Board
43	Utah Transit Authority - Manager, Long Range & Strategic Planning
44	Utah Transit Authority - Chief Planning Officer
45	Utah Transit Authority - Strategic Planner II
46	University of Utah Associate Dean - David Eccles School of Business
47	Chief Strategy Officer and Secretary to the University of Utah
48	Utah Heritage Foundation Executive Director
49	Envision Utah Planning Director
50	Envision Utah Lead Planner
51	Salt Palace Management Group (SMG)
52	Visit Salt Lake President & Executive Director
AGRICULTURAL GROUPS	
53	Future Farmers of America
54	Utah Farm Bureau
55	Western AgCredit
56	4 H
57	2014 Fair registrants/attendees

## PRIVATE SECTOR / DEVELOPER FINDINGS

During May and June 2014, many interviews were conducted with the private development community and broker firms to assess the potential for expansion of the existing Fair with complementary uses, or redevelopment of the Fairpark site. Most of those interviewed felt that the Fairpark site has potential under either scenario: Fair remains or Fair relocates. One theme that was constant throughout all interviews, however, was that the Fair needs to change to reflect what our economy does now, not the Utah of 100 years ago. While there is a place for agriculture in the State Fair, it was fairly unanimously agreed that agriculture should be only one component of the State Fair.

A general summary of the comments received is provided below; detailed notes were taken at the interviews and are included in the Appendix.

### Scenarios 1A and 1B: Fair Remains at Current Site

If the Fair remains, several interviewees were familiar with prior studies that show that the Fair can grow significantly at its current site by having more year-round events. However, most felt that the Fair was considerably hampered in its ability to attract more year-round activities by two factors: 1) the site is antiquated and many buildings are rundown and in poor repair; and 2) there is a strong perception that crime is high in the area. Even though our research of crime statistics, included in the Demographics portion later in this section, shows that crime is not higher than other areas such as Sugarhouse, the perception of crime is high.

Several people expressed an interest in expanding the role of the Fair and the Fairpark site to include more than an agricultural theme. Innovation, technology and cultural venues could be added to attract tourists and shoppers from the larger surrounding regional area. Exposition-type events, large and small, should be considered for the site. These could range from a showing of Utah products – an innovation center – to swap meets and farmer’s markets. If a technology/innovation center were planned at the site, it would be a place where visitors from out of town could make an easy stop on their way to or from the airport and

where they could see Utah at its best. This innovation park could showcase, year-round, all of the emerging technologies in Utah with a section and area for startup companies and inventors.

Winter markets and Saturday markets could provide other attractions to a truly festival site. And, of course, concerts would be an essential component of an event and showplace-oriented gathering place for the community. With the large minority population in the surrounding neighborhoods, especially Hispanic and Latino, international markets would be a natural tenant at the site and could fill an existing gap in this area in Utah. Like Solvang, CA, each area of the park could be given a different ethnicity to be presented to the public.

Potential tenants mentioned by name for the site include Colosimo Sausage, Morgan Valley Lamb, Blendtec and Bullfrog Spas. Utah’s Own website could provide a good list of potential tenants. The renovated barns along North Temple may provide some opportunity for retail, but would likely be more successful if accompanied by office and residential development on the site.

Management of this type of development becomes an issue as it would be time-consuming to work with each of the individual vendors who would be renting space at the Fairpark.

It is also important to note that many respondents expressed concerns that the Fair is not a good neighbor because it has such spikes of demand that can place stress on existing infrastructure and surrounding uses.

It may be necessary to expend public funds, in some portion, to act as a catalyst to encourage the above types of uses at the Fairpark site. There would be significant risk involved with attracting a “cluster” of sufficient retail and services vendors that some public assistance may be necessary. The use of public-private partnerships is a growing trend in the United States. We have seen this trend in Utah as well, especially with the use of tax increment financing to attract companies to the State and to enable redevelopment projects to move forward.

The Fair is in an existing Urban Renewal Area which just began collecting tax increment in 2013. Increment will flow to the Redevelopment Agency of Salt Lake City for the next 20 years, which means that if privately-owned facilities are developed on the site, they would contribute to the tax increment generated. In that case, there is the potential for some of this increment to be used to assist with development that would not take place without the added incentives. The most likely uses of increment would be for parking structures to encourage higher densities of development, for improvements to the Jordan River Parkway, or for demolition costs of existing buildings. If the Fair remains, the property will retain its tax-exempt status, and no increment will be generated which could be returned to the area.

Other partnerships could be established to facilitate hosting events at the Fairpark. Entities such as the University of Utah, Salt Lake Community College, Boy Scouts, Salt Lake Convention Bureau (for overflow events), Utah Office of Travel & Tourism, EDCUtah, international groups, Salt Lake International Airport and many others could be potential partners in contributing to this site and bringing a vitality and dynamism that would not be possible through the leadership of only one group.

### **Scenarios 2 and 3:**

Some interviewees feel that the location of the Fair made sense initially, in the early days of the Fair, before the City was built out. However, with Downtown now extending its boundaries westward along North Temple, many feel that the time is ripe for the Fair to move to another location. In fact, one respondent stated that the Fair is an anomaly along North Temple – an “odd pocket” that doesn’t fit in with surrounding uses. All interviewees agreed that the Fair, if relocated, should remain in an urban location along the Wasatch Front in order to maintain good attendance.

If the Fair relocates, there is the feeling that the Fairpark is a good site for redevelopment, with over 65 acres of developable land located just ten minutes from Downtown and ten minutes from the Airport. And, the site is next to a light rail stop, facilitating the

development of an employment center and mixed-use, transit-oriented development. Negatives of the site that were mentioned include a concern about the need to buffer development with the surrounding neighborhoods and the perception of high crime in the area.

There is potential for urban living at the site although most developers cautioned that densities would not be more than 30 units per acre. Buildings ranging from 2-3 stories in height would be most likely. High-rise development will not occur at this location; suburban patterns are more appropriate here. The developers felt that while some will advocate for 70 units per acre, rents at this location would just not be high enough to justify this density and to offset the costs of parking structures that would be needed.

Target markets for residential living include mainly Millennials, but also Gen X and Gen Y. These groups are more environmentally-oriented, more likely to use TRAX and are concerned about reducing energy costs and air pollution. Some developers felt that the entire site could be redeveloped entirely into residential uses, but questioned whether or not that is the State’s vision for the site.

Amenities could be added to the Jordan River that would make it more attractive for both residential and non-residential development. Several also suggested that if the Fair moves, then perhaps something should be given back to the local community in exchange, such as recreation opportunities along the Jordan River or other cultural, arts or recreation facilities.

The expansion of State office buildings could provide a good anchor and accelerate the overall absorption timeframe of the area. However, some interviewees also mentioned negative aspects of State office development expressing the thought that there are already too many State office buildings along North Temple and that TRAX is not highly-utilized by this employment group. Others mentioned that the Fairpark site is in an existing RDA area and that the addition of State office buildings (tax exempt) will not generate any additional property tax revenues.

The types of office tenants suggested for private office development along North Temple included technology firms or advertising agencies that want the amenities of Downtown, without having to pay Downtown prices. Some developers talked about how TRAX is a perceived dividing line between the East and West sides of the City and that rents will be lower at the Fairpark site because it is perceived as being “outside of the boundaries.” The best approach for office development at this site right now would be as a lower-cost alternative to downtown and perhaps with a high-tech branding of the site. There is also potential for the site to tie in to the aviation corridor along 2300 West with aerospace-related office development. Another option is a life-science park with ties to the University of Utah.

There was some concern that office rents, NNN, would need to reach \$20 and developers were concerned whether or not these rents would be achievable at this site. Currently, the “hot” office markets are Draper, Lehi and Sandy.

Preferably, according to the developers and brokers, the State would assist with this site by holding back land that could be taken down by a developer at specified periods moving forward. Under this approach, the State could charge somewhat more for the land (i.e., include an escalator in the contract), but would not receive full payment for the property until several years in the future. The State should look to the national development market by putting out a RFQ for this site; a sophisticated firm with deep pockets will be needed in order to achieve the site’s potential. Then, after a developer is selected, the State can work with the developer to achieve a realistic and market-driven vision for the site.

While a hotel could thrive at this location, some hoteliers might see the surrounding lower-income neighborhoods as a negative. Therefore, a hotel would not likely lead development of the site but could follow after initial office and residential development takes place. TRAX would definitely be viewed as an advantage to hotel development, as would the easy access to the airport and downtown. A hotel development would likely not occur if the Fair remains at the site.

## ONLINE SURVEY FINDINGS

As part of the public outreach process, an online survey was created to reach out to the broader public state-wide. It also offered an opportunity for feedback to those unable to attend the public open house held on May 14, 2014. The survey was designed to elicit feedback on how respondents utilized the site now and thoughts about the future of the site.

The survey was available from May 14, 2014 to June 4, 2014. A total of 307 responses were received. Of these, about half of the respondents categorized themselves as living outside the Fairpark neighborhood, indicating the success of the survey in soliciting feedback outside of the immediate surrounding community. Approximately one-quarter of the respondents were Fairpark neighbors, and one-quarter indicated they were vendors and/or participants in the State Fair. The table below provides a complete overview of the respondents. Multiple categories could be selected, thus the total exceeds one-hundred percent.

The survey included a total of 17 questions, including demographics. Of these, five questions covered the type of feedback requested at the public open house on May 14, 2014, to provide a similar opportunity to comment for those unable to attend.

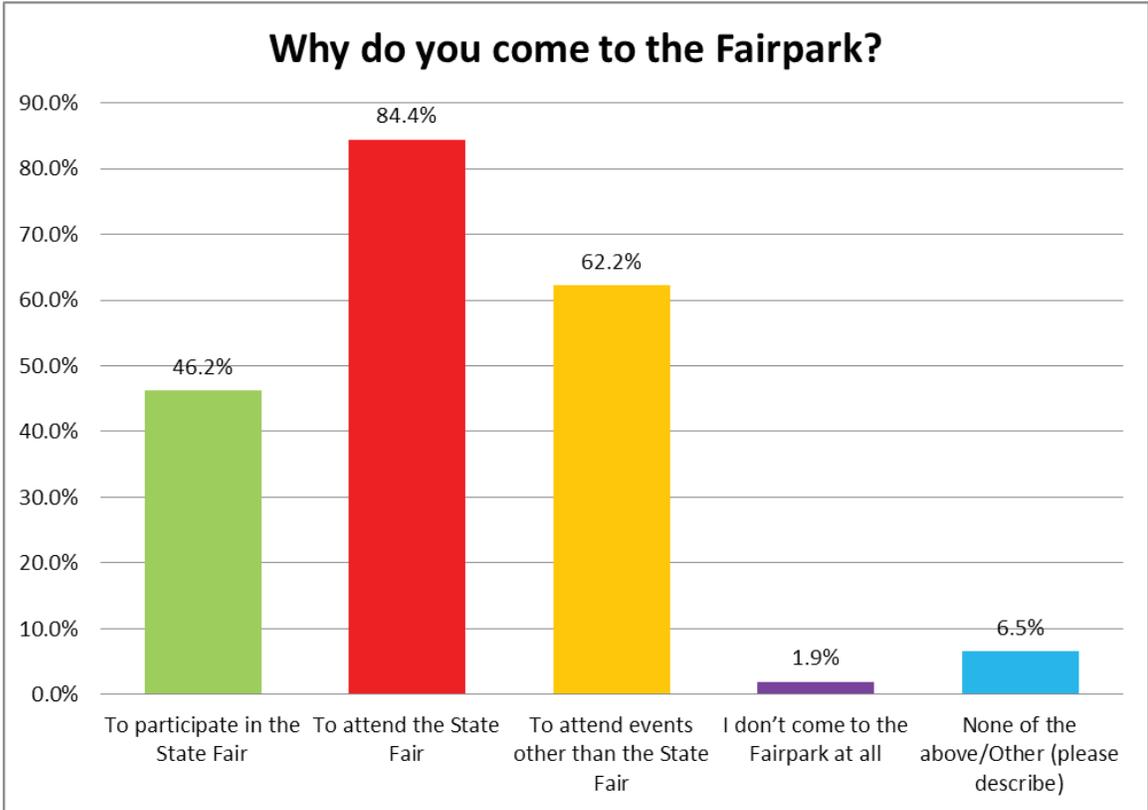
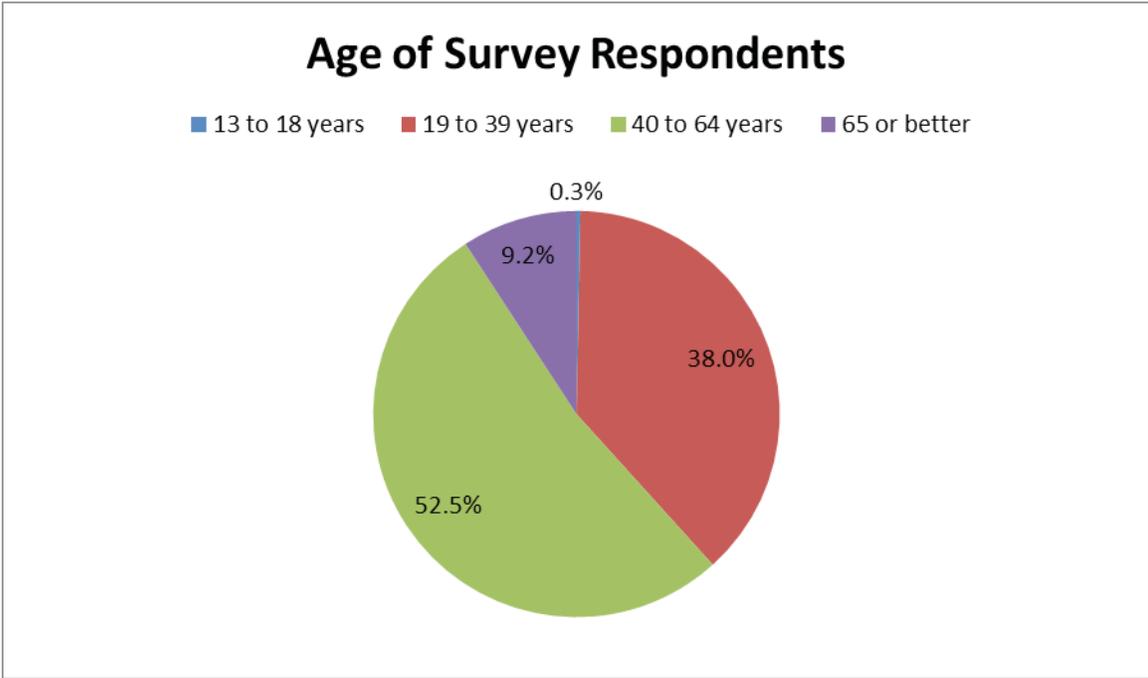
The questions sought to get input on the following aspects of the site:

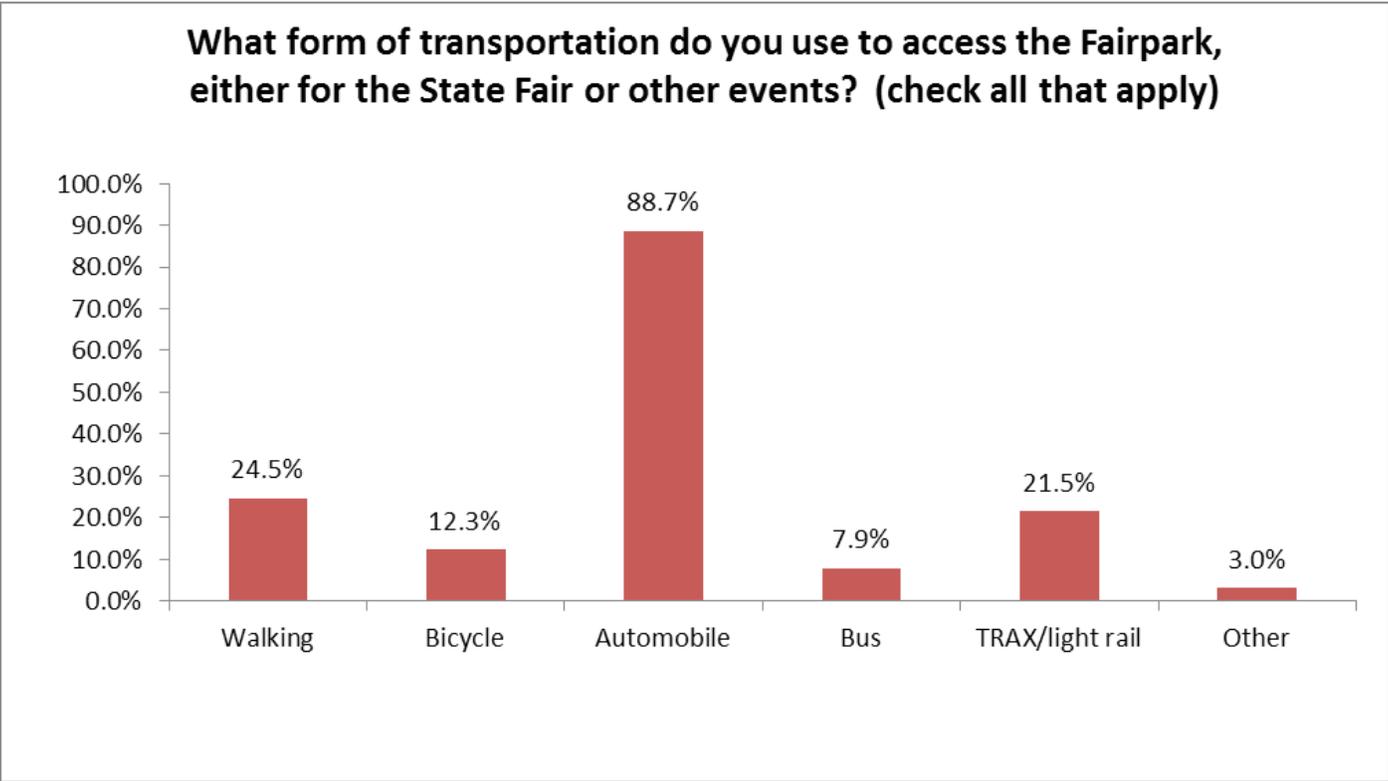
- Why people come to the Fairpark site;
- How they access the site;
- How often they come to the site for the Fair;
- How often they come for events other than the Fair;
- How important it is to have the Fair at this location and if relocating the fair would affect participation/attendance at the Fair;
- What uses (both general and specific) would be of benefit to the site and surrounding community.

Following are several charts that provide a summarization of the responses from the survey.

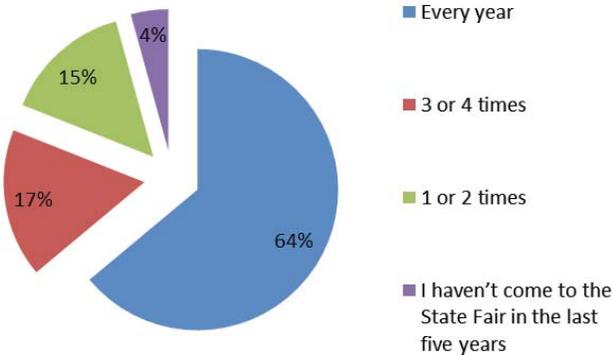
Table - Survey Respondant Demographics

I am a resident of the Fairpark Neighborhood	25.2%
I work or own a business in the Fairpark Neighborhood	7.2%
I own property in the Fairpark Neighborhood, but live/work elsewhere	1.6%
I live/work/own property elsewhere, but visit the Fairpark	48.2%
I am a community organization member	14.4%
I am a Fairpark Vendor/Participant	24.6%
I am an Elected/Appointed Official	1.6%
None of the above/Other (please describe)	17.7%

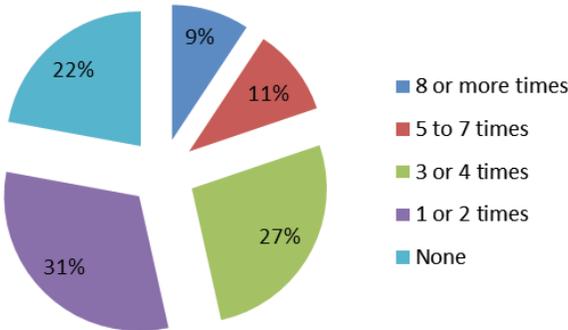




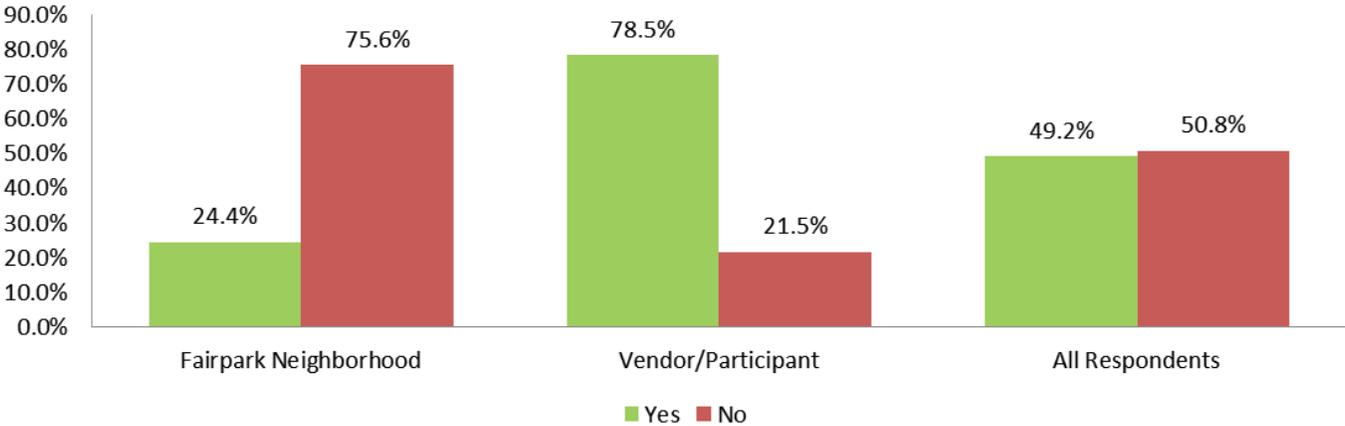
### How often in last 5 years have you attended the State Fair?



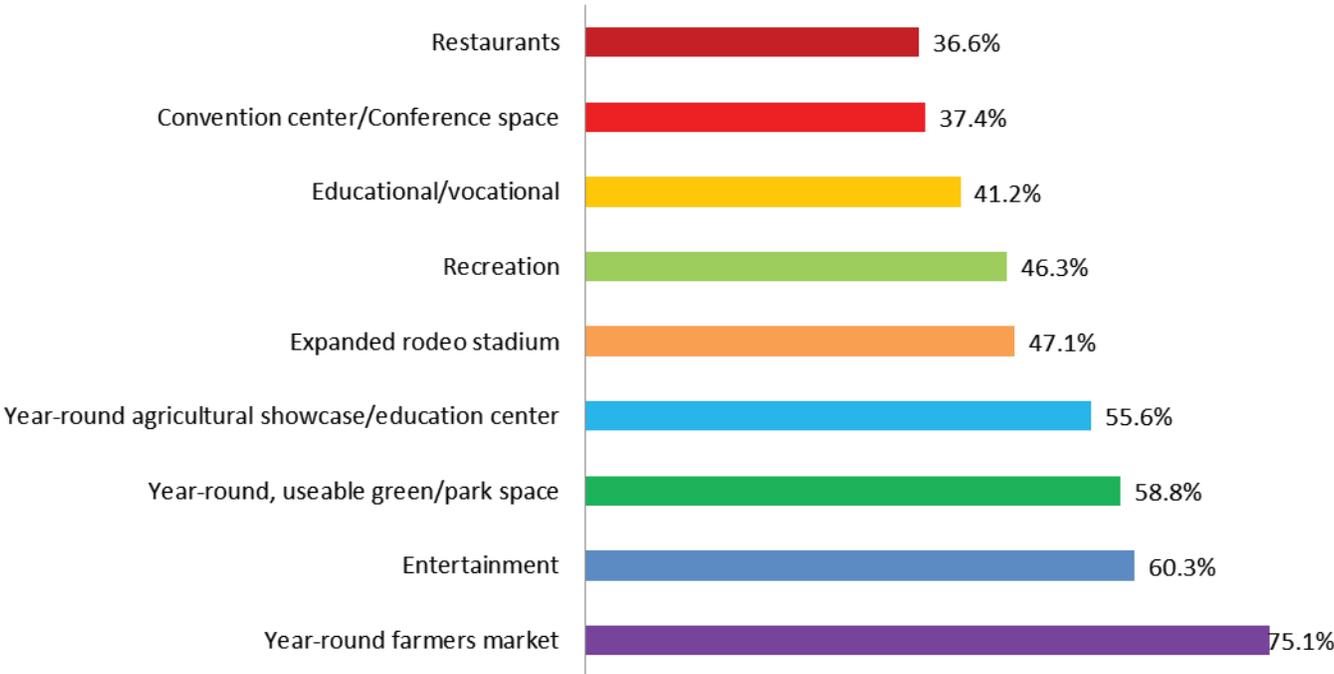
### How many times have you attended events other than State Fair in last 5 years?

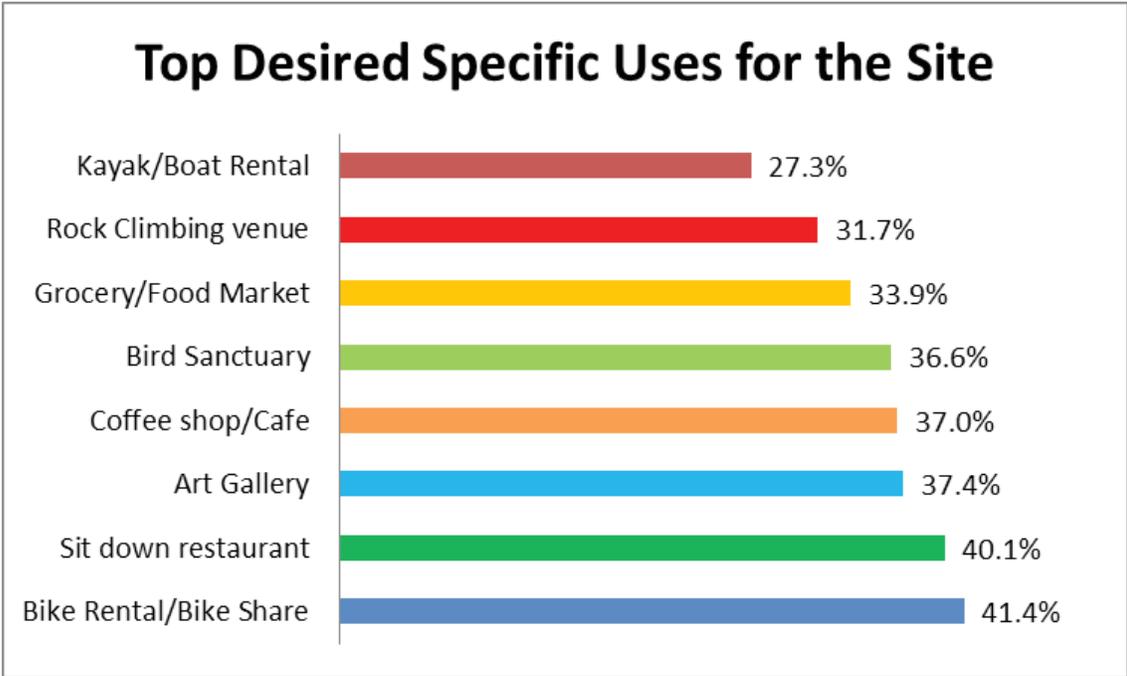


### If Fair relocated, would you still attend/participate?



### Top Desired General Uses for the Site







## PUBLIC OPEN HOUSE

On Wednesday May 14th the design team held a public open house in collaboration with the Fairpark Community Council. Approximately 2,000 invitations were sent out to members of the Fairpark community inviting them to “come share your thoughts on the future of the Fairpark and White Ballpark properties” at a public open house to be held at the Northwest Community Center gymnasium from 5:30 -7:30. The flyer included Spanish translation, and translation services were available at the event. The Fairpark Community Council also coordinated providing refreshments at the event for attendees. In addition, the flyer was distributed to neighborhood organizations such as Neighborworks, local media outlets, agricultural groups and several neighboring community councils to notify as many potentially interested groups or individuals as possible.

The intent of the public open house was to inform the community of the current project and solicit feedback in a drop-in format. The format of the event was selected as it has the ability to accommodate the diversity of schedules reflected in community members, including families with children. The format of the event included five stations:

1. Welcome and sign-in station including sign-in sheets, project overview and handouts.
2. “What do you like?” & “What would you change?” station included two separate basemaps with writable borders. The first basemap asked “what are things you would like to stay” while the other asked “what things would make this space function better?”
3. Visioning station asked attendees to share their vision for the future of the Fairpark. Two basemaps solicited feedback for the future of the Fairpark and White Ballpark properties. The first basemap asked attendees what should be at the Fairpark in 5 to 25 years and the second basemap asked the same questions from 25 to 50 years.

At this station visitors were able to write and/or sketch their thoughts and precedents, as well as utilize interactive objects to depict their thoughts in a tactile, 3-dimensional manner.

4. Precedents station shows ideas from other Fair precedents to spark ideas & reactions. Visuals with bullet point descriptions showed other fairparks in Arizona, New Mexico and Texas that have a mix of uses during the Fair, as well as year-round.



This image shows area residents interacting with design team staff at one of the open house stations

5. Comment station was the opportunity for visitors to return completed comment cards, ask follow-up questions, record comments via video and access translation services.

### Comment Analysis

The event was attended by over 100 local residents, business owners, community representatives, as well as members from several local media outlets. A complete list of all ideas provided through the outreach efforts of this project can be found in the scenario concepts section of this document in the universe of options matrix. The intent of this section is to provide a brief analysis of the feedback received at the public open house event.

## "What is your vision for the future of the Fairpark property" response analysis

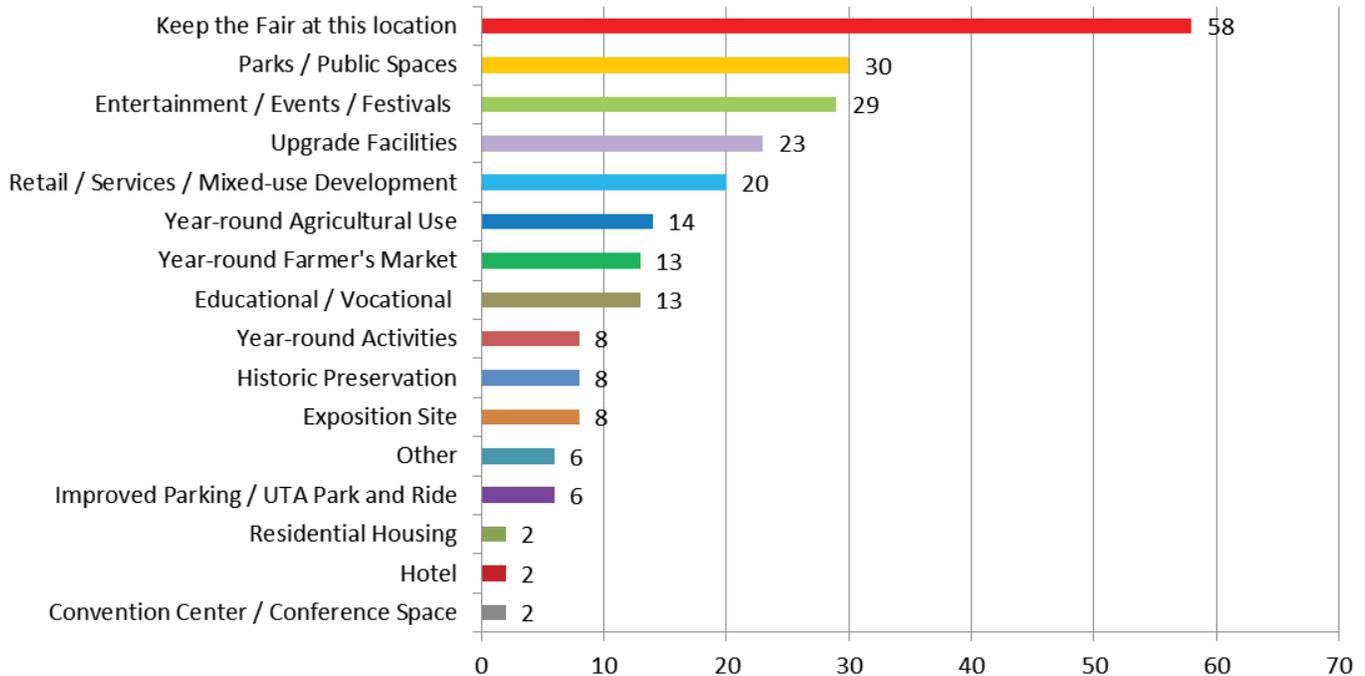


Table- Public Open House Event Comment Analysis

Over 120 unique comments were collected at the open house, many of which were repeated numerous times. In total, 242 comments were received for the purposes of this analysis. The following trends emerged from an analysis of the comments regarding the future of the Fairpark site.

The following chart describes the major topics/trends of each of the responses offered regarding the vision of the future of the Fairpark and White Ballpark properties. The chart graphs responses as a percentage of the 242 total comments gathered.

Of the responses given, keeping the Fair in place long-term was the top comment for the future of the Fairpark property with almost 25% of all responses. Several other major trends were desires to devote more of the site to parks and public spaces, as well as to further develop the identity of the site as an entertainment venue. Upgrading the existing facilities and development of retail, services and mixed-use development are two other top responses.

Under the parks and public spaces category, many comments focused on providing more community access to the site year-round when the Fair is not in session, as well as enhancing the connection to Jordan River for water sports recreation and wildlife protection and education. Enhancing the identity of the site as an entertainment center included ideas such as completing the existing rodeo arena, constructing amphitheatres and coliseums to host indoor and outdoor events, such as sporting events, festivals, concerts and conventions as well as building year-round iconic amusement rides such as Ferris Wheels.

Notable for the lack of support at the public open house were the options to develop standalone office space (zero responses) and residential housing (two responses) as part of the vision for the site.

## SALT LAKE CITY STATEMENTS

The following statements were provided to the design team by Lynn Pace, Senior Advisor from the Office of the Mayor of Salt Lake City. Both of the statements emphasize the importance of keeping the State Fair at its current location, but also express support for a broader range of year round uses for the Fairpark property.

### **Excerpt from North Temple Boulevard Master Plan Adopted by Salt Lake City Council August 2010**

#### *Reorganization and Revitalization of the Utah State Fairpark*

*The Utah State Fairpark is an important cultural and historical landmark of the Northwest Community. This plan anticipates that the Fairpark will continue to operate from its current location and that the State and Salt Lake City can work together to make the Fairpark an attractive venue for additional regional events, including major sporting events, trade shows and other similar activities. The State Fairpark has indicated that they would like to build a 5,000 seat arena on the site, which could bring in these types of regional events that are now going to other locations in the region. Adding more active, year round use, particularly along North Temple, would improve the activity level close to the station and perhaps generate revenue for the Fairpark.*

### **Salt Lake City Corporation Resolution 2 of 2014 Joint Resolution Recognizing and Supporting the Fairpark's Contributions to Salt Lake City and the State of Utah**

In February 2014, the Mayor and City Council adopted a Resolution on the subject of the future of the Fairpark property, which also encourages the Fairpark remain at its current site and expand its range of year round uses.

*WHEREAS, the Utah State Fair promotes Utah and its products in collaboration with local agricultural organizations such as the Utah Beef Council, Utah Dairy Council, Utah Dept. of Agriculture Utah's Own initiative, Utah Farm Bureau, and Utah Wool Growers Association; and*

*WHEREAS, more than 290,000 people attend the annual 11 day Utah State Fair, and thousands more attend auctions, concerts, corporate trainings, festivals, livestock sales, rallies, sport competitions, trade shows, weddings, and other events year-round; and*

*WHEREAS, the Utah State Fair is the single largest annual event in the state serving as a showcase for local artists, businesses, crafters, farmers, livestock owners and other vendors; and*

*WHEREAS, the State Fairpark is celebrating 159 years since the first fair in October 1856; and*

*WHEREAS, the Fairpark's status on the National Register of Historic Places and its unique place in the community strengthens the cultural, economic, and social health of Salt Lake City and the State of Utah; and*

*WHEREAS, the recent addition of the Airport TRAX line and the North Temple Grand Boulevard will allow improved access to the Fairpark; and*

*WHEREAS, Salt Lake City values its ongoing connection with agriculture through the State Fair, and the interests of all Utahns are served by the Fairpark's continued business, history and traditions.*

*NOW, THEREFORE, BE IT RESOLVED that the Salt Lake City Council and Mayor of Salt Lake City honor and recognize the Utah State Fairpark for advancing Salt Lake City's and Utah's welfare, promoting local products, and supporting our cultural heritage. We encourage the State of Utah, public and private organizations, and individuals to continue working together on expanding events, special programs and the unique role of the Fairpark in our community.*

Passed by the City Council of Salt Lake City, Utah, this 18th day of February, 2014.

# UTAH STATE FAIRPARK & WHITE BALLPARK LAND USE STUDY

## 11. Appendices

References  
Land Appraisal  
Comprehensive Utility Impact  
Meeting Memos  
Public Involvement Plan  
Peer Review Matrix  
Title Report  
Universe of Options

