



## Fairpark Vicinity Master Plan

**Date:** 04/30/14  
**To:** Taylor Maxfield, DFCM  
**From:** CRSA - Kathy Wheadon, Kelly Gillman, Ryan Wallace  
**CC:** Joshua Haines, DFCM  
**Re:** Progress Report # 2

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Hello Taylor,

Attached please find Progress Report # 2 for the Fairpark Vicinity Master Plan. The contents of this PDF transmission include:

- Executive Summary
- Existing Documentation Findings
- Site Analysis
- Public Involvement Plan
- Peer Review
- Facility Programming
- Outreach Findings
- Comprehensive Utility Impact
- Preliminary Market Analysis
- Land Appraisal Approach

Several of the tasks included in CRSA's original scope of work which were proposed to be included in this progress report have been omitted because they are in progress or have been delayed by other unanticipated aspects of the project. These include the universe of options matrix, SWOT analysis and land appraisals. They will be included in progress report # 3 on May 30<sup>th</sup>.

Please note that the attached PDF document includes bookmarks for your convenience in reviewing the report. Please feel free to contact us via email or phone with any questions you may have.

Thanks,  
Ryan

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# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

**Progress Report #2**  
April 30, 2014



# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## Table of Contents

1. Executive Summary
2. Existing Documentation Findings & Applicability
3. Site Analysis
4. Public involvement Plan
5. Peer Review Methodology & Initial Findings
6. Facility Programming
7. Outreach Findings
8. Comprehensive Utility Impact & Connections
9. Market Response
10. Land Appraisal Approach
11. Appendix



# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 1. Executive Summary

PROGRESS REPORT  
APRIL 30, 2014



## GOALS AND OBJECTIVES

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### BACKGROUND

As outlined in the scope of work between CRSA and DFCM, a primary objective of the Fairpark project is to detail the goals and objectives that will guide the decision making process. This memo details the overall project goals and objectives that may be considered in the planning process, and referenced to help make decisions in the recommendations process.

### DEFINITIONS

The following definitions are offered to clarify terms in the Goals and Objectives documentation.

- A. Viable: This term is offered to suggest options that may be logistically feasible. This is not meant to solely describe financial considerations.
- B. Utah State Fairpark: This term describes the land that is known generally as the Utah State Fairpark and White Ball Park.
- C. Utah State Fair: this term describes the ten day event that is operated each year at the Utah State Fairpark.
- D. Utah Fairpark 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.
- E. Fairpark Board: This term describes the group of individuals who are by State Code responsible for overseeing the operations of the Utah Fairpark Corporation and the Utah State Fair operations.
- F. DFCM: The Division of Facilities Construction and Management is the State agency that has leased the Utah State Fairpark to the Utah Fairpark Corporation.
- G. 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.
- H. Secondary Study Area: This term is offered to describe the portion of the study area that may be directly affected by the decisions made by the State of Utah concerning its property ownership and its long term needs as a State. Property in these areas is understood to be privately held, and not directly affected by the State. The State of Utah owns other properties in the general vicinity of the Fairpark.

### GOALS AND OBJECTIVES

1. Develop a long term strategy for the property known as the Fairpark (or Fair Grounds) including White Ball Park. Strategy should present the State of Utah viable options for the future use of the property.
  - a. Strategy will consider options to allow the ongoing operations of the Utah State Fair by the Fairpark Corporation at the Fairpark.
  - b. Strategy will consider the State's growing need for office space in the general vicinity of the Fairpark (State of Utah owns other lands) and determine what role the Fairpark property may play in accommodating these needs.
  - c. Strategy will consider input from multiple sources, including the following:

- a. Current market conditions for the Primary and Secondary Study Area
  - b. Long term seculative market conditions for for the Primary Study Area
  - c. Review of Peer Fairpark facilities in other states including:
    - i. Physical attributes
    - ii. Programmatic elements
    - iii. Marketing strategies
  - d. Condition of and cost to upgrade infrastructure at the Fairpark for the use by the Fairpark Corporation or other entities to operate the Utah State Fair and/or other related uses.
  - e. Current appraised value, with associated Patent Title Search, of the Utah State Fairpark and White Ball Park
2. Develop viable options to ensure State of Utah office growth needs can be met in the general vicinity of the Fairpark.
    - a. Strategy will consider potential needs of specific agencies to determine a reasonable expectation for future space needs in the general vicinity of the Fairpark.
    - b. 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.
  3. 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.
    - a. 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 Ball Park.
    - b. Strategy will seek to capture the range of comments 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.

PROCESSED REPORT  
APRIL 30, 2018



## FAIRPARK AND WHITE BALL PARK 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 Ball Park (typically written just as Fairpark). All existing documentation that has been commissioned by the Utah State Fairpark previously will be reviewed and utilized as an initial step in the process. However, it is 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 will evaluate the overall vision of the State property, with the Fairpark operations included as one of the options which will be considered. The following outline briefly discusses the scope of work that will be completed for this project including phases and tasks.

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

### PROCESS SUMMARY

*Phase One: Existing Conditions Analysis April 30<sup>th</sup> 2014*

Phase One of this study will primarily focus 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 30<sup>th</sup> 2014*

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

*Phase Three: Long Term Recommendations June 30<sup>th</sup> 2014*

The CRSA team will consolidate 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 will use professional judgment and analytics to provide reasonable recommendations to the State, however all decisions concerning the data provided will be by the State of Utah and the Utah State Legislature.

### Consultant Team

In order to successfully complete the mission and tasks associated with this project CRSA has assembled the following design & planning team include project roles and responsibilities.

- 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

## **PHASE ONE: EXISTING CONDITIONS ANALYSIS**

Phase One of this study will primarily focus on the review of existing documentation as well as a review of the options available at the primary study area. The following key tasks will be completed in this phase to support the overall scope of work.

### **Existing Documentation Review and Property Analysis**

The CRSA team will coordinate 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 will be the definition of the project goals and objectives. Another initial step will be the review of existing documentation that has been prepared for the Fairpark over the past 10 to 12 years. These will be used to guide the project process as well as to guide the screening of potential options.

This phase will include outreach 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 currently being contacted by the design team, please see the Public Involvement Plan in this progress report. Outreach to the general public, community councils, and other stakeholders will begin in Phase One and continue into Phase Two.

### **Peer Review**

The CRSA team will investigate the relative success of Fairpark facilities in other communities across the Country. We will seek to identify those facilities that are similar to the Utah Fairpark under a variety of categories, and seek to understand what makes them succeed or fail.

### **Comprehensive Utility Impact and Connections**

The CRSA Team will review existing information available for utilities at the Fairpark site, and as required obtain additional field information, to develop a complete understanding of the existing utility infrastructure in the study area. The resulting analysis will be a summary matrix for all infrastructure outlining level of service and deficiencies. Upgrade recommendations as related to the final recommended use of the Fairpark property will be outlined as well.

### **Land Appraisal of the Fairpark Property and White's Ball Field**

The CRSA team has contracted with Integra Realty Resources to generate a certified land appraisal for the subject property. This process will not begin until such time that a vision for the property in the primary study area is conceptually established. Factors such as existing vs proposed zoning can influence the value of a commercial parcel.

### **Facility Programming**

The CRSA team will coordinate with 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 will develop a baseline understanding for these agencies, conceptually limited to approximately six agencies, as well as a potential growth scenario for each. Extrapolating from the growth and baseline conditions, a potential future configuration for each agency can be established, which can be used in the scenario planning exercise in Phase Two.

## **PHASE TWO: SCENARIO DEVELOPMENT AND OPTION SCREENING**

Phase Two of this study will primarily focus on the development of potential scenarios for the use of the property within the primary study area. This phase will screen 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 will be completed in this phase to support the overall scope of work.

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

The CRSA team will use the universe of options as a baseline to develop potential programs for the property in the study area. Three to four programs will be 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.

This task will also consider 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 over review of the study area. The historic considerations of existing structures will also be considered.

### **Scenario Planning; Economic Feasibility**

The CRSA team will provide an economic analysis for each of the land use scenarios developed under this phase for the primary study area. The analysis will take place in tandem with land use the 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 that will continue to be investigated.

The economic feasibility analysis will consider 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 will study the feasibility of converting a portion of, or all of, the property within the primary study area. The initial investigation will consider land use planning and zoning, as well as market suitability of the various portions of the study area property. A land appraisal will take place as a portion of this analysis, which will consider the fair market value of the property under various scenarios. In all scenarios, the actual current value will include appropriate discounts to accommodate for development risk and long term absorption rates.

This task will include a market analysis of viable development options by the private sector that would be compatible with existing uses in the area. The analysis will include 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 will utilize the programming completed in Phase One to study the future needs of the State of Utah. Potential configurations for new facilities will be explored as part of the scenario planning. This effort may look at various locations within the study area, as well as different configurations of the facility itself in each potential location.

### **PHASE THREE: LONG TERM RECOMMENDATIONS**

The CRSA team will consolidate 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 will be 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 will be generated:

- Opportunity cost to the State if the Fairpark Property, or portions of the property, are retained in Fairpark operations.
- Opportunity loss to the State if the Fairpark Property, or portions of the property, are not retained in Fairpark operations.
- Analysis of what it may cost the State in capital funds to keep the Fair in operation at this location
- 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.

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

The CRSA team will review 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. If it appears that there is a significant benefit to the State if the Fair was to be relocated in the near term, the CRSA team will prepare a more detailed analysis to support further consideration of this option. However, this analysis will not take place under all scenarios.

## FAIRPARK LEASE SUMMARY

### BACKGROUND

This section outlines the conditions under which the Fairpark Corporation is entitled to operate the property known as the Utah State Fairpark and White Ball Park. Formerly the responsibility of the State, in 1997 the independent nonprofit Fairpark Corporation was created for the sole purpose of operating the Utah State Fair. On July 1<sup>st</sup> 1997 the State of Utah, Division of Facilities Construction and Management (DFCM) signed a lease with the Utah State Fair Corporation, allowing the new Utah State Fair to continue to be hosted and operated at the property known as the Utah State Fairpark, including the property known as White Ball Field. The Fairpark Corporation is operated under direction of the Fair Board, which includes representation by interested State entities.

The terms of the lease between the Utah Fairpark Corporation and DFCM include the following

- Term of Lease: 20 years, expiring on July 1st 2017.
- Lease payments amounting to \$10 a year, paid annually to DFCM
- At the sole discretion of DFCM, rental rates are adjustable every three years. It is understood that current rates remain at or below \$10 a year.
- 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."
- The Fairpark, if authorized by its governing board, may sub lease facilities at the Fairpark and seek corporate sponsorship.
- Lease may be cancelled by the State under Judicial intervention and damage or destruction of premises.
- The Fairpark Corporation has no option to purchase the property.
- The Fairpark Corporation must maintain appropriate general liability insurance.

At the time of the agreement, the following information concerning the property was noted in the agreements

- There were no subleases on the property
- No property value was assigned to the Fairpark.

The lease agreement outlines certain clauses concerning termination of the lease, and changes that may trigger renegotiation of the lease. The conditions are clarified in State code, Title 63A, Chapter 5.

- Should the State Fairpark Corporation cease to operate as an independent nonprofit entity, DFCM reserves the right to renegotiate the terms of the lease.
- Should the lease be terminated, any sub leases or construction contracts that have been negotiated by the Fairpark Corporation become the responsibility of the State of Utah.
- Upon termination of the lease, any Improvements made to the Fairpark Property become the property of DFCM.
- DFCM may terminate the Lease if damage occurs to the State Fairpark that cannot be replaced/repaired by insurance proceeds.

The lease agreement outlines certain responsibilities for ongoing costs of operations and capital costs for improvements.

- The Fairpark Corporation is responsible for maintenance, operation and minor repair of the Fairpark. DFCM will support the Fairpark Corporation in any pursuit of State funding for capital improvements, however it is the Fairpark Corporations responsibility to initiate such requests to the State Building Board.
- DFCM shall be responsible for replacement of facilities that may fail, unless caused by negligence by the Fairpark Corporation.
- State funded capital projects, for non recurring projects, require approval of DFCM, except in emergency situations, and include upgrades over \$100,000 and new construction of over \$1,000,000.
- No changes to infrastructure or utility systems may be made by the Fairpark Corporation without approval by DFCM.

### **FAIRPARK LEASE AMENDMENT**

In 2010, House Bill 406 was passed. The document updates the Utah State Fair Corporation Act allowing updating the time frame within 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. However, the White's Ball Field portion of the property will be removed from the lease in 2017 and is not eligible for a long term lease amendment. The Fairpark Corporation is also able to sublease facilities to 3<sup>rd</sup> parties for the same 50 year time period. It is understood that no other material changes to the Utah State Fair Corporation Act were included in the bill.

To date DFCM has not extended the lease on the Fairpark Property. However, a short term extension (with a 90 day right of termination) was extended on the White Ball Park property.



## **UTAH STATE CODE IMPACTING THE USE OF THE FAIRPARK PROPERTY**

### **BACKGROUND**

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

### **BRIEF HISTORY OF THE CREATION OF THE FAIRPARK CORPORATION**

The Compendium of Budget Information for the 2013 Session<sup>1</sup> sheds some 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 FAIR PARK 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.”*<sup>2</sup>

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.

### **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.

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<sup>1</sup> *“Compendium of Budget Information for the 2013 General Session.”* Natural Resources, Agriculture, & Environmental Quality Appropriations Subcommittee, Utah State Legislature. Web. 24 April 2014.

<sup>2</sup> *“H. B. 322 State Fair Park Amendments.”* 1997 General Session Bills, Utah State Legislature. Web. 28 April 2014.

Subsection (5) outlines some of the requirements of the Fair which have impacts for this master plan study of the site.

*(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 Fair Park 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.

## **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 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.

### ***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 Officer (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. 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.

PROGRESS REPORT  
APRIL 30, 2014

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 2. Existing Documentation Findings & Applicability

PROGRESS REPORT  
APRIL 30, 2014



**Fairpark Property Master Plan Existing Documentation Matrix**

<b>FINANCIAL &amp; BUDGETARY</b>						
	<b>Ref #</b>	<b>Date</b>	<b>Organization / Author</b>	<b>Content Topic</b>	<b>Relevancy</b>	<b>Summary</b>
Utah State Airpark Master Plan and Market and Financial Feasibility	A1	4/1/2013	Populous, Markin Consulting, Archiplex, Ensign Engineering	Master Plan and Market Financial Feasibility	Document Remains Relevant	Duplicated below on C5
HB 406	A2	7/1/2010	Utah State Legislature	Authority to extend Fairpark Lease	Document Remains Relevant	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 Ball Park portion of the property will be
Fairpark Lease	A3	7/1/1997	State of Utah	Fairpark Lease agreement	Document Remains Relevant. Renegotiation of lease will be governed by current State Code.	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, including the property known as White Ball Park. 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 termination of lease,
DFCM Building Board meeting minutes	A4	1/9/2008	Building Board	Fairpark request to develop White Ball Park		
House Bill 322 State Fair Park Amendments	A5	1/1/1997	State of Utah General Session, sponsor Bill Wright	requirement for State Fair Corporation to hold an annual exhibition	Document Remains Relevant	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.
Fairpark Lease Agreement Modification	A6	3/14/2013	State of Utah	Fairpark Lease Modification	Document Remains Relevant	Document modifies the original lease between the Fairpark Corporation and the State of Utah. Property known as White Ball Park is only property included in the lease modification, allowing the Fairpark Corporation to use the property for 5 additional years after 2017. State may terminate lease upon 90 days notice.
Utah State Fair Corporation Act	A7	Amended 2011 General Session	Utah State Legislature	Provides for creation and legal status of Fairpark Corporation	Document Remains Relevant	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.
<b>HISTORIC INFORMATION</b>						
		<b>Date</b>	<b>Author</b>	<b>Content Topic</b>		<b>Summary</b>
Utah State Fairgrounds National Historic Register Nomination	B1	1/27/1981	State Historic Preservation Office	Historic Register nomination - building/site history	With passing of time, additional structures have passed the minimum threshold for historic eligibility. These now make an additional contribution to the district	In progress

PLANNING DOCUMENTS						
		Date	Author	Content Topic		Summary
Blueprint Jordan River	C1	12/1/2008	Envision Utah	Corridor Public Vision	Document Remains Relevant	In progress
West Salt Lake Master Plan	C2	10/21/2013	Public General Plan	Salt Lake City Planning Division	Document Remains Relevant	In progress
Northwest Jordan River/Airport Plan	C3	1/1/1992	Public General Plan	Salt Lake City Planning Division	Document Remains Relevant	In progress
North Temple Boulevard Plan	C4	8/10/2010	Public Corridor Plan	Salt Lake City Planning Division	Document Remains Relevant	The document establishes urban design guidelines for the North Temple corridor, as well as 5 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, placemaking, and the Jordan River.
Utah State Fairpark Master Plan and Market and Financial Feasibility	C5	4/1/2013	Populous, Markin Consulting, Archiplex, Ensign Engineering	Master Plan and Market Financial Feasibility	Document Remains Relevant	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. 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	C6	1/1/2012	Salt Lake City Redevelopment Agency	Agency Goals	Document Remains Relevant	Document outlines 4 priority projects for the RDA's North Temple Project Area to pursue which have may potentially coincide with final recommendations of the Fairpark Master Plan effort.
REPORTS & AUDITS						
		Date	Author	Content Topic		Summary
Legislative Audit No. 14-01	D1	2/1/2014	Legislative Auditor General	A Performance Audit of State Buildings and Lands	Document Remains Relevant	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 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 Report No. ILR 2014-A	D2	2/24/2014	Legislative Auditor General	A Limited Review of Utah State Fairpark's Financial Oversight and Controls	Document Remains Relevant	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	D3	1/1/2000	Economic Research Associates, Informal Learning Experiences, AMS Planning & Research, Bullock Smith & Partners	Economic Market Report	Although components of this document remain viable, including background data comparative analysis, and use ideas, many of the assumptions and suggestions are no longer relevant due to passage of time. Current market conditions have changed and opportunities for shared use of the site such as aquariums and stadiums are no longer available. Additional concepts may be viable, however funding would need to be identified for implementation	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.
Legislative Audit No. 14-02	D4	3/24/2014	Utah State Auditor's Office	Limited Performance Audit of the Utah State Fair Corporation	Document Remains Relevant	State Fairpark Corporation (USFC) and make cursory recommendations for self-sufficient operations. Finding 1 - Comparable State Fairs have higher attendance and a lower government subsidy than the Utah State Fair. The Audit recommends a self-study and business practice be implemented to increase not only fair attendance, but lease and rental revenue. Finding 2 - Options existing for maximizing State Fairpark use. In order to achieve self-sufficiency and grow beyond the need for annual state appropriation the Audit makes recommendations for increasing fair revenues. Recommendations for research of privatization, contracting with a private management group, non-fair revenue options, all of which will require the fair to compete with private business. The Audit does recommend that the Legislature determine the level

Airport Trax ESR	D5	7/1/2008	Utah Transit Authority	Environmental Document	Document Remains Relevant	<p>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 location was recommended to be 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 Ball Park was also identified as a potential park and ride lot, although this was not constructed. A center and side platform configuration was explored at the Fairpark. A center platform was ultimately constructed, so passengers much cross the street to access the Fairpark.</p>
Salt Lake City Blight Study: North Temple Corridor Survey Area	D6	11/1/2010	Lewis Young Robertson & Burningham, Inc.	Economic Conditions Survey	Document Remains Relevant	<p>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. 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. 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 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.</p>

PROGRESS REPORT  
APRIL 30, 2014

Performance Audit of State Buildings & Land	D7	2/3/2014	Utah State Auditor's Office	Analysis of existing conditions for inventories of State Buildings and Land	Document Remains Relevant	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.
<b>UTILITIES &amp; INFRASTRUCTURE</b>		<b>Date</b>	<b>Author</b>	<b>Content Topic</b>		
Utah State Fairpark Updated Utility Assessment Report	E1	12/1/2012	Ensign Engineering & Land Surveying	Utility Assessment	Document Remains Relevant, Except where infrastructure has been updated subsequent to completion. Sewer upgrades completed in 2013.	Document provides an update to the Utility Assessment previously prepared in 2010. Document makes priority recommendations for upgrades in the following order. First, 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.
Utah State Fairpark Utility Assessment Report	E2	6/18/2010	Nolte Engineering	Utility Assessment	Document Remains Relevant, Except where infrastructure has been updated subsequent to completion. Sewer upgrades completed in 2013.	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. 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.
Soils Study	E3	10/27/2006	Gordon Spiker Huber	Soils Study for proposed water line	Document Remains Relevant	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	E4	5/27/2013	IGES	Soils Study for proposed sanitary sewer revitalization	Document Remains Relevant	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	E5	3/24/2011	King Engineering		Document Remains Relevant	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 was constructed as individual projects over the years. 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.
Existing Communications Plan	E6	4/8/2002	CRS Engineers	As Builts	Document Remains Relevant, To the best of our knowledge	In progress
Phase II Sanitary Sewer Revitalization	E7	12/1/2013	NV5 Engineers	As Builts	Document Remains Relevant	In progress

PROGRESS REPORT  
APRIL 30, 2014

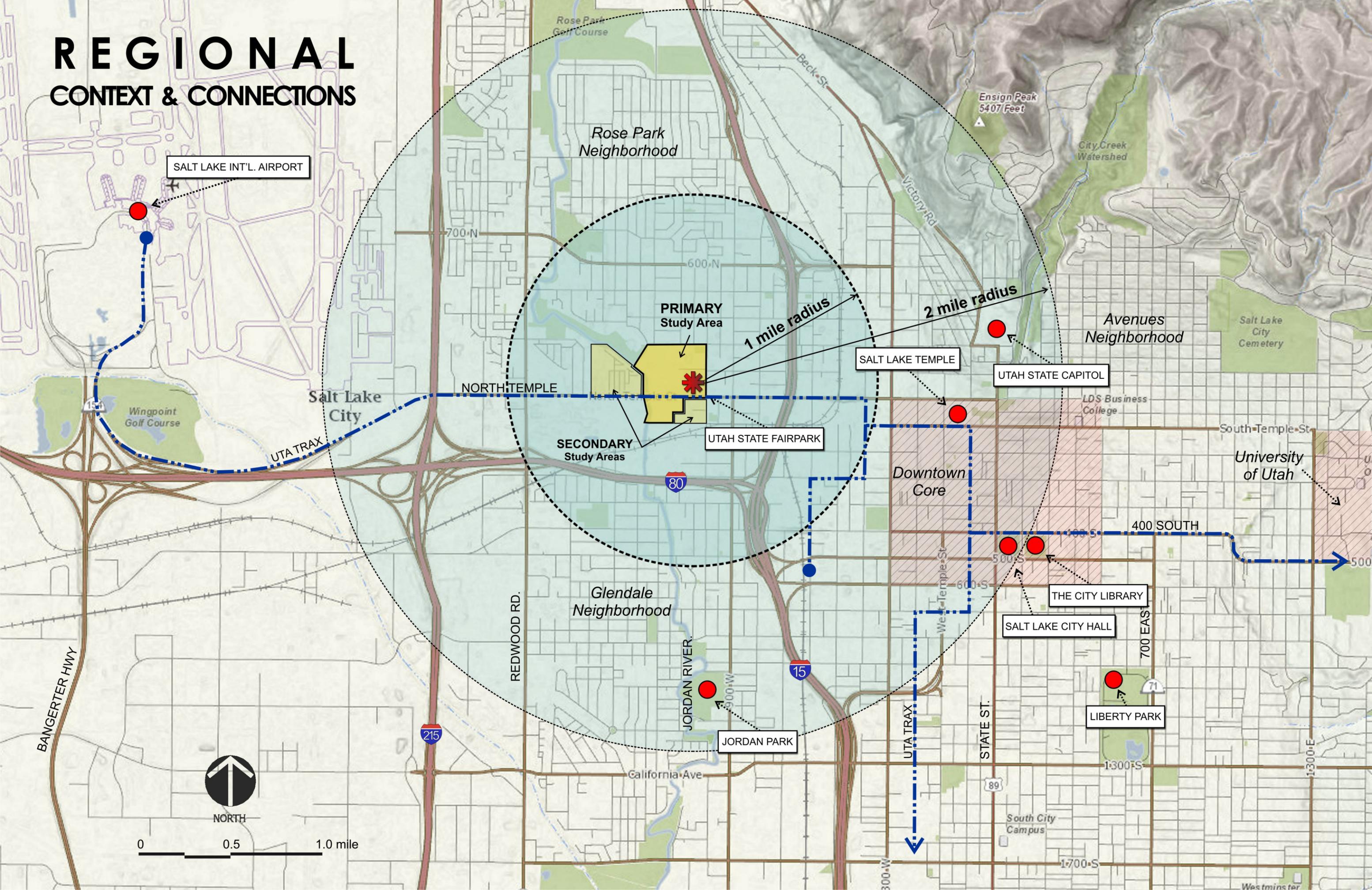
# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 3. Site Analysis

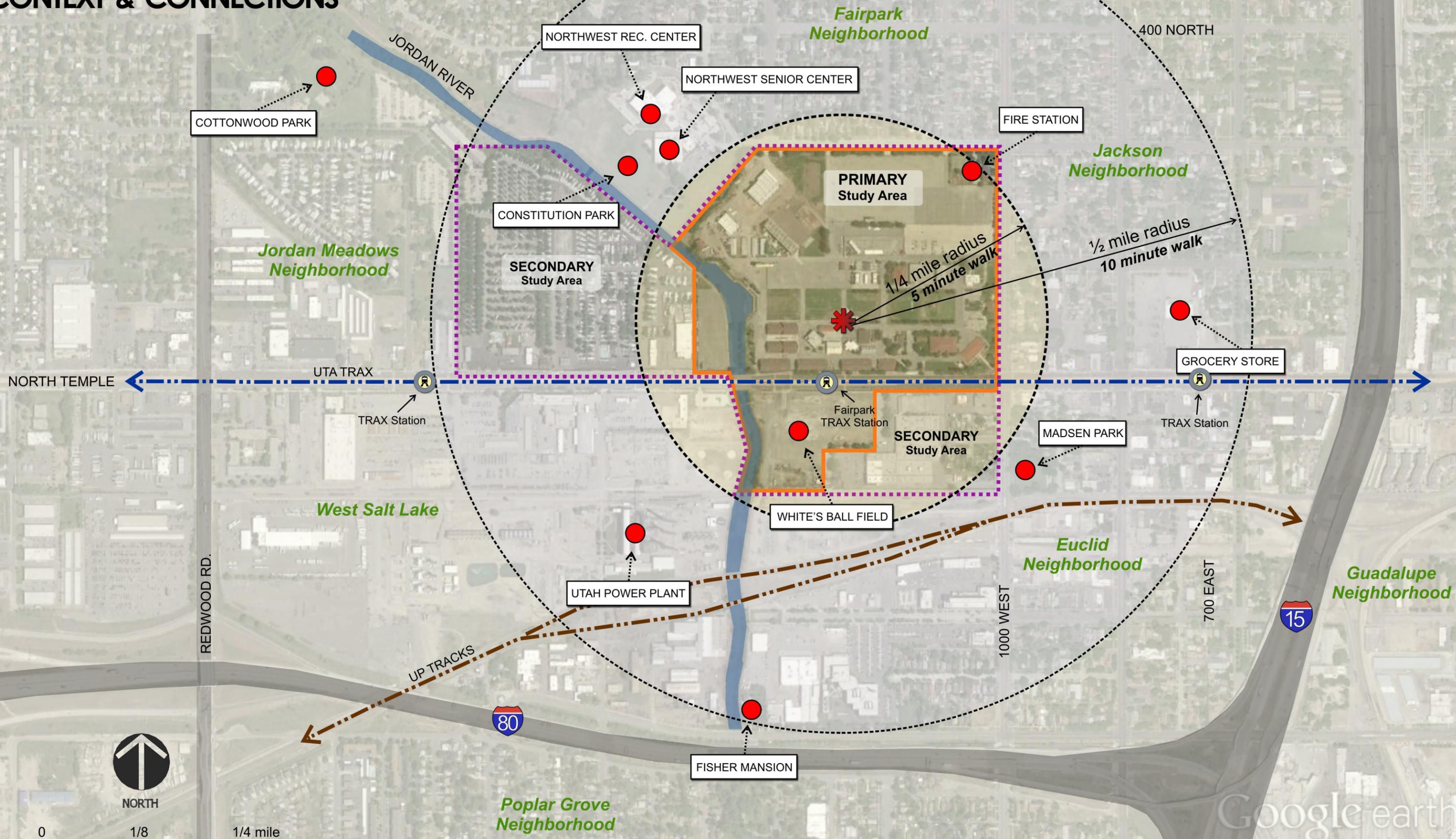
PROGRESS REPORT  
APRIL 30, 2014



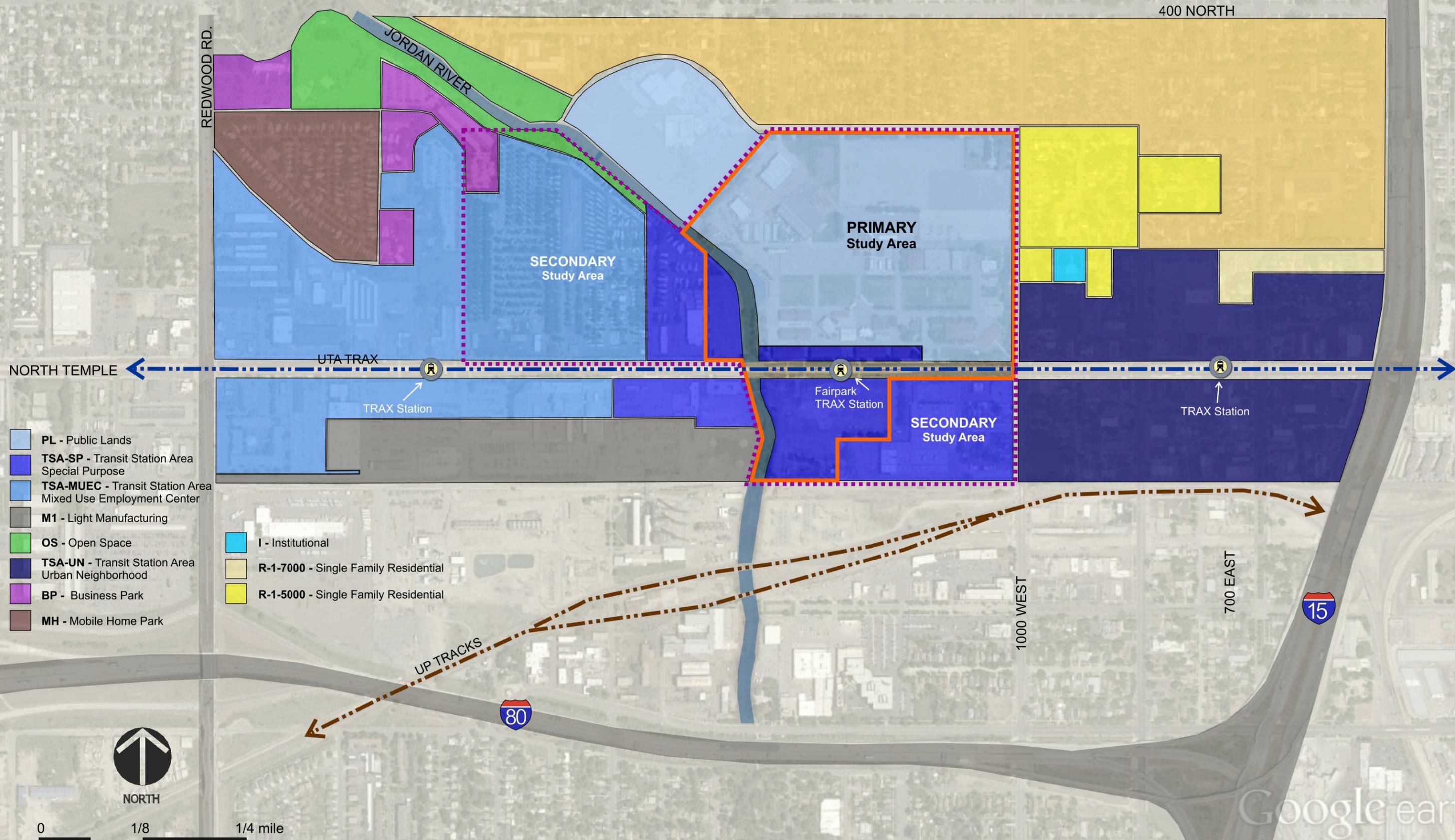
# REGIONAL CONTEXT & CONNECTIONS



# NEIGHBORHOOD CONTEXT & CONNECTIONS



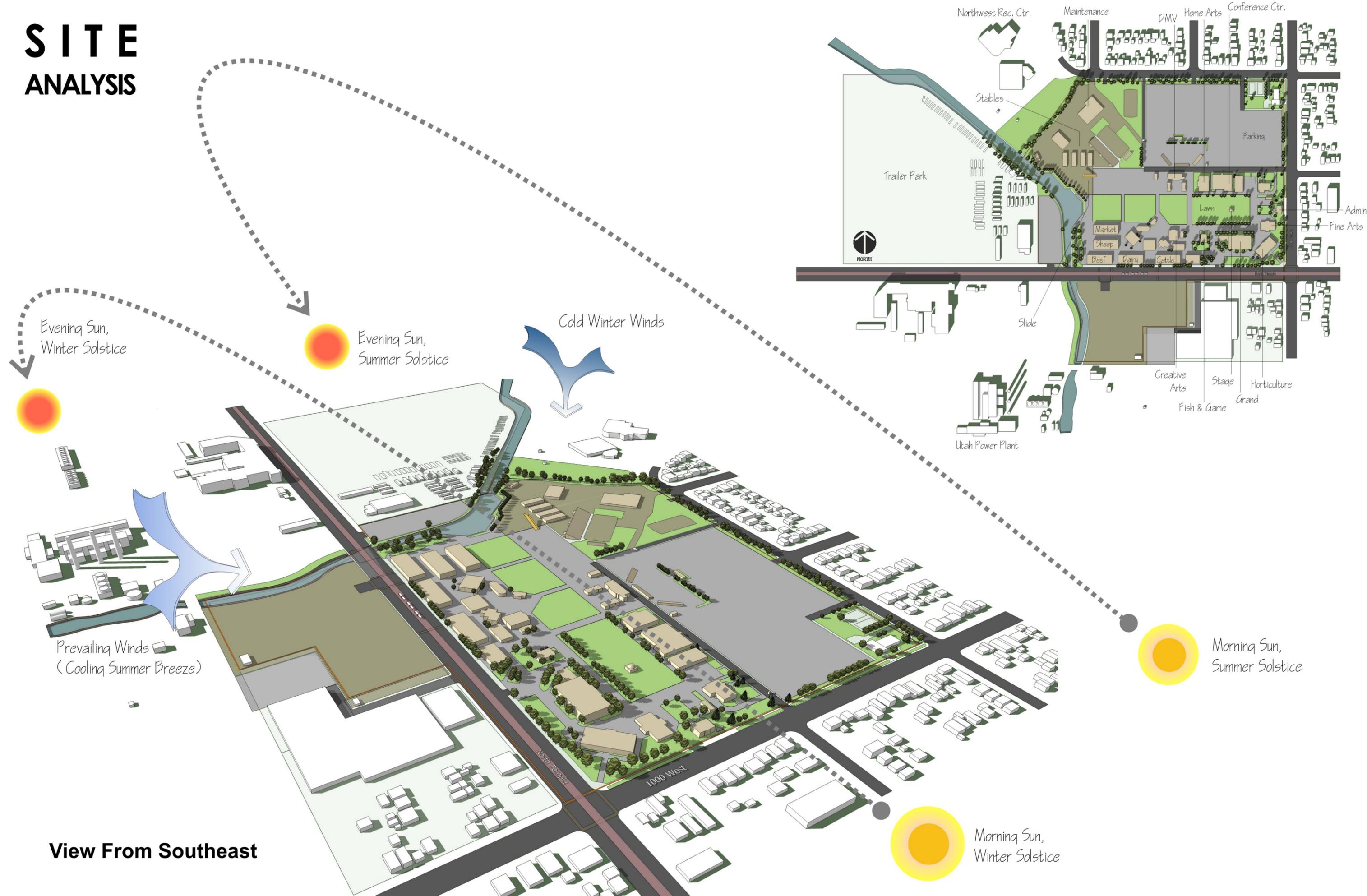
# NEIGHBORHOOD LAND USE



0 1/8 1/4 mile

Google earth

# SITE ANALYSIS



View From Southeast

Morning Sun, Winter Solstice

Morning Sun, Summer Solstice

Evening Sun, Winter Solstice

Evening Sun, Summer Solstice

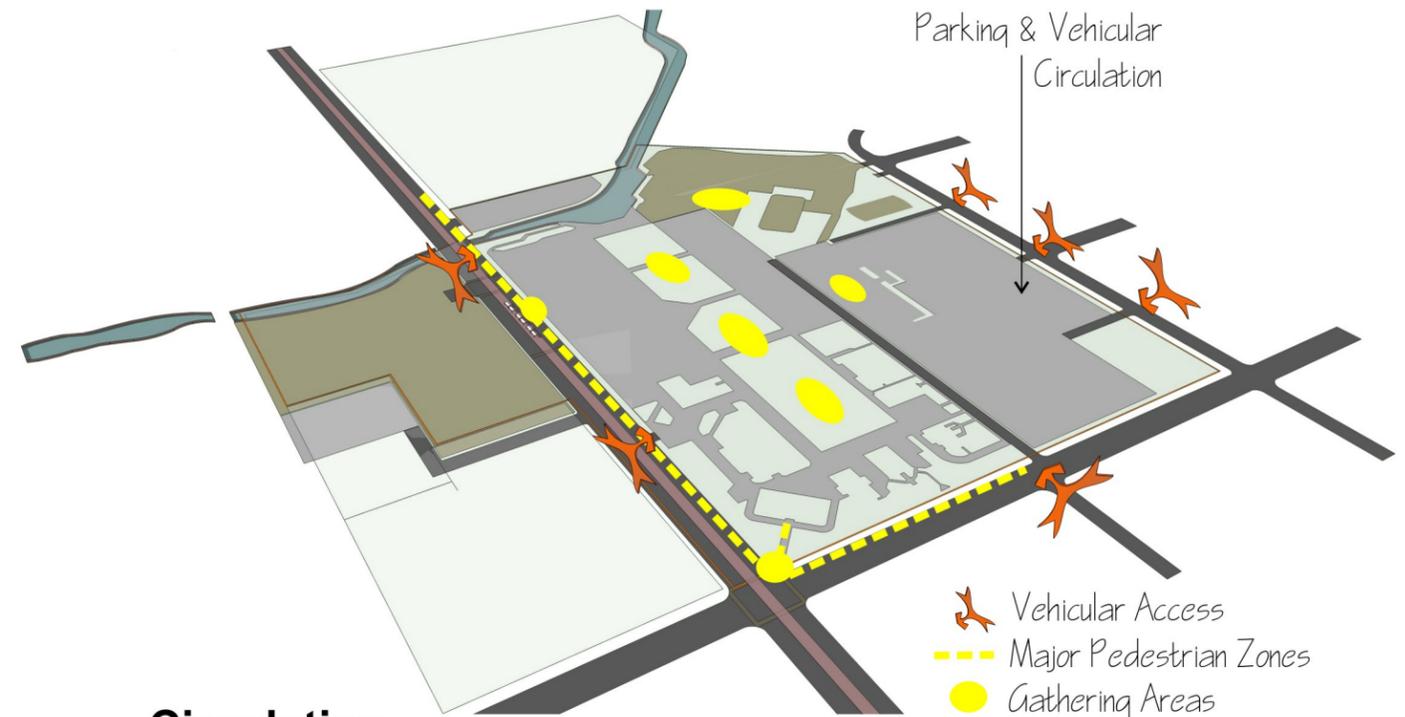
Cold Winter Winds

Prevailing Winds (Cooling Summer Breeze)

# SITE ANALYSIS



**Open Space**



**Circulation**



## **SITE ANALYSIS – HISTORIC STRUCTURE ANALYSIS/BUILDING SURVEY**

While the building conditions are being assessed by the State's DFCM, the study team will also evaluate the buildings from a historic preservation perspective. These analyses will help establish the context of the site, based on the background and history of the buildings and site, the known alterations/changes, and the current conditions. Recommendations regarding the rehabilitation of the buildings and their historic elements/features can then be informed based on these findings and any information on new needs for existing users; known/anticipated future uses/users; unknown future uses/users.

The following will be documented:

1. National Register Eligibility: a documentation of the buildings' physical appearance by visual evaluation to determine eligibility for inclusion as contributing structures on the Fairpark site National Register listing.
2. Historic Structure Analysis: a brief evaluation of the buildings' and site's historic/architectural defining features and their existing conditions, which may include the following:
  - a. Site Analysis – layout and relationship of buildings to one another and the site as a whole; total number of buildings/structures; circulation; accessibility; space utilization; landscaping
  - b. Exterior Analysis – materials, architectural elements/features, massing, architectural styles, doors and windows, additions/alterations
  - c. Interior Analysis – general layout/floor plans, circulation, materials, architectural elements/features, doors and windows, alterations/additions

PROGRESS REPORT  
APRIL 30, 2014

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 4. Public Involvement Plan

PROGRESS REPORT  
APRIL 30, 2014





## Fairpark Property Master Plan Public Outreach Plan

### INTENT:

CRSA seeks to develop and implement an equitable public workshop process to capture the community vision for the future of the Fairpark site in conjunction with a master planning effort for the property. CRSA has been contracted by the Division of Facilities Construction and Management to provide planning and programming services for the purpose of reporting to the Utah State Legislature on the potential future use of the State-owned property known as the Utah State Fairpark and White Ball Park. Understanding the deadline imposed by the Utah State Legislature, June 30th 2014, this process will include as many users groups as possible, including youth, with an emphasis on reaching out to Fairpark participants, neighborhood residents and businesses, non-profit organizations and community institutions. The design team will invite community members to be active participants in the master plan development process and empower them to share their vision for the future of the Fairpark property.

The intent of the public outreach process is to work with community members, businesses and organizations to gain their perspective on how they interact with the Fairpark and their vision for the future of the property. This information will be included in the report to the Utah State Legislature for their consideration.

### METHODOLOGY:

In order to develop a master plan with input from community members and public representatives and agencies a two-pronged ongoing public outreach process is envisioned. The first aspect of outreach will consist of reaching out to the public agencies and representatives who have involvement or interest in the Fairpark property. These stakeholders will be asked to share their knowledge of the site, perspective of its current use and vision and potential for its future. While not an exhaustive list, some of these include:

- Senate/House Representatives
- Fairpark Administration & Board
- Utah Transit Authority
- Chamber of Commerce
- Salt Lake City
  - Salt Lake City Planning
  - Community Councils
  - Redevelopment Agency of Salt Lake City
- Salt Lake County
  - Economic Development
- State of Utah
  - Department of Agriculture
  - Department of Tourism
  - State Historic Preservation
- Jordan River Commission
- Utah Heritage Foundation
- Envision Utah

The complete contact list and meeting minutes from interviews performed thus far can be found in the Outreach Findings section of this progress report.

The second component of public outreach will be to engage community members, which will begin partially in Phase One of the project in April and continue in more detail in May as part of Phase Two once the design team has had sufficient time to develop a baseline understanding of the project. While this process formally begins with a public meeting in May, it will likely continue through the conclusion of the study at the end of June with any interested groups or individuals who would

like to remain involved in the process. This means that the concept for the future of the site will be continually developing through the final phase of study in order to include as many interested groups as possible in the process.

To successfully complete such a process with a short timetable, reaching as many of the potential stakeholders of the Fairpark will be imperative. Working with community leaders as well as integrating with existing community and neighborhood organizations will be crucial to notifying them about the public open house and ongoing study. CRSA has worked with Utah State District 23 Representative Jennifer Seelig and Fairpark Community Council members to identify the following community institutions as potential partners for the process:

- River District Business Alliance
- University Neighborhood Partners
- Unity Center
- Westside Leadership Institute
- Mestizo Institute of Arts & Culture
- Neighborworks Salt Lake

Other potential parties with strong ties to the Fairpark who should also be contacted would include agricultural groups such as:

- Future Farmers of America
- Utah Farm Bureau
- 4-H

In order to officially kickoff the community engagement portion of the study, two meetings in the month of May are proposed. The first meeting(s) will be held on Thursday May 8<sup>th</sup> at the Northwest Community Center from 3:30-6:30 as scheduled appointments with local representatives, non-profit organizations, local businesses and interested neighborhood residents who are unable to attend the public open house. CRSA has begun contacting these groups to schedule meetings in order to listen to their thoughts and vision for the future of the Fairpark Property in a more intimate setting than the public meeting. Moreover, CRSA will solicit their assistance in notifying area residents about the public meeting as well as finalizing topics and stations at the public open house.

The second meeting would be a public open house format which is likely the best approach for the meeting in order to accommodate a variety of schedules and to provide interest for all members of the community including families with children who may not find interest in a formal presentation. The tentative format is as follows:

Public Open House # 1 on Wednesday May 14<sup>th</sup> 5:30 -7:30 at the Northwest Community Center which would include 4 potential stations:

1. Sign-in and public comment station
2. Existing conditions review including site analysis of Fairpark community context to determine pros and cons from a neighborhood perspective of living near the Fair.
3. What are the most actively visited spaces during the Fair? What are strengths / assets of the site that should be highlighted or retained?
4. The future of the Fairpark; what would attendees want to see on this site in 50 years if it were a blank slate?

CRSA visited the Fairpark Community Council meeting on April 24<sup>th</sup> to announce the public open house and discuss the study. Council members are assisting CRSA with developing a flyer to be mailed to all households in the community council district notifying them of the meeting. Holding the open house at the Northwest Community Center is appropriate as a convenient location for the local community because they frequently use it for public meetings such as the Fairpark Community Council. It also provides opportunities for discussions about existing site conditions to occur in situ. Moreover, this approach helps the design team accomplish their outreach goals. They are:

1. Notify as many community members, organizations and businesses about the master planning effort and why it is taking place;
2. Provide a venue for candid discussion about the strengths and weaknesses of the Fair and its current location;
3. Engage interested individuals or groups in the process of developing a future vision for the property.

CRSA would work with community members to understand their perspective on what works and what doesn't, as well as soliciting ideas on what type of development or activities would best capture the culture and energy of their community. For those not able to attend, CRSA will develop informational comment materials with contact information which can be used to solicit feedback.

The development of the master plan for the Fairpark property will be concurrent with the public outreach process, beginning in May 2013 and concluding with a progress report # 4 on June 30<sup>th</sup> 2014. It is anticipated that minor revisions will take place thereafter to respond to any comments received by members of the subcommittee. The purpose of the public outreach process would be to work with the community to create a consensus vision for the future of the Fairpark property in order to realize its highest and best use in harmony with local community stakeholders.

PROGRESS REPORT  
APRIL 30, 2014

# FAIRPARK PROPERTY MASTER PLAN

## OUTREACH CONTACT LIST

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

# FAIRPARK PROPERTY MASTER PLAN

## OUTREACH CONTACT LIST

33	Neighborworks Salt Lake	Meeting
34	Red Iguana	Yet to contact
35	River District Business Alliance	Meeting
36	Camp VIP / KOA	Yet to contact
37	Jordan River Restoration Project	Meeting
OTHER STAKEHOLDERS, INSTITUTIONS & AGENCIES		
38	Fairpark - Executive Director	Complete
39	Fairpark - Director of Facilities	Yet to contact
40	Fairpark - Director of the Board	Complete
41	Utah Transit Authority Planning & Development Board	Meeting
42	Utah Transit Authority - Manager, Long Range & Strategic Planning	Complete
43	Utah Transit Authority - Chief Planning Officer	Complete
44	Utah Transit Authority - Strategic Planner II	Complete
45	University of Utah Associate Dean	Meeting
46	Utah Heritage Foundation Executive Director	Complete
47	Envision Utah Planning Director	Complete
48	Envision Utah Lead Planner	Complete
49	Salt Palace Management Group (SMG)	Email
50	Visit Salt Lake President & Executive Director	Email
AGRICULTURAL GROUPS		
51	Future Farmers of America	Yet to contact
52	Utah Farm Bureau	Yet to contact
53	4 H	Email
54	2014 Fair registrants/attendees	Yet to contact

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 5. Peer Review Methodology & Initial Findings

PROGRESS REPORT  
APRIL 30, 2017



## **COMPARABLE MARKETS - RESEARCH OF OTHER STATE FAIRS**

We are in the process of researching state fairs across the nation and preparing a matrix that will allow us to compare various fairs in an effort to gain insights for opportunities for the Utah State Fair. The matrix includes the following components as information is available:

State  
Dates of Fair  
Attendance  
City where Fair is held  
Annual revenues  
Admission ticket prices and ticket revenues  
Net profit or loss amount (i.e., amount of profit or amount of subsidy)  
Key events/activities associated with Fair  
What \$ amount of revenues come from gambling, horse racetrack or other betting-type events  
Role of agriculture/livestock in Fair activities  
Other uses of the site year-round (key revenue-generating events and amounts)  
Number of days of non-fair use  
Percent of revenue originating from non-fair events  
Surrounding uses/neighborhoods  
Obtain Fair budgets, if available  
Parking (fees, on site, etc.)  
Any government assistance (govt. owns the land, etc.) or amount of subsidy (direct and indirect)  
Capital improvements/structures at Fair site (if arena, how many seats, etc.)  
General physical condition of buildings/appearance of site (obtain pictures)  
Fair ownership/operating structure  
Marketing strategies, budget and media used  
"Identity" of the Fair  
List of competitive facilities and size in that particular city  
Recent trends related to the Fair (i.e., increased/decreased attendance, added events, etc.)

If additional information for the national research and interviews should be obtained, please advise CRSA & ZBPF immediately and additional criteria can be added to the Matrix.

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 6. Facility Programming

PROGRESS REPORT  
APRIL 30, 2014



## PHASE ONE: EXISTING CONDITIONS ANALYSIS

### Task E: Facility Programming

The Fairpark consulting team will coordinate with the State of Utah to develop an understanding of the long term needs of State Agencies that may find relocation to the Fairpark as a viable option. Consultants will develop a baseline understanding for these agencies, conceptually limited to approximately six agencies, as well as a potential growth scenario for each. Extrapolating from the growth and baseline conditions, a potential future configuration for each agency can be established, which can be used in the scenario planning exercise in Phase Two. In order to understand demand, both space needs and priorities of the Fairpark, but also those of the State of Utah, the consultant team is working with Lee Fairbourn, DFCM Real Estate and Debt Manager to understand space demand and planning for all non-higher education agencies.

Our work in this phase, started in April 2014 and is ongoing as of late-April 2014, includes the following:

- Review of published materials provide by DFCM or by open records access,
- Review of State Fairpark Studies, a tour of facilities, and 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 can be established through a review of Audit 14-01 data and findings and discussions with staff. The next step for the consultant team is to understand the required accuracy of data required by the Legislative Sub Committee, which has undertaken this study. It is the recommendation of the Fairpark Masterplan consultant that at this point trending data may be accurate enough to begin this study, although more detailed data would be beneficial for the long term accuracy of this report.

The Fairpark Masterplan consultant has met with Lee Fairbourn, DFCM State Real Estate and Debt Manager. Mr. Fairbourn provided a copy of Audit 14-01 and additional lease data in Salt Lake County. The consultant will continue to use Mr. Fairbourn as a resource, including the review of more accurate data as it becomes available.

### Space Needs

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.

Agency	Building Function	City	Square Feet	Annual Lease	# FTEs from Lease DF9
Health	IT Development	SLC	25,000	\$ 203,000.00	
DHS	Resource Recovery	SLC	72,000	\$ 1,635,000.00	

GOED	Administration	SLC	24,000	\$	509,000.00	
Insurance	Admin / Fraud Division	SLC	5,253	\$	99,807.00	14
MedEd		SLC	2,383	\$	49,566.40	7
SITLA	Administration	SLC	22,226	\$	450,409.38	55
CCJJ	Crime Victims Reparations	SLC	9,000	\$	121,000.00	
Education	DDS-Rehab	SLC	27,000	\$	708,000.00	
Gov Office	Gov Council - Peoples with Disabilities	SLC	2,000	\$	41,000.00	
DFI	Administration	SLC	10,543	\$	176,199.89	51
USOR		SLC	9,484	\$	254,290.63	15
USOR		SLC	27,300	\$	701,337.00	120
CCJJ		SLC	7,974	\$	120,566.88	15
DSPD		SLC	3,487	\$	51,956.30	8
<b>Total</b>			<b>247,650</b>	<b>\$</b>	<b>5,121,133.48</b>	<b>285</b>

The Fairpark consultant will continue to compile a summary of both leases, as information becomes available. To date these fourteen leases provide data that will later be compared to state owned facilities, such as the number of full time employees, the square footage by employee and the cost of lease space per employee. This information will be couple with forthcoming data currently being compiled illustrating these averages from a cross section of state owned facilities.

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 just north of North Temple in Salt Lake City at an average cost of \$224 per square foot, excluding the land. Assuming DFCM could construct a similar building at a similar cost, the building would cost approximately \$75 million to construct.

#### Ongoing Work

The Fairpark consulting team in currently gathering data representing average space utilization of state-owned non-higher education properties. 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.

The Utah State Fairpark staff of Six FTE is housed in the Administration Building at 155 North 1000 West. The consultant is waiting on a Faithful and Gould Existing Conditions Assessment draft report to summarize space utilization at the Fairpark proper.

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 7. Outreach Findings

PROGRESS REPORT  
APRIL 30, 2014



## MEMORANDUM

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Date: 04/08/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Kelly Gillman; CRSA  
  
RE: Site tour with Fairpark Director Michael Steele & DFCM Project Manager Taylor Maxfield

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### MEETING SUMMARY

The initial site visit by the design team of the Fairpark facilities was led by Fairpark Director Michael Steele and DFCM Project Manager Taylor Maxfield. Design team representatives Kathy Wheadon, Kelly Gillman and Ryan Wallace attended the site visit.

The following points were offered by Michael Steele & Taylor Maxfield.

- New 12" sewer line was constructed in 2013 along the south side of the mall from 1000 West. Extension of sewer line to the north has also been approved.
- North Temple marquee denotes site 100% corner at 100 West and North Temple Street
- Corn cobbler on mall
- Temporary tent is set up during the Fair to house the pigs between the Market Building and the Sheep Building.
- Jordan River amphitheater project is about 1/3 complete
- Street signage on North Temple directs to multiple entry points include Jordan River Trail entry
- Animal wash-down behind barns creates conflict for new entry from Fairpark light rail station on North Temple.
- The Fair currently utilizes 12 access/entry points to fair, however this might be reduced in the future to save labor costs.
- The Fairpark site has almost no natural slope, which causes drainage concerns in asphalt and turf areas. During the Fair of 2013 which was particularly rainy, sawdust was used in some of the areas along the mall where significant standing water developed.
- Historic barns getting new steel framing system internally to hold roof, as well as lead paint removal. Dormer windows which have been covered could potentially be reopened to permit natural light into the spaces.
- The Fair intends to try a similar business development model as the Washington State Fair in Puyallup by providing every school child in the State of Utah a free ticket to the Fair in 2014. The intention of this is to build strong relationships between youth and the Fair, as well as encourage attendance by families. The Washington State Fair also offers the Fair two times per year, in the spring and in the fall. This approach is also being considered to increase Fair revenue.

### **Administration Building**

- Administration Building is not ADA accessible.

### **Former DMV**

- Acts a finance office during Fair
- Shipping & receiving
- Currently trying to find a tenant to lease the space.

### **Bonneville Building**

- No specialty lighting.
- Open floor plan creates one large space.
- All display stored at the barn.
- New roof and skylights approved for next funding cycle, \$100,000.
- Space can be rented for \$600 per day.

### **Promontory Building**

- New transformer for building
- Building is on National Historic Register.
- Roof is okay, soffits and eaves require work. No insulation in walls
- Building features heating, although it is inefficient. It also includes air-conditioning and entry art.

### **Grand Building**

- Renovated in 1900
- Attached to Heritage Hall
- Lighting & acoustics

### **Fish & Game / Wildlife Building**

- No heating or cooling
- Currently only used during the Fair
- Seismic upgrade and roof replacement approved for next funding cycle \$400,000
- Owned by the Department of Natural Resources, including lake behind the building which is used for fishing during the Fair.

### **Deseret Building**

- Currently used by 4H during the Fair.
- This newer structure was built in 2003, so it includes air-conditioning and restrooms.

### **Fish & Game / Wildlife Building**

- No heating or cooling
- Currently only used during the Fair
- Seismic upgrade and roof replacement approved for next funding cycle \$400,000
- Leased from Department of Natural Resources.

### **Barn 24**

- Poultry during the Fair
- Bountiful baskets during the rest of the year.

### **Restrooms**

- Air conditioned space

### **Pioneer / Creative Arts Building**

- Renovated in 2013 to include heat, new lighting, ceiling and roof. Renovation also included a new swamp cooler and restrooms.
- Includes wireless controls

### **Storage / Soccer Tech Building**

- Used for vegetables during the fair
- Indoor soccer field
- Rents for \$1,200 per month, plus renter is required to pay for heat.

### **Dairy Building**

- Boat & RV storage during the year
- Currently having paint abatement procedure to remove lead paint

### **Livestock Offices / Showring**

- Include restrooms and office
- Auction space for livestock during Fair

- Possibly too small to meet current demand.
- Trucks back up to rear of building

### **Market Building**

- Commercial exhibits during the Fair.
- Storage space the rest of the year.

### **Arena / Stands**

- Spanish Fork just built a rodeo arena which is basically the industry standard right now at 7,000 seats

### **Horse Barns**

- No heating or cooling
- In the past the barns were rented by the Salvation Army

### **Stables**

- Approximately 300 stalls in 4 buildings.

### **Grand Stand**

- Paved area only permanent infrastructure, stage and chairs are brought in for Fair use only

### **Zion / Home Arts Building**

- Numerous columns break up interior space, kitchen equipment along entire north wall
- Exposed mechanical duct paint is peeling

### **Conference Center**

- Includes first aid and lost children during the Fair
- Fair Store at entry
- Meeting room for public safety
- Concessions office
- DMV shares east half of building
- Public restrooms on the south side DMV
- Air-conditioned building

### **Discovery Building**

- Used for auctions during the year

## MEMORANDUM

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Date: 04/01/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Kelly Gillman; CRSA  
  
RE: Interview w/ Salt Lake City Planning Department representatives at DFCM offices

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### AGENCY RELATIONSHIP TO FAIRPARK

In 2010, Salt Lake City completed the North Temple Boulevard Plan which establishes standards and guidelines to enact their long-term vision to transform North Temple into the City's "grand boulevard". The plan specifies standards for the corridor in general, as well as specific recommendations for 5 study areas, one of which is the Fairpark study area.

### MEETING SUMMARY

A brief description of the project process was presented to representatives of the Fairpark, DFCM, Salt Lake City Planning Department and Utah Transit Authority. Each agency was then given an opportunity to share their perspective on the site, including opportunities, risks, etc. of the site. Thereafter general group discussion ensued to discuss complex issues relating to multiple agencies.

The following points were offered by Nick Britton representing Salt Lake City Planning

- North Temple Boulevard plan is the only city master plan which would currently apply to this site. Additional master plans for this district of the City are being discussed, but nothing is coming in the near future.
- 2010 North Temple Boulevard Plan identified this area as Transit Station Area Special Purpose (TSA-SP) zoning district. This is the official zoning today for the frontage along the Fairpark, not an overlay zoning district. The intent of the TSA district is to create a hybrid zoning district moving toward form-based zoning rather than land-use zoning. There are numerous permitted land uses in this district, anything to produce ridership with a preference toward development anchored on North Temple frontage. Essentially the City is looking for development which complements the light rail station with year round users.
- Existing single-family residential neighborhoods are maintained in the City zoning ordinance to the north and northeast of the Fairpark site.
- Camp VIP / KOA to the west of the Fairpark was officially rezoned to TSA-MUEC (Mixed Use Employment Center) allowing for redevelopment of the boulevard frontage, while maintaining single-family residential to the north (rear) of the site.

## MEMORANDUM

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Date: 04/01/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Kelly Gillman; CRSA  
  
RE: Interview w/ Utah Transit Authority (UTA) representatives at DFCM offices

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### AGENCY RELATIONSHIP TO FAIRPARK

In 2013, Utah Transit Authority's Airport TRAX line (now known as the Green line) opened for business. The line connects airport users via North Temple Street to Downtown Salt Lake City and the Salt Lake Central Station, UTA's intermodal hub connecting light rail, FrontRunner and buses. This line connects several top destinations and employment centers with the rest of the Wasatch Front. This includes the Fairpark station at 1150 W. North Temple, and UTA is willing to think creatively / partner with other agencies to increase ridership at this station.

### MEETING SUMMARY

A brief description of the project process was presented to representatives of the Fairpark, DFCM, Salt Lake City Planning Department and Utah Transit Authority. Each agency was then given an opportunity to share their perspective on the site, including opportunities, risks, etc. of the site. Thereafter general group discussion ensued to discuss complex issues relating to multiple agencies.

The following points were offered by Matt Sibul, GJ LaBonty, Richard Brockmyer.

- Utah Transit Authority (UTA) is excited about the opportunity to be a part of this study and to introduce concepts for this site along the Airport TRAX (Green) line they have been developing for several years. Location of the transit station, its proximity to Fairpark, immediate access to the Jordan River Parkway, provide an excellent opportunity to maximize light rail ridership at the Fairpark station.
- UTA has limited needs of park and ride facilities at this location, stemming from feedback from local residents during public outreach of the Green TRAX line. However development of park and ride facilities is not the agency's top priority. UTA prefers as an agency to find other ways to connect riders to transit including on foot, bike paths, etc. Year-round development, shared parking, or any type of creative solution to meet the needs of all users at this location is most desirable. 300 stalls were originally desired, but now the desire is for something closer to 170 stalls.
- UTA is already in negotiations with the State & Fairpark regarding a lease agreement for parking along north side of North Temple adjacent to Jordan River at an existing surface

parking lot. This facility of 150 stalls would likely meet most of the stated demand. UTA has some remaining funds from the airport line to assist in developing park and ride facilities.

- Discussion about why the primary study area doesn't include the Sandberg property on the south side of North Temple. While this is included in the secondary study area, the primary study area was primarily distinguished by state ownership, and the secondary study is owned by all others.
- Discussion of alternatives available through scenario planning. This allows for multiple hybrid solutions, and avoids an "all or nothing" approach. The highest and best use isn't the only criteria of this study, but cultural value of the Fairpark will also be weighed in the final recommendations. The study may also seek out options which can complement the entire area to augment the existing fairgrounds and ensure long-term success of all users, or "win-win" situations.
- The Fairgrounds enjoy excellent transit access being only 2 stops away from a regional connection via FrontRunner enabling the entire region to attend the Fair via public transportation. However attendance this most recent year with rain only garnered 300,000 attendees. The Fair would like to see 400,000-450,000 annual visitors.
- UTA has contacts within the development community for similar properties in other locations throughout the valley. They are willing to facilitate discussion and lend perspective if useful in Phase 3 of the project when contacts from the private development market may be pursued. Thinking creatively about partnership opportunities seeks to ensure that the final recommendations proceed beyond planning to constructions in a timely manner.
- The local community was quite vocal and active during the development of light rail, resulting in altering the final alignment. The residents from existing single-family residential neighborhoods desire long-term protection but are also willing and desirous to see positive change along North Temple. There was also strong representation from non-profits in this area as well.
- Traffic analysis will rely on Salt Lake City and UTA understanding of existing traffic volumes. No new analysis is anticipated for the purposes of this study at this time.
- Design team should visit UTA Planning and Development Committee meeting which is held the 2<sup>nd</sup> Wednesday of every month. Give them an update to provide them access to comment on the study and process. It may also be useful to attend one meeting early in the process, such as the May meeting and again near the end of the study in June. DFMC will need to approve any presentation material that is shown to the Committee.

## MEMORANDUM

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Date: 04/08/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Kelly Gillman; CRSA  
  
RE: Interview w/ Jordan River Commission

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### AGENCY RELATIONSHIP TO FAIRPARK

The Jordan River runs north to south through the primary study area, as well as along the northern boundary of the secondary study area. The river itself acts as part of the western security border for the Fairpark property. Many visitors access the Fairpark via a western gate / entry along the Jordan River Parkway near a bridge. These two entities have an opportunity for a relationship beyond mere adjacency; leveraging this potential relationship was the primary topic of conversation.

### MEETING SUMMARY

The following points were offered by Laura Hanson, Executive Director of the Jordan River Commission during the meeting on 4/8/14.

- The document Blueprint Jordan River calls for gathering areas in key spots along river. The Fairpark is a natural spot for this type of use.
- The existing amphitheater / gathering space along river doesn't work properly. It's location on the wrong side of river causes it to collect silt and mud. It should be removed or re designed, for instance it would work better on opposite side of river.
- Agriculture outreach and education would be a good use at the Fairpark.
- There are those in the local environmental community who feel that the existing surface parking at Fairpark should go away and be reclaimed for native wildlife habitat. Jeff Salt is one of these individuals, who might be a good contact if we want to hear extreme environmental perspective and context. This same group would likely not support new buildings on State-owned land in this area. This is not the view of Jordan River Commission however.
- Laura believes office buildings in area would be positive if they were to be designed in such a way that they didn't turn their back on the river. To be successful, their footprints should also leave plenty of space for river to function naturally.
- Plans for trail completion south of Fairpark outlined, including remaining obstacles such as the existing rail line and power corridor.
- Another positive use for this location would be a place for canoes and kayaks to access the river.

## MEMORANDUM

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Date: 04/14/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Kelly Gillman, Susie Petheram; CRSA  
From: Ryan Wallace; CRSA  
  
RE: Interview w/ Salt Lake County Economic Development at SLCO Mayor's Office

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### MEETING SUMMARY

Salt Lake County Economic Development representatives have a wealth of knowledge concerning county-wide trends, issues and opportunities to offer. They also have institutional knowledge of some of the history of the Fairpark site including its operations, facilities and neighborhood context. Due to this knowledge and experience, they are able to provide several useful suggestions regarding potential opportunities and partners for the future of the site.

The following points were offered by Carlton Christensen & Christina Oliver.

- Discussion opens with several questions about the most recent planning study and if the Legislature intends to put funding behind potential solutions or if these are more theoretical in nature.
- Is a public purpose worthy of continuing subsidizing the Utah State Fair? Seems to be a policy issue between the Legislature and the Fairpark.
- When Salt Lake City created the urban renewal site in this area, they intentionally included the Fairpark, although not as part of the tax increment financing. It was left in the district to allow for some local participation in a larger statewide effort on the site if that scenario were to arise. This leaves some tools in place but most likely it would require action primarily from the private sector.
- Conversations have occurred indicating that the historic barns could be retrofitted for commercial uses along the North Temple streetscape to activate the frontage. It would be something similar to Trolley Square. New structures could be created to house the animals during the Fair, because the current barns aren't ideal for them currently.
- SLC City Council visited Denver's Confluence Park and discussed the potential of a sporting kickoff site along the Jordan River near the Fairpark site similar to the REI building in a renovated warehouse in Denver's Lower Downtown district. Jordan River could be a great recreational opportunity and it would be sad to not take advantage of this once the County bond pays for closing the gap in the Jordan River Parkway. Must find ways to connect the Fairpark with the River.
- Desire to activate the site year-round; potentially move state-owned facilities to 1000 West or 300 North, while allowing private development along the major street frontage of North Temple to be successful.

- Fair is one of the only reminders of agriculture for many residents of Salt Lake City about how their food is created. Neighborhood residents would likely be disappointed about the entire removal of the fair from the site.
- With the facilities already in place, are there agricultural conventions that the Fairpark could attract and support? This could be an advantage that the Fairpark has over other facilities such as Salt Palace. The Fairpark could also work as a satellite support space for Outdoor Retailers such as parking, etc. Some of this is already taking place occasionally.
- Are there other sporting venues which could be located there that would be able to pay for themselves? Some discussion of RSL's stadium at one time, but now could it be for a velodrome or something similar? BMX bike races?
- Nick Norris may have an interesting perspective to share with all his involvement along the North Temple Boulevard Plan. This may help to set the context for this study.
- The State's Multiagency Office building at 1950 W is likely a representation of what to expect from the State if they were to build at this location.
- State owned parking has several red flags such as parking competition with Diamond parking and others. However UTA's local interlocal agreement requires them to provide parking along North Temple within a specified time to serve the Green line TRAX. Local residents were concerned about where people would park in the neighborhoods if no park and ride was offered.
- Is there any symbiotic relationship between the Constitution Park and the Fairpark? Could one be created?
- Residential opportunities probably not a top priority for the site, because the noise issue along 300 North is a concern. The market is slowly moving west as can be seen near the Gateway with some housing along 600 West. It will take time to continue for this demand to move west to the Fairpark.
- Some residential could be located along 300 North, as well as a mix of office and retail on the site. This could provide a transition from the residential neighborhoods to the north, although the noise from the Fair is pretty challenging to the neighborhood residents. Lease rates could be problematic for retail and offices spaces as well. Additionally other neighborhood sites exist that could just as easily fill the commercial need with less investment.
- Another more obvious partner might be University of Utah to expand its Research Park, this could be a useful site for that type of effort which needs more space. A University to Airport TRAX line could really help facilitate this type of growth. Mike Perez may be a good contact at the University, as well as Natalie Gochnour.
- Potential suitability of LDS Business College to grow to the Fairpark site was discussed. They still own a site to the north of the Triad Center for future development and they could also terminate leases if they need more space however. Almost half of the Plaza hotel is currently student housing and LDSBC could use more in the area. Many of their students are not from Utah or the United States, so more apartment-style housing could be a potential partner at the Fairpark site.
- If the State were to sell the land or long-term lease this could invite the private market to activate the site. Long-term lease may be the best option to generate revenue and to allow the State to continue to control the site. This change of model could free them to avoid the parking needs to pay for the Fair. Such as long-term lease to allow a developer to construct a building for say 25 years, to include some State offices as well as private commercial space for lease. It could be operated by a private developer for the terms of the lease and at the conclusion of the lease the State could take the land (and building) back. The long-term lease

is good if the State can get out of the way on the development side and just ensure that a taxable use is found for the site.

- The County Fair is currently heavily subsidized (in South Jordan) and is managed by SMG (Salt Palace Management Group). Both operations and facilities are being subsidized currently. Scott Beck may be a potential contact; he works with Visit Salt Lake.
- There may be deed-restrictions for the State-owned land to remain public or agricultural. Be sure to check during research phase.
- Overstock.com was looking to develop a new corporate headquarters, and they need to direct access to the airport. The State probably can't move quickly enough for them, but there are many companies who may have similar needs of a fairly large site adjacent to downtown and the airport.
- Salt Lake City should be collecting some sales tax from the Fair concessions and other sales during the event.
- There may be issues with the Fairpark's organization which handcuffs them from creating a vision for the long-term viability of the Fair. It would seem the Legislature has viewed the Fairpark as a burden.

PROGRESS REPORT  
APRIL 30, 2014

## MEMORANDUM

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Date: 04/21/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Ryan Wallace; CRSA  
  
RE: Interview w/ Lee Fairbourn, CCIM

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## MEETING SUMMARY

Lee Fairbourn is DFCM's State Real Estate and Debt Manager. He is relatively new to the position and is currently focusing his efforts on understanding the State's leased properties as his top priority, and will move thereafter to State-owned property. It is likely that one or more of the final scenarios include State offices on the Fairpark property; the intent of this meeting is to gain a preliminary understanding of the State's needs and potential opportunities which the site may present in this regard.

The following points were offered by Lee Fairbourn of DFCM.

- Which State Departments could be appropriate for the Fairpark property including White Ball Park?
- Lee provided initial listing of leases for State agencies in downtown SLC area that could potentially be located at a building at White Ball Park. The spreadsheets provided reflect immediate needs, Lee will work to try to extrapolate long-term spatial projections.
- CRSA to provide Lee combined spreadsheet of the tables he provided once facility programming begins.
- The Department of Agriculture is likely the lead contender for relocation from their current location, although there have been plans over the past year from them to relocate to a site in Taylorsville.
- The Office of Recovery Services would be another likely relocation candidate. They are currently located downtown in a leased space and they don't necessarily need to be in the downtown area.
- State agencies typically only charge support costs when working with state-owned facilities or when working with other counties. However to lease space at a new facility on the Fairpark in a new office building at market rates would not be considered a favorable option. Based upon discussion of leasing space on the site if the Fairpark develops a building with leasable office space.

- State Fair lease will not be extended until all options are considered and decisions are made. White Ball Park lease was extended but it includes an early termination option. Lee to confirm the status of each lease.
- Ideally Lee would like to see how the Fair can become self-sustaining, likely by including some form of private sector use. For example the North Temple frontage could be retail including restaurants which could also support the fair, while the other Fair facilities could be moved north on the site. This allows the Fair to remain in place while maximizing the potential utility of this prominent site. In order to do this USFC may need to become a quasi-governmental agency that is highly independent requesting very little funding for infrastructure upgrades from the State.
- Department of Human Services in Murray has already been slated for relocation to a new facility and is not to be considered for relocation in this study.
- In an ideal world (from State office needs perspective) the White Ball Park should be the location for a state office park as well as provide parking for during the Fair as well. This way it can meet two needs simultaneously. The Fairgrounds site could also feature some type of year-round use such as a water park or some use that is active during a different time of year than the Fair. Especially if the North Temple frontage is activated with retail. Anything that could provide a 365 day use of the site would be great.
- The Fairpark buildings currently have no appeal; it creates a scary sense along the property boundary with North Temple and provides no access into the property. If some of the parking could be accommodated at the White Ball Park site visitors could easily cross the street. Some entrance adjacent to the TRAX station would open the Fairpark up to the street would also be desirable.
- How many physical buildings need to remain for the Fairpark to operate? Could they use tents or canopies during the Fair to meet their needs?
- Some agencies and departments are given freedom to agree or disagree about any potential relocations. This is primarily because it is their responsibility to forward their own needs or causes if they require relocation or new facilities. Typically the most financially advantageous solution is to develop state-owned building facilities for agencies to use.
- Multiagency building at North Temple and 1900 W is a good model to look at for this type of future development. Lee will coordinate an informational tour of the Multiagency building.
- Lee has no knowledge of any formal CC&R besides State Statute that would emburden the site such as deed restrictions.
- CRSA to include Lee on progress reports and scenario development when feasible.
- Lee to determine employee counts for agencies listed in the audit. He will also determine space utilization per employee for future projections.

## MEMORANDUM

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Date: 04/21/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Ryan Wallace; CRSA  
  
RE: Interview w/ David Pulsipher & Nick Purse, Office of the Utah State Auditor.

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## MEETING SUMMARY

The Office of the Utah State Auditor performed a limited performance audit of the Utah State Fairpark Corporation in March 2014. This meeting was to discuss their findings.

The following points were offered by David Pulsipher & Nick Purse:

- One concern that didn't make audit report due to time was to analyze the cost of renovating the existing barns versus replacing them from a cost effectiveness and capacity perspective.
- The report stopped short of encouraging privatizing the Fair until the issue of competing with the private market with State subsidy was clarified. For instance the University of Utah Red Zone stores are closing because they were found to be competing with private business.
- The Arizona State Fair is an extremely financially successful regional model however the facilities are significantly better, enabling larger events to be used more throughout the year.
- The Utah State Fairpark grandstand condition is very poor, near dangerous.
- Most current events at Utah State Fair during the year are not large national attractions and they are held indoor.
- Days of '47 Fair doesn't use Utah State Fair because it was price prohibitive. They moved to this is the place and they got a better price and 2 / 3 as many visitors.
- Fairparks suffers from some perception struggles, such as the belief it may not be safe for families.
- State hasn't maximized opportunities for partnerships at the Fairpark.
- SMG is now running SL County fair and Equestrian facilities. SL County is very pleased with their arrangement with SMG. Universal Fairs is another such private group.
- Lack of incentive for County workers led to part of privatization to find more leases and more efficiency at SL County Fair.
- A drawback to a fully privatized Fair is that some of the historic / cultural value may be lost in favor of maximizing profit.

- Several State Fairs has failed during the recent economic recession such as Michigan and Nevada. Michigan currently has no fair, Nevada is bringing their back this year with Carson City. Virginia and Georgia have privatized.
- Iowa and Texas are both model fairs on the national level.
- Peer review methodology began with the 6 surrounding states from a geographical perspective. Another selection was looking for other fairs which use different delivery models. Also looked at State of Utah 6 largest country fairs. No other Fairs seriously considered. Search for signs of privatization was another search method.
- Utah County Fair suffered from inability to take animals on campus at UVSC, then moved to Thanksgiving Point who now have their own animals.
- CRSA should research demographics of the Utah State Fair. Other fairs seem to know this information, for instance Arizona has it on their website. Unique visitors versus repeat visitors. Average attendee revenue is \$10, which seems very low including parking, entrance fee, food, etc.
- One of the audits includes some information about State-owned land for departments
- Idaho changed their off-fair model to less expensive entry and they realized more profit from sales of food and drinks.
- Week prior to 2014 session word came that the USFC might not be able to continue operations without additional funds. David and Nick had 3 weeks to develop the audit.
- Fairpark didn't seem to understand the existing demographic who attends. For instance the largest draw of Utah Fair one year was a Mexican accordion player on a Sunday night.
- First draft shown to auditee, second draft provided which allows auditee to provide comment and then third is final draft.
- David Pulsipher to provide any existing research.
- Natural Resources and Environmental Quality Subcommittee has met to discuss some of the findings, and David suspects they will be presenting again.
- Lease structure today is making it difficult for the Fair to retain long term leases from major operations.
- Legislative Auditor General John Schaff 801 326 1723 office, Tim Osterstock 801 326 1726 for contact about the Limited Review of Utah State Fairpark's Financial Controls and Oversight.

## MEMORANDUM

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Date: 04/24/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Ryan Wallace; CRSA  
  
RE: Interview w/ Salt Lake City Urban Designer & Planning at City & County Building

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## MEETING SUMMARY

A brief description of the project process was presented to Salt Lake City's Urban Designer. Thereafter they provided their thoughts and perspective on the site, including opportunities, risks, etc.

The following points were offered by Molly Robinson & Nick Norris from Salt Lake City Planning:

- Market demand is beginning to move west from the Gateway along North Temple.
- The intent of the TSA zoning along North Temple, as well as at the Fairpark site, was to encourage or incent private development.
- Regarding the Fairpark site, the possibility exists to retain some of the existing buildings and utilize infill development to better activate and address street life on North Temple. Alternatively there could be interventions with the existing buildings to convert their use or open them up for uses such as retail or commercial. A more typical urban response along the street would be to place the building front along the sidewalk, rather than an inaccessible, unwelcoming wall.
- Fort Worth Texas could be a good precedent for a hybrid solution which utilizes fairgrounds year-round with other public uses such as museums and amusements. It's a large site, centrally located very similar to the Utah State Fairpark.
- Overall layout of the Fairpark property is not ideal, maze-like. The southern half of the site, including the mall leading to the Jordan River seems clear and easy to understand. The northern portion of the site seems to lose focus and be confusing for many visitors.
- Site has no relationship with the Jordan River, it essentially turns its back on the river. Could take advantage of access to river and parkway to create housing, mixed-used development, retail such as restaurants and cafes. Biking to the Fair could be encouraged, but the western entrance from the river feels unwelcoming and no bike parking is immediately available. Also the trail should be allowed on both sides of the river in this area. Could biking to the Fair be encouraged including City Green Bikes program?

- Only one of the numerous entrances feels inviting, the rest feel like back-door vendor entrances and are confusing about if the public is welcome. There should be a much better connection with the TRAX station as far as entrances are concerned.
- Relationship and scale with surrounding neighborhoods will be an important consideration with any final scenarios. The single-family residential to the north should be respected without overwhelming vertical scale adjacent. Verticality is more appropriate on the North Temple (south) side of the property.
- The parking feels like too much of the site, if that much parking is required, why not make it pervious or vegetated. This response would be more appropriate given that it acts as an urban heat island all the other days of the year when the Fair is not in action. Trees. Overhead vegetation and shade structures are needed throughout the site; the user experience is often very hot with so much impervious paving during the Fair in September when the temperature is still so warm.
- It seems like there are numerous potential compatible uses for partnering opportunities such as a water park, amusement park or a year-round attraction such as Ferris Wheel or others. Potential partner with Six Flags or national amusement group. Denver's Elitch Gardens may be a relevant precedent.
- Overall the site context and location seems to lend itself to some form of campus development. Does potential exist for agricultural connection with Utah State University in some way? Or what about a technical or research campus?
- Do other exposition type of uses exist that would be appropriate for the Fairpark? Vertical urban farming or other current trends?
- Regarding the White Ball Park, it should have an urban response to North Temple. The buildings should be pulled to the street frontage, with parking behind or below. Some open space or court with relationship to Jordan River would be ideal. Likely mixed use or office park type of development. Landscaping along the River should be more generous, no need to push so close to the river's riparian zone to create a transition from natural to man-made environments.
- The Big E in Springfield Massachusetts may also be another precedent. 6 New England states all share the same Fair.
- Could there be year-round use of the facilities for events such as concert series, weddings and other events?
- Could this be a thematic place for recreation? Use warehouses for trampolines, indoor soccer, basketball, tennis, climbing gyms or other sports? It could support local leagues, events or birthday parties.
- The community is disappointed that the Fairpark is closed off to the surrounding neighborhoods. It seems to turn its back on them. Access through the site would be useful to get to TRAX and the Jordan River Parkway.
- White Ball Park makes a huge financial difference for the Fair, any development on that site needs to try share revenue or parking to generate revenue for the Fair.

- Make connections with Neighborworks, Fairpark Community Council and owners of the Red Iguana as far as local connections.
- There is a significant amount of State-owned property along North Temple which can impede private development.

PROGRESS REPORT  
APRIL 30, 2014

## MEMORANDUM

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Date: 04/04/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Kelly Gillman; CRSA  
  
RE: Interview w/Jill Wilkerson-Smith, Redevelopment Agency of Salt Lake City

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### AGENCY RELATIONSHIP TO FAIRPARK

In 2010, Salt Lake City created the North Temple Boulevard Plan to guide land use decisions that would maximize transit investments for the community. The Plan provides urban renewal standards that focus on transit-oriented development, walkability, housing, density, sustainability and safety.

The redevelopment area for North Temple is fairly new (2011 to 2037), created in part to implement the North Temple Boulevard Plan. The RDA of SLC implements certain City-wide initiatives in specific defined areas. No specific initiatives have been defined that directly affect the Fairpark, which is in the North Temple Urban Renewal Area (URA).

### 04/04/14 MEETING SUMMARY

A brief description of the project process was presented to Jill Wilkerson-Smith. The CRSA team asked open questions concerning the RDA's interest in the Fairpark properties, the area around the Fairpark, and the importance of the Fairpark and related activities to the RDA.

The following points were offered by Jill to support the previous discussion.

- As the URA is new, not much revenue has been generated yet for use by the RDA (in form of TIF). As new development comes online, additional revenue will be available for use.
- Assuming some TIF money was available, the RDA is open to discussion with the State or the Fairpark to provide funding to make improvements in the area.
- The RDA, separate from TIF funding, has revolving loan funding available that may also be applied to the Fairpark.
- A request for funding by the RDA would likely only be considered as part of a larger vision to integrate the property into an active community. It is not likely that funding assistance would be provided to support small piecemeal initiatives that do not meet the long-term needs of the boulevard. Although the park may host many activities throughout the year, it looks vacant from North Temple almost year round.
- The RDA has rarely coordinated with the State on redevelopment projects, although some land trades have taken place allowing the RDA to own property in areas it is actively developing. The RDA would be open to exploring a land trade if that was useful, however the RDA is not aware of any land that the State might be interested in having. The RDA can also

provide services in exchange for property, but again there is no current known need by the State for the services of the RDA.

- The RDA could see itself entertaining purchasing property from the State if it was made available, however there are no strategies currently in place as it has been assumed the State would not consider the land surplus. Speculated that small parcels could be carved out to allow for some complimentary private development adjacent to a State office building.
- The RDA will be purchasing property along the North Temple corridor as part of a larger strategy to incentivize infill projects. Old hotels are potential target properties. This effort is 3 to 5 years away. Some property just east of the Fairpark on Lexon Court may also be a high priority.
- The RDA has provided comment on previous studies, including the recent Populous Study. An example of a recommended change is the removal of the fence between North Temple and the Fairpark to open access to the property (recognizing the need to control crowds would need to be determined). The RDA feels that actively engaging the property from North Temple, rather than from the rear of the property is important.
- The RDA would encourage better connections between the Fairpark and the Jordan River. Parking near river is not a good long term use.
- An important long-term project in the area is the “daylighting” (really a representation) of City Creek at Folsom Ave. This is 50 south, and not really a connection to the Fairpark. However a trail will be included to connect Jordan River near Fisher Mansion to the 900 West area.

#### 04/22/14 MEETING SUMMARY

Date: 04/22/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Susie Becker; Zions Bank Public Finance

RE: Interview w/ Redevelopment Agency of Salt Lake City

Attending: DJ Baxter, SLC RDA  
Jill Wilkerson-Smith, SLC RDA  
Matt Dahl, SLC RDA

- "The USFC should research and implement proven methods used by similar state fairs to increase state fair attendance."
- The site is currently “hamstrung” by its dedicated use for the Fair. White’s Ball Field just sits vacant for most of the year because it is needed for parking during the short season of the Fair. The site looks in disrepair and the rodeo area needs big improvements. They feel the key question is: “Is the Fair a barrier to year-round usage?”
- Opportunities they see for the site include a hotel on White’s Ball Field, high-density multi-family housing and public space on the Jordan River. They are not excited about a State

office building at the site but suggested that if a State building goes there, at least combine it with other uses. This is a transit-oriented zone and will support higher-density development. They would prefer a mix that offers evening uses as well. A State office building would be just “dead at night.”

- When asked what they feel the identity of the area is, they responded, “That’s the problem. The area doesn’t have an identity.”
- Interest in development is beginning to pick up along the North Temple Corridor. Interest has been expressed for the Wonder Bread building (700W – 800W) and for 600 new residential units (Dan Lofgren of Cowboy Partners). (Note: We have an interview scheduled with Dan on April 30). Said that it generally takes 5-10 years after the addition of mass transit, like light rail, for development to respond.
- The construction of the viaduct seems to have made a significant change in shortening the distance, in people’s minds, between downtown and the Fairpark site. In other words, the “mental distance” has been shortened.
- The RDA has no strong feelings whether the Fair remains at this site or at another location, but must be significantly improved if it remains. They were not sure how the local neighborhoods feel about having the Fair in the area and suggested we visit with Maria Garcia and Anna Valdimoros at Naborworks. We may want to visit with the Community Councils regarding the necessity of the Fairpark.
- The RDA feels that the perception of crime in the area is overstated.
- The Fairpark is in an existing RDA area which began collecting tax increment (i.e., “triggered”) in 2013. There has not been much increment to date.
- Other people they suggested they visit with:

Robert Rendon – Zions Bank  
Nick Norris – Salt Lake City Planning  
Maria Garcia and Anna Valdimoros - Naborworks

## MEMORANDUM

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Date: 04/24/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Kelly Gillman; CRSA  
  
RE: Interview w/ Michael O'Malley, Governor's Office of Economic Development (GOED)

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## MEETING SUMMARY

A brief description of the project process was presented to Michael O'Malley. The CRSA team asked open questions concerning GOED's interest in the Fairpark properties, the area around the Fairpark, and the importance of the Fairpark and related activities to GOED. Michael indicated he didn't think GOED had a direct interest in the site, but would check with Spence Eccles to confirm.

GOED didn't offer specific suggestions concerning the fair itself, but offered suggestions for increasing the viability of the neighborhood or redeveloping the site (if that were to be the goal). GOED is not advocating for redevelopment, but simply offering thoughts.

The following points were offered by Michael during the discussion:

- If the fair can remain on site, some additional activity in the area would be important. Maybe combine retail/restaurants at or near the fair to bring more people to the area. Certain types of small scale retail, restaurants, is lacking along the corridor.
- A large corporate user (technology campus, life sciences) would be ideal for redeveloping the site all at once. Talk to Jeff Edwards at EDCU for suggestions.
- The neighboring residential is not a conflict for new corporate uses unless manufacturing or heavy distribution would be included on the site.
- Can we connect to heavy rail freight lines for distribution or manufacturing uses? Nearest line is south of the site.
- Suggested contact with Patty Ross and Natalie Gochnour at University of Utah to see if they have any ideas or uses for the site.
- Contact with Robert Grow at Envision Utah was also suggested.

## MEMORANDUM

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Date: 04/24/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Ryan Wallace; CRSA  
  
RE: Meeting minutes from Fairpark Community Council meeting

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## MEETING SUMMARY

CRSA visited the Fairpark Community Council meeting on April 24<sup>th</sup> 2014 held at the Northwest Community Center party room. After a brief description of the project process a discussion period ensued. The following points were offered by attendees of the Fairpark Community Council:

- How will culture and heritage of the site be quantified and discussed in the project? This includes representing the State's roots in agriculture being represented in the State's Capitol city.
- The City Farmer's Market would be an appropriate use for the site, as well as concerts or other events. Could the City support another concert series? Why can't the Fairpark be used for expos year-round?
- The perception of safety around the Fairpark isn't accurate with the actual facts. The area is significantly safer than what is perceived by visitors not familiar with the area.
- On the north side of the site community resources and businesses would be valuable such as coffee shop, cafes, and restaurants.
- Be sure to engage the river on the west side of the site.
- The Fairpark Community Council is willing to assist in mailing out a flyer for the public open house and coordinating the meeting in order to notify the community residents. Meeting should be moved to the gymnasium in order to accommodate large numbers and food to be provided.
- The study should attempt to reach out to the agricultural community including groups such as 4-H, Future Farmers of America and Utah Farm Bureau. Contacting the Fair might allow access to registered visitors from the agricultural community around the state.
- Fairpark Director Michael Steele should be asked to attend the next FPCC meeting to discuss his vision for the Fair.
- Governor's Office and State Legislators should be invited to attend the public open house.
- Can a website, social media page or blog be developed for the public to comment?

## MEMORANDUM

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Date: 04/29/14  
To: Taylor Maxfield; DFCM  
CC: Kathy Wheadon, Ryan Wallace, Susie Petheram; CRSA  
From: Ryan Wallace; CRSA  
  
RE: Interview w/ Envision Utah, Christina Oostema & JP Goates

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## MEETING SUMMARY

A brief description of the project process was presented to representatives from Envision Utah. Thereafter they provided their thoughts and perspective on the site, including opportunities, risks, etc. based on their knowledge from professional experience and from leading student course work at the University of Utah based in the Fairpark area.

The following points were offered by Christina Oostema & JP Goates from Envision Utah:

- As instructors for the University of Utah Westside Studio, the projects the students worked on responded to input from community members' vision and desires.
- One such project was the development of the River District Business brand, but it has been somewhat controversial. It wasn't meant to replace neighborhood identity, but only to build a stronger cohesion among the business community. However some local community members feel as though it is seeking to replace their neighborhood identities.
- Making contacts with the River District Business Alliance will be one of the strongest connections that should be made.
- Another connection that should be made is with University Neighborhood Partners, probably with Sarah Munro.
- More jobs coming to the area might be useful if there were to be more office uses in the area to support local businesses and offer residents jobs. There is also a desire for more market rate housing which doesn't supplant existing residential neighborhoods.
- Desires for multigenerational housing & mixed income housing have also been expressed in previous outreach efforts.
- Access to and through the Fairpark is a challenge for community members. Even simple footpaths through would be a good idea but open space and parks or other similar uses would be ideal.
- Engage the Jordan River in some way and the Fairpark is a good opportunity for this. Moreover, the wayfinding along the River is a lost opportunity – it's difficult to navigate and the public perception is that it is unsafe.
- North Temple is the gateway to the city, as the first stop along the TRAX line. Some potential uses could be places to stop and eat the way into the city.

- For information about the University of Utah Westside Studio efforts, visit the College of Architecture and Planning website. It should include 3 full years' worth of work. The University Neighborhood Partnership annual report would have some information as well as the SLC River District website.
- Envision Utah's last effort in the area was the Jordan River Parkway project, which called for an economic development and recreation node at the Fairpark. It recommended a place to convey identity of river through cultural facilities, education and mixed-use development.
- Include in future planning ideas including the Fisher Mansion to understand future potential synergy with the Fairpark once the gap in the Jordan River Parkway is closed.
- Review Blueprint Jordan River document on Envision Utah website. Review special focus group attendees in document for additional potential stakeholders.
- Consider using Envision Tomorrow + for some high level analysis. It could help to give a sense of trip generation along the TRAX line. It would help to determine if the station be an attractor or just a generator node?
- Camp VIP owners should be contacted, reach out to Ana at Neighborworks for this information.

PROGRESS REPORT  
APRIL 30, 2014

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 8. Comprehensive Utility Impact & Connections

PROGRESS REPORT  
APRIL 30, 2014



## **Progress Report Utilities and Site Infrastructure**

Ensign has reviewed the previous reports and has updated information on various utility and infrastructure elements as this evaluation process begins the May schedule and the bulk of the workload.

A good summary as to the tasks both in front of us and behind us is described by taking an excerpt from a previous study which reads;

Utilities at the Utah State Fairpark are extensive. The efforts of this study to identify existing utilities currently in use or abandoned are based upon record drawings, existing mapping, surveys, site visits, discussions with maintenance personnel and visual inspections. This represents the best information available. Various utilities are continuously being modified or upgraded by contractors and maintenance staff to better serve the various buildings and sites.

A review of the existing utilities and site infrastructure from an on-site and also from existing maps and studies perspective suggest the following general early findings.

Regardless of the potential recommendations of our (CRSA) overall study, the previous studies include recommendations that have been initiated. These recommendations were made in the context of the fair park continuing to host the Utah State Fair. An example list of previously recommended improvements by utility type is as follows:

### ***Electrical Utility System Recommendations***

- 1) Install two new power panels in Mall #1 to more fully utilize the available power in the stage basement and allow for installation of additional "J" boxes for vendor services or RV hook-ups.*
- 2) Install "J" boxes in Malls #1, #2, #3, and #4 and along Main Street for vendor services or RV hook-ups.*
- 3) Install "J" boxes in north gravel parking lot area for RV hook-ups.*
- 4) Install "J" boxes between restroom building and food court just south of the Grandstand-Stage #40 area.*
- 5) Install power service at the northwest corner of the Grandstand-Stage #40 area for vendor service near for the Entertainment Tent Area #41.*
- 6) Install new transformer in area southeast of Hay Barn #36 to supply power for a trash recycling center.*
- 7) Install "J" boxes along the north property line north of the Equestrian Multi-purpose Facility #51 and Rodeo Arena #44 for horse trailer hook-ups.*

## **Telephone and Internet Access Systems Recommendations**

- 1) *Install secure WiFi system for staff use and associated transceivers.*
- 2) *Install unsecured WiFi system for vendor and guest use within the Fairpark.*

## **Natural Gas System Recommendations**

- 1) *Contract with Questar Gas Company to replace approximately 200 feet of Fairpark owned natural gas piping. This piping is in three locations; west of the Grand Building #4, south of the Conference Center #28 and in the North Food Park Area #30(west of the Zion Building #29 – Home Arts). This will make all natural gas service lines on the main side of meters owned and maintained by Questar as they should be.*
- 2) *When the proposed restrooms are constructed, consideration should be given to extending natural gas service to those new buildings.*

## **Culinary Water System Recommendations**

- 1) *Construct 8 inch water line from the main at the south of the Horse Stable #46 to the main near the southeast corner of the triangle grass area southeast of the Rodeo Arena #44.*
- 2) *On the water main north of the South Plaza #17 that was abandoned in place in the 2003 work, remove existing valve boxes and valves, or cut valves down.*
- 3) *Connect the water fountain on the west side of Administration Building #1 to the culinary water system. Generally operations and maintenance items are not eligible for capital improvement funding. Projects under \$10,000 are normally considered maintenance work.*
- 4) *Install nine new fire hydrants at various locations around the Mall area as shown on the project drawings to provide additional firefighting protection.*
- 5) *Install vendor water service grid in the North Gravel Parking Area #39 with connections every 40 feet.*
- 6) *Install vendor water service lines in the area north and south of the Yellow Slide #35 with connections every 40 feet.*
- 7) *Install vendor water service lines in center of Malls #3 and #4 from west to east with connections every 40 feet.*
- 8) *Install vendor water service lines in Mall #2 with connections every 40 feet.*
- 9) *Install vendor water service lines in Mall #1 with connections every 40 feet.*

10) Install vendor water service lines along the north property line north of the Equestrian Multi-purpose Facility #51 and Rodeo Arena #44 for horse trailer hook-ups.

11) Connect a new 8 inch water line to the existing water line east of the northeast corner of the Grand Building - #4. Then run south near the front of the Promontory Hall - #3 and then westerly along Barn Street to the front of the Deseret Building - #7 and connect to the existing water line.

### **Irrigation Water System Recommendations**

1) It is recommended that a preliminary study be done to evaluate the possible use of secondary water to serve some or all of the irrigation needs of the Fairpark. The current and long term cost of culinary water can be compared to the less expensive secondary water sources such as Jordan River water, groundwater or the use of water from the Salt Lake City Water Treatment Facility north of the Fairpark. This has the potential to cut expenses now and into the future as well as minimizing use of valuable culinary water supplies.

2) As other utility projects are planned and constructed that would undoubtedly damage or disrupt existing sprinkler irrigation lines, opportunities will be available to rebuild or upgrade existing systems. This is especially true in the Mall Areas #1 - #4 where extensive telephone, culinary water, sanitary sewer and storm drainage lines are proposed.

### **Sanitary Sewer System Recommendations**

1) Replace and upsize the south sanitary sewer line from a manhole northeast of the Fish & Game Building #6 eastward along the north side of the Grand Building #4 and the south side of the "Bonneville Building" #2 - Fine Arts and connect into the public sewer in 1000 West Street with a new manhole.

2) Place a new sanitary sewer line across the north side of the Cattle Barn #8 and eastward to the front of the "Deseret Building" #7 -Ski Swap and connect to existing lines on both ends. Abandon an existing diagonal sewer line which runs under the Storage Building #24.

3) Replace and upsize all or portions of the north sewer main from the Rodeo Arena eastward along North Street and connect into the new public sewerline recently connected into 1000 West Street.

4) Construct sanitary sewer service on both the east and west sides of the Grandstand seating areas at the Rodeo Arena #44.

5) Construct new dual purpose restrooms with showers for carnival workers on one side and a public restroom on the other near the northwest corner of Mall Area #4.

6) Install new 8 inch sanitary sewer from the southwest corner of Mall Area #4, flowing northward under the Yellow Slide #35 and then between Horse Stables Buildings #47 and #48, then northeast past the Equestrian Multi-Purpose Building #51 to the existing 12 inch line which flows north into 300 North Street.

7) Construct sanitary sewer service lines from east to west along the north side of the Yellow Slide #35. Build a cover over the existing Horse Wash Rack with curb and connect into the new service line. This would include installing vendor service connections every 40 feet along the length of the new line.

8) Construct sanitary sewer service lines from east to west in the open paved area between Mall Area #4 and the Yellow Slide #35 including vendor service connections every 40 feet to just north of and even with the east edge of Mall Area #3.

9) Construct sanitary sewer service lines from east to west in Mall Areas #3 and #4 along the north and south perimeter and two runs in the middle including vendor service connections every 40 feet.

10) Construct four sanitary sewer service lines across Mall Area #2 with vendor service connections every 40 feet and connect into existing sanitary sewer service line on the east edge of Mall Area #2.

11) Construct two sanitary sewer service lines east to west across Mall Area #1. They should be north and south of the Stage Gazebo Building with vendor service connections every 40 feet and connect to the main line in Main Street.

12) Construct sanitary sewer service lines around the triangle grass area southeast of the Rodeo Arena #44. Install vendor service connections every 40 feet and connect to the existing sanitary sewer from the Grandstand Tour Bus Parking Area #2.

13) Construct five sanitary sewer service lines across the Entertainment Tent Area #41 for vendor sewers every 40 feet and connect to the Grandstand Tour Bus Parking Area #42 service sewer to the north.

14) Construct a sanitary sewer service grid in the North Gravel Parking Area #39. Sewers to be approximately 55 feet apart with five runs of pipe laid east to west and a main service sewer from the southernmost service sewer to the north and then west to the existing 12 inch sanitary sewer main which discharges north to 300 North Street.

15) Construct sanitary sewer service line along the north property line north of the Equestrian Multi-Purpose Building #51 and the Rodeo Arena #44 with Horse Trailer service connections every 40 feet. Service lines to be connected into the existing 12 inch sanitary sewer main.

### **Storm Drainage System Recommendations**

1) Construct 24" diameter storm drain pipe from Promontory Hall #3- Creative Arts Building #23 along Barn Street south of the Grand Building #4 to connect with the existing storm drain south of Storage Building - #18. Construct 30" storm drainage pipe from there west to a new water quality protection pond adjacent to and east of the Jordan River at the west end of Barn Street. Install a 4' wide concrete "V" waterway down the center of Barn Street with storm drainage catch basins spaced about every 100'. Connect existing roof drains from all adjacent buildings into the storm drainage piping where possible.

2) Install water quality protection vaults on the storm drains discharging from the catch basins between the Cattle Barn #8 and the Dairy Barn #9 and between the Dairy Barn #9 and the Beef Barn #10 to intercept and remove manure and wood chips that may wash into the catch basins from wash down and surface runoff.

3) Install a water quality/detention pond along the park area east of the Jordan River, just west of the Beef Barn #10, Sheep Barn #11 and Market Barn #13. Change the existing storm drains from the west end of Barn Street and Grand Street to discharge into the new water quality/detention pond. The water will be detained and released through a filter for low flows and a snout structure for high flows to the existing discharge locations into the Jordan River. Reconstruct the outlet structures as necessary.

4) Construct a 24" storm drain down the center of Grand Street between the Malls and the buildings to the south, from the east side of the Grand Building #4 and tie into the existing catch basin near the northwest corner of the Market Barn #13. Install catch basins about every 100 feet. Regrade and reconstruct the street to create a center "V" and construct a 4 foot wide concrete waterway from one catch basin to the next to direct runoff away from the perimeter of the street and away from the buildings. Tie the roof drains from adjacent buildings into the storm drain line wherever possible. Discharge from the new Grand Street storm drain will discharge to the new water quality/detention pond east of and adjacent to the Jordan River.

5) Construct a new 24" storm drain line along the north sides of Malls #3 and #4. Connect to existing catch basins near the northwest corner of Mall #2 and the northwest corner of Mall #4. Install a water quality protection pond near the Jordan River to provide an open discharge from the storm drain into the new pond before releasing water to the River. Upgrade the existing discharge line into the river to accommodate flows from the water quality pond. Install a water quality filter on the outfall from the pond.

6) Construct an 18" storm drain line down the center of Midway Street north of Mall #1. Reconstruct the street to create a centerline "V" and install a 4 foot wide concrete waterway to direct runoff away from the perimeter of the street and away from the buildings. Regrade and repave the asphalt roadway from the buildings to the Mall #1 area to drain to the waterway.

7) Install a new 30" storm drain line along North Street north of the Yellow Slide Area #35 from the southwest corner of Horse Stable #49 to the northeast corner of the North Food Park #30. Then install a 24" storm drain line southward to the northwest corner of Mall #1 on Midway Street.

8) Construct a water quality protection pond southwest of Horse Stables #49 and west of the Yellow Slide # 35 to provide an open discharge of the storm drain into this pond prior to discharging to the Jordan River. Upgrade the existing discharge from the existing storm pipe to accommodate discharge from the new pond. Install a water quality filter on the outfall of the pond.

9) Connect any existing catch basins in the large paved area east of the Yellow Slide #35 and west of the North Food Park #30 or provide additional catch basins as necessary to capture low areas. Regrade and repave as necessary portions

*of this area north of Mall Areas #4 and #3. Where possible connect roof drains from adjacent buildings near the North Food Park #30 to the new storm drain lines.*

*10) Construct a new linear water quality protection pond along the west property fence line west of the Equestrian Multi-purpose Facility #51 and the Maintenance Building #50 from the northwest corner of the Fairpark property southward to near the Jordan River.*

*11) Construct new storm drain lines northeast of the Rodeo Arena #44 and the Equestrian Multi-purpose Facility #51 and connect to the new linear water quality protection pond near the northwest corner of the Fairpark property. Construct additional catch basins from the livestock holding pens and along the northern border of the Fairpark property and connect to these new storm drain lines. This pond will allow discharge of all the catch basins in the Rodeo Arena area yards to flow freely through the inlet grates without any geotextile fabric. Solid waste, such as manure and gravel will settle out in the pond and cleaner runoff will be discharged through a filtered outlet structure to the existing storm drain line into the Jordan River.*

*12) Construct a storm drain down the center of the Malls from east to west and connect into the south storm drain line near the Market Barn #13. Install additional catch basins every 100' or as needed.*

*13) Construct a new linear water quality/detention pond at the north edge of the North Gravel Parking Area #39 along the property abutting 300 North Street. Install a water quality protection structure at the new outlet for the pond.*

*14) Reconstruct the existing catch basins, pavement and storm drain pipe in the northern part of the Northeast Parking Area #37 to discharge water to the new pond.*

*15) Regrade the existing drainage basins to raise them up and eliminate the deep ponding the currently takes place in the parking lot area.*

*16) Regrade and repave all distressed or poorly graded asphalt.*

*17) Cut and plug the existing storm drainage discharge from the existing Northeast Parking Area #37 to the Salt Lake City storm drain in 1000 West Street.*

*18) Install an 18" storm drain line from the northeast asphalt parking area southward to collect water that stands at the existing low point at the seam of the concrete and asphalt pavements. Install a new catch basin at the top end of the storm drain line.*

It is simple to point out many of the recommendations just listed above apply most specifically to the needs of a fair park or similar functions and events. As we continue to explore other possibilities for the site a new list of utility upgrades is anticipated. To cite one example; the electrical system at the fair park is set up

to support vendor booths throughout the site. Any significant variation in land use would very likely require significant renovation and remodel.

Several of the high priority projects on the list have been completed. A good example of this is the sewer system where the first project described in the Sanitary Sewer System Recommendations is already complete.

As we update the utility maps and study information, we will identify completed projects as part of our efforts on this study.

We have a survey and basic information regarding the “White Ball Park” property that is part of this study. We have information on the Jordan River protection zone and some very preliminary utility information ready for discussions as we move forward.

PROGRESS REPORT  
APRIL 30, 2014

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 9. Market Response

PROGRESS REPORT  
APRIL 30, 2014



ZBPF has been working on the FairPark analysis for approximately two weeks. The purpose of this memorandum is to set forth the work done to date, the progress in obtaining research, and where our future efforts are focused.

## **Existing Conditions**

Based on our interviews and review of documents, the following is a brief summary of information relevant to the financial and economic analysis of this project.

### *Fair Operations*

- Requires approximately \$757,000 annually in State contributions for operating costs (roughly 15 percent of budget)
- DFCM leases the site to the FairPark for \$10 per year and provides maintenance for the buildings
- USFC received an additional \$750,000 in 2013 to compensate for losses
- State fairs held in rural locations generally require greater government subsidy (approximately 32 percent of total Fair budget) than do urban locations

### *Attendance*

- Attendance has been decreasing since 2008 (high attendance of 327,100)
- Average attendance from 2004 to 2013 is 293,000
- Utah has a relatively low per capita attendance when compared with other State Fairs
- Utah would have an annual attendance of 415,000 if it attained a similar market penetration to that of the average of 35 other state fairs
- Distance to fair site is an important consideration in fair attendance
- Weather plays a significant role in fair attendance

### *Non-Fair Use of Site*

- More non-fair, year-round uses should be sought out for the site
- However, concerns are prevalent that site is subsidized and that government shouldn't be competing with private business

### *Capital Improvements*

- Major capital improvements are necessary, including rodeo area and grandstands
- Legislature appropriated \$4M to renovate the barns

### *Site Opportunities*

- TRAX line will have a 2040 projected daily ridership of 14,000 to the Airport; however ridership at the three stops by the FairPark is low – projections are for less than 600 per day in 2030.
- Capitalize on Jordan River Parkway
- Ten minutes to downtown and Airport
- Crossroads of I-80 and I-15
- FairPark has largest outdoor area for festival-type activities in Salt Lake Valley
- Located in an existing RDA area that just began collecting tax increment in 2013

### Site Weaknesses

- Perception of crime
- Age and condition of existing buildings

The perception of crime and lack of safety in the FairPark area was addressed by several persons interviewed, although most felt it was just a perception and not the reality. A blight study conducted in 2010 for the North Temple area addressed crime in the area and concluded that “criminal activity in the project area, higher than that in comparable non-blighted area in the municipality or county, exists on 18 percent of the parcels.” The non-traffic related crime ratio for the non-blighted comparison area was 1.64 crimes per parcel. The non-traffic related crime ratio for the survey area was 2.6 crimes per parcel.

### North Temple Corridor Development Trends

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 1: 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	<b>65,831</b>	
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	
	<b>2013</b>	<b>Northeast</b>	<b>Northwest</b>	<b>Centraleast</b>	<b>Centralwest</b>	<b>Southeast</b>	<b>Southwest</b>
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 very attractive given the short distance to downtown and the easy access (10-minute drive) to the Airport.

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

Table 2: Northwest Retail Market and Salt Lake Valley Comparables

<b>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%		116,537	
Centraleast	6,266,157	12.3%		129,298	
Southeast	9,864,249	5.9%	4,957	160,612	
Northwest	892,089	9.4%		6,718	
Centralwest	7,386,752	11.0%	39,029	207,264	
Southwest	8,863,505	1.6%	30,507	131,892	
<b>TOTAL</b>	<b>38,851,663</b>	<b>6.9%</b>	<b>74,493</b>	<b>752,321</b>	

The northwest sector is lacking in 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.

Requests for other data have been made and one problem has been encountered. ZBPF would like to geocode all businesses and sales tax outlets along North Temple to identify retail clusters. Note that sales tax numbers would only be released in aggregate with ten or more businesses included in each cluster. This analysis would help in understanding the identity of various areas along the North Temple Corridor and in identifying additional opportunities around the FairPark site.

We have contacted Salt Lake City and the City is not willing to release its sales tax data. Typically, when we get this type of information from cities, each city signs a retail release request (we have a form letter) addressed to Eric Cropper at the State Tax Commission and we agree not to disclose the information, except in aggregate. We are currently exploring other

ways of getting this information as we believe it will be truly helpful in understanding the retail markets along North Temple. However, the City has agreed to release business license data to us and that information should be forthcoming within the week.

We are also in the process of conducting interviews with developers and brokers to assess the attractiveness of this area now, and in the future, for office, retail and higher-density residential development.

ZBPF, using GIS, is preparing maps that will show current residential development and densities along North Temple; office development, including square footage and floor area ratios; and retail development by type (as shown on business license fees).

### **Comparable Markets - Research of Other State Fairs**

We are in the process of researching state fairs across the nation and preparing a matrix that will allow us to compare various fairs in an effort to gain insights for opportunities for the Utah State Fair. The matrix includes the following components as information is available:

State  
 Dates of Fair  
 Attendance  
 City where Fair is held  
 Annual revenues  
 Admission ticket prices and ticket revenues  
 Net profit or loss amount (i.e., amount of profit or amount of subsidy)  
 Key events/activities associated with Fair  
 What \$ amount of revenues come from gambling, horse racetrack or other betting-type events  
 Role of agriculture/livestock in Fair activities  
 Other uses of the site year-round (key revenue-generating events and amounts)  
 Number of days of non-fair use  
 Percent of revenue originating from non-fair events  
 Surrounding uses/neighborhoods  
 Obtain Fair budgets, if available  
 Parking (fees, on site, etc.)  
 Any government assistance (govt. owns the land, etc.) or amount of subsidy (direct and indirect)  
 Capital improvements/structures at Fair site (if arena, how many seats, etc.)  
 General physical condition of buildings/appearance of site (obtain pictures)  
 Fair ownership/operating structure  
 Marketing strategies, budget and media used  
 "Identity" of the Fair  
 List of competitive facilities and size in that particular city  
 Recent trends related to the Fair (i.e., increased/decreased attendance, added events, etc.)

If additional information for the national research and interviews should be obtained, please advise ZBPF immediately and additional criteria can be added to the Matrix.

### **Competitive Markets and FairPark Niche**

There is a great deal of public meeting and exhibition space in the Salt Lake market. Over the past few decades, the Salt Palace Convention Center has expanded, and the following large facilities were built: South Towne Expo, Maverick Center, USANA Amphitheater, Rio Tinto Stadium, and Gallivan Center. This study needs to consider and identify the unique role to be played by the Fair Park site, as all major public and private venues are considered.

ZBPF is preparing a competitive matrix of event/exhibit space in Salt Lake County, as well as in comparative major cities that host State fairs. The following list shows major centers in the Salt Lake Valley that could compete for some of the same events as the FairPark.

Salt Lake Convention Center	500,000+ sf; (382,400 sf exhibit space)
South Towne Expo	431,000 sf (258,000 sf exhibit space) \$.08 to \$.10 per sf 1,600 free parking stalls
Maverik Center	10,100 seats
USANA Amphitheater	20,000 seats (outdoor)
Rio Tinto Stadium	
Gallivan Center	5,000 capacity concerts
Heritage State Park	
Huntsman Center (U of U)	15,000 seats
Energy Solutions Arena	19,900 seats (+ suites)
Rice-Eccles Stadium	45,000-seat stadium

Days of '47 – The question has been raised whether this event takes the place of a State Fair for some people. And, could the FairPark be used more for more of these historic and patriotic events?

Some feel that there is the potential to create a niche for the FairPark for civic/community events, historic events, patriotic events, etc., - a historic center, international marketplace, educational events (MN State Fair has a birthing area and milking parlor), recreation center capitalizing on the Jordan River, etc. The Populous/Markin report suggests specific festival types and regional RV rallies for the FairPark site. This report will not duplicate the Populous/Markin study by researching specific events that could be held at the FairPark site. Rather, our emphasis is focused on what other state fairs across the nation are offering and their success in operating independently of government subsidies.

This section will be expanded as the research of other State fairs is completed and appropriate niches can be identified.

### **Marketing Strategies**

Strategies of other sites are being researched and will be incorporated with the vision for the Utah State FairPark. Marketing strategies will be addressed later on in the study process.

### **Budget Analysis**

ZBPF is in the process of obtaining and reviewing budgets from other State Fairs and will provide a breakdown and evaluation of revenue sources and expenditures from these other fairs. This analysis will be compared to the budget for the Utah State Fair that has already been obtained.

### **Development Options**

ZBPF is compiling information to be used as inputs in its development model, created in Excel, to evaluate fiscal impacts associated with various alternatives for the Fair. For each development scenario, ZBPF will show the relative fiscal impacts to each of the taxing entities in the current tax district (01Q). The taxing entities and tax rates at the Fair's existing location are:

Table 3: Current Tax Rates in Fair Park Area

<b>Tax District 01Q</b>	<b>Tax Rate</b>
Salt Lake County	0.00318
Salt Lake City School District	0.006651
Salt Lake City School District	0.005856
Salt Lake Metropolitan Water District	0.000409
Salt Lake City Mosquito Abatement District	0.000132
Central Utah Water Conservancy District	0.000446
<b>TOTAL</b>	<b>0.016674</b>

As alternative locations are identified, ZBPF will add these locations and respective taxing entities to the fiscal impacts model in order to show the relative fiscal impacts associated with moving the Fair. The level of fiscal impacts at alternative sites will be limited to the level of detail provided regarding the capital investments necessary at each site in order to host the Fair.

ZBPF has scheduled numerous interviews in the next few weeks to evaluate the North Temple market, timing, and attractiveness of development at various locations.

### **Financial and Management Operating Structures**

Operating structures for other fairs are being researched. Salt Lake County has recently privatized the management of the Salt Lake County Equestrian Park and Events Center – the site of Salt Lake County's Fair. While this change in management is too recent to have any appreciable impacts, it will be important to watch this management change and see the impacts over time.

The report will include operating structures from other State fairs that are currently being researched, as well as interviews with companies such as SMG and Global Spectrum.

### **Demographics**

As alternative sites are identified, ZBPF will pull demographics within a 10-mile radius of each site. Demographics will be one factor to be considered in the evaluation of alternative locations. All future sites will be mapped, with characteristics shown in GIS.

### **FairPark Emerging Scenarios (Very Preliminary Thoughts)**

#### ***FairPark remains at current site:***

- Add year-round uses to FairPark structures
- Level of capital improvement renovations required?

- Parking solutions
- Complementary uses on property
- Capitalize on Jordan River Parkway

***FairPark moves to new location:***

- Redevelop FairPark site to other uses and rent space annually for the Fair
- Redevelop FairPark site to other uses and co-locate with County fairs
- TOD mixed-use development options for the 65 acres
- Capitalize on Jordan River Parkway

***Either Scenario:***

- Evaluate contracting with a private management company to run the Fair

PROGRESS REPORT  
APRIL 30, 2014

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 10. Land Appraisal Approach

PROGRESS REPORT  
APRIL 30, 2014





April 30, 2014

Integra Realty Resources – Salt Lake City (“IRR – Salt Lake City”), appreciates the opportunity to provide valuation and counseling services for the Subject Properties. As requested, the purpose of this letter is to summarize the scope of the appraisal assignment and the current progress.

The subject properties include the Utah State Fair park land, the White Ball Field Land (south of the fair park) and a parcel of land just west of the Jordan River, also along North Temple Street. Integra Realty Resources has recently been engaged to provide counseling and valuation services. To date the work has focused on developing a scope of work for the appraisal services, and identifying needed assumptions and hypothetical conditions for the appraisal assignment.

It is our mutual understanding that the purpose of the appraisals is to provide an opinion of the market value of the fee simple estate in the Subject Properties and that the intended use of the appraisals is for asset valuation purposes. The appraisal reports will be prepared in conformance with and subject to, the Code of Professional Ethics and Standards of Professional Appraisal Practice of the Appraisal Institute and the Uniform Standards of Professional Appraisal Practice (USPAP) developed by the Appraisal Standards Board of the Appraisal Foundation. The Ethics Rule of USPAP requires us to disclose to you any prior services we have performed regarding the Subject Properties within a three year period immediately preceding the acceptance of this assignment, either as an appraiser or in any other capacity. We represent that we have not performed any services that require disclosure under this rule.

In accordance with our correspondence to date, the scope of this assignment will require IRR – Salt Lake City to consider all relevant and applicable approaches to value as determined during the course of our research, property analysis and preparation of the report. It is important to note that the scope of the appraisal assignment may change during the course of the research.

The specific scope of the appraisals is detailed below.

#### **Initial Proposed Scope of Work**

The first phase of the assignment will involve consultation with the feasibility team and initial component valuation for the determined site designs. The second phase of the assignment will include completion of real estate appraisals to estimate value of the property under four valuation

Mr. Kelly Gillman  
CRSA  
April 30, 2014  
Page 2

scenarios. These will be based on instruction by the client and conclusions of the project team. It is noted that the specifics of the valuation scenarios may change slightly due to conclusions of the project team. As of the date of this letter the valuation scenarios are described as follows:

**Valuation Scenario 1.** The first valuation scenario will include an estimate of land value as if the property were vacant and available for sale. This estimate of value will be based on the hypothetical condition that the site improvements have been razed, including underground improvements, and that the property is vacant and ready for sale and development. This valuation scenario will reflect the current zoning and will be reflective of rezoning and entitlement risk a potential buyer would face. However, this scenario inherently assumes that the property could be rezoned for development of commercial and multi-family uses.

In addition to the value as if vacant and available for sale, this valuation scenario will also present cost estimates (which will be provided to the appraiser by The State of Utah Division of Facilities Construction and Management) to raze the existing improvements. These cost estimates will be deducted from the concluded value as if vacant and available for sale, to arrive at an estimate of as is value.

This valuation scenario also assumes that the existing site improvements do not contribute to value. No estimate of feasibility is specifically made by the appraisers, rather land value is estimated based on the assumption that the improvements do not contribute to value.

**Scenarios 2 through 4.** There will be three additional valuation scenarios based on specific conclusions of the project team and direction of the client. These scenarios will be based on some mix of commercial and multi-family development established during Phase I. One or more of the scenarios may also include a hybrid solution where part of the subject site area will remain in use as a fair park. For any areas that are to remain in use as a fair park the value of that land area will be estimated as described in Scenario 1.

These valuation scenarios will be based on the hypothetical condition that the site improvements have been razed, including underground improvements, and that the property is vacant and ready for sale and development. These scenarios will also be based on the hypothetical condition that zoning on the property has been changed to allow for the conclusion of the project team. As discussed this will likely include a combination of commercial and multi-family development potential. These value estimates will be based on a hypothetical as if complete valuation estimating the value of the subject property as if re-zoned to allow for the various types of development.

In order to complete this assignment in the designated time, we will require receipt of the valuation scenarios and items identified above. Furthermore, the appraisal reports and conclusions therein will be predicated upon the accuracy and completeness of the information provided by the Client. An initial information request is presented in attachment I.

In the absence of some of this information, the appraisers will attempt to obtain this information from other sources and/or may require the use of Standard Assumptions, Limiting Conditions, Extraordinary Assumptions and Hypothetical Conditions and Assumptions within the appraisal report.

### **Standard Assumptions, Limiting Conditions, Extraordinary Assumptions, and Hypothetical Conditions**

An extraordinary assumption is uncertain information accepted as fact. If the assumption is found to be false as of the effective date of the appraisal, we reserve the right to modify our value conclusions. A hypothetical condition is a condition contrary to known fact on the effective date of the appraisal but is supposed for the purpose of the analysis.

For the appraisal reports there are a number of extraordinary assumptions and hypothetical conditions that will be required to complete the appraisal assignments. As with the valuation scenarios the needed assumptions and hypothetical conditions may change based on conclusions of the project team. As of the date of this letter these include the following:

#### **Extraordinary Assumptions:**

- 1) It will be an assumption of the reports that the improvements on the property do not contribute to value.
- 2) Cost to raze the improvements and make the site developable will be provided to the appraisers. It will be an assumption of the reports that these cost estimates are correct.

#### **Hypothetical Conditions:**

- 1) The subject property land will be valued as if vacant and available for sale. This is contrary to fact as there are improvements on the land.
- 2) The subject land will be valued under multiple scenarios assuming certain uses, zoning, and densities. The subject property is currently zoned for public use, any other potential use is contrary to fact but supposed for the purpose of appropriate analyses.

It is important to note that the extraordinary assumptions and hypothetical conditions used in the reports may have an effect on the concluded value(s).

The appraisal reports will be limited by our Standard Assumptions and Limiting Conditions and any Extraordinary Assumptions and Limiting Conditions. A copy of the standard Assumptions and Limiting Conditions is set forth in Attachment II.

### **Summary**

As described this is a multi-phase appraisal assignment that will ultimately include multiple valuation scenarios. Our initial work over the coming weeks will include research of land transactions to find suitable comparable sales for use in the various valuation scenarios. This information will ultimately be incorporated into the appraisal reports to arrive at an estimate of the land value for each of the scenarios.

The appraisal of a property like this is a difficult and complex assignment. There are a variety of assumptions that must be used as a basis for valuation. These include assumptions about items such as development densities, allowed uses, and construction/ demolition costs. These types of questions would typically be solved during a due diligence period in any transaction. During this period a potential buyer would research the property, apply for entitlements or zoning changes, and acquire cost estimates. It is not uncommon for a contracted purchase price to change during the

Mr. Kelly Gillman  
CRSA  
April 30, 2014  
Page 4

course of the due diligence period depending on the outcome of the research, applications, and cost estimates.

Similarly the appraisal assumptions and conditions may change during the information gathering period of the assignment. The assumptions and conditions will also be impacted by the conclusion and decisions of the project group. The information presented on the previous pages represents a description of the appraisal assignment as currently planned and understood. This could be amended during the course of the project as required to provide credible results.

Thank you for the opportunity to work on this assignment and we look forward to working with you.

Sincerely,

**INTEGRA REALTY RESOURCES – SALT LAKE CITY**

Darrin W. Liddell, MAI, FRICS, CCIM  
Senior Managing Director

Benjamin D. LeFevre, MAI, MRICS  
Managing Director

PROGRESS REPORT  
APRIL 30, 2014

# UTAH STATE FAIRPARK & WHITE BALL PARK PROJECT

## 11. Appendix

PROGRESS REPORT  
APRIL 30, 2014

