



COLORADO DEPARTMENT OF AGRICULTURE

STATE FAIR MASTER PLAN



August 27, 2021



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The Colorado State Fair Authority - Board Members:

Kate Greenberg, Commissioner - Colorado Department of Agriculture
Rene Brown, Chair
Michael Schliep, Vice Chair
Jeff Mandarich, Secretary
Miguel Baca Barragan
Michael Cafasso
Brian Coppom
Dianna Coram
Erin Michalski
Lois Tochtrop
Nikki Weathers

Colorado State Fairgrounds:

Scott Stoller, General Manager
Colorado State Fairgrounds Supporting Staff

State of Colorado:

Colorado Department of Agriculture
History Colorado
Office of the State Architect
Office of the Colorado Attorney General

Consultant Team:

Stantec
K/O Fairground Designers/Planners
Crossroads Consulting



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EXECUTIVE SUMMARY

Introduction

Background

Existing Conditions & Opportunities

Market Assessment Summary

Master Plan

Implementation Strategy



INTRODUCTION

The Colorado State Fair (CSF, or the Fair) and Fairgrounds are a vital community asset for Pueblo and a cultural and historical asset for the State of Colorado. The Fair showcases the State's diverse industries, crafts and agricultural heritage. It also provides opportunities for youth engagement in agriculture and supports emergency relief efforts as seen in the adaptive re-use of its facilities during the COVID-19 pandemic. The CSF generates over \$29 million annually in economic impact to the surrounding area (per a 2004 report) and provides, through its 101 acres of public lands, an affordable and accessible amenity for a diverse population. A historic asset of the State, the Fairgrounds are currently facing issues common to many state fairs, including aging facilities and a backlog of building deficiencies, limited funding, competing venues and operational losses. The Master Plan serves as an essential guiding document to address many of these complex issues and a roadmap for the implementation of the Colorado State Fair Authority's (CSFA) Broadest Ends Statement for the Fair and Fairgrounds.

Master Planning began in 2017 with the Visioning Master Plan. This earlier effort resulted in the need to refocus efforts on optimizing the Fair and Fairgrounds. This current planning process used existing conditions analysis, market conditions assessment and multiple work sessions with the CSFA Board to establish goals and priorities for supported program elements throughout the Fairgrounds. The Master Plan focuses on meeting these goals through site-wide enhancements, building improvements and sustainability efforts. The strategic recommendations in this document will guide the CSF to a more resilient and sustainable future and provide a refreshed experience for all visitors.

The Master Plan outlines a compelling vision for the Fair and Fairgrounds that creates a vibrant heart of the community and an inviting outdoor space. The Fairgrounds are anchored by new, attractive and flexible facilities, and sustainability and resilience are embedded in every aspect of the Fairgrounds.



The Colorado State Fairgrounds



BACKGROUND

Context and Location

The CSF is in Pueblo, Colorado, approximately 1.8 miles from the downtown core of Pueblo and a 2-hour drive from Denver. Pueblo possesses a unique identity, a richly diverse population, a skilled work force and highly rated educational programs. It is a pioneer in the emerging hemp and marijuana industries and is renowned as a premier chile producer (the Pueblo Chile). The Riverwalk and the downtown have seen significant investment over recent years, and entrepreneurial and innovative concepts are being implemented with the Watertower Place development. The arts are flourishing in Pueblo and the City is emerging as somewhat of a “foodie” hub.

Consisting of 101 contiguous acres and approximately 57 facilities, the Fairgrounds are a vital part of Pueblo’s

identity and held by many as a community treasure. Known for both manufacturing and agriculture, there is an authentic relationship between the City’s agricultural heritage and the Fairgrounds. The City is surrounded by 895,000 acres of productive agricultural lands within Pueblo County and serves as a central hub. Each year, from late August to early September, the Colorado State Fair celebrates the agricultural industry, its people and culture, and entertains visitors with attractions like the carnival, musical events, monster truck tour and a demo derby, to name just a few. Visitors travel from across the State to attend the Fair, although approximately 50% of visitors are from Pueblo County. The significant growth experienced in the northern cities of the State has not resulted in increased visitation at the Fair. During non-Fair time, the Fairgrounds host events throughout the year, including horse competitions, music concerts, local sporting events, RV rallies and other gatherings.

Necessity of the Master Plan

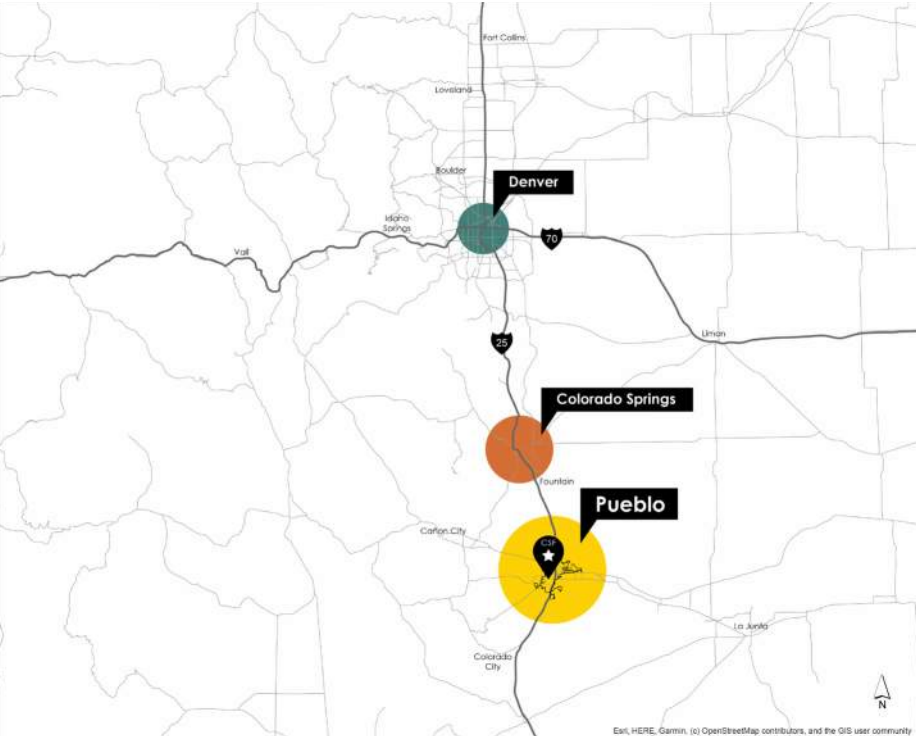
The CSF is at a point where investment in facilities and the site must be made in order for the Fair and Fairgrounds to remain viable. Assuming a status quo scenario with no facility improvements and increased building deterioration, it will be difficult for CSFA management to maintain the Fair’s relevancy, react to changing trends and effectively compete for consumers’ discretionary income given all the available entertainment choices. Initiating a Master Plan process and creating a plan for a more sustainable and resilient future is critical to the future success of the CSF.

Process

The Master Plan effort was overseen by the Office of the State Architect (OSA), which is charged with reviewing and approving master plans for all state

facilities, and the CSFA. Master Planning began in 2017 with a visioning process that included broad outreach to the local community and explored a range of scenarios that reimagined the purpose and use of the Fairgrounds. None of the scenarios proved to be viable from a market perspective and efforts were re-focused on improving the State Fair and Fairgrounds. This Master Planning effort followed a five-step process, with content/direction check-ins with the OSA and CSFA during each task to ensure that potential approaches, proposals and recommendations aligned with policy and priorities at both the state and Fair-specific levels. The Master Plan phases included:

- Task 1: Historic and Current Conditions
- Task 2: Visioning and Site Programming
- Task 3: Physical Master Plan and Financial Analysis
- Task 4: Implementation and Strategy
- Task 5: Master Plan Document



State Fair Visitor Origins



Historic photo of rodeo bare back riding event
Est. 1920s-1930s Colorado State Fair



Recent photo of rodeo bare back riding event
2018 Colorado State Fair



EXISTING CONDITIONS & OPPORTUNITIES

Existing Conditions

Despite the growing vibrancy in Pueblo, the Fairgrounds remain an underutilized community asset. The analysis revealed that there is an opportunity to strengthen the Fairgrounds’ role in the community and further contribute to the quality of life and economic resilience of Pueblo residents.

The Fair and Fairgrounds face many challenges; moving toward greater operational and economic sustainability emerged as a key driver in the Master Plan. Fair attendance has been relatively flat, and surveys of attendees indicate that the Fair could benefit from a refresh and refocus, particularly relating

to maintaining relevancy. The CSF has steadily invested in maintaining facilities but given the age of many of the facilities there remains significant maintenance and capital repair/replacement needs. The backlog of building deficiencies - including needed repairs and code compliance issues - exceeds \$33 million, with \$8 million in repairs and code related updates planned and funded. Additionally, several infrastructure improvements have been made over the past few years, while site and landscape assets remain significant but unaccounted-for deficiencies.

Facility conditions directly impact the competitiveness and marketability of CSF facilities for year-round events. In addition to facility condition, there are other

issues that further decrease the attractiveness of the Fairgrounds. Technology is dated, there is a lack of free Wi-Fi throughout the campus for attendees, facilities lack modern amenities such as air conditioning, ADA access is insufficient, and layout and flow of some facilities is poor.

A portion of the Fairgrounds comprise a state-designated historic district. The historic designation is less about any one specific facility but rather more about the place and the memory of the events held on these grounds. Preliminary discussions with History Colorado identified potential strategies for amending the technical State Historic Designation to emphasize the district and cultural landscape rather

than buildings. The cultural landscape could be a compelling asset for both the Fair and Fairgrounds. The tree-lined promenades, landscaped spaces and use of local materials are significant features of the Fairgrounds but have diminished greatly over the years. The landscape is in decline and pavement is increasing, resulting in a less attractive and less comfortable environment. There is a significant loss of the historic, stately elm and honey locust trees, green spaces have been replaced with pavement or rock groundcover and planters have been removed. The result is an unpleasant pedestrian environment that is more difficult to attract people and events. However, the campus setting - with enhancements - could be a compelling asset for both the Fair and Fairgrounds.



Colorado Concourse looking east



Carnival / Midway



Opportunities

Sustainability and resilience could be greatly enhanced at the Fairgrounds. The climate in Pueblo brings very hot and dry weather in the summer months when the Fair is held. The amount of pavement, the lack of tree canopy, and the limited shade provided by buildings contribute up to a 5 degree rise in temperature, reducing thermal comfort for Fair and event attendees. Paving also contributes increased stormwater runoff and less groundwater recharge. The older buildings are lacking in energy efficiency and there is limited emphasis on recycling and composting. Alternative energies could be brought to the Fairgrounds, reducing annual operational costs.

Investing in the public realm - the outdoor spaces, destination plazas and streetscapes - at the Fairgrounds will improve the quality of experience for visitors and year-round event goers. An enhanced “sense of place” can also result in a more sustainable and resilient environment. With 57 buildings and structures, and the majority in fair to poor condition, consolidating uses into fewer, more flexible and energy efficient facilities will enable the Fairgrounds to operate more efficiently and better meet market demand for year-round uses.



Carnival / Midway



Main Street



MARKET ASSESSMENT SUMMARY

Market Assessment

A market assessment was conducted and used as a tool to develop and prioritize market supportable programmatic recommendations that seek to better position the Fairgrounds as the long-term home of the State Fair, enhance year-round utilization and increase revenue generation. The market assessment analyzed local market conditions, historical operations of the Fairgrounds, the supply of competitive facilities in the State, key industry trends that may impact future operations of the Fairgrounds, data from comparable facilities and feedback from potential demand generators. This section summarizes key market findings from the market assessment.

The Fairgrounds is a unique community asset in terms of the amount and diversity of event space (both indoor and outdoor) that it offers. The Fair is the major component of overall fairgrounds operations in terms of attendance and financial operations. From 2010 through 2019, total attendance at the Fair ranged from approximately 444,500 to 517,100 and averaged approximately 484,000, which compared favorably to other state fairs throughout the U.S. With that said, market research indicates that there is a perception that the Fair is repetitive in its entertainment offerings and vendors. The ability to continue to accommodate the Fair's needs is critical to long-term success and financial sustainability of the Fairgrounds' operation.

The Fairgrounds has built a strong base of non-Fair events, averaging 374 events and more than 1,000 event days per year from FY 2017 through FY 2019. Non-Fair event activity is mostly comprised of local community events related to schools, sports organizations, 4-H & FFA groups and residents which generally generate less revenue per event day compared to other event activities. Further, many events receive reduced rates and occupy marketable buildings and dates.

The Fairgrounds' ability to attract events and attendees is partially dependent on its population base and demographic composition as well as its transportation access. The primary market features a high percentage of individuals of Hispanic origin which suggest an opportunity for more diverse cultural event activity at the Fairgrounds. Strong north/south highway access to Pueblo is provided by I-25. Market challenges include a relatively small, price-sensitive population within the primary market; a limited corporate base; and a non-central geographic location within the State. In addition, amenities such as hotels, restaurants, retail establishments and entertainment options impact Pueblo's destination appeal, particularly for out-of-town and overnight attendees.

The supply of competitive facilities in the market can impact demand for enhanced and/or new facilities at the Fairgrounds. Although the supply and type of event space at the Fairgrounds is complementary to that currently offered at other local facilities, there is strong competition for non-Fair events from existing fairgrounds/equine/livestock facilities, indoor entertainment/sports facilities and amphitheaters throughout the State; many of which are in or proximate to larger, more affluent markets. In addition, many existing fairgrounds/equine/livestock facilities in the State have completed or are in the process of developing master plans to improve their assets.

Further, the degree to which current assets are anticipated to meet future needs (e.g. amount and configuration of space, patron amenities, physical condition, etc.) is an important factor to consider when evaluating the potential demand for enhanced and/or new facilities. Several buildings on the Fairgrounds have relatively limited non-Fair use and only a few buildings generate significant non-Fair revenue. The age, condition, dated aesthetics and lack of modern amenities limit marketability, particularly for non-Fair activity. As consumer options for entertainment increase, future non-Fair activity is likely to be negatively impacted without facility investment.

Additionally, the Fairgrounds offers less contiguous exhibit space than comparable facilities which limits its ability to host certain (typically profitable) non-Fair events such as tradeshow and consumer shows. The Fairgrounds has historically required an operating subsidy, which is common among comparable facilities. Market research suggests that remaining status quo from a capital funding perspective will likely result in a loss of event activity and corresponding operating revenue at the Fairgrounds as the competitive environment continues to change. Continued deferred maintenance will likely result in higher operating expenses potentially yielding an increasing operating loss over time.

Market Opportunities

While external market challenges such as population size, price sensitivity and geographic location limit the Fairgrounds' ability to attract certain events, regardless of investment, other potential market opportunities are viable provided improvements are made to existing facilities and outdoor spaces on the Fairgrounds.

Based on the market assessment as well as the Authority's Broadest Ends Statement, the following table summarizes event programming opportunities by relative market demand potential including both expanded and new market segments.

Market Segment	Market Demand Potential
State Fair	High
Festivals/Outdoor Expos	High
Expo/Exhibit/Meeting Events	Moderate
Horse Shows/Competitions	Moderate
Livestock/Small Animal/Agricultural	Moderate to Low
Rodeo/Bull Riding	Low
Sports/Entertainment	Low



MASTER PLAN

Broadest Ends Statement

Early in the Master Planning process the CSFA developed a Broadest Ends Statement clarifying the mission and goals of the Colorado State Fair and Fairgrounds. This statement and supporting mission and goals provide the foundation from which the Master Plan was developed. The Broadest Ends Statement places a clear emphasis on a celebratory environment, an emphasis on agriculture and the Fair and Fairgrounds as a local and regional destination where people can gather and connect with one another.

Goals and Strategies Summary

The Master Plan proposes campus-wide strategies as well as area specific recommendations for improvements. Four primary goals provide the foundation for the Master Plan while a series of Framework Strategies provide tactical implementation of these goals across the site.

Connections / Community. The Fair and Fairgrounds should be a place for the celebration of Colorado's diverse industries.

Engagement / Entertainment. Refreshing the Fairgrounds and create a vibrant and engaging environment.

Placemaking. Create memorable experiences and a real sense of place.

Sustainability / Resilience. Elevate sustainability and resilience of all aspects of the Fair and Fairgrounds.

and furthering the CSFA efforts in accomplishing its goals. The strategies consider the evolving nature of the agricultural industry and how food, an area of growth and interest, can be better integrated to the Fair and Fairgrounds. The many aspects of placemaking are addressed as well, including improved wayfinding, creating quality outdoor spaces and enhanced transportation and mobility. Inviting the community into the Fairgrounds and enhancing both indoor and outdoor spaces where the community can gather is a core aspect of the Master Plan, evidenced through the creation of both large and small, indoor and outdoor space throughout the Fairgrounds.

Framework Strategies

The Framework Strategies provide recommendations for how the Goals are achieved within the Master Plan through improvements to facilities, outdoor spaces, programming, wayfinding and operations. Nine strategies are outlined, each targeted toward elevating a specific aspect of the Fair and Fairgrounds

Broadest Ends Statement

Mission:

Celebration of Colorado's vibrant and diverse industries, with emphasis on agriculture
(with outcomes optimizing use of available resources)

Preliminary Goals:

- 1.1 **Coloradoans participate in a premier annual celebration of Colorado's diverse cultures, communities and traditions. (Highest Priority)**
- 1.2 **Colorado's Agricultural Industry is Showcased and Celebrated**
- 1.3 **The Pueblo and Southern Colorado communities have a "Gathering Place."**



Improve the Fair Experience



Showcase Colorado's Industries



Engage All People / Gathering Place



Support Youth Programs



Showcase Diverse Interests & Achievements

Goals



Connections / Community

- Embrace CO industries and Colorado Proud food products
- Showcase Agriculture Industry
- Cultivate Community Connections - Rural/Urban, Farmer/Consumer



Engagement / Entertainment

- Celebrate CO vibrant and diverse industries
- Refresh and reinvigorate the Fair and Fairgrounds, attract repeat and new visitation and loyalty in vendors
- Diversify and expand entertainment, food, exhibits, events
- Enhance youth-focused facilities



Placemaking

- Improve wayfinding and sense of place through enhancement of historic main street, clarity of circulation, and moments of discovery throughout the Fairgrounds



Sustainability / Resilience

- Maintain Relevance - Sustainability, Resilience, Technology
- Year-round Economic Sustainability - Enhance facilities to attract quality events year-round
- Improved mobility
- Improve efficiency and reduce maintenance backlog of facilities

Framework Strategies

- A. Agriculture Education and Multiuse Facility
- B. Food as a Focus
- C. Engage Youth and Enhance / Integrate Facilities
- D. Fairgrounds and Operations as Model of Sustainability and Resilience
- E. Create Community Gathering Space

- F. Transportation, Parking and Mobility
- G. Quality Facilities and Flexible Outdoor Spaces
- H. Improve Wayfinding and Sense of Place
- I. Land Leases / Real Estate



Master Plan Major Moves

Five “Major Moves” addressing specific areas of the Fairgrounds represent the most significant, visible changes to occur at the Fairgrounds. Some of these recommendations require removal and/or relocation of existing facilities. Moving the Midway/Carnival to a location closer to the Main Street corridor will increase its visibility and energize the Fair. A planned new and flexible Livestock Facility represents the

first major investment in an agricultural facility since 1964. This open-air facility can function as an event space through three seasons. Investing in the public realm will introduce new green spaces, enliven the streets and serve to create a true sense of place. The northeast portion of the Fairgrounds will be transformed with a Community Gathering Park and Building, a new Multipurpose Facility with public-facing presence on Beulah Avenue, and enhanced green infrastructure.

Major Moves

- **A. Relocate Carnival/Midway**
- **B. Create new Livestock Facility**
- **C. Invest in the public realm - Main Street Corridor & Food Plaza, Create New Community Gathering Indoor/Outdoor Space**
- **D. Relocate Rodeo and re-zone area**
- **E. Construct new Multipurpose Facility**



Plan Components

- | | |
|--|---|
| 1. Gate 1 | 22. Outdoor Displays |
| 2. Gate 2 | 23. Creative Arts |
| 3. Gate 3 | 24. Multipurpose Facility |
| 4. Gate 4 | 25. Palace of Agriculture |
| 5. Gate 5 | 26. Carnival/Midway & Parking |
| 6. Gate 6 | 27. Storage Building |
| 7. Gate 7 | 28. Entry Plaza |
| 8. Gate 8 | 29. Trailer Parking |
| 9. Gate 9 | 30. New Livestock Building |
| 10. Gate 10 | 31. Stage and Open Plaza |
| 11. Parking | 32. Food Market Covered Events |
| 12. Rodeo | 33. Updated Livestock Pavilion |
| 13. Community Park | 34. Storage Area |
| 14. Amphitheater | 35. Maintenance Relocation Option |
| 15. Community Building | 36. Parking |
| 16. Agricultural Pavilion | 37. Expansion Site |
| 17. Horse Park | 38. Festival Stage |
| 18. Arena | 39. Maintenance or Midway/Parking Expansion |
| 19. Parking/RV | 40. Retrofit Vendor Stalls |
| 20. Events Center | |
| 21. 4-H Buildings with New Outdoor Display Space | |
-  New Buildings or Structures



Sustainability

Sustainability and resilience are critical components of the Master Plan. Sustainable practices provide an opportunity for the CSF to not only reduce operational costs but also to be a good neighbor in the community. Mitigating the urban heat island at the Fairgrounds by reducing impervious pavement, utilizing green infrastructure and increasing tree canopy is one approach. Designing energy-efficient buildings is a given, while exploring ways to innovate with existing buildings and energy systems is a significant opportunity to reduce the Fairgrounds' carbon footprint. Several recommendations are provided, including on-site energy generation and temporary Fair-time strategies, offering a path forward in addressing climate change and overall sustainability and resilience.

Design Character

Creating a cohesive campus can be achieved using a shared palette of colors, materials and forms in the architecture and public realm of the Fairgrounds. Identifying a family of lighting types and fixtures as well as a family of signage will serve to create a textured but uniform look and help to convey an authentic sense of place. The Master Plan provides design character recommendations for architecture, landscape, lighting and mobility.

Overall Cost Estimate and Financial Impact Summary

The Master Plan is estimated to cost \$177 million to implement. Total Project Costs include development Costs, Contingency and Additional Costs. Contingency and Additional Costs account for estimated contingency, design and engineering fees, Furnishings, Fixtures & Equipment (FFE), bonding and insurance. These costs are calculated using estimated year 2021 construction costs and will increase over time.

FINANCIAL IMPACT

The Master Plan also developed a hypothetical, order-of-magnitude analysis that compares the estimated impact of incremental new operating revenues and operating expenses before depreciation and debt service for the proposed Master Plan to a baseline year (FY 2019). Upon completion of the Master Plan, it is estimated that the Fairgrounds will generate operating revenue of approximately \$9.1 million and operating expenses of \$10.4 million. As a point of reference, the estimated operating deficit is estimated to be reduced by \$960,000 from \$2.3 million in FY 2019 to \$1.4 million with the implementation of the Master Plan.



Community Gathering Area and Multipurpose Facility



Main Street Corridor Enhancements



IMPLEMENTATION STRATEGY

Phasing Strategy Summary

The Implementation Strategy is comprised of four phases. The earlier phases are focused on fulfilling immediate needs and providing the largest impact in creating a great experience and enhancing economic sustainability. Phase 1 focuses on “early wins” - projects that can be implemented in the short-term with minimal costs- as well as demolition of some older buildings to prepare for subsequent phases. Phase 2 consists of constructing the new Livestock Building and Community Building and transitioning the Carnival/Midway to its new location. Phase 3 consists of major gate improvements as well as improvements to the Horse Complex, relocation of the Rodeo, and further expansion of the Community Park. The last phase, Phase 4 consists of building the new Multipurpose Facility.

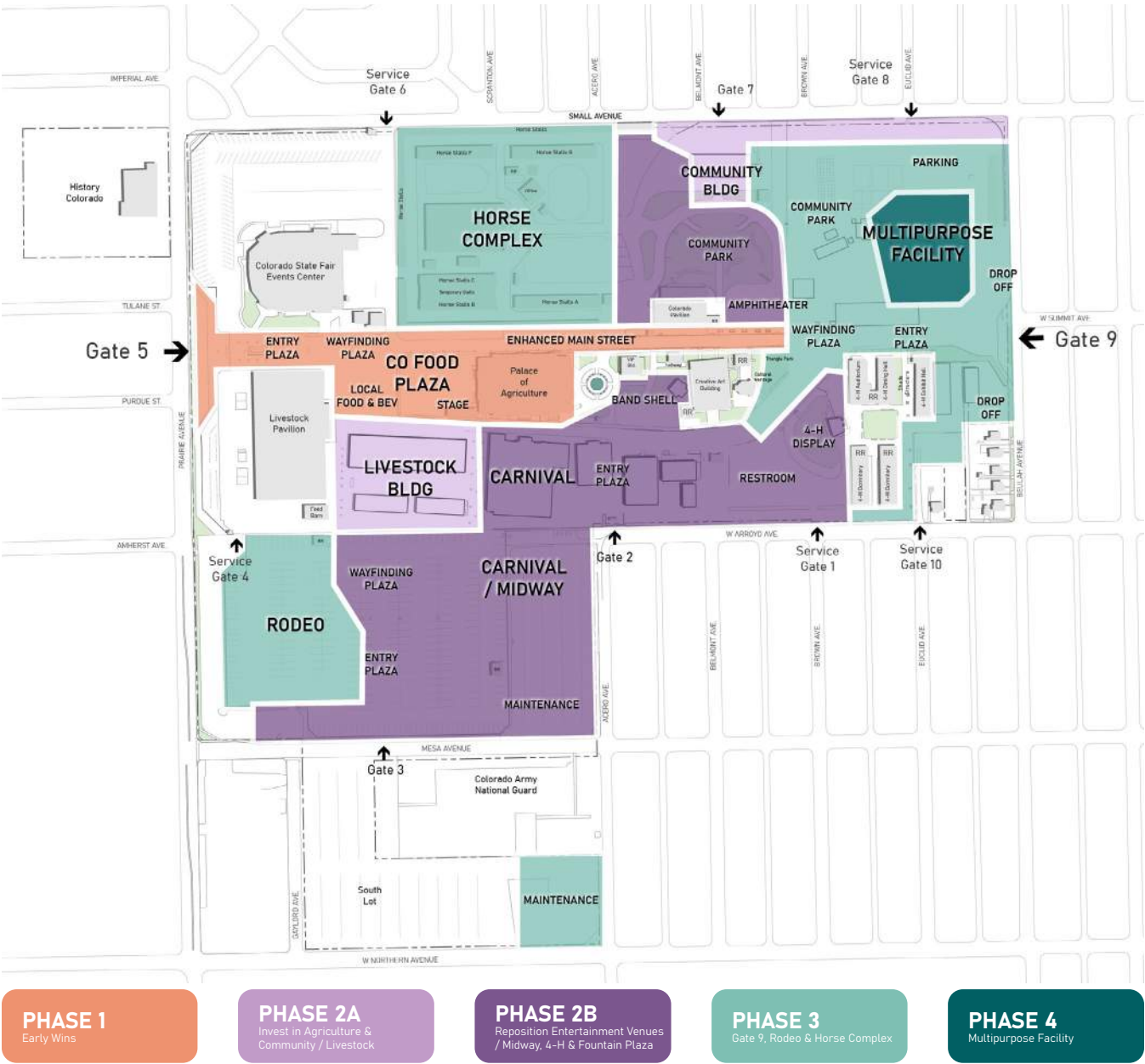
Financial Analysis Summary

Based on the phasing strategy described in the preceding pages, the following table summarizes the estimated operating revenue and operating expenses for the Fairgrounds by major phase of the recommended Master Plan compared to a baseline year (FY 2019). Each phase assumes that the previous phase has been implemented and, therefore, reflects the additive impact to the financial operations.

As shown, the total operating loss is estimated to decrease with each phase of the Master Plan. Based on the recommended phasing strategy, Phase 2 is estimated to generate the largest increase in total operating revenue. It should be noted that the extent of improvements related to green energy is uncertain at this time; therefore, estimates do not account for related cost savings.



Proposed Colorado Food Plaza



Implementation Plan, color-coded by phase

Estimate of Operating Revenue and Operating Expenses - Colorado State Fair Authority					
Category	Baseline FY 2019	Phase 1	Phase 2	Phase 3	Phase 4
Operating Revenue - Fair Only	\$6,280,000	\$6,850,000	\$7,460,000	\$7,560,000	\$7,720,000
Operating Revenue - Non-Fair	\$830,000	\$850,000	\$1,070,000	\$1,130,000	\$1,360,000
Total Operating Revenue	\$7,110,000	\$7,700,000	\$8,530,000	\$8,690,000	\$9,080,000
Total Operating Expenses	\$9,420,000	\$9,770,000	\$10,080,000	\$10,170,000	\$10,430,000
Total Operating Loss Before Depreciation and Debt Service	(\$2,310,000)	(\$2,070,000)	(\$1,550,000)	(\$1,480,000)	(\$1,350,000)
Incremental Impact to the Operating Loss (From Baseline):		\$240,000 10%	\$760,000 33%	\$830,000 36%	\$960,000 42%

Notes: Operating expenses exclude pension benefits.
Amounts are rounded.



Funding Strategy Summary

The Master Plan identifies a suite of capital investment projects for the Colorado State Fair and Fairgrounds. These projects are important for advancing CSF goals and cannot be funded with existing resources. Costs are significant and require external support. To build momentum, today the Colorado State Fair should focus energy on securing state, federal and foundation grants. Early successes and a demonstration of sustainable financial management may create additional opportunities for other types of funding and partnering. In the short-term, the CSF should focus on building development capacity, designating a “Colorado State Fair Master Plan Fundraiser” and mapping out a plan for securing funding from multiple sources. Emphasizing State Fair elements that can align well with funding priorities is an essential aspect of a fundraising plan. Potential areas for funding include economic development, community development, rural revitalization and development, public health and education. Additional funding options and considerations are presented in the Implementation Strategy section.

Master Plan Document

The following pages outline the existing conditions and opportunities, market assessment, master plan and implementation strategy. The Appendices of this report contain supporting documents including **Appendix 1:** the 2017-2018 Visioning Master Plan summary, **Appendix 2:** the full Phase 1: Site Analysis and Facilities Assessment, **Appendix 3:** the full Market Assessment, **Appendix 4:** the full Financial Analysis and **Appendix 5:** the Sustainability Assessment and Recommendations.



Fountain Plaza



MASTER PLAN

1. Introduction
2. Existing Conditions & Opportunities
3. Market Assessment
4. Master Plan
5. Implementation Strategy



1. INTRODUCTION

The Colorado State Fair (CSF, or the Fair) and Fairgrounds are a vital community asset for Pueblo and a cultural and historical asset for Colorado. The Fair showcases the state's diverse industries, crafts, and agricultural heritage. It also provides opportunities for youth engagement in agriculture and supports emergency relief efforts as seen in the adaptive re-use of its facilities during the COVID-19 pandemic. Per a 2004 report, the CSF generates over \$29 million annually in economic impact to the surrounding area and provides an affordable and accessible amenity for a diverse population. An historic asset of the State, the Fairgrounds are currently facing issues common to many state fairs, including aging facilities and a backlog of building deficiencies, limited funding, competing venues and operational losses. The Master Plan serves as an essential guiding document to address many of these complex issues and a roadmap for the implementation of the Colorado State Fair Authority's (CSFA) Broadest Ends Statement for the Fair and Fairgrounds.

Through existing conditions analysis and market conditions assessment, goals and priorities for supported program elements throughout the Fairgrounds were established. The design of the Master Plan focuses on meeting these goals through site-wide enhancements, building improvements and sustainability efforts. These design decisions will guide the CSF to a more resilient and sustainable future and provide a refreshed experience for all visitors.

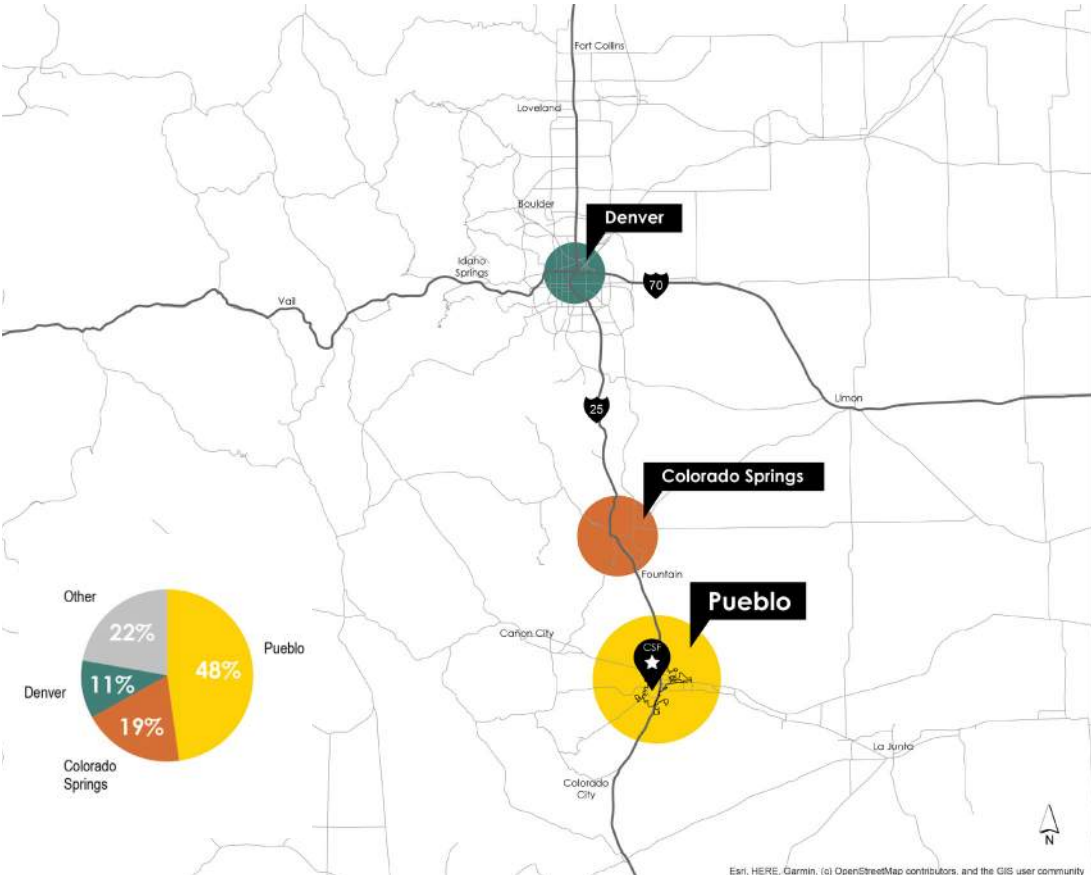
The Master Plan outlines a compelling vision of the Fairgrounds as a vibrant heart of the community and an inviting outdoor space. The Fairgrounds are anchored by new, attractive and flexible facilities, and sustainability and resilience are embedded in every aspect of the CSF.



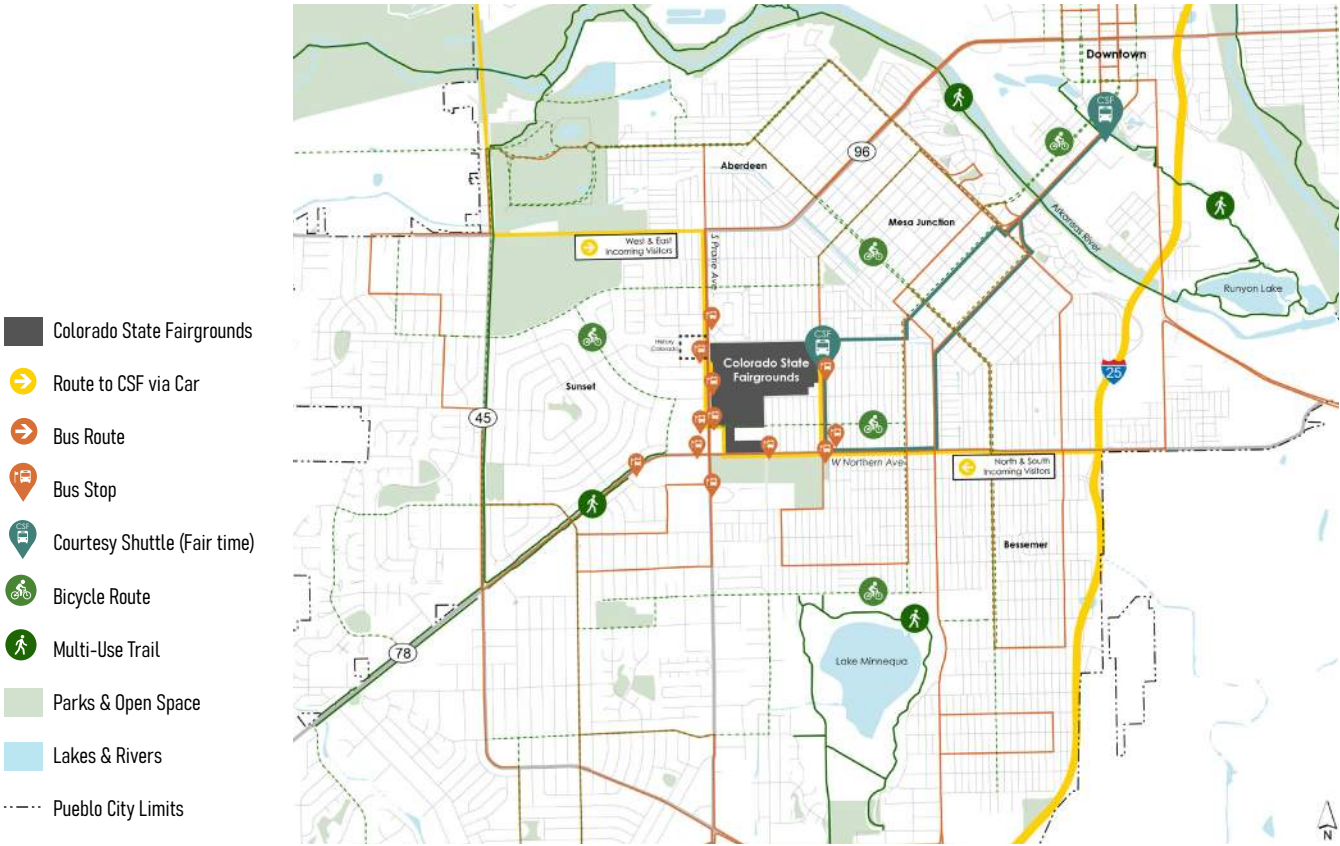
Context And Location

The CSF is located in Pueblo, Colorado, approximately 1.8 miles from the downtown core of Pueblo and a 2-hour drive from Denver. The Fairgrounds are a vital part of Pueblo’s identity and held by many as a community treasure. Known for both manufacturing and agriculture, there is an authentic relationship between the City’s agricultural heritage and the Fairgrounds. The City is surrounded by 895,000 acres of productive agricultural lands within Pueblo County and serves as a central hub.

The Fairgrounds consist of 101 contiguous acres and approximately 57 facilities. It is home to the annual State Fair and hosts events throughout the year. The Fairgrounds are easily reached via the Interstate 25 highway connecting the Front Range cities of Fort Collins, Denver, Colorado Springs, Pueblo and Trinidad. Locally, the Fairgrounds can be accessed by car, transit, rideshare, bike or walking.



State Fair Visitor Origins



Connectivity to Fairgrounds



Broadest Ends Statement of the State Fair Authority

The CSFA is charged with the direction and supervision of the Colorado State Fair and Industrial Exposition. To this end, the CSFA's 11-member Board of Commissioners has defined its mission as 'Celebration of Colorado's vibrant and diverse industries, with emphasis on agriculture.' The CSFA has outlined five areas of focus to accomplish this mission, as defined on the facing page.

The Mission of the Colorado State Fair Authority:

A celebration of Colorado's vibrant and diverse industries, with emphasis on agriculture and with outcomes optimizing use of available resources

IMPROVE THE FAIR EXPERIENCE



The CSFA's highest priority is to ensure that Coloradans and visitors alike have the opportunity to enjoy a wholesome, informative family-friendly event. The event should be a top-quality, premier annual celebration of all that is Colorado, and should provide opportunities to showcase the wide variety of disciplines specifically mentioned in state statute in association with the CSF. Those disciplines include livestock and agriculture, horticulture, industry, mining, water conservation, tourist industry, recreational, educational and scientific endeavors; the CSF will cover all these areas, but specifically focus on state agriculture and Colorado Proud food products.



SHOWCASE COLORADO'S INDUSTRIES

The CSFA has identified a long-term goal of establishing a permanent, year-round agricultural exhibition on the CSF grounds. This exhibit would be curated and dynamic, with both permanent and changing elements, and would build on the CSF's strong agricultural history to act as an all-ages educational / advanced training resource for the state's students and agricultural industry.



SUPPORT YOUTH PROGRAMS

The CSF shall also provide event-goers with a platform to connect with and engage in the wide variety of cultures and interest groups present in Colorado. Youth engagement is a specific priority, as evidenced by the CSF's long history of collaboration with local 4-H and Future Farmers of America (FFA) groups.



SHOWCASE DIVERSE INTERESTS & ACHIEVEMENTS

State fairs have a long history of having 'a little something for everyone', or a place where everyone can find their moment of recognition no matter the nature of their skill or talent. The CSF is no different in this respect and it is, in effect, a statewide talent show meant to inspire, challenge, amaze, entertain and maybe even bemuse. Whatever the reaction, the CSF will be diverse and sometimes eclectic - just as are the citizens of the state it represents.



SOUTHERN COLORADO GATHERING PLACE

The Colorado statute that created the CSF specifically identifies Pueblo as its home, and the local community considers the Fair event and the Fairgrounds as a critical part of local community identity. A final element of the CSFA's mission is to ensure that the CSF continues to serve and evolve with its southern Colorado neighbors. Current plans call for a growth in year-round utilization of the Fairgrounds for both public and private events, and to ensure that those events are specifically curated to align with the community's civic, cultural and economic goals. Events should represent a wide variety of interests, and provide opportunity for year-round education and entertainment.



Master Planning Process

The master planning effort was overseen by the Office of the State Architect (OSA), which is charged with review and approval of master plans for all state facilities, and the CSFA. The Master Plan followed a five-step process, with content/direction check-ins with the OSA and CSFA during each task to ensure that potential approaches, proposals and recommendations aligned with policy and priorities at both the state and fair-specific levels.

1

TASK 1: HISTORIC AND CURRENT CONDITIONS

This CSF and its Fairgrounds are a complex topic, and many studies of varying focus and detail have been performed over the years. The consultant team reviewed a broad cross-section of these studies, to ensure that prior priorities were confirmed and carried forward and to avoid re-work of information already available. Studies that were reviewed detailed both physical facilities assessments and operational issues, and included: four 2017-2018 Facility Condition Audits, the 2018 CDA – State Fair Master Vision Plan - Site Programming and Master Planning, and the 2019 Colorado State Fair Authority Performance Audit. Detailed findings from the Phase 1 Site Analysis and Facilities Assessment are located in **Appendix 2** of this document.

This initial information-gathering phase also included a market analysis of the CSF from both a Fair-time and year-round perspective. This data was evaluated against comparable facilities in other locations, and competing facilities in the local Pueblo-Colorado Springs market. The market study also flagged key industry trends, with specific analysis of how those trends might apply (or not apply) to the CSF. In addition, various existing and potential users were contacted to obtain their perspectives on the Pueblo market and the Fairgrounds. Detailed findings from the market assessment are located in **Appendix 3** of this document.

2

TASK 2: VISIONING AND SITE PROGRAMMING

The visioning and programming portion of the project analyzed data from the preceding task to distill a list of opportunities and challenges facing the Fair, then brainstormed strategies to capitalize on or address those elements. The strategies were cross-checked with the Broadest Ends Statement laid out by the CSFA, then refined and prioritized according to CSFA and OSA guidance. The site programming portion of the effort then explored programmatic elements that could further the agreed-upon strategies and formulated a series of scenarios with different combinations of elements and emphases. The result was a set of strategies and program elements that would form the basis of the overall Master Plan.

3

TASK 3: PHYSICAL MASTER PLAN AND FINANCIAL ANALYSIS

The Master Plan explored the potential physical layout of the scenarios created in the preceding task. This effort refined the component elements of each scenario to provide a higher level of detail on sizing, location and orientation of each building or feature as an individual item, and explored how all the elements would fit together to create a cohesive, comfortable and attractive new experience at the Fair. This effort focused on urban design and user experience, with particular emphasis on recapturing the human scale and comfort that was lost over the years as the Fair grew. This task also analyzed the potential financial impact of the proposed changes, both in capital outlay and in return on investment.

4

TASK 4: IMPLEMENTATION & STRATEGY

This portion of the master planning project evaluated multiple phasing options, with the dual goals of grouping the Master Plan's many recommendations and projects into phases that (1) are of a manageable size, budget-wise, and (2) provide visible, tangible changes benefiting users across a variety of user groups at each phase of development. Implementation particularly focused on 'early wins' that would build community support and promote funding for future phases. Each phase includes specific direction regarding demolition and relocation, temporary retrofitting, renovation, new buildings and site improvements.

In tandem with phasing, this effort also identified funding types and programs which might provide monies for Master Plan implementation.

5

TASK 5: MASTER PLAN DOCUMENT

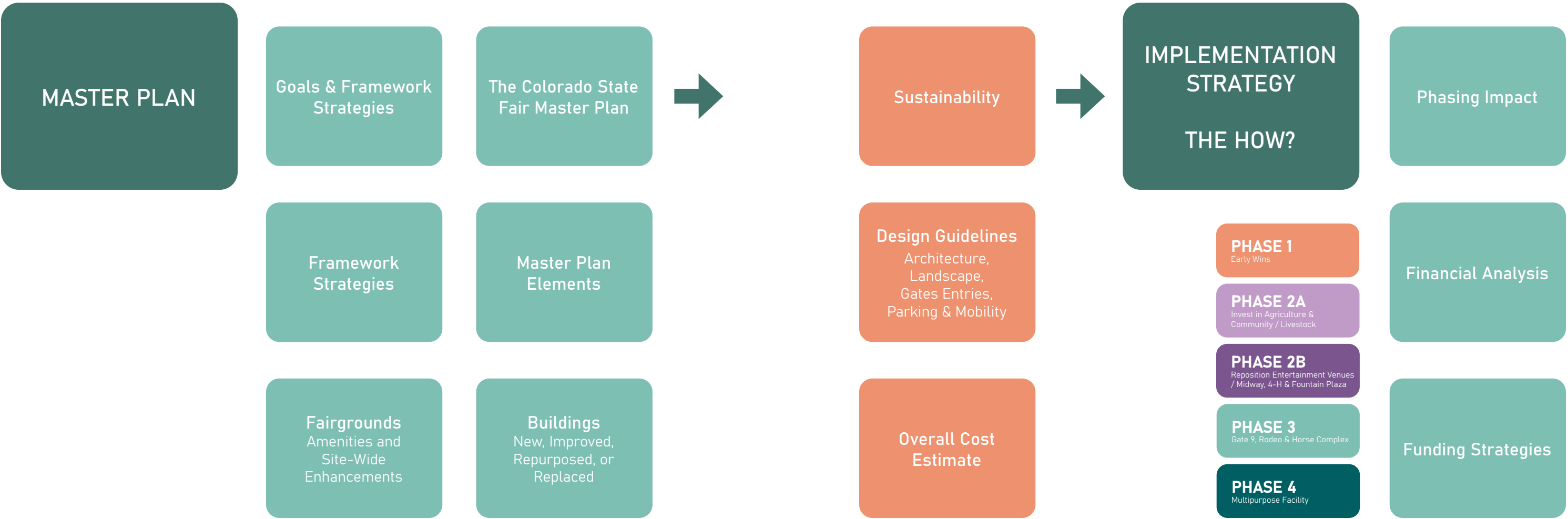
This final phase aggregated all data and direction, plans and strategies into a single document. The goal of the document is to provide a flexible framework that establishes the 'why' of each recommendation while still allowing room for the Master Plan to evolve with the community. The final Master Plan recognizes that funding opportunities may emerge earlier or later than anticipated, and draws the critical path and connections between discrete elements that ensures the vision of the Master Plan remains constant even as specific elements may be refined or changed.



Master Plan Organization

Beyond this introduction, the Master Plan encompasses four main sections: Chapter 2 Existing Conditions & Opportunities, Chapter 3 Market Assessment, Chapter 4 Master Plan and Chapter 5 Implementation Strategy. These chapters reflect the sequential process of the master planning effort, as described in the preceding section, with each chapter building on the data and conclusions established in the chapter before it. In the interest of brevity, only key conclusions relative to critical path development of the Master Plan are included in the body of the document; full studies and interim products are included in the Appendices.

The following diagram illustrates the key components of the Master Plan and Implementation Strategy, Chapters 4 and 5.





2. EXISTING CONDITIONS & OPPORTUNITIES

This Existing Conditions & Opportunities chapter highlights key aspects of the Fairgrounds that pose challenges and present opportunities for the Master Plan. These findings are categorized into five themes: History, Physical Facilities & Operations, User Experience, Year-Round Use / Community Integration, and Sustainability. In tandem with the findings of the market assessment presented in Chapter 3, this existing conditions analysis provides important considerations for formulation of Master Plan goals, programming and design recommendations.

REVIEW OF PREVIOUS MASTER VISION PLAN

The existing conditions analysis includes a review of findings from the previous Master Vision Plan work. The Master Vision Plan work completed in 2018 used one-on-one interviews with local jurisdictional and organizational stakeholders, as well as professional observation and evaluation of existing facilities, national trends and local market analysis to identify a series of five potential transformative themes for the Fairgrounds. The process resulted in no one single idea – no “silver bullet” – that emerged that could achieve the goals of making a more economically sustainable Fair and Fairgrounds. The consensus of the Office of State Architect, the Authority, Board, stakeholders and consultant team was an assessment of current facilities, programs and markets was needed to better understand how to optimize the Fairgrounds for the Fair event and non-Fair time and provide a platform from which to explore and bring new ideas that will carry the Fair and Fairgrounds into a more successful future. A full summary of the Master Vision Plan work is included in **Appendix 1**.

SUMMARY OF FINDINGS

The Fairgrounds are a vital part of Pueblo's identity and there is an authentic relationship between the City's agricultural heritage and the Fairgrounds. The City possesses a unique identity, a richly diverse population, a skilled work force and highly rated educational programs. It is a pioneer in the emerging hemp and marijuana industries and is renowned as a premier chili producer (the Pueblo Chile). The Riverwalk and the downtown have seen significant investment over recent years, and entrepreneurial and innovative concepts are being implemented with the Watertower Place development. The arts are flourishing in Pueblo and the City is emerging as somewhat of a “foodie” hub. However, the Fairgrounds remain an under-utilized asset of the community. The analysis revealed that there is an opportunity to strengthen the Fairgrounds' role in the community and further contribute to the quality of life and economic resilience of the residents of Pueblo.



Main Street during the Fair



The Fair and Fairgrounds face many challenges related to operations, and moving toward greater economic sustainability emerged as a key driver in the Master Plan. Fair attendance has been relatively flat and surveys of attendees indicate the Fair could benefit from a refresh and refocus on maintaining relevancy. The CSF has steadily invested in maintaining facilities, but, given the age of many of the facilities, there remains significant maintenance and capital repair and replacement needs. The backlog of building deficiencies, including needed repairs and code compliance issues, exceeds \$33 million, with \$8 million in repairs and code related updates planned and funded. Additionally, several infrastructure improvements have been made over the past few years. Site and landscape assets are not represented in the State's backlog of condition deficiencies but constitute significant but unaccounted for deficiencies. Over \$16 million (2020 dollars) in targeted investments in site and landscape were identified by a previous 2007 Historic and Site Assessment, the only document found that assesses investment needs for the site.

Facility conditions directly impact the competitiveness and marketability of the use of these facilities for events. In addition to facility condition, there are other issues that further decrease the attractiveness of the Fairgrounds. Technology is dated, there is a lack of free Wi-Fi throughout the campus for attendees, facilities lack modern amenities such as air conditioning, ADA access is insufficient, and layout and flow of some facilities tends to be poor.

The Fairgrounds have been designated as a historic resource. The historic designation is less about any one specific facility but rather more about the place and the memory of the events held on these grounds. The tree-lined promenades, landscaped spaces and use of local materials are significant features of the Fairgrounds but have greatly diminished over the years. The landscape is in decline and pavement is increasing, resulting in a less attractive and comfortable environment. There is a significant loss of the historic, stately elm and honey locust trees, green spaces have been replaced with pavement or rock groundcover,

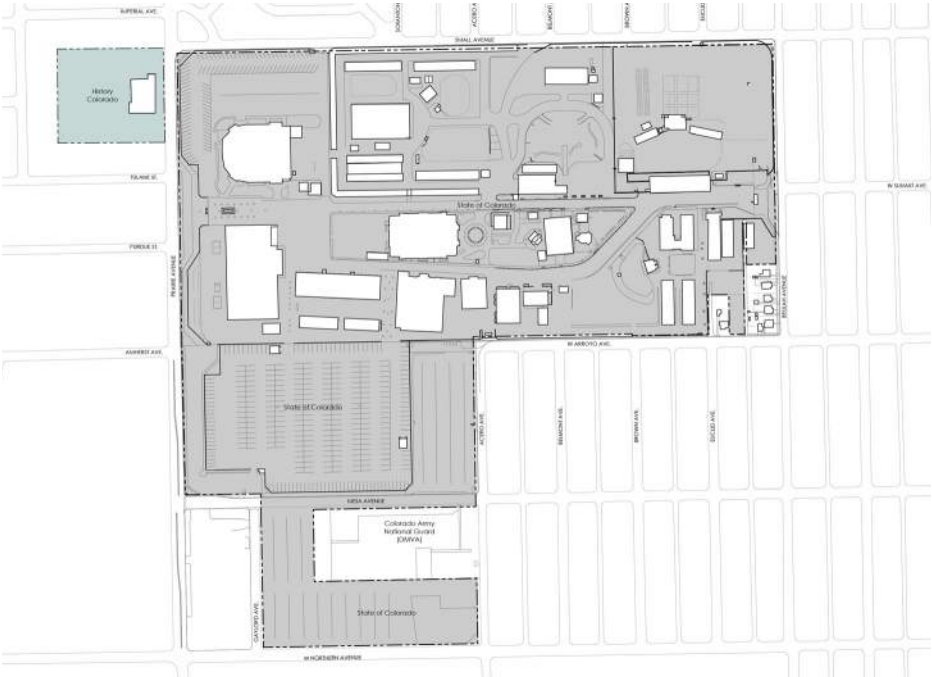
and planters have been removed. The result is in an unpleasant pedestrian environment and one that is more difficult to attract people and events. Preliminary discussions with History Colorado identified potential strategies for amending the technical State Historic Designation to emphasize the district and cultural landscape rather than buildings. The cultural landscape could be a compelling asset for both the Fair and Fairgrounds.

The Fairgrounds have the potential to be a model of responsible development and leaders in sustainability - sustainability and resilience could be greatly enhanced at the Fairgrounds. The climate in Pueblo brings very hot and dry weather in the summer months when the Fair is held. The amount of pavement, the lack of tree canopy, and the limited shade provided by buildings contribute to up to a 5 degree rise in temperature, reducing thermal comfort for Fair and event attendees. Paving also contributes increased stormwater runoff and less groundwater recharge. The older buildings are lacking in energy efficiency and there is limited

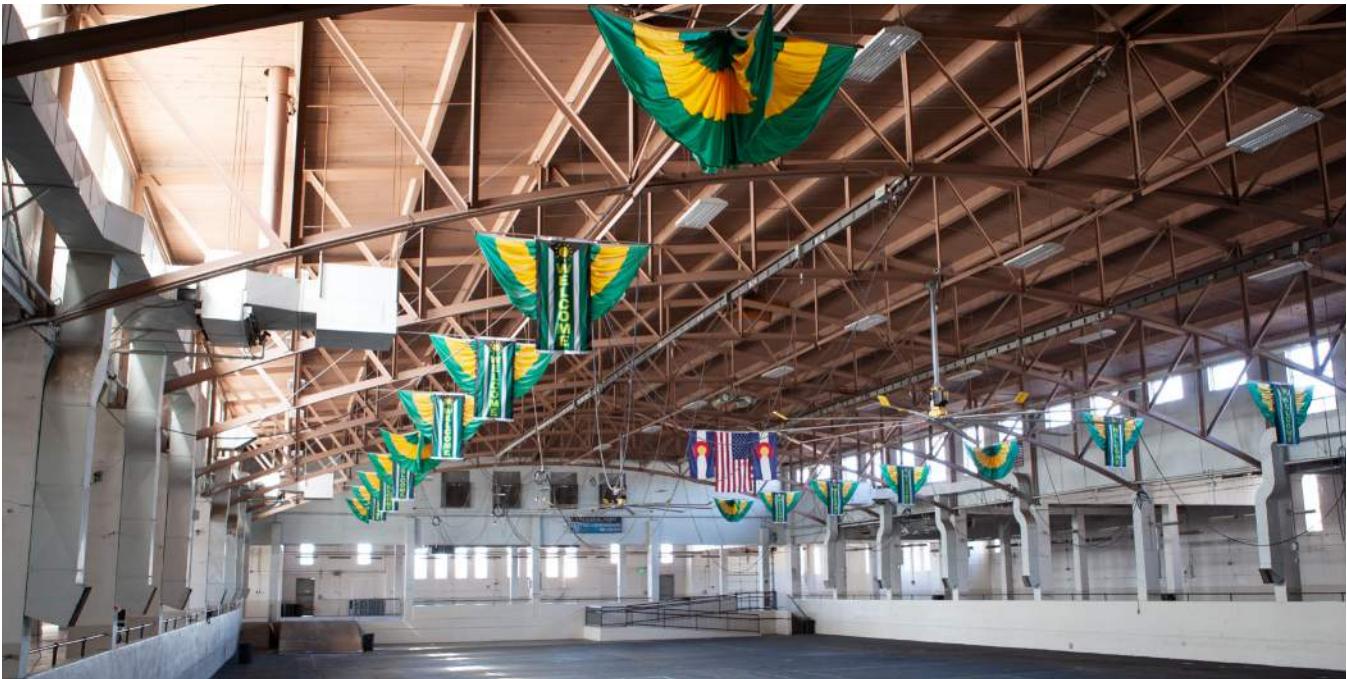
emphasis on recycling and composting. Alternative energies could be brought to the Fairgrounds, reducing annual operational costs.

The overwhelming backlog of facility deficiencies and the costs to bring overall conditions to an acceptable level is probably not feasible, and trade-offs and choices will be required. A "status quo scenario", where limited investment is made in facility upgrades, will likely result in further decline in the economic sustainability of the Fair and Fairgrounds. Attracting the same vendors and producers will become increasingly challenging.

The market assessment in Chapter 3, identifies areas where, with some enhancements to the Fairgrounds, there is demand potential for event programming opportunities.



Fairgrounds Property

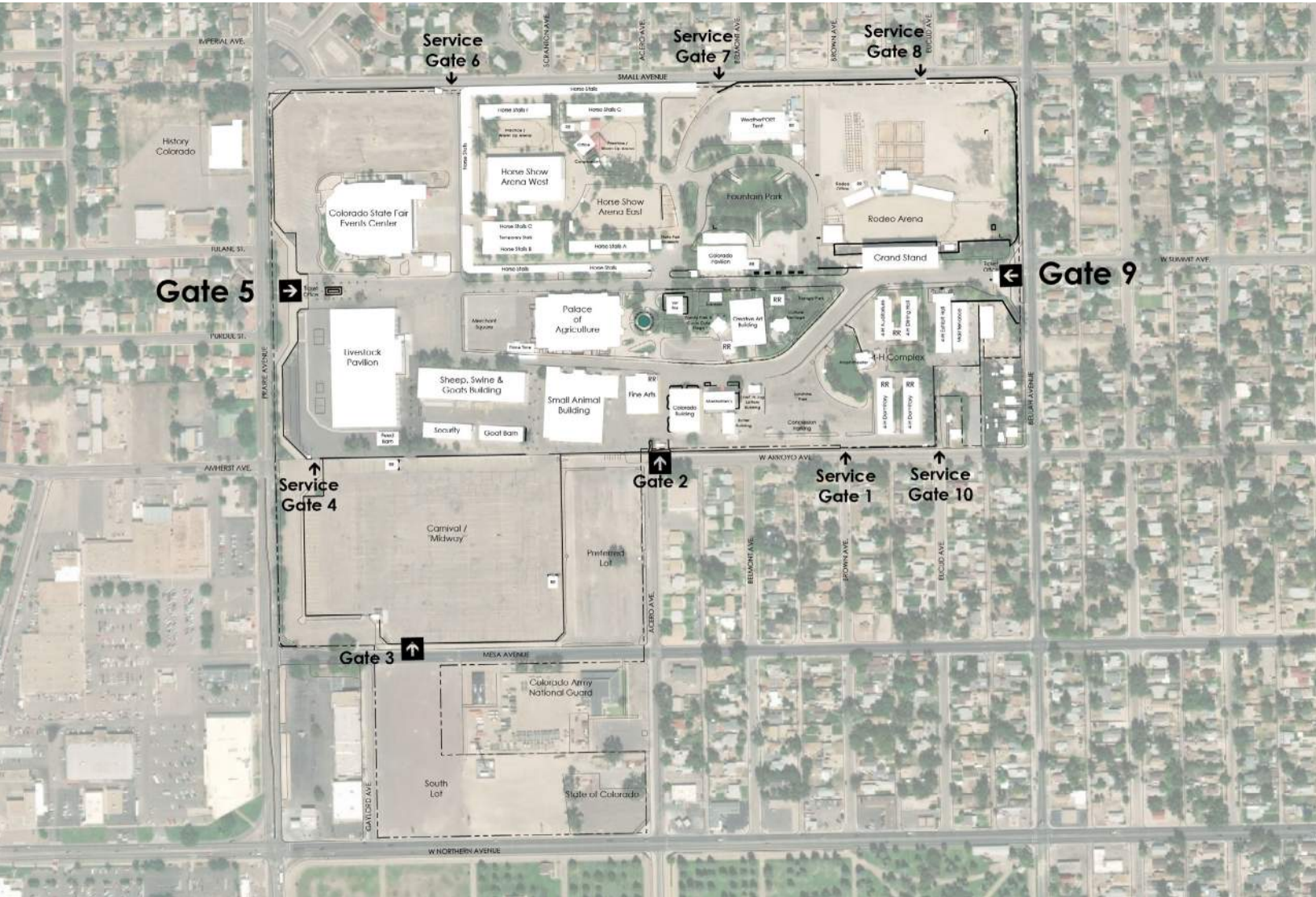


Palace of Agriculture



Overview and Layout

The CSF's roots reach back nearly 150 years, to 1872 when the first event was held by a self-funded association. The Fair as a state entity was established by statute in 1886, with Pueblo specifically identified at incorporation as the event's home. The current 101-acre Fairgrounds are the event's third site, opening in 1901 after two decades on a smaller site near Mineral Palace Park and then another 10 years near Lake Minnequa. The Fair and the Fairgrounds have become an integral part of the Pueblo community, both physically and philosophically.



Map of Fairgrounds



1949



1957



1999



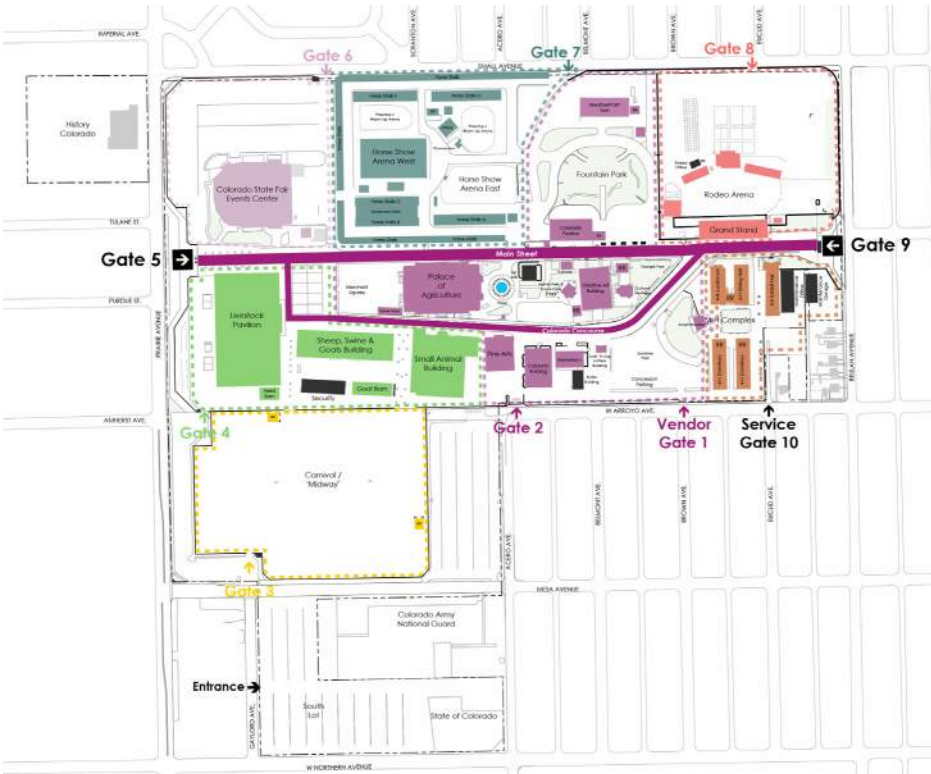
2020

Fairgrounds through the years



The Colorado State Fairgrounds are home to the Colorado State Fair event, held annually in late August / early September and always including Labor Day weekend. The Fairgrounds are also used throughout the year for a variety of public and private events of varying sizes. The central portion of the Fairgrounds are bounded by Small, Arroyo, Prairie and Beulah Avenues, with the midway area extending approximately one more block south to Mesa Avenue. The Fairgrounds sit within a largely residential area, with single family homes to the north, east and south. The western edge of the grounds border a retail/commercial corridor, with one block of additional commercial uses at the south edge of the Carnival/Midway area. The Fairgrounds are approximately 1.8 miles southwest of downtown Pueblo and the historic Arkansas Riverwalk.

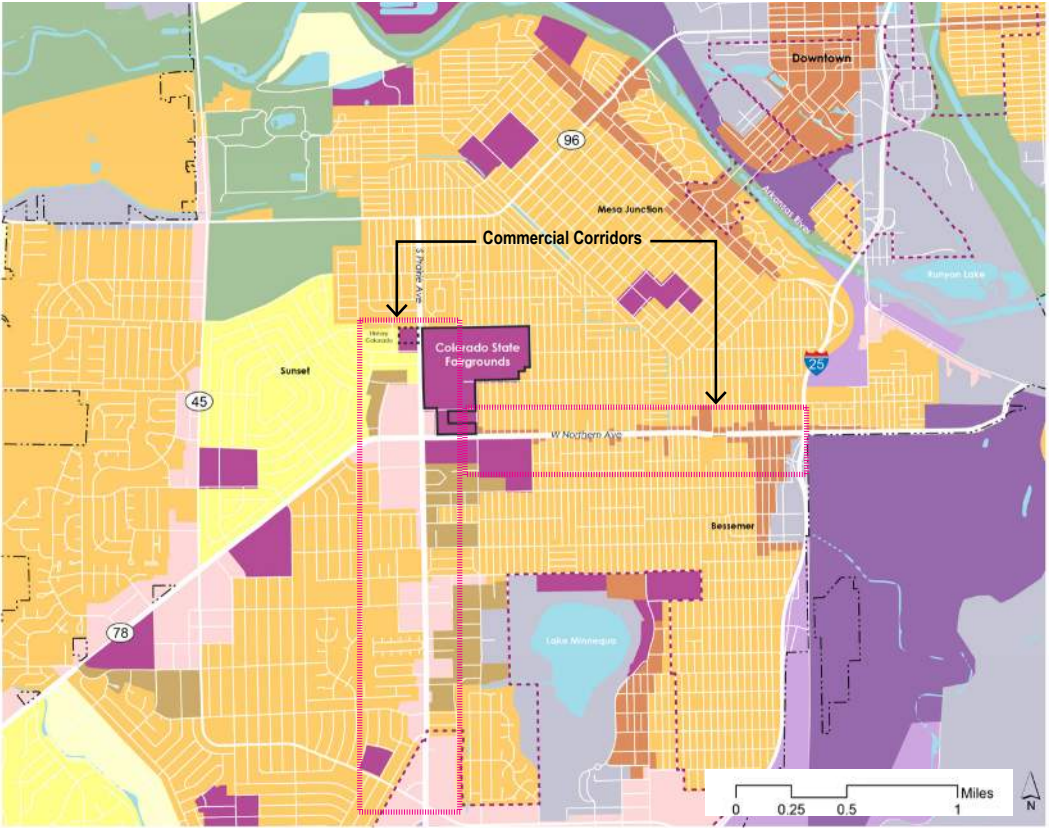
The Fairgrounds contain 57 buildings and structures - excluding some open-air structures and small outbuildings, wash stations, and similar facilities that are not counted in the State of Colorado Building Inventory list for the Fairgrounds- and are organized around two main circulation corridors. Main Street provides a straight, east-west connection between the West Main Gate on Prairie Ave and the Beulah Gate on Beulah Avenue. Colorado Concourse provides a shorter, still roughly east-west connection in a 'D' shape to the south of and reconnecting at both ends to Main Street. Major orienting features of the Fairgrounds are the Events Center in the northwest corner, the Carnival/Midway in the southwest corner and the Horse Complex and Rodeo Arena in the north-central and northeast portion of the grounds.



Existing Fairgrounds Use Zones



Main Street during non-Fair time



Pueblo Land Use Zoning

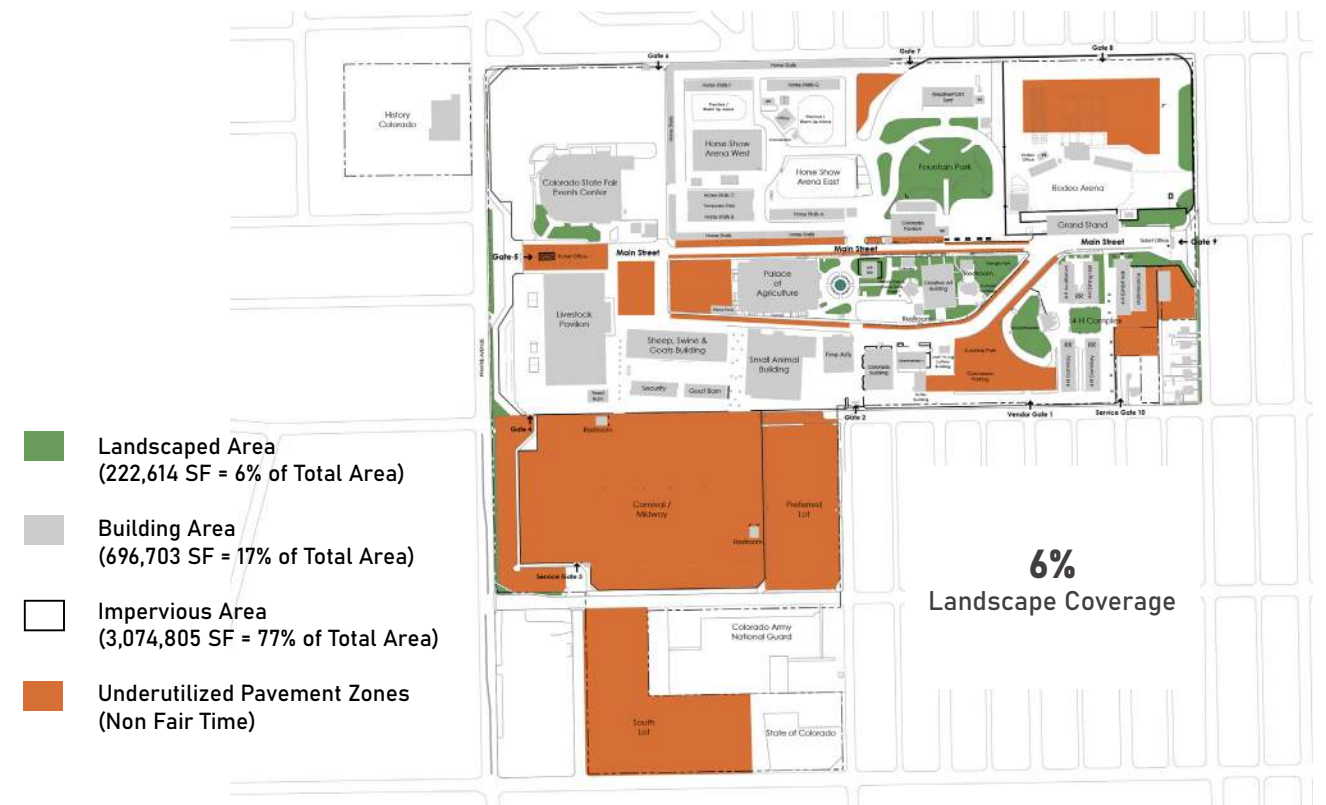
The remaining areas house a collection of livestock and exhibit buildings of varying sizes. To provide access control, the entire perimeter of the Fairgrounds is enclosed by a wall; there are 10 gates in various locations around the perimeter, some for public use and some for specific purposes such as equestrian, maintenance and livestock access.

The Fairgrounds are dominated by asphalt and concrete paving, with limited landscape areas. The Palace of Agriculture ‘island’ between Main Street and Colorado Concourse, the amphitheater, and in the

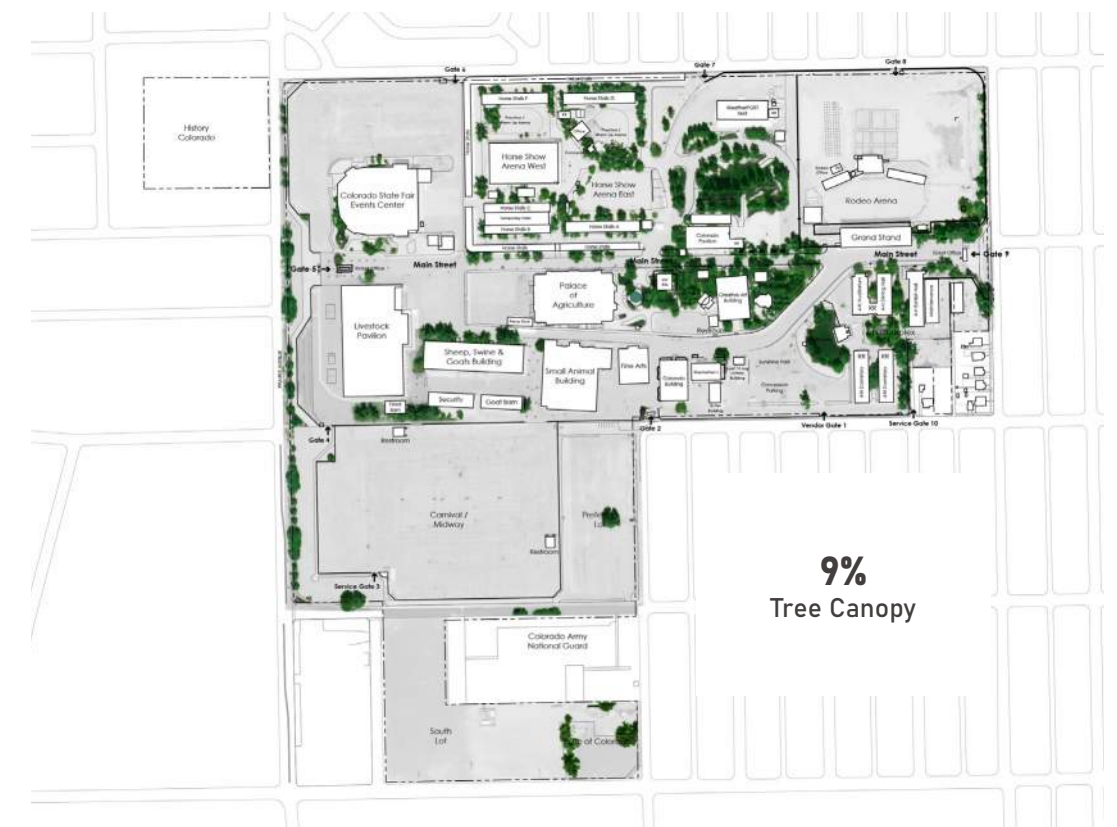
Fountain Park area between the Horse Complex and Rodeo Arena are the largest such area. Main Street features a somewhat consistent line of mature elms and honey locust, with other trees of various size and species sprinkled throughout the grounds.



Expansive Pavement at Fairgrounds



Existing Impervious and Pervious Surface Area at Fairgrounds



Existing Tree Canopy Coverage at Fairgrounds



HISTORY

Historic Designation

A portion of the Fairgrounds comprise a state-designated historic district. The district's period of significance is defined as 1901 – 1965, which includes the Fair's opening day (although no 1901 buildings remain) and the majority of its agriculturally-focused improvements. The district's reason for significance is association with 'events that have made a significant contribution to history', specifically relating to agriculture, education, entertainment/recreation and social history.

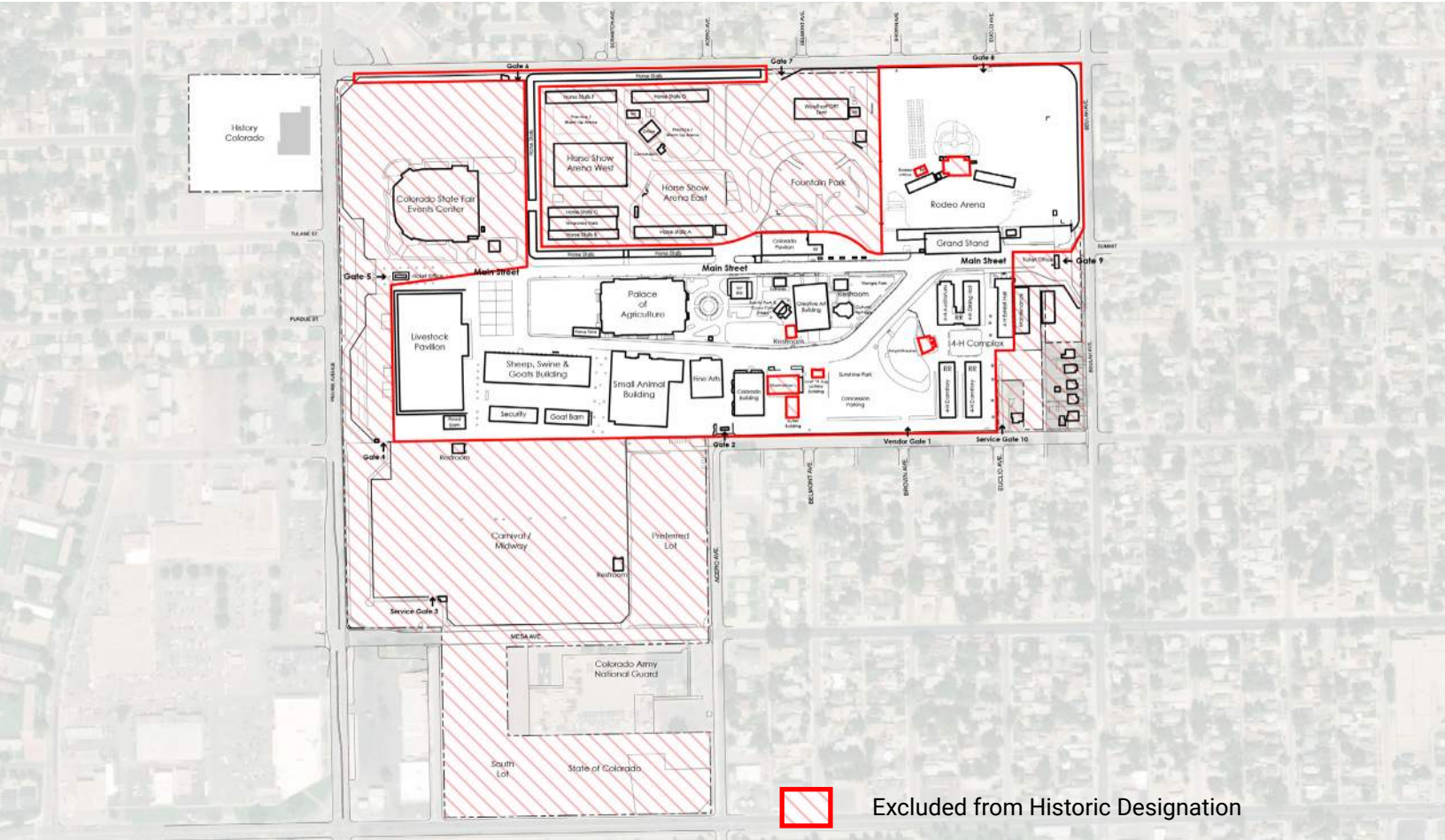
The historic district includes a total of 41 buildings and structures. Of this number, nine are considered non-contributing, due either to the fact that they were built after 1965 or to significant alternations to their original form. According to the historic district application materials these non-conforming elements 'do not detract from the overall historic character of the district because they are small in scale, incorporate building materials compatible with the setting and serve functions that are consistent with the operations of the Fairgrounds.

The Colorado State Register of Historic Properties defines the character of the district as one based on a massive scale and well-ventilated structures, often incorporating features typically found on barns. Smaller-scale buildings also contribute to the district, by referencing the seasonal, festive atmosphere of the fair event. Materials often include stone – as seen on the Palace of Agriculture - and brick, whether bare or stucco'd (an effort in the 1940's to create a cohesive 'white way' feel to the grounds).

There are three distinct periods of development at the CSF. From 1901 to 1920 the Fairgrounds moved from their earlier location at Lake Minnequa to their current

location. The new site was considered a better site as it was served by two streetcar lines and thus more accessible from the city core. A main attraction was the popular horse racetrack. The property expanded in the 1920's and entered what is considered the 'golden age' of the Fair. Several new buildings were constructed with New Deal funding and attendance grew from 2,000 to 20,000.

Main Street was a prominent corridor with its orderly placement of grand elms and honey locusts and electrified street lights (since replaced). The Fairgrounds also offered ample green space with gardens in the area where the Horse Complex now exists.



Colorado State Fairgrounds - Historic Designated Area



Colorado State Fairgrounds - Historic Horse Racetrack



Opportunities

The historic aspect of the Fairgrounds represents a unique characteristic that distinguishes the CSF from competing facilities. Since 1901 the Fairgrounds have been a significant part of the State's and Pueblo's culture, and this history is an exceptional opportunity to celebrate where we've been, where we are, and where we're going as a state and community. The historic designation is less about any one specific facility but rather more about the place and the memory of the events held on these grounds. The tree-lined promenades, landscaped spaces and use of local materials – although greatly diminished over the years

- are significant features of the Fairgrounds that future renovations can recreate and enhance, or in the case of materials, promote. Leaning on history to inform design can provide not only a philosophical thread to the past, but also stronger visual cohesion in the present day.

In addition to opportunities, the historic designation also poses challenges to redevelopment efforts. Many of the historic facilities are smaller and less adaptable to modern day uses. Additionally, several of these facilities are in poor condition requiring costly repairs. Changes, such as rehabilitation, demolition and replacement will require a submittal to and review by History Colorado.



Historic Elements



Historic Elements

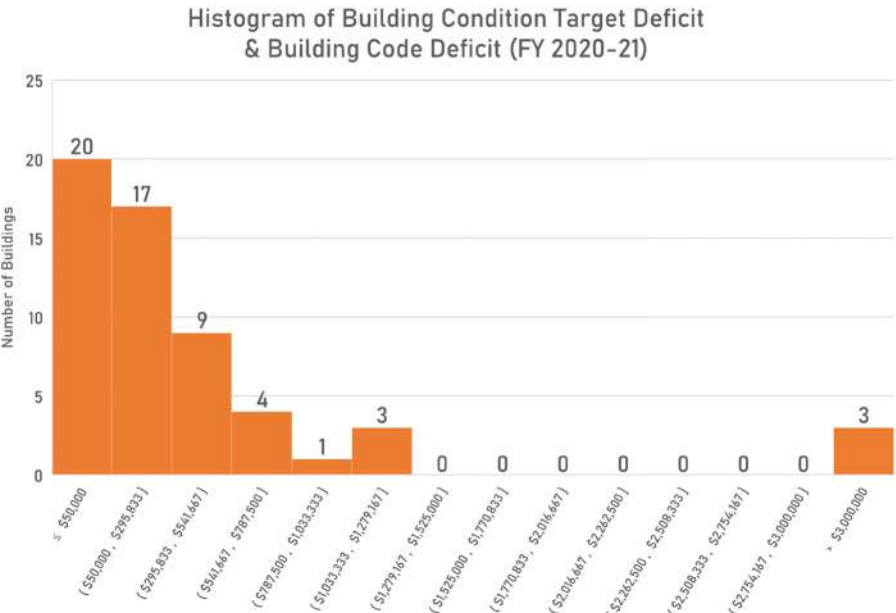


PHYSICAL FACILITIES & OPERATIONS

Like many facilities of its age and type – large publicly-owned properties with a diversity of buildings and uses – the Fairgrounds has a surfeit of deferred maintenance and a deficit of funds. Externally, the CSF must compete with the large number of other worthy programs and facilities from around the state requesting funds from the state budget, and each year needs fall short of allocations. Internally and despite year-round rentals and programming, the CSF operates at a deficit each year. An operational deficit is not uncommon for fairground facilities, virtually all of which are subsidized at some level of government.

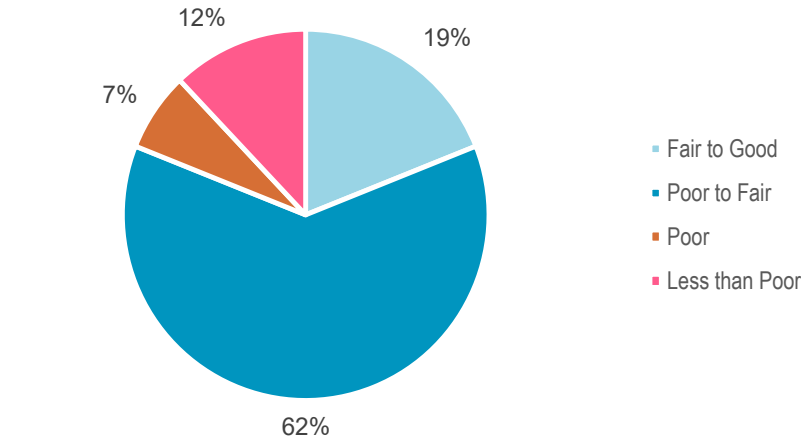
Buildings

CSF facilities are in generally poor condition, due to both age and deferred maintenance; changes in local code that require investment to bring buildings into compliance exacerbate this issue. Of the over 50 facilities within the Fairgrounds, all require investment and only 19% are rated as Fair to Good condition as evaluated in formal condition assessments. Together, building deficiencies total over \$33 million, with just under \$8 million in planned, funded improvements. In addition to the poor condition rating, many of the facilities are considered unattractive and lack the amenities desired for more robust non-fair rentals.



Over 50% of Facilities Require Less than \$300,000 in Improvements

Overall Facility Conditions (2020)



Majority of Facilities in Poor to Fair Condition



State of Colorado Facility Condition Index Map

Building Condition Categories	Facility Condition Index (FCI)
Targeted Condition	0.85 - 1.00 (85% - 100%)
Fair to Good	0.61 - 0.84 (61% - 84%)
Poor to Fair	0.35 - 0.60 (35% - 60%)
Poor	0.21 - 0.34 (21% - 34%)
Less Than Poor	0.00 - 0.20 (0% - 20%)

State of Colorado Facility Condition Index



A sample of facilities needs are listed below, and a full list of assessments performed and conclusions is included in **Appendix 2**. These assessments generally look for challenges in condition, location or utilization. The majority of assessments are over 20 years old - dating to 1998 or earlier - although a handful of assessments including the Events Center, 4-H Buildings and Palace of Agriculture have been completed since 2017. In general, assessments should be executed on a more rolling basis, so that priorities can be identified relative to evolving, reasonably current conditions.

Horse Complex and Rodeo Arena

Both areas have facility issues and underutilized space. Compared to more modern facilities, both the dirt floor and size of the stalls represent significant shortcomings to the equestrian community. Equestrian events are big business, and the CSF is not competitive with the multiple other, more modern and equestrian-specific complexes within the same market area. In addition, the Horse Complex and the Rodeo Arena are located on opposite sides of Fountain Park, a missed opportunity to capitalize on synergies between the two facilities.

Carnival/Midway

One of the most colorful and eye-catching of the Fair’s offerings and a boon for amateur photographers and instagrammers, the midway is currently one of the lowest rated activities at the Fair. User surveys suggest this dissatisfaction is due to a general sense the rides and entertainment are a bit stale. Master planning should evaluate both location and qualitative enhancements to this feature.

Small Animal Building

With little to no renovation since its construction, this building is in extremely poor condition and requires extensive repair to the roof and all systems. Looking to a future where buildings should emphasize a multi-purpose design and flexibility, this facility is a likely candidate for demolition in light of its extensive physical deficits.

Fine Arts Building

One of the smaller buildings along the Colorado Concourse, this facility shows high utilization but low revenue – meaning that many of its ‘rentals’ are pro-bono or at extremely low rates. Its high use requires annual repairs and refresh as well as significant staff resources, investments that are out of line with its income.

Palace of Agriculture

With a distinctive architectural style, stone exterior and central location, this building is without a doubt one of the Fair’s most iconic structures. It is also one of its most needy, requiring extensive investment to bring the building into code compliance. Asbestos, lead paint and multiple life safety code compliance issues are among the areas requiring attention. Investment is planned and budgeted.

Events Center

One of the newest buildings at the Fairgrounds, this building was constructed through a partnership with Pueblo County Schools. Still in the last years of an agreement giving the school district first rights to scheduling, an arrangement that limits year-round revenues, the building requires significant repairs. All major repairs are completed, in progress, or funded.

Infrastructure

in addition to the building deficiencies described in the preceding section, there are also significant infrastructure needs. These needs – which include both above- and below-ground utilities – amount to another \$7.5 million in planned, funded improvements. Since the State has only recently begun tracking infrastructure needs, condition assessments are not available or included in the State’s Facility Condition Index. For this reason the full scope of infrastructure needs has not been quantified.

Landscape

Similar to utility infrastructure, site and landscape assets are not represented in the backlog of condition deficiencies but constitute a significant but unaccounted for need. Over \$16 million (2020 dollars) in targeted investments in site and landscape were identified by a previous 2007 Historic and Site Assessment, the only document found that assesses site needs. Historically known for its gardens and strolling grounds, the Fairgrounds landscape is in a state of decline. Notably, there is only 6% pervious surface area at the Fairgrounds, and the limited tree canopy brings coverage to 9%; the remaining coverage is pavement and rooftops. One can see remnants of previous efforts to create enhanced landscape areas, though most of these efforts have failed in the hot, arid Pueblo environment, most likely due to inadequate installation and lack of consistent water. Much of the perimeter wall is considered historic, and requires significant investment to repair areas that are eroding due to moisture penetration.

Opportunities

Expectations of fairgoers and event planners are constantly evolving. Capital improvements such as new buildings and repurposing of existing buildings provide a significant opportunity for the Fair to respond to state fair trends and update current attractions. This investment would in turn make the Fairgrounds more competitive in attracting revenue-generating events throughout the year.

The Fairgrounds’ inventory of buildings and infrastructure could benefit greatly from a coordinated program of maintenance and new construction. These two approaches need to be coordinated so that efforts to reduce the backlog of facility deficiencies can be prioritized in a way that directs available budget to buildings that are slated for retention and/or renovation and away from buildings that are slated for removal/replacement. While these categories may not be entirely discrete – a building slated for eventual replacement may still require maintenance or repairs until such time that it is decommissioned – a solid plan will ensure the best return on investment.

The Fairgrounds have tremendous opportunity to expand landscape areas through right-sizing current facilities and creating operational guidelines for their use; both approaches could offer significant reduction in the amount of paving needed. This type of improvement has tangible benefits such as a more comfortable pedestrian environment (as described in the following section on User Experience), enhancing visual appeal and image of the Fairgrounds, and even promoting the Fair’s mission as an agriculturally and horticulturally focused event.



USER EXPERIENCE

Access, Parking and Circulation

For most fairgoers, the experience starts even before they get to the gate: it starts in the parking lot, on the bus or however they choose to arrive at the Fairgrounds. Observation shows that the majority of users prefer to drive themselves to the Fair and tend to seek out free parking or utilize private residence parking in the surrounding neighborhoods. There is a definite deficit of parking relative to demand during the Fair event, but a substantial oversupply during all other times of the year. To offer alternatives and attempt to address the skewed supply/demand, Pueblo Transit provides event shuttles from downtown Pueblo to the Fair, but this service has relatively low ridership at just 4.5% of visitors. Prevalence of walking/biking or rideshare have not been documented, but could provide another alternative means of arrival. As noted

previously, missing sidewalks do pose an (easily rectified) challenge to visitors wishing to arrive on foot; for cyclists, there are no bike racks in front of our inside the Fairgrounds. Both the east and west gates have off-street pick-up/drop-off areas.

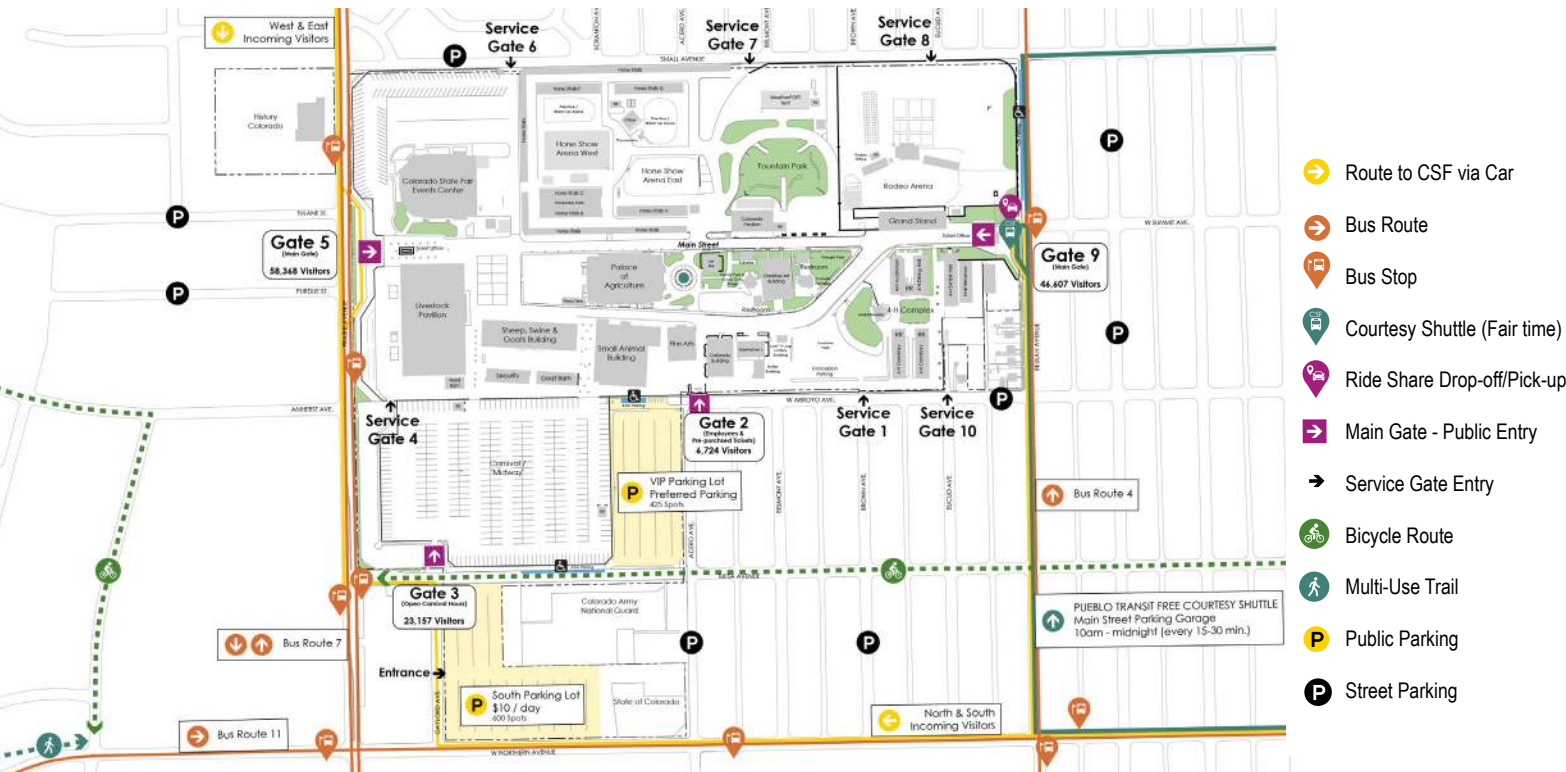
Regardless of how they arrive, fairgoers enter through the ticketing gates. The eastern Gate 9 on Beulah Avenue faces a residential neighborhood and has a large archway with a central pedestrian entry and two vehicle entry gates on either side. The adjacent stucco (north side) and block (west side) perimeter wall have the Fair logo painted on them, along with flags, but the distance from the arch means that these features are not really in the entry 'view frame' of visitors. The western Gate 5 on Prairie Avenue also faces residential uses, but is situated on a larger, higher traffic commercial corridor and has a less elaborate, more 'ticket booth'-sized entry. Like the east side, this entry has a small pedestrian gate between the two booths

and larger vehicular entries on either side. The adjacent perimeter wall is concrete block, and the Fair logo is even more distant from the gate than at the eastern entry. Both entries are primarily hardscape with little landscape beyond standard street trees. Overall, the sense of arrival at both primary gates is fairly muted, providing more of an administrative 'buy your ticket here' feel than a celebratory 'Colorado State Fair Starts Here!' experience.

Once inside visitors will typically seek to orient themselves, and while the Fairgrounds are generally zoned well with clearly defined uses and areas, the spaces between these zones are fairly spread out. There is a lack of physical, navigational cues to assist in orientation and wayfinding, and to direct visitors to activities and specific attractions. Somewhat magnifying this lack of definition is the scale of existing infrastructure; streets are excessively wide with minimal trees, light fixtures or pedestrian amenities.

Main Street still retains a good number of the stately, arching elms and honey locust that defined this historic promenade, but a noticeable number have died and not been replaced and still more of the remaining trees are in decline.

There is a definite lack of landscape – trees, shrubs, perennials, annuals and even sod - within the Fairgrounds, and this shortcoming contributes to a significant urban heat island effect. For visitors, the lack of shade and increased temperatures create an uncomfortable and in many ways unappealing pedestrian environment year-round, but particularly during the hot August/September days of the Fair event. There are exceptions, pockets of shade and family-friendly climate, but physical and visual appeal of the Fairgrounds is an area with opportunities for improvement.



A lack of shade and pedestrian amenities detract from the Fair experience



Opportunities

The Fairgrounds offer significant opportunity for early-action, ‘tactical urbanism’ type improvements, like temporary shade canopies while newly-planted trees establish and grow, or temporary ‘park’ spaces similar to the national event ‘Park-ing Day’ to pilot and test narrowed roadways and the scale of potential landscape improvements. There is also ample opportunity for long-term, capital investments such as new buildings and building renovations. In both cases, the Fairgrounds have opportunities to build on existing strengths. The Fountain Plaza in front of the Palace of Agriculture is a very popular, successful space, and enhancements can look to upgrade or expand this space and to create similar spaces elsewhere on the grounds. An integral part of the State Fair experience is the food, another opportunity to follow current trends and create a Beer Garden and outdoor dining spaces that are both more formalized and more creatively designed.

Many improvements that fall under ‘user experience’ also provide cross-over with other areas of opportunity, including community integration and facilities expansion/renovation. Promotion of multimodal transportation options can address parking deficits, and new facilities can begin to pull in year-round programming that appeals to both the local and regional communities.

Existing Weaknesses, right

1. Lack of shade, human comfort
2. Minimal landscapes
3. Historic features compromised
4. Deteriorating architecture
5. Significantly degraded facilities
6. Green spaces paved over
7. Lack of pedestrian amenities
8. Failed attempts to create pedestrian amenities
9. Incompatible patches in historic wall
10. Excessive pavement
11. Degraded operations areas





1.



2.



3.



4.



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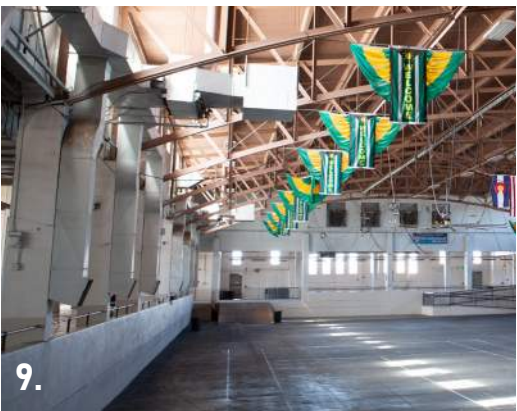
6.



7.



8.



9.

Existing Strengths, *right*

- 1. Family-friendly amenities
- 2. Shaded groves of trees
- 3. Flexible space for entertainment
- 4. Local stone used throughout campus
- 5. Tree-lined streets and low scale buildings
- 6. Historic trees
- 7. Main Street with historic trees and lights
- 8. Historic architecture - stone buildings
- 9. Historic architecture - steel trusses



YEAR - ROUND USE / COMMUNITY INTEGRATION

Both the Fair and the Fairgrounds are considered a great asset for the City of Pueblo; there is a sense of pride in being the home of the State Fair and recognition of the Fair as an important economic driver. However, the Fairgrounds themselves are disconnected and underutilized by residents. Although embedded within an almost exclusively residential neighborhood – with primary gates unlocked and open for public ingress and egress during the non-Fair times – the Fairgrounds are largely an ‘island’ that sees little casual, unprogrammed use from neighbors and the community at large.

Perhaps the single biggest deterrent to community integration is the perimeter wall. While materials vary between stucco, stone and concrete block, all sections of the wall share two characteristics: opacity and height (approximately eight feet). Except at gates, potential users cannot see into the property, a circumstance that promotes feelings of being unwelcome and a potential concern for safety if one were to enter without knowing who or what activities might be within the wall. In some places, sidewalk is also absent outside the wall, making pedestrian passage difficult.

In addition to the physical issues of the wall and missing sidewalks, the nature of year-round events tends to be very specialized and providing little reason for community members to venture inside the Fairgrounds for a casual walk or passive activity.



Perimeter Fairgrounds wall along Small Avenue to the north



Perimeter Fairgrounds wall along W Arroyo Avenue to the south



Opportunities

Physically, replacing the perimeter wall (or portions thereof) with a different style of fencing that would allow visual access would be a significant first step in community integration. New fencing should allow the community to see in, for interest and to provide ‘passive surveillance’ to enhance feelings of safety and security, while also providing access control during events. Eliminating sidewalk gaps and enhancing the pedestrian experience should be considered in tandem with fence upgrades.

Formal and informal programming is another opportunity to welcome the community into the Fairgrounds. Promoting casual uses like dog walking, running for health and similar activities would provide the community with a sense of ownership of the Fairgrounds. Programming targeted toward local community – both free and paid – is another opportunity to create more interest and connections between local residents and the Fairgrounds.

Additionally, partnerships with local youth organizations, grow houses, food pantries, Colorado State University (CSU) and other programs would further strengthen the connections between the Fairgrounds and the community.



Farmers stand at annual Pueblo Chile & Frijoles Festival



Colorado State Fair Fiesta Day

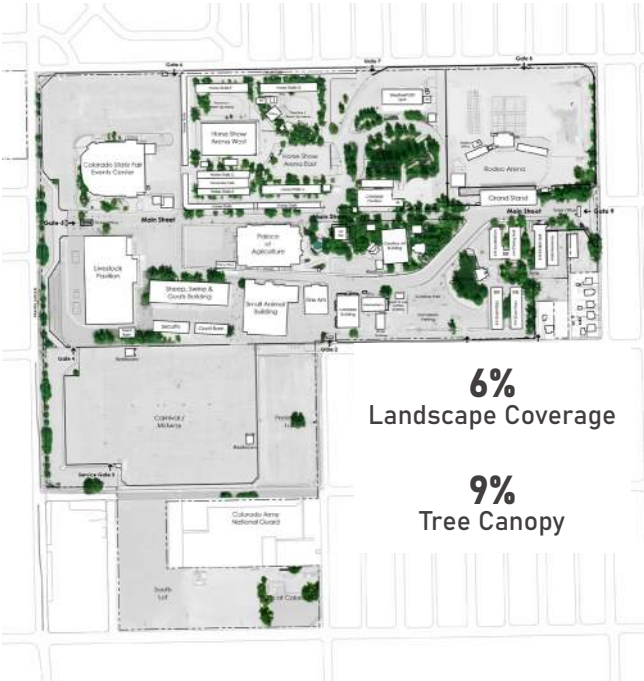


SUSTAINABILITY

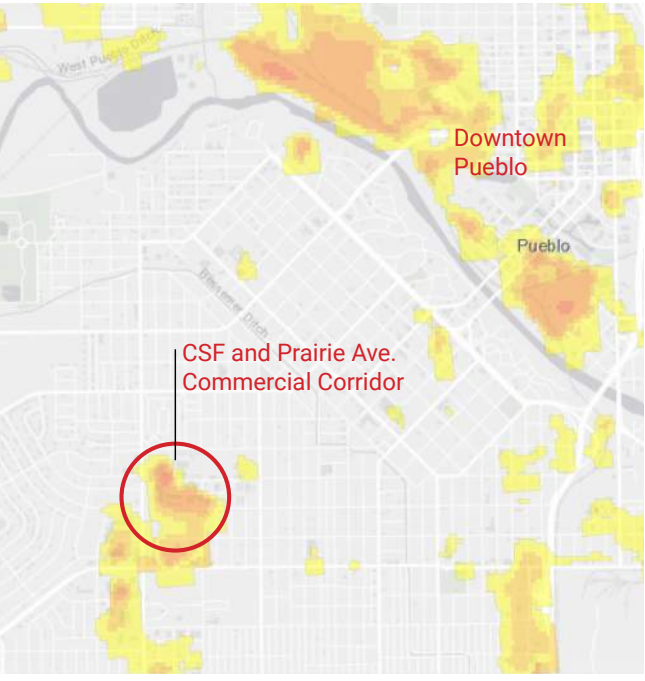
By virtually any metric, the Fairgrounds is a sea of asphalt and concrete. The exceedingly high ratio of hard surface to landscape gives rise to a number of challenges; increased ambient temperatures (urban heat island effect), user comfort, stormwater runoff and increased detention requirements are chief among these issues.

The Fairgrounds' aging buildings also pose sustainability challenges, particularly in the areas of energy usage (inefficient systems) and energy loss (inefficient design and materials). Some buildings are known or suspected to contain asbestos – the Palace of Agriculture being a case in point – that will require special considerations for future improvements.

The Colorado State Fairgrounds is served by Black Hills Energy for electrical services and Xcel for natural gas. Existing buildings at the Colorado State Fairgrounds are currently cooled with evaporative coolers (aka, swamp coolers) or packaged rooftop units with air-cooled DX cooling and gas-fired heating. Buildings throughout are provided with unit heaters to provide heating and freeze protection during the winter.



Landscape Coverage and Tree Canopy



Urban Heat Island Mapping - ArcGIS Data Download



Carnival / Midway area and RV parking



Opportunities

The Fairgrounds were not always this unbalanced, and excess paving has crept into the Fairgrounds in several ways. Large areas of paving - particularly those for loading/unloading, parking and vendor kiosks – are used only during the fair event and are not needed during the balance of the year. For these areas, both policy (scheduling) and physical changes (permeable paving, reconsideration of needs, temporary platforms) could allow a reduction of paving. Another area for possible re-greening are the streets themselves; in many places, circulation areas are excessively wide and could be scaled back to allow more green and safer, separated pedestrian circulation. Less paving and more planting could help with all the issues cited above – provide patrons with shade, bring down ambient temperatures, slow stormwater runoff and reduce the amount of detention needed - and beautify the Fairgrounds as a whole.

The Fairgrounds offer other opportunities for sustainability gains. As buildings are renovated or replaced, energy performance could be greatly enhanced. Although exciting alternative energy sources such as solar and thermal may be appropriate options, it is worth noting that the greatest energy efficiency of modern building comes not from energy production but from energy conservation – insulation and glazing--so that smart design, rather than ‘add-ons’ would provide the greatest enhancement at minimal cost.

The Colorado State Fairgrounds receive approximately 258 days of sunlight a year with peaks in solar energy of approximately 2,298 Btuh/ft². Based on typical use of the Fairgrounds, which are 100% utilized only during the 10 days of the Fair, solar photovoltaic (PV) could be an attractive option as the utility company allows for ‘net metering’. ‘Net metering’ allows the solar PV to be sized closer to peak loads in order to reduce the

overall site electrical consumption throughout the year and offset the peak loads during Fair-time. Additionally, when the PV panels output higher capacity than available for the site, the excess energy can be sold back to the grid. Black Hills Energy, the servicing utility company, also provides incentives for adding Solar PV to a site.

Building heating, ventilation and air conditioning (HVAC) technologies have become significantly more efficient than when most of the Fairgrounds’ buildings were constructed, and these technologies can be explored to balance costs with overall energy consumption.

As the Master Plan considers the Fairgrounds as a whole, consolidation of facilities could be another opportunity for enhanced sustainability. Today, the dispersed layout of facilities requires greater investment in utilities and other infrastructure. A more consolidated campus could conserve resources and minimize costs. Composting or recycling facilities are another measure that could reduce the Fairgrounds’ footprint, especially during large events.

Climate Action Planning

Colorado State Bill HB19-1261 “CLIMATE ACTION PLAN TO REDUCE POLLUTION” sets statewide greenhouse gas pollution reduction goals. Section 1 identifies goals to reduce greenhouse gas emissions by at least 26% by 2025, 50% by 2030 and 90% by 2050; these goals are indexed against levels of statewide greenhouse gas emissions that existed in 2005. CSF could contribute to this initiative in a number of ways:

Reduce site dependency on fossil fuel (natural gas):

- Utilize heat pumps for heating or electric unit heaters if electrical capacity allows
- Utilize heat pumps for domestic hot water generation
- Utilize heat recovery where applicable (chillers, variable refrigerant flow (VRF))

Reduce site electrical consumption (although electricity is seen as ‘green’ energy, sustainability greatly depends on the source of the energy at the power plant level):

- Install LED lighting fixtures
- Utilize daylighting controls to reduce lighting loads
- Utilize controlled receptacles shutdown electrical loads during unoccupied periods.
- Install more efficient HVAC equipment with heat recovery where applicable.
- Install solar PV panels.



The Small Animal Building



Summary of Existing Conditions & Opportunities

The historic aspect of the Fairgrounds represents an opportunity to build upon and celebrate.

Since 1901 the Fairgrounds have been a significant part of the State’s and Pueblo’s culture because of the memories and events that have taken place there. Both the buildings and site are significant. The tree-lined promenades, landscaped spaces and use of local materials are significant features of the Fairgrounds but have greatly diminished over the years.

The facilities are in generally poor condition and there is a significant backlog of condition deficiencies.

Most of the fairground buildings are more than 50 years old and will require significant investment to improve these facilities and bring them into code compliance. There are over 57 facilities within the Fairgrounds, all requiring investment and only 19% of these facilities are in the Fair to Good condition. Building deficiencies are over \$33 million, with just under \$8 million in planned, funded improvements.

Investment in site and landscape is essential to a successful and sustainable Fair and Fairgrounds.

In addition to utility infrastructure, site and landscape assets are also not represented in the backlog of condition deficiencies but constitute a significant portion of unaccounted for deficiencies. Over \$16 million (2020 dollars) in targeted investments in site and landscape were identified by a previous 2007 Historic and Site Assessment.

Large areas of the Fairgrounds are under-utilized on a year-round basis.

Vast parking areas, paved vendor areas, excessively wide roadways and large staging areas are indicative of a Fairgrounds with too large a footprint for the uses currently occupying the site. Consolidation and operational efficiencies are needed.

Improvements are needed in the areas of transportation and parking.

Paid parking is not fully utilized during Fair-time except for peak attendance days on the weekend. During these peak Fair attendance days there appears to be a deficiency in parking supply. Most visitors seek out free parking or utilize private residence parking in the surrounding neighborhoods, which detracts from the parking revenue the Fair could be making. The federally funded Fair shuttle has relatively low ridership (4.5%). Incentives and mobility improvements could significantly decrease demand for parking.

The physical layout of the Fairgrounds is somewhat disconnected and disjointed, leading to a perceived lack of walkability.

There is an opportunity to improve, consolidate or enhance the overall physical layout of the Fairgrounds. Additionally, the Palace of Agriculture and plaza sits at the heart of the Fairgrounds and is the center of life during the Fair. Focusing energy and investment here can begin to create more vibrancy.

The Fairgrounds are lacking in a sense of arrival and place due to poor wayfinding.

Gate connections between the Fairgrounds and surrounding neighborhood / commercial uses lack landscaping or visual excitement. Spaces between zones are fairly spread out and there is a lack of physical cues and wayfinding that help one navigate the area. Some of the streets are excessively wide with no streetscape enhancements such as trees, light fixtures or pedestrian amenities.

The Fairgrounds are disconnected from the surrounding neighborhoods and commercial areas.

The Fairgrounds are a vital part of Pueblo’s community identity and held by many as a community treasure. Known for both manufacturing and agriculture, there is an authentic relationship between the City’s agricultural heritage and the Fairgrounds. There is an opportunity to enhance connections with the surrounding community bringing activity, vibrancy and character to the place that is considered part of the City’s identity.

The Fairgrounds act as an urban heat island, which greatly impacts the experience of visitors and user groups.

There is a significant loss of the historic trees and many landscape areas have been paved or replaced with rock. Low-maintenance paved surfaces have created an unpleasant pedestrian environment that makes it more difficult to attract people and events.

Sustainability and resilience could be greatly enhanced.

Increased landscape surface reduces stormwater runoff and the need for expensive stormwater infrastructure. A more consolidated campus could conserve resources and minimize costs. Composting or recycling facilities could enhance the Fairgrounds’ overall sustainability, especially during large events. Upgraded facilities and use of renewable or alternative sources of energy could also greatly improve year-round sustainability.



3. MARKET ASSESSMENT

The primary objective of the market assessment is to identify potential market opportunities to enhance and increase year-round utilization and help prioritize future building enhancements at the Fairgrounds. The market assessment analyzed local market conditions, historical operations of the Fairgrounds, the supply of competitive facilities in the state, key industry trends that may impact future operations of the Fairgrounds, data from comparable facilities and feedback from potential demand generators. This section summarizes key findings from the market assessment; the full report is included as **Appendix 3**.

Most of the market research conducted as part of the Master Plan was completed prior to July of 2020 and does not reflect changes in market conditions occurring after this date. It is important to note that much of the market analysis is based on data compiled prior to the COVID-19 pandemic and therefore does not reflect any related short- or long-term implications associated with it. While available historical operating data for the Fair and Fairgrounds in recent years was analyzed; FY 2020 data is not shown in this assessment as operations were not deemed to be reflective of historical performance due to the COVID-19 pandemic which negatively impacted non-Fair operations.



Vendor Stall at the Fair



Local Market Conditions

When assessing potential event programming opportunities for the Fairgrounds, it is important to understand that market conditions such as demographic and socioeconomic attributes, vibrancy of the area immediately surrounding a facility and overall destination appeal can impact overall competitiveness within the broader marketplace.

Depending on the scope and nature of the event, facilities can draw both area residents and out-of-town attendees. Local, civic based events tend to attract attendees from a relatively close geographic area such as a 30-mile radius from the venue. Exhibit, flat floor events as well as sports and entertainment events can draw from a broader area such as a 60-mile radius. Special events, such as the Colorado State Fair and larger competitions (e.g., equine and dog shows) can draw participants and spectators from an even more expansive market area including Colorado and surrounding states. For example, contestants are typically willing to travel farther to sanctioned events to compete in qualifying shows/events.

Event promoters/producers typically consider a variety of factors such as population, age distribution, income characteristics, accessibility to the population base, as well as the facility building program and supporting infrastructure when deciding where to host their events. The importance that event planners/producers place on each of these factors differs based on the event type.

The following table summarizes demographic data including population, age distribution, race/ethnicity and income characteristics that was analyzed for multiple demographic areas including the City of Pueblo, Pueblo County, the State of Colorado and the U.S. as well as a 30-mile radius and 60-mile radius from the Fairgrounds. For non-Fair activities, the primary market, where a large portion of attendance and corporate support is anticipated to be derived, is defined as the 30-mile radius and the secondary market is defined as the 60-mile radius.

In 2019, the population within the 30-mile radius was 194,693 which was greater than that of the City of Pueblo and Pueblo County. The population within a 30-

mile radius is projected to grow by less than 1% from 2019 to 2024, which is consistent with that of the City, County and U.S. The 2019 population within a 60-mile radius is approximately one million people.

Approximately 46% of the 2019 population within the 30-mile radius was within the ages of 18 to 54, a popular target market for expositions, concerts, family shows, rodeos, festivals and other spectator events. Approximately 22% to 23% of the population in all the profiled areas is under the age of 18, a target market for both 4-H and FFA activities.

Approximately 40% of the population in the 30-mile radius is of Hispanic Origin which suggests an opportunity for more diverse cultural event activity at the Fairgrounds. The 2019 median household income within the 30-mile radius was nearly \$46,100.

The location and accessibility of a facility relative to the population base can impact its marketability for events. Pueblo is located approximately 100 miles north of New Mexico, 150 miles west of Kansas and 115 miles south of Denver. Strong north/south highway access to Pueblo is provided by Interstate 25 which allows for relatively easy access from Colorado Springs and Denver.

The relatively small, price-sensitive population base and non-central geographic location within the State are market challenges, particularly relative to hosting certain spectator entertainment events such as concerts, family shows and sporting events. Further, amenities such as hotels, restaurants, retail establishments and entertainment options impact Pueblo’s destination appeal, particularly for out-of-town and overnight attendees.

Select Demographic/Socioeconomic Statistics						
Category	Geographic Area					
	City of Pueblo	Pueblo County	State of Colorado	U.S.	30-Mile Radius	60 Mile Radius
Population Summary						
2019 Total Population	113,116	169,742	5,793,770	332,417,793	194,693	981,967
2024 Total Population	116,751	175,706	6,239,361	345,487,602	201,673	1,047,421
2019-2024 Annual Growth Rate (Projected)	0.63%	0.69%	1.49%	0.77%	0.71%	1.30%
2019 Median Age	38.3	39.6	37.5	38.5	39.4	37.4
2019 Population by Age						
Under 18 Years Old	22.3%	22.4%	22.7%	22.0%	22.2%	23.0%
Between the Ages of 18 and 54 Years Old	46.4%	45.3%	49.8%	48.5%	45.9%	48.8%
2019 Median Household Income	\$37,431	\$44,816	\$70,141	\$60,548	\$46,056	\$59,098
2019 Average Household Income	\$53,023	\$60,475	\$95,925	\$87,398	\$61,467	\$80,358
2019 Population by Race/Ethnicity						
White Alone	73.7%	78.0%	79.4%	69.6%	78.5%	78.9%
Hispanic Origin	51.1%	42.8%	21.8%	18.6%	39.5%	21.7%
Non-Hispanic Origin	48.9%	57.2%	78.2%	81.4%	60.5%	78.3%

Note: Persons of Hispanic Origin may be of any race

Source: Esri.



Historical Operations

COLORADO STATE FAIR

The Fair is the major component of overall Fairgrounds’ operations in terms of attendance and financial operations. As shown in the chart titled **Fair Attendance (2010-2019)**, total attendance at the Fair ranged from approximately 444,500 to 517,100 between 2010 and 2019 and averaged approximately 484,000. Market research indicates that there is a perception that the Fair is repetitive in its entertainment offerings and vendors.

NON-FAIR EVENT ACTIVITY

In terms of non-Fair event activity, the Fairgrounds has built a strong base of non-Fair events. As shown in the chart titled **Summary of Non-Fair Utilization**, the Fairgrounds averaged 374 events and more than 1,000 event days per year from FY 2017 through FY 2019.

While the Fairgrounds host several revenue generating non-Fair events such as expos, concerts, horse shows, RV rallies, etc., non-Fair event activity is mostly comprised of local community events related to schools, sports organizations, 4-H & FFA groups and residents which generally generate less revenue per event day compared to other event activities. Further, many events receive reduce rates and occupy marketable buildings and dates.

The degree to which current assets are anticipated to meet future needs (e.g., amount and configuration of space, patron amenities, physical condition, etc.) is an important factor to consider when evaluating the potential demand for enhanced and/or new facilities. Several buildings on the Fairgrounds have relatively limited non-Fair use. The age, condition, dated aesthetics and lack of modern amenities limit marketability, particularly for non-Fair activity. As consumer options for entertainment increase, future non-Fair activity is likely to be negatively impacted without facility investment.

FINANCIAL OPERATIONS

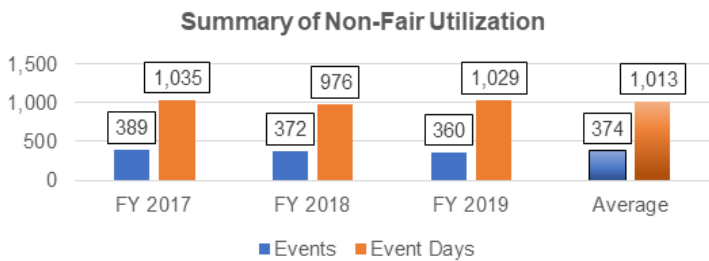
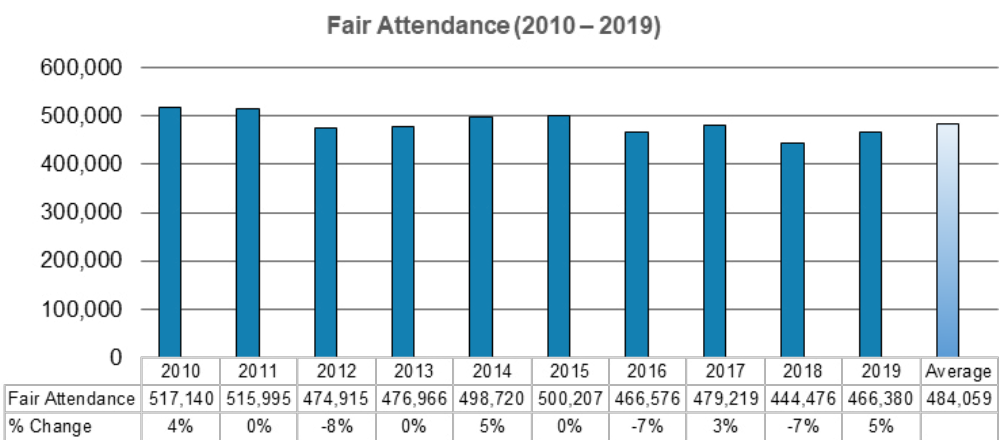
The following provides an economic snapshot of the Fairgrounds for FY 2015 through FY 2019. It should be noted that financial operations associated with the Fair are accounted for separate from the Fairgrounds. In general, a common challenge faced by fairground facilities is how to allocate certain cost such as personnel, utilities, etc. between the Fair and the Fairgrounds.

Combined operations of the Fair and Fairgrounds averaged approximately \$7.3 million in operating revenues, \$10.2 million in operating expenses and an operating loss of \$3.0 million excluding depreciation. Fair operations averaged approximately 87% of total operating revenue during the profiled five-year period.

In FY 2019, operating expenses decreased by 26% from FY 2018 which contributed to the lowest operating loss before depreciation (\$1.4 million) during the profiled period. The historical operations shown below include

GASB 68 pension and GASB 75 OPEB adjustments made by the State, which significantly fluctuated during the profiled period. The significant decrease in operating expenses in FY 2019 is largely attributable to GASB 68 pension and GASB 75 OPEB adjustments reported in that fiscal year.

Non-operating revenues, such as local and State contributions, grants, transfers and unclaimed property, averaged \$4.0 million. Including depreciation and non-operating revenues, combined operations of the Fair and Fairgrounds resulted in a net loss for three of the five profiled fiscal years. The net profit of \$4.0 million in FY 2019 was largely attributable an allocation of nearly \$3.5 million from the State’s Unclaimed Property Trust Fund.



Historical Financial Operations - Colorado State Fair Authority						
Category	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Average
Colorado State Fair						
Operating Revenue	\$6,201,962	\$6,242,904	\$6,315,673	\$6,483,720	\$6,283,391	\$6,305,530
Operating Expenses	\$6,492,327	\$6,451,591	\$6,386,278	\$7,190,662	\$5,530,639	\$6,410,299
Operating Income/Loss	(\$290,365)	(\$208,687)	(\$70,605)	(\$706,942)	\$752,752	(\$104,769)
Colorado State Fairgrounds						
Operating Revenue	\$962,746	\$1,044,265	\$983,406	\$1,017,830	\$825,059	\$966,661
Operating Expenses	\$3,550,877	\$3,507,061	\$4,733,802	\$4,340,261	\$2,951,669	\$3,816,734
Operating Loss Before Depreciation	(\$2,588,131)	(\$2,462,796)	(\$3,750,396)	(\$3,322,431)	(\$2,126,610)	(\$2,850,073)
Total						
Operating Revenue	\$7,164,708	\$7,287,169	\$7,299,079	\$7,501,550	\$7,108,450	\$7,272,191
Operating Expenses	\$10,043,204	\$9,958,652	\$11,120,080	\$11,530,923	\$8,482,308	\$10,227,033
Total Operating Loss Before Depreciation	(\$2,878,496)	(\$2,671,483)	(\$3,821,001)	(\$4,029,373)	(\$1,373,858)	(\$2,954,842)
Depreciation	\$824,682	\$750,776	\$777,507	\$799,638	\$845,833	\$799,687
Net Operating Loss	(\$3,703,178)	(\$3,422,259)	(\$4,598,508)	(\$4,829,011)	(\$2,219,691)	(\$3,754,529)
Non-Operating Revenue (Net)	\$3,072,242	\$3,457,285	\$4,171,662	\$3,691,513	\$5,619,050	\$4,002,350
Net Profit/Loss	(\$630,936)	\$35,026	(\$426,846)	(\$1,137,498)	\$3,399,359	\$247,821

Note: Operating expenses include pension benefits.
Source: Facility management.



Competitive Landscape

In addition to optimizing Fair operations, improvements to the Fairgrounds are envisioned to further enhance its ability to host year-round event activity that is appealing to both residents and out-of-town visitors. As such, it is important to understand the existing supply of event facilities in Pueblo as well as iww the State in terms of building program and market niche. Factors such as geographic location, building program elements and market focus impact how competitive facilities are, and may be in the future, to the Fairgrounds.

There is a limited supply of local event facilities that can accommodate large flat-floor, outdoor and spectator events. Excluding the Fairgrounds, the largest existing event venue in the local market is the Pueblo Convention Center which offers 47,000 SF of indoor event space throughout an exhibition hall, ballroom and other pre-function spaces. The Fairgrounds is a unique community asset in terms of the amount and diversity of event space (both indoor and outdoor) that it offers.

With consideration to events that can attract attendees beyond the primary market, market areas such as Colorado Springs and Denver have a relatively large population base and higher income levels which presents an opportunity to attract attendance. With that said, there is strong competition for non-Fair events from existing equine, indoor entertainment/sports facilities and amphitheaters in the State. Most of these competitive facilities are located to the north and are proximate to larger, more affluent markets. Most profiled fairgrounds/equine facilities in the State offer an indoor arena that is utilized for diverse event activity, including equine shows. Further, many of these facilities have completed or are in the process of developing master plans to improve their assets.



Pueblo, CO Convention Center
puebloconventioncenter.com

Industry Trends

Industry trends also play a role in market demand opportunities at the Fairgrounds. The trend data in this report was compiled prior to the COVID – 19 pandemic.

Agriculture is a significant industry in both Pueblo and in the State. The USDA 2017 Census reported that Colorado accounted for 3% of the U.S. inventory of cattle and calves and 8% of sheep and lamb in 2017. Colorado ranked 1st out of the 50 states in terms of value of agricultural products sold related to sheep, goats, wool, mohair and milk and 5th related to cattle and calves. Colorado's value of agricultural products sold ranked in the top half of most categories related to livestock, poultry and products. Colorado top crops were wheat for grain, corn for grain and corn for silage or greenchop (i.e., used in feed). In terms of the market value of agriculture products sold in 2017, Pueblo County ranked 26th out of 63 counties in Colorado with \$52 million in sales. Within Pueblo, the highest sales were related to cattle, nursery, corn and vegetables, respectively. Counties surrounding Pueblo

had the highest sales primarily related to cattle, hay and corn. Agritourism is also very strong in Colorado, experiencing a 22% increase in agritourism farms and a 127% increase in agritourism sales between 2012 and 2017.

The State of Colorado, as well as Pueblo County, has a strong presence of 4-H participants and programs. In 2017, approximately 113,500 Colorado youth benefited from CSU Extension's 4-H programs. The Pueblo County 4-H program has approximately 400 club members and 140 registered volunteers. The popularity of 4-H in the area presents an opportunity for additional programming at the Fairgrounds, extending beyond just local programs.

According to IBISWorld, the horse and other equine production industry has grown modestly over the five years leading up to 2019. Demand for horses is mainly dependent on household disposable income, activity in the horse racing industry and the popularity of horses for recreation. Prior to the COVID-19 pandemic, industry revenue was expected to increase in the



2018 Colorado State Fair - Junior Livestock Sale



coming years. Data from IBISWorld indicates that 3% of the equine inventory in the U.S. is in Colorado.

The continued growth, evolution and specialization of agricultural industries along with technology advancements present a market opportunity for the Fairgrounds in terms of education, training, partnerships, etc. In addition, the importance of agriculture at the local and State levels combined with industry trends creates opportunities for diverse ag-related programming including education, expo, technology and food events.

Although the consumer is the end user, the hemp/marijuana industry has experienced strong growth in recent years. Denver is home to one of the largest marijuana suppliers. Further, one of the largest hemp processing facilities recently opened in Pueblo. Given the industry growth, particularity in Colorado and Pueblo, this market represents a potential opportunity for events at the Fairgrounds which is dependent on the Authority's position whether to pursue this market.

Based on the objectives of the Fairgrounds, future event programming and physical enhancements should seek to leverage the strength of the equine, livestock, agriculture, agritourism and hemp/marijuana industries. There is an opportunity for the Fairgrounds to host events (e.g., expos, competitions, educational seminars) that focus on the strengths of Colorado, specifically in Pueblo and Southern Colorado.

Prior to the COVID – 19 pandemic, festivals experienced significant growth in popularity. The diverse programming options make these events appealing to a broad, inter-generational audience including area residents and visitors. The Fairgrounds provides a unique setting and supporting infrastructure to accommodate these events. Festivals can attract sponsorship and advertising partnerships and are generally profitable. Many of the profiled comparable facilities host multiple food, beer, wine, music and cultural-based festivals.

While the supply of exhibit/convention/meeting space has experienced significant growth in the U.S. in recent years, there are limited venues in the area that can accommodate this market segment. This market segment presents diverse programming opportunities for the Fairgrounds which includes those related to prevalent industries in Colorado and Pueblo. Based on data from CEIR, there were a total of 240 exhibitions/events in Colorado, of which 34 (or 14%) were in the natural resources and agriculture industry. Approximately 82% of the exhibitions/events held in Colorado required less than 50,000 net SF of exhibit space. Recent industry trends indicate that event space should be multi-purpose and able to serve multiple functions. Further, space that is modern and features the appropriate technology is considered more appealing to users. Even with operating policy changes and physical improvements, the Fairgrounds will need to offer properly priced, quality event space for local community and business groups.





Comparable Facility Analysis

A comparison of state fairs serves as one way to benchmark the Fair’s attendance as well as the event space offered at the Fairgrounds. Including the Fair, a total of 37 state fairs were analyzed in terms of program elements and fair attendance as well as certain attributes of the market in which they operate including population, household income and median age. While there may be additional state fairs in the U.S., the fairs profiled in this analysis were selected based on multiple factors including, but not limited to, the amount and type of event space offered, fair/ event length and attendance. Of the 37 state fairs, the following facilities were identified as comparable to CSF and analyzed in more detail.

- Arkansas State Fair Complex
- Illinois State Fairgrounds
- Kansas State Fairgrounds
- Maryland State Fairgrounds
- Mississippi State Fairgrounds
- Missouri State Fairgrounds
- Nebraska State Fairgrounds/Fonner Park
- Oregon State Fair and Expo Center

Analysis of other facilities that hosts state fairs and comparable facilities provided valuable insights relative to potential event activity, operating strategies and facility offerings that could enhance the Fair and augment the non-Fair season. The Fairgrounds is in one of the smallest markets in terms of population and has one of the smallest sites in term of acreage. In general, Fair attendance compared favorably to other profiled state fairs. The Fairgrounds offers less contiguous exhibit space than most of the profiled comparable facilities which limits its ability to host events such as expos, consumer shows and trade shows, which are typically profitable.

Non-Fair event activity at comparable facilities (for which information was available) ranged between 200 and 570 events and between 500 and 1,400 event days. Excluding the Fair, the Fairgrounds hosted 360 events that accounted for approximately 1,000 event days in FY 2019. While these metrics fall within the range of profiled facilities, they also suggest that there may be an opportunity to potentially host more non-Fair activity with improved and/or new facilities. It is also important to recognize that factors such as market attributes, competition from area facilities and physical condition of existing facilities impact non-Fair event activity at comparable facilities.

Comparable facilities throughout the U.S. commonly operate at a deficit and many receive government subsidies to help offset operating deficits. Many facilities do not segregate financial operations by fair and non-fair in their financial reporting.



Arkansas State Fair Complex
arkansasstatefair.com



Oregon State Fair and Expo Center
showsbee.com



SWOT Analysis

Based on the market research conducted for this study, the following summarizes key strengths, weaknesses, opportunities and threats (SWOT) associated with the Fairgrounds’ market environment and current physical program.

STRENGTHS

- Recognized as home of the State Fair
- Fair’s attendance compares favorably to other state fairs
- Solid base of existing business
- Fairgrounds is a unique asset in the community given amount and type of space
- Transportation access via I-25

WEAKNESSES

- Amount of deferred maintenance and capital repair and replacement needs
- Amount of contiguous, column-free exhibit/expo space
- Age, condition, dated aesthetics and lack of modern amenities limit marketability, particularly for non-Fair activity
- Limited amenities and development (i.e., hotels, restaurants) surrounding Fairgrounds
- Requires operating subsidy

OPPORTUNITIES

- Enhance the Fair which generates the highest attendance and revenue
- Re-brand the Fairgrounds through existing strategic planning efforts
- Enhance the overall patron experience for all events
- Leverage campus-like setting and increase marketability by improving indoor and outdoor spaces (e.g., landscaping, public art, etc.)

- Retain and expand existing business and attract new events such as:
 - Festivals/outdoor expo events
 - Expo/exhibit/meeting events
 - Equine/livestock/ag events
- Increase revenue potential from additional event activity
- Leverage strength of agricultural industry locally and within the State
- Potential public/private partnerships

THREATS

- Small population base, relatively low disposable household income and limited corporate base within a 30-mile radius
- Price sensitivity of some target market segments
- Pueblo’s geographic location and limited destination appeal
- Significant competition from multiple facilities in the State; many of which have or are planning to improve their assets
- Perception that the Fair has become repetitive in its offerings
- Funding sources
- Unknown impacts of COVID-19 pandemic

Status Quo Scenario

Evaluating the impact to the Fairgrounds from remaining status quo is a key component in the master planning process. Remaining status quo while other fairgrounds/equine facilities invest in their assets will likely negatively impact the long-term market position of the Fairgrounds within the competitive environment.

Event producers/organizers representing existing and potential users from various market segments were surveyed/interviewed to obtain their perspective on the Fairgrounds. Feedback from these groups yielded several consistent themes including the poor physical condition of facilities, the need for more modern amenities, and the desire for improved flow for vendors and patrons, among others.

Assuming a status quo scenario with no facility improvements and increased building deterioration, it will be more difficult for Authority management to maintain the Fair’s relevancy, react to changing trends and effectively compete for consumers’ discretionary income given all the available entertainment choices.

Market research suggests that remaining status quo from a capital funding perspective will likely result in a loss of event activity and corresponding operating revenue at the Fairgrounds as the competitive environment continues to change. Further, continued deferred maintenance will likely result in higher operating expenses potentially yielding an increasing operating loss over time.



Colorado State Fair Carnival/Midway
chieftain.com



Market Opportunities

While external market challenges such as population size, price sensitivity and geographic location limit the Fairgrounds’ ability to attract certain events, regardless of investment, other potential market opportunities are constrained by the poor physical condition of several buildings on the Fairgrounds.

Based on an analysis of market attributes, historical operations of the Fairgrounds, programming at comparable facilities, input from user groups and our industry experience as well as the Authority’s Broadest Ends Statement, the following table prioritizes event programming opportunities by relative market demand potential and includes both expanded and new market segments. It is important to understand that market demand potential and related event programming opportunities do not directly correspond to revenue generation or financial profitability.

Market Segment	Market Demand Potential
State Fair	High
Festivals/Outdoor Expos	High
Expo/Exhibit/Meeting Events	Moderate
Horse Shows/Competitions	Moderate
Livestock/Small Animal/Agricultural	Moderate to Low
Rodeo/Bull Riding	Low
Sports/Entertainment	Low

The ability to continue to accommodate the Fair’s needs is critical to long-term success and financial sustainability of the Fairgrounds’ operation. Given the amount of revenue generated by the Fair in comparison to non-Fair events, long-term planning should place a high priority on enhancing the Fair. Future improvements should strive to create memorable experiences for attendees, event promoters/producers and vendors and leverage opportunities to increase revenues streams from gate admissions, carnival/ midway sales, commercial/vendor space, building rentals, concessions and parking. Further, this approach of focusing on how to best improve the Fair’s operations is consistent with strategies used at other comparable fairgrounds.





4. MASTER PLAN

The Master Plan was developed through a collaborative master planning process with the CSFA and OSA from January 2020 to May 2021. The Master Plan provides site and operational recommendations for improving the Fairgrounds experience for all visitors and establishing a sustainable Fairgrounds for the future.

The Colorado State Fair and Fairgrounds can serve as an important community gathering space and destination for showcasing Colorado's unique industries and agriculture. The Master Plan recommends prioritized site and facility improvements, and highlights sustainability and resiliency efforts as key to the long-term economic, environmental, and cultural success of the Fair and Fairgrounds. The Master Plan identifies several new, more efficient and attractive facilities; these facilities are intended to consolidate uses within fewer facilities and enhance year-round useability. Placemaking strategies play an important role in enhancing and refreshing the Fair experience. Design principles for buildings, public realm, and landscape areas are also included in the Master Plan and will guide implementation efforts. Increasing sustainability and resilience is an essential aspect of all Master Plan recommendations and strategies address site, facility and infrastructure improvements. Rough order of magnitude cost estimates were developed for all components of the Master Plan and are described at the end of this section.



Carnival/Midway at the Fair



4. MASTER PLAN

In this chapter:

Goals & Framework Strategies

The Colorado State Fair Master Plan

Framework Strategies

Master Plan Elements

Fairgrounds – Amenities and Site-Wide Enhancements

Buildings – New, Improved, Repurposed, or Replaced

Sustainability

Design Guidelines – Architecture, Landscape, Gates Entries, Parking & Mobility

Overall Cost Estimate & Financial Impact

Goals & Framework Strategies

A. Connections / Community. The Fair and Fairgrounds should be a place for the celebration of Colorado’s diverse industries. They should serve as a showcase of agricultural industry and should facilitate connections between the State’s rural, urban and local communities. This goal is fundamental to all Master Plan recommendations.

B. Engagement / Entertainment. Refreshing the Fairgrounds, creating new, festive outdoor spaces and improved facilities, and providing opportunities for enhanced programming targeted at Colorado’s youth will help create a vibrant and engaging environment, bringing visitors back year after year, enticing new visitors from far-reaching areas of the State.

C. Placemaking. Building upon the history of the Fairgrounds, transforming spaces that facilitate memorable experiences, and providing clarity in orientation and wayfinding will contribute to a real sense of place at the State Fair and Fairgrounds. Often referred to as “placemaking”, making physical improvements that enhance visitor’s experiences is a priority for the State Fair and Fairgrounds.

D. Sustainability / Resilience. Improving sustainability and resilience is an imperative for the State Fair and Fairgrounds. Improvements addressing environmental, cultural and economic aspects include reducing the urban heat island, moving toward operational efficiency, implementing green infrastructure and ensuring economic resiliency through attractive and flexible facilities.

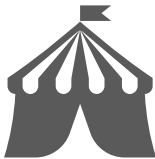
GOALS

A Connections / Community



- **Embrace Colorado’s diverse industries and food products** – by featuring current trends through interactive displays and offerings to visitors that evolve year after year.
- **Showcase agriculture Industry** – through year-round exhibits or potential partnerships with agricultural organizations. Enhance facilities that support both agricultural and livestock exhibits and events.
- **Cultivate community connections** – through engagement with the community year-round with sponsored events, community gatherings, and year-round private rentals. There is an opportunity to foster Rural/Urban and Farmer/Consumer connections through the events and year-round partnerships with local organizations.

B Engagement / Entertainment



- **Refresh and reinvigorate the Fair and Fairgrounds** – by providing new and enhanced outdoor spaces and facilities that attract repeat and new visitation and loyalty in vendors through an increase in visibility and overall revenue potential.
- **Diversify and expand entertainment, food, exhibits, events** – through improvements to the Fairgrounds and market considerations that drive operational requirements and Fair event planning year after year.
- **Enhance youth-focused facilities** – through improvements to the 4-H Complex and supporting agricultural facilities.

C Placemaking



- **Improve wayfinding and sense of place** – through enhancement of historic Main Street, clarity of circulation, and moments of discovery throughout Fairgrounds.

D Sustainability / Resilience



- **Maintain relevance in sustainability, resilience, technology** – by embodying and showcasing current sustainable practices in site design, facility enhancements, and infrastructure improvements throughout the Fairgrounds.
- **Promote year-round economic sustainability** – through enhancing facilities to attract quality events year-round and increase revenue potential.
- **Improve mobility** – through enhancements to gates and pedestrian access.
- **Improve efficiency and reduce maintenance backlog of facilities** – through removal of poor condition / unsustainable facilities and consolidation of uses.

Colorado State Fair Master Plan

Plan Components

- 1. Gate 1
- 2. Gate 2
- 3. Gate 3
- 4. Gate 4
- 5. Gate 5
- 6. Gate 6
- 7. Gate 7
- 8. Gate 8
- 9. Gate 9
- 10. Gate 10
- 11. Parking
- 12. Rodeo
- 13. Community Park
- 14. Amphitheater
- 15. Community Building
- 16. Agricultural Pavilion
- 17. Horse Park
- 18. Arena
- 19. Parking/RV
- 20. Events Center
- 21. 4-H Buildings with New Outdoor Display Space
- 22. Outdoor Displays
- 23. Creative Arts
- 24. Multipurpose Facility
- 25. Palace of Agriculture
- 26. Carnival/Midway & Parking
- 27. Storage Building
- 28. Entry Plaza
- 29. Trailer Parking
- 30. New Livestock Building
- 31. Stage and Open Plaza
- 32. Food Market Covered Events
- 33. Updated Livestock Pavilion
- 34. Storage Area
- 35. Maintenance Relocation Option
- 36. Parking
- 37. Expansion Site
- 38. Festival Stage
- 39. Maintenance or Midway/Parking Expansion
- 40. Retrofit Vendor Stalls

 New Buildings or Structures





Framework Strategies

A series of Campus Framework Strategies were developed to guide the design of the Master Plan circulation, access, facilities and outdoor spaces. These strategies lay the foundation for the Master Plan as a cohesive campus connected through a dynamic public realm and anchored by flexible use facilities. Based on the goals of the Master Plan, nine key program elements are listed here and are described in greater detail in the following pages:

A

Invest in Agricultural Facilities and Education

- Teaching gardens
- Greenhouses
- Non-profit office space and cultivation/research
- Year-round agriculture exhibit
- Events space
- Outdoor breakout areas
- New, flexible Livestock Building

B

Integrate Food as a Focus at Fair

- Relocated food and beverage - Colorado beer, wine, distilleries, local food, beer garden
- Demonstration cultivation gardens
- Demonstration kitchens
- Start-up/incubation kitchens
- New outdoor entertainment venue
- Connect cultivators/consumers, rural farmers/urban farmers

C

Engage Youth and Enhance / Integrate Facilities

- Enhance visibility - outdoor interactive display, plaza
- Hands on youth activity programming
- Form partnerships – statewide (National Western Center), local (Urban Food Hub)
- Demonstrate sustainable practices, water management, aqua and hydroponics

D

Elevate Sustainability and Resilience

- Provide sufficient power and bandwidth
- Greening of the grounds - tree canopy and impervious surfaces
- Implement green infrastructure
- Create energy efficient buildings
- Enhanced recycling capabilities
- Explore district scale energy solutions - energy production on site

E

Create Community Gathering Space

- Community park - year-round use by community
- Embrace community edge and create transparency/east gate to northeast corner
- Community pavilion / multi-use facility
- Engage community at commercial edge

F

Enhance Access and Mobility

- Enhanced drop-off and pedestrian safety at gates
- Improved mobility – ADA and alternative modes
- Protected bike storage
- Dedicated bike entry point
- Centralized parking

(Enlarged diagrams are provided in the following pages)





G

Create Quality Facilities and Outdoor Spaces

- Multi-use facility /Larger, flexible use facilities
- Demo smaller, poor condition facilities
- Renovate facilities - improve attractiveness, useability
- Improve efficiency and reduce maintenance backlog of facilities
- Improve serviceability - perimeter service access
- Consolidated maintenance facilities with laydown and storage



H

Improve Wayfinding and Sense of Place

- Enhanced gateways
- Enhancement and activation of historic main street
- Tree replacement strategy
- Clarity of circulation/hierarchy
- Moments of discovery throughout Fairgrounds
- Enhancement of historic character
- Enhance and activate the core



I

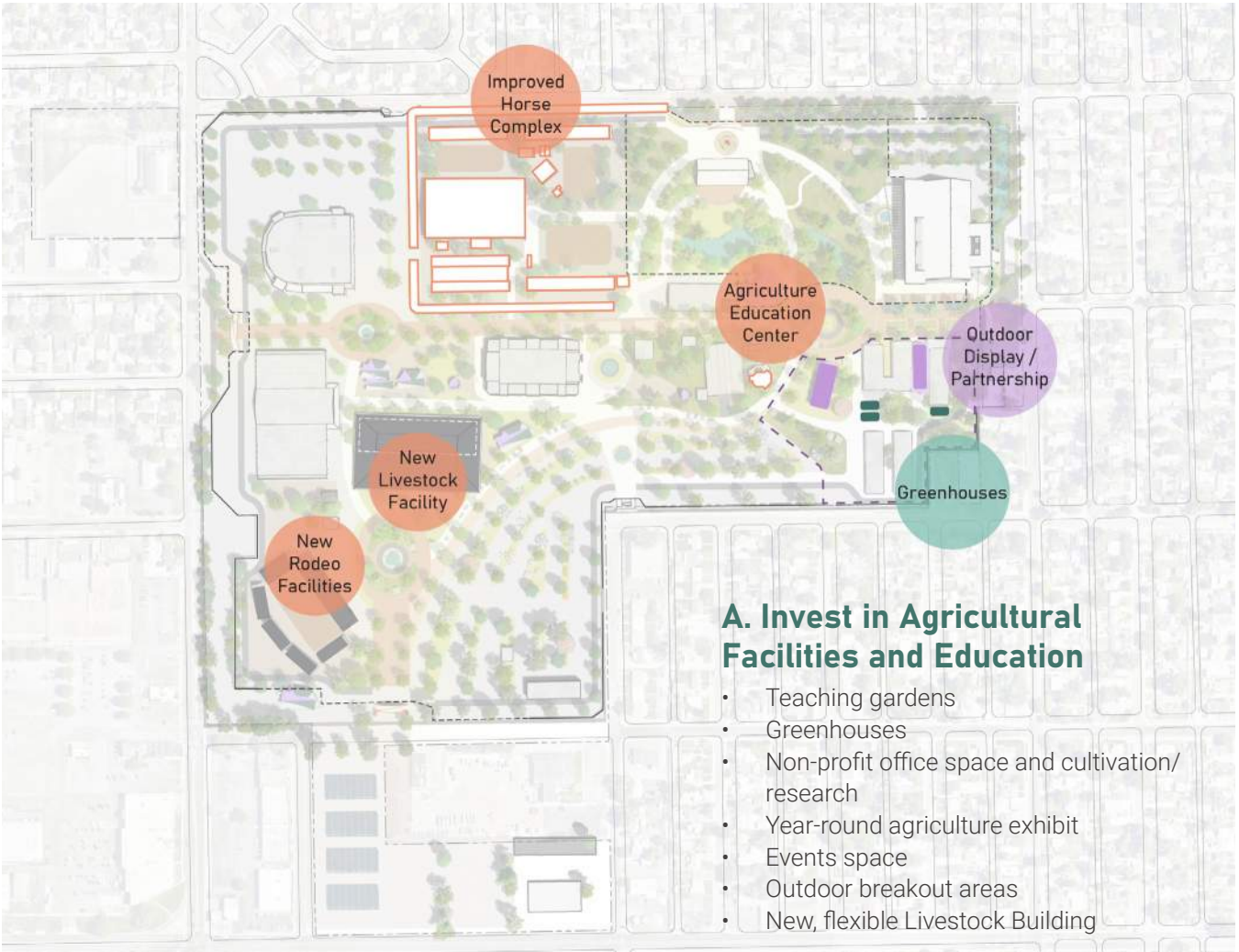
Evaluate Land Leases / Real Estate Expansions

- Potential lease opportunities
- Potential partnerships – allocate space for future use



INVEST IN AGRICULTURAL FACILITIES AND EDUCATION

Invest in and showcase agriculture in multiple ways. The Master Plan recommends a new Livestock facility, a permanent agricultural exhibit, and new greenhouses, outdoor education rooms and exhibit spaces in the 4-H facilities. The Master Plan also recommends facilitating partnerships with local non-profit groups focused on food security, environmental education and other programs with missions and goals compatible with the CSFA's.





INTEGRATE FOOD AS A FOCUS
AT FAIR

Strengthen and activate the Main Street corridor with new plaza centered around food

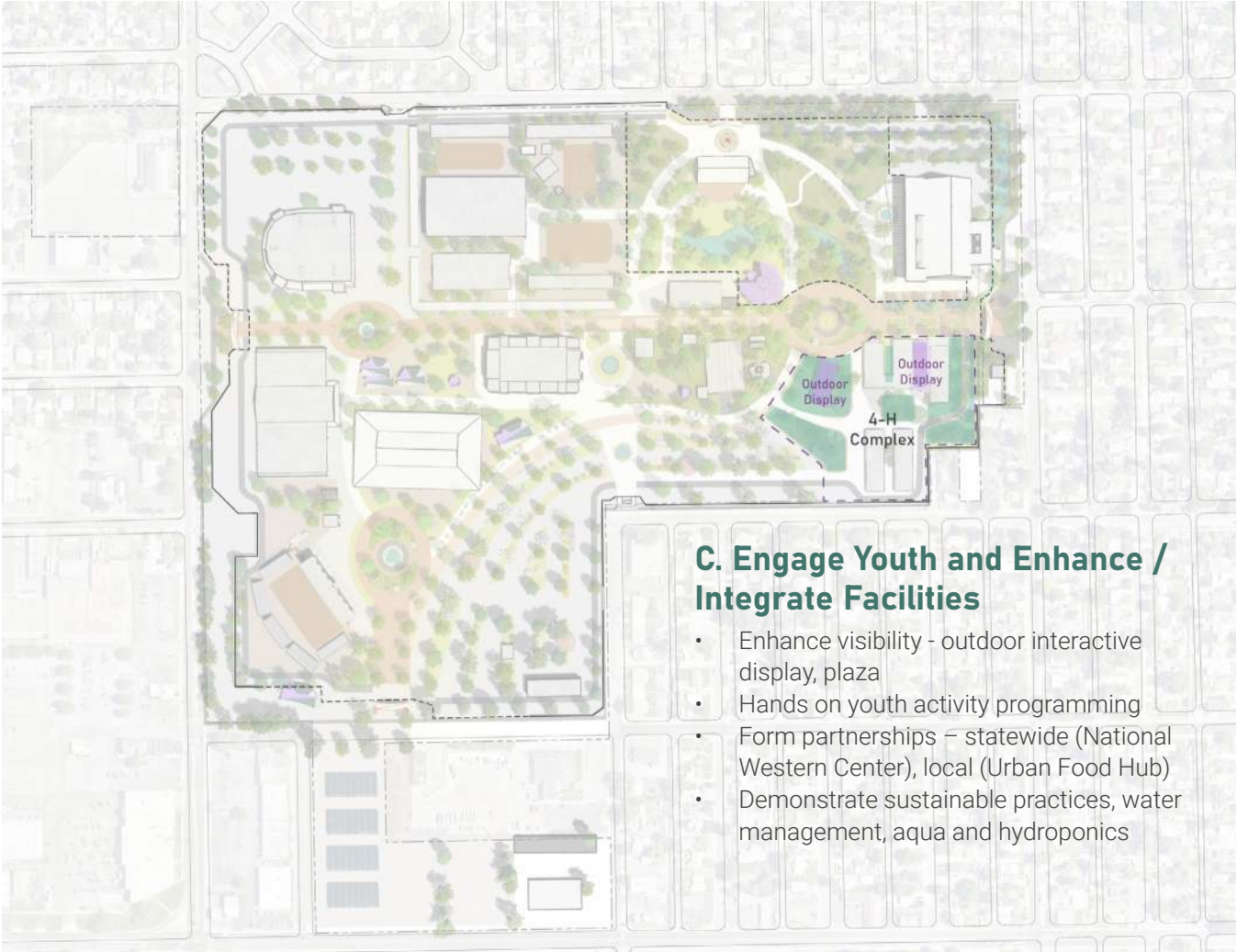
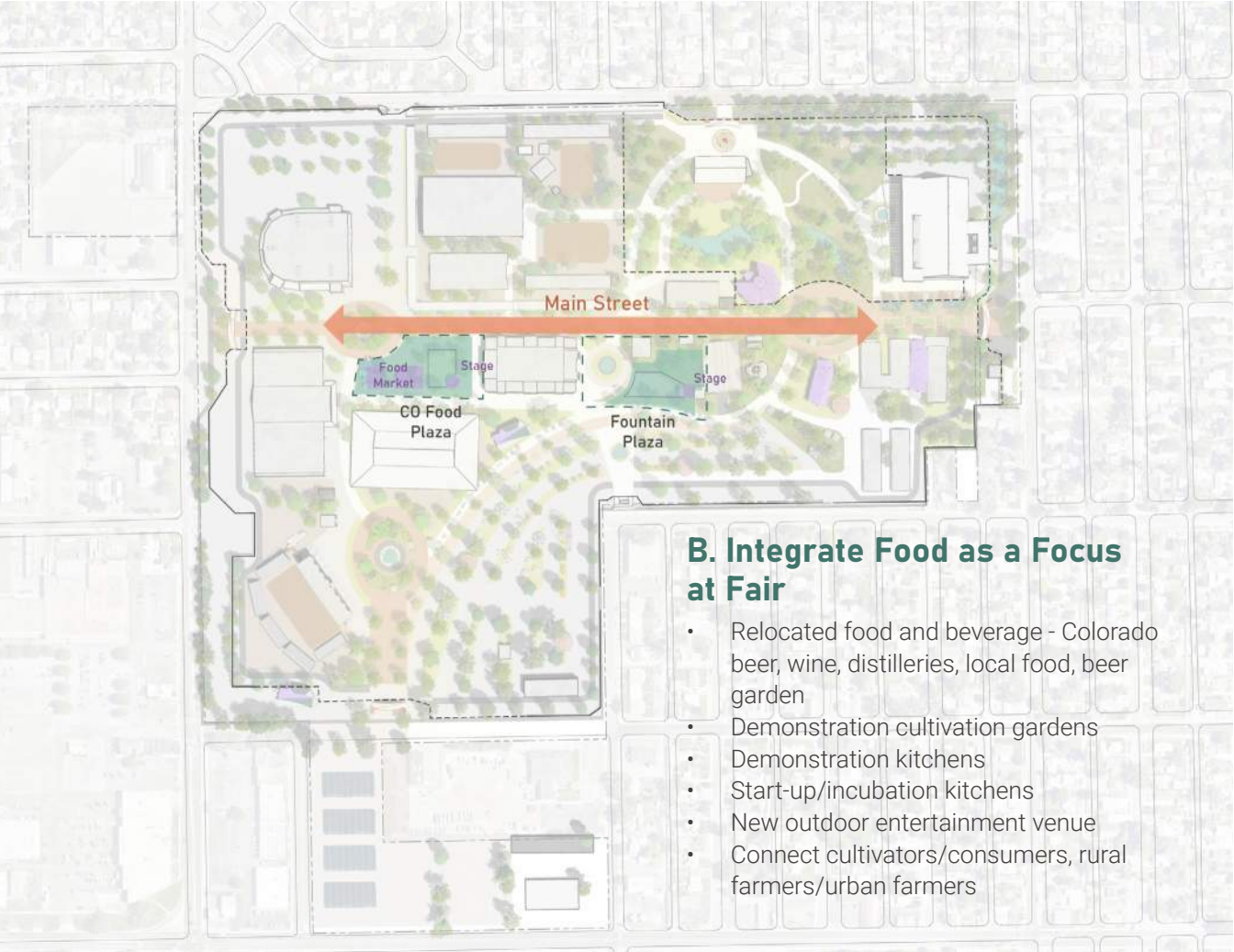
The Main Street corridor is the major east-west circulation route between the Fairgrounds’ main gateways on Beulah and Prairie Avenues. Main Street retains its historic alignment between the Palace of Agriculture and the south side of the stone horse stalls. During the Fair, it is lined with numerous food

and vendor kiosks. Mature trees on either side of the roadway reinforce the street’s iconic visual character.

The Master Plan recommends enhancements to the Main Street Corridor and adjacent spaces to further strengthen the core of the Fairgrounds and celebrate this historic space. The new plaza framed by Main Street and the west facade of the Palace of Agriculture can be a space for events centered around food. Additionally, food gardens could be cultivated on-site with support from the community or non-profits.

ENGAGE YOUTH AND ENHANCE / INTEGRATE
FACILITIES

The 4H area lacks a strong presence on the Fairgrounds. By bringing some of the programs and exhibits out toward the more public-facing edges, 4H and other youth programs can have greater visibility.

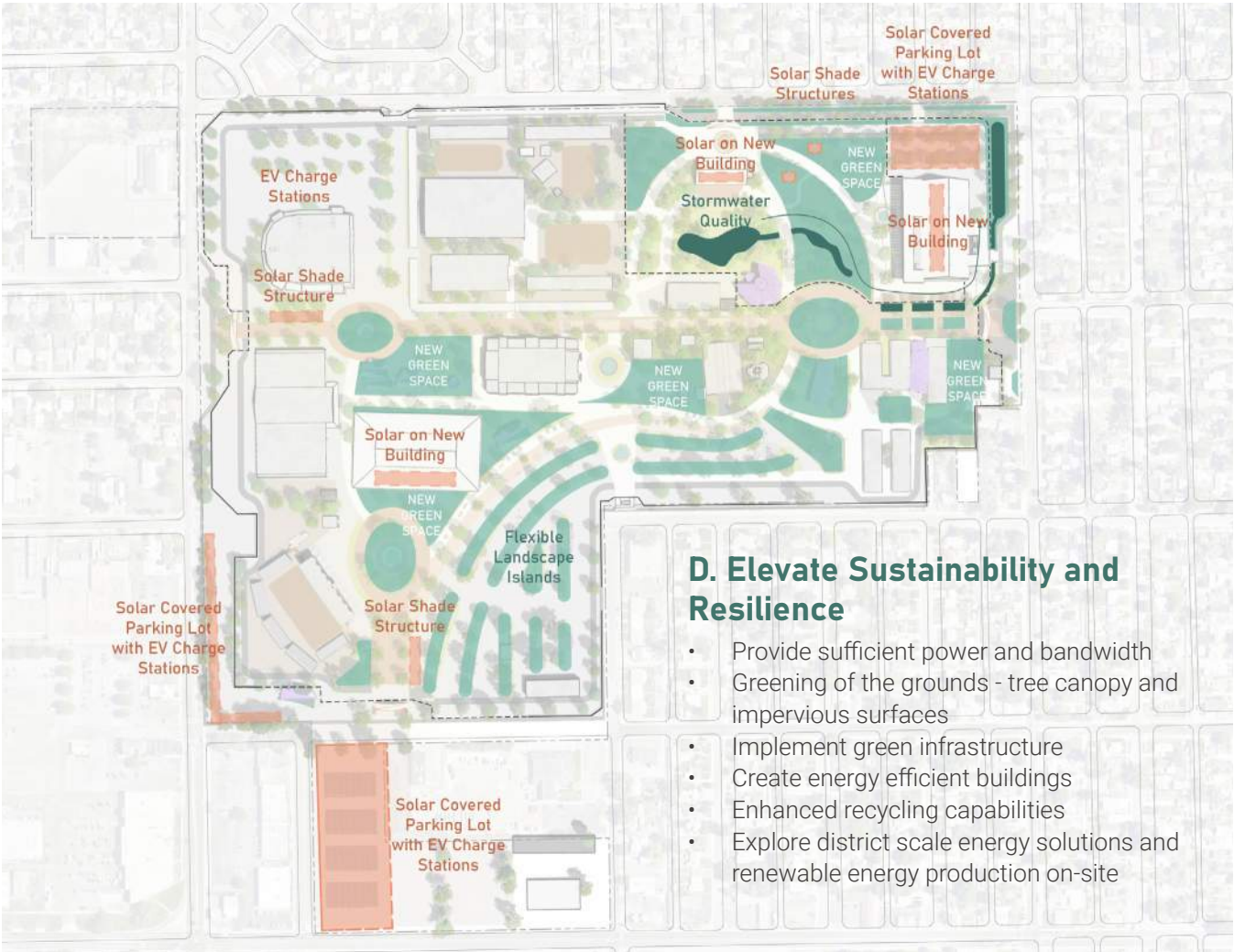




ELEVATE SUSTAINABILITY AND RESILIENCE

In addition to greening the Fairgrounds and reducing the urban heat island effect, the Fairgrounds should also look to improve energy efficiency through heating, ventilation and air-conditioning (HVAC) systems retrofit. Pueblo’s year-round sunshine also provides an excellent opportunity to explore on-site energy production via photo-voltaic (PV) panels. Implementation of PV panels could significantly reduce annual operating costs, contributing to greater economic sustainability as well.

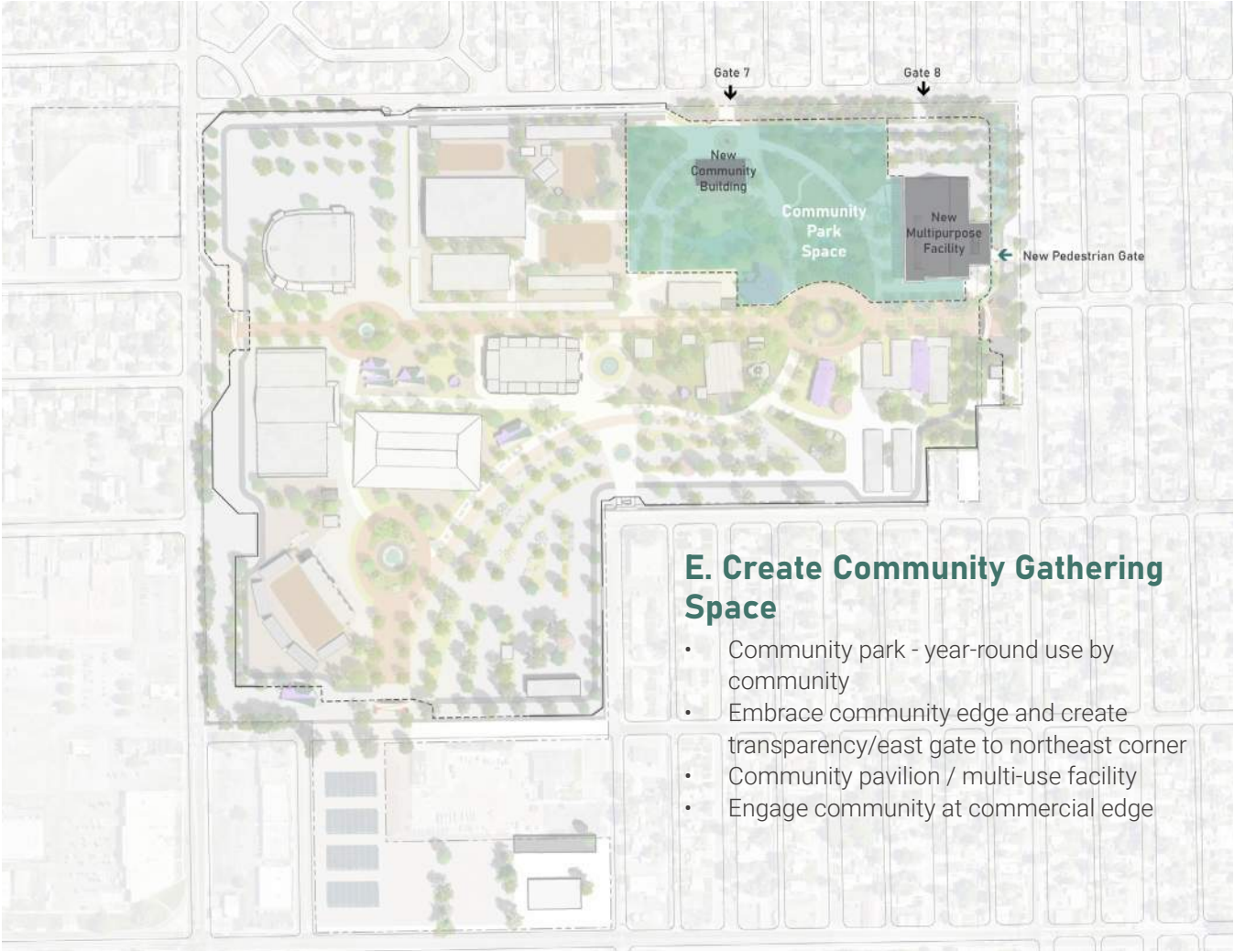
Low-investment measures such as the promotion of alternative and active transportation - such as transit, walking and biking - should be integrated into Fair and event promotion materials. Low-cost investments such as designated drop-off areas, bicycle amenities and storage, and providing transit incentives will further support this push. And finally, the Fairgrounds should transition to green infrastructure strategies in addressing stormwater drainage.



CREATE COMMUNITY GATHERING SPACE

Green the Fairgrounds and Improve Placemaking through Plazas & Parks

Greening the Fairgrounds is another critical part of enhancing the overall experience for visitors. Creating comfortable outdoor spaces with shade throughout the fair will encourage people to extend their stay longer than usual despite the summer heat. Increased landscape spaces will reduce impervious surfaces and cool the Fairgrounds contributing to both placemaking and sustainability goals.





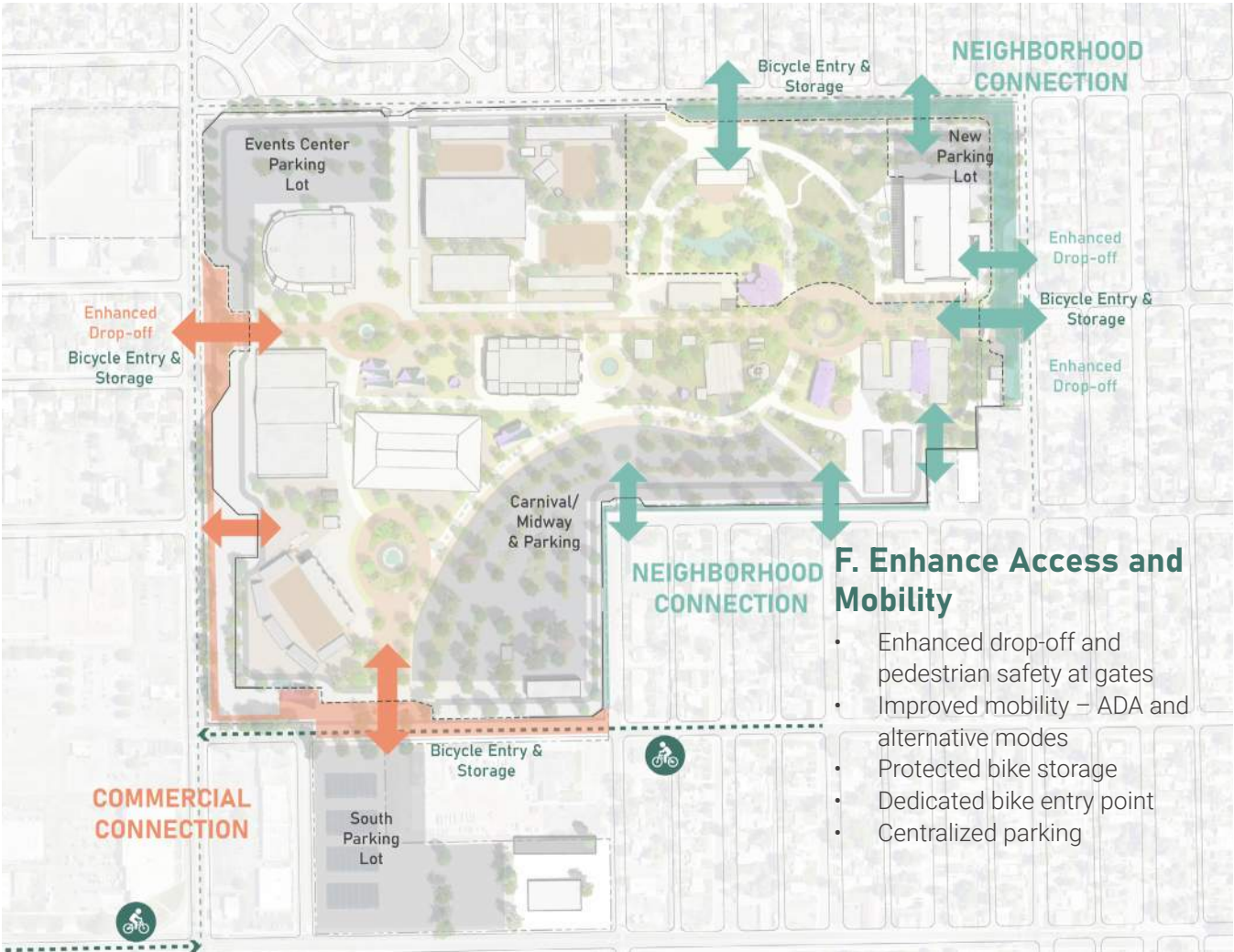
ENHANCE ACCESS AND MOBILITY

Create Public Facing Edges & Improve Entry Gates

The Fairgrounds are walled off from the surrounding neighborhood and adjacent sidewalks and entry gates lack pedestrian amenities and shade. In addition, many of the entry gates struggle to support the peak flow of visitors during the Fair.

Fairgrounds-Community integration would benefit greatly from an enhanced, public-facing edge and welcoming sidewalks and entry gates; these

upgrades would improve the overall Fair experience and strengthen the connection with the surrounding community during non-Fair time. Additionally, alternative forms of access should be encouraged through offering pedestrian and bike amenities and ease of use of transit.



CREATE QUALITY FACILITIES AND OUTDOOR SPACES

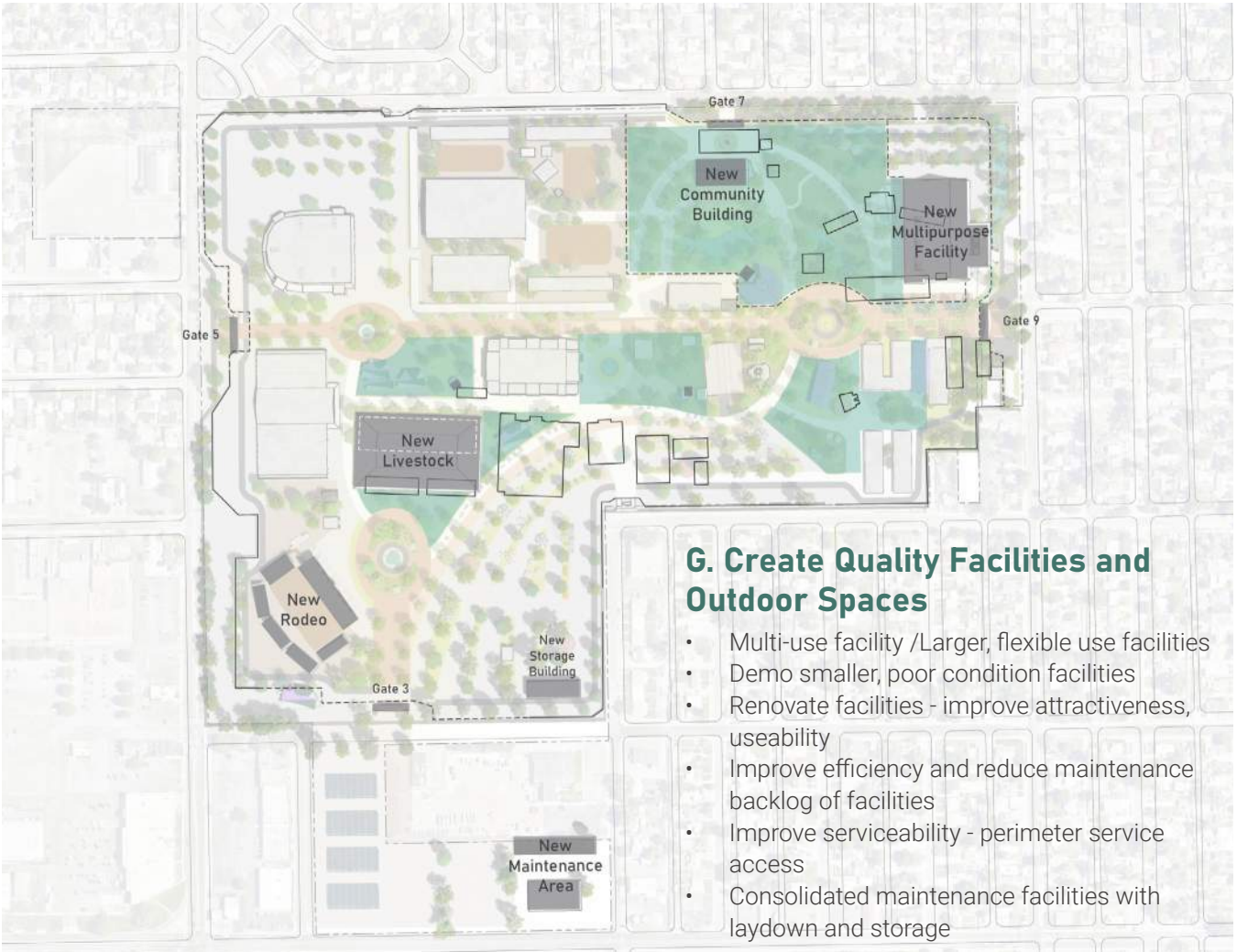
Remove older buildings with a backlog of deficiencies and consolidate facilities

Many of the fairgrounds' older buildings are in poor condition and require significant annual investment to maintain useability. The Master Plan identifies buildings that are recommended for removal to create space for new facilities and other essential moves. Demolishing older buildings and directing investment to newer

facilities will reduce the backlog of building deficiencies and create more desirable facilities for year-round use.

Provide new consolidated facilities to enhance fair and on-fair viability - multi-purpose, livestock, community building

Larger, more attractive, technologically advanced, flexible buildings will provide greater operational efficiency and provide facilities capable of meeting market demand.



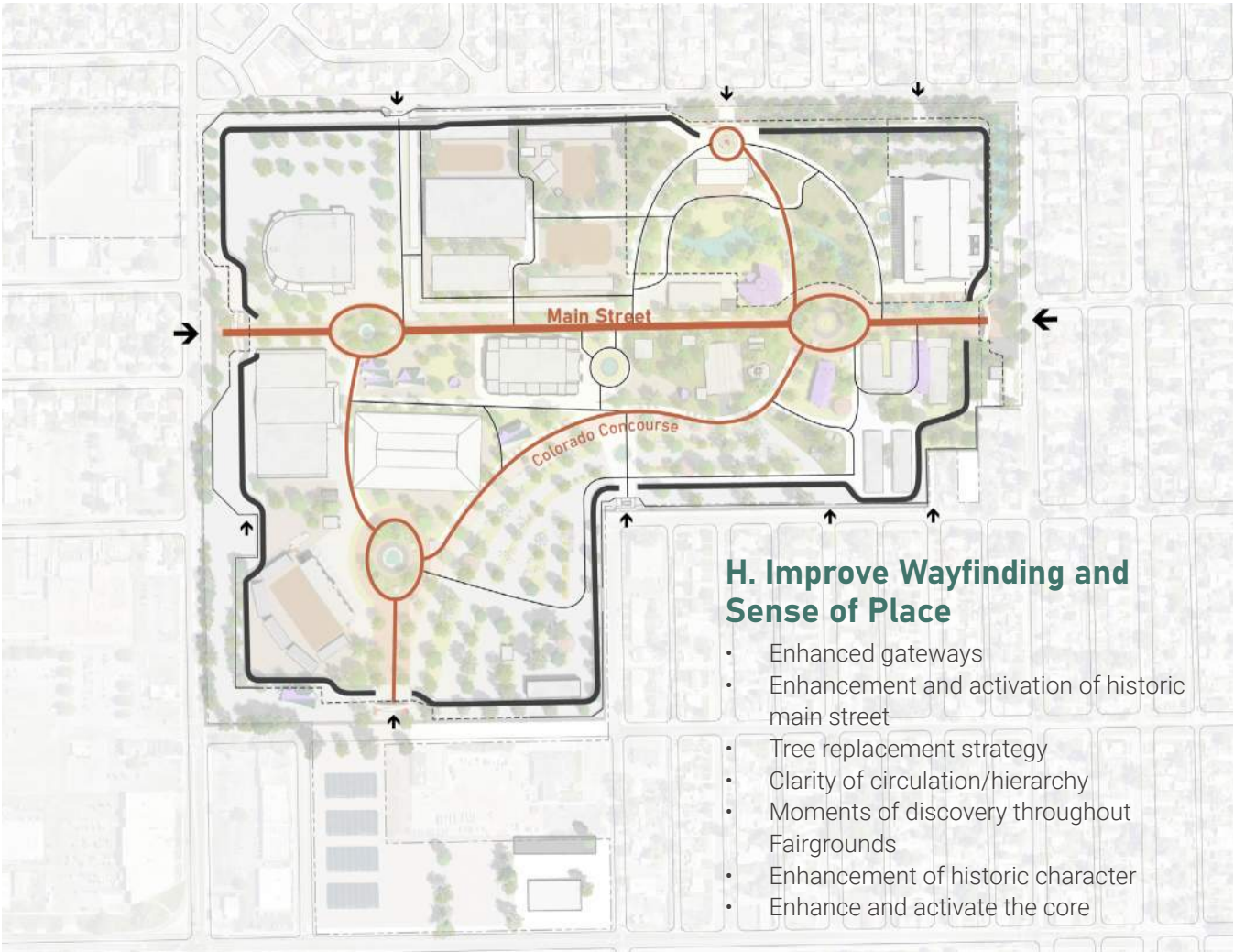


IMPROVE WAYFINDING AND SENSE OF PLACE

Activate & Define Main Circulation Areas

The clarity of circulation through the Fairgrounds is critical to the experience and operations for both visitors and staff. Having main circulation routes connecting east to west and north to south provides clear connections between entry gates and access to every side of the Fairgrounds. The effective design of streets, pathways, and wayfinding elements can

help to create a hierarchy of circulation and visual cues for visitors to orient themselves within the Fairgrounds. Visual cues can be expressed through signage, repeating landscape elements, landscape typologies, pavement types and textures and other subtle elements. See the Design Guidelines section for recommendations on streetscape and wayfinding element design. Through collaboration with Fairgrounds staff, it was also determined that defining a perimeter circulation route for ease of maintenance and operations is critical to enhancing the fair experience.



EVALUATE LAND LEASES / REAL ESTATE EXPANSIONS

While future expansion is not recommended in the Master Plan, options for future potential partnerships with larger land requirements was explored. The area to the south of the new Midway/Carnival was selected for this potential use due to its proximity to W. Mesa Ave and the commercial corridor along S. Prairie Avenue. The Rodeo Arena could also become a site for potential future partnerships in the long term or remain a space for large outdoor arena events.





Master Plan Major Moves

The elements described on the following pages represent the major moves and changes recommended in the Master Plan. Some of these moves require removal and/or relocation of existing facilities. Implementation strategies to achieve these elements are detailed in the Implementation Strategy section of the document.

- A. Relocate Carnival/Midway**
- B. Create New Livestock Facility**
- C. Invest in the Public Realm**
- D. Relocate Rodeo and Re-zone Area**
- E. Construct New Multipurpose Facility**





RELOCATE CARNIVAL/MIDWAY

Previous public outreach and the market assessment showed poor carnival/midway ratings from a survey of fair-goers. Many factors may contribute to these low ratings, including ticket prices and perceived value, size, access, new attractions, circulation and comfort. While many of these factors are operational, the perception of the carnival/midway can be greatly enhanced by increasing its visibility to the rest of the Fair and improving pedestrian circulation and comfort.

The Master Plan recommends that a portion of the carnival/midway be relocated to the north part of the Fairgrounds, along the Colorado Concourse and central core. This relocation will increase the visibility of the carnival to visitors and result in higher engagement. The new carnival/midway area would also have flexible landscape islands that can reduce the total pavement area and increase pedestrian comfort. During the off-season, the carnival/midway area can be used for parking and recreational vehicle (RV) camping with hook-ups.

CREATE NEW LIVESTOCK FACILITY

It has been almost 60 years since the last major investment in new agricultural facilities at the Fairgrounds. Livestock shows and exhibits are a foundational element of the Fairgrounds and the goals of the CSFA. The Master Plan recommends a new Livestock Facility to revitalize the western portion of the Fairgrounds and showcase livestock events in a state-of-the-art facility.

The proposed Livestock Facility would serve as a consolidated open-air structure for the existing Goat Barn, Sheep and Swine Barn, and Small Animal Building. The new facility would also incorporate the historic Sheep and Swine Barn walls as a repurposed part of the structure.

Colorado Food Plaza & New Livestock Facility, Carnival/Midway moves to into central core of Fairgrounds





INVEST IN THE PUBLIC REALM

Main Street Corridor & Food Plaza

As mentioned previously, the Main Street corridor is a historic destination space and is the first thing you see when entering the Fairgrounds. It is important to enhance this streetscape and create a strong connection between the east and west side of the Fairgrounds through pavement materials, landscape amenities, tree canopy, and wayfinding elements. The plaza adjacent to Main Street and west of the Palace of Agriculture is recommended to be transformed into

a destination Food Plaza and entertainment space. The Food Plaza can support local food vendors and serve as a beer garden with shaded dining space. The Food Plaza also includes a stage and open viewing green space. The Food Plaza will build upon the current success of the Fountain Plaza and green space located to the east of the Palace of Agriculture. Successful elements of that space such as ample shaded seating and entertainment opportunities should be replicated; the new plaza should further expand patron comfort by providing additional amenities like tables, seating, and food venues. The Plaza will also serve to attract non-fair events and festivals during spring, summer and fall.

Create New Community Gathering Indoor/Outdoor Space

The Master Plan recommends a new Community Gathering Space in the northeast corner of the Fairgrounds; this new space would cultivate year-round community connections and open the Fairgrounds to more consistent use by the adjacent community. The Community Gathering Space would include a new Community Building and additional outdoor park space and plazas to support a variety of indoor and outdoor events. The Community Gathering Space would be accessed through a new Gate 7 that allows for ease of

access to the Community Building and adjacent Horse Complex, as well as daily access to the park space. Gate 7 also provides a new public entry point during the Fair to the northern edge of the Fairgrounds and a new sidewalk along Small Avenue where there is currently no pedestrian access. The Community Gathering Space can be open year-round for public access and separated from the rest of the Fairgrounds through the installation of a perimeter fence. This also allows for private events to take place in the Community Gathering Space or other areas of the Fairgrounds simultaneously with other events.

Enhanced Main Street corridor looking west towards Gate 5





RELOCATE RODEO AND RE-ZONE AREA

As Master Plan implementation progresses, the Rodeo should be relocated to the southwest corner of the Fairgrounds; this move will make space for a future Multipurpose Facility. The Rodeo grandstands, bleachers, and stage are in poor to fair condition and have been deteriorating rapidly over the years. Relocating the Rodeo to the southwest corner of the Fairgrounds will allow it to take advantage of adjacent livestock facilities, and support stand-alone (non-Fair) events with a significant amount of adjacent parking.

CONSTRUCT NEW MULTIPURPOSE FACILITY

A new Multipurpose Facility represents a type of venue not currently available on the Fairgrounds, and would provide a flexible 60,000 SF column-free exhibit space to house a variety of exhibits, displays and events during the fair. It also provides an attractive off-season rental facility. A portion of the Multipurpose facility may be used to house administrative uses with direct access from Beulah Avenue, further reinforcing the connection to the community.

Locating the Multipurpose Facility at the northeast corner of the Fairgrounds is an intentional move to further strengthen the connection of the Fairgrounds to the surrounding community, by promoting year-round programming and/or potential community partnerships that can occupy a portion of the Multipurpose Facility.

New Multipurpose Facility, wayfinding plaza at Gate 9 and Community Park Space





Fairgrounds – Amenities and Site-Wide Enhancements

The following recommendations focus on amenities and sitewide Fairgrounds enhancements. Detailed recommendations for buildings and facilities recommendations are in the next section of this report.





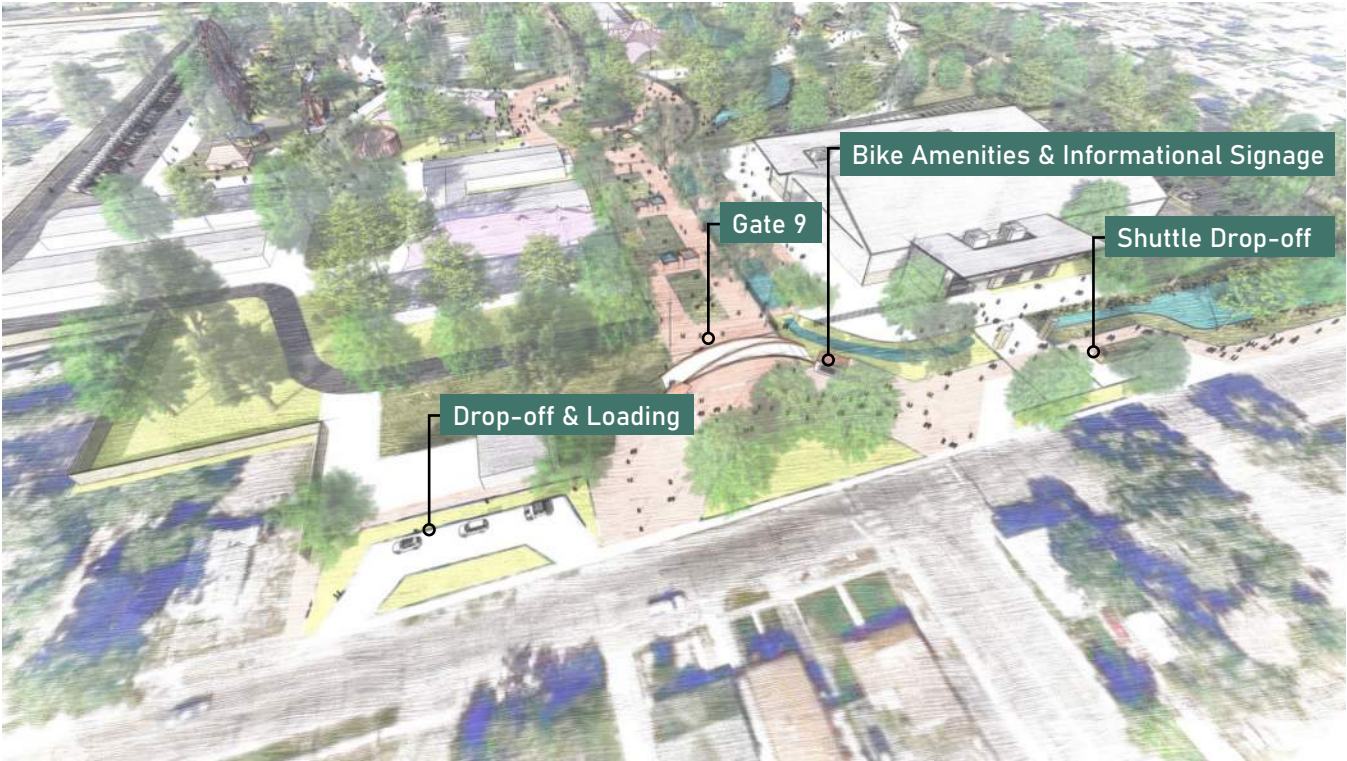
GATES

The Fairgrounds are currently accessible via ten different entry and service Gates. During the fair, Gates 2, 3, 5 (Prairie Avenue), and 9 (Beulah Avenue) are accessible to the public. The Master Plan recommends improvements to these entry points to accommodate peak volumes during the Fair and enhance the entry experience. Adjustments to loading and drop-off zones are especially recommended for the Beulah Avenue gate. Currently, the loading and drop-off area is directly in front of the gate causing potential conflicts with vehicles and pedestrians. Two loading and drop-off zones should be created to the north and south of the gate for shuttle service and ride-share or public drop-off.

During non-Fair time, the Beulah Avenue gate is the only publicly accessible gate except for when

events occur in different areas of the Fairgrounds. It is recommended that Gate 7 (Small Avenue) be reconstructed as another accessible gate during Fair and non-Fair time. As mentioned previously, Gate 7 is the main access point to the horse complex and future Community Gathering space. Creating a functional public entry at the north side of the Fairgrounds will increase connections with the community and provide better access to the fair.

Gate 3 will shift to the east and become a new enhanced entry gate and ticket office serving the southern parking lot and future rodeo and carnival/ midway locations (See Space for Potential Future Partnerships). It is also recommended that the Gate 2 ticket office be enhanced and the pedestrian staging area outside of the gate be designed to accommodate peak volumes of visitors.



Conceptual rendering illustrating new entry at Beulah Avenue Gate 9



Covered Gate Entry



Ticket Office



Lighting



Drop-off



Bike Storage

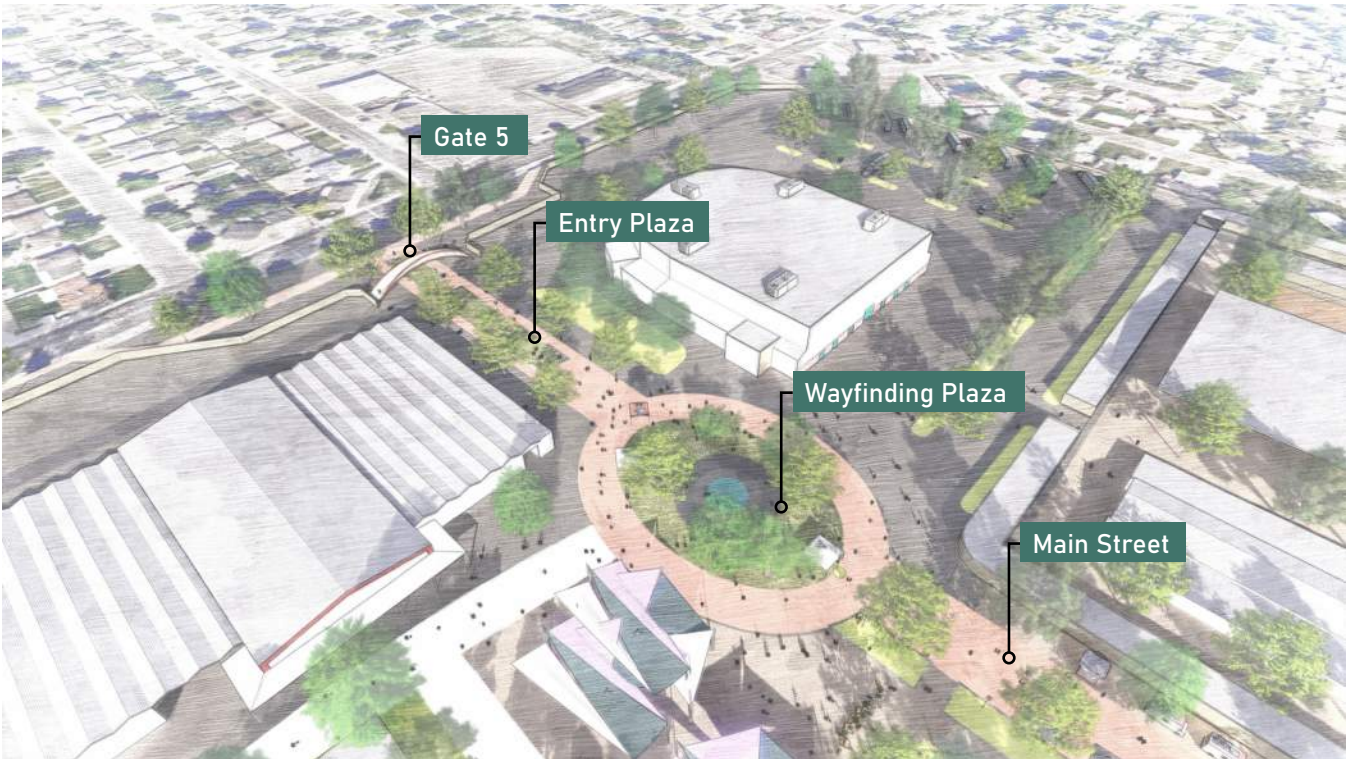


ACCESS AND CIRCULATION SYSTEMS

Ease of access and circulation is critical to improving the experience of the Fairgrounds and forms the basis of the Master Plan. The Master Plan recommends new entry plazas at each of the four major entry gates, with landscaped areas, trees and seating. These entry plazas provide a welcoming space where visitors can collect their belongings and find information about Fair events and destinations.

As visitors continue beyond entry plazas at Gates 9, 5, and 3, they will encounter wayfinding roundabouts or plazas with directional signage and landscaped areas featuring local art installations and picture-taking opportunities. These wayfinding plazas provide further shade and the opportunity for visitors to orient themselves within the Fairgrounds. From these

wayfinding plazas, primary and secondary streets guide visitors throughout the different zones of the Fairgrounds and eventually connect them back to other wayfinding plazas.



Conceptual rendering illustrating enhanced Fairgrounds circulation - entry and wayfinding plazas at Prairie Avenue Gate 5



Wayfinding Plaza



Water Feature



Flexible Plaza



Public Art



Picture Moments



LANDSCAPE & STREETSCAPE IMPROVEMENTS

A top priority of the Master Plan improvements is providing increased landscape, trees and shade throughout the Fairgrounds. Currently, there is approximately 6% landscape coverage and 9% tree canopy coverage over the entire Fairgrounds property, as identified in the existing conditions and opportunities. The Master Plan as shown increases the overall landscape coverage to approximately 32% with the remaining 68% consisting of impervious surfaces and buildings. This is a 26% increase in landscaped areas consisting of native plantings, turf and other pervious surfaces.

Another critical part of improving the public realm experience is providing amenities such as ample

shaded seating, lighting, unique paving materials, signage and wayfinding elements. The design of these amenities helps to establish the identity of the Fair and create a sense of place inside and outside of the Fairgrounds. The Master Plan aims to build on existing landscape assets by enhancing the mature tree-lined streets, the Fountain Plaza water feature and bandshell park space, and the Fountain Park stormwater feature, mature trees and park space. The perimeter streetscapes are enhanced as well to provide safe, shaded and experiential circulation to and from the Fair. The perimeter streetscapes will require coordination with the City to design and implement these improvements.

The Design Guidelines section of the document contains more specific recommendations for landscape amenities, signage and wayfinding element design.



Conceptual rendering illustrating streetscape and landscape improvements throughout the Fairgrounds





MAIN STREET CORRIDOR

The Main Street corridor experience can be enhanced in many ways to create a comfortable pedestrian destination. Trees are an essential and historic feature defining Main Street. The Master Plan recommends that the existing mature trees be maintained, and additional large trees be planted to replace dead trees; new trees will extend Main Street character to the wayfinding plazas at the east and west termini of Main Street.

The Master Plan also recommends that roadway width be narrowed and sidewalk width be increased; this redistribution of space provides a larger vendor area for the Fair and a more generous pedestrian space for non-Fair times. As shown in the conceptual rendering, introducing pavers to Main Street can contribute to

the historic and pedestrian feel of the corridor; rolled or valley-pan curbs can also contribute to accessibility throughout the entire street. In addition, some of the existing stone horse stalls that line the northern edge of Main Street may be retrofitted to become vendors and exhibit storefronts. This change would provide more room for landscape amenities and seating along Main Street.



Conceptual rendering illustrating an enhanced Main Street





COLORADO FOOD PLAZA

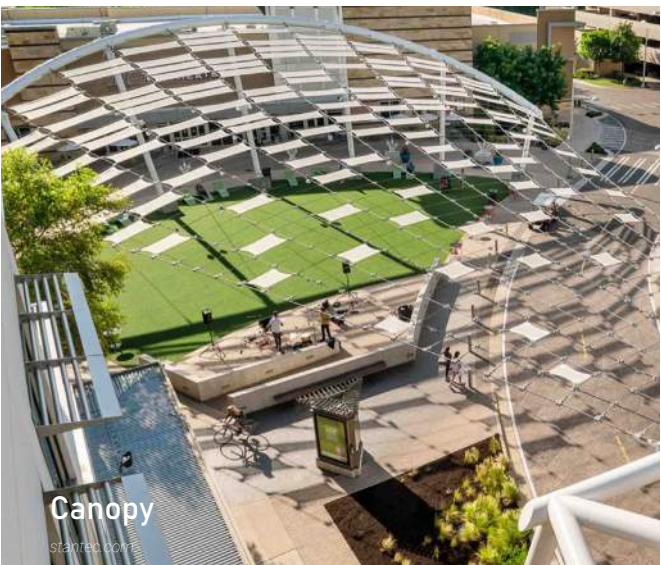
A new Colorado Food Plaza introduces green space and shade into the central core of the Fairgrounds. This paved area to the west of the Palace of Agriculture is currently used for large vendor displays but is a prime location for introducing a Colorado food-centric dining, beer garden and entertainment experience. It would be the first green space destination visitors see when entering through the Prairie Avenue gate (Gate 5), setting the tone for a greener, more human-scaled Fair experience.

The Colorado Food Plaza concept is unique in that it offers a phased implementation opportunity, with temporary food and beverage vendors and a temporary stage during the Fair; these features can eventually be constructed as permanent structures. These programs

would be supported by large shaded outdoor seating areas with trees and landscaped spaces where people can bring their food and enjoy the performance at the nearby stage.



Conceptual rendering illustrating new Colorado Food Plaza (west of the Palace of Agriculture & east of Gate 5)





COMMUNITY PARK

The Community Park is part of the larger Community Gathering space to the north of the Fairgrounds, and would encompass the existing Fountain Park and a portion of the existing Rodeo location. The Community Park space would be accessible year-round to the adjacent neighborhood through Gate 7 on Small Avenue. It provides picnic shelters for public gatherings as well as experiential native garden spaces and stormwater quality features.

Like the Community Building, the Community Park would provide opportunities for private events such as weddings, banquets, and meetings to take place during the off-season in an indoor/outdoor setting. The large park space also supports events such as festivals and outdoor entertainment that can engage the larger community of Pueblo.



Conceptual rendering illustrating new entry at Gate 9

The Community Gathering Space can be open year round for public access and separated from the rest of the Fairgrounds through the installation of a perimeter fence. This also allows for private events to take place in the Community Gathering Space or other areas of the Fairgrounds simultaneously with other events.



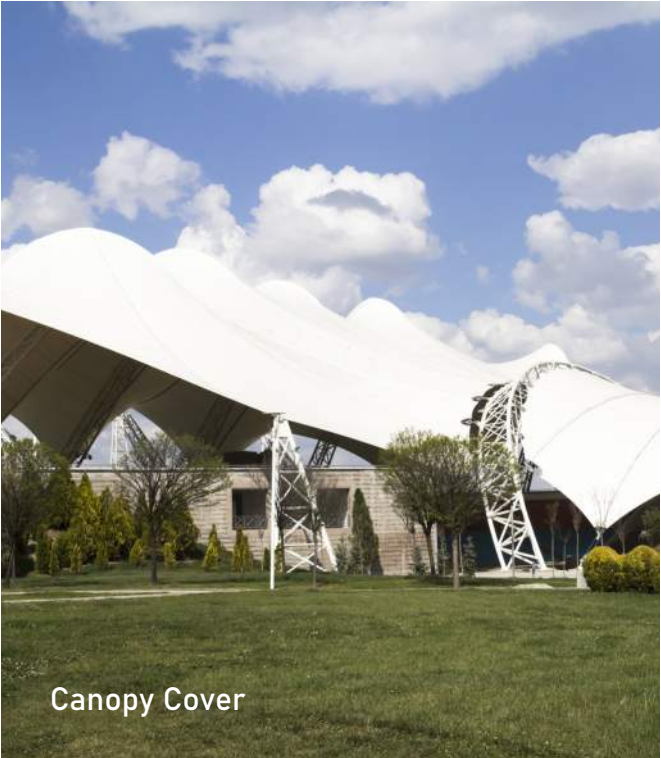


AMPHITHEATER RELOCATION

The Master Plan recommends relocating the Amphitheater from the east side of the Colorado Concourse street to the Community Park Space just east of the Agricultural Pavilion. This move provides more space for the Carnival/Midway to expand north into the core of the Fairgrounds and strengthens the outdoor programming potential of the Community Park. The new Amphitheater would be a new structure, and could accommodate approximately 2,000 people (approximately 900 more people than the existing Amphitheater). The new location will also be more open and accessible to visitors compared to the existing amphitheater that is blocked off by the slope of the current seating hill.



Conceptual rendering illustrating new Amphitheater location





4-H COMPLEX EXPANSION

The existing 4-H Complex plays a critical role in supporting youth programs year-round, a major goal of the CSFA. With the relocation of the Amphitheater, the Master Plan enhances these existing youth facilities by providing larger outdoor spaces for youth activities, programs and related agricultural exhibits. The 4-H complex will have more space for hands-on activities and increased flexible green space for Fair and non-Fair use. These outdoor spaces can also accommodate greenhouses or teaching gardens that can further support potential partnerships with the surrounding agricultural community.



Conceptual rendering illustrating 4-H expansion of outdoor activity & display space





RELOCATED CARNIVAL/MIDWAY

The Master Plan recommends relocating the Carnival/ Midway area to the central portion of the Fairgrounds. This relocation will open the southwest quadrant of the grounds for better use and position the Carnival/ Midway for higher revenue potential. The Carnival/ Midway's overall size will remain unchanged, but the new position will flank both sides of the new Gate 2 entry and greatly increase visibility. The intent is to improve the layout and access to the Carnival/ Midway while allowing the design of the outdoor space to act as parking or event space in the off-season. Upgrades will include LED lighting, landscape islands and underground utility vaults placed at locations that are accessible throughout the area.



Conceptual rendering illustrating new Carnival/Midway area during the Fair





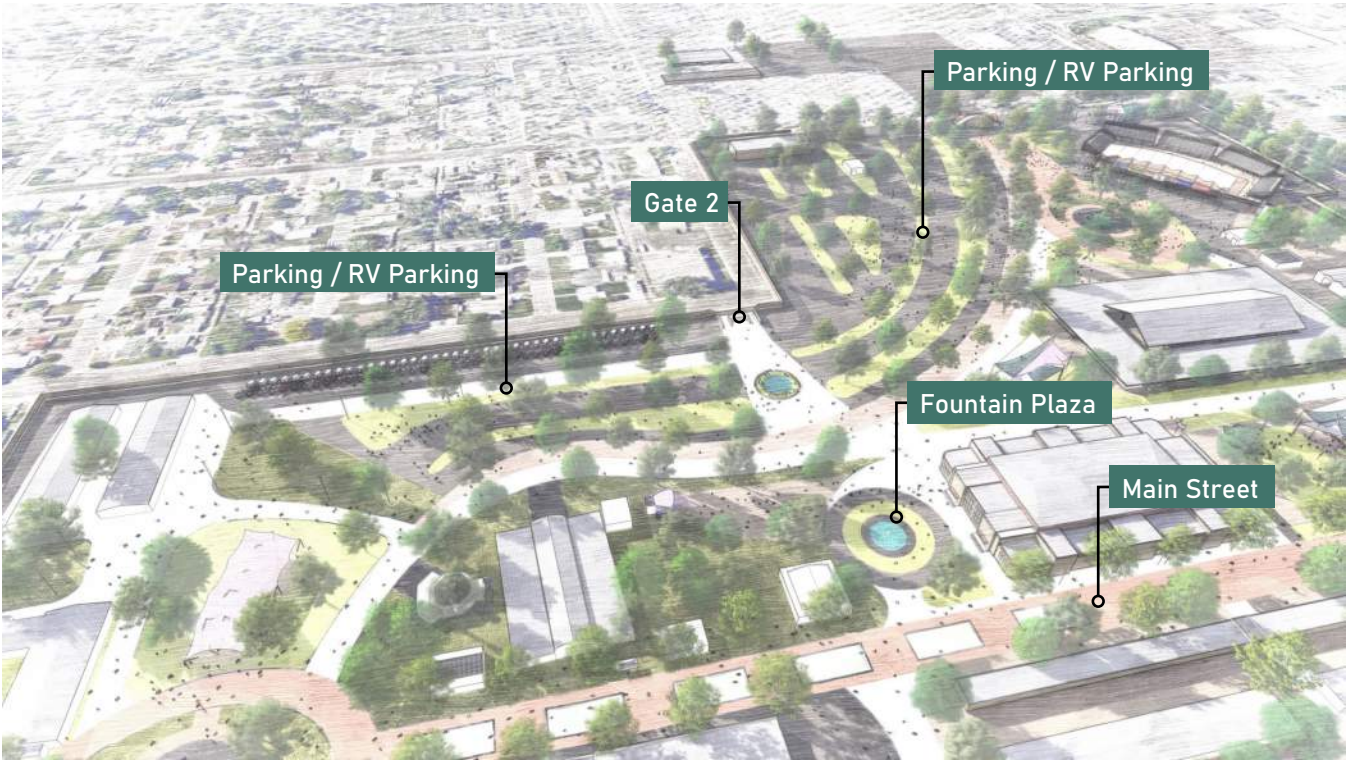
RV PARKING

The Fairgrounds currently accommodate 264 permanent RV sites with hook-ups and an additional 259 temporary sites (523 total) during the off-season. RV parking is located throughout the Fairgrounds with the majority in the existing Events Center parking lot and the Carnival/Midway lot. There is a desire for additional RV sites and expanded hook-ups to support larger RV Rallies and related events during the off-season. Green space is also desirable for RV campers, which is another reason for introducing flexible landscape islands into the new Carnival/Midway and RV areas.

With the new Carnival/Midway arrangement in the Master Plan, the Fairgrounds can accommodate approximately the same quantity of parking that is

currently supported and approximately 25 more RV sites during the off-season. With the construction of the Community Park space, there are also additional opportunities for RV sites and hook-ups near the new Multipurpose Facility parking lot and along the connecting streets and wayfinding plazas.

The layout of the Master Plan provides the opportunity for 145 additional RV spaces. In total, RV parking is estimated to be 668 spaces, including the existing and proposed RV parking locations shown in the RV Parking Map below.



Conceptual rendering illustrating RV and general parking potential in Carnival/Midway area during non-Fair time



Grass Islands / RV Parking



RV Hookups



RV Parking Map



SPACE FOR POTENTIAL FUTURE PARTNERSHIPS

As the Fair evolves, there may be a need to create space for potential future partner organizations within the Fairgrounds. The southern portion of the proposed Carnival/Midway area has been identified as a flexible space for this future use. In the near term, it can remain a part of the Carnival/Midway or serve maintenance needs.

Considering the potential uncertainty of Rodeo events continuing to be held at the Fairgrounds, the Rodeo Arena could also become a site for potential future partnerships in the long term or remain a space for large outdoor arena events.

The new Community Park and 4-H Outdoor Display area can also provide spaces for potential partnership exhibits in the future.

The following Innovation Center concept alternative from the previous Master Plan Visioning Report (2018) highlights the potential for agriculture and food partnerships year-round at the Fairgrounds.



Conceptual rendering illustrating potential internal space for partner organizations



Colorado's State Fair

Innovation Center
New Ideas, Products and Technologies



The Idea:
Silicon Valley of Agriculture and Food

An idea center where existing and emerging industries work together to create and test innovative ideas in the agriculture and food industries. This is a place where people create but also learn – from each other and other experts in their fields. This concept could support existing businesses and operations; help local entrepreneurs launch experiments and expand; and attract new ag-related interest to the region. The concept could use and improve existing facilities on the Fairgrounds, as well as bring new, state-of-the-art facilities to the Pueblo region.



What might be there:

- Workshops
- Laboratories
- Light Industrial Space
- Commercial Kitchen
- Instructional Kitchen
- Storage (dry, cold)
- Co-Packing Facility
- Greenhouses
- Small Retail Spaces
- Shared Office Space



Who might use it:

- Entrepreneurs
- Farmers
- Researchers
- Students
- Community education classes
- Vocational classes





Buildings - New, Improved, Repurposed, or Replaced

The Master Plan reconfigures the Fairgrounds according to facility replacement needs, phasing strategies and care in creating memorable and functioning spaces for visitors and events. The new layout prioritizes organizing structures along a central east/west pedestrian spine and a loop that joins Gate 7 on the north, winds through a central park area and eventually connects to Gate 3 on the South. All new and remodeled elements are accessed from these two routes.

Compatible and complementary uses are grouped together for ease in programming and reduction of conflicts. The exposition and community facilities generally remain to the northeast. Active animal-focused facilities gravitate to the west with equine facilities to the central north. The new rodeo relocation is in the southwest portion of the grounds.

The main goal of the Master Plan is to maximize the facilities for Fair time use. The secondary goal is to also make the most out of the facilities during off-season event times. The following sections will describe each major structure and its elements.





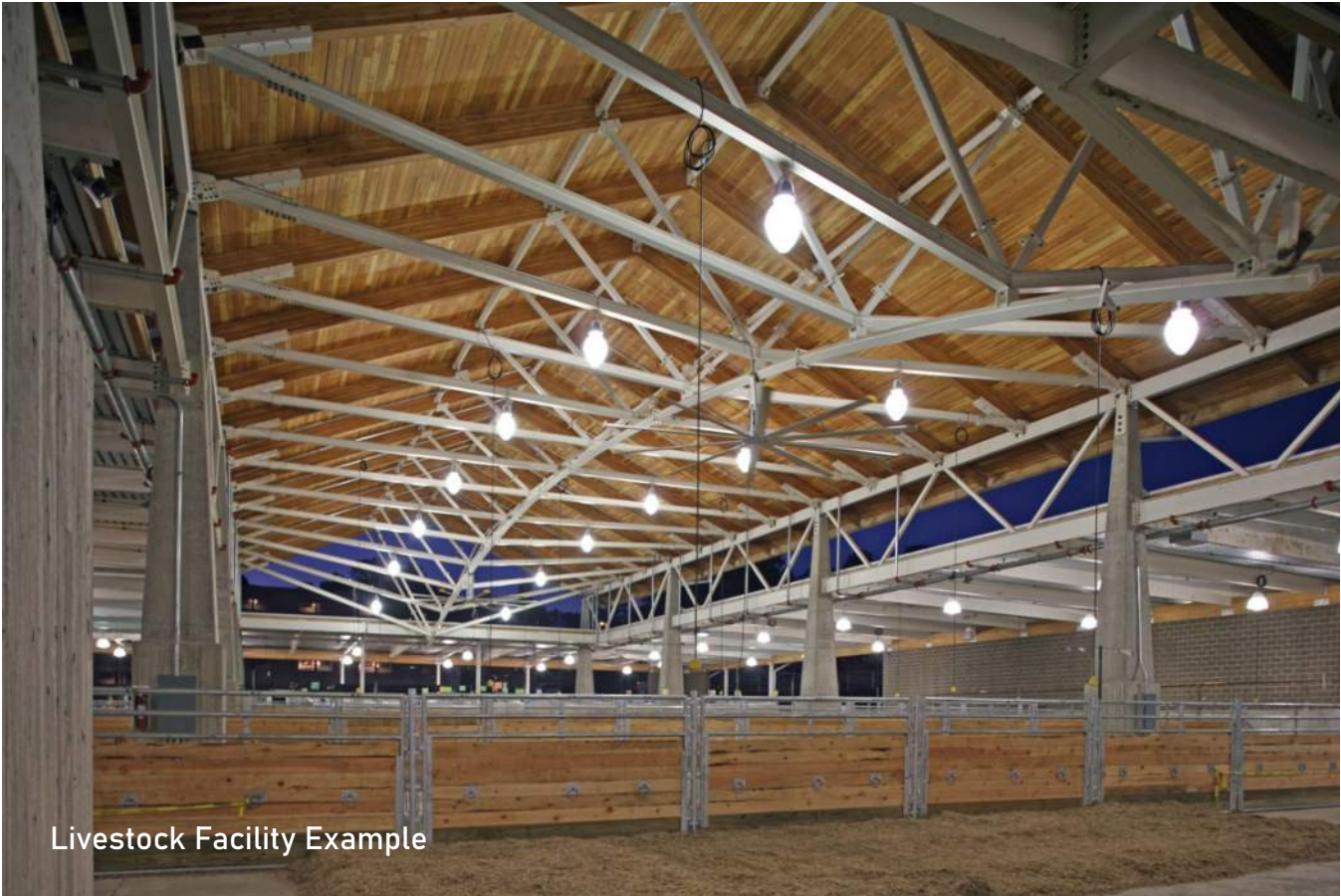
NEW LIVESTOCK FACILITY WITH
REPURPOSED SHEEP AND SWINE BARN

Stall buildings are synonymous with livestock for many fairgoers. Architecturally, their scale and repetition are assets. Traditional forms and materials reinforce the legacy of the Fair and the community.

The Master Plan calls to replace the Goat Barn and existing Security Office (former stalling barn) and remodel the existing Sheep and Swine Barn (total of 52,500 SF) into a new single-building Stalling Barn of 80,000 SF.

Recommendations:

- Building shall have four (4) foot high knee walls minimum constructed of concrete or masonry and open sided to roof above
- Building layout should have a column grid to accommodate reconfiguration into smaller 5x5 or 5x10 pens or open ties
- Ideally locate to have a future covered connection to existing Livestock Pavilion
- Other support elements shall be located in stalling building such as space for tack, wash racks, show offices, restrooms/showers
- Include 2 multi-use classrooms of 900 SF each connected by a moveable partition



Livestock Facility Example



Conceptual rendering illustrating new Livestock Facility with repurposed Sheep & Swine Barn



Livestock Facility Example



NEW COMMUNITY BUILDING

The new Community Building will replace the Weatherport Tent in location and function, and be several thousand square feet larger. The new facility will face Gate 7 and provide a primary facade to the nearby neighborhood. It will be 13,000 SF and include a 9,000-10,000 SF multi-purpose space with several large glass overhead doors that can be opened or closed depending on the season. Additional elements within the Community Building will include restrooms, a catering Kitchen, a changing room with private toilet, and storage space. The building may also be designed to face a public plaza overlooking the detention area and park.



Conceptual rendering illustrating new Community Building (south of Gate 7)



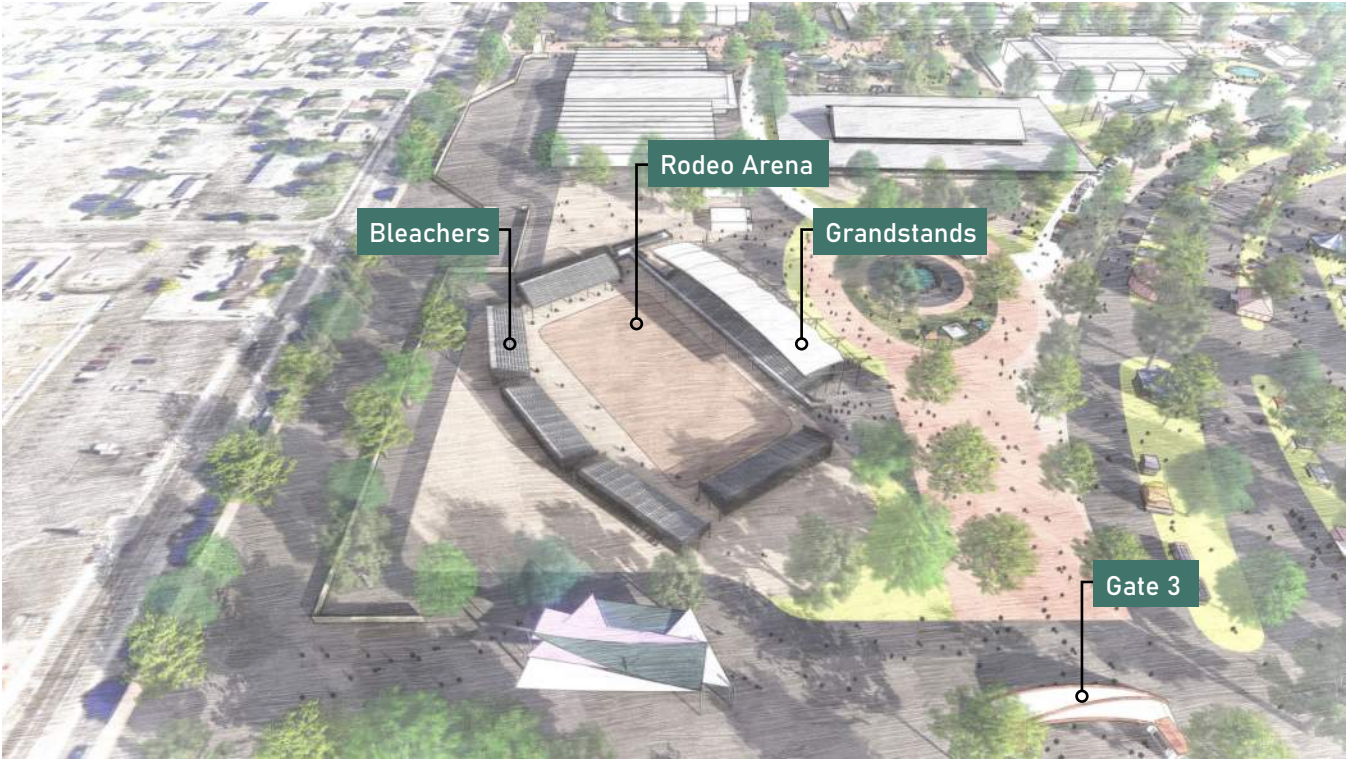


RELOCATE / REPLACE RODEO

As a major venue immediately adjacent to the main Beulah Avenue gate, the Rodeo and grandstands offer an opportunity to set visitors’ first impression of the Fairgrounds. At present, the area turns its back to Main Street and creates a walled-in, ‘back of house’ feeling at this important entry. Additionally, the structure itself is in a state of disrepair. The Master Plan recommends constructing a canopy above 1,400 seats in the grandstands to provide weather protection, and providing access to all seating areas via an elevated walkway. This walkway should extend around the entire arena to maintain separation of patrons from animals and the event area. The bleachers provide an additional 2,600 uncovered seats for large events.

Recommendations:

- Seat 4,000 in grandstands and bleachers for outdoor events
- Be flexible enough to host concert, rodeo, or motor sport events
- Include a plaza to be located outside of the Grandstands for pre-/post-event activities
- Have easy in/out loading for performers
- Locate toilet building with showers nearby Grandstand seating
- Locate concessions under bleachers and to serve nearby plaza
- Provide storage under grandstands
- Provide VIP deck for viewing of events



Conceptual rendering illustrating new Rodeo location (SW corner of Fairgrounds, north of Gate 3)





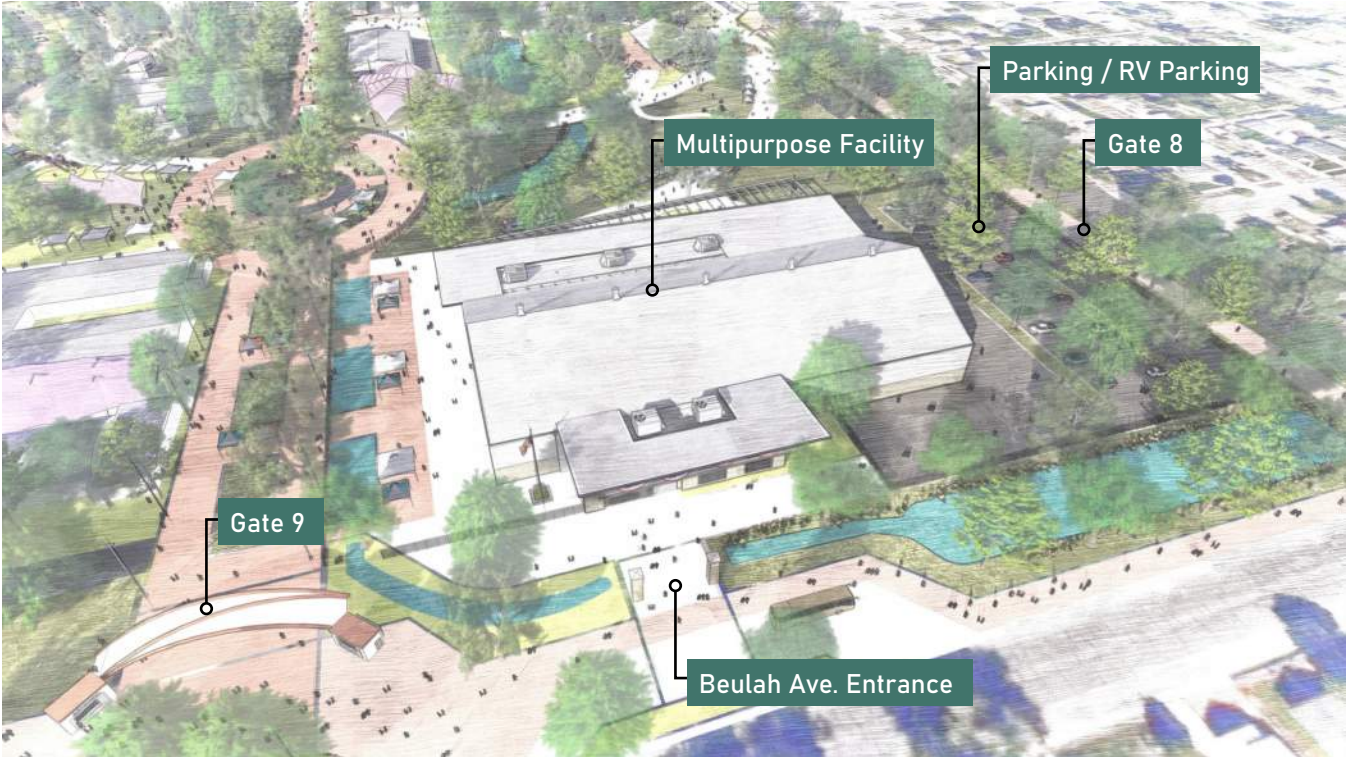
NEW MULTIPURPOSE BUILDING

Multipurpose facilities are usually large and feature a straightforward circulation plan. With their size and height, however, they can often dominate the fairgrounds. Public entries and support areas offer opportunities to counteract this effect and introduce a friendlier scale and greater architectural detail.

The Master Plan calls for a 60,000 SF building, with a 50,000 SF column free multi-purpose area with a concrete floor.

Recommendations:

- Show offices, concessions areas, restrooms, and the column free expo space for vendors
- Building shall be steel framed metal building type with four (4) foot high minimum concrete or masonry knee walls
- Multipurpose space should have a source of natural light either through a clerestory or skylight system
- Include heating and cooling throughout the building
- Provide adequate load-in/out overhead and walk-thru doors around perimeter
- Relocated Administration Offices shall also be located within this structure and accessible to the community nearby
- Provide WiFi and PA system



Conceptual rendering illustrating new Multipurpose Facility (NE corner of Fairgrounds)





IMPROVED HORSE COMPLEX

West Arena Cover

The Master Plan recommends enclosing the existing covered arena in the horse park to provide facilities that can be used year-round and in all weather. The existing structure is a simple pre-engineered metal building (PEMB) frame, which can be enclosed by attaching frame steel girts to the columns and installing a metal panel wall assembly. The building can be further enhanced by adding:

- Overhead doors large enough to provide drive through access and possibly viewing if bleachers are located outside the structure
- Large fans for air circulation
- Bleachers could be added for shows in the off-season but the arena size would have to be reduced

- Heating and/or cooling could be added to extend the ends of the seasons

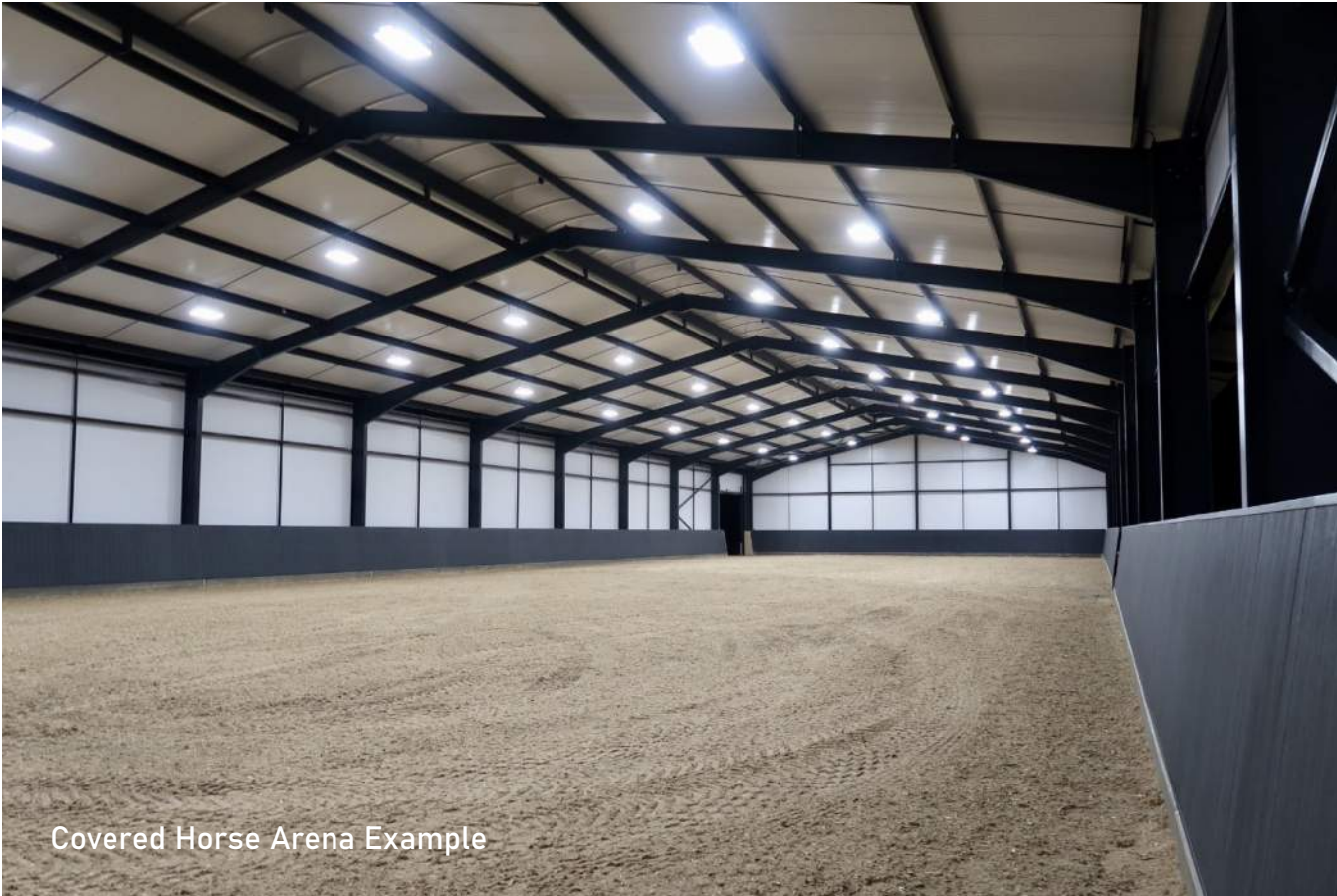
Horse Stalls

Enhancements should also include updates to all existing stalls, including installation of new panels where current elements are in disrepair. Ideally, where possible increase the size of existing stalls to 12'-0" x 12'-0". All new stall elements should be portable in nature. Items to consider when updating horse stalls:

- Include water access within 100 feet of all stall locations.
- Include 20 amps of power and separate switched lighting within every stall location.
- Provide a hard surface floor with floor drain in every stall.
- Provide stall mats for all stalls with a concrete floor surface.



Conceptual rendering illustrating enhanced West Arena Cover and Horse Stall



Covered Horse Arena Example



Horse Stalls Example



RELOCATE / REPLACE MAINTENANCE FACILITIES

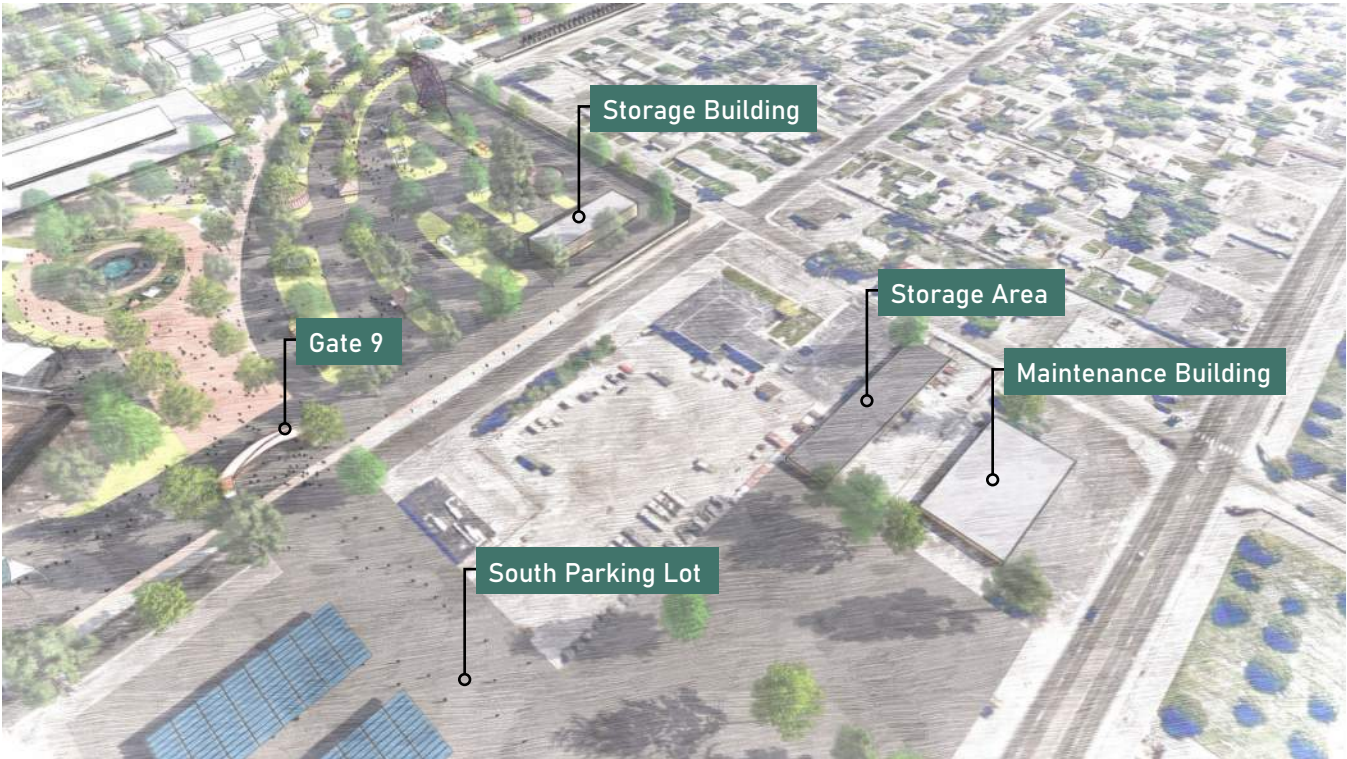
To accommodate all the improvements and enhanced program elements on the site, the maintenance areas will need to be expanded. The Master Plan recommends approximately 25,500 SF of new structures distributed in two different areas of the grounds for this purpose.

The architectural character of maintenance structures includes both utilitarian and highly functional elements. Large roof heights and garage doors optimize function, while a simple material palette will allow these buildings to convey their purpose. The maintenance structures should be integrated with the Fairgrounds' character by employing the use of materials that are

found in other new or renovated buildings. Typically all maintenance structures will be steel framed pre-engineered metal buildings.

The expanded maintenance facility will benefit the fair grounds maintenance team as they work toward operational efficiencies, obtaining new equipment and anticipate other maintenance needs for the future of the facilities.

Relocating the maintenance facilities to the southern portion of the Fairgrounds opens up space for new Gate 9 entry operations, provides additional space for the 4-H complex landscape and perimeter circulation route to expand through. Locating the maintenance facilities away from a main entry also provides easier access to these facilities for operations during Fair-time along the perimeter road.



Conceptual rendering illustrating relocated maintenance facilities (southern portion of Fairgrounds)



Maintenance Facility Example



Maintenance Facility Example



Sustainability

Sustainable practices provide an opportunity for the CSF to not only reduce operational costs but also to be a good neighbor in the community and a model for State campus facilities. The Master Plan has identified several areas where CSFA can focus efforts on elevating sustainability and resiliency throughout the Fairgrounds. The urban heat island effect experienced at the Fairgrounds can be mitigated through an overall reduction in paved surfaces and the addition of a substantial tree canopy. Infrastructure costs can be reduced and groundwater recharge enhanced through the implementation of green infrastructure in place of traditional below ground stormwater conveyance. The

increased tree canopy and green infrastructure can in turn create natural habitat and create continuous corridors of green. Mobility solutions can help reduce the number of people opting for personal vehicle use as the primary means of arriving at the Fair. Construction materials - both buildings and site - can utilize sustainably produced and transported materials. Adaptive re-use of buildings and recycling of materials of removed buildings can be prioritized.

Renewable energy sources offer significant potential for a more sustainable Fairgrounds. Operational costs can be greatly reduced through the implementation of on-site power generation via photovoltaic (PV) panels. As part of the Master Planning process, a more

detailed study of the potential for implementing on-site power generation, energy conservation measures (ECMs), water conservation measures (WCMs) and potential retrofitting of more efficient mechanical, electrical and plumbing (MEP) systems has been conducted. The Fairgrounds house many buildings of different dates and construction methods, uses and power demands. A summary of these findings are presented in the following section, while detailed findings from the Sustainability Assessment & Recommendations are located in the **Appendix 5** of this document.





URBAN HEAT ISLAND MITIGATION

As discussed previously in the Master Plan document, mitigating the urban heat island effect is an imperative for the CSF. Over 94% of surfaces are pavement or roofs and only 9% of the surface areas are shaded by the tree canopy. Heat islands contribute to higher daytime temperatures, reduced nighttime cooling, and higher air-pollution levels. They result in higher energy consumption and reduced human health and comfort. CSF can advance measures to reduce the urban heat island impacts by substantially adding to the tree canopy, implementing green roofs and vegetating the ground plane. This strategy requires higher rates of water consumption, and efforts should be made to limit the planting palette to climate adapted species and to utilize water conservation principles. The Master Plan has outlined a plan for the “greening” of the Fairgrounds through the creation of new park spaces, plazas and tree-lined pedestrian corridors.

GREEN INFRASTRUCTURE

Green infrastructure is an approach to stormwater management that utilizes natural processes to convey stormwater. The goal is to capture runoff close to the source and allow infiltration to occur across a broader area. Open swales, rain gardens and PLDs (porous landscape detention) are all terms for above ground conveyance and infiltration systems. These landscaped areas can become part of the public realm experience, provide water conservation learning opportunities and provide natural habitat. The Master Plan identifies the area around Fountain Park and extending to the low point of the site as an enhanced stormwater management area for both detention and water quality treatment. The drainage areas can be open and natural and, in some areas, become more urbanized and formal. Showcasing a more sustainable approach to stormwater can be educational for visitors to the Fair and Fairgrounds.

IRRIGATION

To the greatest extent possible, non-potable water should be used for landscape irrigation. There is a large use of wash stations during Fair-time, so utilization of recycled water for irrigation has been explored. We do not recommend pursuing this further as the infrastructure requirements to clean the water to minimum acceptable water quality for irrigation would require a longer usage period of water to justify the initial investment. This is based on engineering judgement/experience and could be further explored to determine when there is a payback for such a system.

MOBILITY

Getting people out of their cars and on foot, bike or transit can have significant impact in reducing personal vehicle trips and vehicle emissions. The CSF can provide incentives for visitors to choose alternate modes of travel, and can make the use of alternate modes an easily navigable, positive experience that people will choose to do again in the future. Clear signage and posted information regarding transit can go a long way in getting people to choose this mode of travel. Bike-share programs, and especially those offering ebikes, make biking too and from the Fair a great option, as well as amenities, such as safe, protected bike storage, lockers, seating and easily accessible bike repair stations. Scooters and other forms of micromobility are quickly gaining in popularity and locating facilities for these modes should be visible and convenient. Gates 3, 5, 7 and 9 should all offer informational signage and amenities for users of alternate modes, with a full offering of amenities at both Gates 5 and 9. Pedestrian movement can be greatly enhanced by creating safer, connected sidewalks at the perimeter of the Fairgrounds.

BUILDINGS AND SITE IMPROVEMENTS

Materials and elements utilized in constructing buildings and making site improvements should utilize low embodied energy materials with higher solar reflectivity. Several buildings will be removed as the Master Plan is implemented, and the re-use and recycling of the waste should be prioritized. The waste products from the removal of a building can often be reused in implementing new improvements. Concrete and brick can be recycled on-site and used as sub-base material; crushed gypsum drywall can be used in soil amendments; and scrap wood can be chipped on-site and used as mulch. These are just a few examples of how waste materials can be reused. The adaptive reuse of the Sheep and Swine Livestock building will incorporate facade materials into the new structure, another great example of a sustainable approach to reducing construction material waste.

ENERGY SYSTEMS

One of the greatest opportunities for sustainability and resilience at the Fairgrounds is the implementation of renewable energy sources and the shift to electrification for all facilities. The Sustainability Assessment & Recommendations study found that the potential for Photovoltaics is quite high, the return on investment (ROI) could be within a relatively short time-frame, and annual operating costs should be reduced by a significant amount. Further study will be required to assess the specific costs and impacts, but there is a clear opportunity here. The following pages summarize the process and findings from the Sustainability Assessment and Recommendation.



ENERGY CONSERVATION & CURRENT TRENDS

There is a growing trend towards ‘electrification’ of buildings. Essentially, this means reducing dependency on fossil fuels (Natural Gas, Fuel Oil) in favor of electrical equipment (Solar, Heat Pumps, etc.). This reduces the campus’s CO2 emissions, reducing the overall carbon footprint. Currently, building codes do not require ‘electrification’ of buildings as part of the energy conservation code but new energy conservation codes are being written more stringently and the trend moving towards ‘electrification’ is evident. Cities like NYC, through local law 97, plan to implement a carbon tax on buildings to force owners to invest the money now for electric infrastructure. Utilizing renewable energies decreases a campus’s dependency on fossil fuels and increases the efficiency of the campus and reduces operational costs.

Current building codes do not require ‘electrification’, but new energy conservation codes are being written more stringently and there is a growing trend in the

industry to move towards net-zero and electrification of buildings. Certifications like LEED Zero have been developed for buildings to achieve net-zero, and sites that reductions in natural gas and material choices can contribute towards Colorado’s climate action plan which sets statewide goals to reduce greenhouse gas emissions. If the Fairgrounds reduces their greenhouse gas pollution by 26% by the year 2025 they will assist Colorado state in achieving these goals.

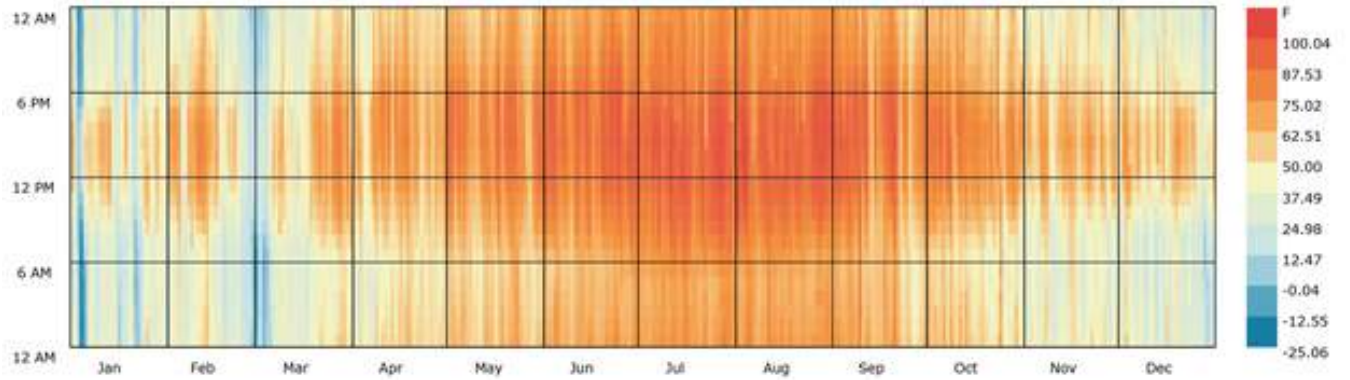
The most challenging obstacles for investments into renewable energy sources, and higher efficiency building technology will come down to site usage. The Colorado State Fairgrounds consists of a mix of different facilities with some buildings being utilized year-round and other buildings/facilities being utilized during Fair-time (10 days end of August to Early September). Building occupancies range from event centers / exhibition halls / concessions / offices / stables. By analyzing the months of July and August, having typical weather conditions indicates the higher usage in the overall site electrical power required during Fair-time.

SITE POTENTIAL (CLIMATE ANALYSIS) SUMMARY

Pueblo is considered a high desert climate and experiences large swings in temperature between daytime/nighttime and low humidity air conditions. During winter months Pueblo will experience below freezing air conditions down to -10 F and in the summer temperatures can reach as high as 102.2 F. What this variance means for the Fairgrounds is that four-season buildings are a must to be truly competitive in attracting year-round events and that the Fair event, as always, is likely to see exceedingly high temperatures and should thus place a high priority on outdoor patron comfort.



Aerial of Fairgrounds showing large paved areas contributing to the urban heat island



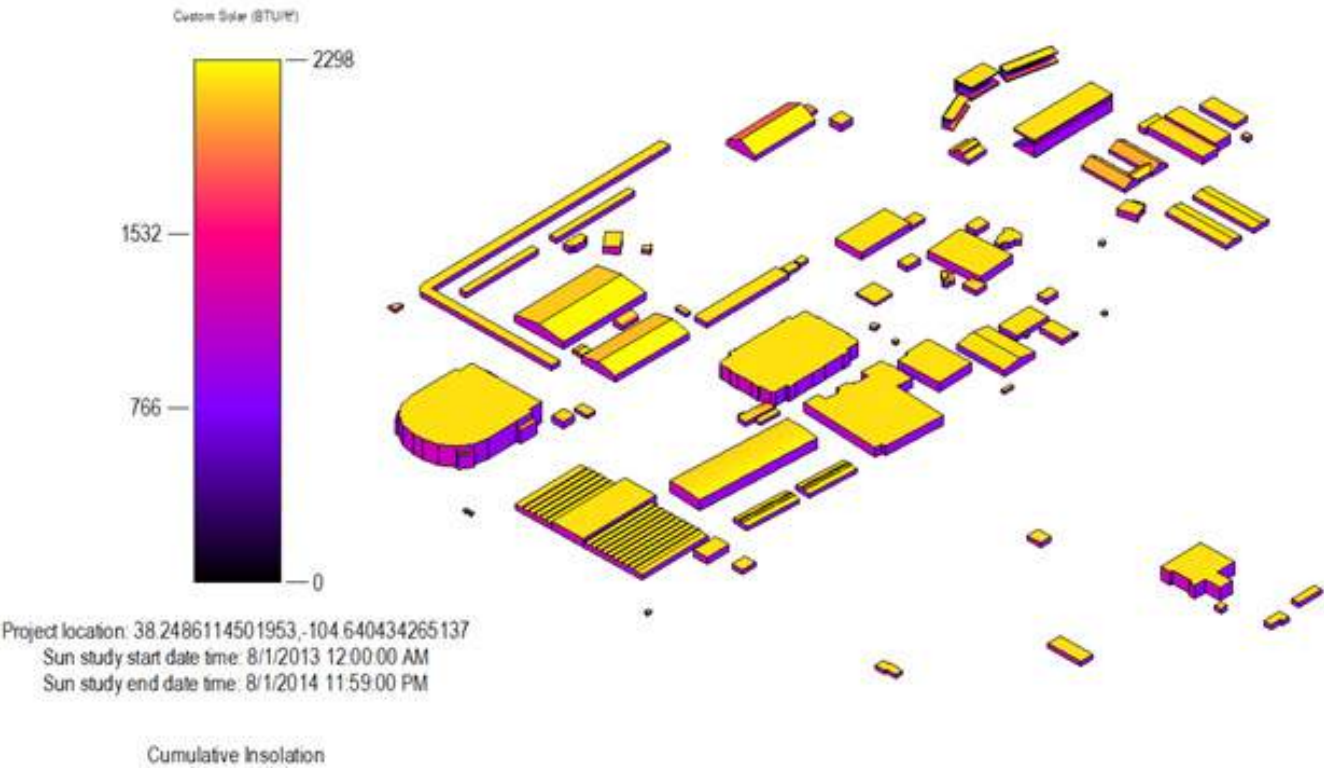
Pueblo: Average Monthly Temperatures (F)



ALTERNATIVE POWER – SOLAR POTENTIAL

Although high summer temperatures pose challenges for patron comfort, as described in the preceding section, the positive side of Pueblo’s climate is approximately 258 days of sunlight per year. The CSF’s sunny location makes it an attractive candidate for on-site solar energy production. The diagram below shows a solar map of the Fairgrounds and loads up to 2,298 btuh/sf that can be achieved at areas most exposed to sunlight representing significant opportunities.

The Fairgrounds’ power is supplied by Black Hills Energy, which offers performance-based incentives (PBIs) that allow customers who produce on-site energy to put excess energy back into the grid and receive a credit. While demand is high during the Fair, year-round demands are much lower and may offer the opportunity for the Fairgrounds to take advantage of the net metering.



Solar Study of the Colorado State Fairgrounds



Parking lot solar canopy at Denver International Airport (DIA) with electric vehicle (EV) charging stations
61st & Pena Park and Ride - plugshare.com



NREL developed a tool known as PVWatts which allows the user to select an area to determine the average output of a solar PV array. The map of the Fairgrounds below shows the potential location in the south parking lot that was selected for this analysis.

Utilizing an area of this size for a PV array could result in electricity generator of 4,102,642 KWH/year. This is a significant amount of electricity that can be used to offset the sites electrical usage or through ‘net metering’ could be put back into the grid. For the analysis \$0.025 / KWH was used as indicated on Black Hills Energy website for buyback cost. Note, in August the Event Center electricity cost \$0.14/KWH which is significantly higher than the buyback rate provided by the company. As an alternative to buyback the KWH can be used to offset future utility bills which may be a better option.

The electricity produced by the solar array can be utilized to power the site as well assist in moving towards electrification of the site. By ‘net metering’ with the utility company, the PV array can be oversized greater than the site usage instead of being sized based on the site’s average or lowest electricity usage periods. Incentives are also provided by the utility company for installations. The Colorado State Fairgrounds has a large number of paved spaces which provide opportunities for the installation of solar arrays.



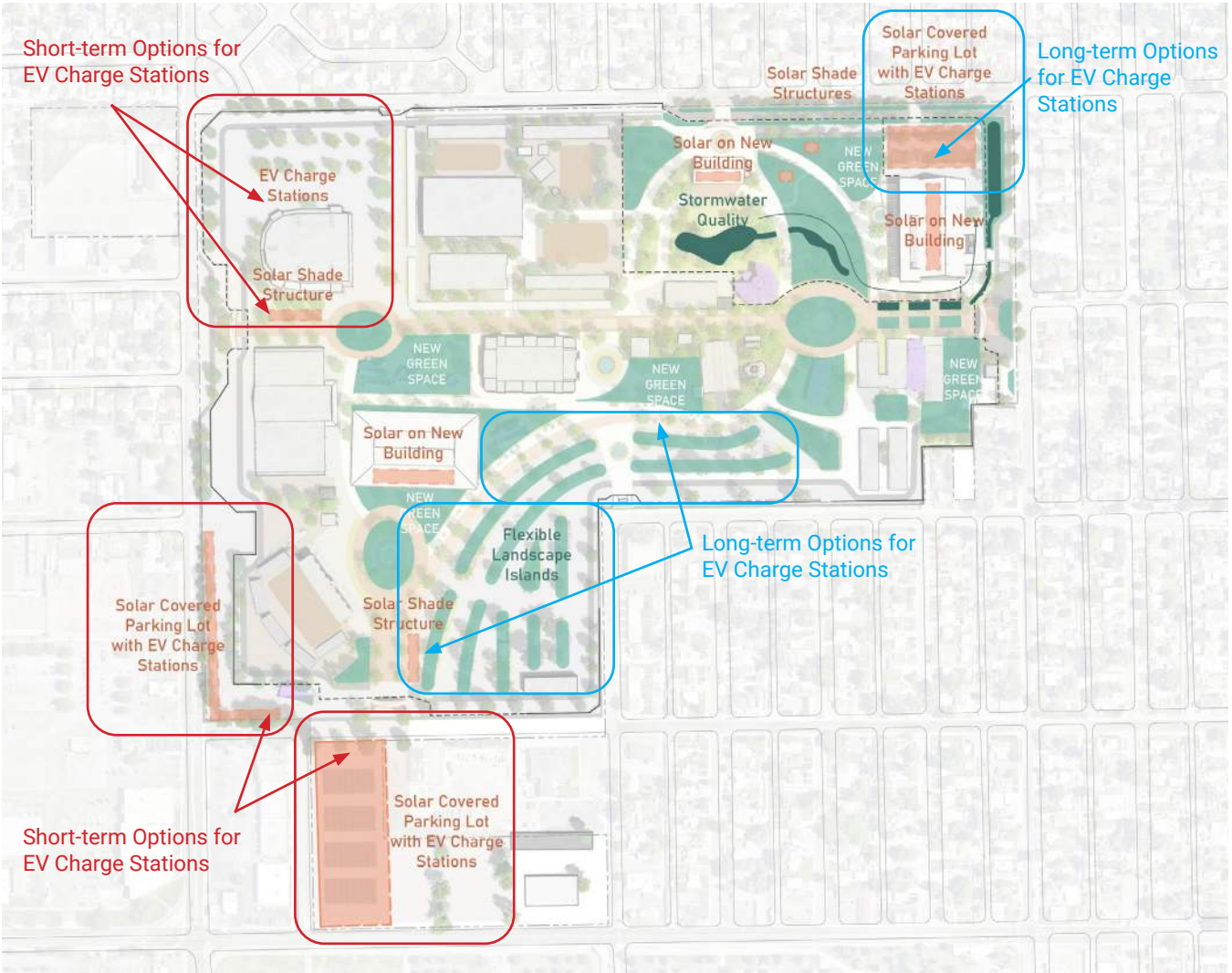
Example location for solar PV array

In addition to parking lots, solar arrays can be installed on top of new or existing structures and on shade structures throughout the Fairgrounds. EV charging stations can also be implemented in parking areas throughout the Fairgrounds, further utilizing the site’s energy production potential. In the short-term, EV charging stations can be installed at the Events Center parking lot, the southwest parking lot along Prairie Ave. near Gate 3 and the south parking lot near Gate 3. In the long-term, EV charging stations can be installed at the new Carnival/Midway area and the new Multipurpose Facility parking lot.

A simple payback analysis was conducted for the sample 2,500 KW array, the results can be found in the following table. The table shows that in the first 10 years with the PBI incentive granted by the utility company, the payback is down to 3.5 years. After the average life expectancy of the system, approximately 30 years, and without the PBI incentive, the payback would be down to 5.6 years. Solar PV installation is feasible for this site. To pursue this further an open dialogue is required with the utility company based on the size of the array that could be installed, the array modelled is a 2,500 KW PV array which could make the Fairgrounds into a power station (generation exceeding 100 KW).

RESULTS			
4,102,642 kWh/Year*			
System output may range from 3,931,972 to 4,174,438 kWh per year near this location. Click HERE for more information.			
Month	Solar Radiation (kWh / m ² / day)	AC Energy (kWh)	Value (\$)
January	4.16	260,204	6,505
February	5.00	280,318	7,008
March	6.16	373,079	9,327
April	6.75	392,808	9,820
May	7.20	415,340	10,383
June	7.58	406,244	10,156
July	7.19	392,345	9,809
August	7.02	389,914	9,748
September	6.62	362,365	9,059
October	5.43	319,750	7,994
November	4.44	260,442	6,511
December	3.99	249,835	6,246
Annual	5.96	4,102,644	\$ 102,566

NREL PVWatts results



Solar array, EV charging and Green Infrastructure opportunities at the Fairgrounds

Simple Payback Analysis - (Not Including Infrastructure modifications / upgrades)									
2,500 KW PV Array, 168,000 SF of Array, \$14 / SF Average Cost for Ground Installation, 30 year life expectancy									
Month	Site Usage (KWH)	PV Production (KWH)	Net KWH	Current Utility Cost	PBI Incentive (First 10 Years)	Buyback (\$0.025 / KWH)	Utility Costs Owed after PV	Operational Costs (\$14/KW/Yr)	Total Savings Per Month
January	156,847	271,252	114,405	\$ 30,707.05	\$ 16,275.13	\$ 2,860.12	\$ -	\$ 2,916.67	\$ 46,925.64
February	145,831	292,221	146,389	\$ 29,663.87	\$ 17,533.23	\$ 3,659.73	\$ -	\$ 2,916.67	\$ 47,940.16
March	117,052	388,920	271,868	\$ 26,997.11	\$ 23,335.19	\$ 6,796.71	\$ -	\$ 2,916.67	\$ 54,212.34
April	115,119	409,487	294,368	\$ 26,313.06	\$ 24,569.23	\$ 7,359.21	\$ -	\$ 2,916.67	\$ 55,324.83
May	143,310	432,975	289,665	\$ 32,090.49	\$ 25,978.51	\$ 7,241.63	\$ -	\$ 2,916.67	\$ 62,393.96
June	176,574	423,493	246,919	\$ 35,223.53	\$ 25,409.60	\$ 6,172.98	\$ -	\$ 2,916.67	\$ 63,889.45
July	256,163	409,005	152,842	\$ 40,994.09	\$ 24,540.30	\$ 3,821.05	\$ -	\$ 2,916.67	\$ 66,438.77
August	492,359	406,470	(85,890)	\$ 76,330.37	\$ 24,388.19	\$ -	\$ 13,315.45	\$ 2,916.67	\$ 84,486.44
September	162,844	377,751	214,907	\$ 30,440.49	\$ 22,665.05	\$ 5,372.68	\$ -	\$ 2,916.67	\$ 55,561.56
October	144,130	333,327	189,196	\$ 31,198.18	\$ 19,999.59	\$ 4,729.91	\$ -	\$ 2,916.67	\$ 53,011.01
November	129,818	271,501	141,683	\$ 26,978.79	\$ 16,290.06	\$ 3,542.08	\$ -	\$ 2,916.67	\$ 43,894.26
December	87,373	260,443	173,070	\$ 27,234.84	\$ 15,626.58	\$ 4,326.76	\$ -	\$ 2,916.67	\$ 44,271.52
Total	2,127,419	4,276,844	2,149,425	\$ 414,171.87	\$ 256,610.66	\$ 55,882.87	\$ 13,315.45	\$ 35,000.00	\$ 678,349.94
Cost for PV Array				\$ 2,352,000.00					
Net Savings (Year1 - Year10)				\$ 6,783,499.40					
Net Savings (Year11 - Year30)				\$ 8,434,785.63					
Pay Back Initial Installation (years)				3.5					
Pay Back after Replacement (years)				5.6					

Simple Payback Analysis for 2,500 KW Solar PV Array



BUILDING SYSTEMS AND EFFICIENCY

The Colorado State Fairgrounds is served by Black Hills Energy for electrical services and Xcel for natural gas. Existing buildings at the Colorado State Fairgrounds are currently cooled with Evaporative Coolers (Swamp Coolers) or packaged rooftop units with air-cooled DX cooling and gas-fired heating. Buildings throughout are provided with unit heaters to provide heating and freeze protection during the winter. Based upon more stringent energy codes, different systems can be employed to both increase efficiency and reduce the site's carbon footprint. Recommendations for building systems will need to factor in the building usage, occupied hours, and occupant type, as well as if the building is existing or new.

Recommendations

- All new buildings should be designed to a minimum LEED Gold level or equivalent standard in a similar sustainability framework. Formal certification is not required, but informal tabulation of credits and scores should be performed.
- All new buildings should establish a performance tracking system to ensure the lifecycle efficiency of the building and associated systems.
- All new buildings and renovations should use materials that are low emitting, recycled, sustainably produced, and locally sourced to the greatest degree possible.
- All new building systems, lighting and lighting controls shall meet the 2021 International Energy Conservation Code (IECC) for controls and efficiency.
- Upgrades to building systems should attempt to reduce dependency on Natural Gas to electrify the building and reduce the overall carbon footprint. (Assist the community in meeting the Colorado State Climate Action Plan to Reduce Pollution).
 - Note carbon footprint can be measured by Greenhouse Gas Emissions (GHGe) this number is calculated to determine your CO2 emissions to the atmosphere based on energy

usage types. This addresses operation carbon, embodied carbon is the carbon emissions associated with manufacturing, delivery and installation of materials. GHGe contribute to global warming.

For buildings that do not require precise temperature control but require tempered air to be provided during Fair-time or year-round it is recommended evaporative coolers be pursued with air-source heat pumps and/or natural gas-fired heaters for freeze protection.

For buildings that require precise temperature controls and are utilize year-round a combination of the systems highlighted above can be utilized to reduce the natural gas dependency as well as increase the overall system efficiency. For smaller-scale buildings (<5,000 SF) packaged rooftop systems or VRF systems air-cooled are an excellent way to provide electrical cooling/heating to the building. The cost basis for each one depends greatly on the overall scale of the building as well as the energy efficiency goals of the building/ site. For medium (5,000 – 50,000 SF) / larger (>50,000 SF) buildings packaged rooftop systems can be utilized or for higher efficiency targets water-cooled VRF or heat pumps can be utilized to achieve greater levels of efficiency. Geothermal systems can be evaluated on a project per project basis as the applicability can vary widely depending on the building size/type/use.

VIABILITY OF A CENTRAL UTILITY PLANT OR PLANT(S)

The viability of a CUP is explored in detail in **Appendix 5**. As can be seen in the following map, CUPs are more applicable on campuses where the buildings are close together have year-round usage and sufficient scale to justify upfront installation costs. More experienced maintenance staff can be required to operate more complex systems. Based on the higher length of distribution required, the average cost to install, and based on the size of the buildings, there may not be a payback to installing a single CUP.

ENERGY CONSERVATION MEASURES AND WATER CONSERVATION MEASURES

Envelope:

- Chromogenic Windows: Electrochromic and Thermo-chromic.
- Hi-R-Low-E Window Retrofit System
- Solar control Films
- Vacuum Insulated Panels for Roofing Applications.

Energy Management:

- Submeters and Analytics: Full Panel
- Wireless Thermostats for Pneumatic Systems

HVAC:

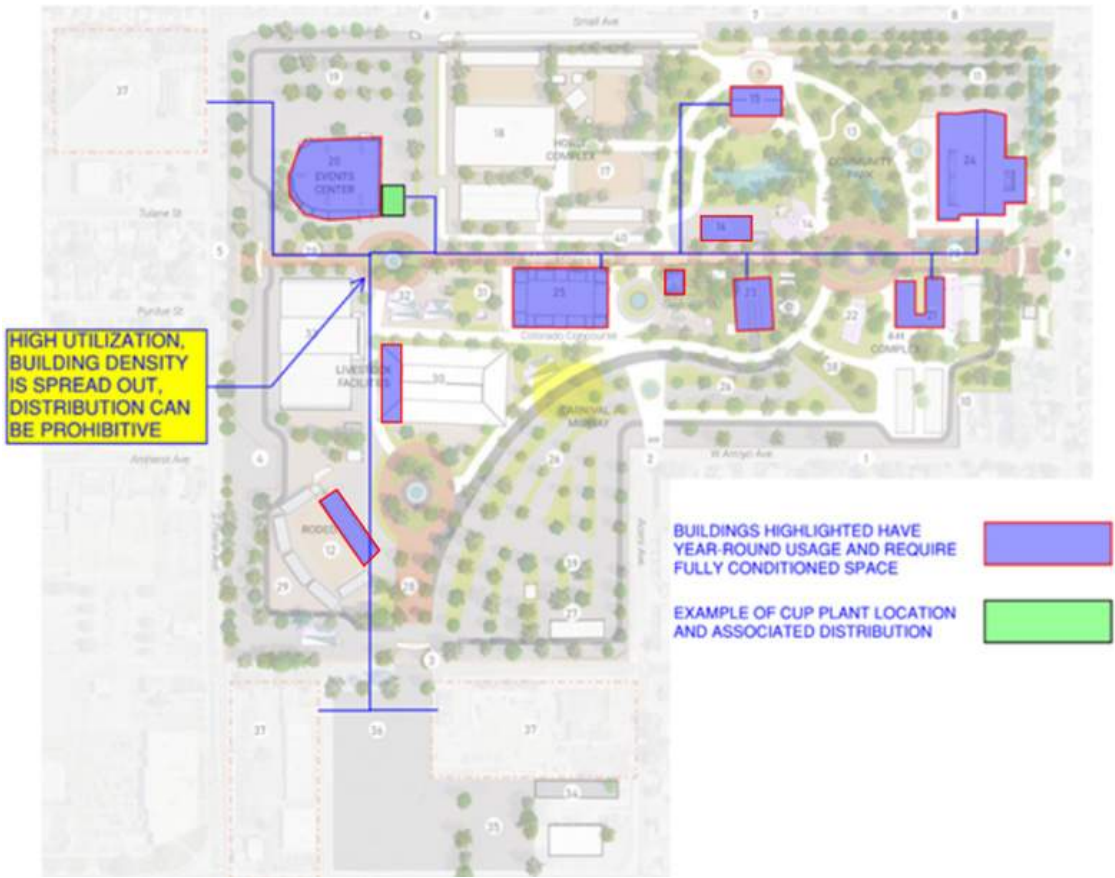
- Condensing Boilers
- Fan Belts: Synchronous and Cogged
- Indirect Evaporative Cooler
- Software-Controlled Switched Reluctance Motor
- Variable-Speed Magnetic Bearing Chiller

Lighting:

- Advanced Lighting Controls and LED
- Integrated Daylighting Systems

On-Site Power & Renewables:

- Photovoltaic System Performance



CUP example location with site distribution



Design Guidelines – Architecture, Landscape, Gates Entries, Parking & Mobility

Design standards and guidelines are an important tool to establish and maintain both character and function of a development, community or facility. Standards and guidelines can be prescriptive, proscriptive, descriptive or – more typically – a blend of all three. In the case of the Fairgrounds, where an extended program of phased improvements is anticipated, it is especially important to elaborate on the ‘why’ behind the standard or guideline so that as conditions, technology and preferences evolve, future champions have the flexibility to determine if a proposed improvement meets the intent of the overarching Master Plan.

Standards are generally framed as ‘must’ or ‘shall’ statements and are considered requirements. Guidelines are often phrased as ‘should’ statements and are considered strong suggestions. This document includes high-level guidelines intended to provide an overall view of the character intended by the Master Plan. In the future, the CSFA may wish to undertake a separate, complementary effort to refine this direction, on a site wide, zone-specific or even project-specific basis.





ARCHITECTURE

Building heights, massing and orientation should be designed to frame streets and public spaces; create a comfortable pedestrian environment; reinforce the circulation hierarchy established by Main Street and Colorado Concourse; and support visitor orientation and wayfinding.

Style

- Buildings within the designated historic district style should focus on the form and materials called out in the historic designation, specifically larger scale structures with stylistic references or features related to agricultural production.
- Outside of the historic district, structures may continue this style or pursue more contemporary form and materials, but should take care to not detract from existing historic styles.
- Transition between the historic district and other zones should be carefully designed to avoid jarring juxtaposition of styles, massing and height.
- Each developed element within the Colorado State Fair should elevate the campus as a whole and be characterized by excellence in design. Design should be authentic to the agrarian heritage of the Southern Colorado Area. Its richness is derived from its purpose and function and is rooted in timeless design standards of form, scale and order. The long-standing agricultural roots and pride of ownership are expressed through the thoughtful application of common materials and construction methods.

DESIGN FOR THE REGION

The campus should feel like a product of the community, not a unique architectural feature imposed upon the community. New developments and improvements should respect the existing buildings and celebrate the history of the Fair. The materials and styles of the buildings are of the Pueblo region. The landscaping selections and layouts are typical of a Colorado gathering place.

CREATE A COHESIVE CAMPUS

There are three primary ways to unify the campus— through its architecture, graphics, and landscaping.

All new developments and improvements should articulate how they are using these elements to reinforce the goal of creating a unified campus. Diversity of style is permissible and encouraged, but each project should strive to be part of the cohesive whole. Unifying elements currently found on the Fairgrounds include the use of local stone, earthen colors, clerestories and pitched roofs and human-scaled buildings.

DESIGN FOR FLEXIBILITY & GROWTH

The Colorado State Fair is situated in a region that is charged with growth and potential. Flexibility of use is characteristic of all developments at the Fair and of the site itself. Developments should be designed to accommodate multiple uses, to anticipate future expansion, and must take care not to limit the capacity for future growth.

DESIGN FOR THE PEDESTRIAN

Most of a visitor’s experience of the Colorado State Fair is as a pedestrian. Wayfinding and navigation need to be more intuitive, and human scaled design is needed to balance the vastness of the landscape. Improvement of the outdoor experience at the Fair through more activated outdoor spaces and pedestrian connectivity is a priority.

DESIGN FOR RESILIENCY & DURABILITY

The facilities of the Colorado State Fair are meant to be used. Billed as “blank canvas” buildings designed for all occasions, they routinely host “carpet and chandelier” events and livestock shows within the same venue, and must be designed accordingly with consideration given to operational concerns of maintenance, cleanability and longevity.

New facilities should consider local climate conditions and be designed to optimize energy efficiency, apply daylighting strategies, and utilize sustainable contraction practices.



Contemporary Form



Historic Pueblo Corbels



Historic Pueblo Design



Form and Massing

Building heights, massing and orientation should be designed to frame streets and public spaces; create a comfortable pedestrian environment; reinforce the circulation hierarchy established by Main Street and Colorado Concourse; and support visitor orientation and wayfinding.

- To support a pedestrian-focused, exposition environment buildings over 3 stories or approximately 40’ should have an architectural step-back at the third floor/approximately 28’ level.
- To aid in visitor orientation and wayfinding, building massing should clearly articulate primary and secondary entrances, with primary entrances facing main pedestrian circulation corridors.
- Building entrances should be further defined by the use of pedestrian-scale architectural features, such as (but not limited to) canopies, overhangs, arches and the like.

New and remodeled structures at the Colorado State Fairgrounds should strive to promote visually interesting forms and massing. These elements should promote campus cohesion among the variety of existing building types.

GUIDELINES

New building elements should respect the scale and form of the existing buildings on the campus, through limiting new development to existing building heights or by using setbacks to reflect the scale of existing buildings. This could be done by varying the massing of buildings to provide visual interest and reducing the perceived scale, particularly along pedestrian routes and primary drives. Other ways to accomplish this include horizontal offsets, setbacks and height variations. The structure and function of the building should be expressed and accentuated and not hidden, in keeping with contextual building traditions. Sloped roofs are generally preferred as the dominate expression, as they are characteristic of the campus and traditions (exceptions for certain building types will apply). Techniques such as clerestories and step-downs to reduce the scale and rationalize the massing are encouraged.



Stone Horse Stalls



Sheep & Swine Barn



4-H Auditorium

Orientation & Screening

- All buildings should orient primary entrances to Main Street or Colorado Concourse
- Buildings located between Main Street and Colorado Concourse should provide two primary entrances, one facing each roadway.
- No service entries or delivery/loading areas should face Main Street or Colorado Concourse.
- Service and delivery/loading should be restricted to specified hours and identified overflow locations during the fair event.
- All rooftop and ground-level mechanical equipment visible from the public realm should be visually screened.
- All trash dumpsters and exterior commercial trash receptacles must be enclosed by fencing that reflects the materials of the adjacent building.

Location of key elements within the grounds will help promote a more organized and developed arrival sequence. This creates a clear sense of public space within the campus and reinforces wayfinding through clearly identifiable entrances. A welcoming and obvious front door promotes a celebrated activation between the community and interior programming. Just as important is the need to minimize the impact of exterior trash containers, loading docks, open storage areas, utility connections, service drives, and service entries on the public experience at the Colorado State Fair.

GUIDELINES

Provide clearly identifiable public entrances to buildings, serving both primary parking facilities as well the central core. Orient primary and secondary facades of buildings to engage public areas, including pedestrian circulation routes and identified activity zones. Avoid arrangements that “turn their back on” the public areas or on the primary front-ages of other buildings on the campus. Buildings should interface with pedestrian routes and activity zones by locating public entries, fenestration, and

active interior functions along these areas. Public entrances should be distinguishable from the visual clutter often introduced during events, such as vendors, outdoor exhibits, and food trucks. Public building entrances should be located adjacent to primary public spaces or pedestrian routes. Use building lighting to highlight public entrances and create a welcoming expression. Consider designing building entrances to provide protection from the elements. Private building entrances should be muted in their design and located away from public areas, when possible, to avoid confusion of the visitor.

Locate service entries and equipment so that they are visually screened and physically separated from pedestrian-oriented public spaces. Use building layout, landscaping and constructed screens to obstruct views into building service areas from public areas and pedestrian routes on campus and from adjacent streets. Provide physical separation between service areas and pedestrian spaces to promote wayfinding and discourage unwanted access. Boundaries should be designed to not detract from the visitor experience and be clearly integrated into the design of the architecture and surrounding landscape. Suggested strategies include fencing, screening, seat walls or landscape features. Roof-mounted equipment should be visually screened so as not to be visible from public areas, pedestrian routes, or the public ROW. Provide designated areas for open storage of material as required by the Fair. Co-locate service areas, utility connections, equipment and open storage areas to minimize impacts on the visitor experience.



Transparency

- To increase pedestrian interest and promote the ‘exposition’ nature of the facilities, buildings should be designed to maximize glazing and transparency at the ground level.
- All windows should be non-reflective, high-transparency glass.
- Open-air facilities are allowed and encouraged, as appropriate to their use.

Encourage human-scaled buildings and enhance the visitor experience by promoting visually interesting façades. Provide enhanced transparency at public building entrances.

FAÇADE HIERARCHY

PRIMARY FAÇADE

The most visible façade to the public. Features the primary public entrance and is the most articulated façade with the highest level of transparency. Faces either a primary drive or a major pedestrian route.

SECONDARY FAÇADE

Facades along secondary drives. Features high levels of articulation, but with generally less transparency than is found on the Primary Façade.

TERTIARY FAÇADE

Façade along service drive and back- of-house areas, hosting service and loading areas. Typically viewed from a distance but should be designed as a cohesive part of the overall design with strong relation and continuity to the other facades.

GUIDELINES

Identify and define the project’s primary, secondary and tertiary facades of all built elements. Avoid undifferentiated facades to promote wayfinding within the campus. Provide articulation in the design of building facades to provide visual interest and a human scale, particularly along pedestrian routes and primary drives. Break up the scale of building facades using fenestration, change-of-plane, horizontal and vertical elements, and changes in materials, texture and color. Provide enhanced transparency near primary building entrances and along plazas to promote activation and connectivity with interior functions. Buildings with facades that define important nodes or gateways along pedestrian routes should incorporate an identifiable architectural element to support campus wayfinding. Elevations of structures will be detailed to provide visual interest and avoid unattractive views from adjoining public streets. Consider using details authentic to the Colorado State Fair and the Pueblo region to achieve façade articulation. Suggested techniques include exposed wood posts, beams and trusses and articulated structural connections.

Consider the region’s strong sun, which may be leveraged by providing projections and textured materials to cast shadows and provide visual depth and should be accounted for by providing shading of glazing areas exposed to direct sunlight—particularly along the south and west facades. Consider the impact of transparent elements on the façade during evening hours, when illumination from within may be used to highlight feature elements and primary public entrances.

Materials

- All buildings should use durable, high-quality materials appropriate to the climate and the local Pueblo context.
 - Materials characteristic of the CSF include: stacked local stone, colored and split faced concrete masonry unit (CMU), stucco, metal panel siding and roofing, exposed steel frame, and exposed wood frame.
 - Materials to be avoided include: panelized masonry, tilt-up concrete, exterior insulated finishing system (EIFS, or ‘faux stucco’), vinyl siding, fiber cement siding.
- On all facades, building materials should turn the corner in an integrated manner and obvious façade treatments are prohibited.
- Color palette should be balanced throughout the zones and Fairgrounds as a whole.

Encourage regionally specific materials that complement the existing palette of the Fairgrounds and the surrounding community while providing opportunities for innovation and progress.

GUIDELINES

Material and color palettes should be rooted in and build upon the existing character of the campus and the region. A unified simplicity of the building’s form and material palette is encouraged and would be character with the existing grounds. Design that utilizes fewer materials, muted colors, with meaningful accentuations is preferred. Materials that are of proven durability that will weather well and gracefully age into the environment. They must also be abuse-resistant in high-traffic areas such as loading zones and animal areas to a height of 4ft above grade. Consider materials that provide visual interest and convey a sense of human scale through their texture and detailing. Apply materials in a way that creates contrast and depth by casting shadows.



Local Stone Material



Exposed Wood Frame



Stucco Material



LANDSCAPE

The Fairgrounds landscape should be attractive in all seasons; support and promote CSF identity; contribute to an improved user experience; support orientation and wayfinding; and provide a context-sensitive demonstration of sustainable landscape design, materials and stormwater management.

Trees & Planting

Care must be taken when investing in new plant materials at the CSF. The environment is hot, dry and the survival of plant materials depends on proper plant selection, soil preparation, construction methods and supply of adequate water and nutrients. A registered Landscape Architect should provide oversight for all planting design and installation.

- Street trees, ie those planted along Main Street, Colorado Concourse and on streets outside the CSF gates and perimeter, should be large, stately trees resembling the historic elms and honeylocusts planted historically, and include a variety of species to provide year-round interest, reduce the impacts of species-specific pests and promote better tree health.
- Plant materials should be selected to provide summer shade and winter interest.
- Native and drought-tolerant plant species should be selected to minimize irrigation needs.
- Areas of sod should be limited and used intentionally, such as where informal concert seating or picnicking is expected. Drought tolerant turf mixes should be considered.
- Groundcovers must be drought-tolerant and can be supported with non-plant materials such as crushed gravel, crushed stone and pea gravel. Large river rock should not be used.
- Irrigation should be provided for all planting to ensure plant survival. All irrigations systems should include rain sensors. A master irrigation system based on zones should be considered.

Park Areas & Plazas

In order to present a cohesive environment and identifiable CSF experience, the various public realm gathering areas including parks and plazas alike should be designed using common materials, elements and forms.

- Public realm cohesion can be achieved through the use of low, stacked stone walls - used as either seating walls or low planters - that serve to define spaces and are repeated in each of the public gathering areas.
- Provide a variety of gathering spaces/seating arrangements suitable for singles, small groups and large groups.
- Parks and plazas should be designed with multiple clear, access points and clearly defined edges. Edges may be defined by paving, architecture, walls or similar elements.
- Parks and plaza should provide a variety of seating options, including benches, chairs and tables and seating walls. Non-dedicated features such as seat walls provide extra seating during fair time without an appearance of 'emptiness' during the rest of the year.

Screening, Fencing, Walls

The perimeter walls at the CSF are a unique feature requiring repair, and in some cases reconfiguration.

- Portions of the CSF perimeter wall are designated as part of the historic district. The original walls are stone faced, although over the years portions of the walls have been altered or repaired and subsequently covered with stucco. Several segments of the wall are in need of repair, and whenever possible these repairs should restore the walls to their original condition.
- Portions of the perimeter walls in areas of high community visibility and with public-facing facilities should be redeveloped with a more transparent, visually permeable character to promote greater community integration and a 'welcoming' feel for year-round community use.



Pueblo Riverwalk



Stone walll

itwperformancepolymers.com



Stone post and fence combination

novocom.top



Furnishings

Furnishings should support and promote CSF identity; contribute to an improved user experience; provide attractive visitor amenities that can be maintained without extensive upkeep.

- Furnishings such as benches, trash receptacles and lighting should be selected to reflect a consistent character throughout the Fairgrounds.
- Inviting, comfortable, moveable furniture should be deployed throughout the Fairgrounds and especially in shaded areas.
- Furnishings should be durable and require minimal maintenance. When selecting metal furnishings, powder coated furnishings minimize heat absorption and provide easier graffiti mitigation. A common color should be selected and used throughout all furniture selections.
- Bicycle racks should support bicycles at a minimum of two points, and should be placed near each gate, key entrances at buildings utilized year-round, or other prominent locations where they can benefit from passive surveillance.
- Benches and informal seating such as seat walls should be oriented to promote social orientation.
- To control odors and promote a pleasant resting environment, trash and recycle receptacles (whether a single divided receptacle or two separate receptacles) should be placed near but not immediately adjacent to seating.

Paving

Paving should be used strategically for defined circulation or pedestrian-related uses. It should support multi-modal circulation; provide an all-ages, ADA-compliant experience, and be constructed of durable, long-lasting materials.

- To reduce ambient temperatures and mitigate the urban heat island effect, the use of light colored (minimum reflectance 0.3) paving materials is encouraged.
- Where possible, both circulation corridors and gathering spaces should emphasize alternative paving systems that promote stormwater management, flexible use and result in a cohesive image. Examples of these materials include crushed stone, modular paving systems, local flagstone paving and permeable paving -
- When installed properly, buff crushed stone can be a cost-effective, informal and locally appropriate material. It should only be used in areas outside of high-traffic corridors or vehicle turning movements.

Art

Placing art throughout the Fairgrounds can help to cultivate a festive environment. Art can take many forms.

- Themed and repeating art elements such as the painted cow sculptures of the CowParade - an international public art exhibit featured in cities around the world - would be appropriate at the CSF. This exhibit features fiberglass sculptures of cows decorated by local artists and distributed around a neighborhood or downtown area. A similar approach at the CSF would enliven the public realm and celebrate local, state and regional artists.
- Murals are another potential form of art that can add texture and character to the Fairgrounds while celebrating and exhibiting Colorado's artists.

Signage and Wayfinding

Clear signage and wayfinding are important in helping visitors navigate the Fairgrounds, and a cohesive approach to signage and wayfinding should be deployed throughout the Fairgrounds. Master Plan strategies include restructuring the circulation system around primary gate access points, circulation corridors and wayfinding plazas.

- CSF should develop a signage plan that creates a 'family' of signage including entry, building, directional and informational signs. A cohesive character, as identified in the Master Plan process, should address color, materials, scale and font styles, and be festive and non-institutional in character.
- Major signage should be authentic to the CSF and use enduring materials.

Lighting

The Fairgrounds should present an integrated lighting strategy that contributes to a safe, active and attractive pedestrian environment. Lighting should reinforce a sense of place and promote the unique, historic character of the Fairgrounds. Dark Sky and energy efficiency strategies should be considered in the overall lighting approach.



1 art element - instagram moments, memory making experiences, murals



Public art
photos.igougo.com



Photo moments
blog-espritdesign.com



Public art
chieftain.com

2 furnishings - warm and inviting, near shade or planting areas, moveable and fun



Beer garden seating
onmilwaukee.com



Wood bench



Wood top bench
dienlanhsapa.com



Recycled plastic chairs
lolldesigns.com



Conceptual rendering of Colorado Food Plaza

3 wayfinding - multipurpose signage, lighting and acoustics



Signage
rsmdesign.com



Signage
downgraf.com



Lighting
structura.com

4 planting



Native planting
gardendesign.com



Denver Botanical Garden
botanicgardens.org



Native planting
seewcd.org

5 hardscape



Asphalt paving
wasla.org



Decomposed granite surface
austin.eater.com



Flagstone path
itwperformancepolymers.com

6 planters / seat walls



Stone wall
itwperformancepolymers.com



Historic stone



Seating
landscapeforms.com



GATE ENTRIES, PARKING & MOBILITY

The front gate provides visitors’ first impression of the Fairgrounds, whether arriving for the State Fair or another event. Entries should be designed to promote the character of the CSF; reinforce pedestrian priority; be ADA-accessible; assist in orientation and wayfinding by defining primary, secondary, tertiary/service entries.

Surface parking lots should be designed and located to maintain the pedestrian-orientation of the Fairgrounds. Reduced parking quantities allow the grounds to be used for other purposes that more actively promote the goals and mission of the CSF, including horticultural display, permanent expositions and similar features. The quantity of permanent parking should be minimized and should reflect the year-round needs of the Fairgrounds rather than the elevated demand experienced during the Fair event.

Enhanced mobility should be a priority when considering the design of the gate areas. Providing adequate amenities for transit riders, cyclists and pedestrian encourages the continued use of these alternate modes of access.

Gate Entries

- The many gates into the CSF should be design to establish a design hierarchy predicated on the primary use of each entrance.
- The east Gate 9 facing Beulah Avenue and the west Gate 5 facing Prairie Avenue should be designed as the two primary entrances to the CSF.
 - These primary gates should project a sense of arrival and celebration.
 - These gates should include designated queuing area sized to accommodate Fair crowds in comfort, including provision of shade.
 - These gates should provide defined waiting area for visitors waiting for other members of their party prior to queuing for tickets.
 - These gates should provide extensive urban design and landscape elements calibrated to maximize visual interest. Elements could include: freestanding or architecturally integrated artwork (murals, etc); trees, perennial and annual beds, planter pots; flags and banners; special paving; formal and informal seating.
- The ‘insert gates’ (Gate 2, Gate 3 and Gate 7) should be designed as secondary/re-entry entrances. These entrances should provide continuity with the theme and ‘look’ established at the primary gates by using similar materials and design features. These gates may use a smaller number of elements, a curated selection of elements, or smaller scaled elements.
- Other entrances (Gate 1, Gate 4, Gate 6, Gate 8 and Gate 10) should be designed as service/loading/ specific use gates with design scaled to their anticipated use.

Parking

- Permanent paved surface parking should be sized to meet the year-round needs of the Fair, not Fair-event levels.
- To beautify and promote a pedestrian scale, and to reduce the impacts of large areas of paving, permanent parking should include landscaped islands.
- Additional parking for the Fair event should utilize alternative paving options that allow the area to be used for other purposes year-round.
- Dedicated parking areas should be minimized within the core Fairgrounds area; parking on the perimeter of the grounds should be preferred, with associated landscape and urban design enhancements that reduce the perceived distance to central attractions.

Mobility

- The Fair event should emphasize alternate mobility options that reduce the need for vehicle storage in the form of parking. Walking, biking, transit and ride-share are all options and should be encouraged through promotional campaigns as well as promotional pricing or other ‘perks.’
- The Fair event should include temporary, attendant-supervised bicycle corrals to encourage this mode and reassure cyclists of the safety of their bicycles.
- Providing adequate amenities for transit riders, cyclists and pedestrian encourages the continued use of these alternate modes of access.



Overall Cost Estimate

This section provides an estimate of the overall cost of site and building improvements included in the Master Plan. The estimated cost of the Master Plan in its entirety was used to determine the financial impact on the Fair and Fairgrounds. These findings further informed the Implementation Strategy for executing the Master Plan.



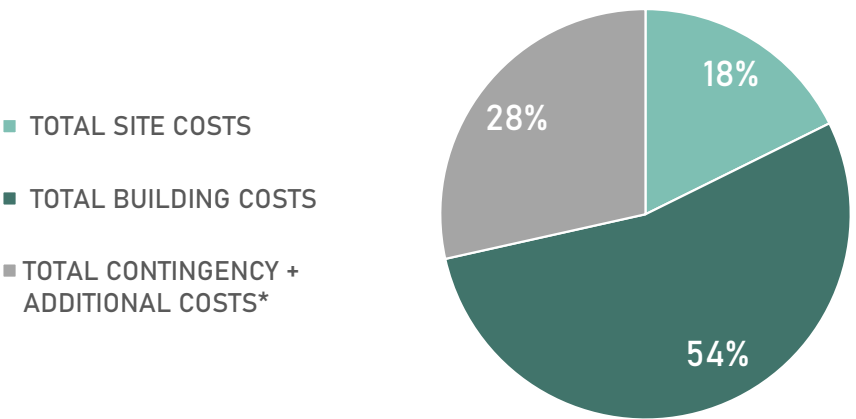


MASTER PLAN COST ESTIMATE

The Master Plan cost estimate is broken down by element and major project. Total project costs include the Total Cost plus Contingency and Additional Costs. Contingency and Additional Costs account for estimated contingency, design and engineering fees, furniture fixtures and equipment (FF&E), bonding and insurance. These costs are calculated using the year 2021 estimated construction costs and will increase over time. Overall, Total Site Costs account for 18%, Total Building Costs account for 54% and Total Contingency + Additional Costs account for 28% of the total project costs.

It is worth noting that the top four most costly Master Plan elements that account for almost 70% of the Overall Total Cost include:

- Existing building renovations (approximately 26% of the Overall Total Cost)
- New Multipurpose Facility and a portion of Community Park (approximately 18% of the Overall Total Cost)
- New Livestock Building (approximately 12% of the Overall Total Cost)
- Gateways – including entry Gates and plazas (approximately 11% of the Overall Total Cost)



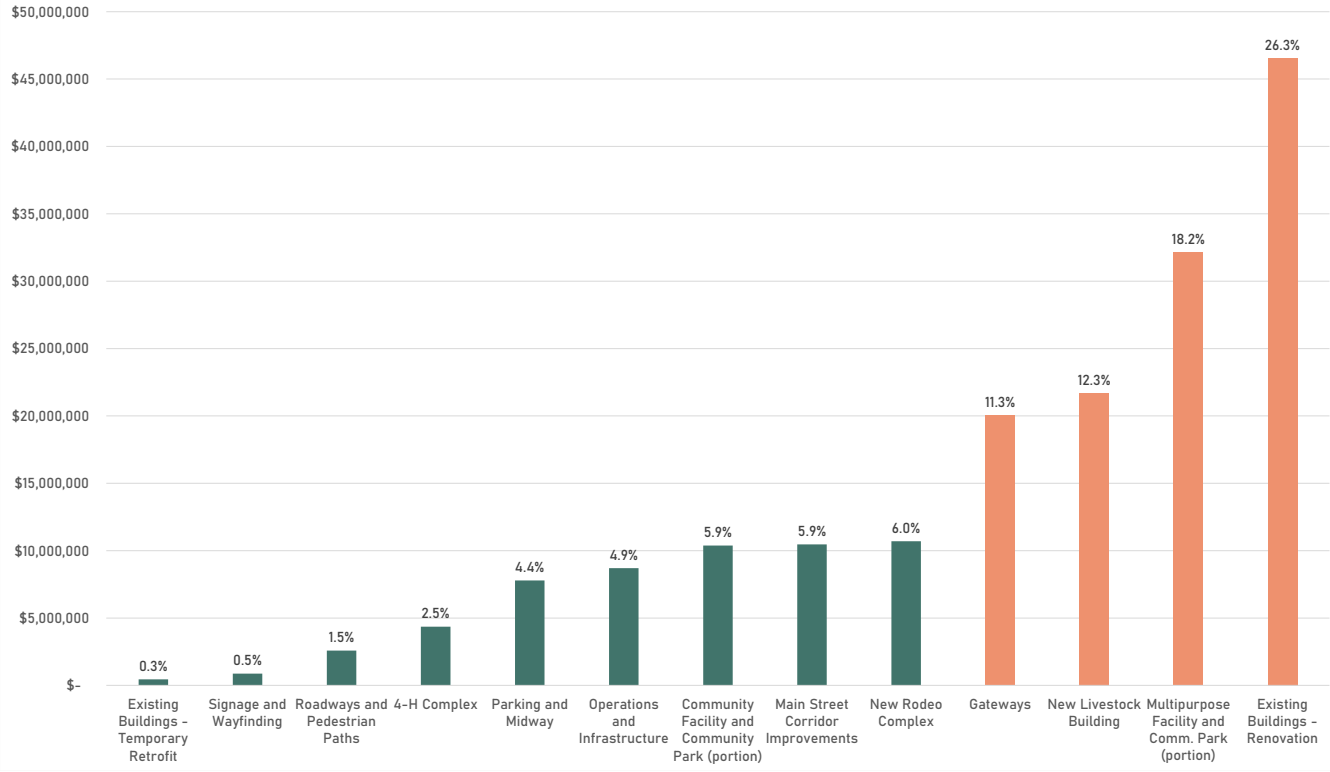
Total Project Costs will be further broken down by project phases in the Implementation section of this document.

Overall Cost Estimate

MASTER PLAN ELEMENTS	SITE COSTS	BUILDING COSTS	TOTAL COSTS	TOTAL COSTS + CONTINGENCY + ADDITIONAL COSTS*	%
Existing Buildings - Demolition	\$ -	\$ 170,000	\$ 170,000	\$ 240,000	0.1%
Existing Buildings - Temporary Retrofit	\$ -	\$ 320,000	\$ 320,000	\$ 450,000	0.3%
Signage and Wayfinding	\$ 630,000	\$ -	\$ 630,000	\$ 870,000	0.5%
Roadways and Pedestrian Paths	\$ 1,840,000	\$ -	\$ 1,840,000	\$ 2,580,000	1.5%
4-H Complex	\$ 1,120,000	\$ 2,000,000	\$ 3,120,000	\$ 4,360,000	2.5%
Parking and Midway	\$ 5,100,000	\$ 480,000	\$ 5,570,000	\$ 7,790,000	4.4%
Operations and Infrastructure	\$ 2,000,000	\$ 4,220,000	\$ 6,220,000	\$ 8,700,000	4.9%
Community Facility and Community Park (portion)	\$ 1,830,000	\$ 5,590,000	\$ 7,420,000	\$ 10,380,000	5.9%
Main Street Corridor Improvements	\$ 3,590,000	\$ 3,900,000	\$ 7,480,000	\$ 10,470,000	5.9%
New Rodeo Complex	\$ 1,320,000	\$ 6,330,000	\$ 7,650,000	\$ 10,700,000	6.0%
Gateways	\$ 8,750,000	\$ 5,560,000	\$ 14,310,000	\$ 20,020,000	11.3%
New Livestock Building	\$ 1,010,000	\$ 14,490,000	\$ 15,500,000	\$ 21,680,000	12.3%
Multipurpose Facility and Comm. Park (portion)	\$ 4,150,000	\$ 18,820,000	\$ 22,970,000	\$ 32,120,000	18.2%
Existing Buildings - Renovation	\$ -	\$ 33,300,000	\$ 33,300,000	\$ 46,570,000	26.3%
TOTALS	\$ 31,300,000	\$ 95,200,000	\$ 126,500,000	\$ 176,900,000	100%

*Contingency + Additional Costs account for estimated contingency, design and engineering fees, FFE, bonding and insurance

Total Costs + Contingency + Additional Costs*



*Contingency + Additional Costs account for estimated contingency, design and engineering fees, FFE, bonding and insurance



5. IMPLEMENTATION STRATEGY

The Master Plan Implementation Strategy is driven by priorities based on the goals of the CSFA and master planning process, immediate needs and adjacencies, costs, and impact considerations on operating revenue. Phasing strategies were developed based on these priorities that inform the steps within each phase of the Implementation Strategy. An estimated timeline and detailed description for all phases provides further information on the complexity of each move within each phase.

PHASING STRATEGIES

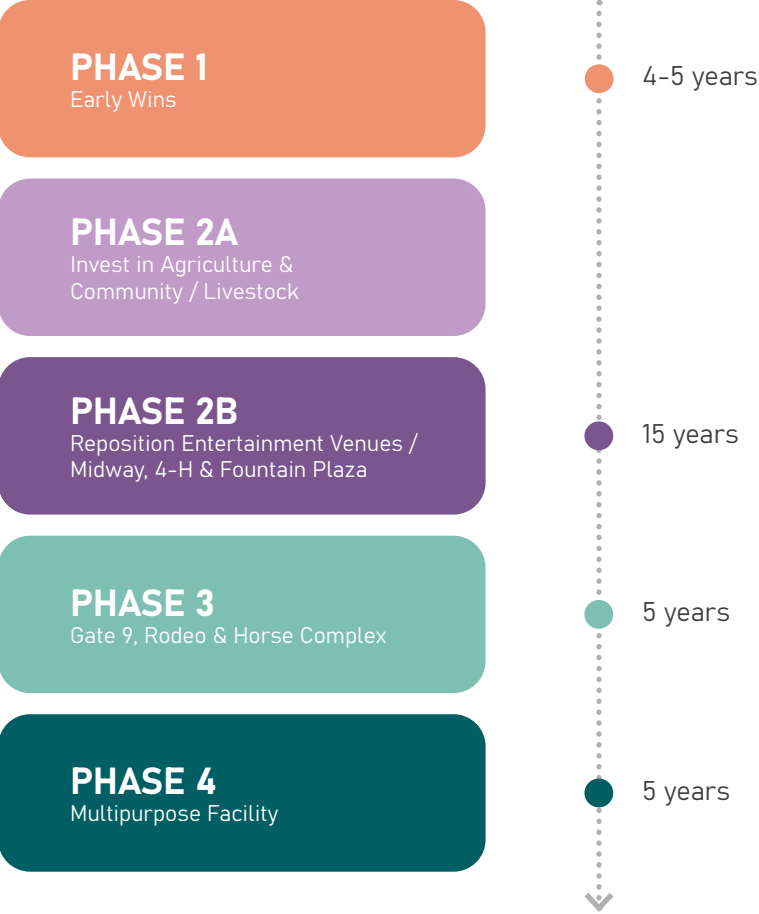
- **Reduce backlog of facility deficiencies.** Demolish buildings in poor condition in early phases and work toward replacement.
- **Go for “early wins”.** Prioritize projects with low investment with high reward. Enhance the experience of the Fair for all visitors and reduce the expanses of under-utilized pavement, create new entertainment plaza, enhance Main Street, add green space and tree canopy.
- **Engage the community.** Start building the Community Building and Community Park early in the process, incrementally.
- **Add excitement and increase revenues.** Start moving the Midway to the central core to improve the Fair experience.
- **Invest early in agriculture.** This will be the first such investment in almost 60 years (1964).
- **Create temporary facilities.** Utilize existing or temporary facilities to facilitate implementation.
- **Build the largest facility last** - Northeast quadrant



Phasing

OVERALL PHASING & TIMELINE

The Implementation Strategy is comprised of the four phases outlined below. Phase 1 focuses on early wins, which are projects that can be implemented in the short-term with minimal costs, as well as demolition of some older buildings to prepare for the next phase. Phase 2 is the longest phase and is broken into two portions, 2A and 2B because the steps in each portion are somewhat interchangeable. Phase 2A primarily consists of constructing the new Livestock Building and Community Building. Phase 2B consists of transitioning the Carnival/Midway to its new location, relocating the Amphitheater and making improvements to the existing Fountain Plaza. Phase 3 consists of major improvements to the Beulah Avenue Gate (Gate 9), improvements to the Horse Complex, relocation of the Rodeo, and further expansion of the Community Park. Phase 4 consists of building the new Multipurpose Facility.



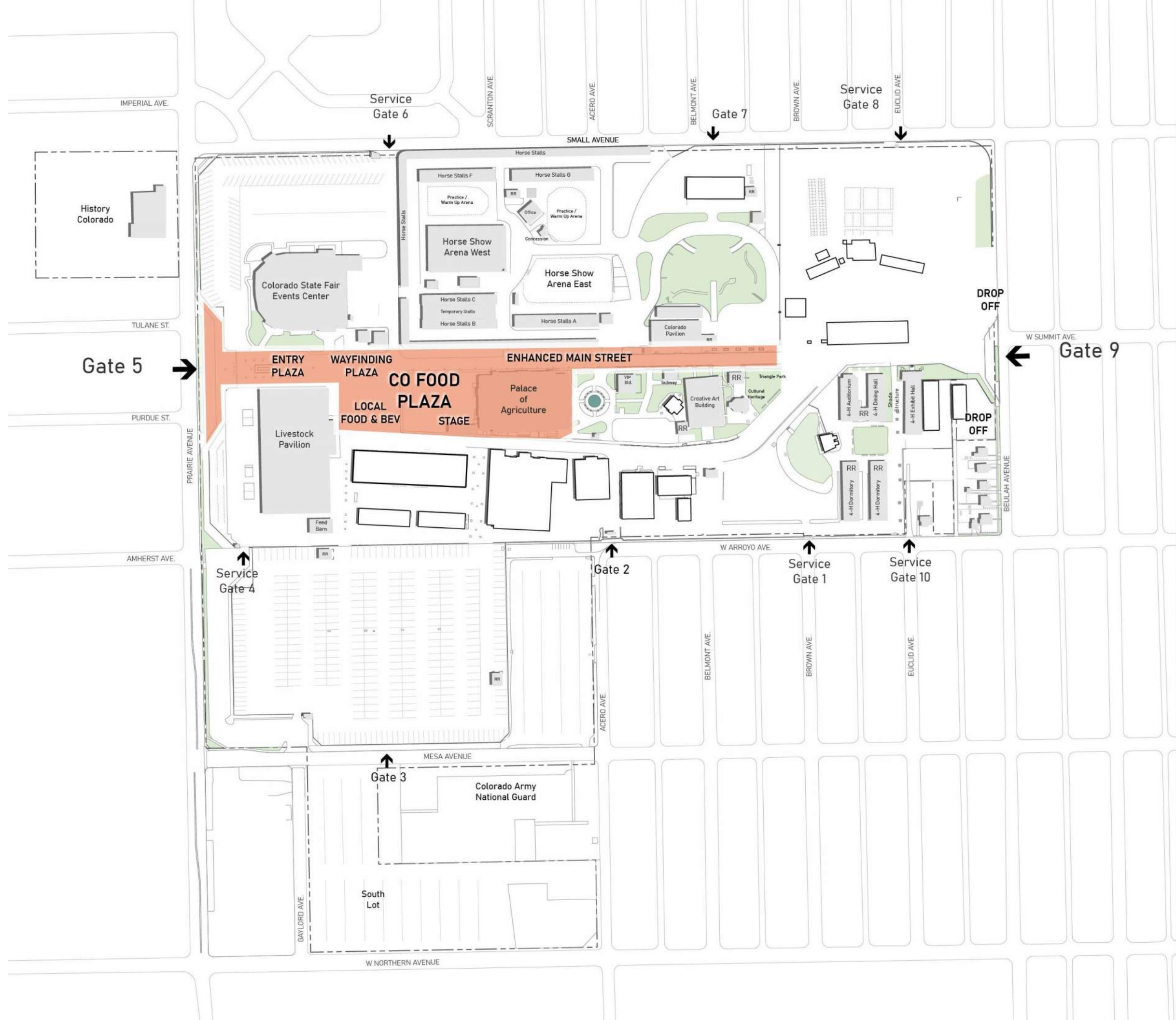
Overall, the full implementation of the Master Plan is estimated to occur over an approximately 30+ year period.



PHASE 1

Early Wins

Phase 1 establishes early wins through investment in the Prairie Avenue Gate (Gate 5) and Main Street, as well as the creation of a new dynamic Colorado Food Plaza. With the demolition of the Small Animal Building (poor condition) and Fine Arts Building, the Carnival can begin transitioning to the north and further strengthen the core of the Fairgrounds.





REMOVALS & RELOCATIONS

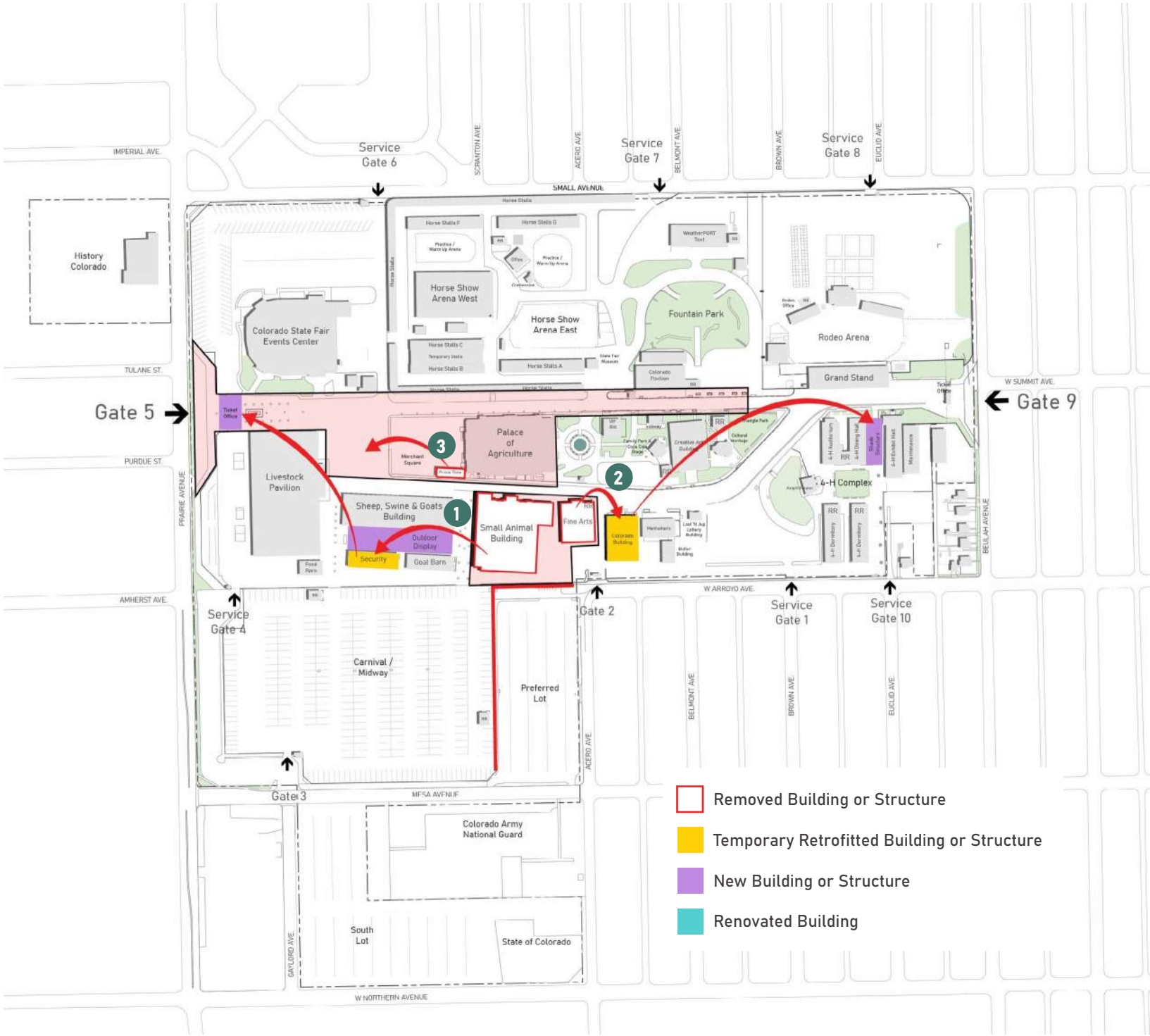
The following buildings will be removed in Phase 1:

- Prairie Avenue Gate (Gate 5)
- Prime Time Café (or State Fair Café)
- Small Animal Building
- Fine Arts
- Portions of the southern perimeter wall

The following relocations of uses and programs will occur as a result of the removed buildings:

- Security moves to Prairie Avenue Gate (Gate 5)
- Small animals are moved into the old security building (formerly a barn) and temporary tent structure (currently the Small Animal Building, which is not fully utilized)
- Fine Arts temporarily move to the Colorado Building
- Colorado Building uses move to a temporary tent structure or underutilized space (potentially the 4-H Complex)

	Removed Building	Existing SF		New Location	New SF	Difference in SF
1	Small Animal	(45,873)	→	Retrofit Security Building (Temp.)	+ 7,802	- 18,071
			→	Outdoor Display (Shade Structure)	+ 20,000	
2	Fine Arts	(14,097)	→	Retrofit Colorado Building	+ 10,100	- 3,997
3	State Fair Cafe	(2,548)	→	Colorado Food Plaza (Vendor Area)	+ 10,000	+ 7,452



Phase 1 removes and relocates a variety of uses between the Prairie Avenue gate (gate 5), the security building, Fine Arts and Colorado Building.



ENHANCEMENTS & NEW FACILITIES

The following enhancements and new facilities will be constructed in Phase 1:

- Improved Palace of Agriculture - new level floor, ADA entrances (estimated total repairs = \$8,315,850)
 - New Roof
 - Accessibility improvements
 - Raise central floor space
 - Exterior façade repair
 - Window repair and replacement
 - Interior updates to include office area and restroom updates
 - HVAC upgrades
 - Electrical updates
- Prairie Avenue Gate (Gate 5) - Ticket & Security Office
- Entry & Wayfinding Plaza
- Colorado Food Plaza - local food & beverage
- Enhanced Main Street
- Carnival expands north to the central core



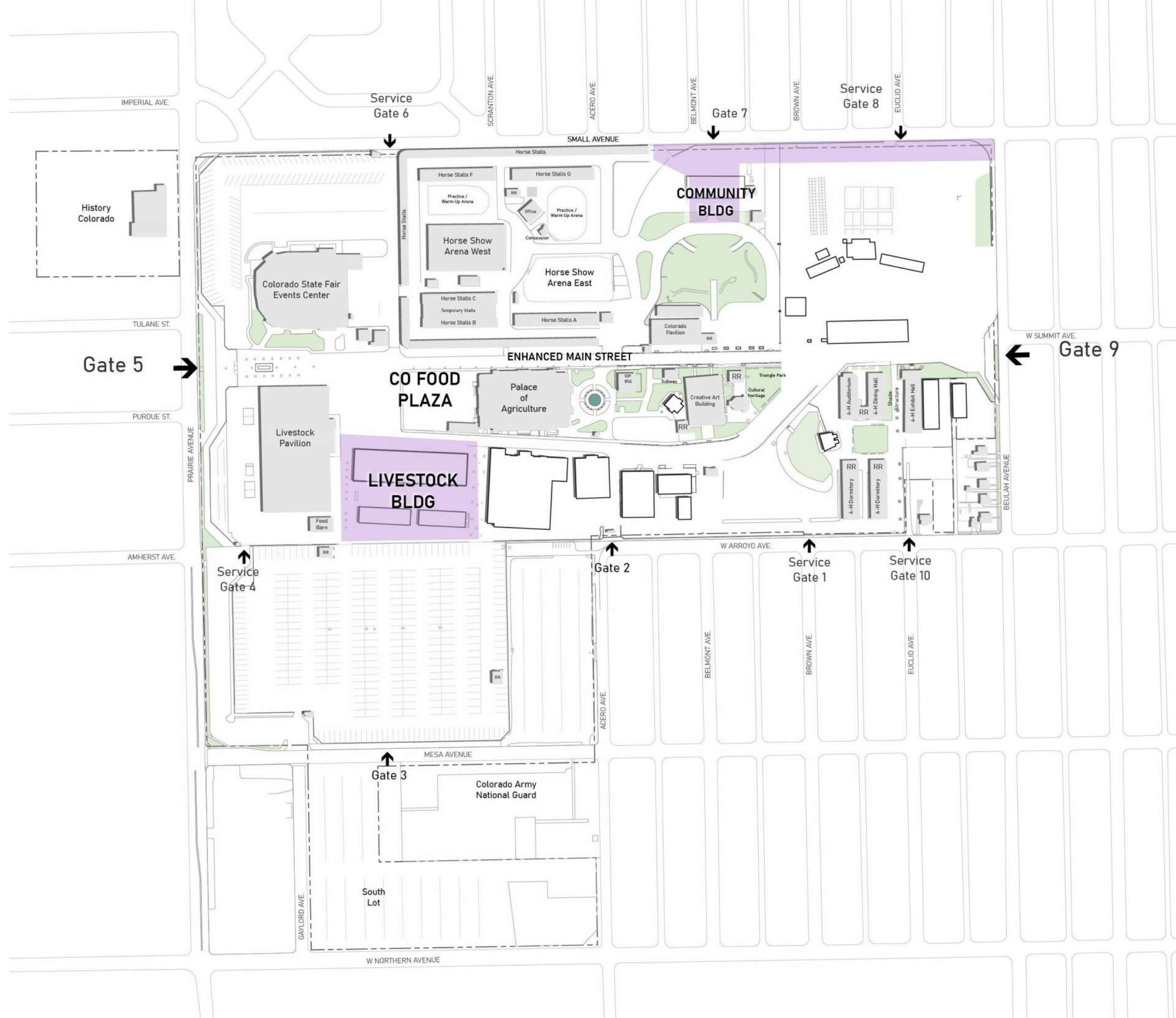
Phase 1 brings early wins and enhanced public outdoor spaces at the Colorado Food Plaza.



PHASE 2A

Invest in Agriculture & Community / Livestock

Phase 2A represents a major investment in new Livestock facilities - the first investment since 1964. It also creates an outward-facing community entry and facility.





REMOVALS & RELOCATIONS

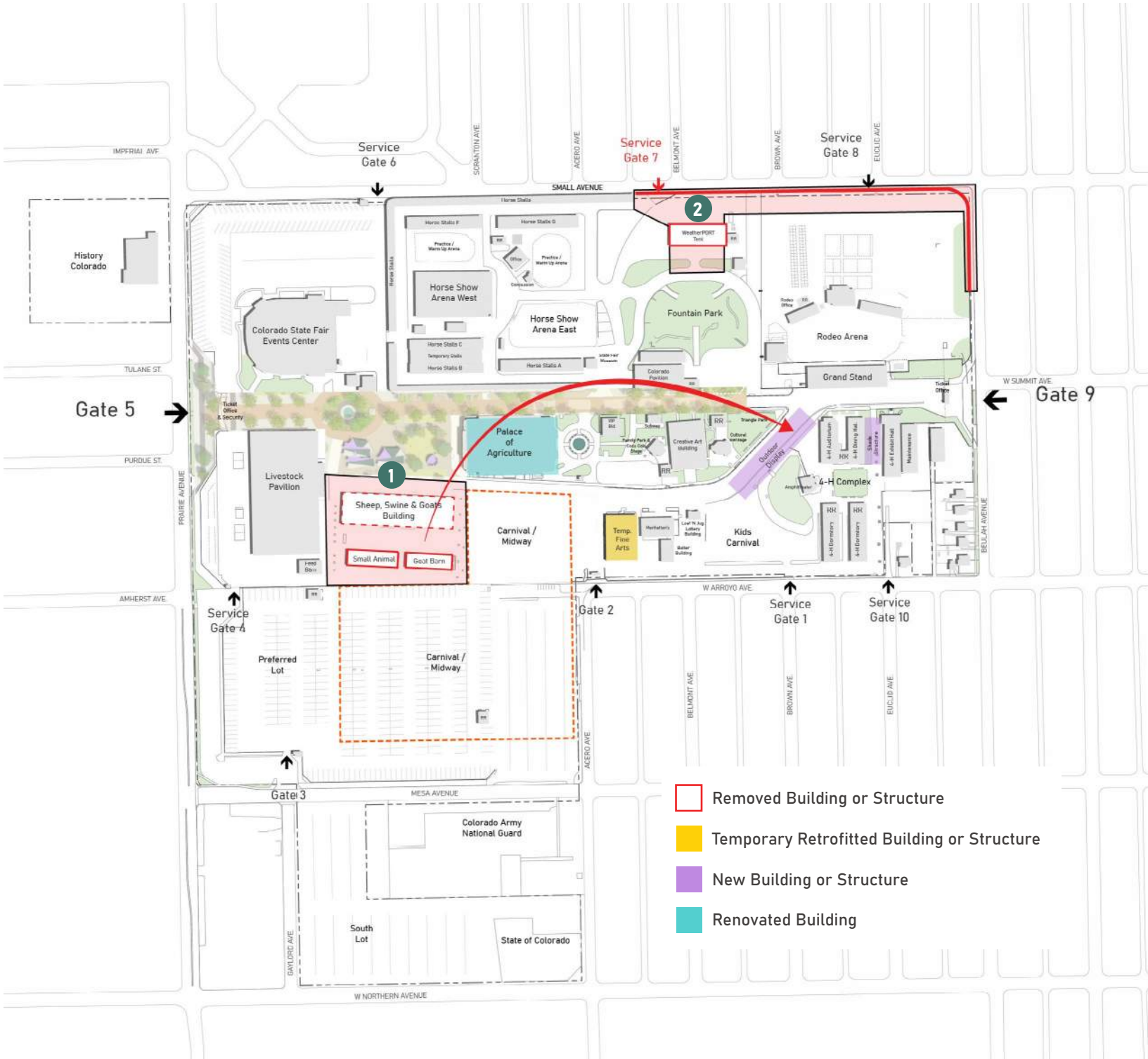
The following buildings will be removed in Phase 2A:

- Adapt Sheep & Swine Barn to incorporate into New Livestock Building
- Remove Small Animal Building (Previously Security Building)
- Remove Goat Barn
- Remove Gate 7
- Remove a portion of northeast perimeter wall
- Remove Weatherport Tent

The following relocations of uses and programs will occur as a result of the removed buildings:

- Relocate Outdoor Display Structure to 4-H area

Removed Building	Existing SF		New Location	New SF	Difference in SF
1 Small Animal (Old Security)	(27,802)	→	New Livestock Building	27,802	0
Goat Barn	(7,802)	→	New Livestock Building	7,802	0
Adapt Sheep & Swine Barn	(36,875)	→	Incorporated into New Livestock Bldg	36,875	0
Total				(72,479)	
New Livestock Bldg Capacity				80,500	+ 8,021
2 Weatherport Tent	(17,502)	→	New Community Bldg	+ 13,000	- 4,502



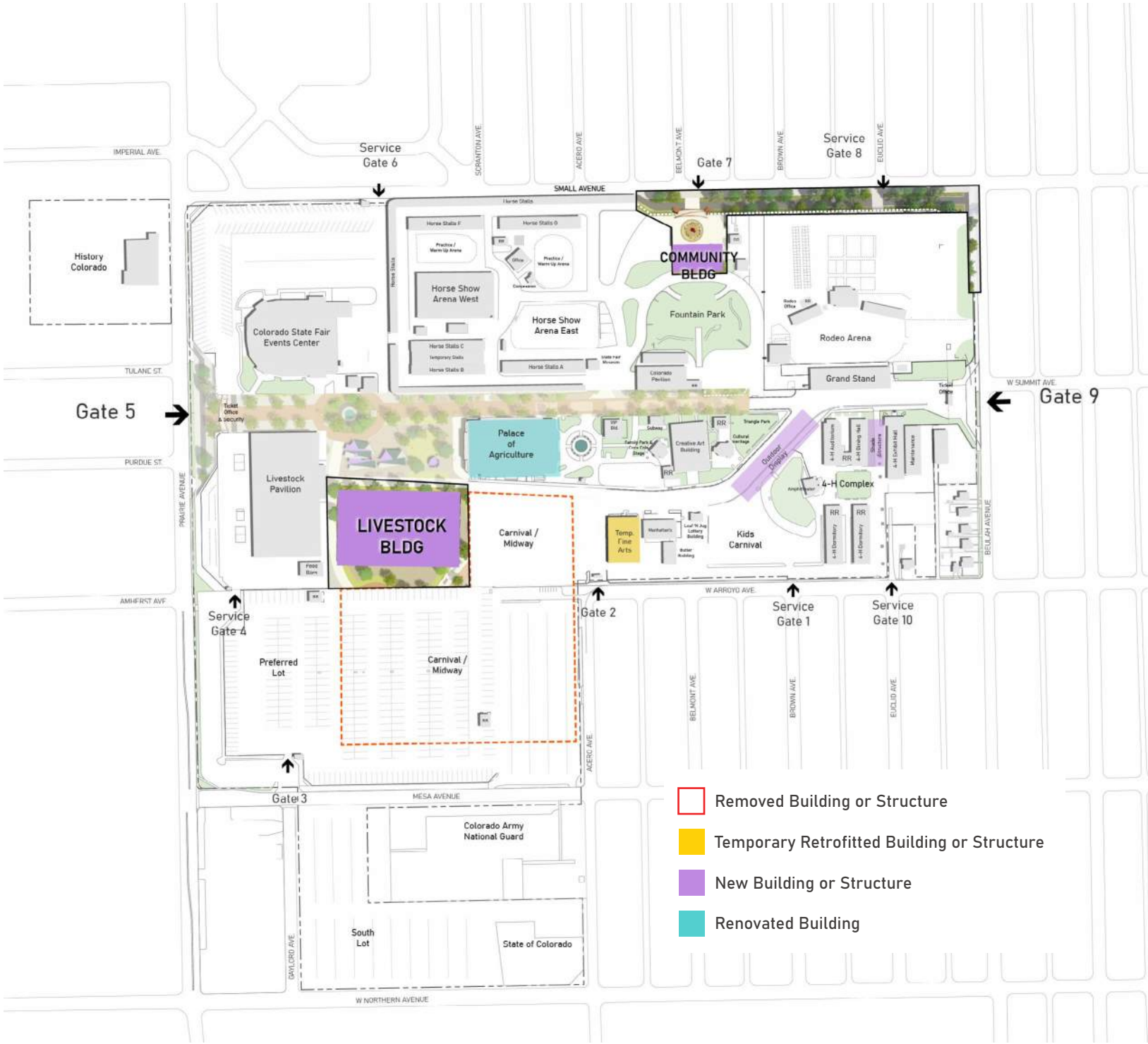
Phase 2A removes the Small Animal Building, Goat Barn, Gate 7 and Weatherport Tent. The Small Animal space and Goat Barn are relocated into a new Livestock Building.



ENHANCEMENTS & NEW FACILITIES

The following enhancements and new facilities will be constructed in Phase 2A:

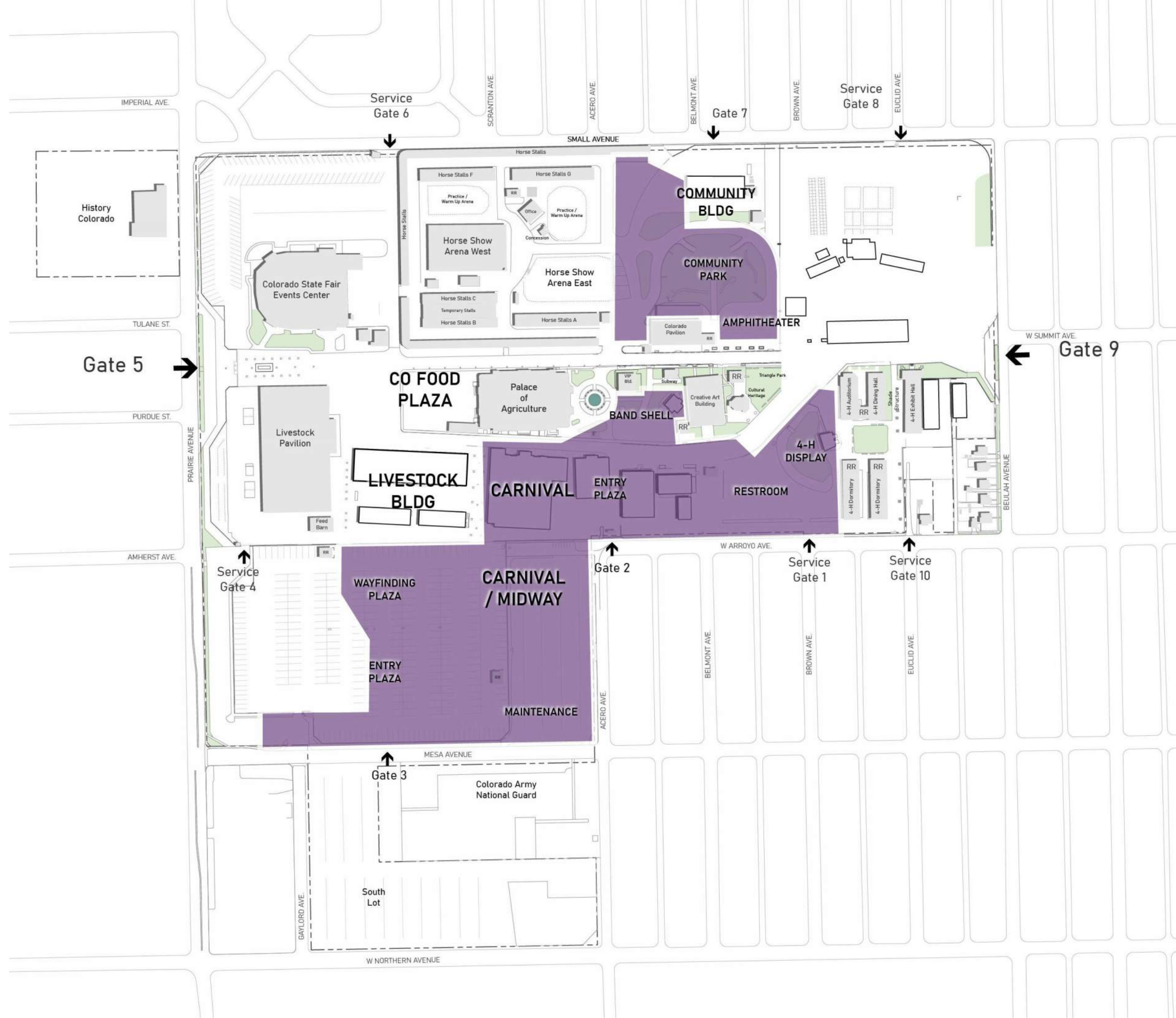
- New Livestock Building - housing Sheep & Swine, Goat Barn, and Small Animals
 - Concrete floor throughout
 - 75,000 SF of Stalling reconfigurable for judging and pens
 - 2 classrooms of 900 SF each
 - Show office space
 - Public Toilets
 - Large overhead fans throughout
 - Vet office near animal check-in
 - Animal scale area near load in/out
 - Drive through loading
 - Covered wash racks
 - HVAC system for all enclosed program spaces
- New Community Building (full or partially complete)
 - 10,000 SF of column free flat floor space
 - Public toilets
 - Changing room
 - Catering/plating room
 - Small office space
 - Include glass overhead garage doors as often as reasonable
- Gate 7 - Horse Complex / Community Entry
- Sidewalk connection along Small Avenue
- Permeable fence along northeast edge



Phase 2A emphasizes early investment in agriculture and the community with the construction of the new Livestock Building, the new Community Building and the enhanced sidewalk at Gate 7.



Phase 2B transitions the Carnival/Midway to its new site and removes the remainder of the smaller buildings and their deficiency backlog. Phase 2B also expands the Community Park and 4-H display space by relocating the Amphitheater.





REMOVALS & RELOCATIONS

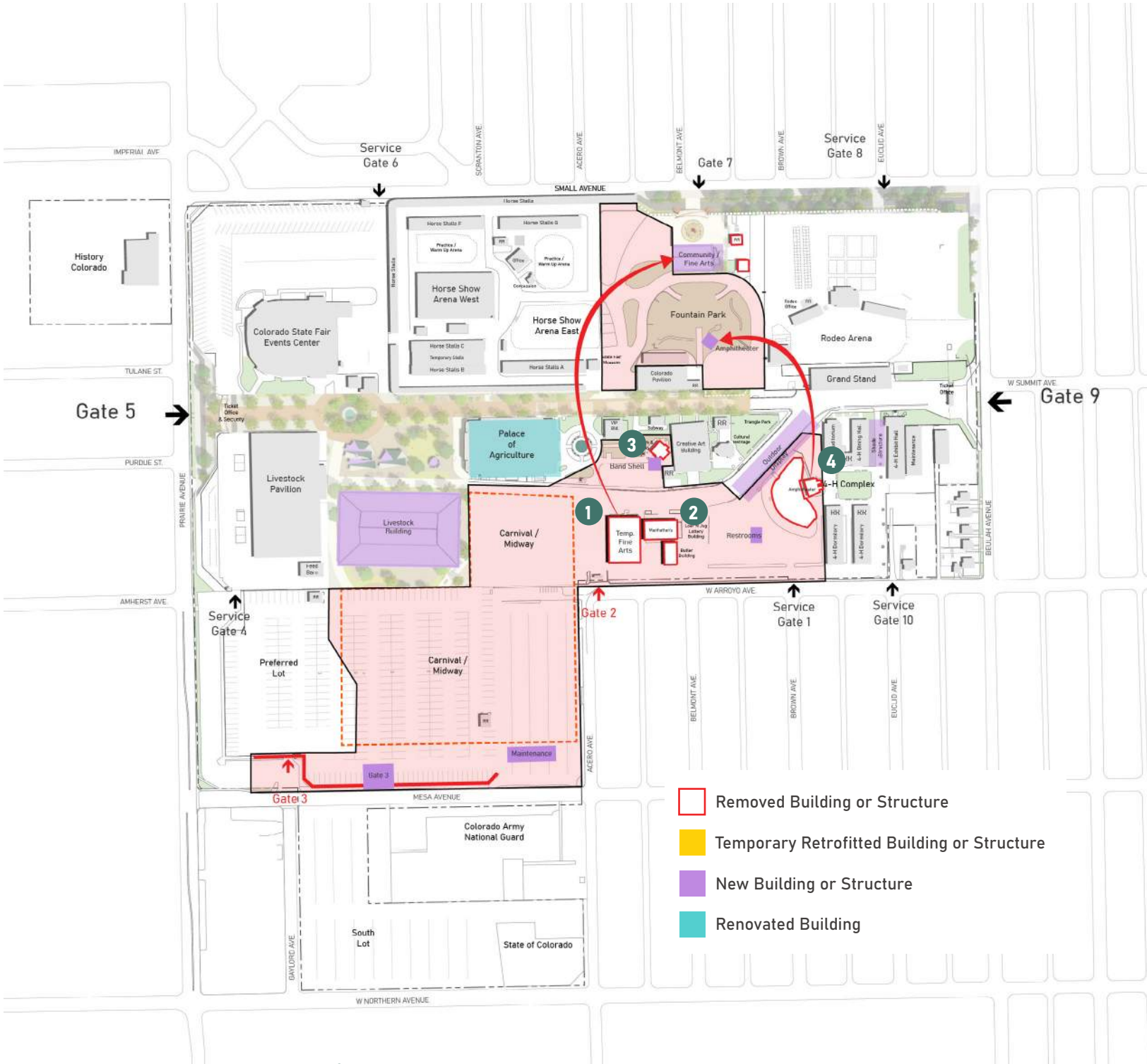
The following buildings will be removed in Phase 2B:

- Gate 3
- South Wall
- Colorado Building (Temporary Fine Arts)
- Manhattan's
- Butler Building
- Remove Amphitheater & Berm
- Remove Band Shell in Fountain Plaza
- Remove Restroom Vendor Loop
- Remove Giodone's Tent Concession
- Lottery Building stays (Good Condition)

The following use and program relocations will occur as a result of the removed buildings:

- Relocate Fine Arts to new Community Building
- Relocate Temporary Colorado Building Shade Structure
- Structure or underutilized space (potentially 4-H Complex)

Removed Building	Existing SF		New Location	New SF	Difference in SF
1 CO Building (Temp. Fine Arts)	(10,100)	→	New Community Building	+ 13,000	+ 2,900
2 Manhattan's Concession	(5,300)	→	CO Food Plaza - Beer Garden		
Butler Building	(2,880)				
3 Stage Band Shell	(1,920)	→	New Central Plaza Stage	+ 1,800	- 120
4 Amphitheater Stage	(2,100)	→	New Amphitheater	+1,700	- 400

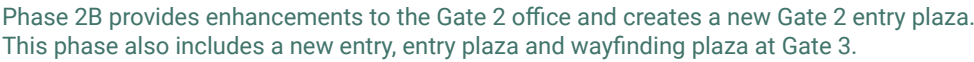


Phase 2B removes a number of smaller buildings and relocates Fine Arts to the new Community Building.



The following enhancements and new facilities will be constructed in Phase 2B:

- Renovate Gate 2 office
- Gate 2 Entry Plaza
- New Maintenance Office Building in SE corner
 - Toilet
 - Shop area
 - Office, lockers and break-room
 - 8 overhead doors for on-site equipment access
 - HVAC system
- New Gate 3 Entry
- New Gate 3 Entry Plaza
- New gate 3 Wayfinding Plaza
- Maintenance Office Building in SE corner
- Restroom & Shower facility (near Gate 2)
- Central Plaza Band Shell
- New Amphitheater
 - Covered fixed bench seating for 2,000
 - Grass and concrete paths
 - Light rigging in cover structure
 - Pre-wired for sound and light
 - 25-foot-wide stage
 - See-through stage to water and park
 - Green room, storage, toilet for performers
- 4-H Display Area

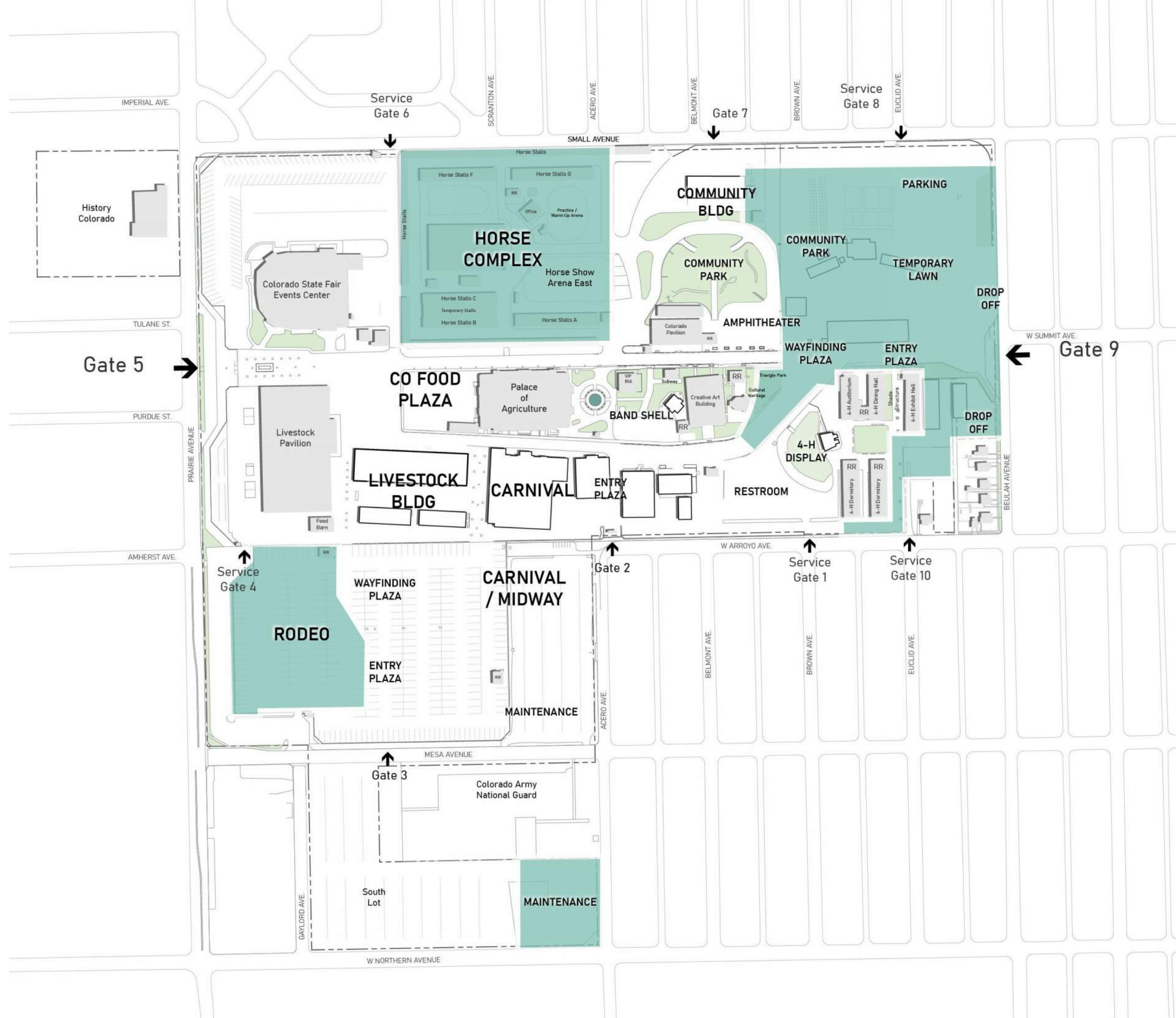




PHASE 3

Beulah Avenue Gate, Rodeo & Horse Complex

Phase 3 focuses efforts on the east side of the Fairgrounds, removing the rodeo facility and enhancing the Beulah Ave Gate (Gate 9). Phase 3 also continues to expand the Community Park.





REMOVALS & RELOCATIONS

The following buildings will be removed in Phase 3:

- Remove Beulah Avenue Gate (Gate 9)
- Remove maintenance buildings
- Remove Rodeo buildings

The following relocations of uses and programs will occur as a result of the removed buildings:

- Relocate Rodeo to southwest corner
- Relocate maintenance to south

Removed Building	Existing SF		New Location	New SF	Difference in SF
1 Grandstand & Rodeo Office	(17,436)	→	New Grandstand & Rodeo Office	+ 18,800	+ 1,364
East & West Bleachers	(8,520)	→	New Bleachers	+14,000	+ 5,480
Grandstand Stage	(6,000)	→	New Grandstand Stage	+ 6,000	0
2 Maintenance Garage	(3,300)	→	New Maintenance Garage (South)	+ 12,000	+ 8,700
3 Maintenance Office	(11,648)	→	New Maintenance Office (South)	+ 7,800	- 3,848
4 Yard Storage Buildings	(3,160)	→	New Yard Storage (South)	+ 10,000	+ 6,840



Phase 3 removes the Beulah Avenue Gate, maintenance buildings and Rodeo buildings.



ENHANCEMENTS & NEW FACILITIES

The following enhancements and new facilities will be constructed in Phase 3:

- Renovate Horse Complex
 - Horse Arena
 - Add sidewalls and overhead door access
 - LED lighting
 - Add Skylight panels to roof
 - Add ventilation
 - Paint
 - Add reviewing stands under lean-to
 - Horse Stalls
 - New concrete slabs in stalls
 - New ventilation
 - LED lighting
 - Paint
 - Repair/replace stall panels
 - Roof repairs
 - Exterior wall repairs
 - Stone Stalls
- Beulah Avenue Gate (Gate 9)
- Gate 9 Entry Plaza
- Gate 9 Wayfinding Plaza
- Drop-off Building at Beulah Avenue
- Expanded Community Park
- Rodeo relocation
 - Covered seating for 1,400, uncovered seating for 2,600
 - VIP space in stands
 - Elevated walkway (over rodeo chutes/pens) connecting all seating areas
 - Rodeo stage for outdoor concert events
 - Green room, storage, toilet for performers
 - Exhibition space, sow office, concessions, toilets under main grandstand
 - Announcers booth in main stands
 - Nearby public toilet building
- Maintenance relocation
 - Toilet
 - Shop area
 - Office, lockers and break-room
 - Overhead doors for on-site equipment access
 - HVAC system
 - Yard storage
- Future Multipurpose Facility parking
- Temporary lawn - exhibits
- Completed perimeter circulation



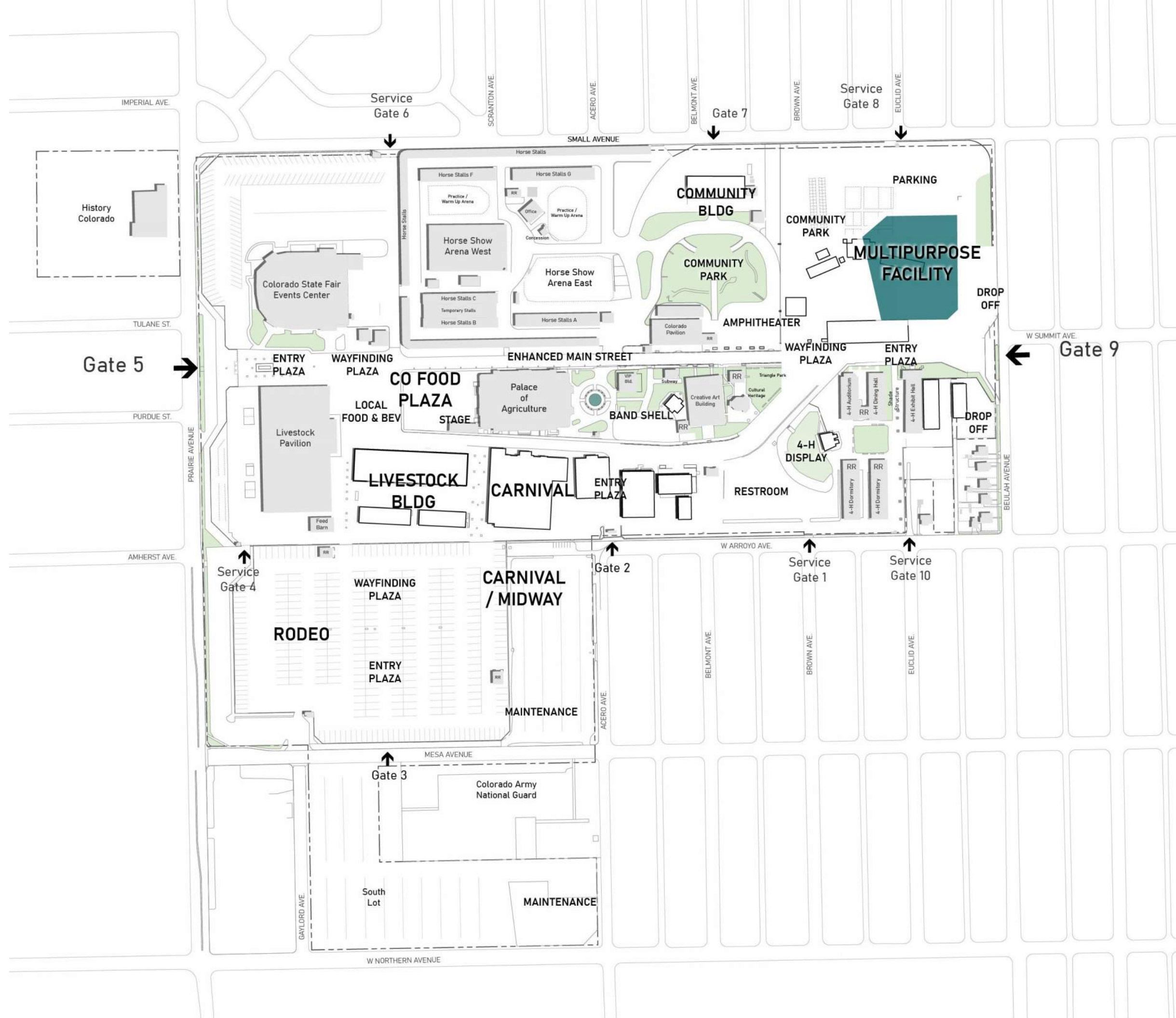
Phase 3 provides enhancements to the Horse Complex and the Beulah Avenue Gate area including a new gate, entry plaza and wayfinding plaza. This phase also expands the Community Park, and relocates the Rodeo and maintenance.



PHASE 4

Multipurpose Building

Phase 4 marks the completion of the Master Plan with the construction of the Multipurpose Building in the northeast corner.





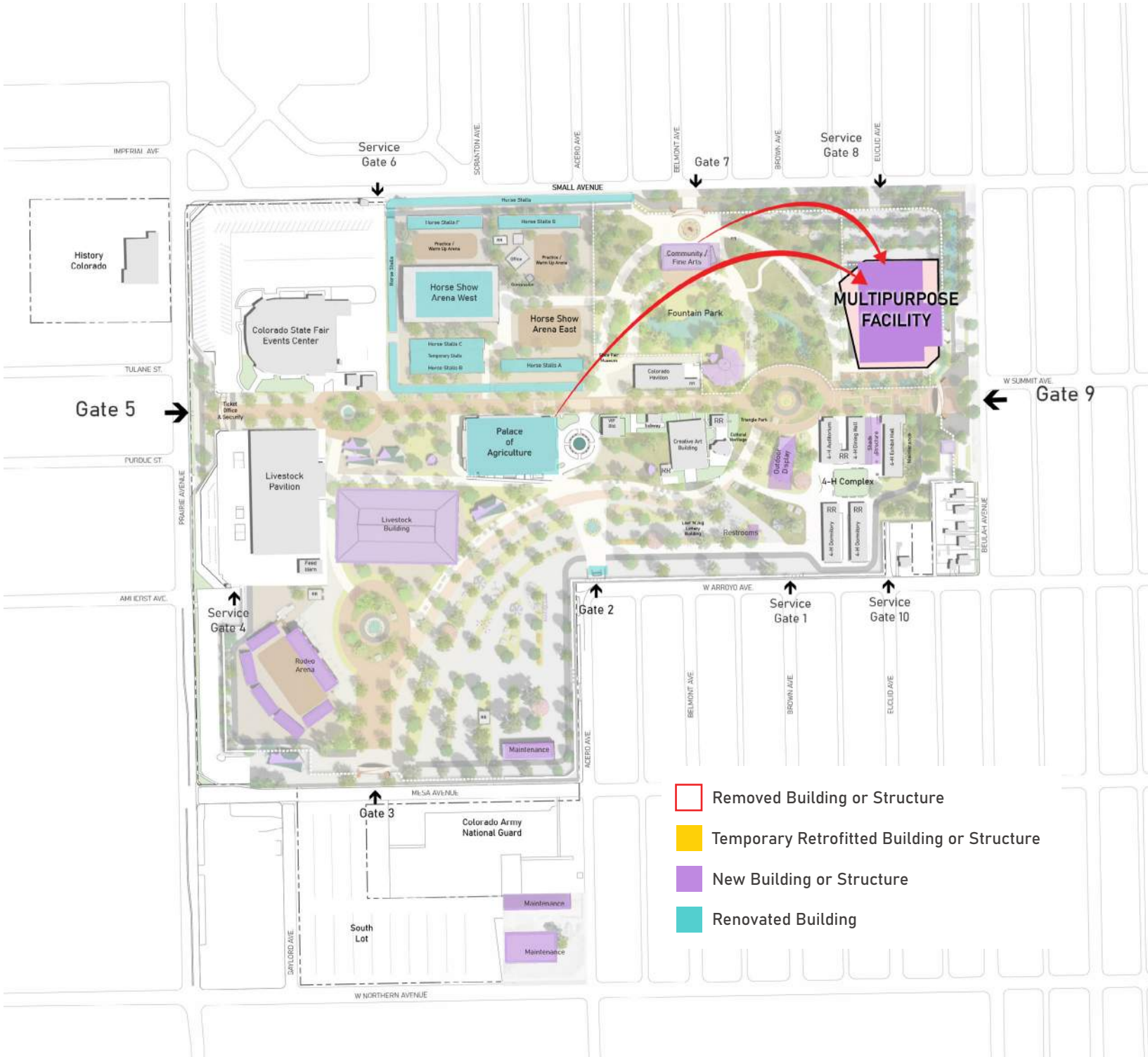
REMOVALS & RELOCATIONS

The following buildings will be removed in Phase 4:

- Rodeo relocation completed in Phase 3

The following relocations of uses and programs will occur as a result of the removed buildings:

- New Multipurpose Building can house previous Colorado Building and Fine Arts programs
- Administrative uses can also be housed in the Multipurpose Building



Phase 4 constructs the new Multipurpose Facility.



ENHANCEMENTS & NEW FACILITIES

The following enhancements and new facilities will be constructed in Phase 4:

- New Multipurpose Facility
 - Column free exhibition space of 50,000 SF
 - Pre-function space facing and opening up to park
 - Commercial kitchen and concessions
 - Administrative office wing
 - Minimum of 6 meeting/classrooms of 900 SF each
 - Public toilets
 - HVAC throughout
 - Storage
 - Nearby plaza



The Multipurpose Facility will help to position the Fair and Fairgrounds for long-term growth.



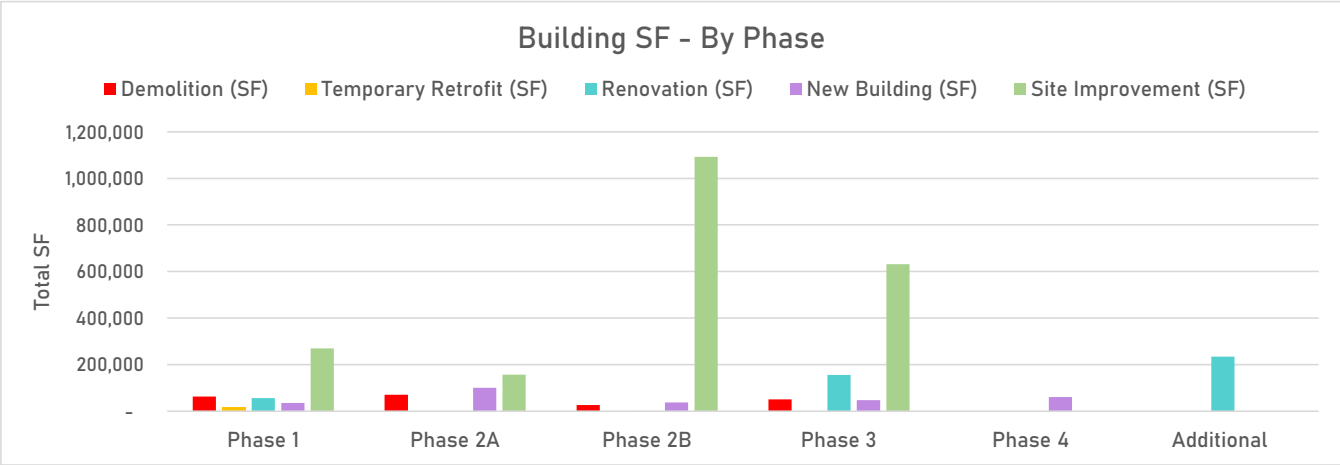
ESTIMATED SQUARE FOOTAGE BY PHASE

Estimated square footage for demolished buildings, temporary retrofitted buildings or structures, renovated buildings or structures, new buildings, and site improvements are summarized by phase in the table and chart below.

TOTAL SQUARE FOOTAGE

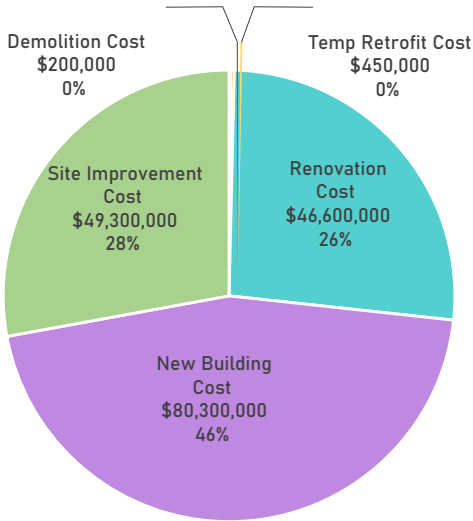
Existing Buildings	682,862	SF
Removed Buildings	209,183	SF
New Buildings	279,400	SF
Net Increase SF	70,217	SF

PHASE	Demolition (SF)	Temporary Retrofit (SF)	Renovation (SF)	New Building (SF)	Site Improvement (SF)	Total SF by Phase
Phase 1	62,646	17,902	55,439	34,600	269,600	440,187
Phase 2A	69,981	-	-	100,600	156,700	327,281
Phase 2B	25,802	-	261	36,800	1,092,825	1,155,688
Phase 3	50,754	-	155,350	47,400	631,391	884,895
Phase 4	-	-	-	60,000	-	60,000
Additional	-	-	234,394	-	-	234,394
Total	209,183	17,902	445,444	279,400	2,150,516	3,102,445

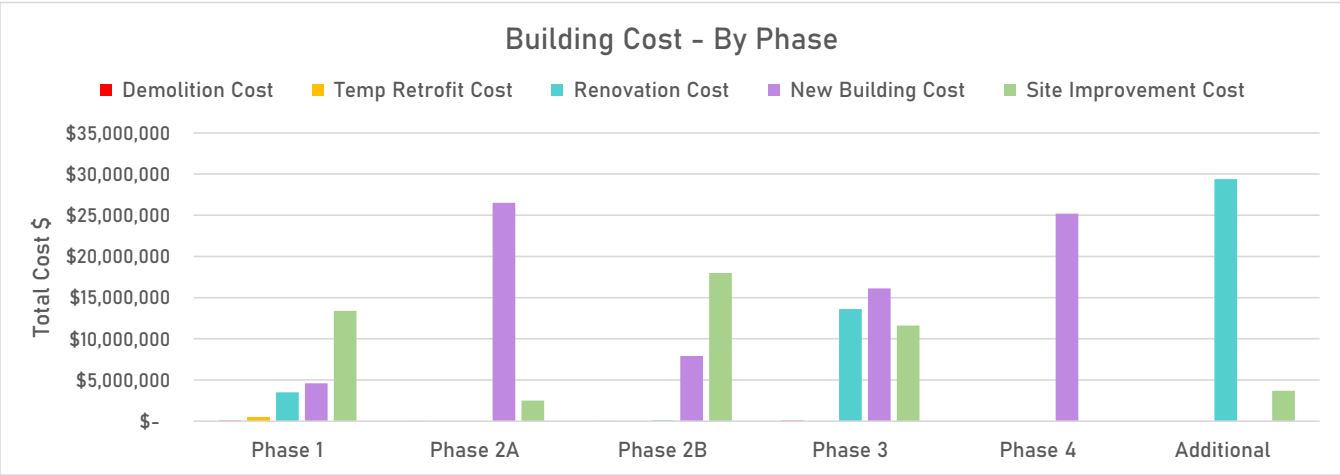


ESTIMATED COSTS BY PHASE

Estimated costs for demolished buildings, temporary retrofitted buildings or structures, renovated buildings or structures, new buildings, and site improvements are summarized by phase in the table and chart below. Note that Additional costs account for existing building renovations and site improvement costs that are not associated with one particular phase. These include general operations and infrastructure improvements as well as site improvements for signage and wayfinding. All costs are calculated using the year 2021 estimated construction costs and including Contingency and Additional Costs.



PHASE	Demolition Cost	Temp Retrofit Cost	Renovation Cost	New Building Cost	Site Improvement Cost	Total Cost by Phase
Phase 1	\$ 50,000	\$ 450,000	\$ 3,500,000	\$ 4,600,000	\$ 13,400,000	\$ 22,100,000
Phase 2A	\$ 40,000	\$ -	\$ -	\$ 26,500,000	\$ 2,500,000	\$ 29,100,000
Phase 2B	\$ 40,000	\$ -	\$ 100,000	\$ 7,900,000	\$ 18,000,000	\$ 26,100,000
Phase 3	\$ 70,000	\$ -	\$ 13,600,000	\$ 16,100,000	\$ 11,600,000	\$ 41,400,000
Phase 4	\$ -	\$ -	\$ -	\$ 25,200,000	\$ -	\$ 25,200,000
Additional	\$ -	\$ -	\$ 29,400,000	\$ -	\$ 3,700,000	\$ 33,100,000
Total	\$ 200,000	\$ 450,000	\$ 46,600,000	\$ 80,300,000	\$ 49,300,000	\$ 176,900,000






Phasing Impact

As each phase of implementation progresses, the Master Plan goals are achieved through new facilities, outdoor spaces and programs as summarized in the Targeted Master Plan Goals table below. Phase 1 brings early wins that invigorate the central core and create a new face for the Fairgrounds at the Prairie Avenue Gate (Gate 5). Phase 2 develops a new Livestock Facility and Community Gathering spaces while transitioning the Carnival/Midway north to the central core. Phase 3 relocates the Rodeo, enhances the Horse Complex, improves the Gate 9 entrance and creates space to expand the community park. Phase 4 completes the Master Plan implementation with the construction of the new Multipurpose Building, positioning the Fairgrounds for long-term growth.

Targeted Master Plan Goals Achieved by Phase

Connections / Community 

Engagement / Entertainment 

Placemaking 

Sustainability / Resilience 

Year

Cost to Implement Phase

PHASE 1
Early Wins

Colorado Food Plaza

Colorado Food Plaza
Main Street

Gate 5 and West Wayfinding Plaza,Colorado Food Plaza, Main Street

Greening approx. 2.5 acres of Impervious Pavement, Mobility Improvements

2021 - 2025

\$22.1 M

PHASE 2A
Invest in Agriculture & Community / Livestock

New Livestock Building
New Community Building (partial)

New Livestock Building

Gate 7, Small Ave and Beulah Streetscapes, Community park (Partial)

Greening approx. 3 acres of Impervious Pavement, LEED Building, Mobility Improvements

2026 - 2030

\$29.1 M

PHASE 2B
Reposition Entertainment Venues / Midway, 4-H & Fountain Plaza

4H Display Space, Community Building and Park

New Carnival/Midway Location
Amphitheater, Expansion of Fountain Plaza

Gate 3 and South Wayfinding Plaza, Gate 2 and Entry

Expansion of Community Park and Green Infrastructure, LEED Building

2026 - 2030

\$26.1 M

PHASE 3
Gate 9, Rodeo & Horse Complex

New Rodeo, Enhanced Horse Complex

New Carnival/Midway Location
Amphitheater, Expansion of Fountain Plaza

Gate 9 and East Wayfinding Plaza

Additional Expansion of Community Park and Green Infrastructure, Mobility Improvements

2030 - 2035

\$41.4 M

PHASE 4
Multipurpose Facility

New Multipurpose Building

LEED Building

2035+

\$25.2 M



Financial Analysis

Crossroads developed a hypothetical, order-of-magnitude analysis that compares the estimated impact of incremental new operating revenues and operating expenses before depreciation and debt service for the proposed Master Plan to a baseline year. FY 2019 was used as the baseline year as non-Fair revenues and expenses in FY 2020 were impacted by the COVID-19 pandemic. This section summarizes key findings from the financial analysis; the full report is included as **Appendix 4**.

As previously mentioned, remaining status quo would likely negatively impact the long-term market position of the Fairgrounds within the continuously changing competitive environment. By contrast, the recommended improvements are estimated to positively impact the Fairgrounds’ long-term market position and financial operations.

As shown below, the recommended improvements are estimated to significantly reduce the Fairgrounds’ operating deficit by enhancing marketability for both Fair and non-Fair events, attracting new and retaining existing revenue-generating non-Fair activities, providing management flexible and more cost-effective event spaces and improving the overall attendee experience.

Operating revenue sources related to the Fair include gate admission, commercial space, concessions,

carnival, concert ticket sales, exhibitor entries, sponsorships and other miscellaneous sources. Operating revenue sources related to non-Fair activities include building rentals, concessions, concert ticket sales and other miscellaneous sources.

A common challenge among fairground facilities is how to allocate expenses such as utilities among Fair and non-Fair times. As such, for purposes of this analysis, operating expenses are shown in aggregate. Operating expenses include personnel cost, personnel contracts, maintenance and repair, premiums, utilities and other operating expenses. It should be noted that adjustments related to GASB 68 pension and GASB 75 OPEB have historically been reported as personnel cost. Given the fact that these adjustments are outside the control of management and significantly fluctuate year to year, GASB 68 pension and GASB 75 OPEB adjustments were excluded from the table below.

Operating deficits are common among fairgrounds as many are built to achieve specific purposes (e.g. entertain, educate, bring the community together, etc.) and to generate economic benefits. Although not estimated in this analysis, non-operating revenues positively impact the Authority’s bottom-line. As a point of reference, non-operating revenue from FY 2015 through FY 2019 ranged between \$3.1 million and \$5.6 million. These revenues assist in fulfilling the mission and purpose of the Fairgrounds as well as mitigating the operating loss.

In addition to positively impacting financial operations, the recommended improvements will also increase the economic benefits to both local and State economies as well as allow management to better meet the Broadest Ends Statement of the Fairgrounds. It will be important for the Fairgrounds to receive continued capital and financial support to retain and increase the value it provides to the community and the State.

PHASING IMPACT ON OPERATING REVENUE

Based on the phasing strategy described in the preceding section, the table below summarizes the estimated operating revenue and operating expenses for the Fairgrounds; costs are shown by major implementation phase compared to a baseline year of FY 2019. Each phase assumes that the previous phase has been implemented and reflects the additive impact to the financial operations.

Total operating loss is estimated to decrease with each phase of the Master Plan. Based on the recommended phasing strategy, Phase 2 is estimated to generate the largest increase in total operating revenue.

Estimate of Operating Revenue and Operating Expenses - Colorado State Fair Authority					
Category	Baseline FY 2019	Phase 1	Phase 2	Phase 3	Phase 4
Operating Revenue - Fair Only	\$6,280,000	\$6,850,000	\$7,460,000	\$7,560,000	\$7,720,000
Operating Revenue - Non-Fair	\$830,000	\$850,000	\$1,070,000	\$1,130,000	\$1,360,000
Total Operating Revenue	\$7,110,000	\$7,700,000	\$8,530,000	\$8,690,000	\$9,080,000
Total Operating Expenses	\$9,420,000	\$9,770,000	\$10,080,000	\$10,170,000	\$10,430,000
Total Operating Loss Before Depreciation and Debt Service	(\$2,310,000)	(\$2,070,000)	(\$1,550,000)	(\$1,480,000)	(\$1,350,000)
Incremental Impact to the Operating Loss (From Baseline):					
		\$240,000	\$760,000	\$830,000	\$960,000
		10%	33%	36%	42%

Notes: Operating expenses exclude pension benefits.
Amounts are rounded.

*The implementation of individual projects outlined in the MP will be impacted by the State’s ability to secure funding.

Operating Revenue and Operating Expenses - Colorado State Fair Authority		
Category	Baseline FY 2019	With the Master Plan
Operating Revenue - Fair Only	\$6,280,000	\$7,720,000
Operating Revenue - Non-Fair	\$830,000	\$1,360,000
Total Operating Revenue	\$7,110,000	\$9,080,000
Total Operating Expenses	\$9,420,000	\$10,430,000
Total Operating Loss Before Depreciation and Debt Service	(\$2,310,000)	(\$1,350,000)
Incremental Impact to the Operating Loss:		
		\$960,000
		42%

Notes: Operating expenses exclude pension benefits.
Amounts are rounded.



IMPACT ON BACKLOG OF FACILITY
CONDITION DEFICIENCIES

Backlog Reductions

Once the Master Plan is fully implemented, over \$20 million in Targeted Deficit and Building Code Deficiencies will be addressed through planned investment or removal of buildings, as shown below in the **Summary - Backlog of Facility Condition Deficiencies** table.

- Top 8 are addressed in Master Plan
- Top 4 are addressed in Phase 1 or 2A
- Renovations of existing buildings not identified in each Phase are identified in the “Additional Costs” and clear out the remaining Backlog

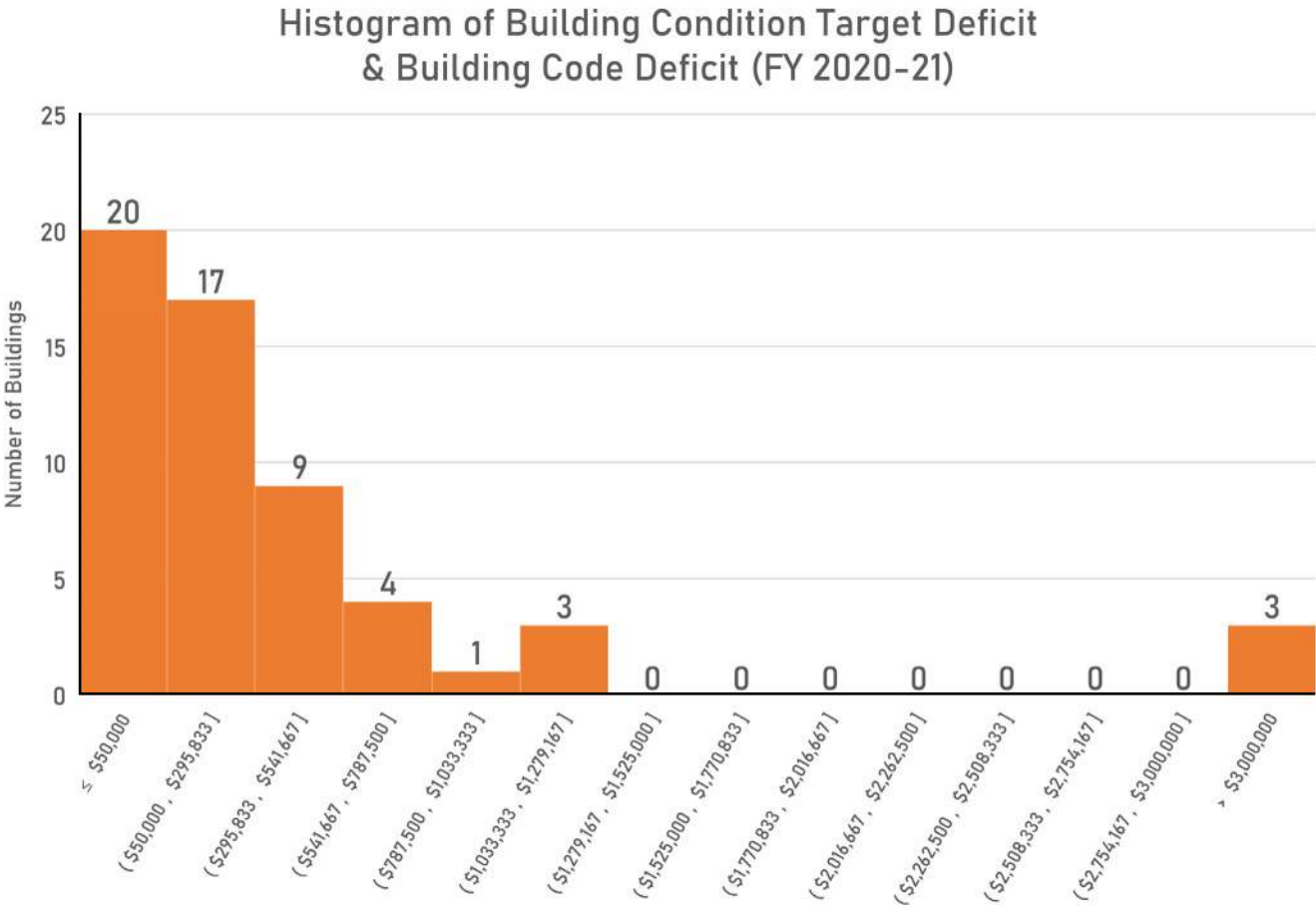
Summary - Backlog of Facility Condition Deficiencies

Building Name	Agency Number	Targeted Def.	Building Code Def.	Phase
Palace Of Agriculture	SF20	\$4,368,273	\$997,902	Phase 1
Event Center	SF59	\$3,930,465	\$744,816	Planned
Small Animal Building	SF13	\$3,016,072	\$803,592	Phase 1
Sheep & Swine Barn	SF14	\$1,183,338	\$442,500	Phase 2A
Grandstand	SF29	\$1,179,254	\$202,752	Phase 3
Stone Stalls	SF46	\$1,093,936	\$365,892	Phase 3
Creative Arts	SF25	\$929,223	\$315,270	Additional Costs
Security Office	SF16	\$735,722	\$140,436	Phase 1/2A
Total		\$16,436,283	\$4,013,160	

Overall backlog at \$33 million (State Data, 2020)

- \$25 million - Condition
- \$8 million - Code compliance

Over 30% of facilities require less than \$50,000 investment and over 50% require less than \$300,000 investment, as shown in the Histogram of Building Condition Target Deficit & Building Code Deficit (FY 2020-21). Allocating \$300,000 per year in funding will address many of the remaining smaller facilities.



Histogram of Building Condition Target Deficit & Building Code Deficit (FY 2020-21)



Funding Strategies

The Master Plan identifies a suite of capital investment projects for the Colorado State Fair. These projects are important for advancing CSF goals and cannot be funded with existing resources. Costs are significant and require external support. To build momentum, today the Colorado State Fair should focus energy on securing state, federal, and foundation grants. Early successes and a demonstration of sustainable financial management may create additional opportunities for other types of funding and partnering. Additional funding options and considerations are presented in a later section of this chapter.

In the near term, the Colorado State Fair must **develop a plan** to secure funding from multiple sources. A single grant program is unlikely to be adequate to advance key projects. The plan must be implemented and tracked to maximize opportunities and eliminate inefficiencies. A “Colorado State Fair Master Plan Fundraiser” should be designated to lead and coordinate this effort.

To effectively **engage potential funding partners**, the transformation of the State Fair must be communicated concisely and visually in materials that are accessible and demonstrate both the potential, and the explicit need for funding. This initial prospectus should focus on Phase 1 projects, highlighting the early wins and leveraging content (renderings and cost estimates) developed for the Master Plan. The prospectus must emphasize State Fair elements that are aligned well with funding priorities including but not limited to:

- Economic development
- Community development
- Rural revitalization and development
- Public health
- Education

The following table matches Colorado State Fair Master Plan tactics and targets to types of funding. Solicitations and applications for funding must be framed in a manner that **aligns with program priorities and objectives**.

The coronavirus pandemic and the new administration in Washington have introduced some **immediate funding opportunities** for the Colorado State Fair. It is critical to advocate with municipal, county, and state leadership to successfully secure stimulus and recovery funding. \$3.8 billion in funding will be directed to Colorado from the American Rescue Plan (ARP). ARP State and Local Fiscal Recovery Funding may be applicable to Colorado State Fair initiatives. ARP funding will be available for projects until December 31st, 2024. Additional infrastructure funding from federal and state grant programs may become available if a federal infrastructure bill is passed in 2021. Associated opportunities should be tracked and pursued strategically to meet immediate and long-term funding needs.

In Colorado, legislative committees are evaluating the application of federal funding. As funding is appropriated to state programs, state agencies will be responsible for managing and distributing funding. The Colorado State Fair must continue to raise awareness in state agencies of State Fair needs, Master Planning progress, and anticipated project benefits. The Department of Local Affairs (DOLA), the Department of Agriculture, the Office of Economic Development and International Trade (OEDIT), Colorado Parks and Wildlife (CPW), and Colorado Department of

Transportation (CDOT) may all have funding that matches State Fair needs.

Previously appropriated federal funding may support projects at the Fairgrounds. Federal agencies, such as the Economic Development Administration (EDA), the US Department of Agriculture (USDA), and Environmental Protection Agency regional representatives may have funding or offer funding recommendations. In many cases, federal funding programs that support capital construction projects have specific application eligibility requirements. The EDA requires that projects are aligned with or included in Comprehensive Economic Development Strategies (CEDS) and the Federal Emergency Management Agency (FEMA) requires projects be included in a regional Hazard Mitigation Plan. The Colorado State Fair needs to position through planning efforts and documents to ensure eligibility.

Foundations can play a critical role in advancing community projects. Regional, national, and international foundations may provide an alternative source of funding for the State Fair. Experience suggests the best approach is to initiate discussions with local and regional foundations where prior relationships exist.

Framework Strategies / Targets	Funding Types
Agriculture Education Center / Multi-use Facility	Rural development, education, agriculture research, sciences, COVID-19, foundations, sponsorships
Food as a Focus – Celebrating CO Food & Culture	Economic development, agricultural partnerships, foundation, sponsorships
Engage Youth and Enhance / Integrate Facilities	Education, community development, workforce development, foundations
Fairgrounds and Operations as Model of Sustainability and Resilience	Energy generation and energy efficiency, disaster resiliency funding, public health, COVID-19, foundations, sponsorships
Create Community Gathering Space	Economic development, parks and open space, COVID-19
Transportation, Parking and Mobility	Transit, alternative transportation, private concession
Quality Facilities with Flexible Outdoor Spaces	Economic development, parks and open space, COVID-19, sponsorships
Improved Wayfinding and Sense of Place	Transportation signage, art foundations, sponsorship



The Colorado State Fairgrounds



The following table presents a preliminary set of potential funding programs for the Colorado State Fair.

Framework Strategies / Targets	Funding Types	Grant Size
Agriculture Education Center / Multi-use Facility	ARPA S&LFRF – Funding Allocation (Health & Economic Recovery) NSF – Civic Innovation Challenge NOAA – Environmental Literacy Grants CO OEDIT – Advanced Industries Collaborative Infrastructure Grant	< \$1 million
Food as a Focus – Celebrating CO Food & Culture	ARPA S&LFRF – Funding Allocation (Health & Economic Recovery) National Endowment for the Arts – Infrastructure & Capacity Building Challenge Grants/Digital Projects for the Public	< \$1 million
Engage Youth and Enhance / Integrate Facilities	Colorado GOCO HUD – Community Development Block Grant EPA – Environmental Justice Small Grants	< \$3 million
Fairgrounds and Operations as Model of Sustainability and Resilience	Economic Development Agency – Public Works and Economic Adjustment Assistance Grant Program (target access and security) US EPA – Clean Water State Revolving Fund (SRF) FEMA – Hazard Mitigation Grant Program (HMGP) and Building Resilient Infrastructure and Communities BRIC David & Lucille Packard Foundation – Climate Grant Bloomberg Foundation – Innovation Challenge, Global Mayors Challenge	< \$10 million
Create Community Gathering Space	ARPA S&LFRF – Funding Allocation US EPA Brownfields Clean Up Grants AARP – Community Challenge Grants	< \$1 million
Transportation, Parking and Mobility	Economic Development Agency – Public Works and Economic Adjustment Assistance Grant Program (target access and security) Federal Transit Authority – Accelerating Innovative Mobility (AIM) Department of Energy – Vehicle Technologies Office grants	< \$10 million
Quality Facilities with Flexible Outdoor Spaces	Colorado GOCO Grants National Park Service – Land and Water Conservation Program	< \$3 million
Improved Wayfinding and Sense of Place	CO – Art in Public Places, Arts in Society Grant CO – Colorado Recovery Assistance for Tourism CDOT – Transportation Alternative Program	< \$100,000

Funding takes time and effort to secure. It can take over a year from when an application is submitted for funding to when funding is made available for projects. An important next step is prioritizing immediate funding options and developing an **application schedule**, including application elements that may require additional analyses or the development of supporting documentation.

In summary, key funding strategy recommendations include:

1. Establish a Capital Campaign Committee
Designate and designate a staff-level or contracted fundraiser to implement a funding strategy
2. Create a Colorado State Fair Prospectus outlining funding needs and project benefits
3. Illuminate State Fair Master Plan priorities in municipal and regional planning documents
4. Engage potential funding partners
5. Prioritize funding options and develop an application schedule

Research was conducted regarding the sources of funding that have been used for similar facilities. The purpose of the analysis is not to produce a financing plan for facility development, but rather to discuss certain financing vehicles, as well as public and private revenue sources that could potentially be utilized to fund Master Plan improvements.

Throughout the U.S., fairgrounds and other public assembly facilities have used a variety of financing techniques and sources of funding to construct their venues. This section provides a description of traditional financing instruments and funding sources used to fund other similar facilities. Each of these financing options impact the owner differently, as each will have its own cost structure, tax implications and cash flow considerations. Although the various alternatives presented in this section represent common forms of financing, not all of them may be appropriate for the State and the Fairgrounds. Local and State laws, fiscal sources and debt issuance

capacity of governmental entities for bonding purposes all influence the ability to use any one of these financing methods or funding sources.

Fairgrounds have been traditionally financed with a variety of public and private funds. Recent projects have increasingly sought to capitalize on private funding to assist in the overall financing plan. However, in many instances, the primary source of underwriting for debt service on construction is still derived from public sources.

FINANCING INSTRUMENTS

This section summarizes traditional financing instruments. These financing instruments may or may not be applicable to financing the recommended Master Plan improvements at the Fairgrounds.

General Obligation Bonds
Historically, some fairgrounds have been financed by general obligation bonds issued by city, county or state governments. General obligation bonds are backed by a pledge of ad valorem taxes of the issuer. Since the tax base and taxing authority of the government are pledged to the repayment of the bonds, these bonds typically have the lowest interest of all forms of bond financing. Interest rates vary depending on the existing bond indebtedness and credit rating of the public-sector entity. One disadvantage of using general obligation bonds is that the overall bond capacity for the issuing municipality is reduced. General obligation bonds issued by a city, county or by some state governments have to be coordinated with other government financing plans and typically require voter approval through a public referendum.

Revenue Bonds
Revenue bonds are special obligations secured by one or more defined revenue sources. Most public assembly facility revenue bonds are based on a pledge of a dedicated revenue source such as facility revenues, hotel occupancy tax, admission tax, food and beverage tax, sales and use tax or other special



assessments. The use of special purpose tax levies represents a means by which capital costs may be linked with recurring benefits and is typically directed at those sectors of the local economy which directly benefit from the facility(s) such as hotel room night stays, ticket sales, food, and/or alcohol sales. One of the primary advantages of revenue bonds is that the issue need only pledge specific revenues and not the full faith and credit of the issuer. However, because of this, revenue bonds can require a higher interest rate than general obligation debt.

Tax Increment Funding

Tax increment or tax allocation bonds are secured by a pledge of net increases in property and/or sales and use tax resulting from the development of an area within a defined development district. The success of this type of financing is dependent upon a development district being established and a strong market driven development atmosphere that would provide a constant source of new privately owned and financed projects within the district. This technique can be particularly useful in addressing infrastructure improvements needed for the construction of facilities. Often these “tax increment financing districts” are created in “blighted” areas.

Certificates of Participation

Another funding alternative is the use of Certificates of Participation (COPs). Unlike general obligation or revenue bonds, this financing method does not legally pledge government money to pay the annual debt service. Under this method, COP holders are repaid through an annual lease appropriation by the sponsoring government agency. Because this agency does not legally commit taxpayers over a long-term, funds can be obtained without voter approval. Further, COPs are not subject to many other statutory requirements applicable to bonds, including interest rate limitations, election requirements, competitive sales requirements, semi-annual or fixed-rate interest payment requirements. Consequently, a government agency can react quickly to favorable financial market conditions and structure a deal in a timely manner. On

the other hand, because no funds are legally pledged beyond annual appropriations, COPs typically have a higher cost of debt in comparison to traditional bond issuances. A COP holder’s primary recourse upon default is the value of the asset (i.e., the facilities).

FUNDING SOURCES

Funding sources can usually be defined as one of two types: one-time and recurring. The most common one-time source of funding is a grant or cash contribution. However, most funding sources are recurring in nature and include, but are not limited to, the following:

- Surplus revenue or designated operating revenues
- Lodging tax
- Food and beverage tax
- Special taxes (e.g., admission or ticket tax)
- Community development tax
- Ad valorem tax
- Sales and use tax
- State and local appropriations
- Governmental grants
- Tax increment revenues

These represent common means of funding sources for construction of/projects at public assembly facilities. Traditionally, these sources are paid into a fund account or are in some way dedicated or committed to the retirement of annual debt incurred through a particular financing medium.

A portion of the sources outlined above represent fiscal sources under the control of local and/or state government. Most facilities developed by local and/or state governments rely on fiscal sources such as sales tax, lodging tax, admissions tax, food and beverage tax, or various redevelopment rebates. Increasingly, local governments have been able to capitalize on special funding that may require approval at the state level (e.g., changes in taxes imposed, rebates for collections within local jurisdictions or amounts on existing taxes) to assist in their project. In some instances, this may require approval of the State Legislature.

POTENTIAL FUNDING SOURCES

The following may represent potential funding sources for the proposed Master Plan improvements to the Fairgrounds.

- Bonds
- Capital Construction Fund
- Capital Facilities Sales Tax
- Conservation Trust Fund (CTF)
- Public Land Dedication Fees
- Scientific and Cultural Facilities District (SCFD) Funds
- Stormwater Utility Fee

As previously discussed, grant opportunities at all levels represent a potential funding source for both planning and project execution/ implementation of recommended Master Plan improvements. Because the proposed improvements to the Fairgrounds could support agriculture, land management, and community development, as well as make the asset more energy efficient, there are a variety of organizations that offer grants that could be used to help fund these projects such as the USDA and Land and Water Conservation Fund, among others.

For projects that have components that could be more energy efficient, use renewable energy, and sustainable technologies practices, the following agencies have several grant programs that should be considered:

- Department of Energy
- Sustainable Communities (a partnership with Department of Transportation, Environmental Protection Agency, and Housing and Urban Development)
- Department of Commerce, Economic Development Administration
- Colorado Water Conservation Board
- Bureau of Reclamation, Water SMART grant program
- Colorado Department of Public Health and Environment
- Colorado Energy Office

In general, infrastructure improvements at the Fairgrounds such as recycling the irrigation water, energy efficient pumps, using low-flow appliances/ equipment, solar on the buildings, LED lighting in the facilities, recycling facilities and education, etc. may qualify for grants.

All potential grants are contingent on factors such as changes to the Federal and State grant programs (including eligible projects, applicants and most of all funding levels each cycle) and State of Colorado budget changes, among others.

In addition, funding for a portion of the construction costs and/or ongoing operating requirements could potentially be addressed by private donations/ endowments.

Other communities contemplating similar development projects have noted the importance of harnessing multiple partners, leveraging Federal/State monies and private capital to create a viable funding plan. As the long-term development and funding plan progresses, it will be important to consider both the advantages and potential restrictions of any funding partnerships. As the Master Plan continues to evolve, all potential funding sources should be evaluated and actively pursued.



APPENDICES

1. MASTER PLAN VISIONING REPORT (2017 - 2018)
2. PHASE 1: SITE ANALYSIS AND FACILITIES ASSESSMENT (FULL DOCUMENT)
3. MARKET ASSESSMENT (FULL DOCUMENT)
4. FINANCIAL ANALYSIS (FULL DOCUMENT)
5. SUSTAINABILITY ASSESSMENT & RECOMMENDATIONS

