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- 2019 Wyoming State Fair Review Report C
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1.1 INTRODUCTION

The Wyoming State Fair (“WYSF”) celebrates both the past and future of Wyoming. The primary purpose of the Fair is to annually celebrate the economic, cultural, and institutional strengths found in Wyoming. Special emphasis is placed on agriculture and youth, which serves as one of the largest industries in Wyoming. Taking place in August each year, the Fair offers various forms of affordable entertainment and amusement for all attendees. In addition, the Fair focuses on talents, skills, and aspirations of Wyoming youth.

The WYSF Board and staff work to effectively promote the ongoing, year-round use of the Fairgrounds as a prime center for non-Fair events including horse shows, youth development, consumer and trade shows, agricultural events, and 4-H and FFA activities.

The Wyoming Department of Agriculture commissioned a Master Plan study in 2002 to identify and prioritize needed facility improvements that were developed and implemented in the years 2004 to 2010. The Wyoming State Fair Board, in concert with the State Construction Department – Construction Management Division, engaged the Study Team of Markin Consulting LLC, Charles D. Smith Architecture & Planning LLC, and Arete Design Group to assist in the development of a new Master Plan for the Fairgrounds and recommended programming changes for the annual Fair.

The Master Planning effort began in June 2019 and involved work sessions and interviews with Wyoming State Fair Board members, WYSF management and staff, existing and potential facility users, and major stakeholders. Additionally, site and market research was conducted, a market demand and financial study was prepared, a multi-day review of the 2019 Wyoming State Fair was completed, a state-wide survey of Wyoming residents was administered, and conceptual master planning options were developed for the future of the Fairgrounds, resulting in the Master Plan.

1.2 GOALS AND OBJECTIVES

During the initial stages of the master planning process, the following goals and objectives were identified for consideration:

- Creating opportunities to increase non-Fair activities and events and net revenues
- Creating the capability to increase Fair participation and attendance and revenues
- Redevelopment / reprogramming of the areas of the Fairgrounds to meet current and future market demand

These broad goals and objectives became underlying themes in the formulation of the Master Plan options considered.
1.3   HISTORY

The Wyoming State Fair officially started in 1905 and is located in Douglas, Wyoming. The Fair has always been an event that has showcased the culture and heritage of Wyoming and has been a constant thread weaving through the fabric of Wyoming's history. The Wyoming State Fair has been a gathering point for generations of families, while providing a quality educational experience and entertainment for all who have attended.

The Wyoming State Fair is a celebration of all things Wyoming and showcases our pride in our heritage, agriculture, industry, youth, entrepreneurs, artists and more. As the largest youth competition in the state, the Wyoming State Fair provides educational experiences and exposure to the agricultural industry for the competitors that are being molded into Wyoming's finest. Champions are made here and young people from around the state are proud to have earned an opportunity to compete at the Wyoming State Fair.

Throughout its history, the Wyoming State Fair benefited from the facilities and spaces that comprise the 118-acre Wyoming State Fairgrounds – from its iconic 1913 Ag Hall to its two major livestock buildings, erected in 2006, the Livestock Pavilion and Show Center – all funded by the support and forward looking Wyoming legislature. And most recently, in 2018, the State of Wyoming created the new Wyoming State Fair Board to guide the future of the Fair and Fairgrounds; seeding its operations with more than $3 million in the Wyoming State Fair Endowment Fund.
1.4 MARKET DEMAND SUMMARY

A detailed market demand study was conducted to provide input on market and financially supportable events and facilities for the Master Plan. This section presents highlights of the results of that study which is presented in Appendix A.

SITE CHARACTERISTICS

- Considered centrally located for access from throughout the State of Wyoming
- Relatively new facilities (equine and livestock) at Fairgrounds
- Easy access from surrounding major roadways
- Limited lodging at competitive rates for multi-day events
- Strong community and state support and interest
- Strong agricultural, historic, and cultural assets

MARKET CHARACTERISTICS

- Small local population and disposable income base
- Strong energy sector creates pressure on finite labor market – driving up wage rates

COMPETITIVE FACTORS

- Overlapping market with Casper and Cheyenne event facilities
- Competition from horse event facilities in Rapid City, Gillette, Rock Springs, and Loveland, CO
- Fairgrounds has superior horse stalling facilities compared to competitive horse show facilities
- Fairgrounds’ RV campground and event spaces, as well as regional visitor assets, have strong appeal for RV rallies

POTENTIAL EXPANDED AND NEW MARKETS

- **Equine and Animal**
  - Best near-term opportunity for state and regional horse shows, clinics, and Wyoming State High School Rodeo
  - Positioned to annually attract 12 to 15 state-based shows, 2 regional shows, 2 to 3 clinics, and create an in-house winter series, if the current facilities are expanded and improved, along with focused marketing
  - Up to $150,000 of net revenues could be generated by the third year of operating improved facilities
  - Positioned to attract dog agility competitions (regional/national) and more livestock related events

- **Exhibition Events**
  - Building on Wyoming’s strong agricultural base, opportunity to develop a major Farm and Agribusiness Trade Show, similar to Farm Fest (MN), Dakota Farm Show (SD), or Husker Harvest Days (NE)

- **Recreation Vehicle (RV) Rallies**
  - The Fairgrounds is well positioned, with existing RV camp sites and other outside spaces to attract regional and small national RV rallies
  - Upgrades to Fort Fetterman and McKibben Cafeteria would greatly enhance these opportunities
1.5 FAIR PROGRAMMING FACILITY IMPACTS

Observations of the 2019 Wyoming State Fair by the Study Team members coupled with survey responses by over 700 Fair patrons, resulted in recommendations to changes in programming, layout, and facilities to enhance the experience of Fair patrons and participants, and increase net revenue potential.

RECOMMENDED PROGRAMMING CHANGES

- Add more free entertainment offerings
- Use North Parking Lot for patron parking only, relocating all feed trailers and competitive livestock parking to the South Lot
- Improve pedestrian circulation to easily access all programmed areas
- Make better use of open areas behind the food and merchandise vendors along the Midway area
- Improve off-site and in-grounds signage and way finding
- Improve access to and create a “sense of arrival” for the Carnival area

RECOMMENDED LAYOUT AND FACILITY CHANGES

- Add a north / south connector between the equine area and the livestock area. Additional food concessions and merchandise vendors can be added in the intersection of the existing Midway and new connector, increasing the attractiveness and net revenue potential for this area
- Enhance the appearance and entertainment offerings in the Beer Garden area
- Relocate the Carnival to the north side of the Midway area and repurpose the Grandstand parking lot for preferred parking, a net revenue generator

1.6 FACILITIES CONDITIONS ASSESSMENT

The Wyoming State Fair campus consists of 60+/- buildings and structures that were reviewed as part of the Master Plan process. The purpose of the condition assessment for each building was to determine the condition of the building, and how it functions. By analyzing the condition of each building, the Study Team was able to forecast the future of the building, its usefulness and costs to upgrade, make repairs, repurpose or demolish the building.

As each building was considered, the Study Team determined the newer buildings such as the Pavilion, Show Center, and Equine Center are in good condition but will benefit from upgraded building systems – not only for extending the life of the buildings but, more importantly, to expand the number of events and activities held in those facilities. Most of the other buildings need some level of attention to repair and maintain the building in good working condition. This is the biggest financial need identified in the Facilities Conditions Assessment report, presented in Appendix B.

Beyond strictly looking at the condition of each building, the Study Team also looked at the overall aesthetic of each building and have made suggestions about the consistency of similar facilities. As buildings are remodeled and replaced, there is also opportunity to begin to develop an architectural aesthetic that is consistent across the campus providing a stronger identity.

In addition to the condition assessment, the report includes improvement recommendations and associated costs as applicable for each of the various buildings.
1.7 MASTER PLAN RECOMMENDATIONS

The recommended physical improvements include a variety of types that are intended to meet the current and future demands of both Fair and non-Fair events. The plan contains recommendations to grow the attendance and enhance the programming of the annual Wyoming State Fair, as well as help reduce financial shortfalls. The Master Plan is divided into geographical locations for purposes of presentation, as follows:
The diagram below presents the various locations and descriptions of the recommended Master Plan projects for the Fairgrounds.

Figure 1.1 – Master Plan Recommendations

A summary of the Master Plan projects is presented on the following pages.
**EQUINE AREA**

- Fully enclose the Silver Arena, including bleacher seating for up to 1,000 people, heat and high capacity ventilation, restrooms, announcer’s booth, and multi-purpose footing
- Enhance the ventilation system in the Equine Center with high volume, low-speed fans over the arena ring
- Build a covered connector between the Equine Center and the newly enclosed Silver Arena
- Cover the Yellow Arena with a high bay structure
- Remove Horse Barn F and leave as green space
- Replace Horse Barns A and B as market matures and demand rises

**GRANDSTAND AREA**

- Reduce depth of the Grandstand arena
- Replace existing announcer booth and rodeo office
- Add up to 4,000 additional seats in 2 wings to the Grandstand

*Equine and Grandstand Areas*
LIVESTOCK AREA

- Renovate the existing Dairy Barn
- Climatize the Pavilion for year-round use
- Install concrete floor in Show Center
- Possible replacement of the entire Dairy Barn / ANRC / Vyve Building with a 40,000 to 50,000 square foot, dividable exhibition building
DORMITORIES / HOUSING AREA

- Renovate Fort Bridger and Fort Laramie dormitories
- Demolish Fort Washakie dormitory and replace with parking area
- Possible public-private partnership to build a 100 to 125 room hotel near the dormitories
- Addition of storage area to McKibben Cafeteria building
EXHIBITION SPACES AND MAINTAINCE AREAS

- Renovate the interior of Fort Fetterman, including ADA and code compliance and lighting upgrades
- Consolidate maintenance storage facilities and remove empty storage structures
- Renovate the Maintenance Building
OUTSIDE SPACES

- Create a north / south pedestrian connector that extends from the Equine Center to the livestock area
- Replace the Pepsi Stage and relocate it to the east of the new north / south connector
- Build and replace ticket booths for Gates 1, 2, 3, and 4 with matching architecture
- Install new electronic reader board on the north side of the grounds
- Pave the drive lanes in the North Parking lot and restrict this lot to patron parking during the Fair
- Relocate the carnival to the north side of the Midway area with paved walkway and electrical trenches
- Pave the remainder of the Grandstand parking lot and use for preferred and handicap parking

![Diagram of Outside Spaces](image_url)
SIGNAGE *(Not shown in Figure 1.1)*

- Develop a signage standard to include monument / gateway signage, vehicular / pedestrian way findings, maps, and interpretive signage

RENOVATIONS TO EXISTING BUILDINGS PER FACILITY CONDITIONS ASSESSMENT REPORT *(Not shown in Figure 1.1)*

- Upgrades to comply with code requirements for Horse Barn B, Goat Barn, McKibben Cafeteria, First Aid Building, and Horse Stalling Office
- LED Lighting upgrades in Horse Barns, Livestock Pavilion, Goat Barn, Sheep Barn, Equine Center, McKibben Cafeteria, and the Wyoming Mercantile Building
- Various repairs, painting, and renovations to Livestock Pavilion, Goat Barn, Sheep Barn, Equine Center, McKibben Cafeteria, Director’s Garage, Fort Bonneville, Fort Steele, North Stage, Grandstand, Rotary Building, Grandstand Concessions, Show Center, Fort Reno, Administrative Offices, Restrooms, and other smaller structures on the grounds
1.8  BIRD’S EYE PERSPECTIVE OF MASTER PLAN

The rendering below presents a 3-D, bird’s eye view, toward the northeast, of the major Master Plan components.
1.9 FINANCIAL RECOMMENDATIONS AND REVENUE POTENTIAL

NON-FAIR EVENTS

The Master Plan project with the highest revenue potential (gross and net) is enclosing the Silver Arena. That improvement, along with the implementation of a focused marketing and customer service plan, is expected to generate between $265,000 and $350,000 in gross revenues ($112,000 to $151,000 in net revenues) from new horse shows and clinics. In addition, the enclosed Silver Arena will eliminate bringing dirt in and out of the Livestock Pavilion for horse events, reducing the cost of maintaining and operating the Pavilion, and freeing that building up for large trade show and exhibition events.

Other markets that are open to the Fairgrounds, including RV rallies, ag-related trade shows and exhibitions, and dog agility events, are expected to generate between $70,000 and $90,000 in gross revenues.

FAIR ACTIVITIES

Specific Master Plan projects will affect the quality of the annual Fair to participants and fairgoers – entry gate enhancements, north/south pedestrian connector, relocation of the carnival, and relocation of public and preferred parking to the north lot and the grandstand lot – and, along with recommended changes in programming of the Fair, could result in significant incremental growth in attendance and, consequently, revenues. These revenue sources include gate admissions, grandstand entertainment, food concessions, carnival, and sponsorships. Though specific increases in attendance and related revenues are difficult to project, the average Fair revenue per attendee is estimated at almost $23. Consequently, the Fair has the opportunity to generate $23,000 for every additional 1,000 people who attend the Fair.
2.1 FAIRGROUNDS OVERVIEW

The 118-acre Wyoming State Fairgrounds, located in Douglas, is host to the largest youth livestock competition and celebration of all things Wyoming – the Wyoming State Fair. The Fair is a multi-day showcase of agriculture, youth achievement, education, and entertainment. From livestock competitions to horse shows to carnival rides to grandstand entertainment to food and merchandise vendors – the Fair offers something for everyone to experience and enjoy.

While the principal buildings and structures were constructed for use by the agriculturally based Fair exhibits and competitions, the Fairgrounds is operated on a year-round basis and host to approximately 200 non-Fair events annually. The wide variety of non-Fair events benefit from the expansive buildings, open spaces, central location in the state, and convenient highway access found within and near the Fairgrounds. Non-Fair events include state and local 4-H events, horse shows and competitions, high school rodeo, consumer shows, youth sporting activities, community events, youth development events, banquets and receptions, corporate training, and home to the Converse County 4-H Fair.
2.2 NECESSITY OF THE MASTER PLAN

The Wyoming Department of Agriculture commissioned a Master Plan study in 2002 to identify and prioritize needed facility improvements that were developed and implemented in the years 2004 to 2010. The Wyoming State Fair Board, in concert with the State Construction Department – Construction Management Division, identified the need to develop new facilities and make improvements to existing ones, as well as explore new markets and attractions to keep the Wyoming State Fair and Fairgrounds viable and prosperous for the foreseeable future. With increasing competition for Fair and non-Fair event dollars, the Master Plan Study was deemed necessary to consider strengths and weaknesses while providing recommendations for improvements that will keep the Wyoming State Fair and Fairgrounds relevant, competitive, and fiscally sustainable.

The Master Plan accommodates and directs future growth for the Fair and Fairgrounds in a responsible and efficient manner that supports the mission of the Fair and Fairgrounds to “showcase Wyoming youth and the products, services, and innovations of agriculture and non-agricultural industries.” A special emphasis is placed on agriculture as one of the State’s largest and most important industries. The Master Plan enforces that daily decisions must be made as part of a long-term vision that is sensitive to the history of the Fair and the State of Wyoming. Additionally, the Master Plan continues to raise aspirations, as well as provide positive direction, for investing in the future of the Fairgrounds.

The Master Plan is consistent, yet flexible and responsive to the needs of its time. The development of new facilities, and the preservation, renovation, and maintenance of existing facilities, aspire to assure decision makers who are funding facility upgrades at the Fairgrounds.
2.3 MASTER PLAN GUIDING PRINCIPLES

Guiding principles were developed to formulate the Master Plan. These principles were gathered from a variety of sources including: (1) Wyoming State Fair Board members, (2) Master Plan study committee members, (3) Wyoming State Fair management and staff, (4) Wyoming State 4-H and FFA representatives, (5) City of Douglas and Converse County representatives, (6) Wyoming State legislators, (7), numerous existing and potential user group interviews and surveys, (8) Wyoming State Fair survey respondents, (9) economic and market analyses, (10) demonstrated fairground, event centers, and equestrian planning and best management practices, and (11) the Study Team’s collective experience and ongoing collaboration.

The guiding principles are:

- Maintain and respect the history and heritage of the Fair as a brand and as a cultural institution
- Provide facilities and spaces to showcase youth, agricultural, and culture of the State of Wyoming
- Facilitate the orderly, fiscal, functional, and aesthetic development of the grounds
- Increase the opportunities for year around activities and events as a destination event facility
- Create opportunities to maximize visitor experiences by providing continuous connectivity to agricultural and educational exhibits
- Improve overall building conditions for serviceability and sustainability
- Improve/clarify pedestrian connections to parking
- Improve the Fair and non-Fair patron’s overall experience
- Improve pedestrian gates and the patron entry experience
- Improve the midway location and layout opportunities
- Improve landscaping and wayfinding

The overarching guiding principle is to create a year-round, fiscally responsible and sustainable Fair and Fairgrounds to celebrate everything Wyoming.
2.4 PLANNING PROCESS

The Master Plan process entailed a number of work tasks conducted by the Study Team members:

- Toured the Fairgrounds facilities with WYSF staff and Study Committee members
- Two days of work sessions and interviews with the Master Plan Study Committee, WYSF staff, local community interests, 4-H and FFA representatives, equine interests, and promoters/renters of Fairground facilities
- Telephone interviews and surveys with Wyoming State Legislators, Wyoming Department of Agriculture staff, Wyoming State Office of Tourism, agricultural stakeholders, and others
- A market demand study was completed to determine what year-round markets could be expanded or added to increase usage and net revenues for the WYSF operations and to identify required facility changes. An analysis was also completed to project the operational and financial success of recommended facilities. These efforts were integral in developing an implementable Master Plan and are detailed in Appendix A.
- A detailed assessment was made of the condition of all buildings and structures on the Fairgrounds that included recommended improvements and related costs. This Facility Conditions Assessment was integral in developing an implementable Master Plan and is detailed in Appendix B.
- Attended the 2019 Wyoming State Fair to observe, assess, and recommend changes in programming, layout, access, parking, building and space uses, circulation, signage, pricing, contracting, and other aspects of the Fair. Appendix C contains the results of this review and was integral in developing the Master Plan for the Fairgrounds.
- Conducted a state-wide survey of residents concerning their attendance at and assessment of the annual Wyoming State Fair. Over 700 residents from throughout Wyoming completed an on-line survey that provided quantitative and qualitative data concerning various aspects of the Fair, such as pricing, programming, accessibility, time on the grounds, and other factors. The results of the survey are detailed in Appendix D.
- Based on the results of the market demand and financial impact study, the facility conditions assessment, the review of the 2019 Wyoming State Fair, and results of the state-wide survey, the Study Team developed facility options for the Master Plan that addressed the goals and objectives of the Master Plan. These options were reviewed in detail with the Master Plan Study Committee.
- A preferred plan was developed for the Master Plan, along with phasing approaches and cost estimates. The preferred plan was reviewed and discussed in detail with the Study Committee and appropriate changes made.
The following is a list of groups and individuals that the Study Team met with, interviewed, and provided input at various times during the Master Plan process. Contribution from these individuals and groups have immeasurably enriched the outcome of this Master Plan.

**Study Committee:**
- Darin Westby – Wyoming State Fair Board member
- Dan Barks – Wyoming State Fair Board member
- Joe Rankin – Wyoming State Fair Board member
- John Rexius – Wyoming Construction Department
- Dan Cheney – Interim Fair Manager
- Courtney Conkle – Wyoming State Fair Manager

**Stakeholders:**
- Wyoming Department of Agriculture Staff
- Wyoming State Legislators
- Wyoming State Office of Tourism
- Wyoming State Fair Staff
  - Events
  - Accounting
  - Fair
  - Maintenance
- Youth
  - Converse County 4-H
  - Converse County FFA
  - Wyoming State 4-H
  - Wyoming State FFA
- Agriculture
  - Wyoming Stock Growers Association
  - Wyoming Wool Growers Association

**Equine Interests**
- Cowboy States Reining
- Douglas High School Rodeo
- Region 4 Arabian Horse Show
- Wyoming Horse Expo
- Wyoming Quarter Horse Association
- Wyoming Ranch Rodeo
- Wyoming State High School Rodeo Association
- Wyoming State Fair Rodeo Committee

**Local Community Interests**
- City of Douglas
- Converse County
- Converse County School District
- Converse County Tourism Board
- Douglas Rotary
- The Enterprise

**Promoters/Renters**
- Converse County Fair
- Douglas Congregational Church
- Douglas Youth Hockey
- Greiner Motors
- In-Faith Camp
- Wyoming Boys’ State
- Wyoming Gun Show

**Wyoming State Fair Participants**
- Commercial Exhibitors
- Food and Merchandise Vendors
- Competitive Exhibits Supervisors
- Crabtree Amusements
2.5 MASTER PLAN ORGANIZATION

The Master Plan is arranged into the following 5 sections:

Section 1: Executive Summary which contains an overview of the Master Plan and all major recommendations with graphic illustrations.

Section 2: Introduction which discusses the planning process and principles and objectives used as the conceptual basis for the master plan.

Section 3: Existing Conditions gives an overview of the Fair and Fairgrounds history and provides descriptions of the background setting that are based on detailed physical analysis, site observations, market research, and financial assessments.

Section 4: Master Plan Enhancement Projects details the overall master plan with descriptions and graphics of major recommendations.

Section 5: Master Plan Costs and Phasing presents estimated costs associated with each of the Master Plan Enhancement Projects and the Facility Conditions Assessment recommendations, along with anticipated phasing for the recommendations.

Supportive information including the site analysis diagrams, market demand study and financial analysis, facility conditions assessment, 2019 Fair review and recommendations, and results of the state-wide resident survey are contained in the Appendices.
EXISTING CONDITIONS
3.1 HISTORY OF THE FAIR AND FAIRGROUNDS

The Wyoming State Fair officially started in 1905 and is located in Douglas, Wyoming. The Fair has always been an event that has showcased the culture and heritage of Wyoming and has been a constant thread weaving through the fabric of Wyoming's history. The Wyoming State Fair has been a gathering point for generations of families, while providing a quality educational experience and entertainment for all who have attended.

The Wyoming State Fair is a celebration of all things Wyoming and showcases the state’s heritage, agriculture, industry, youth, entrepreneurs, artists and more. As the largest youth competition in the state, the Wyoming State Fair provides educational experiences and exposure to the agricultural industry for the competitors that are being molded into Wyoming’s finest. Unlike many state fairs, these competitions are center stage and very prominent at the Wyoming State Fair. Champions are made here and young people from around the state are proud to have earned an opportunity to compete at the Wyoming State Fair.

Throughout the history of the Fair and Fairgrounds, some key happenings have played an important part in its present-day facilities and operations:

1905. Clark Brothers contracted to build grandstands with a roof, exhibition hall, two horse stables, one cattle and one sheep shed, a poultry house and 2/3 to ¾ a mile of board fence. Grandstand cost $500.00.

1906. An agricultural exhibit hall was built at a cost of $20,000

1915. Fair constructed an additional Arts and Crafts Building, permitting additional space for agricultural exhibits

1926. New grandstand and new pioneer building built

1940. Construction of dairy barn, sales ring and sheep barn

1954. FFA dorms completed

1968. The Arts and Crafts Building burned and was replaced by a new metal building. Also, A new building to house the wool show and an open sheep barn was added to help provide needed space at the expanding Fair

1980. The new Grandstands were completed

1983. Ft. Bonneville dorm and Cafeteria completed

1993. Pioneer museum remodeled, the sheep barn got a “new look” and a free stage was added

1994. New Entry to grounds completed and a bronze statue donated by Wyoming Rural Electric Association

1995. A new roof was put on the beef/sheep complex, new sheep pens were constructed, and the boys’ and girls’ dorms were remodeled

1996. Food court area expanded and remodeled adding seating and shade

2000. $6.8 million dollars approved by legislature to improve fairgrounds

2006. The Livestock Pavilion and Show Center completed

2008. Equine Center completed

2012. 100th Wyoming State Fair and Rodeo held

2018. A Wyoming State Fair Endowment Fund account was created by the legislative body this year

2018. A newly created Wyoming State Fair Board is appointed due to legislative statute changes. The Board went into effect September 1, 2018
3.2 SITE ASSESSMENT

This part of the work scope was conducted by Charles D. Smith Architecture & Planning, LLC and involved the Site Analysis process that allowed the Study Team and client to better understand the Fairground’s physical attributes by analyzing twenty-two different land use characteristics, identifying site opportunities and constraints, and documenting significant planning issues.

**Regional Access:** Regionally, it was determined that 50% of the attendees to the Fair arrived from the West of the site, 30% from the North and 20% from the Southeast.
**Local Site Access:** Closer to the site and within the City limits it was determined that a minimum of 80% of the attendees arrive at the site from the West and 20% from the East.
Property Limits and Ownership: The site is all contiguous and owned by the State of Wyoming.
**Vehicle Circulation/Parking/Ticket Gates:** The main public parking area is at the South of the site with a smaller lot at the North of the site. 80% of the public attendees enter from the South Gate and 20% enter at the North gate. An opportunity exists to improve the visitor entry experience at the South Gate and add more public parking at the North Parking Lot.
Service Access: All service access occurs from the East on Brownfield and is generally scheduled before or after the show hours.
**Animal Movements:** All animal movements are contained within the Livestock or Equestrian complexes and no pedestrian / animal movement conflicts exist.
Adjacent Land Uses & Neighborhood Relations Issues: The adjacent land uses to the East of the site are generally commercial / industrial with no negative issues. The land uses to the West are mostly residential and are more sensitive from noise related issues.
Pedestrian Circulation: The pedestrian circulation pattern is basically a “rectilinear maze” with no established pattern.
**Site Topography and Drainage Issues:** The site slopes from the East to the West with no serious ponding or drainage issues. The soil percolates relatively well. The site surface drainage in the RV area is problematic and needs to be contained, collected and flow to a drainage channel South of the RV park.
**Site Expansion Potential:** A large residential parcel exists Southwest of the site and should be acquired should it become available. A small triangular parcel exists at the northeast area of the site and should also be acquired if available. Other privately-owned parcels at the perimeter of the North side of the site should be considered for acquisition to improve the perimeter image, visibility and “front yard” of the Fair.
Easements/Restrictions: Several utility easements exist along Brownfield but do not affect the site. It has been said that a “Reversion Clause” exists that specifies that the property ownership is to revert to the heirs of the original property owners if the Fair does is not operational for three years in a row.
**Environmental Conditions/Soil Conditions:** It is our understanding that no negative environmental conditions exist. The soil percolates reasonably well and has good bearing capacity.
City/County Limits: The Fairgrounds site is located within the City Limits of Douglas.
Zoning/Comprehensive Plan: The site is appropriately zoned and correctly shown on the future Comprehensive Plan.
Site Layout Axis: The site layout axis is basically a North / South linear layout.
Vegetation/Landscaping: The site is well landscaped with numerous mature trees especially in the exhibitor Midway area.
**Views/Vistas:** Good approach views exist travelling Eastbound on Business Route 87.
**Solar Orientation/Wind:** The grandstand is well orientated with regards to solar orientation. The wind direction is good from an animal odor / residential adjacency viewpoint.
**Site Utilities Conditions & Capacities:** All site utility capacities seem to be adequate.
Architectural Themes/Images: Three architectural themes exist: Older brick structures (brown outline), painted white or metallic grey (gold outline), and red / white painted metal (red outline).
**Fair Use Zones:** The Fair use zones are well defined as shown on the diagram below. The commercial exhibits facility is one of the older facilities and is located on the West perimeter of the site. An opportunity exists to improve this use and location. Similarly, the carnival has previously been relocated from the center of the site to the Western perimeter of the site.
**Non-Fair Use Zones:** Several non-Fair uses are shown on the diagram included in this report. An opportunity exists to improve year around use of the site and facilities.
3.3 EXISTING BUILDINGS AND SPACES

Equestrian Area

The equestrian area of the Fairgrounds consists of Pepsi Equine Center, two dirt outdoor show areas (Silver and Yellow Arenas), a grandstand and main arena, two grass warm-up areas, stall barns, and livestock penning – as shown in the aerial below.

Pepsi Equine Center
Built in 2008, the Pepsi Equine Center, the only indoor arena on the Fairgrounds, has a 100’ x 170’ ring. Because of its small size, the arena is not suitable to be used as the main show ring for horse shows and events. However, the ring is used as a warm-up area. The arena is fully enclosed with heat but no air conditioning or air movement system. There are 277 stalls in Pepsi Equine Center, as well as wash bays and an attached feed and bedding area, show office, concessions stand, and restrooms.
Silver and Yellow Arenas
These two outdoor arenas are the most used arenas on the Fairgrounds for horse shows and events during the months of May to November. Silver Arena is approximately 145’ x 325’ and Yellow Arena is 125’ x 260’.

Horse Stall Barns
In addition to the horse stalls in Pepsi Equine Center, there are row stalls (covered and enclosed) adjacent to the Pepsi Equine Center that provide 98 stalls (Barns A and B). Further away, near the North Platte River, are another 32 stalls (Barn F).

Grandstand Arena
The Main Arena, which is also the Grandstand arena, is a 180’ x 300’ open arena. Outside of the Fair, it is principally used for Douglas High School Rodeo.

Grandstand
The Grandstand has covered seating for about 4,000 people with access on two levels. The Grandstand was built in 1980.
Livestock Area

The Livestock Area has multiple buildings that are used for equestrian, livestock and animal events, 4-H activities, and youth hockey.

Ford Pavilion
Ford Pavilion is a large, clear-span building in the Livestock Area with a concrete floor. Built in 2005, this facility is a metal-skinned building with heat but no air or ventilation system. A concrete floor was added in 2015. This building can be used as exhibition space as well as for livestock and animal events. In recent years, dirt is brought in to create a horse show/event ring in November and removed in April of the next year – principally for horse ropings, reinings, and practices.

Show Center
The Show Center, at about 50,000 square feet, is primarily used by Douglas Youth Hockey from November to April. During the annual Fair, the Show Center is used for swine penning and judging. Built in 2005, it has a dirt floor, restrooms, and large access doors.
**Vyve Building**
The Vyve Building is a 60’ x 170’ structure with wood posts and concrete floor. It is an unheated building with large fans and no air conditioning. It is principally used by 4-H for various activities on a year-round basis. Commercial exhibits occupy the space during the annual Fair.

**Other Livestock Facilities**
Other facilities in the livestock area that are used by Converse County 4-H, livestock shows, and other year-round uses include the Dairy Barn, Goat Barn and Sheep Barn.
Dormitory Buildings

The Fairgrounds has four different dormitory buildings on the east side of the grounds. These buildings include Fort Bridger, Fort Bonneville, Fort Laramie, and Fort Washakie. Fort Bonneville, built in 1984, is designated as the girl’s dormitory during the annual Fair but is generally undesignated for year-round events. This building is laid out with 64 beds per wing and with 8 wings for a capacity of 512 beds plus two chaperone rooms with a total of 4 beds. It also has a community restroom on each of the two floors with separate shower stalls and has full climate controls.

Fort Bridger, built in 1960, is a single-story, metal-skinned building that has a capacity of 206 beds, as needed. This building has heat and a swamp cooler. During the Fair, it is designated as the boy’s dorm. Fort Laramie, built in 1953, is a two-story building with exhibit space on the lower level and housing on the second level; accommodating about 116 beds. Both Bridger and Laramie have community showers and shared restrooms. Fort Washakie dorm, constructed in the early 1950s, has outlived its useful life and has been moth balled due to its current condition.
Exhibit Spaces

The Exhibit Spaces of the Fairgrounds is comprised of multiple buildings that include exhibit and event spaces.

Ag Hall
One of the original buildings at the Fairgrounds, Ag Hall, has administration offices on the lower level and exhibit spaces on the 2nd level, comprising of a 7,200 square foot wood-floor meeting/banquet space with separate stairs and ramp access from the administrative offices, as well as to outside parking areas. This building has restrooms on the 1st floor, accessible by users of Ag Hall, and full HVAC. This building was constructed in 1913.

This space is used for home arts displays during the annual Fair and for banquets, receptions, funerals, and similar events on a year-round basis.

Fort Caspar
At 49’ x 112’ and built in 1957, Fort Caspar is a single-story structure with low-ceiling exhibit space, two “wings” on each end, and a commercial-type kitchen accessed through one of the wings. This building has full climate controls. During the annual Fair, 4-H exhibits are on display in this building. Rental customers include training, Boys’ State, sales and auctions, consumer shows, and 4-H events.
Fort Fetterman
Located next to Ag Hall, Fort Fetterman is approximately 7,200 square feet (gross) of low-ceiling exhibit space. This brick-block building, built in 1961, has a concrete floor, open ceiling, a small roll-up door, and full HVAC. This building is used for open class exhibits during the Fair and for 4-H shooting sports during the rest of the year.

Fort Reno
Built in 1931, Fort Reno is a two-story building with about 6,600 square foot of event space on the second floor that hosts weddings, funerals, and fundraisers. During the Fair, 4-H exhibits are on display in this building. This space has wood floors, is ADA accessible, and has full HVAC controls. The lower level is used for storage.
Fort Steele
Built in 1932, Fort Steele is a two-story structure with storage space on the lower level and event space on the upper level. The wood-floor exhibit space has full climate controls. Fort Steele is not used during the Fair and has minimal use for non-Fair events.

Operational Buildings and Spaces

Administration Building
The administrative offices of the Wyoming State Fair comprise the 1st floor of Ag Hall Building. The administrative area includes office spaces, Board room, restrooms and other spaces.

RV Campground
The Fairgrounds has 456 RV sites – all with water, electric (20-amp, 30-amp and 50-amp), and sewer. There are two restroom and shower buildings located on the east and west sides of the camp area.

With the demand for RV sites due to the strong energy industry, most of the eastern side of the camping area is rented to workers on a monthly basis. Those renters are required to vacate the grounds for a two-week period before, during, and after the annual Wyoming State Fair.

Parking
Situated on the south end of the Fairgrounds is about 10 acres of land that is designated for parking; principally during the annual Fair. Event parking for year-round events is available in areas closer to the building/area in which the event is staged, such as parking on the east side of the Pepsi Equine Center, along the west side of the Pavilion, the north west and north side of the Show Pavilion, and on paved roadways and designated parking areas near Ag Hall, Ft. Fetterman, Ft. Caspar, Ft. Steele, the Cafeteria, and Ft. Reno.

Maintenance Building and Storage
The Maintenance Building, built in 1950, is in close proximity to Fort Laramie building and McKibben Cafeteria. It has an abundance of space for storage, parts and supplies. Other smaller storage sheds are located in various areas of the Fairgrounds.
3.4 FACILITY CONDITIONS ASSESSMENT

The Wyoming State Fair campus consists of 60+/- buildings and structures that were reviewed as part of the Master Plan process. The assessment includes information taken from the April 26, 2016 Wyoming State Building Commission Assessments prepared by the State of Wyoming at that time. The purpose of the condition assessment for each building is to determine the condition of the building, and how it functions. By analyzing the condition of each building, the Study Team was able to forecast the future of the building, its usefulness and costs to upgrade, make repairs, repurpose or demolish the building.

As each building was considered, the Study Team determined the newer buildings such as the Pavilion, Show Center and Equine Center are in good condition but will benefit from upgraded building systems such as Air Conditioning and LED lighting. Most of the other buildings need some level of attention to repair and maintain the building in good working condition. This is the biggest financial need identified in the Facilities Condition Assessment.

Some buildings are in poor condition and require fairly major renovation to update the respective facility and meet current building codes. Finally, some of the buildings are simply in such poor condition that they should be demolished and removed from the campus. Demolished buildings can be replaced with new buildings or consolidated into other buildings with excess space. One such example includes the small storage sheds near the maintenance storage building. The sheds used to house fixtures and parts are located inside the storage yard near the maintenance shop. These small dilapidated buildings house electrical equipment, plumbing parts, paint supplies irrigation parts. These buildings are in severe disrepair and hard to access.

Beyond strictly looking at the condition of each building, the Study Team also looked at the overall aesthetic of each building and have made suggestions about the consistency of similar facilities. For instance, several small ticket booths are scattered around the fairgrounds. While there are some similarities in these structures, most are in disrepair and do not convey a “quality venue” when considering that these structures are often the first building encountered by patrons visiting the Fairgrounds. Ticket booths that are all identical at each check point, can help identify the entrances and provide patrons a stronger sense of entrance into the State Fairgrounds. As buildings are remodeled and replaced, there is also opportunity to begin to develop an architectural aesthetic that is consistent across the campus providing a stronger identity.

In addition to the condition assessment, the report includes recommendations and associated costs as applicable for each of the various buildings. These costs have been tabulated and compiled into a spreadsheet as a part of the condition assessment report, presented in Appendix B.

Buildings and structures needing major improvements to continue to be used include:

- Renovations of Ft. Bridger and Ft. Laramie Dormitories
- Renovation of the Dairy Barn
- Interior and roof replacement to McKibben Kitchen
- Interior upgrade to Ft. Fetterman Building
- Remodel of administrative offices in lower level of Ag Hall
- Renovation/remodel of the maintenance shop
4.1 INTRODUCTION

The recommended Master Plan projects have been identified through the completion of a 6-month process involving detailed reviews of historical and existing facilities, data and information; interviews and surveys of WYSF Board members, staff, stakeholders and Wyoming residents; market research and analysis; observations and assessment of the 2019 Fair; and understanding of current trends in fairgrounds and similar event facilities. These projects were developed utilizing the guiding principles established during the plan process and are intended to revitalize the Fairgrounds and promote more year-round use.

Each project description provides proposed improvements and benefits. Project budgets and phasing are presented in Section 5 for planning purposes and are a starting point; subject to modification during the course of future design development. The Master Plan projects are:
4.2 EQUINE FACILITIES

PURPOSE

Despite having one of the best indoor stalling facilities in Wyoming, Colorado, and South Dakota, the Fairgrounds is host to a limited number of horse shows and events – principally due to the lack of a large indoor arena. Market research and interviews / surveys with equine stakeholders revealed a need for additional year-round equine performance space in order to attract new and larger shows to the Fairgrounds.

The small size of the existing indoor arena, located in the Equine Center, is insufficient for most horse competitions. Expanding the small indoor arena is not feasible to meet the needs and/or standards expressed by stakeholders and revealed in market research. Therefore, additional enclosed arena space is necessary for the long-term viability of the Fairgrounds for this market potential.

PROPOSED IMPROVEMENTS

The following new facilities and renovations are proposed to better accommodate and expand existing equine events, as well as to attract other shows to the Fairgrounds.

New Arena Space

- Fully enclose the existing Silver Arena
  - 145’ x 325’ performance space
  - Seating for up to 1,000 people
  - Restrooms
  - Announcer booth
  - Concessions area
  - Heated with high volume, low speed fans

Existing Performance Space

- Enhance ventilation in the Equine Center
  - Install high volume, low speed fans over arena ring

Additional Support Spaces

- As market matures and demand rises:
  - Build a covered connector between the Equine Center and the enclosed Silver Arena
  - Cover the Yellow Arena with a clear-span, high roof structure
  - Replace Horse Barns A and B with a fully enclosed stall barn

Recommended Existing Equine Facility Renovations

- Upgrade lighting to LED in Equine Center and existing stall barns
- Replace doors and hardware
- Remove Barn F and leave site as green space
- Additional general building upgrades as detailed in the Facility Conditions Assessment report

BENEFITS

The enclosed Silver Arena will benefit the Fairgrounds by providing new equine performance facilities that will enable the WYSF’s ability to grow this market and advance the Fairgrounds as a year-round destination event facility. As this market matures, adding amenities, such as the covered connector and covered Yellow Arena, will keep the Fairgrounds as the leading equine facility in the State of Wyoming and the surrounding region.
4.3  GRANDSTAND AND MAIN ARENA

PURPOSE

Interviews with principal users of the Grandstand Main Arena (rodeo stakeholders) indicted that the Main Arena is too wide and would be better used if it were reduced in width; especially to bring the excitement of rodeos closer to the spectators in the Grandstand. It is also apparent that the existing rodeo announcer stand/booth and the rodeo office trailer are in dire need of upgrades and improvements. To position the annual Fair event, as well as avail itself of opportunities for non-Fair demo derby and/or motorsports events, consideration to plan for future expansion of the Grandstand seating capacity is warranted.

PROPOSED IMPROVEMENTS

- Reduce the depth of the Grandstand Main Arena
- Replace the existing rodeo announcer stand and booth and the rodeo office trailer
- Add up to 4,000 additional seats in 2 wings to the Grandstand

BENEFITS

As expressed by the Wyoming State High School Rodeo Association and the Fair’s rodeo committee representatives, reducing the depth of the Main Arena will enhance the overall performance of rodeos and bring the excitement and action of rodeo closer to the attendees; creating a more dynamic and thrilling experience for rodeo fans. As existing and new programming of Grandstand entertainment at the Fair develops and attracts more spectators, the need for additional space is considered in the overall plan for the Fairgrounds.

4.4  LIVESTOCK AREA

PURPOSE

The Livestock Pavilion and the Show Center offer the WYSF the ability to establish and grow the state and regional exhibition and trade show market, with particular focus on ranch life, livestock shows, and agribusinesses. Moving winter horse events from the Livestock Pavilion to the enclosed Silver Arena and the planned exodus of Douglas Youth Hockey from the Show Center in the next few years will free up the Pavilion and Show Center for development of this destination market. As the WYSF develops the exhibition and trade show market in these spaces, additional improvements will enhance the user and visitor experience. The north end of the Dairy Barn/ANRC/Vyve Building is in need of significant improvements to continue to be used during the annual Fair.

PROPOSED IMPROVEMENTS

- Renovate the existing Dairy Barn
- Climatize the Pavilion for year-round use
- Install concrete floor in Show Center
- Possible replacement of the entire Dairy Barn / ANRC / Vyve Building with a 40,000 to 50,000 square foot, dividable exhibition building

BENEFITS

- Dairy Barn meets code requirements and eliminates leaking roof
- As exhibition and trade show market develops, visitor amenities are improved
- Possible future new exhibition building for Fair programming and year-round events
4.5 DORMITORIES AND HOUSING AREA

PURPOSE

The dormitories at the Fairgrounds have a long history of use and importance for 4-H and FFA students who participate in the annual Wyoming State Fair. These dorms have provided low cost housing during the Fair, as well as contributing to the comradery of 4-H and FFA clubs. Fort Bonneville, the newest dorm building, is in need of only select repairs and improvements. Fort Bridger and Fort Laramie are both in need of significant renovation to address life safety code issues, lack of full HVAC, needed restroom and shower upgrades, and other improvements. Fort Washakie dorm is unusable as is and is not needed.

The impact of the energy industry to the availability of hotels in Converse County and the City of Douglas has a limiting effect on WYSF’s ability to attract large multi-day events that require lodging at affordable and competitive prices. Pursuing a public-private partnership with a developer for an on-site hotel, with opportunities for blocking rooms and competitive rates, would position the WYSF to attract more and larger multi-day events and activities throughout the year.

McKibben Cafeteria serves users of the dorms during the Fair and for non-Fair events, such as Wyoming Boys’ State. The addition of storage area to this building would help to support the uses of the Cafeteria.

PROPOSED IMPROVEMENTS

- Renovate Fort Bridger and Fort Laramie buildings
- Demolish Fort Washakie dormitory and replace with parking area
- Possible public-private partnership to build a 100 to 125 room hotel near the dormitories
- Addition of storage area to McKibben Cafeteria building

BENEFITS

Renovations of Fort Bridger and Fort Laramie will address key life safety code issues (lack of fire sprinklers and fire separation, ADA compliance), as well as provide upgrades with HVAC, insulation, lighting, electrical, plumbing, interior and exterior finishes.

Replacing Fort Washakie with a parking area will provide users of exhibit spaces additional parking spaces. Development of a public-private partnership to build a hotel on the Fairgrounds will give the WYSF an advantage over other competitive facilities and increase the attractiveness of the Fairgrounds for year-round events and activities.

Creating a storage area in McKibben Cafeteria will reduce the amount of time to set-up and tear down events held in this building.
4.6 EXHIBITION SPACES AND MAINTENANCE AREAS

PURPOSE

Fort Fetterman is located between two improved exhibition spaces – Ag Hall and Fort Reno – and lacks interior upgrades and ADA compliance to make it attractive to use for banquets, receptions, and meetings, as well as for multi-facility events that are held in Ag Hall or Fort Reno.

The Fairgrounds has multiple small storage sheds where items are stored for maintenance – electrical equipment, plumbing parts, paint supplies, and irrigation parts. These sheds are in severe disrepair and hard to access. The Maintenance Building, while more than adequate in space, has numerous deficiencies including exterior walls, doors and windows, HVAC system, and general layout.

PROPOSED IMPROVEMENTS

- Renovate the interior of Fort Fetterman, including ADA and code compliance and lighting upgrades
- Consolidate maintenance storage facilities and remove empty storage structures
- Renovate the Maintenance Building

BENEFITS

- Increased marketability, usage, and revenue potential of Fort Fetterman
- Reduced maintenance staff time to find items currently stored in sheds
- Provide energy efficient and consolidated maintenance supplies and parts spaces, improving staff productivity

4.7 OUTSIDE SPACES

PURPOSE

Observations of the layout and usage of the grounds for the annual Wyoming State Fair, input from Fairgoers, and planned changes to the Fair programming revealed opportunities to enhance the visitor experience at the Fair through the improvements to gates and entries, pedestrian circulation, parking areas, location of programming, and signage/wayfinding throughout the grounds.

PROPOSED IMPROVEMENTS

- Create a north / south pedestrian connector that extends from the Equine Center to the livestock area
- Replace the Pepsi Stage and relocate it to east of the new north / south connector
- Build and replace ticket booths for Gates 1, 2, 3, and 4 with matching architecture
- Install new electronic reader board on the north side of the grounds
- Pave the drive lanes in the North Parking lot and restrict this lot to patron parking during the Fair
- Relocate the carnival to the north side of the Midway area with paved walkway and electrical trenches
- Pave the remainder of the Grandstand parking lot and use for preferred and handicap parking

BENEFITS

- Improved pedestrian circulation to all programmed areas
- Entries and signage to enhance patron experience
- Parking areas closer to programmed areas for patrons
- Carnival moved to center of activities, improving access and revenue potential
MASTER PLAN COSTS AND PHASING
5.1 INTRODUCTION

This section presents the estimated costs of the recommended Master Plan projects and the renovations and improvements identified in the Facility Conditions Assessment report. These costs are based on 2020 prices, specific to the Wyoming market area. The costs do not include design fees, permitting fees, or contingencies.

Two items are shown with estimated costs that the State of Wyoming would not be incurring – the cost of building a 100 to 125 room hotel on the Fairgrounds (Item N) and the cost of purchasing and installing a new electronic reader board (Item U). For the hotel, it is assumed that the State would provide the land for the hotel and a third-party developer would incur the cost of building the hotel. The Converse County Tourism Board stated that it has funds to purchase and install a new electronic reader board at no cost to the State.
## 5.2 MASTER PLAN PROJECTS AND PHASING

The table below presents the estimated costs for each Master Plan project and respective amounts by recommended phase. For purposes of the recommended time frames, Near-Term is considered as years 1 to 3, Mid-Term is considered as years 4 to 7, and Long-Term is considered as years 8 to 10. The actual implementation of any specific project is contingent on approval and funding by the State of Wyoming.

<table>
<thead>
<tr>
<th>Plan Label</th>
<th>Master Plan Enhancement Elements</th>
<th>Estimated Costs</th>
<th>Implementation Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Enclose Silver Arena</td>
<td>$8,050,000</td>
<td>Near-Term: 26,000</td>
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<td>B</td>
<td>Upgrade Ventilation System in Pepsi Equine Center</td>
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<td>C</td>
<td>Covered Connector Between Silver Arena and Pepsi Equine Center</td>
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<td>D</td>
<td>Cover Yellow Arena</td>
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<tr>
<td>E</td>
<td>Reduce Main Arena and Replace Announcer Booth and Rodeo Office</td>
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<td>F</td>
<td>Add 4,000 Seats to Grandstand with Wings</td>
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<td>G</td>
<td>Replace Barns A and B</td>
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<td>Remove Barn F</td>
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<td>I1</td>
<td>Renovate Dairy Barn/ANRC/Vyve Building</td>
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<td>Climatize Pavilion for Year-Round Use</td>
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<td>K</td>
<td>Concrete Show Center Floor</td>
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<td>L</td>
<td>Renovate Ft. Bridger and Ft. Laramie Dorms</td>
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<td>Remove Ft. Washakie and Create Parking Area</td>
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<td>N</td>
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<td>Renovate Ft. Fetterman Interior</td>
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<td>Gate and Entry Enhancements</td>
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<td>New Electronic Reader Board (Cost Paid by Converse County Tourism)</td>
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<td>Pave Driveways in North Parking Lot</td>
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<td>Relocate Carnival to Midway Area</td>
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<td>Pave Remainder of Carnival Parking Lot</td>
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5.3 MAJOR MAINTENANCE ITEMS

The table below presents the estimated costs of major maintenance items, as detailed in the Facilities Conditions Assessment. It should be noted that the table below from the Facilities Conditions Assessment excludes those items included in the Master Plan projects list on the previous page.

<table>
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<tr>
<th>Building Key No.</th>
<th>Building No.</th>
<th>Building Name</th>
<th>Code Upgrades</th>
<th>LED Lighting Upgrades</th>
<th>Renovation and/or Remodel</th>
<th>BUILDING TOTAL</th>
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Summary of Estimated Improvement Costs, by Building

$ 123,687 $ 370,581 $ 3,576,025 $ 4,070,302