

# Ozaukee County Fairgrounds and Firemen's Park Study

## Final Report

November 2002



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# Executive Summary

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Hurtado Consulting, LLC, Eppstein Uhen Architects, and Hunzinger Construction Company were retained jointly by Ozaukee County, the Cedarburg Fire Department, Inc., the City of Cedarburg and the Cedarburg Chamber of Commerce to conduct a preliminary study of the Ozaukee County Fair Grounds and Fireman's Park (collectively referred to as "the Grounds"). The study includes, among other things, an assessment of existing use, organizing structure, consumer or visitor attitudes, preliminary market study, development of options for change and improvement and a financial model depicting capital and operating costs.

## Existing Conditions

Ozaukee County is a wealthy and fast growing county located in southeastern Wisconsin. Population grew 13 % from 1990 to 2000 and property values in the County are growing at approximately 8% per year.

Median household income in Ozaukee County grew by 46% from 1989 to 1990 and has a significantly higher average than the state as a whole.

The approximate 39-acre site of the Fairgrounds and Fireman's Park is located in Cedarburg Wisconsin immediately to the north of the historic downtown Cedarburg. Ownership is split almost equally between Ozaukee County and Cedarburg Fire Department Inc. The site is served by sanitary sewer and municipal water services. Electrical power is provided to the site but is not widely distributed throughout the grounds. This limits the ability of the grounds to host events requiring power distribution throughout the area.

The site is located on a major thoroughfare in the City of Cedarburg but is not close to any freeway or high-speed transit lines.

There are several major parties of interest in the ongoing use and operations of the Ozaukee County Fair Grounds and Fireman's Park: Ozaukee County, Cedarburg Fire Department, Inc., Cedarburg Chamber of Commerce and the City of Cedarburg.

Ozaukee County owns half the land and is ultimately responsible for its use and operations. Its control over the site appears to have been diffused by a series of partnership agreements with the Ozaukee County 4H and the Ozaukee County Agricultural Society. The Agricultural Society operates the Ozaukee County Fair and receives a modest appropriation from the Ozaukee County Board every year toward the Fair. Additional revenues necessary to operate the Fair must be raised through earned income, sponsorships or donations. The 4H is entrusted by the Ozaukee County Board with promotion of agriculture and agricultural education. The 4H sponsors a number of events and classes during the year and is the almost exclusive user of the youth building. 4H has erected several of the older buildings in the Ozaukee County portion and has

made significant improvements to the horse barn. It also has an entrepreneurial position in that many of its operating revenues must be obtained from sponsorships and sale of items at its events.

The Cedarburg Fire Department, Inc. owns and operates Fireman's Park to earn money toward the purchase of fire fighting equipment and apparatus for the Cedarburg Fire Department. It is the direct promoter of Maxwell Street Days. Historically it has been very successful in raising monies for the purchase of equipment and apparatus and in maintaining and operating the Fireman's Park. In recent years, it has had difficulty obtaining enough volunteer time to properly staff and maintain the grounds. This problem is expected to continue and to probably get worse. Cedarburg Fire Department, Inc. cannot raise monies for the purchase of firefighting equipment and apparatus and the outlined improvements to the grounds on the existing Maxwell Street Day calendar. Currently all net proceeds from fund-raising go toward apparatus and other equipment and budgets for those items are tight. In order to raise additional monies for improvements, Cedarburg Fire Department, Inc. would need to hold at least 3 more Maxwell Street Day events or events that would provide the equipment revenues from 3 Maxwell Street Days. We were advised by representatives of Cedarburg Fire Department, Inc. that undertaking these additional events would place too much on the backs of their volunteers.

The Cedarburg Chamber of Commerce has an interest in the site mainly because of its larger mission to promote the economic well being of Cedarburg through tourism. It has no direct role in operations on either part of the site.

The City of Cedarburg is the host municipality for the grounds. It has multiple interests including making this site a good neighbor to the surrounding residential neighborhoods, the success of the Cedarburg Fire Fighters Inc. in raising money for fire department equipment and apparatus and to help promote the economic well being of Historic downtown Cedarburg through tourism.

### Stakeholder Goals

Despite the multiple interests in the land and facilities and in the different nature of the parties' interests, significant common goals were uncovered through a focus group session. Major items for consensus include the following:

1. Work together as a team. Set up a board to look at property as one entity. Coordinated operations.
2. Better landscaping/clean up fairgrounds/relate to community image.
3. Good return on investment without undo risk.
4. Protect 4H investments.
5. Time for a change. Take down "Cedarburg wall", help businesses and neighbors, improve appearance and make money.
6. Continue to support education opportunities on site.

Results in the focus group show strong support for better coordination improvement to the grounds and operational changes to increase revenues subject to protection of important interests including educational efforts of the 4H and the family orientation of events on the grounds. There is also a strong interest in keeping the grounds as a good neighbor and not becoming a significant problem for the neighbors and changing the image of Cedarburg.

In terms of actions, the parties do work together to help each other's events. Many of the "favors" are relatively small and go largely unnoticed. The Ozaukee County Fair, however, probably could not be held if the Agricultural Society could not use Firemen's Park.

### Competitive Analysis

Events on the grounds are very popular with visitors attending events. The Ozaukee County Fair draws crowds of some 40,000 persons annually which is significant given that the Ozaukee County Fair runs on many of the same days as the State Fair held in West Allis Wisconsin. The four Maxwell Street Days annually draws approximately 120,000 people. The youth building is used 190 days or nights during the year, often for multiple events per day. The horse barn is used 46 days a year. The 4H buildings (Number 1 and number 2) are used 50 days during the year. The rabbit and poultry building is used 65 days a year.

Visitors to the Ozaukee County Fair are likely to come every year. Not surprisingly, the majority of the visitors to the Fair come from Ozaukee County although a number of visitors come from Milwaukee and Washington County. Surveys taken during the 2001 and 2002 Ozaukee County Fair indicated that visitors enjoyed the family orientation of the fair, the food, the opportunity to do things with animals and the rides. A significant number of fair goers expressed that they would be willing to pay a modest admission charge especially if they new the money was being used to improve the grounds.

Visitors to Maxwell Street Days were also surveyed. We found that the typical visitor is likely to attend 3 or 4 of the Maxwell Street Days events during the year and, like the Fair, most of the visitors come from Ozaukee County and surrounding counties. We did find, however, a surprising large number of people coming to Maxwell Street Days from outside the immediate area. The typical Maxwell Street Day visitor spends quite a bit of money on food, beverages and merchandise. Again, visitors indicated the willingness to pay a modest admission charge especially if that admission charge were being used to improve the grounds.

Today, the grounds serve a primarily local market and occasionally drawing regionally. Compared to other regional facilities like the Summerfest grounds, the Midwest Express Center and the State Fair Grounds, these grounds have small capacity, lack hotels and ready access to the highway system that would make it appealing to people coming from greater distances. Without nearby hotels, the grounds will almost always serve a day visitor population that comes for visits of one day or less. In the short run, this condition

is likely to persist. Increased numbers of hotel rooms in the Grafton area, in the vicinity of State Highway 60 and I-43 will help widen the market potential in the long run. The extent to which market potential is widened is unknown at this time because the number of new hotel rooms is unknown.

Access and appeal to Cedarburg will be an important part of any redevelopment scheme as the Ozaukee County market itself is relatively small and limited in its ability to financially support development on the grounds. The attractiveness of downtown Cedarburg has already put it on the “metro map” and its charm already draws people from a larger market. We were shown a list of “lost business” due to lack of facilities. In addition, we spoke with several event promoters and persons knowledgeable about the special events. They felt that considerable potential exists for the grounds if the right facilities are there. They also cautioned that the lack of infrastructure and considerable distance from the freeway would affect business. Another concern is that the highly developed Washington County Fair grounds in West Bend Wisconsin, would be a strong rival with superior land and facilities would likely be the venue of choice in any head to head comparison.

We believe, however, it is not unreasonable to expect that an adequate facility, properly marketed and well run, could attract somewhere between 50 – 100 paid events to the grounds each year depending on how aggressive the facilities are marketed. Many of these events will be relatively small; Probably attracting less than a 1,000 persons per day. That said, some of the new events could possibly be accommodated in the Field House and to a lesser extent, the Performing Arts Center or the Cultural Center and care should be taken to increase the number of events rather than shift events from one venue to another.

### Future Options

Four options for improvements to the grounds were considered.

- Option 0 – Do nothing
- Option 1 – Status quo
- Option 2 – Modest growth
- Option 3 – New site
- Option 4 – Acquisition of Fireman’s Park.

**Option 1** – Status quo, addresses the most critical weaknesses and assumes that the parties work together and put funds into the site and buildings to essentially fix up what they have. No expansion of events is contemplated. It merely preserves the existing base of events and businesses on the grounds.

The estimated cost of this option, including direct project costs, 15% contingency, general conditions, contractor fees and an allowance for inflation is \$3,070,128.

**Option 2** – Modest growth, builds on the previous option by constructing a 15,000 sq. ft. multiuse facility with approximately 10,000 sq. ft. base that may be used for events. A feature of the building is an outdoor performance area covered by a removable tensile tent structure.

The estimated cost of this option, including direct project costs, 15% contingency, general conditions, contractor fees and an allowance for inflation is \$7,596,960.

**Option 3** – New site. In this option it is assumed that the fairgrounds and Fireman’s Park operations are relocated to the Kohlwey site. All programmatic elements of option 2 remain the same. It is further assumed that the Cedarburg Fire Department, Inc. would move with the fair and the 4H to the new site.

The estimated cost of this work, including direct project costs, 15% contingency, general conditions, contractor fees and an allowance for inflation is \$19,464,200.00. If the existing grounds are sold and the proceeds applied toward the capital costs of this option, the net capital cost of this option would be \$16,929,200.

**Option 4** – Acquisition of Fireman’s Park. In this option it is assumed that Ozaukee County acquires Fireman’s Park and creates a single ownership entity for that site. It is further assumed that the Cedarburg Fire Department, Inc. continue to operate the four Maxwell Street Days but they do so as promoters or renters of the grounds and pay rent to Ozaukee County. This option is split into 2 parts to represent financial costs assuming the grounds are updated under a status quo option similar to option 2 and under a modest growth option similar to option 3. Again, the primary difference between 4a and 4b is construction of a multiuse building.

The estimated cost of work under option 4a, including direct project costs, 15% contingency, general conditions, contractor fees and an allowance for inflation is \$4,305,128. This alternative is viewed generally favorably by the Cedarburg Fire Department, Inc., although no commitments have been made. It could enable them to operate the four Maxwell Street Days without having to maintain the grounds and the Department could invest the proceeds of the sale of the land into a fund for equipment. It would also enable the Cedarburg Fire Department, Inc. to lease out the operation of Maxwell Street Days to another organization if it came to a point where the Department was unable to staff and produce the event itself.

The estimated cost of option 4b, including direct project costs, 15% contingency, general conditions, contractor fees and an allowance for inflation is \$8,831,960 with all costs included.

## Capital Cost of Options and Cost Allocation

The capital costs and allocation of costs to each owner for each option are summarized below. Please refer to the tables in exhibit 4 for more detailed information.

<b>Option</b>	<b>Total Cost</b>	<b>Fairgrounds Share</b>	<b>Firemen's Park Share</b>
0. Do Nothing	\$ -	\$ -	\$ -
1. Status Quo Improvements	\$ 3,070,128	\$ 2,133,881	\$ 936,247
2. Modest Growth	\$ 7,596,960	\$ 2,407,723	\$ 5,189,237
3. New Site	\$ 19,464,200	\$ 12,847,764	\$ 6,616,436
4a. Acquisition - Status Quo	\$ 4,305,128	\$ 4,305,128	\$ -
4b. Acquisition - Modest Growth	\$ 8,831,960	\$ 8,831,960	\$ -

## Fiscal Impacts

There are a number of operating assumptions that underpin any projection and estimates. They are outlined below:

1. The grounds will be operated in a business-like manner. Facility rentals and event pricing will be done on a market driven basis. The events that yield the most for the facility will be the ones booked, all things being equal. Events will be secured with proper license agreements between owner and event producer, advance deposits will be taken and extension of credit will be given only upon proper authorization.

Furthermore, it is assumed that facility managers will seek out opportunities to sell services and products like power, communications, food and beverage and ticketing.

The critical operational issue facing this initiative is the management structure and culture of the organization. We cannot emphasize enough the need to run the facility in a business-like manner with an eye on the bottom line financial performance.

2. There will be no significant conflicts with the Cedarburg Performing Arts Center, the CHS Field House, or the Cultural Center.
3. The existing parties on the Ozaukee Fairgrounds, having entered in to previous public private partnerships with the County, will be protected. Considerable investment has been made by groups like the 4H and the County Agricultural Society. It is assumed that their events will remain and that all operations of those events will continue in materially the same fashion as now. In essence, the facility booking calendar will “carve out” major exceptions for these events.

4. Any parking revenues generated from events held on the grounds will go to the owner(s). Parking is a major source of revenue. We assume that revenue from all events on the grounds will go to the owners and operators, excepting, of course, the carve outs for the equity partners.
5. Marketing and promotion of the grounds will begin immediately upon implementation of the plan. Long lead times exist for special events and it is important to begin the marketing ahead of the grand opening of any facilities.
6. Operating expenses were based on a staffing plan that assumes an independent entity operating the facility either on a contract basis or under a shared services arrangement.

Because of the carve out assumption, it is inappropriate to look at existing revenues because they will not come to any entity owning or operating the grounds. We look at differences at the margin – those that might be possible in the future if any of these options are implemented.

Operating results were estimated for the options using market data and information from surrounding facilities of a comparable nature and size.

We did not include any potential revenue from existing 4H events, Maxwell Street Days or the Fair. These events are assumed to be protected under any operating agreement between the parties.

All revenues are based on future events that may be attracted to the grounds. Operating expenses were calculated assuming the operations of the grounds were done by an independent entity solely responsible for the operations and routine maintenance of the facilities and the grounds. This is perhaps a conservative assumption because it does not take into account potential economies from combined operations or the use of volunteers. Nonetheless, we felt it important to model the costs this way in order to present a true estimate of the costs of maintaining the grounds.

Five of the options have similar operating characteristics to other options. Option 1 and Option 4a are similar in that they provide a fixed up version of what exists now. Options 2, 3 and 4b provide modest growth opportunities with construction of a 15,000 square foot multi use facilities. We represent the expected operating results using Options 4a and 4b.

Options 1 and 4a produces a small operating loss each year with revenues of \$178,000 and expenses of \$183,960 including a 5% operating cost contingency.

Options 2, 3 and 4b produces a small operating profit each year with revenues of \$360,120 and expenditures of \$339,549 including a 5% operating cost contingency.

## Public Input

Neighbors indicated that their first preference is to move the grounds to another location. However, if that could not occur, they agreed that the appearance of the grounds had to improve. Neighbors strongly expressed concerns about and opposition to increasing the number of events on the grounds and the potential construction of a multi-purpose building and amphitheater. Their concern revolved around constant activity on the grounds that would generate noise, trash and disruption to the quiet of the neighborhood. Comments that the new events would occur in cold weather months (when the windows are closed) and would be small enough to be self-contained in the grounds, were met with skepticism.

## Recommendations/Next Steps

The Ozaukee County Fairgrounds should stay where it is.

A strategy to improve the existing grounds should be undertaken while consideration is given to the long-term future of the grounds. These improvements include infrastructure upgrades, landscaping, signage, lighting and building façade improvements.

We recommend a long-term objective of unified ownership and management of the grounds and full improvement of the grounds consistent with Option 4b. That said, we urge a go-slow policy on the multi-purpose building and elimination of the outdoor amphitheater component of that option as it might generate considerable noise and cause ill feelings with the neighbors.

In the short term, placing the operation under unified management and operations authority can significantly improve the desirability and viability of the grounds. We recommend that Ozaukee County strongly consider the purchase of Firemen's Park to add to the Ozaukee County Park System and to make the first phase infrastructure improvements and façade improvements to the grounds.

Until the grounds come under unified ownership, we urge the creation of a Management Oversight Committee (MOC) to oversee marketing and operations of the grounds and to look for ways to improve operational efficiency. This group should include representatives of Ozaukee County, its user groups and the Cedarburg Fire Department, Inc., The Management Oversight Committee could clarify financial and maintenance responsibilities, explore the purchase of Firemen's Park and develop a master calendar of events on the grounds so all parties know what is happening and when it is happening.

A broader ad hoc committee, representing Ozaukee County, the Cedarburg Fire Department, Inc., each user group, the Cedarburg Chamber of Commerce, the City of Cedarburg and neighbors, should also be created to communicate ideas and concerns to the MOC and jointly plan for long term operations and utilization of the grounds.

# Introduction

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Hurtado Consulting, LLC, Eppstein Uhen Architects, and Hunzinger Construction Company were retained jointly by Ozaukee County, the Cedarburg Fire Department, Inc., the City of Cedarburg and the Cedarburg Chamber of Commerce to conduct a preliminary study of the Ozaukee County Fair Grounds and Fireman’s Park (collectively referred to as “the Grounds”). The study includes, among other things, an assessment of existing use, organizing structure, consumer or visitor attitudes, preliminary market study, development of options for change and improvement and a financial model depicting capital and operating costs.

This report presents the findings of a market analysis, surveys, focus group sessions and the resulting options that follow from the analysis, surveys and sessions.

The options are presented as preliminary designs. A capital plan and plan of financing are also presented for consideration and discussion by the parties.

The fiscal impacts of each option are discussed and the results of interests and opinions offered by neighbors to the Grounds are also disclosed.

The report concludes with recommendations and suggestions for next steps.

Every reasonable effort has been made to make certain the data contained in this report is accurate and reliable. The study is based on assumptions and other information developed from research efforts, general knowledge of the industry and consultation with the client and its stakeholders. We assume no responsibility for inaccuracies in reporting by the client, its agents and representatives or any other data source used in preparation of this report.

No warranty or representation is made that any of the project values or results contained in this study will actually be achieved.

This study is preliminary and is intended for management’s use only. No abstracting, excerpting or summarization of this study may be made. This study is not to be used in conjunction with any public or private offering of securities or similar purposes.

## Existing Conditions

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Ozaukee County is located to the north of Milwaukee County, east of Washington County and to the northeast of Waukesha County. Ozaukee County is the smallest County in the State of Wisconsin in terms of land area at 232 square miles. In comparison, Washington County is approximately 430 square miles, Waukesha County is 556 square miles and Milwaukee County is 242 square miles.

### Population

While the attractiveness of downtown Cedarburg historically has drawn visitation from outside of Ozaukee County, the demographic profile of Ozaukee County, especially population, and changes in it are important to this project. The County represents the primary or core market for any activities at the project site and a target market for the County Fair event.

Ozaukee County is home to approximately 82,317 people according to the 200 Census of Population and Housing. It has seen a 13% increase in population between 1990 and 2000. Waukesha County has seen an 18% increase in population while Washington County has seen a 23% increase in population during the same time period. Milwaukee County has seen a 2% decrease in population. Table 1 below shows the change in population between 1990 and 2000.

**Table 1. Change in Population between 1990 and 2000**

<b>County</b>	<b>1990</b>	<b>2000</b>	<b>% Change</b>
Ozaukee	72,831	82,317	13%
Milwaukee	959,275	940,164	-2%
Washington	95,328	117,493	23%
Waukesha	304,715	360,767	18%

Ozaukee and Waukesha counties are projected to see smaller increase, 6% and 7 % respectively, in population over the next 20 years. Milwaukee and Washington counties are projected to see 10-11% increases in population between 2000 and 2020.

The primary market of Ozaukee County itself would appear to be stable to growing. It would also appear to be relatively small. The population figures from surrounding Counties can also be described as stable to growing. They represent the secondary markets for the subject site. Their significantly larger populations, compared to Ozaukee County, offset the smaller population Ozaukee and suggest that the redevelopment of the subject site may want to target the larger population of this secondary market.

**Table 2. Population Projections 2000**

<b>County</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>% Change</b>
Ozaukee	83,881	85,988	87,214	88,188	88,950	6%
Milwaukee	1,006,867	1,030,851	1,055,561	1,081,656	1,107,208	10%
Washington	117,712	122,957	126,455	128,878	130,336	11%
Waukesha	354,295	364,584	370,678	375,273	379,038	7%

Income

Ozaukee County enjoys a very high median household income, \$62,427, compared to a statewide average of \$39,800. Ozaukee County has also seen a greater increase in median household income between 1989 and 1997 than in neighboring counties. The median household income increased by 46% in Ozaukee County, while increasing approximately 40% in Washington and Waukesha counties.

**Table 3. Change in Median Household Income 1989-1997**

<b>County</b>	<b>1989</b>	<b>1997</b>	<b>% Change</b>
Ozaukee	\$ 42,695	\$ 62,427	46%
Milwaukee	\$ 27,867	\$ 37,229	34%
Washington	\$ 38,431	\$ 53,937	40%
Waukesha	\$ 44,565	\$ 61,562	38%

With the market area's wealthiest households, according to the Household income statistic, the redevelopment efforts at the subject site do not appear to be constrained by a less affluent population. If a project's primary market area has a low household income, it is likely to be limited in its redevelopment options to facilities and activities appropriate for a lower income area. Thus the programming potential for this site is fairly broad. That said, the small size of the primary market, suggests that really upscale activities be approached with caution, as they will require the significant participation of households from the secondary markets in surrounding counties that have lesser median incomes.

Households

Ozaukee County is growing although not as fast as its neighboring counties. Washington County has seen the greatest increase in the number of households between 1990 and 2000. The number of households in Ozaukee County increased by 20% and 28% in Waukesha County. There was a 33% increase in the number of households in Washington County.

Since people often participate in leisure time activities as a household, the increase in the number of households is a notable statistic. Another value of this statistic is its comparison to the population growth statistic. The extent to which households grew faster than population is an indicator of shrinking household sizes.

Shrinking household size typically means growth in non-family households that is households without children. The absence of children in a household has a significant economic impact on a household's leisure spending patterns. First, and most obvious is

that they spend much more on a very diverse set of adult oriented activities. As obvious as this is, it affects this project in that it means that people spend less on carnivals and more on antique shows, more on musical genres that appeal to adults and (comparatively) less on youth oriented music. It also changes the calendar. Households with children tend to concentrate leisure time spending in the summer months and a large percent of that is on outdoor attractions. Adults oriented households spend throughout the year, though like child-oriented households, their discretionary incomes are spent most on weekends.

This all can affect the facility and activity program for a new facility at the subject site.

The 1990 to 2000 statistics for Ozaukee are 13% population growth and 20% household growth. For Washington the numbers are 23% and 40%; for Waukesha the numbers are 18% and 38%; and for Milwaukee County the numbers are -2% and 1%.

Clearly all of these market areas are experiencing continued shrinkage in average household size as new households of one and two individuals, usually adults without children, are becoming the majority of all households in the market areas – as has been the case nationally.

**Table 4. Change in the Number of Households 1990 to 2000**

<b>County</b>	<b>1990</b>	<b>2000</b>	<b>% Change</b>
Ozaukee	25,699	30,857	20%
Milwaukee	373,542	377,729	1%
Washington	32,887	43,842	33%
Waukesha	106,051	135,229	28%

Description of Land, Improvements and Current Use

Ozaukee County and the Cedarburg Fire Department, Inc. own adjoining parcels of improved land in Cedarburg, Wisconsin that total nearly 39 acres. Each portion of the grounds is operated independently by the owners for most events. The total site is jointly used once each year for the Ozaukee County Fair. For consistency and ease, we will speak of the entire 39 acres as the “Site”.

Cedarburg, itself, is located approximately 20 miles from major population centers in Milwaukee, Wisconsin.

Depending on the size and the uniqueness of the site redevelopment, this distance clearly places the site within a reasonable day travel distance of Milwaukee and the rest of the secondary market for leisure time activities.

The site is in a primarily residential neighborhood on the immediate north of downtown Cedarburg. It is adjoined by residential neighborhoods to the east, west north. While close to the northern edge of the downtown, it is not visually linked due to changes in topography and is not easily perceived by visitors as being within an easy walk of the downtown.

It is located on a major thoroughfare but is not close to any freeway or high-speed transit lines. The site is five miles away from the nearest Freeway intersection.

Firemen's Park, owned and operated by the Cedarburg Fire Department, Inc. comprises approximately 19 acres and has a number of improvements as listed below:

- A permanent grandstand with permanent concession stands and storage underneath the seating. The grandstand is not structurally sound and is not used for seating.
- Show office at the south entrance to the site.
- Metal Utility Building used for exhibits and off-season cold storage.
- Public restroom facility.
- Three permanent concession areas. Two concession areas are located near the show office and the third is located in the infield and is used in conjunction with a concession trailer.
- Miscellaneous site improvements including landscaping, fencing, lighting.

The structures are generally old and in need of modernization or renovation.

The Park is served by sanitary sewer and municipal water service. It has not been updated recently. Electrical power is provided to the site but is not widely distributed throughout the Park. This limits the ability of the Park to host events requiring power distribution through the Park.

The portion of the site owned by Ozaukee County is approximately 20 acres and is located on the north end of the site. It has a number of improvements listed below:

- Horse Barn
- Cattle Barn
- Sheep Barn
- Youth Building (all-weather)
- 4-H buildings
- Asphalt pathways
- Two riding rings
- Show Arena
- Open Class Building
- Swine Barn
- Building #3

Many of the structures are old and in poor condition. Several buildings are, however, new. The horse barn is relatively modern and well equipped for horse shows although the semi-permanent stalls in the building all but eliminate using it for any other purpose.

The Youth Building is a new year round structure with flexible space that permits and facilitates multiple uses.

Like the Firemen's Park, the Ozaukee County part of the site is served by municipal sewer, water and public power. And like the Firemen's Park, the infrastructure is inadequate for many uses currently on the site and potentially attracted to the site. For example, during the Fair, portable toilets and wash facilities are brought into the site. Electrical transformers often become overloaded and concession stands are not widely distributed throughout the site because of lack of power and sanitary facilities.

It is important to note that many of the improvements to the Ozaukee county land were not done by County Government itself. Many improvements were done by groups affiliated with County government such as the 4H or the Agriculture Society. Records of ownership rights and responsibilities are not spelled out in much detail although it is clear to us that it was Ozaukee County's intent to develop and improve the park using partnerships with other interested parties to keep the cost to the general County taxpayers as low as possible.

### Organizational Interests

There are several major parties of interest in the ongoing use and operation of the Ozaukee County Fairgrounds and Firemen's Park. We consider the Cedarburg Fire Department, Inc., Ozaukee County, the Ozaukee County Agriculture Society, the 4H, the City of Cedarburg and the Cedarburg Chamber of Commerce as major parties of interest in the ongoing use of these lands.

**Ozaukee County** owns half of the land and is ultimately responsible for its use and operations. As a county government, its interests appear most noticeably in promotions of and support for agricultural events, promotion of rural culture and education. Fiscally, its interests are understood to include a willingness to fund public improvements but not to fund extensive improvements to the grounds similar to that done in Washington County. The County and the community of Cedarburg may also benefit fiscally, through tax generation and possibly job creation, from some types of improvements to the site.

**The Cedarburg Fire Department, Inc.** owns and operates Firemen's Park to earn money to purchase firefighting equipment and apparatus for the Cedarburg Volunteer Fire Department. It is the direct promoter of Maxwell Street Days. The organization receives no tax levy support from the City of Cedarburg for purchase of apparatus and other equipment. Its interests almost totally revolve around earning money to support their firefighting operations. An evolving interest is to decrease the need for extensive volunteer time to operate and maintain the Park. As its members age and are replaced by younger ones, the availability of volunteers to do work at the Park decreases.

**The Ozaukee Agricultural Society** is responsible for planning and producing the Ozaukee County Fair each year. It is an entrepreneurial challenge in that it operates on a defined contribution of \$25,000 per year from the Ozaukee County Board. All other expenses of the Fair must be earned from sponsorships, rent or other sources. As such, its interests are almost identical to the Cedarburg Fire Department, Inc.

**The Ozaukee County 4H** is entrusted by the Ozaukee County Board with promotion of agriculture and agricultural education. It is responsible in part for keeping the rural culture of Ozaukee County alive. It has invested considerable sums of money and in-kind improvements in several buildings and portions of the fairgrounds.

The 4H sponsors a number of events and classes during the year including animal exhibitions, competitive events, craft classes, etc. It, too, has an entrepreneurial mission in that much of its operating revenues must be obtained from sponsorships and sale of items at its events.

**Cedarburg Chamber of Commerce** is a party of interest because of its larger mission to promote the economic well being of Cedarburg through tourism. It has no direct role in operations on either part of the site.

**The City of Cedarburg** has the most complex interests in the site. As the surrounding municipality, it has interests in making the site a good neighbor to the surrounding residential neighborhoods. It has interest in the success of the Cedarburg Fire Department, Inc. because of their vital contribution toward the costs of fire protection in the city. It has interests in potential for using the site to enhance and build upon the growing tourism sector in the city. Finally, it has interest in optimizing the overall value of property in the city to keep municipal taxes as low as possible.

Implications of the multiple interests include:

- Need for cooperation
- Potential for rivalry
- Potential for inefficiency
- Potential to increase impacts through cooperation

Need for cooperation is obvious. The Fair could not exist without cooperation of the parties. Similarly, no one party can dominate and force its will on the others without suffering some form of financial consequence.

Potential for rivalry exists in several forms. Three of the parties, 4H, Firefighters and Ag Society, each depend on earned revenues to exist. This puts them in competition with each other for customers during joint events, for dates to hold events and for use of the grounds. In actuality, the rivalry appears not to have manifested itself seriously in this form. Rivalry of another form does appear and may be harming the overall best interests of the parties. This rivalry appears to be protectionist of dates, building use or facility use as may be requested by another party. We were told of cases where one party or another

would not permit use of its facilities by another party despite not having a use during that time. We were also told prospectively that “they” could not use “our” facilities because it might harm our event or that we “might” need the facility when they need it.

Potential for inefficiency exists because there are multiple parties responsible for care and maintenance of the facilities and there is no common vision of what the site could become and how it might be used. Many operating costs have been transferred to volunteer organizations like the 4H, the firefighters and the Ag liaison Committee. They appear to be doing their best but the buildings are showing significant signs of deterioration and many of the core volunteers are retiring; with no apparent replacements following them. Soon, it may become a large enough problem that paid maintenance staff will be needed.

We also see several smaller parties essentially “doing their own thing” without much knowledge or coordination with other parties. Certainly there is some coordination, otherwise we might see a tractor pull on the same day as a horse show. But, overall, it appears coordination and cooperation works as “staying out of the other person’s way.”

If one views the 39 acres, the buildings and the infrastructure as a public asset, one could rightfully conclude that the asset is under-performing and that far more benefits could come to the parties if they worked together.

#### Right of First Refusal

The Grounds are encumbered by a 1990 agreement relating to Right of First Refusal to purchase the land between Ozaukee County, The Cedarburg Fire Department, Inc. and the City of Cedarburg. Generally, under this Agreement, Ozaukee County is obligated to give the Cedarburg Fire Department, Inc. the right of first refusal to buy the land if it wants to sell its portion of the Grounds. If the Cedarburg Fire Department, Inc. declines to purchase the land, Ozaukee County is obligated to offer it to the City of Cedarburg. If the Cedarburg Fire Department, Inc. and the City of Cedarburg decline to purchase the land, Ozaukee County is free to sell it outright. If the Cedarburg Fire Department, Inc. wants to sell its land, it is obligated to first offer it to Ozaukee County, and, if Ozaukee County declines to purchase the land, it must next offer it to the City of Cedarburg. If the City of Cedarburg and Ozaukee County decline to purchase the land, the Cedarburg Fire Department is free to sell it outright.

The Agreement also contains language that governs how the selling price between the parties will be determined.

A copy of the Agreement is contained in Exhibit 3

## Willowbrook Park Agreement

The northeastern 3.33-acre portion of the Ozaukee County Fairgrounds is encumbered by a 1971 agreement between Ozaukee County and the City of Cedarburg to join a portion of the Ozaukee County Fairgrounds with land owned by the City of Cedarburg to expand Willowbrook Park. The Agreement runs for an original term of ten (10) years with successive ten (10) year renewal periods at the option of the City of Cedarburg. A copy of this agreement is contained as Exhibit 4.

## Operation and Governance

The Fireman's Park is operated and governed by the Cedarburg Fire Department, Inc. It is responsible for total operations and maintenance of that portion of the grounds. Operation and governance of the Ozaukee County Fairgrounds is under the control of the Ozaukee County Board of Supervisors. However, it appears to us that the authority to operate the fair grounds and some of the facilities is more diffused. While Ozaukee County is the land owner of the property, the numerous agreements with entities like the 4H and capital improvements made to the facilities by the 4H, gives them a considerable degree of control over the operations and governance of the facility. While the County's Agricultural Liaison Committee has day to day oversight and control of the facility, it appears that significant blocks of dates have been taken over by the 4H.

Additionally, there is no set policy concerning revenues from food and beverage or rentals. Many events on the grounds either are fundraisers or have a fund raising element for the sponsor group(s). Parking fees and food and beverage are common. Lack of such a policy is fine as long as the grounds are used primarily for recreational, educational and cultural purposes. Lack of such a policy will, however, be problematic if there is any intention of using the grounds for paid public events or to recognize the grounds as a self-funding enterprise.

Operations and maintenance responsibilities again appear to be diffused. Ozaukee County, the 4H and the Ag Society each provide certain amounts of operations and maintenance relating to the grounds. There does not appear to be significant focus on operation and maintenance of the entire grounds. This strongly implies that neither Ozaukee County, the City of Cedarburg nor the Cedarburg Fire Department, Inc. are realizing the full potential of the grounds.

## Stakeholder Goals

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We held a number of stakeholder meetings and a focus group with the interested parties to get a better idea of their interests in the site and of the potential for future use. That information is summarized below and more detailed information is included in Appendix 1 to this report.

Individuals from the City of Cedarburg, 4-H, the Ag Society, Cedarburg Chamber of Commerce, Ozaukee County and Cedarburg Fire Department, Inc. participated in a focus group to collect ideas for the Ozaukee County Fairgrounds and Firemen's Park. The rules for the brainstorming session involved allowing everyone to take turns, not criticizing or evaluating each other's ideas, and to build on each other's ideas. After all of the ideas were recorded, participants were able to vote on the ideas that they felt were most important. Each participant was given an imaginary \$10 and was told to "vote" not less than \$1 and not more than \$4 for the ideas most favored by that person until the \$10 was spent.

The top ten ideas of the focus group participants and the total \$\$\$ "voted" for each idea are shown below.

1. Work together as a team. Set up a board to look at property as one entity. Coordinated operations. (\$27)
2. Better Landscaping/clean up fairgrounds/relate to community image. (\$22)
3. Good return on investment without undue risk (\$19)
4. Protect 4-H investments (\$10)
5. Time for a change. Take down "Cedarburg Wall", help businesses and neighbors, improve appearance, and make money. (\$9)
6. Continue to support education opportunities on site (\$7)
7. Look at utilities/develop & improve for entire grounds. (\$7)
8. Resource for entire County (\$7)
9. Make sure all organizations are involved in planning/operations (\$6)
10. Keep traditions (\$6)

The results show strong support for better coordination and improvements to the grounds. Support also exists for operational changes to increase revenues but only if important interests are protected including the educational efforts of the 4H and the family orientation of the events at the park. Finally, there is strong interest in keeping the park as a good neighbor and not becoming a significant problem for the neighbors and changing the image of Cedarburg.

In our observations, we noticed many instances of cooperation between the parties to help each other's events. Many of the "favors" were relatively small items, but significant examples of cooperation exist. The Ozaukee County Fair is perhaps the biggest example of cooperation between the parties. The Ozaukee County Fair probably would not exist if the Agricultural Society could not use Firemen's Park.

# Competitive Analysis

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We prepared a competitive analysis of the grounds to develop a picture of how the special event market views the Grounds. The findings will help analyze the costs, benefits and impacts of any options that may subsequently be considered.

## Customer Attitudes

Despite the some of the problems described earlier, the site, and the events on it are very popular with the visitors attending events at the site. The fair draws crowds of 40,000 persons annually which is quite a feat given that the Ozaukee County Fair runs on some of the same dates as the State Fair held some 25 miles to the south. Maxwell Street Days is annually attended by approximately 120,000 people - eager to snap up the bargains at the event and to engage in a day of people watching. The Youth Building is in use 190 nights or days during the year, often for multiple events per day. The horse barn is in use 46 days during the year. The 4-H Buildings (#1 and #2) are used 50 days during the year. The Rabbit and Poultry Building is used 65 days during the year. Additional buildings on the grounds include Building #3, the Dairy Barn/Petting Zoo, Beef & swine Barn, Show Arena, Open Class Building and the Sheep Barn. These buildings are used primarily during the Ozaukee County Fair. The 4-H might use one or more of these buildings 4-6 times throughout the year for organizational meetings, classes or overflow during an event. The Commercial Exhibit Building, located in Firemen's Park, is used during the four Maxwell Street Days events and during the Ozaukee County Fair.

We also surveyed visitors to the Fair and to Maxwell Street Days. The results of the surveys are summarized below and more detail is included in the appendices.

## Ozaukee County Fair Survey Results

Visitors to the Ozaukee County Fair are likely to come every year. The majority of visitors to the Fair come from Ozaukee County, although a number of visitors also come from Milwaukee and Washington Counties. Visitors come to the Fair with other people, either in pairs or in larger groups of over five people. People visiting the Fair, as groups and individually, spend a lot of money on food, rides and merchandise. The survey showed that visitors to the Fair were more likely to have attended other events at the Fairgrounds and Firemen's Park suggesting that the facilities were a kind of County social center or community center. The Fair attracts people to other businesses in the area. Visitors indicated that they would shop at local businesses and dine at local restaurants. Parking was not a problem for most visitors to the Fair.

The survey asked visitors how they would feel about a modest admission charge to help support improvements to the Fairgrounds. The visitors that responded favorably to an admission charge also provided written comments that a charge similar to that of the Washington County Fair would not be acceptable, but a charge of up to \$3.00 would be acceptable. Despite the fact that the Wisconsin State Fair had begun, visitors to the Fair were more likely to have considered going to the pool or staying home.

When asked what they disliked about the Fair, respondents indicated that they did not like the lack of bathroom facilities; they felt that the Fair was small and cramped and did not think the midway was safe or clean. Visitors were asked to suggest some changes they would like to see to the fairgrounds. The major changes suggested by a large number of visitors involved improvements to the site itself, such as renovation or construction of a new grandstand, more space and better buildings. Other improvements included providing more permanent bathroom facilities and more live entertainment. Many things attract people to the Fair. Visitors indicated that they like the hometown feel of the Fair and the entertainment, such as the animals, 4-H exhibits and the food. Visitors also had a variety of ideas for other events that could be held at the fairgrounds. Events included more concerts/bands, auto racing, craft fairs, plant shows and rodeos.

### Maxwell Street Days Survey Results

Visitors to Maxwell Street Days are likely to attend three or four of the events during the year. Maxwell Street Days primarily draws visitors from Ozaukee County and Milwaukee County. However, a large number of people also come from counties outside of the immediate area. Visitors to the event are more likely to come with another person rather than in large groups. People going to Maxwell Street Days spend a lot of money on food, beverages and merchandise. Verbal comments by visitors indicated that they anticipated spending \$100 or more during their visit. Parking was not a problem for most visitors. Many indicated that they arrived early or lived within walking distance.

Maxwell Street Days also attracts people to other businesses in the area— a strong likelihood given its visitation by people from outside of Ozaukee County. Respondents indicated that they would visit some of the local shops and dine at the local restaurants. Most respondents supported a modest admission charge, but emphasized “modest” as well as suggesting a charge of up to \$1.00. A donation box near the front gate was also a suggestion made by visitors in order to help support any improvements to the site.

When asked what they disliked about Maxwell Street Days, respondents indicated that they did not like the “\$1 junk and cheap rummage sale items”; did not like the Port-O-Potties and would prefer indoor/permanent facilities; as well as the lack of seating and difficulty in wayfinding. Visitors were asked to suggest changes that they would like to see to Firemen’s park. Most of the suggested changes pertained to the site itself, such as fixing the grandstand, paving the walkways and providing more parking. Other improvements included more places for people to sit, more shade and more and/or larger restrooms. The key features that attract people to Maxwell Street Days are the variety and bargains. Visitors also suggested a variety of events that could be held at Firemen’s Park. These suggestions included concerts, stock car or drag racing, car shows and arts & craft fairs.

## Potential Market for Events

Today the facility serves a local (Ozaukee County) market area and occasionally it draws regionally, from people in the secondary market area counties – most often for Maxwell Street Days. Compared to other regional facilities like the Summerfest Grounds, the Midwest Express Center, and the State Fairgrounds, it has small capacity, lacks hotels and ready access to the highway system that would make it appealing for people coming from greater distances. Without nearby hotels, it will always serve a day visitor population that comes for experiences of a day or less. In the short run, this condition is likely to persist. Increased numbers of hotel rooms in the Grafton area, in the vicinity of State Highway 60 and I-43 will help widen the market potential in the long run. The extent to which market potential is widened is unknown at this time because the number of new hotel rooms is unknown.

As noted previously, access and appeal to this secondary market will be an important part of any redevelopment scheme as the Ozaukee County market itself is relatively small and thus is limited in its ability to financially support a redevelopment. The attractiveness of downtown Cedarburg has already put it on the “metro map” and its charm already draws people from the secondary market and likely relies on them for a notable amount of its collective business.

With this in mind, a good set of comparable facilities and events would be other regional fairgrounds and their fair events. But first, when new facilities are needed, the market usually hints at that through user inquiries that were not satisfied.

We were shown a list of “lost business” due to lack of facilities; namely a small (approximately 10,000 to 15,000 square foot multi-use building) building having a large room for exhibits, parties, wedding receptions, lectures, etc. That list probably represents a small part of potential business that might be possible given an adequate facility, strong marketing and reasonable rental rates.

In addition to the list provided us, we spoke with several event promoters and persons knowledgeable about the special event and catering business. They, too, felt that considerable potential exists for the grounds if the right facility existed. When we added the constraint of a need to emphasize family-oriented events and smaller events that did not significantly impact neighborhood on-street parking, they felt the potential diminished in the number of events and in potential revenue. No precise estimates were offered but there was a belief that even with these limitations, there would be good demand. They also cautioned about the lack of infrastructure and considerable distance from the freeway.

Based on the above, we believe it is not unreasonable to believe that an adequate facility, properly marketed and well run, could attract another 50-100 paid event days to the grounds each year depending on how aggressive the facilities are marketed. Many of these events will be relatively small; probably attracting less than 1,000 persons per day and would be of the type where all parking could be accommodated on site. That said,

some of the new events could possibly be accommodated in the Field House and to a lesser extent, the Performing Arts Center or the Cultural Center and care should be taken to increase the number of events rather than shift events from one venue to another.

Site Improvements

With only one truly year-round building, the grounds represent a classic fairground built specifically for summer use. Neighboring County Fairgrounds have significantly more permanent year-round buildings. Waukesha County, for example has an arena and expo hall that is available year-round. Washington County Fairgrounds has several brand new year-round buildings.

Admission Charges

We surveyed neighboring counties to learn if they had admission charges for their fairs and events. Of those we surveyed, Ozaukee County is the only one in southeastern Wisconsin that does not charge admission to its County Fair and none of the surrounding counties charges less than \$5.00 for admission.

Table 5. shows the adult admission charged by many of the county fairs in southeastern Wisconsin. Some of the county fairs have different admission charges for weekdays versus weekends as well as daytime versus nighttime admission charges. The average admission is \$7.00 per adult. In addition to admission, many county fairs charge \$1 .00 to \$5.00 for parking. Children under a certain age remain free with a reduced admission charge for senior citizens. Many of the admission fees charged by the county fairs includes entertainment venues, such a music concerts, demo derbies and other events. Many of the county fairs also offer a “season pass” for the entire run of the fair that includes admission to the fair and parking. In addition to these fees, county fairs may offer special passes for the Midway. These could include daily specials or a wristband for an unlimited number of rides.

**Table 5. Adult Admission Charges**

<b>County Fair</b>	<b>Fair Admission</b>
Ozaukee	\$ -
Waukesha	\$ 7.00
Washington	\$ 8.00
Wisconsin State	\$ 7.00
Racine	\$ 6.00
Fond du Lac	\$ 7.00
Dodge	\$ 8.00
Jefferson	\$ 7.00
Dane	\$ 5.00
Outagamie	\$ 8.00
Rock	\$ 7.00
Kewaunee	\$ 6.00
Walworth	\$ 7.00

## Space Rentals

We also obtained information about space rentals, utilities and other rentals from the Waukesha County Fair and the Washington county Fair. That information is presented in Tables 6 and 7 on the following page.

**Table 6. Waukesha County Fair Fees**

<b>Exhibit Space</b>	<b>Fee</b>
Agricultural Space	\$10/ft
Arena Floor	\$28/ft
Commercial Outside	\$18/ft
Commercial Tent	\$20/ft
Food Concessions	\$33/ft
<b>Tent Rental</b>	
12 x 12	\$150
15 x 20	\$200
20 x 20	\$250
<b>Electricity</b>	<b>Fee/Connection</b>
115 Volt	\$40
230 Volt - 20 Amp Circuit	\$60
230 Volt - 30 Amp Circuit	\$70
230 Volt - 40 Amp Circuit	\$80
230 Volt - 60 Amp Circuit	\$90
230 Volt - 100 Amp Circuit	\$140

**Table 7. Washington County Fair Fees**

<b>Exhibit Space</b>	<b>Fee</b>
Inside Space (10 x 10)	\$220
Outside Space	\$35/ft
Food Stands	\$985 or \$1110
<b>Tent Rentals</b>	
10 x 10	\$500
15 x 15	\$655
20 x 20	\$855
30 x 60	\$1,550
<b>Electricity</b>	<b>Fee/Connection</b>
Inside Space, 20 Amp 120 Volt	\$15
Inside Space, 30 Amp 220 Volt	\$45
Outside Space, 20 Amp 110 Volt	\$95
Outside Space, 30 Amp 220 Volt	\$120
Food Stands, 100 Amp 220 Volt	\$50

Rental rates and use charges for other events with exhibits or space rentals vary significantly from event to event based on the nature of the event. In this market, however, a reasonable proxy for rental rates of any facility used for a non-fair event is approximately \$0.07 per square foot per day. By comparison, the equivalent rental rate for the exposition facility in State Fair Park is \$0.12 per day. To be clear, this rental rate merely entitles the renter to use of the space. Additional charges for parking, power hookups, food and beverage, security and extra labor would apply. It may also be advantageous for the parties to consider an “admission charge” for any facility to defray the costs of operation and maintenance.

### Implications of the External Competitive Analysis

Current operations of the grounds is extraordinary. Operating on a virtual shoestring budget, the parties manage not only to sponsor and host a number of events but they fulfill their respective missions well. We suspect that, as long as the infrastructure remains serviceable, they could continue for a long time. Growth potential is limited, however, because of the condition of the infrastructure.

The problem we see is that growth is capped and the infrastructure needs improvement. In its current state, the grounds present a deteriorating image to the surrounding neighborhood and do not capitalize on or support the strength of historic Cedarburg as a tourist destination.

Everyone knows that improvements must be made and that significant deferred maintenance exists but the diffused ownership and control over many facilities coupled with the public-private partnership between County Government and constituent groups, there is no clear focus of responsibility to get things done. If, for example, the 4H or Ag Society were to make these improvements or do the maintenance, any monies spent on this work would be diverted from other programs they sponsor. On the other hand, the grounds and the buildings on them are, essentially, for the sole use and enjoyment of the 4H and Ag Society, so Ozaukee County, with its myriad other issues to deal with, has little incentive or reason to spend significant funds on facilities they can't control.

The same observations can be made about Fireman's Park.

The split ownership also presents another issue. Individual parties have substantially less motivation to fix up and improve their properties if their neighbor does not or cannot make similar improvements.

We summarize the implications of the external competitive analysis in terms of strengths, weaknesses, opportunities and threats.

## Strengths

**Work together.** Perhaps the biggest strength is that the parties have a well-known asset and have indicated a strong willingness to work together. Without cooperation, it will be difficult to do anything of significance and duplication of effort and cost may occur.

**Brand identification.** The Ozaukee County Fair and Maxwell Street Days are well known to local residents and, according to survey data, respondents have very high positive opinions of the events. This represents a significant base upon which to build other events. Perhaps more important is the image and strength of the name Historic Cedarburg. Historic Cedarburg is well known in the State of Wisconsin and in northern Illinois as a destination. Potential exists to build upon that strong image and attract events and persons to the grounds.

**Location.** Location is both strength and a weakness. It is a strength because of its close proximity to downtown historic Cedarburg. Potential exists to capitalize on the number of visitors attracted to Cedarburg. It is also a weakness because it is not perceived as being “close to” or part of the historic downtown. That weakness is relatively simple to correct by signage and transit. The other location weakness, distance from the freeway, is not easily addressed and must be factored into any discussion.

## Weaknesses

**Small Site.** The site is very small compared to other fairgrounds. In terms of fair attractions and other events, the lack of size is not overly problematic. What is problematic is the lack of parking for the fair and for other large events like Maxwell Street days. Lack of on-site parking deprives the owners of parking revenue and places a huge temporary burden on the surrounding neighborhood.

**Location.** The site has poor accessibility via road. The site is in an urban area that makes it sensitive to types of activities or uses. Any use of the site must take into consideration the close proximity of the residential neighborhood. See above.

**Condition of infrastructure.** Physical infrastructure on site is in poor condition. Sanitary facilities, stormwater facilities and electrical facilities must be updated to adequately handle the loads from the fair and Maxwell Street Days.

**Lack of focused or unified mission.** The grounds are split in two parts. While the Fireman’s Park has a relatively focused mission, the Ozaukee Fair Grounds does not have as focused a mission. More importantly, there does not appear to be an acceptance among the parties of validity or reasonableness of the other parties mission and operations. Many times we were told of examples where one party “interfered or did not cooperate” with the request of one of the parties. This lack of unified mission leads to missed opportunities. Lack of focus diffuses accountability and responsibility for upkeep and maintenance. The lack of a unified mission also limits the ability to coordinate uses between the two facilities and use both sides of the property.

**Lack of year-round buildings.** In our discussions, we were struck by the intensity of use of the Youth Building and be the serious concern over an increase in events that might take away some of the existing events at the building.

The intensity of use of existing buildings and the potential for additional events severely limits any growth in events on the grounds that could be used to bring more business to Cedarburg and revenue to the parties.

**Conditions of buildings.** Many of the buildings are in poor external condition. We observed deteriorating finishes and a “tired” appearance of many buildings. One of the newer pole structures was pulling out of the ground indicating potential foundation or support problems. The grandstand is structurally inadequate to be used as anything other than a roof above the concession stands.

**No significant book of revenue-producing business.** Earlier, we mentioned the potential for new events at the grounds. There is no significant book of revenue-producing business other than the Fair and Maxwell Street Days. That said, it must be noted that the Fair and Maxwell Street days are potentially huge revenue producing events and it has never been the intention of the parties to book a significant number of revenue producing events.

### Opportunities

**Capitalize on brand identification.** Historic Cedarburg, the Ozaukee County Fair and Maxwell Street Days have significant value as popular destinations. Historic Cedarburg and Maxwell Street Days are well on their way to being established on the “mental map” of people in your secondary market area. While the Fair can be more successful in a number of ways its appeal will tend to be more to the primary market unless it distinguishes itself from other County Fairs in the region.

Our sense is that it is possible to build on this existing foundation to increase attendance at existing events and to attract new events through coordinated marketing and cross-promotion. This effort could be as modest as the investment of a few hours coordinating marketing messages or it could be more extensive in cooperative marketing and promotion campaigns.

To truly capitalize on the existing foundation of business and to increase attendance, we believe it will be necessary to combine operations and focus the accountability for the operations, maintenance, marketing and upkeep of the facilities. Experience has shown it to be unrealistic to expect a general county government having literally thousands of priorities to deal with, to be responsible for these matters. More efficient and effective, we believe, is placement of the grounds into some form of not for profit operating entity, to be responsible for the complete marketing operations and maintenance of the facilities. Examples of similar spin offs of major facilities or venues include the Milwaukee Public Museum, the Milwaukee World Festivals Inc. (Summerfest) and the State Fair Park. In

all examples the general government entity has created a not for profit corporation to be responsible for those facilities.

This kind of an operation has multiple benefits. Focused accountability improves performance of the entity if for no other reason that it becomes somebody's job to make sure things are working well. Another significant opportunity is that operations by a not for profit corporation opens doors to many foundations and donors for capital improvements and endowments that are not typically open to general units of government. Financial exposure to the general government is also limited. The City of Milwaukee and Milwaukee County governments make very limited and defined contributions to the operations and capital improvements of Milwaukee World Festivals Inc and to the Milwaukee Public Museum respectively. Perhaps most importantly, the facilities or venues are run like a business with straightforward policies and an eye on the bottom line. To be certain, there are plenty of policy "carve outs" for important educational, cultural and recreational services that the policy makers believe are important that may not necessarily be justified on a bottom line dollars and cents basis.

**Become Known as The Place** for something special and regularly scheduled that could be integrated into the existing schedule like the Sandwich Fair in Illinois which draws large numbers of people regularly for its large number of antique dealers. Other possibilities would be other collector categories (i.e.: sports memorabilia) antique car events, good quality upscale music events, outdoor dramas, smaller scale ethnic festivals (smaller than the large ones in Milwaukee) or any other regularly scheduled series of events that target a niche market particularly well. Dealer driven events are generally more profitable.

**Market Pricing.** Competitive analysis has shown that, Ozaukee County, one of the wealthiest in Wisconsin, charges far less for its Fair than anyone else. Visitors, in their survey responses indicated a willingness to pay a modest admission charge especially if it were used for the upkeep and modernization of the grounds. Other opportunities exist in revisions to agreements with food and beverage vendors and in food pricing itself. The Firefighters have similar opportunities regarding admission charges and pricing of food and beverage items. Many other Maxwell Street Days charge admission (typically under \$3.00) and it was observed that for the price of a beer at Miller Park, one could purchase a beer, a hot dog and a bratwurst at Maxwell Street Days. Each one of these changes must be carefully weighed before implementation and plenty of notice must be given but we believe potential for more revenue is significant.

**Spirit of Cooperation.** The parties have indicated a willingness to work together. That in itself is an opportunity to find new and creative ways to help each other for common gain.

## Threats

**Perception of decline.** The continued worsening appearance of the buildings creates a perception of decline in the grounds. Left alone, growth will be stunted and there is likely to be a slow decline in attendance.

**Expectations.** People now have a higher standard of living and quality of life. Many of the previous uses of the site, such as motorcycle races, tractor pulls and demolition derbies, are no longer accepted by the community. There are new kinds of expectations by the community about what uses are appropriate and may therefore constrain the use of the site.

# Future Options

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We developed four possible options of future use ranging from minimal changes to the Grounds to ones having significant changes to or location of the Grounds:

- Option 0      Do Nothing
- Option 1      Status Quo
- Option 2      Modest Growth
- Option 3      New Site (Accommodates Either Status Quo or Modest Growth)
- Option 4      Acquisition of Fireman's Park

## Option 0– Do Nothing

This is essentially what is happening at the site. Nobody is putting more into the site than is absolutely necessary. The buildings are not being maintained to keep them fully presentable. Their condition is worsening and their usefulness is declining.

In the short run, this is certainly a plausible option because the buildings still have life in them and visitors to the events do not seem to object enough to stay away. Eventually, however, the buildings will deteriorate to the point where they will either become unusable or where visitors are deterred from coming because of the appearance. A similar phenomenon can be expected, although much sooner, if nothing is done to improve the infrastructure of the grounds. Visitors to family events are particularly shy about attending events they perceive not to be safe.

As attendance declines, so will contributions toward the constituent groups that use the facilities at the site. Their interest and ability to keep up the site and buildings will decline and deterioration will accelerate. Eventually, it will become a crisis and something will need to be done.

Perhaps the only party whose interests will be more than minimally served is the 4H because it uses the newest buildings: Youth Building and newer pole barns, for most of its events. Even so, its needs will not be well met because several of its buildings are old and nearing the end of their useful lives.

This Option will do nothing to attract visitors to Cedarburg. Left unattended, the existing buildings will present a blighting influence on the surrounding residential neighborhood. As attendance at events decline, the ability of the Ag Society to fund the Fair through program revenues will decline and the ability of the Cedarburg Fire Department, Inc. to purchase apparatus will also decline.

## Option 1 – Status Quo

This option addresses the most critical weaknesses of the first one and assumes that the parties work together and put funds into the site and buildings in a multi-phase approach. No expansion of events is contemplated in this option and nothing is done to change ownership of the grounds. It is merely intended to show what can be done to preserve the existing base of events and business at the site.

Work in this Option includes the following:

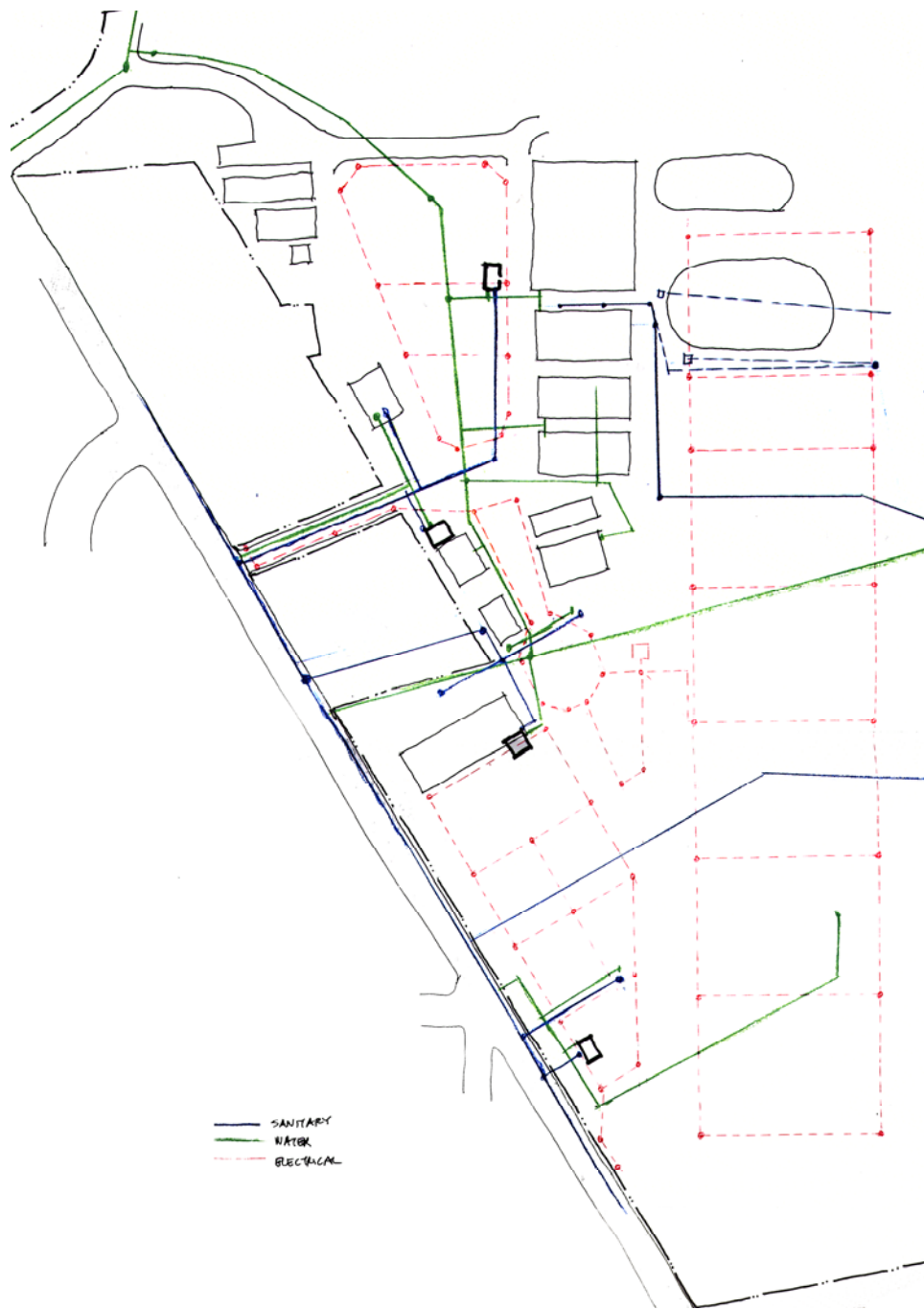
- New sanitary facilities including water and stormwater management
- Upgraded electrical service
- Three new toilet facilities
- Site landscaping
- Site lighting/Architectural lighting
- Building façade improvements
- Entrance towers
- Site signage
- A contingency of 15%
- All general conditions expenses and contractor fees

Anticipated cost of the work including direct project costs, a 15% contingency, all general conditions expenses, contractor fees and an allowance for inflation, is \$3,070,128. Work is assumed to be phased over three years representing a progression of expenditures from most critical to desirable to keep the existing operations healthy and preserve the revenue producing nature of the events.

More detail is shown below and in Exhibit 3 at the end of this report.

Phase 1 includes the most critical infrastructure improvements to the site. It is assumed that sewer, water and power service will be provided to the site from essentially the existing points and the distribution lines will follow the existing pathways and serve existing buildings. Public restrooms and sanitary facilities will be provided as part of the improvements to give a clear image of cleanliness. Figure 1. Shows this work.

The estimated cost of Phase 1 work is \$301,508. It includes work on sanitary sewer improvements, expansion of the detention pond, a new water main with appurtenances to permit hookups by food vendors, animal washing improvements, electrical upgrades, a 15% contingency, all general conditions expenses and contractor fees. It is further estimated that the work will take one construction season to complete. Detailed itemization of cost estimates is provided in Exhibit 3 at the end of this report.



**OPTION 1 PHASE 1 Infrastructure**

Phase 2 includes improvements to the grounds themselves to make them more green and attractive, more user-friendly and to increase permanent sanitary facilities. Features included in this phase are three new toilet structures, site lighting to provide for better safety and a distinctive image on the grounds and considerable site landscaping. Site lighting and the underground wiring also provides for power hookups on the poles and at intermittent spots between them. Figure 2 shows this work

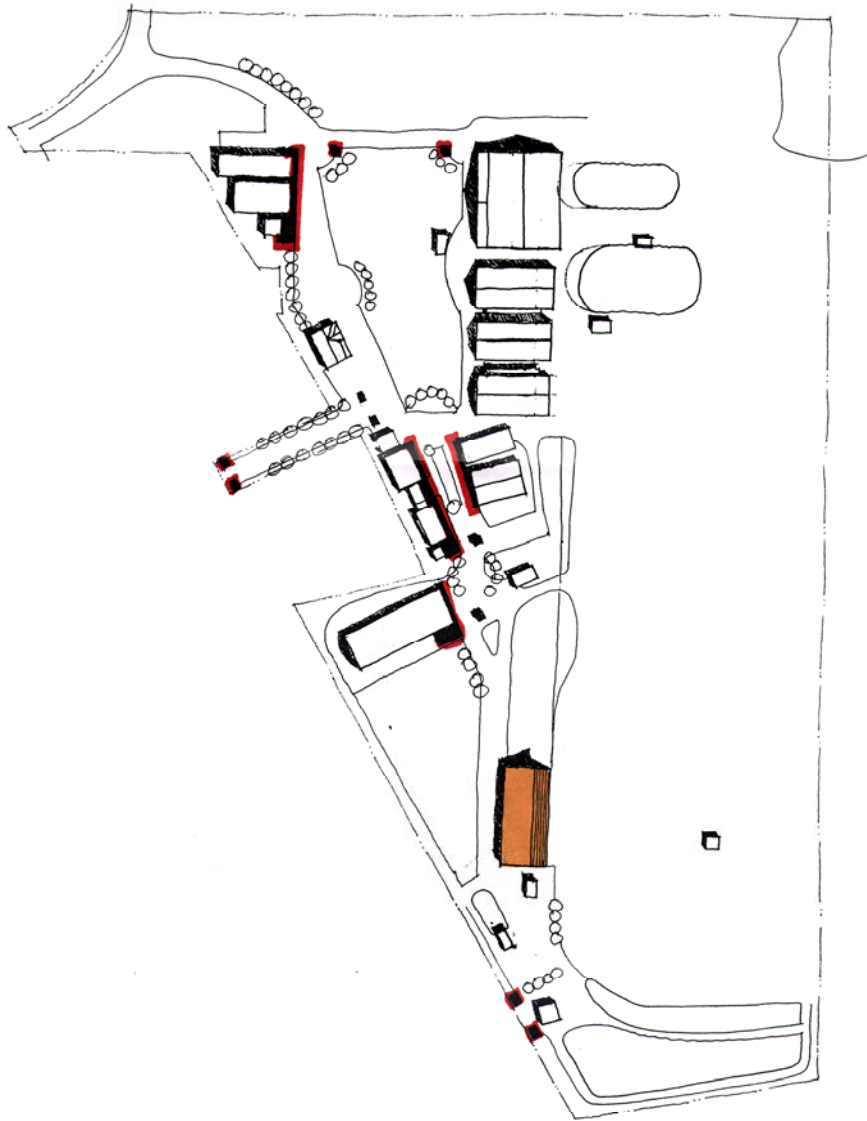
The estimated cost of Phase 2 work is \$1,302,920 including all contingencies, general conditions and fees. More than half of this expense is for the toilet facilities. This work could be done in one season or it could be spread over several years. It is assumed that this phase would be done in the construction season following completion of phase 1 work. Detailed itemization of cost estimates is provided in Exhibit 3 at the end of this report.



**OPTION 1 PHASE 2 Landscape/Lighting/Toilet Facilities/Signage**

Phase 3 includes major maintenance and improvements to existing buildings, demolition of the existing grandstand, construction of a pad for the temporary grandstands during the fair and construction of new concessions facilities on to serve the southern end of the grounds. As part of the major maintenance, funds will be invested in creating building facades and “street fronts” of the buildings that have a unified appearance that evokes images of historic Cedarburg. Entrance towers to provide an image of the grounds will be erected. Figure 3 shows this work.

The estimated cost of Phase 3 work is \$1,465,701 with all costs included. It is assumed this work would follow completion of Phase 2 work.



**OPTION 1 PHASE 3 Façade Improvements/Entrance Towers/Grandstand**

## Business Impacts

Implementation of this option will maintain existing levels of business. The parties will be able to exist and run their events as they exist for the foreseeable future and not have to worry about the facility conditions or the condition of the grounds affecting the desirability of the venue. Potential for attracting new events to the grounds is minimal at best. The parties will have no compelling reason to fully cooperate. They can choose to be neighbors. They can choose to be partners, and the extent of their involvement with each other is not affected by the facility layout. Construction of a new concessions facility on the south end of the grounds should improve operations and reduce labor required for effective operation. Better displays and more modern equipment, if used right, can increase per capita spending on food and beverages because the operators will have greater variety to sell.

## Option 2 – Modest Growth

This option builds on the previous option by introducing modest opportunities for growth and attraction of events to the grounds that may benefit the owners and historic downtown Cedarburg.

The competitive pressures facing the site, the size of the site and the multiple parties of interest do not leave much opportunity for significant growth in typical events that fairgrounds and parks use to make money and attract visitors. Large public entertainment events that use the grandstands (concerts, truck pulls, rodeos, etc.) are likely to run into serious opposition from the neighbors. Larger events are likely to go to either the Washington County Fairgrounds or the State Fair Park because of accessibility to larger population centers or better parking. Large expositions or consumer shows are more likely to go to Washington County or State Fair for many of the same reasons. The events that are left are not enough to justify the large increase in operations and debt expenses on the new buildings.

We do see opportunity to build on the existing attractiveness of Cedarburg as a destination for day trips from southeastern Wisconsin. Visitor traffic to Cedarburg has been building slowly but steadily over the years. Historic Cedarburg is “discovered” and enjoyed by more people each year.

The concept behind this option is to use the site during spring, summer and fall months as a location for small events such as exhibits, receptions, large group gatherings, entertainment and public or business speaking events. The events themselves need not be elaborate but must be of a type that attract visitors looking for something to do or those events that need a space larger than can be accommodated in a hotel or high school gymnasium. The underlying marketing concept is to present visitors with a unique reason to go to Cedarburg (the event) and to offer them additional choices where they are here so their stay is extended.

In essence, this option is based upon construction of an approximate 15,000 square foot multi-use facility with approximately 10,000 sq. ft. of space that may be used for events. Some might call it a community center and most community centers have these types of features. We hesitate to call it a community center only because that moniker does not imply multi-party cooperation.

The estimated cost of Option 2 is \$7,596,960 with all costs included.

Phases 1-3 of the previous Option are the same in this option.

The final phase includes relocation of the goat barn, installation of field lighting and construction of a 15,000 square foot multi use building. To better link the grounds with the historic downtown and other parts of the community, a trolley turnaround is contemplated. To minimize and to actually improve conditions affecting the surrounding neighbors, funds are included for paving to create on-site parking and a significant landscape buffer along the edges of the parking. Figure 4 shows this option.

#### Business Impacts

Impacts of this option, on top of those already described are an enhancement to the existing Fair and to Maxwell Street Days and an opportunity to capture the visitors to the estimated 50 –100 or more events that might come to the grounds during non-Fair or Maxwell Street days.

Merely having another venue on the grounds will expand possibilities for the Fair. More exhibits can be sold, the tent will permit a sheltered place for entertainment or featured events at the Fair and will provide a respite from heat and rain.

To maximize the benefits from this option, some entity must become actively involved in event scheduling and marketing. It will also require the parties to cooperate in the marketing, use, maintenance and operation of the facilities.



**OPTION 2 PHASES 1 TO 4**

### Option 3 – New Site

In this option, it is assumed that the Fairgrounds and the Firemen's Park operations are relocated to the Kohlwey site, an approximately 60-acre site on Highway 60. We want to emphasize that this option is done merely to illustrate relative costs and benefits of relocating to another site and is not to be considered as a recommendation to relocate the grounds to this site.

All programmatic elements of Option 2 remain in this one. It is further assumed that the Cedarburg Fire Department moves Firemen's Park with the Fair and 4H to the new site. Additional variables include purchase of the new site, residual value from sale of the existing site and building salvage and the cost of extending utilities to the new site. Figure 5 shows this option.

The estimated cost of this work is \$19,464,200 including land purchase, all utility extensions to the site and construction. This work could be done over one construction season although it may be more reasonable to assume site work in one season and buildings in the following season. There is considerable value in the existing site that could be used to reduce the net cost of this option. At an estimated value of \$65,000 per acre, approximately \$2,535,000 would be realized from sale of the existing grounds. If all of it is applied to the costs of developing the new site, net capital costs would be \$16,929,200.

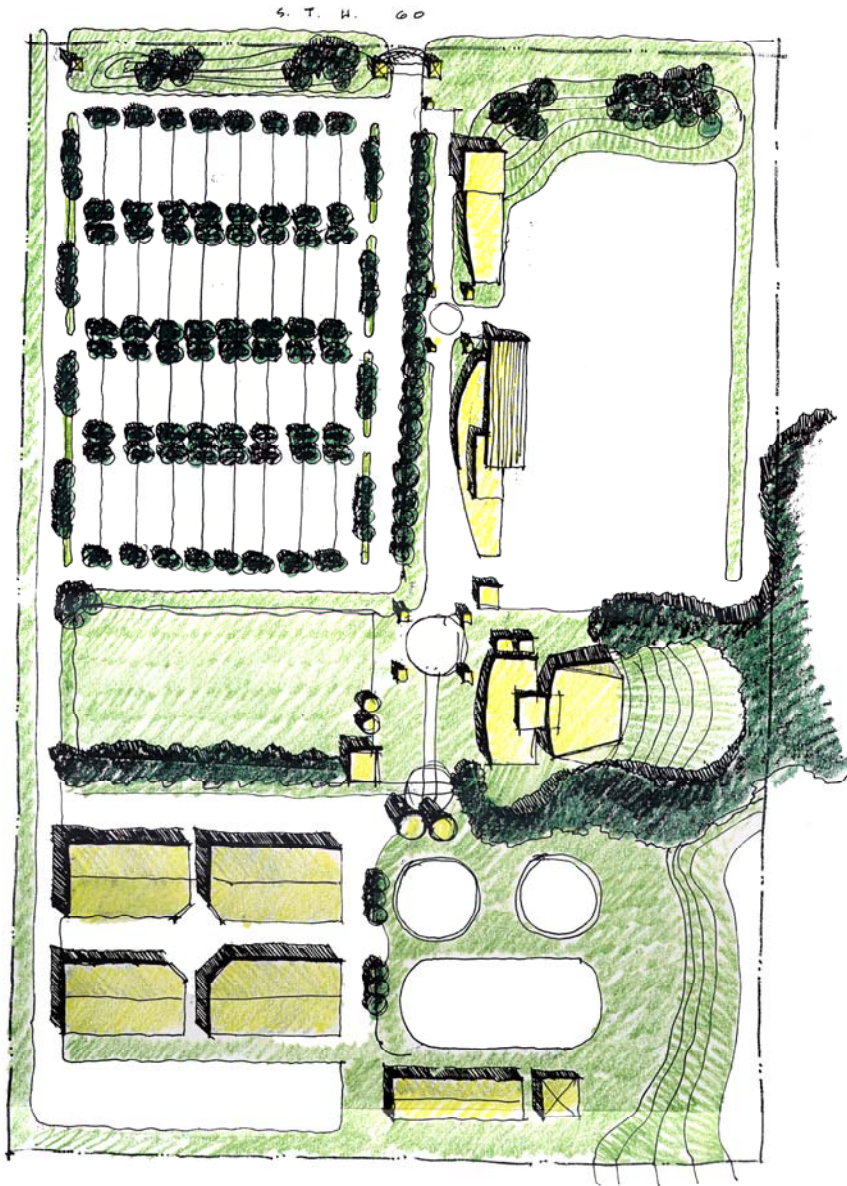
It is possible to phase this work but realistically, it will probably be undertaken over a short period because of the need to install substantial infrastructure and facilities to serve the needs of the Ozaukee County Fair, Maxwell Street Days and the 4H programs.

### Business Impacts

As far as the existing events go, this option offers superior performance compared to the existing site. The site is approximately 50% larger and has adequate room for on-site parking and expansion. It is more accessible because of its location on Highway 60. Its geometry as a rectangular site permits better layout of the buildings and venues thereby making pedestrian flow better and eliminating a bottleneck.

Costs are significantly higher for construction mainly because of the need to construct everything new and because of the need to extend sewer service. Some of the cost of sewer and water extensions may be recoverable as currently vacant lands are developed. The exact date by which recovery may happen is uncertain and for planning purposes we do not recommend counting on this money for development costs.

A location at the edge of the sewer service area and away from the downtown will severely limit any potential for joint marketing of the historic downtown and the grounds. The Master Plan for the City of Cedarburg denotes this land as business use. Development of the site as a tax-exempt use may not be in the best interests of Cedarburg. However, if a comparable redevelopment of the existing site near the downtown is possible, Cedarburg's economic development and urban planning interests may actually be enhanced.



**OPTION 3 New Site**

#### Option 4 – Acquisition of Fireman’s Park.

In this option, it is assumed that Ozaukee County acquires Fireman’s Park at fair market value and creates a single ownership entity for that site. It is further assumed that the Cedarburg Fire Department, Inc., as part of the sales consideration, continue to operate the four Maxwell Street Days as promoters/renters of the grounds and pay rent to Ozaukee County.

We split this option into option 4a and 4b to represent financial costs assuming the grounds are upgraded under status quo (option 2) basis versus a need modest growth basis (option 3) in option 2 versus construction of the new multi use building as shown in option 3. The primary difference between option 4a and 4b is the multi-use building.

#### Option 4a – Status Quo Number and Mixture of Events

All programmatic elements of option 4a are identical to option 2. An additional cost variable is the acquisition of Fireman’s Park. It is estimated that the approximately 19 acres of land will be acquired for \$65,000 per acre or \$1,235,000.

The estimated cost of this work is \$4,305,128. including land purchase, all utility extensions to the site and construction. This work could be done over three construction seasons.

#### Business Impacts

Implementation of this option will maintain existing levels of business although there will be a single entity responsible for operations and maintenance of the facility. Potential for attracting new events to the grounds is increased because one party will be responsible for operating the facility. Construction of a new concession facility on the south end of the grounds should improve operations and reduce labor acquired for effective operations. Better displays and more modern equipment, if used right, can increase per capita spending on food and beverages because the operators will have greater variety to sell. Increased land area under ownership of Ozaukee County should permit greater opportunities for on sight parking during smaller events such as horse shows, meetings, seminars and other events held in the barns and the youth building.

An important benefit to Ozaukee County is that, by purchasing Firemen’s Park, it guarantees that it will always have adequate land to hold the Ozaukee County Fair. Maintenance costs will increase due to responsibility for larger grounds but it may be possible to absorb some of the additional maintenance costs in existing budgets.

The Cedarburg Fire Department, Inc. benefits by raising cash from the sale of Firemen’s Park. It keeps the ability to produce Maxwell Street Days and it is relieved of the long-term obligation of maintaining Firemen’s Park. This latter benefit could be significant as the aging infrastructure in Firemen’s Park will require increasing amounts of maintenance in future years.

Some potential exists under option 4a for reducing the County's financial exposure for this project through capital donations from private sources. We believe potential exists to defray approximately \$410,000 of capital expenses through capital donation for items such as site amenities, site furniture and façade improvements. Details are shown exhibit 4. If a capital campaign is pursued and is successful, the counties net obligations could be reduced to approximately \$3.9 million.

#### Option 4b - Acquisition of Fireman's Park and Modest Growth of Events.

This option differs from the previous one merely by making improvements to the former Fireman's Park by constructing the 15,000 square foot multi use building with an attached tensile tent structure for outdoor events.

As with option 2, it is a modest growth of business opportunity.

This work can be phased just like option 2.

The estimated cost of option 4b is \$8,831,960 with all costs included. Again, it may be possible to significantly reduce the capital cost to Ozaukee County through capital fund appeals. We believe that items like site amenities, site furniture, façade improvements, the tensile tent structure, the new multi use building itself and field lighting are good candidates for a capital campaign. Details are shown in exhibit 5 and if the capital campaign is successful as itemized in that exhibit, Ozaukee County's financial obligation could be reduced to approximately \$ 6.1 million.

#### Business Impacts

The impacts of this option are very similar to those of option 2 although we believe that having a single owner and presumably a single operating entity for this facility should improve its operating and financial performance with additional revenue=producing events.

#### Images of the Grounds

We feel it is important to create a distinctive image of the grounds to reinforce the quality of the events and stimulate attendance.

Several examples of possible images are included in a companion document to this report. They represent ideas and concepts. All cost estimates reflect this level of quality.

## Capital Costs of Options

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A summary of the estimated capital costs are shown below. The costs are shown as total costs and a preliminary allocation of costs to each entity. They do not include any proceeds from sale of the existing property and do not include potential donated capital from private parties. Cost allocations between entities assume little or no sharing of program buildings but some sharing of costs for landscaping and general site improvements. This allocation philosophy is consistent with the way the site is used now by the parties and minimizes any potential for cross-subsidization of one party by the other.

We want to emphasize that any cost allocation must be agreeable to all parties and what we show here is merely a starting point for discussion.

**Table 8. Capital Costs**

<b>Option</b>	<b>Total Cost</b>	<b>Fairgrounds Share</b>	<b>Firemen's Park Share</b>
0. Do Nothing	\$ -	\$ -	\$ -
1. Status Quo Improvements	\$ 3,070,128	\$ 2,133,881	\$ 936,247
2. Modest Growth	\$ 7,596,960	\$ 2,407,723	\$ 5,189,237
3. New Site	\$ 19,464,200	\$ 12,847,742	\$ 6,616,436
4a. Acquisition- Status Quo	\$ 4,305,128	\$ 4,305,128	\$ -
4b. Acquisition - Modest Growth	\$ 8,831,960	\$ 8,831,960	\$ -

Tables in Exhibit 3 show the estimated capital costs for each option and for each phase of each option. Detailed items are priced in current year dollars. The summary costs for each phase are inflated at a rate of 3% per year for work in future years.

### Capital Development Potential

It is possible to reduce the cost of several options to each of the parties. Certain facilities, as long as they remain predominantly for the use and benefit of not for profit entities like the 4H, the Cedarburg Fire Department, Inc., the Ozaukee County Fair and potentially others, may be reasonable candidates for a public capital development campaign. Many public buildings including swimming pools, libraries and the like are often totally or partially financed with public and private dollars.

Tables 9 through 13 show potential items for each option that may be funded under a capital campaign.

**Table 9  
Option 1 Capital Plan**

<b>Uses of Funds</b>		<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
<b>Phase 1</b>	<b>\$ 301,508</b>	\$ 301,508		
Fairgrounds Portion	\$ 282,142	\$ 282,142		
Firemen's Park Portion	\$ 19,366	\$ 19,366		
<b>Phase 2</b>	<b>\$ 1,302,920</b>		\$ 1,302,920	
Fairgrounds Portion	\$ 884,105		\$ 884,105	
Firemen's Park Portion	\$ 418,815		\$ 418,815	
<b>Phase 3</b>	<b>\$ 1,465,701</b>			\$ 1,465,701
Fairgrounds Portion	\$ 967,634			\$ 967,634
Firemen's Park Portion	\$ 498,067			\$ 498,067
<b>Total Uses of Funds</b>	<b>\$ 3,070,128</b>			
Fairgrounds Portion	\$ 2,133,881			
Firemen's Park Portion	\$ 936,248			
<b>Sources of Funds Before Capital Campaign</b>				
Fairgrounds	\$ 2,133,881	\$ 282,142	\$ 884,105	\$ 967,634
Firemen's Park	\$ 936,248	\$ 19,366	\$ 418,815	\$ 498,067
Donated Capital	\$ -	\$ -	\$ -	\$ -
<b>Total Sources of Funds</b>	<b>\$ 3,070,128</b>	<b>\$ 301,508</b>	<b>\$ 1,302,920</b>	<b>\$ 1,465,701</b>
		<b>Total Option Cost</b>	<b>Fair Grounds Share</b>	<b>Firemen's Park Share</b>
<b>Total Capital Needs</b>		\$ 3,070,128	\$ 2,133,881	\$ 936,248
<b>Candidate Items for Capital Campaign</b>				
Animal washdowns		\$ 5,000	\$ 5,000	\$ -
Site Amenities		\$ 20,000	\$ 10,000	\$ 10,000
Site Furniture		\$ 20,000	\$ 20,000	\$ -
Façade Improvements		\$ 200,000	\$ 150,000	\$ 50,000
Tie 2 Bldgs together		\$ 225,000	\$ 225,000	\$ -
Subtotal		\$ 470,000	\$ 410,000	\$ 60,000
<b>Net Obligations</b>		\$ 2,600,128	\$ 1,723,881	\$ 876,248

**Table 10  
Option 2 Capital Plan**

Uses of Funds		Year 1	Year 2	Year 3	Year 4
<b>Phase 1</b>	\$ 301,508	\$ 301,508			
Fairgrounds Portion	\$ 282,142	\$ 282,142			
Firemen's Park Portion	\$ 19,366	\$ 19,366			
<b>Phase 2</b>	\$ 1,302,920		\$ 1,302,920		
Fairgrounds Portion	\$ 884,105		\$ 884,105		
Firemen's Park Portion	\$ 418,815		\$ 418,815		
<b>Phase 3</b>	\$ 1,465,701			\$ 1,465,701	
Fairgrounds Portion	\$ 967,634			\$ 967,634	
Firemen's Park Portion	\$ 498,067			\$ 498,067	
<b>Phase 4</b>	\$ 4,526,832				\$ 4,526,832
Fairgrounds Portion	\$ 273,843				\$ 273,843
Firemen's Park portion	\$ 4,252,989				\$ 4,252,989
<b>Total Uses of Funds</b>	\$ 7,596,960				
Fairgrounds Portion	\$ 2,407,723				
Firemen's Park Portion	\$ 5,189,237				
<b>Sources of Funds Before Capital Campaign</b>					
Fairgrounds	\$ 2,407,723	\$ 282,142	\$ 884,105	\$ 967,634	\$ 273,843
Firemen's Park	\$ 5,189,237	\$ 19,366	\$ 418,815	\$ 498,067	\$ 1,252,989
Donated Capital	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Sources of Funds</b>	\$ 7,596,960	\$ 301,508	\$ 1,302,920	\$ 1,465,701	\$ 1,526,832
		<b>Total Option Cost</b>	<b>Fair Grounds Share</b>	<b>Firemen's Park Share</b>	
<b>Total Capital Needs</b>		\$ 7,596,960	\$ 2,407,723	\$ 5,189,237	
<b>Candidate Items for Capital Campaign</b>					
Animal washdowns		\$ 5,000	\$ 5,000	\$ -	
Site Amenities		\$ 20,000	\$ 10,000	\$ 10,000	
Site Furniture		\$ 20,000	\$ 20,000	\$ -	
Façade Improvements		\$ 200,000	\$ 150,000	\$ 50,000	
Tie 2 Bldgs together		\$ 225,000	\$ 225,000	\$ -	
New Multi-Use Building		\$ 1,650,000	\$ -	\$ 1,650,000	
Tensile Tent Structure		\$ 300,000	\$ -	\$ 300,000	
Field Lighting		\$ 320,000	\$ -	\$ 320,000	
Trolley shelter Structure		\$ 64,000	\$ -	\$ 64,000	
		\$ 2,804,000	\$ 410,000	\$ 2,394,000	
<b>Net Obligations</b>		\$ 4,792,960	\$ 1,997,723	\$ 2,795,237	

**Table 11  
Option 3 Capital Plan**

<b>Uses of Funds</b>			<b>Year 1</b>	<b>Year 2</b>	
<b>Land Purchase</b>	\$ 1,200,000		\$ 2,400,000		
Fairgrounds Portion	\$ 600,000		\$ 600,000		
Firemen's Park Portion	\$ 600,000		\$ 600,000		
<b>Construction</b>	\$ 18,264,200			\$ 18,264,200	
Fairgrounds Portion	\$ 12,247,764			\$ 12,247,764	
Firemen's Park Portion	\$ 6,016,436			\$ 6,016,436	
<b>Total Uses of Funds</b>	<b>\$ 19,464,200</b>		<b>\$ 2,400,000</b>	<b>\$ 18,264,200</b>	
<b>Sources of Funds Before Capital Campaign</b>					
Land Sale-Fairgrounds Portion	\$ 1,300,000		\$ 1,200,000	\$ 100,000	
Land Sale-Firemen's Park Portion	\$ 1,235,000		\$ 600,000	\$ 635,000	
Fairgrounds	\$ 11,547,764		\$ -	\$ 11,547,764	
Firemen's Park	\$ 5,381,436		\$ -	\$ 5,381,436	
Donated Capital	\$ -		\$ -	\$ -	
<b>Total Sources of Funds</b>	<b>\$ 19,464,200</b>		<b>\$ 1,800,000</b>	<b>\$ 17,664,200</b>	
			<b>Total Option Cost</b>	<b>Fair Grounds Share</b>	<b>Firemen's Park Share</b>
<b>Total Capital Needs</b>			\$ 19,464,200	\$ 12,847,764	\$ 6,616,436
<b>Less: Proceeds from Sale of Existing Site</b>			\$ (2,535,000)	\$ (1,300,000)	\$ (1,235,000)
<b>Net Capital Needs</b>			\$ 16,929,200	\$ 11,547,764	\$ 5,381,436
Candidate Items for Capital Campaign			\$ -	\$ -	\$ -
Animal washdowns			\$ 5,000	\$ 5,000	\$ -
Site Amenities			\$ 20,000	\$ 10,000	\$ 10,000
Site Furniture			\$ 20,000	\$ 20,000	\$ -
Façade Improvements			\$ 200,000	\$ 150,000	\$ 50,000
Tie 2 Bldgs together			\$ 225,000	\$ 225,000	\$ -
New Multi-Use Building			\$ 1,650,000	\$ -	\$ 1,650,000
Tensile Tent Structure			\$ 300,000	\$ -	\$ 300,000
Field Lighting			\$ 320,000	\$ -	\$ 320,000
Trolley shelter Structure			\$ 64,000	\$ -	\$ 64,000
Subtotal			\$ 2,804,000	\$ 410,000	\$ 2,394,000
<b>Net Obligations</b>			<b>\$ 14,125,200</b>	<b>\$ 11,137,764</b>	<b>\$ 2,987,436</b>

**Table 12  
Option 4a. Capital Plan**

<b>Uses of Funds</b>			<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
<b>Phase 1</b>	<b>\$ 1,536,508</b>		\$ 1,536,508		
Fairgrounds Portion	\$ 1,536,508		\$ 1,536,508		
Firemen's Park Portion	\$ -		\$ -		
<b>Phase 2</b>	<b>\$ 1,302,920</b>			\$ 1,302,920	
Fairgrounds Portion	\$ 1,302,920			\$ 1,302,920	
Firemen's Park Portion	\$ -			\$ -	
<b>Phase 3</b>	<b>\$ 1,465,701</b>				\$ 1,465,701
Fairgrounds Portion	\$ 1,465,701				\$ 1,465,701
Firemen's Park Portion	\$ -				\$ -
<b>Total Uses of Funds</b>	<b>\$ 4,305,128</b>				
Fairgrounds Portion	\$ 4,305,128				
Firemen's Park Portion	\$ -				
<b>Sources of Funds Before Capital Campaign</b>					
Fairgrounds	\$ 4,305,128		\$ 1,536,508	\$ 1,302,920	\$ 1,465,701
Firemen's Park	\$ -		\$ -	\$ -	\$ -
Donated Capital	\$ -		\$ -	\$ -	\$ -
<b>Total Sources of Funds</b>	<b>\$ 4,305,128</b>		<b>\$ 1,536,508</b>	<b>\$ 1,302,920</b>	<b>\$ 1,465,701</b>
			<b>Total Option Cost</b>	<b>Fair Grounds Share</b>	<b>Firemen's Park Share</b>
<b>Total Capital Needs</b>			\$ 4,305,128	\$ 4,305,128	\$ -
<b>Candidate Items for Capital Campaign</b>					
Animal washdowns			\$ 5,000	\$ 5,000	\$ -
Site Amenities			\$ 10,000	\$ 10,000	\$ -
Site Furniture			\$ 20,000	\$ 20,000	\$ -
Façade Improvements			\$ 150,000	\$ 150,000	\$ -
Tie 2 Bldgs together			\$ 225,000	\$ 225,000	\$ -
New Grandstand			\$ -	\$ -	\$ -
			\$ 410,000	\$ 410,000	\$ -
<b>Net Obligations</b>			<b>\$ 3,895,128</b>	<b>\$ 3,895,128</b>	<b>\$ -</b>

**Table 13  
Option 4b. Capital Plan**

<b>Uses of Funds</b>		<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>
<b>Phase 1</b>	<b>\$ 1,536,508</b>	\$ 1,536,508			
Fairgrounds Portion	\$ 1,536,508	\$ 1,536,508			
Firemen's Park Portion	\$ -	\$ -			
<b>Phase 2</b>	<b>\$ 1,302,920</b>		\$ 1,302,920		
Fairgrounds Portion	\$ 1,302,920		\$ 1,302,920		
Firemen's Park Portion	\$ -		\$ -		
<b>Phase 3</b>	<b>\$ 1,465,701</b>			\$ 1,465,701	
Fairgrounds Portion	\$ 1,465,701			\$ 1,465,701	
Firemen's Park Portion	\$ -			\$ -	
<b>Phase 4</b>	<b>\$ 4,526,832</b>				\$ 4,526,832
Fairgrounds Portion	\$ 4,526,832				\$ 4,526,832
Firemen's Park Portion	\$ -				\$ -
<b>Total Uses of Funds</b>	<b>\$ 8,831,960</b>				
Fairgrounds Portion	\$ 8,831,960				
Firemen's Park Portion	\$ -				
<b>Sources of Funds Before Capital Campaign</b>					
Fairgrounds	\$ 8,831,960	\$ 1,536,508	\$ 1,302,920	\$ 1,465,701	\$ 4,526,832
Firemen's Park	\$ -	\$ -	\$ -	\$ -	\$ -
Donated Capital	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Sources of Funds</b>	<b>\$ 8,831,960</b>	<b>\$ 1,536,508</b>	<b>\$ 1,302,920</b>	<b>\$ 1,465,701</b>	<b>\$ 4,526,832</b>
		<b>Total Option Cost</b>	<b>Fair Grounds Share</b>	<b>Firemen's Park Share</b>	
<b>Total Capital Needs</b>		\$ 8,831,960	\$ 8,831,960	\$ -	
<b>Candidate Items for Capital Campaign</b>					
Animal washdowns		\$ 5,000	\$ 5,000	\$ -	
Site Amenities		\$ 20,000	\$ 10,000		
Site Furniture		\$ 20,000	\$ 20,000	\$ -	
Façade Improvements		\$ 150,000	\$ 150,000		
Tie 2 Bldgs together		\$ 225,000	\$ 225,000	\$ -	
New Multi-Use Building		\$ 1,650,000	\$ 1,650,000		
Tensile Tent Structure		\$ 300,000	\$ 300,000		
Field Lighting		\$ 320,000	\$ 320,000		
Trolley shelter Structure		\$ 64,000	\$ 64,000		
		\$ 2,754,000	\$ 2,744,000	\$ -	
<b>Net Obligations</b>		\$ 6,077,960	\$ 6,087,960	\$ -	

# Fiscal Impacts

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We estimated several fiscal impacts of the options including operating results, number of events, operating revenues and costs and tax levy impacts on Ozaukee County for the capital costs. Those results are presented below.

## Operating Results

Operating results were estimated for the options using market data and information from surrounding facilities of a comparable nature and size.

We did not include any potential revenue from existing 4H events or the Fair. These events are assumed to be protected under any operating agreement between the parties.

All revenues are based on future events that may be attracted to the grounds. Operating expenses were calculated assuming the operations of the grounds were done by an independent entity solely responsible for the operations and routine maintenance of the facilities and the grounds. This is perhaps a conservative assumption because it does not take into account potential economies from combined operations or the use of volunteers. Nonetheless, we felt it important to model the costs this way in order to present a true estimate of the costs of maintaining the grounds.

Five of the options have similar operating characteristics to other options. Option 1 and Option 4a are similar in that they provide a fixed up version of what exists now. Options 2, 3 and 4b provide modest growth opportunities with construction of a 15,000 square foot multi use facilities. We represent the expected operating results using Options 4a and 4b.

Table 14, on the following page represents the expected operating costs and revenues for these options.

Data in the table shows that options 1 and 4a produces a small operating loss each year with revenues of \$178,200 and expenses of \$183,960 including a 5% operating cost contingency.

Options 2, 3 and 4b produces a small operating profit each year with revenues of \$360,120 and expenditures of \$339,549 including a 5% operating cost contingency.

## Events

Table 15 shows potential events that may be attracted to the grounds. These are representative of the type and nature of events that could be attracted but should not be considered as detailed projections. Event patterns in this industry vary from year to year and as the industry evolves, new types of events appear on the scene. What is important is that the event will pay rent and will attract people to the facility. Significant revenues can be earned from on-site parking and from sale of food and beverage items.

**Table 14**  
**Estimate of Operating Revenues and Expenditures**

<b>Income</b>	<b>Option 4a</b>	<b>Option 4b</b>
Rent		
Buildings	\$ -	\$ 39,000
Grounds	\$ 15,000	\$ 15,000
Maxwell Street Days	\$ 10,000	\$ 10,000
Tent	\$ 10,000	\$ 10,000
Tables and Chairs	\$ 9,000	\$ 41,025
Parking	\$ 9,600	\$ 75,660
Food & Beverage (Gross Sales)	\$ 356,000	\$ 484,100
Less: Cost of Goods Sold @65%	\$ (231,400)	\$ (314,665)
<b>Total Revenues</b>	<b>\$ 178,200</b>	<b>\$ 360,120</b>
<b>Expenditures</b>		
Labor	\$ 115,200	\$ 180,880
Utilities	\$ 20,000	\$ 52,500
Insurance	\$ 10,000	\$ 15,000
Maintenance Repairs & Supplies	\$ 20,000	\$ 45,000
Administrative	\$ 10,000	\$ 30,000
<b>Subtotal</b>	<b>\$ 175,200</b>	<b>\$ 323,380</b>
Contingency (5%)	\$ 8,760	\$ 16,169
<b>Total Operating Costs</b>	<b>\$ 183,960</b>	<b>\$ 339,549</b>
<b>Operating Profit/(Loss)</b>	<b>\$ (5,760)</b>	<b>\$ 20,571</b>

**Table 15  
Estimated Events – Stabilized Year**

		<b>Number of Event Days</b>	<b>Total Attendance</b>	<b>Total Vehicles to Park</b>
<b>Consumer Shows</b>				
	500	6	3,000	1,200
	1,000	8	8,000	3,200
	1,500	6	9,000	3,600
	3,000	6	18,000	3,600
	subtotal	26	38,000	11,600
<b>Meetings</b>				
	250	10	2,500	1,000
	500	10	5,000	2,000
	750	5	3,750	1,500
	1,000	1	1,000	400
	subtotal	26	12,250	4,900
<b>Festivals</b>				
	500	4	2,000	800
	1,000	2	2,000	800
	2,000	2	4,000	1,600
	5,000	2	10,000	-
	10,000	0		-
	20,000	0		-
	subtotal	10	18,000	3,200
<b>Receptions</b>				
	200	4	800	320
	500	10	5,000	2,000
	1,000	8	8,000	3,200
	subtotal	22	13,800	5,520
<b>TOTAL NEW EVENTS</b>		<b>84</b>	<b>82,050</b>	<b>25,220</b>
<b>Maxwell Street Days</b>	30,000	4	120,000	0
<b>Ozaukee Co. Fair</b>	13,500	3	40,000	0
	subtotal	7	160,000	-

## Revenues

Revenues were estimated using event data from Table 15 and prices we believe are reasonable for this market. Table 16 shows operating revenues in more detail.

Revenue potential is significantly greater for Option 4b because it has a 15,000 sq. ft. building that enables it to hold more events per year than Option 4a. More events drive greater attendance, more parking revenues and more revenue from food and beverage sales.

**Table 16  
Operating Revenues**

### **Estimated Revenue Under Options 4b.**

<b>Income</b>	<b>Unit</b>	<b>Units</b>	<b>Rate</b>	<b>Revenue</b>
Rent				
Buildings	Events	52	\$ 750.00	\$ 39,000
Grounds	Events	10	\$ 1,500.00	\$ 15,000
Maxwell Street Days	Events	4	\$ 2,500.00	\$ 10,000
Tent	Events	10	\$ 1,000.00	\$ 10,000
Tables and Chairs	Attendance	82,050	\$ 0.50	\$ 41,025
Parking	Spaces	25,220	\$ 3.00	\$ 75,660
Food and Beverage (Gross Sales)	Per Cap	242,050	\$ 2.00	\$ 484,100
Less: Cost of Goods Sold @65%				\$ (314,665)
<b>Total Revenues</b>				<b>\$ 360,120</b>

### **Estimated Revenues Under Options 4a.**

<b>Income</b>	<b>Unit</b>	<b>Units</b>	<b>Rate</b>	<b>Revenue</b>
Rent				
Buildings	Events	-	\$ 750.00	\$ -
Grounds	Events	10	\$ 1,500.00	\$ 15,000
Maxwell Street Days	Events	4	\$ 2,500.00	\$ 10,000
Tent	Events	10	\$ 1,000.00	\$ 10,000
Tables and Chairs	Attendance	18,000	\$ 0.50	\$ 9,000
Parking	Spaces	3,200	\$ 3.00	\$ 9,600
Food and Beverage (Gross Sales)	Per Cap	178,000	\$ 2.00	\$ 356,000
Less: Cost of Goods Sold @65%				\$ (231,400)
<b>Total Revenues</b>				<b>\$ 178,200</b>

## Operating Costs

Operating costs were estimated under an assumption that there would be a single entity responsible for operations, marketing and maintenance of the facility. This could be accomplished under a management contract or a shared services agreement. Such an agreement, we believe, is possible as long as the existing interests of the parties are protected – mainly date protection and ability to continue to use the venues as a means to raise funds.

Table 17 shows the expected operating costs.

Some efficiencies are possible. This analysis assumes the operators of the grounds are an independent entity and do not share duties with anyone else. It is entirely possible to share some of the duties between parties. For example, the duties of the grounds director could possibly be shared with the Cedarburg Chamber of Commerce because much of that person's time will be spent on marketing the facilities and grounds to new users and bringing more people to Cedarburg. Maintenance, rather than being done through the hiring of new persons, could potentially be accomplished through purchase of service from Ozaukee County, Cedarburg or from Cedarburg Fire Department, Inc. themselves. This analysis provides a benchmark that we believe is reasonable for marketing, ongoing operation and routine maintenance of the grounds.

Data from the table shows that operating costs under option 4a are significantly less than operating costs under option 4b. This difference is almost entirely due to not having a 15,000 square foot building to maintain in option 4a.

**Table 17  
Estimated Operating Costs**

**Operating Costs Under Options 4a.**

Labor Costs			
Grounds Director	1.00	\$ 50,000.00	\$ 50,000
Admin Assistant	0.50	\$ 30,000.00	\$ 15,000
Groundskeeper	1.50	\$ 30,000.00	\$ 45,000
Benefits @ 40%			\$ 44,000
Part Time Attendants	2,688.00	\$ 10.00	\$ 26,880
Subtotal			\$ 180,880
Utilities	15,000.00	\$ 3.50	\$ 52,500
Insurance	15,000.00	\$ 1.00	\$ 15,000
Maintenance Repairs & Supplies	15,000.00	\$ 3.00	\$ 45,000
Administrative	15,000.00	\$ 2.00	\$ 30,000
			\$ 142,500
Contingency (5%)			\$ 16,169
Total Operating Costs			\$ 339,549

**Operating Costs Under Options 4b.**

Labor Costs			
Grounds Director	1.00	\$ 50,000.00	\$ 50,000
Admin Assistant	-	\$ 30,000.00	\$ -
Groundskeeper	1.00	\$ 30,000.00	\$ 30,000
Benefits @ 40%			\$ 32,000
Part Time Attendants	320.00	\$ 10.00	\$ 3,200
Subtotal			\$ 115,200
Utilities	allow		\$ 20,000
Insurance	allow		\$ 10,000
Maintenance Repairs & Supplies	allow		\$ 20,000
Administrative	allow		\$ 10,000
			\$ 60,000
Contingency (5%)			\$ 8,760
Total Operating Costs			\$ 183,960

### Tax Levy Impacts of Options

As part of the fiscal analysis, we were requested to estimate the tax levy impact of the Options on Ozaukee County. This analysis estimates the taxes that would be paid on a home valued at \$200,000 to fund debt issued for the capital costs under each of the options. The information is summarized below in expected impacts on a \$200,000 home in they years 2003-2006.

Annual Taxes on a \$200,000 Home to Support Options 1-4b

<b>Year</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>	<b>Option 4a.</b>	<b>Option 4b</b>
2003	\$ -	\$ -	\$ -	\$ -	\$ -
2004	\$ 0.72	\$ 0.72	\$ 1.53	\$ 3.91	\$ 3.91
2005	\$ 2.86	\$ 2.86	\$ 31.45	\$ 6.95	\$ 6.95
2006	\$ 5.02	\$ 5.02	\$ 30.24	\$ 10.13	\$ 10.13
2007	\$ 4.83	\$ 5.45	\$ 29.08	\$ 9.74	\$ 19.99

### Assumptions

Certain assumptions were used in preparing these estimates. The major assumptions that could materially affect the analysis are described below.

- It is assumed that 100% of The Fairgrounds' portion of costs are financed through long-term debt issued by Ozaukee County. This assumption does not factor in costs reductions from capital fundraising campaigns.
- We assume that debt will be issued in each year for which costs will be incurred.
- It is assumed that debt is issued for a 15-year term at 5.5% interest. Level debt service payments are assumed. Similar to mortgage financing for a home, this is a relatively simplistic assumption to make. If and when it comes time to issue debt, we suspect the county's financial advisor will recommend a debt repayment structure that better fits the County's overall financial needs.
- It is assumed that the first repayment of debt will occur in the year following the issuance of bonds.
- The equalized value in Ozaukee County for 2001 is assumed to be \$7,235,704,700.
- Growth in Ozaukee County Equalized Value is assumed to be 4% per year. This is significantly less than the 10% growth in value from 1990-2000 and the 6.7% growth from 2000-2001 but we believe rates of growth at those levels are unsustainable in the long run.

# Public Input

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After initial presentation of the options, a public meeting was held with neighbors in the vicinity of the grounds. The following paragraphs contain a synopsis of the comments from the neighbors and the implications for the options presented in the earlier report. A more detailed discussion of the neighbors' comments and the responses to their comments is contained in Exhibit 1. It is not a transcribed version of the discussion. Many of the comments and questions were closely related and were combined in this part of the report to save space.

## Synopsis and Implications from the Comments

We were impressed by the civility and earnest nature of the discussion. Most of the neighbors appeared to accept that the Ozaukee County Fair and the Maxwell Street Days events were there before they moved to the neighborhood and would probably be there for many years to come. While the situation might not be ideal in their minds, it was not intolerable and many neighbors acknowledged the benefits to Cedarburg and Ozaukee County from the Fair and Maxwell Street Days.

All seemed to be in agreement that, if the Fair and Maxwell Street Days had to stay in its current location, the appearance of the grounds needs to improve.

Looking to the future, concerns expressed seemed to focus on two issues: increased and constant traffic and noise from the events. Traffic had two dimensions: congestion on the street and loss of on street parking for the benefit of residents and their visitors. Comments about noise related solely to noise generated by the events that would diminish the quiet possession of neighboring homes.

Explanations were offered that most of the new events would be indoors, especially during cold weather months but concerns still existed. Particular concerns were raised about noise that even small events would generate.

Another theme that seemed to resonate through the discussion was that the grounds were viewed by many as a de facto public park and place for neighbors to walk their pets, for their children to play and for all to enjoy as a source of passive recreation. Changing its character to a gated facility where admission was charged, they feared, would take away this amenity they have come to enjoy.

Overall, the implication of the neighbors' comments is that their first preference is to move the grounds to another location. In other words, get it out of their back yards. If that cannot be achieved, the general preference is to improve the appearance of the grounds but not to build the multi-purpose building and amphitheater. A status quo approach as far as activities at the grounds is favored.

## Recommendations and Next Steps

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Much can be done to improve the desirability and viability of the grounds. Merely “fixing up” the existing infrastructure and buildings will generate a positive response from customers, visitors, user groups and surrounding neighbors.

Improvement in financial performance is not likely to be significant without increased cooperation between the parties, and coordinated marketing and operations. Even with improved cooperation and coordination it is not likely the grounds can fully sustain themselves financially because most of the revenue producing activities like parking, building rent and food and beverage sales are either being done by Cedarburg Fire Department, Inc. or have been granted to user groups like the 4H. Increased revenues are best achieved from new events not subject to prior grants of right to user groups.

The market has strongly hinted at its interest in Cedarburg and we believe it is possible to attract between 50-100 new and relatively small events that could be self-contained in the grounds so parking impacts on surrounding neighborhoods would be minimized.

Attracting these events will require construction of a year-round multi-purpose building that can serve meetings, banquets, public shows and other events requiring large space. Neighbors have, however, strongly voiced their concerns about and opposition to increasing the number of events on the grounds. Additionally, adding a year-round building and the challenge of marketing it pose organizational demands that must be resolved between all the parties and the neighborhood. Care must also be taken in any new building operation and marketing not to attract events that may more appropriately be housed in the Performing Arts Center, the Cultural Center or the field House.

We continue to believe that Option 4 presents the optimal financial return to all the parties and that Option 4b, which would place the land under single ownership, is preferred if Ozaukee County can see its way to purchase the Firemen’s Park and ultimately build a multi-purpose building. Option 4 also guarantees that Ozaukee County will always have the land it needs to hold the Ozaukee County Fair.

We recognize and respect the concerns of all parties and suggest this recommendation be considered as a long-term goal subject to satisfying the interests and concerns of all parties and the neighbors.

The Ozaukee County Fairgrounds should stay where it is. Residents have come to accept the presence of the Ozaukee County Fair and Maxwell Street Days as a part of living in Cedarburg.

Much can be done to improve the grounds and extend the life of current events held at the grounds while consideration is given to the long-term future of the grounds.

We recommend a two-part approach:

- Undertake a deliberate strategy to improve the existing grounds.
- Improve operating efficiency and event success by collaboration between parties and all user groups involved in events on the Grounds.

Collaboration and cost saving is critically important for public operations. Cooperation between the Ozaukee County Agricultural Society and the Cedarburg Firefighters, Inc. to enable the Ozaukee County Fair to be held on the grounds is an excellent example of how the parties work together for mutual benefit. By allowing the Agricultural Society to use Firemen's Park for the Fair, the Cedarburg Firefighters benefit all parties including themselves. It is highly unlikely the Ozaukee County Fair could be produced if Firemen's Park were not made available.

Examples from other places suggest that additional benefits may be obtained to the parties even if two separate operations continue.

The Wisconsin State Fair and the Wisconsin Exposition Center at State Fair Park are two legally and functionally separate entities, yet they deliberately buy services from each other to eliminate duplication and reduce overhead. State Fair buys Box Office and Ticket Selling services from the Expo Center and the Expo Center buys cleaning and maintenance labor from the State Fair.

A recent study commissioned by the Bradley Center Sports and Entertainment District and the Wisconsin Center District estimated savings of at least \$300,000 annually from merging the entities.

The Milwaukee County Parks Department temporarily transfers many of its laborers to the Highway Department in the winter for snowplowing duties. This action actually reduces the County tax levy because the snowplow drivers' wages are reimbursed by the State of Wisconsin.

Many more examples of saving through collaboration exist. Typically, collaborative efforts achieve savings through discovery of new opportunities for revenue, discovery of alternate ways to achieve mutually desired ends in a cheaper manner, reduction of slack time in a work year or economies of scale in overhead.

The reduction of slack time in a work year is exemplified in the State Fair Park example. In that case, the busy season of each entity is opposite that of the other one. When State Fair Park is busy the Wisconsin Exposition Center is relatively dark. Labor is available and can be "sold" to the other entity at a reasonable price to benefit both parties.

Finding new revenue is exemplified in the State Fair Park and the Milwaukee County examples where otherwise slack labor is "sold" to another entity.

Reduction of overhead is exemplified by the Bradley Center example.

One example of opportunities to work together and achieve desired ends in a cheaper manner involves the permanent grandstand at the Firemen's Park. We discovered that it

may be possible to repair the lower seating of grandstand for approximately \$100,000 and make it usable for event seating. The Cedarburg Fire Department, Inc. had not done this work because they had no real need for the bleachers. Yet, the Ag Society spends over \$12,000 per year to rent temporary bleachers.

A possibility exists for the Ag Society to rid itself of this expense in the long run by working with Cedarburg Fire Department, Inc. and Ozaukee County to finance the repairs to the grandstand in return for the right to use the bleachers during the Ozaukee County Fair. We suspect the Ag Society would not want to dip into its resources to pay for this improvement but Ozaukee County could use its credit to provide a low interest loan to the Ag Society to be repaid annually from savings realized by not having to rent bleachers.

This is one example of possibly many opportunities to work together and improve operations and bottom line results for all parties.

A strategy to improve the existing grounds should also be undertaken while consideration is given to the long-term future of the grounds. These improvements include infrastructure upgrades, landscaping, signage, lighting and building façade improvements.

We recommend a long-term objective of unified ownership and management of the grounds and full improvement of the grounds consistent with Option 4b. That said, we urge a go-slow policy on the multi-purpose building and elimination of the outdoor amphitheater component of that option as it might generate considerable noise and cause ill feelings with the neighbors.

In the short term, placing the operation under unified management and operations authority can significantly improve the desirability and viability of the grounds. We recommend that Ozaukee County strongly consider the purchase of Firemen's Park to add to the Ozaukee County Park System and to make the first phase infrastructure improvements and façade improvements to the grounds.

Until the grounds come under unified ownership, we urge the creation of a Management Oversight Committee to oversee marketing and operations of the grounds and to look for ways to improve operational efficiency. This group should include representatives of Ozaukee County, its user groups and the Cedarburg Fire Department, Inc.

The purpose of the Management Oversight Committee would be to:

- Increase communication between the parties to uncover ways to help each other and improve operations
- Explore and agreement to improve upon financial and maintenance responsibilities of the Parties.
- Develop a master calendar of events for the Grounds.
- Identifying the equity ownership issues.
- Exploring the option of Ozaukee County purchasing Firemen's Park.

Because of the dual ownership of land, it will be critical that this committee operate on a consensus basis. Significant change is occurring under this proposal and even small changes in the opinion of one party may have significant organizational implications for other parties, so all need to be mindful of the others' positions and ability to accept change.

A broader ad hoc committee, representing Ozaukee County, the Cedarburg Fire Department, Inc., each user group, the Cedarburg Chamber of Commerce, the City of Cedarburg and neighbors, should also be created to communicate ideas and concerns to the Management Oversight Committee and jointly plan for long term operations and utilization of the grounds.

Over time, we believe the parties can realize ways to better work together, improve operations, address neighborhood interests and keep facilities in good repair.

# **Exhibit 1**

## **Results from Focus Group Discussion and Public Meeting**

## Focus Group Discussion

### Operating performance

Based upon input we received at a preliminary meeting with the parties funding this study, we analyzed the expected operating results of options 4A and 4B. Those options were singled out because they appear to offer significant possibility for implementation and because of their comparability to other options. Results from options from 4A will be similar to expected operating results for option 1. Expected operating results for section 4B should be similar to those expected from option 2 and 3. Operating results for the options are shown in the table on the following page.

Essentially it shows that net operating revenues of the grounds can be increased by approximately \$178,200.00 from existing revenues. Operating expenditures including a 5% contingency could be expected to increase to \$183,860. A small operating loss is estimated for this option.

It is important to note several major assumptions relating to this operating analysis. Perhaps most important is the fact that we are literally dealing with incremental changes in revenues but have included operating expenditures that relate to ongoing maintenance of the entire facility. This analysis, essentially, sets aside all existing event sin the Ozaukee County portion of the grounds and assumes they will take place as they have in the past. No party's events are affected and none are taken away. All new events will generally be expected to occur in the former Fireman's Park. This assumption has significant operating implications for the grounds. It does not allow the capture of revenues from parking, admissions or food and beverage that are typically captured by park operators. Instead, it assumes any such revenues go to the existing parties such as the 4H and the agricultural society.

On the other hand, we have assumed labor costs of the equivalent of 1.5 full time persons to be responsible for on going operations and maintenance duties of the grounds and its facilities. We have also included monies to pay the salaries and benefits of a "director" to be responsible for all operations relating to the grounds. Funds have also been budgeted for utilities, insurance, materials and supplies and other administrative expenses relating to the increase in business and related expenses. Detailed back up of the estimated events, attendance, vehicles are also shown behind the operating results. Further detail on revenues and expenditures are shown on the following pages.

## **Brainstorm Suggestions**

### Ozaukee Fairgrounds & Firemen's Park

- **Good return on investment without undue risk (19)**
- **Better landscaping/ clean-up fairgrounds/relate to community's image (22)**
- **Noise control for neighborhood (4)**
- **Traffic concerns (4)**
- Promoting what is healthy for the community
- Good business opportunity
- **Make sure all organizations involved (6)**
- **Keep tradition alive/historic tradition (6)**
- Spacious fair
- Allow community organizations to show their "wares"
- **Good entertainment (2)**
- **Increase safety on grounds (5)**
- **Opportunity to look at utilities/develop & improve for entire grounds (7)**
- **Better/ Year-round sanitary facilities (2)**
- **Proper buildings to support events (2)**
- Remove fence that divides the property
- Both halves of property to blend together
- **Working together as a team/ set up Board to look at property as one entity, coordinated operations (27)**
- Collect information to assess grounds
- **Maintain a family-oriented fair (5)**
- Emphasize rural legacy
- Self-supporting
- Animals must be safe
- Modest County/City/ Fire Department investment
- Good entertainment-family
- Good grandstand
- **Protect 4-H investments (10)**
- **Protect ease of 4-H facility use (2)**
- **Time for a change: appearance, proper buildings-make money, take down "Cedarburg" wall, help businesses & neighbors (9)**
- **Resource for entire County (7)**
- **Fence in grounds/ charge admission (2)**
- **Find events providing income for grounds with minimum impact on community (3)**
- **Continue to support educational programs on site (7)**
- **Parking (4)**

**Table 2.**

**Ozaukee Fairgrounds  
Group Priority Actions/Interests**

Dollar Voting Results – Top Ten

11. Work together as a team. Set up a Board to look at property as one entity. Coordinated operations. (\$27)
12. Better Landscaping/clean up fairgrounds/relate to community image. (\$22)
13. Good return on investment without undue risk (\$19)
14. Protect 4-H investments (\$10)
15. Time for a change. Take down Cedarburg Wall, help businesses and neighbors, improve appearance, and make money. (\$9)
16. Continue to support education opportunities on site (\$7)
17. Look at utilities/develop & improve for entire grounds. (\$7)
18. Resource for entire County (\$7)
19. Make sure all organizations are involved in planning/operations (\$6)
20. Keep traditions (\$6)

## Public Input Meeting

Issue: What are the stakeholder objectives?

Response: No specific goals and objectives were articulated other than to examine the existing conditions and seek ways to improve the fiscal and operational performance of the grounds. To these ends, we conducted surveys to help determine what brings people to the grounds and focus group discussions with key stakeholders to uncover their interests. Major stakeholder interests, who could be considered detailed objectives, are contained in the report. They include: Better cooperation, continue to attract visitors, offer family-oriented events, be fiscally prudent, etc.

Issue: Did the project consider any possibilities for tax revenue coming to the City? What is the lost tax revenue from the site?

Response: The report did not consider “lost” tax revenue from the site. It was assumed that the fairgrounds in some manner would continue to be located in Cedarburg. Therefore, relocating it to the Kohlwey site, while possibly adding 40 acres of land to the tax rolls from the existing site would remove approximately 60 acres of land from the Kohlwey site.

If it assumed the fairgrounds and Firemen’s Park are removed totally from Cedarburg, the land could be added to the tax rolls. The site is approximately 39 acres, not all of which can be developed. Assuming 30 acres can be developed and further assuming land values are \$65,000 per acre, the addition to the tax rolls would be \$1,950,000. Fully developed value of the site would probably be at least \$10,000,000.

Cedarburg’s 2001 combined gross tax rate was \$23.41 per thousand dollars of value. Applying this to the potential value of a fully developed site would increase the tax levy by \$234,100.

Again, this is a direct response to a question. Numerous other material factors would enter in to developing the site, not the least of which would be additional municipal services costs, nature and type of “acceptable” development and replacement of the existing grounds.

Issue: Should we assume that the site has to stay in Cedarburg? Does the revenue generated by the Fire Department keep Firemen’s Park from moving outside City limits?

Response: The Ozaukee Fair may be relocated to other parts of Ozaukee County subject to the approval of the Ozaukee County Board. The Cedarburg Fire Department, Inc. have indicated a willingness to consider other options

that would include giving up the grounds as long as they retain the ability to raise funds to purchase equipment and apparatus for the Cedarburg Fire Department, Inc.

Issue: Who controls/programs the multi-purpose building/outdoor performance area? Residents are concerned about the impact on adjacent neighborhoods.

Response: We heard much discussion about this matter. It seemed to revolve around the question of “What is tolerable or intolerable”? The Fair and Maxwell Street Days are tolerable to most in attendance at the meeting, but not year round. A few persons did say, however, that five days of demo derbies, noise and dust problems are intolerable and do not belong in the middle of the City.

“Control” over activities on the grounds rests with several entities. The report contemplates a single focused entity responsible for operations, maintenance and booking events for the grounds. But their ability to book events and to conduct business is limited by the City of Cedarburg Zoning Code.

Issue: Firemen’s Park is not a good neighbor. The Fire Department does not control the weeds, pick up garbage, etc.

Response: This matter was discussed with representatives of the Cedarburg Fire Department, Inc.

Issue: Could the City of Cedarburg and Ozaukee County discuss making Willowbrook Park part of the Fairgrounds?

Response: No action was taken at the meeting although several Supervisors in attendance appeared open to considering the idea.

All options for the grounds consider that area of the site to be open and rural in character, primarily, because the agricultural and educational facilities are located in that part of the grounds. A small park that emphasized passive recreation would, in our opinion, be consistent with the other activities in that part of the grounds.

Issue: Will business people in downtown Cedarburg benefit from events in a new multi-purpose building? Is the study being overly optimistic? Maxwell Street Days clientele are there for bargains, not to shop in downtown Cedarburg.

Response: Cedarburg Chamber of Commerce is a sponsor of the study. Conversations with its executive director and other officers of the

organization lead us to believe that they favor efforts that would bring more visitors to Cedarburg on a year-round basis.

We believe the study is reasonable in its assumptions of events. It must be noted that most of these events will be quite small; drawing 500-1,000 people per day. As such, they should cause minimal disruption to the neighbors. All cars should be parked on site and during cold weather months, any noise from events will be contained inside buildings.

Issue: If the Ozaukee County Fair and Maxwell Street Days stay on site, the site needs to improve visually. The neighbors would support some incremental fix-up/maintenance.

Response: No response necessary.

Issue: Sounds at Kohlwey site could be a problem to the south.

Response: We agree, although sound-dampening measures such as earth berms and tree plantings could be done to minimize the impact.

Issue: Has Ozaukee County considered that the Fair has outgrown the site in the City? Residents feel the fair is too small, too noisy and would like to see it move out of Cedarburg.

Response: The County Board considered moving the Fair out of Cedarburg about 10 years ago. At that time, the decision was made not to spend the money on a new site. Instead, the County Board invested money into fairground improvements such as the 4-H buildings, Youth Building, bathrooms, etc. This study raises the question again whether the fair should be relocated. If the fair is moved out of Cedarburg to a new location, then all residents within Ozaukee County can anticipate an increase in their taxes.

Issue: Where will fences be located if admission is charged? Residents did not like the idea of having Willowbrook Park fenced off from the fairgrounds. They do not like the idea of having the area “blockaded” for a 5-day event.

Response: The report assumes a fence would be placed around the perimeter of the site to control access during events that charged admission. The part of the grounds to the north that is used for parking during the fair could be left “outside the fence” because its primary use is for parking during big events and would not be needed during the other events. Leaving the area open would also address potential for creating a small park in the area.

Issue: The volume of traffic on Washington Avenue has increased tremendously in recent years. Any improvements, including a multi-purpose building, will just draw more people, more traffic and more congestion.

Response: The events that would be attracted to the grounds under all options would not significantly increase traffic congestion. Certainly more people will come but they will come at off-peak times, especially on weekends, when business traffic is lightest. Occasional periods of congestion may occur from new events but we believe they will be few in number and brief in duration.

Issue: Has Ozaukee County considered a partnership with Washington County to share the fairgrounds for the fair?

Response: The County Board did approach Washington County in regards to sharing the fairgrounds, and locating their fairgrounds closer to Ozaukee County (i.e. Jackson). However, the cost issues and the “ownership” of the fair ended further consideration. Were it simply a matter of working out dates for the Ozaukee Fair, this option might be possible but it becomes far more complex when trying to work out dates for the respective 4H programs of each county to use facilities. Ozaukee 4H programs use the buildings for approximately 200 days per year, sometimes with multiple events per day.

Issue: Many of the residents felt that amphitheater meant noise.

Response: This is a reasonable observation. Residents were more supportive of indoor and off-season events.

Issue: What about a smaller multi-purpose (10,000 square feet)? Could a smaller building still support events?

Response: A smaller building would support events but it would decrease flexibility of use and all-but preclude ability to have more than one event in the building per day.

## **Exhibit 2**

# **Results of Surveys From Ozaukee Fair and Maxwell Street Days**

Ozaukee County Fair Survey Summary

Surveys of Ozaukee County Fair visitors and exhibitors were conducted over the course of the fair. The survey results will be used to help plan future improvements to the Ozaukee County Fairgrounds and Fireman’s Park.

Fair patrons were asked to provide information on what they liked and dislike about the fairgrounds, what changes they would like to see and suggestions for events they would like to see held on the fairgrounds. A copy of the survey questionnaire is attached. The following report summarizes the results of these surveys.

**Attendance Frequency**

Visitors and exhibitors come to the fair every year. Table 1 and 2 show that 81% of the visitors and 86% of the exhibitors surveyed attend the Ozaukee County fair every year. The large percentage of respondents indicating they visit each year suggests that the fair is an attractive event for visitors and exhibitors.

**Table 1. Visitors that Come Every Year**

<b>Visit Every Year</b>	Yes	No
# of Responses	162	37
% of Responses	81.41%	18.59%

**Table 2. Exhibitors that Come Every Year**

<b>Visit Every Year</b>	Yes	No
# of Responses	44	7
% of Responses	86.27%	13.73%

**Origin of Visitors**

Survey respondents were asked to provide their zip code to help determine draw of the Ozaukee County Fair. The zip codes were then grouped together by county. Tables 3 and 4 below show visitor and exhibitor responses to where they live. For both groups, the largest percentage came from Ozaukee County. The fair also draws visitors from surrounding counties, such as Milwaukee and Washington. Over 25% of the visitors to the fair came from outside Ozaukee County. A larger percentage of exhibitors than visitors come from Waukesha and other counties.

**Table 3. Visitor Home County**

<b>County</b>	Ozaukee	Milwaukee	Washington	Waukesha	Other	Out of State
# of Responses	148	17	20	3	6	5
% of Responses	74.37%	8.54%	10.05%	1.51%	3.02%	2.51%

**Table 4. Exhibitor Home County**

<b>County</b>	Ozaukee	Milwaukee	Washington	Waukesha	Other
# of Responses	35	5	4	3	4
% of Responses	68.63%	9.80%	7.84%	5.88%	7.84%

### **Group Visits**

Both exhibitors and visitors are likely come to the fair with another person. Tables 5 and 6 show the responses to group size for visitors and exhibitors. Visitors are more likely to come to the fair in larger groups of over five people. Exhibitors, especially those staffing tables or selling merchandise may not be able to afford large groups of people traveling with them. This would also explain the larger percentage of exhibitors (24%) in groups of one compared to visitors (8%).

**Table 5. Visitor Groups**

<b># in Group</b>	One	Two	Three	Four	Over Five	Total
<b># of Responses</b>	16	74	30	39	40	199
<b>% of Responses</b>	8.04%	37.19%	15.08%	19.60%	20.10%	

**Table 6. Exhibitor Groups**

<b># in Group</b>	One	Two	Three	Four	Over Five	Total
<b># of Responses</b>	12	15	7	12	5	51
<b>% of Responses</b>	23.53%	29.41%	13.73%	23.53%	9.80%	

### **Age of Visitors**

The largest age group of respondents among visitors (23%) and exhibitors (25%) were those individuals in their 40s. The slightly higher percentage of exhibitors in their teens than visitors may be due to the number of teen 4-H exhibits and teens exhibiting livestock with their families or teens competing in various events. Tables 7 and 8 below demonstrate the age distribution of visitor and exhibitor respondents. Median age of visitors is in the 40's.

**Table 7. Visitor Age**

<b>Age</b>	Teens	20s	30s	40s	50s	60s & above	Total
<b># of Responses</b>	14	32	42	46	34	31	199
<b>% of Responses</b>	7.04%	16.08%	21.11%	23.12%	17.09%	15.58%	

**Table 8. Exhibitor Age**

<b>Age</b>	Teens	20s	30s	40s	50s	60s & above	Total
<b># of Responses</b>	5	12	8	13	7	6	51
<b>% of Responses</b>	9.80%	23.53%	15.69%	25.49%	13.73%	11.76%	

### **Spending at the Fair by Individuals**

Visitors and exhibitors, individually and in groups, spend a lot of money while visiting the fair. 36% of visitors and 59% of exhibitors will personally spend over \$30 on food, games, rides and merchandise. The amount of personal spending by visitors and exhibitors while at the fair is shown in Tables 9 and 10. Average spending is between \$20-\$29.

**Table 9. Visitor Personal Spending**

<b>Personally Spend</b>	Under \$10	\$10-\$19	\$20-\$29	over \$30	Total
<b># of Responses</b>	21	49	55	70	195
<b>% of Responses</b>	10.77%	25.13%	28.21%	35.90%	

**Table 10. Exhibitor Personal Spending**

<b>Personally Spend</b>	Under \$10	\$10-\$19	\$20-\$29	over \$30	Total
# of Responses	1	7	12	29	49
% of Responses	2.04%	14.29%	24.49%	59.18%	

**Spending by Groups**

Large segments of visitors (27%) and exhibitors (53%) will spend over \$60 on various items while at the fair. Tables 11 and 12 show the amount of group spending by respondents for visitors and exhibitors. Average spending for groups is between \$30-\$39.

**Table 11. Visitor Group Spending**

<b>Group Spend</b>	Under \$10	\$10-\$19	\$20-\$29	\$30-\$39	\$40-\$49	\$50-\$59	over \$60	Total
# of Responses	8	24	33	22	24	24	52	187
% of Responses	4.28%	12.83%	17.65%	11.76%	12.83%	12.83%	27.81%	

**Table 12. Exhibitor Group Spending**

<b>Group Spend</b>	Under \$10	\$10-\$19	\$20-\$29	\$30-\$39	\$40-\$49	\$50-\$59	over \$60	Total
# of Responses	0	2	6	10	1	3	25	47
% of Responses	0.00%	4.26%	12.77%	21.28%	2.13%	6.38%	53.19%	

**Multiple Visits**

Visitors, more than exhibitors, are more likely to have attended other events on the fairgrounds or Fireman’s Park. 64% of visitors to the fair had attended other events at the Ozaukee County Fairgrounds or Fireman’s Park while only 51% of exhibitors had attended other events. Table 13 and 14 show visitor and exhibitor responses to attendance at other events. The lower percentage of exhibitors attending other events may be due to the types of events held at the Fairgrounds and Fireman’s Park. Some events may not allow exhibitors to set up booths. Approximately 8% of the exhibitors surveyed were from other counties and may not be aware of other events or it may be too far to travel. For both groups, Maxwell Street Days is the primary event that was attended.

**Table 13. Visitor Attendance at Other Events**

<b>Attend Other Events</b>	Yes	No	Total
# of Responses	129	70	199
% of Responses	64.82%	35.18%	

**Table 14. Exhibitor Attendance at Other Events**

<b>Attend Other Events</b>	Yes	No	Total
# of Responses	25	26	51
% of Responses	49.02%	50.98%	

**Parking**

Exhibitors (31%) were more likely to respond that they had parking problems than visitors (10%). Tables 15 and 16 show visitor and exhibitor responses to the parking

question. Written comments on the surveys showed that some exhibitors had reserved parking spaces that may have eliminated any parking problem. Other comments indicated that livestock exhibitors had problems parking with the trailers. 29% of all visitors to the fair were from Cedarburg. Cedarburg residents may be able to walk to the fair or know of additional parking areas that outside visitors and exhibitors would be unaware of.

**Table 15. Visitor Response to Parking Question**

<b>Parking</b>	Yes	No	Total
# of Responses	19	177	196
% of Responses	9.69%	90.31%	

**Table 16. Exhibitor Response to Parking Question**

<b>Parking</b>	Yes	No	Total
# of Responses	16	35	51
% of Responses	31.37%	68.63%	

**Visits to Other Attractions**

Most respondents in each group, visitors and exhibitors, responded that they would visit other businesses or attractions in Cedarburg. Tables 17 & 18 below show that 68% of the visitors and 66% of exhibitors surveyed indicated that they would visit area businesses. Visitors responded that they would more likely shop local businesses while exhibitors would more likely obtain fuel from the area. The percent utilizing lodging and services in the area were less than 4% for both groups.

**Table 17. Visitors Going to Cedarburg Businesses**

<b>Visit Other Business</b>	Shopping	Restaurants	Lodging	Fuel	Nightlife	Services	N/A
# of Responses	61	49	2	55	16	13	94
% of Responses	21.03%	16.90%	0.69%	18.97%	5.52%	4.48%	32.41%

**Table 18. Exhibitors Going to Cedarburg Businesses**

<b>Visit Other Businesses</b>	Shopping	Restaurants	Lodging	Fuel	Nightlife	Services	N/A
# of Responses	11	11	2	18	4	2	25
% of Responses	15.07%	15.07%	2.74%	24.66%	5.48%	2.74%	34.25%

**Choices**

Visitors and exhibitors responded that they had not considered any other activities instead of the Ozaukee County Fair. Tables 19 and 20 show other activities considered by visitors and exhibitors. The main activities considered by both groups were staying at home or going to the pool/beach. The Wisconsin State Fair started the day after the Ozaukee County Fair began. Approximately 12% of visitors and exhibitors considered the State Fair before deciding to attend the Ozaukee County Fair. Since the other activities considered were staying home or going to the pool, fair patrons may not see the State Fair as a larger attraction than the Ozaukee County Fair or would wait until after the Ozaukee County fair to attend the State Fair.

**Table 19. Visitor Activities Considered**

<b>Other Activities</b>	State Fair	Movie	Shopping	Other	N/A	Total
# of Responses	24	13	45	58	66	206
% of Responses	11.65%	6.31%	21.84%	28.16%	32.04%	

**Table 20. Exhibitor Activities Considered**

<b>Other Activities</b>	State Fair	Movie	Shopping	Other	N/A	Total
# of Responses	7	2	6	18	20	53
% of Responses	13.21%	3.77%	11.32%	33.96%	37.74%	

**Admission Charge**

56% of visitors responded favorably to a modest admission charge than exhibitors. For those respondents that indicated that they would support a modest admission charge, the word “modest” was circled and written suggestions were given to the amount of the charge. Respondents indicated that a charge similar to the Washington County Fair would not be acceptable, but would support a charge up to \$3.00. 6% of the respondents for both groups indicated that they were undecided on whether they would support the admission charge. Written comments on the surveys indicated that they may support a charge depending upon the amount of the admission and the type of improvements to the fairgrounds. Table 21 and 22 below show the response to an admission charge by visitor and exhibitor respondents.

**Table 21. Visitor Support of Modest Admission Charge**

<b>Modest Admission</b>	Yes	No	Undecided	Total
# of Responses	113	74	12	199
% of Responses	56.78%	37.19%	6.03%	

**Table 22. Exhibitor Support of Modest Admission Charge**

<b>Modest Admission</b>	Yes	No	Undecided	Total
# of Responses	27	21	3	51
% of Responses	52.94%	41.18%	5.88%	

**Suggestions for Improvements**

The suggestions for major changes made by respondents were grouped into three categories: amenities, entertainment and site. Major changes suggested by exhibitors (70%) and visitors (56%) involved improvements related to the fairgrounds/site itself. The suggested improvements included the renovation or construction of a new grandstand, more space, better buildings and moving the fair out of Cedarburg. 20.4% of the visitors and 11% of the exhibitors suggested the renovation or new construction of a grandstand. Exhibitors suggested improvements to the buildings, such as air conditioning, more space and more electrical power/ capability to meet exhibitor needs.

25.7% of the visitors suggested improvements in entertainment, primarily more live entertainment and more exhibits and attractions. 7% of the exhibitors that suggested entertainment improvements recommended more popular/live entertainment. The key improvement in the amenity category involved improving the bathrooms, providing

shade or air conditioning and more tables or chairs for seating. Table 23 and 24 provides a detailed listing of major changes and/or improvements suggested by visitors and exhibitors to the fairgrounds and is attached to this summary.

**Table 23. Exhibitor Responses to Major Fairground Changes**

<b>Category</b>	<b># of</b>	<b>% of</b>
<b>Respondent Description</b>	<b>Responses</b>	<b>Responses</b>
<b>AMENITIES</b>		
Handwashing facilities	1	2.17%
Air conditioned shelters	3	6.52%
Improve bathrooms	1	2.17%
Longer shower hours	1	2.17%
Covered picnic tables	1	2.17%
Stay open later	1	2.17%
Total Amenities	8	17.39%
<b>ENTERTAINMENT</b>		
Move rides away from animals	1	2.17%
More music	1	2.17%
Lower Prices	1	2.17%
More popular entertainment	3	6.52%
Total Entertainment	6	13.04%
<b>SITE</b>		
Parking-more	4	8.70%
Use grounds year round	1	2.17%
Buildings (A/C,power,space)	6	13.04%
Flowers	1	2.17%
Move out of town	7	15.22%
Charge admission	1	2.17%
More organized fair office	1	2.17%
New grandstand	5	10.87%
More space	5	10.87%
New fairgrounds	1	2.17%
Total Site	32	69.57%
Total Responses	46	

**Table 24. Visitor Responses to Major Fairground Changes**

<b>Category</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>Respondent Description</b>		
<b>AMENITIES</b>		
Bathrooms/Not PortoPotties	10	6.58%
More bubblers	1	0.66%
More picnic tables/seating	3	1.97%
Working telephone booth	1	0.66%
Air conditioned bldgs	1	0.66%
Wheelchair rental	1	0.66%
More shade near food	3	1.97%
Free water	1	0.66%
More food variety	1	0.66%
Less junk food	2	1.32%
Event brochure/mailers/maps	2	1.32%
Police booths for obscenities	1	0.66%
Recycling	1	0.66%
Total Amenities	28	18.42%
<b>ENTERTAINMENT</b>		
Better entertainment	1	0.66%
More animals	3	1.97%
Auto racing	3	1.97%
Cheaper ride prices	2	1.32%
More live entertainment	10	6.58%
Safer rides	1	0.66%
Skateboard park	1	0.66%
Bigger band/dance area	3	1.97%
More exhibits/attractions	9	5.92%
Less games	1	0.66%
No more stock cars	2	1.32%
More emphasis on cty/local	1	0.66%
Display vendor prices	1	0.66%
Keep it free	1	0.66%
Total Entertainment	39	25.66%
<b>SITE</b>		
Improved infrastructure	4	2.63%
Better buildings	6	3.95%
Redo Fireman's Park	1	0.66%
Move it out of town	8	5.26%
Spruce up	3	1.97%
Year round use	1	0.66%
Close street section to walk	2	1.32%
Cut side walls out of barns	1	0.66%
Bigger /More space	19	12.50%
New grandstand	31	20.39%
Better parking	6	3.95%
Better layout of fair	1	0.66%
Contractable roof	1	0.66%
Not at same time State Fair	1	0.66%
Total Site	85	55.92%
Total Responses	152	

## **Dislikes**

The responses for what people dislike about the fair were grouped into three categories: amenities, entertainment and site. When asked what they like least about the fair, the midway was primary dislike of both visitors and exhibitors in the entertainment category. Written comments indicated that respondents felt that the midway was messy, unclean and that the rides were not safe. Visitors indicated that the lack of bathrooms were also a dislike at the fair. Exhibitor and visitors both dislike that the fair is small and cramped and that there is not enough parking. Table 25 and 26 provides a detailed listing of respondent dislikes among visitors and exhibitors and is attached to this summary.

**Table 25. What Exhibitors Liked Least about the Fair**

<b>Category</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>Respondent Description</b>		
<b>AMENITIES</b>		
Rain/Heat	6	18.18%
Lack of handwashing facilities	1	3.03%
Not enough bathrooms	1	3.03%
More picnic tables	1	3.03%
Too much food	1	3.03%
Total Amenities	10	30.30%
<b>ENTERTAINMENT</b>		
Tip-top prices	1	3.03%
Midway-Unsafe,Messy	5	15.15%
Dirt/carnival workers	1	3.03%
General Prices	1	3.03%
Poor grandstand entertainment	1	3.03%
Obscene merchandise	1	3.03%
Total Entertainment	10	30.30%
<b>SITE</b>		
Bldgs close too early	1	3.03%
Parking-not enough	6	18.18%
Size/cramped	4	12.12%
Old grandstand	2	6.06%
Total Site	13	39.39%
Total Responses	33	

**Table 26. What Visitors Liked Least about the Fair**

<b>Category</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>Respondent Description</b>		
<b>AMENITIES</b>		
Rain/Heat	13	11.71%
Lack of bathrooms	9	8.11%
Ads	1	0.90%
Traffic	2	1.80%
Smell	1	0.90%
Lack of shade	1	0.90%
No recycling bins	1	0.90%
Not enough food	1	0.90%
No chairs	1	0.90%
Total Amenities	30	27.03%
<b>ENTERTAINMENT</b>		
Prices-rides, food, games	8	7.21%
Rides -unsafe, too many	10	9.01%
Not enough commercial exhibits		
or outdoor exhibits	4	3.60%
Night activities (drunks)	4	3.60%
Animals	2	1.80%
Noise	7	6.31%
Not enough bands, etc	1	0.90%
Not enough teen activities	1	0.90%
Crowds	5	4.50%
Demo derby	2	1.80%
No good grandstand events	1	0.90%
No stock car races	1	0.90%
Trashy booths	1	0.90%
Unshowered carnies	2	1.80%
Too many games	1	0.90%
Total Entertainment	50	45.05%
<b>SITE</b>		
Too small - packed together	10	9.01%
Fireman's Park	1	0.01%
Parking-not enough, cost	5	4.50%
No handicap parking	1	0.90%
Appearance-rundown	2	1.80%
Old grandstand	7	6.31%
No paved roads/walkways	3	2.70%
Threat of moving it out of town	1	0.90%
In Cedarburg	1	0.90%
Total Site	31	27.93%
Total Responses	111	

### **Key Features**

People enjoy the entertainment provided by the Ozaukee County Fair. 11% of the respondents indicated that they liked that the fair was free. 10% of respondents in both groups indicated that they like the fair's hometown feel or atmosphere. Specific entertainment attractions include the animals, food, as well as 4-H and other exhibits. Table 27 below provides a complete list of what respondents, both visitors and exhibitors, liked most about the fair.

**Table 27. What Visitors and Exhibitors Liked Most at the Fair**

<b>Respondent Description</b>	<b># of Responses</b>	<b>% of Responses</b>
Animals	48	18.11%
Food	43	16.23%
4-H events/exhibits	30	11.32%
Free	28	10.57%
Atmosphere/Hometown feel	26	9.81%
Exhibits	23	8.68%
Demo Derby	14	5.28%
People	13	4.91%
Rides/Games/Midway	11	4.15%
Variety/Entertainment	10	3.77%
Small scale	3	1.13%
Bingo	3	1.13%
Taking surveys	2	0.75%
Kids animal show	1	0.38%
County Grounds	1	0.38%
Safe for kids	1	0.38%
Petting zoo	1	0.38%
Fairest of the Fair	1	0.38%
Dog obedience	1	0.38%
Contests	1	0.38%
Truck/Tractor pulls	1	0.38%
Cleanliness/accessible	1	0.38%
Cattle sale	1	0.38%
Concerts	1	0.38%
<b>Total Responses</b>	<b>265</b>	

### **Suggested Fairground Events**

Respondents offered a variety of events that they would like to see at the Fairgrounds throughout the year. Events included concerts, art/craft shows, bridal shows, winter carnival or sports competition, plant shows, rodeos, lumberjack competitions, mud wrestling, midget tosses, four wheeler races, auto racing and animal shows. Table 28 is a detailed listing of suggested events by both visitors and exhibitors is provided below.

**Table 28. Suggested Fairground Events**

<b>Suggested Fairground Events</b>	<b># of Responses</b>	<b>% of Responses</b>
More concerts/bands	30	25.86%
Auto racing	17	14.66%
Animal shows	10	8.62%
Craft Fairs	9	7.76%
Winter sports competition	4	3.45%
Cheerleader competitions	3	2.59%
Tractor Pulls	3	2.59%
More Maxwell StreetDays	2	1.72%
Trade shows & Conventions	2	1.72%
Art Fairs	2	1.72%
More 4-H events	2	1.72%
Plant show	2	1.72%
Farmer's market	2	1.72%
Extended festivals	2	1.72%
Anything for kids	1	0.86%
Events to keep fair free	1	0.86%
Circus	1	0.86%
Revival	1	0.86%
More demo derbys	1	0.86%
Outdoor exhibits	1	0.86%
Antique show	1	0.86%
Collector/hobby shows	1	0.86%
Cooking shows/health fairs	1	0.86%
Horse Racing	1	0.86%
Local entertainment	1	0.86%
Lumberjack competition	1	0.86%
Expo Center	1	0.86%
Midget dirt track racing	1	0.86%
Midget toss	1	0.86%
Mechanical bull	1	0.86%
Harvest Fest	1	0.86%
Car shows	1	0.86%
Bingo	1	0.86%
Fireworks on July 4th	1	0.86%
Bridal shows	1	0.86%
Rodeo	1	0.86%
Four Wheeler races	1	0.86%
Mud wrestling	1	0.86%
Grandstand shows	1	0.86%
Frisbee Fest	1	0.86%
<b>TOTAL</b>	<b>116</b>	

## Maxwell Street Day Survey Summary- Visitors

Surveys of Maxwell Street Day visitors were conducted during the peak time of the event. The survey results will be used to help plan future improvements to the Firemen's Park and Ozaukee County Fairgrounds.

Maxwell Street Day visitors were asked to provide information on what they liked and disliked about the park, what changes they would like to see and suggestions for events they would like to see held at the park.

### **Attendance Frequency**

Over 50% of the visitors to Maxwell Street Days attend three or four of the events each year. 28% of the visitors indicated that they attend only one Maxwell Street Days each year. Written comments on some of the surveys also indicated that this was their first time attending Maxwell Street Days. The large percentage of returning visitors throughout the year suggests that Maxwell Street Days is an attractive event. Visitors may feel that each visit will show different merchandise and bargains to find.

**Table 1. Number of Maxwell Street Days Attended Each Year**

<b>Times Per Year</b>	<b>One</b>	<b>Two</b>	<b>Three</b>	<b>Four</b>
<b># of Responses</b>	58	39	45	67
<b>% of Responses</b>	27.75%	18.66%	21.53%	32.06%

### **Origin of Visitors**

Survey respondents were asked to provide their zip code to help determine draw of Maxwell Street Days. The zip codes were then grouped together by county. Table 2 below shows visitor responses to where they live. The largest percentage of visitors came from Ozaukee County. The fair also draws visitors from surrounding counties, such as Milwaukee, Waukesha and Washington. A larger percentage of visitors came from other counties throughout the state than Washington and Waukesha counties combined.

**Table 2. Visitor Home County**

<b>County</b>	<b>Ozaukee</b>	<b>Milwaukee</b>	<b>Waukesha</b>	<b>Washington</b>	<b>Other</b>	<b>Out of State</b>
<b># of Responses</b>	66	58	17	14	34	14
<b>% of Responses</b>	32.51%	28.57%	8.37%	6.90%	16.75%	6.90%

### **Group Visits**

Visitors are more likely to come to Maxwell Street Days alone or with one other person. Table 3 shows the responses to group size for visitors. Approximately 54% of respondents indicated that they would come alone or with one other person. The small percentage of large groups visiting Maxwell Street Days may relate to the type of event. Maxwell Street Days may attract serious collectors or people searching for particular items.

**Table 3. Visitor Groups**

<b># in Group</b>	<b>One</b>	<b>Two</b>	<b>Three</b>	<b>Four</b>	<b>Over Five</b>
<b># of Responses</b>	23	93	51	32	13
<b>% of Responses</b>	10.85%	43.87%	24.06%	15.09%	6.13%

### **Age of Visitors**

The largest age group of respondents among visitors were individuals in their 40s and 50s. Table 4 below demonstrates the age distribution among visitors.

**Table 4. Visitor Age**

<b>Age</b>	<b>Teens</b>	<b>20s</b>	<b>30s</b>	<b>40s</b>	<b>50s</b>	<b>60s &amp; Over</b>
<b># of Responses</b>	3	22	37	60	61	29
<b>% of Responses</b>	1.42%	10.38%	17.45%	28.30%	28.77%	13.68%

### **Spending by Individuals**

Visitors spend a lot of money at Maxwell Street Days, as individuals and groups. Table 5 shows the amount of personal spending by visitors. Over 62% of visitors will personally spend over \$30 on food, beverages and merchandise. Verbal comments by respondents completing the surveys indicated that many visitors had spent or anticipated spending \$100 or more during their visit.

**Table 5. Visitor Personal Spending**

<b>Personally Spend</b>	<b>Under \$10</b>	<b>\$10-\$19</b>	<b>\$20-\$29</b>	<b>Over \$30</b>
<b># of Responses</b>	5	23	49	129
<b>% of Responses</b>	2.43%	11.17%	23.79%	62.62%

### **Spending by Groups**

Approximately 50% of visitors will spend over \$60 on various items at Maxwell Street Days. Table 6 shows the amount of group spending by visitors.

**Table 6. Visitor Group Spending**

<b>Group Spend</b>	<b>Under \$10</b>	<b>\$10-\$19</b>	<b>\$20-\$29</b>	<b>\$30-\$39</b>	<b>\$40-\$49</b>	<b>\$50-\$59</b>	<b>Over \$60</b>
<b># of Responses</b>	1	9	20	12	27	25	93
<b>% of Responses</b>	0.53%	4.81%	10.70%	6.42%	14.44%	13.37%	49.73%

### **Multiple Visits**

A majority of respondents indicated that they have not attended other events at Firemen's Park and the Ozaukee County Fairgrounds. Table 7 shows visitor responses to attendance at other events. 88% of the visitors indicated that they attended the Ozaukee County Fair and 8% indicated that they attend church festivals that are held on the fairgrounds and Firemen's Park. Other events mentioned by visitors included 4-H events, Cedarburg Days and truck pulls.

**Table 7. Visitor Attendance at Other Events**

<b>Other Events</b>	<b>Yes</b>	<b>No</b>
<b># of Responses</b>	68	144
<b>% of Responses</b>	32.08%	67.92%

### **Parking**

Over 87% of the visitors indicated that they did not have problems with parking. Table 8 shows the responses to the parking question. Written and verbal comment from survey respondents indicated that they had arrived early to Maxwell Street Days or lived within walking distance of Firemen's Park and may have eliminated any parking problems.

**Table 8. Visitor Response to Parking Question**

<b>Parking</b>	<b>Yes</b>	<b>No</b>
<b># of Responses</b>	27	185
<b>% of Responses</b>	12.74%	87.26%

### Visit to Other Attractions

Survey respondents were asked whether they would visit other businesses or attractions in Cedarburg. Table 9 shows that 29% would visit local retail businesses, 28% would visit local restaurants and 13% would purchase fuel during their visit. 23% of the respondents indicated that they would not visit other businesses in the area. Visitors come to Cedarburg for Maxwell Street Days and some of them may stay to eat at local restaurants or shop the downtown area.

**Table 9. Visitors Going to Cedarburg Businesses**

<b>Other Attractions</b>	<b>Shopping</b>	<b>Restaurants</b>	<b>Lodging</b>	<b>Fuel</b>	<b>Nightlife</b>	<b>Services</b>	<b>N/A</b>
<b># of Responses</b>	86	82	3	40	5	10	67
<b>% of Responses</b>	29.35%	27.99%	1.02%	13.65%	1.71%	3.41%	22.87%

### Choices

Visitors (53%) responded that they had considered shopping instead of going to Maxwell Street Days. Visitors had also considered other activities, including watching the Packer game, staying home, going out with family or friends, going to garage sales or spending time outdoors biking, hiking or golfing. Table 10 shows the activities considered by visitors to Firemen’s Park.

**Table 10. Visitor Activities Considered**

<b>Other Activities</b>	<b>Movie</b>	<b>Shopping</b>	<b>Other</b>
<b># of Responses</b>	9	93	73
<b>% of Responses</b>	5.14%	53.14%	41.71%

### Admission Charge

63% of visitors responded favorably to a modest admission charge. Some respondents that indicated support of a modest charge circled the word “modest” and provided suggestions for the amount of the charge. Visitors suggested fifty cents to one dollar. Other respondents suggested a donation box as visitors enter the gate. Table 11 shows the response to an admission charge by visitors.

**Table 11. Visitor Support of Modest Admission Charge**

<b>Admission Charge</b>	<b>Yes</b>	<b>No</b>	<b>Undecided</b>
<b># of Responses</b>	133	68	11
<b>% of Responses</b>	62.74%	32.08%	5.19%

## Suggestions for Improvements

The suggestions for major changes made by visitors were grouped into three categories: activities, amenities and site. 46% of the visitors suggested improvements related to Firemen's Park or the site itself. These suggested improvements included fixing the grandstand, paving walkways and providing more parking. 44% of the visitors suggested changes relating to the amenities at Firemen's Park. These suggested changes include more and/or larger restrooms, more shade and more places for people to sit. Table 12 provides a detailed listing of major changes and improvement suggested by visitors.

**Table 12. Visitor Responses to Major Changes to Fireman's Park**

<b>Category</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>Respondent Description</b>		
<b>ACTIVITIES</b>		
More Variety of Vendors	6	4.58%
Banquet Hall/Buildings	4	3.05%
More Food Variety	3	2.29%
Directory of Vendors	2	1.53%
All Vendors Open on Time	1	0.76%
Lower Vendor's Fee	1	0.76%
"New" vendor area	1	0.76%
Bring back Cider Seller	1	0.76%
Don't Want Evening Events	1	0.76%
Total Activities	20	15.27%
<b>AMENITIES</b>		
More/Larger Restrooms	29	22.14%
More Places to Sit	11	8.40%
More Shade	5	3.82%
Heat/Warming Area	4	3.05%
Bubblers	1	0.76%
Shuttle to Park/Downtown	1	0.76%
More ATMs	1	0.76%
Sinks at all Port-o-Potties	1	0.76%
Total Amenities	53	40.46%
<b>SITE</b>		
Fix Grandstand	19	14.50%
Paved Walkways	16	12.21%
More parking	7	5.34%
Layout	4	3.05%
Grading to avoid puddles	2	1.53%
Repairs	2	1.53%
Make it Bigger	2	1.53%
Keep It Here	1	0.76%
Move It Out of Town	1	0.76%
Make Infield into RV Park	1	0.76%
OK the Way It Is	1	0.76%
Drag way	1	0.76%
Eliminate E-coli	1	0.76%
Total Site	58	44.27%
Total Responses	131	

## Dislikes

When asked what they like least about Maxwell Street Days, the weather was the primary dislike among visitors. 12% of the visitors indicated that they disliked the parking. Approximately 11% of the surveys showed that respondents disliked some of the vendor merchandise by describing it as \$1 junk and cheap rummage sale items. 11% also indicated that they disliked the Port-O-Potties and would prefer indoor/permanent restroom facilities. Other dislikes provided by survey respondents included the crowds, lack of seating throughout the area, gravel paths and wayfinding. Written comments on the surveys showed that some visitors had a difficult time finding their way through the rows and finding vendors during the event. Visitors suggested a map or directory of vendors to help people find their way through the park. Table 13 provides a listing of dislikes among visitors to Maxwell Street Days.

**Table 13. What Visitors Liked Least about Maxwell Street Days**

<b>Respondent Description</b>	<b># of Responses</b>	<b>% of Responses</b>
Weather	21	16.03%
Parking	16	12.21%
Lack of Quality Vendors/\$1 Junk	15	11.45%
Port-O-Potties	14	10.69%
Crowds	13	9.92%
Lack of Seating	10	7.63%
Gravel Paths/Dust	13	9.92%
Wayfinding	5	3.82%
Vendor Prices	5	4.63%
Open too early	3	2.29%
Not Enough Food	3	2.29%
Slow/ Not Enough ATMs	2	1.53%
PA Announcements	2	1.53%
Smell	2	1.53%
Lack of bubblers	1	0.76%
Not enough shade	1	0.76%
Cleanliness	1	0.76%
Getting large items out	1	0.76%
Looks Old & Tired	1	0.76%
No Rain Accomodations	1	0.76%
Vendors leave Early	1	0.76%
Total Responses	131	

## **Key Features**

Over 50% of visitors to Firemen’s Park enjoyed the variety and bargains at Maxwell Street Days. 12% of respondents liked the food offered at the concession stands throughout the park. 7% of the respondents indicated that they liked the people that worked at Firemen’s Park and that came to Maxwell Street Days. 3% liked that the event was free. Table 14 provides a listing of what visitors liked most about Maxwell Street Days.

**Table 14. What Visitors Liked Most at Maxwell Street Days**

<b>Respondent Description</b>	<b># of Responses</b>	<b>% of Responses</b>
Variety	84	35.90%
Bargains	38	16.24%
Food	28	11.97%
People	18	7.69%
Antiques	17	7.26%
Atmosphere	10	4.27%
Free	8	3.42%
Outdoors	6	2.56%
Just Fun	4	1.71%
Fresh Produce	4	1.71%
Crafts	4	1.71%
Beer	3	1.28%
Shopping	2	0.85%
Close	2	0.85%
Grandstand	1	0.43%
Treat Displays	1	0.43%
No Pressure Sales	1	0.43%
Organization of Rows	1	0.43%
Pancake Breakfast	1	0.43%
Grey Socks	1	0.43%
<b>Total Responses</b>	<b>234</b>	

### **Suggested Park Events**

Respondents offered a variety of events that they would like to see at Firemen’s Park throughout the year. Events included concerts, motorcycle “Hog” rally and stock car racing. Table 15 provides a listing of the suggested events by visitors.

**Table 15. Suggested Firemen’s Park Events**

<b>Suggested Firemen's Park Events</b>	<b># of Responses</b>	<b>% of Responses</b>
Concerts	15	25.00%
Stock Car Racing/Drag Racing	7	11.67%
Car show	5	8.33%
Arts & Craft Fairs	5	8.33%
Weekly Flea Markets	4	6.67%
Octoberfest	4	6.67%
Hog Rally	2	3.33%
Antique Shows	2	3.33%
Fireworks	2	3.33%
Llama Show	1	0.02%
Horse Racing	1	0.02%
Extend City Festivals	1	0.02%
Sell to Businesses	1	0.02%
Fire Fights	1	0.02%
Barrel Challenge	1	0.02%
SwapFest	1	0.02%
Family Events	1	0.02%
Motorcycle SwapMeet	1	0.02%
Extend Maxwell-2 days	1	0.02%
Drag Racing	1	0.02%
Skating in Winter	1	0.02%
Rodeo	1	0.02%
Xmas Stuff	1	0.02%
<b>Total</b>	<b>60</b>	

## Ozaukee County Fair Survey Summary - 2002

At the request of the Ozaukee county Administrative Coordinator, additional surveys of Ozaukee County Fair visitors and exhibitors were conducted over the course of the fair. Fair patrons were asked to provide information on what they liked and dislike about the fairgrounds, what changes they would like to see and suggestions for events they would like to see held on the fairgrounds. Surveys were left at several spots throughout the fairgrounds and completed surveys were collected each day. A copy of the survey questionnaire is attached. The following report summarizes the results of these surveys.

Overall, the results from the 2002 survey are similar to those from 2001. Visitors and exhibitors continue to enjoy the atmosphere of the fair. The grandstand still is considered one of the primary areas for improvement to the fairgrounds. Respondents continue to list the weather and the midway as things they don't like about the fair. Despite concerns about the economy, people continue to spend money at the fair and at local businesses.

Although a preliminary report of the Ozaukee County Fairgrounds and Firemen's Park Study was presented to the community on June 27, 2002, the surveys did not reflect any preference for or concern over any of the proposed options. As in 2001, a few respondents suggested moving the fair out of Cedarburg and limiting the number of year-round activities. Other respondents continued to support the idea of bringing a variety of activities to the fairgrounds.

### Attendance Frequency

Visitors and exhibitors come to the fair every year. Table 1 and 2 show that 90% of the visitors and 89% of the exhibitors surveyed attended the Ozaukee County fair every year. In 2001, 81% of visitors and 86% of exhibitors responded that they visit the fair every year. The large percentage of respondents indicating they visit each year suggests that the fair is an attractive event for visitors and exhibitors.

**Table 1. Visitors that Come Every Year**

<b>Visit Every Year</b>	<b>Yes</b>	<b>No</b>	<b>Total</b>
# of Responses	38	4	42
% of Responses	90.48%	9.52%	

**Table 2. Exhibitors that Come Every Year**

<b>Visit Every Year</b>	<b>Yes</b>	<b>No</b>	<b>Total</b>
# of Responses	16	2	18
% of Responses	88.89%	11.11%	

## Origin of Visitors

Survey respondents were asked to provide their zip code to help determine draw of the Ozaukee County Fair. The zip codes were then grouped together by county. Tables 3 and 4 below show visitor and exhibitor responses to where they live. For both groups, the largest percentage came from Ozaukee County. The fair also draws visitors from surrounding counties, such as Milwaukee and Washington. Approximately 18% of the visitors to the fair came from outside Ozaukee County. In 2001 over 25% of visitors came from outside of Ozaukee County, including some from out-of-state. In 2002, there were no visitors or exhibitors from Waukesha County. Variances may be due to the small number of surveys taken in 2002. It should not be inferred that persons from Waukesha County are avoiding the Ozaukee County Fair.

**Table 3. Visitor Home County**

<b>County</b>	Ozaukee	Milwaukee	Washington	Waukesha	Other	Total
# of Responses	37	2	4	0	2	45
% of Responses	82.22%	4.44%	8.89%	0.00%	4.44%	

**Table 4. Exhibitor Home County**

<b>County</b>	Ozaukee	Milwaukee	Washington	Waukesha	Other	Total
# of Responses	15	1	2	0	1	19
% of Responses	78.95%	5.26%	10.53%	0.00%	5.26%	

## Group Visits

Both exhibitors and visitors are likely come to the fair with another person. Tables 5 and 6 show the responses to group size for visitors and exhibitors. 27% of visitors and 25% of exhibitors came to the fair in large groups of over five people. Exhibitors, especially those staffing tables or selling merchandise may not be able to afford large groups of people traveling with them. This would also explain the larger percentage of exhibitors (35%) in groups of one compared to visitors (2%). In 2001, there were a smaller percentage of exhibitors that came to the fair in groups of five than in 2002.

**Table 5. Visitor Groups**

<b># in Group</b>	One	Two	Three	Four	Over Five	Total
# of Responses	1	15	6	11	12	45
% of Responses	2.22%	33.33%	13.33%	24.44%	26.67%	

**Table 6. Exhibitor Groups**

<b># in Group</b>	One	Two	Three	Four	Over Five	Total
# of Responses	7	6	2	0	5	20
% of Responses	35.00%	30.00%	10.00%	0.00%	25.00%	

## Age of Visitors

The largest age group of respondents among visitors (43%) and exhibitors (25%) were those individuals in their 40s. In 2001, only 23% of visitors were in their 40s. The slightly higher percentage of exhibitors in their teens than visitors may be due to the number of teen 4-H exhibits and teens exhibiting livestock with their families or teens competing in various events. Tables 7 and 8 below demonstrate the age distribution of visitor and exhibitor respondents. Median age of visitors is in the 40's. The higher age in 2002 is probably due to a large share of surveys being completed in the Commercial Building that tends to attract older visitors as compared to the midway or animal exhibit areas.

**Table 7. Visitor Age**

Age	Teens	20s	30s	40s	50s	60s & above	Total
# of Responses	3	2	5	19	6	9	44
% of Responses	6.82%	4.55%	11.36%	43.18%	13.64%	20.45%	

**Table 8. Exhibitor Age**

Age	Teens	20s	30s	40s	50s	60s & above	Total
# of Responses	4	0	5	5	3	3	20
% of Responses	20.00%	0.00%	25.00%	25.00%	15.00%	15.00%	

## Spending at the Fair by Individuals

Visitors and exhibitors, individually and in groups, spend a lot of money while visiting the fair. 47% of visitors and 65% of exhibitors will personally spend over \$30 on food, games, rides and merchandise. The amount of personal spending by visitors and exhibitors while at the fair is shown in Tables 9 and 10. Average spending is between \$20-\$29.

**Table 9. Visitor Personal Spending**

Personally Spend	Under \$10	\$10-\$19	\$20-\$29	over \$30	Total
# of Responses	5	10	9	21	45
% of Responses	11.11%	22.22%	20.00%	46.67%	

**Table 10. Exhibitor Personal Spending**

Personally Spend	Under \$10	\$10-\$19	\$20-\$29	over \$30	Total
# of Responses	3	1	3	13	20
% of Responses	15.00%	5.00%	15.00%	65.00%	

## Spending by Groups

Large segments of visitors (37%) and exhibitors (53%) will spend over \$60 on various items while at the fair. Tables 11 and 12 show the amount of group spending by respondents for visitors and exhibitors. Average spending for groups is between \$30-\$39. In 2001, only 27% of visitors indicated that they spent over \$30 at the fair.

**Table 11. Visitor Group Spending**

<b>Group Spend</b>	<b>Under \$10</b>	<b>\$10-\$19</b>	<b>\$20-\$29</b>	<b>\$30-\$39</b>	<b>\$40-\$49</b>	<b>\$50-\$59</b>	<b>over \$60</b>	<b>Total</b>
# of Responses	2	4	4	3	9	4	15	41
% of Responses	4.88%	9.76%	9.76%	7.32%	21.95%	9.76%	36.59%	

**Table 12. Exhibitor Group Spending**

<b>Group Spend</b>	<b>Under \$10</b>	<b>\$10-\$19</b>	<b>\$20-\$29</b>	<b>\$30-\$39</b>	<b>\$40-\$49</b>	<b>\$50-\$59</b>	<b>over \$60</b>	<b>Total</b>
# of Responses	2	1	1	3	1	0	9	17
% of Responses	11.76%	5.88%	5.88%	17.65%	5.88%	0.00%	52.94%	

**Multiple Visits**

Visitors, more than exhibitors, are more likely to have attended other events on the fairgrounds or Fireman’s Park. 71% of visitors to the fair had attended other events at the Ozaukee County Fairgrounds or Fireman’s Park while only 55% of exhibitors had attended other events. Table 13 and 14 show visitor and exhibitor responses to attendance at other events. The lower percentage of exhibitors attending other events may be due to the types of events held at the Fairgrounds and Fireman’s Park. Some events may not allow exhibitors to set up booths. Approximately 21% of the exhibitors surveyed were from other counties and may not be aware of other events or it may be too far to travel. For both groups, Maxwell Street Days is the primary event that was attended. These findings were consistent with 2001.

**Table 13. Visitor Attendance at Other Events**

<b>Attend Other Events</b>	<b>Yes</b>	<b>No</b>	<b>Total</b>
# of Responses	32	13	45
% of Responses	71.11%	28.89%	

**Table 14. Exhibitor Attendance at Other Events**

<b>Attend Other Events</b>	<b>Yes</b>	<b>No</b>	<b>Total</b>
# of Responses	11	9	20
% of Responses	55.00%	45.00%	

**Parking**

Exhibitors (15%) were more likely to respond that they had parking problems than visitors (7%). Tables 15 and 16 show visitor and exhibitor responses to the parking question. Written comments on the surveys showed that some exhibitors had reserved parking spaces that may have eliminated any parking problem. 47% of all visitors to the fair were from Cedarburg. Cedarburg residents may be able to walk to the fair or know of additional parking areas that outside visitors and exhibitors would be unaware of. In 2001, 31% of exhibitors responded that they had problems with parking. These findings were consistent with 2001.

**Table 15. Visitor Response to Parking Question**

<b>Parking</b>	Yes	No	Total
# of Responses	3	41	44
% of Responses	6.82%	93.18%	

**Table 16. Exhibitor Response to Parking Question**

<b>Parking</b>	Yes	No	Total
# of Responses	3	17	20
% of Responses	15.00%	85.00%	

**Visits to Other Attractions**

Most respondents in each group, visitors and exhibitors, responded that they would visit other businesses or attractions in Cedarburg. Tables 17 & 18 below show that 82% of the visitors and 65% of exhibitors surveyed indicated that they would visit area businesses. Visitors are more likely to visit local shops and stop for fuel, while exhibitors were more likely to visit local restaurants. Visitors and exhibitors indicated that they would not utilize lodging facilities in Cedarburg. These findings were consistent with 2001.

**Table 17. Visitors Going to Cedarburg Businesses**

<b>Visit Other Businesses</b>	Shopping	Restaurants	Lodging	Fuel	Nightlife	Services	N/A	Total
# of Responses	12	8	0	13	2	2	8	45
% of Responses	26.67%	17.78%	0.00%	28.89%	4.44%	4.44%	17.78%	

**Table 18. Exhibitors Going to Cedarburg Businesses**

<b>Visit Other Businesses</b>	Shopping	Restaurants	Lodging	Fuel	Nightlife	Services	N/A	Total
# of Responses	3	6	0	3	1	0	7	20
% of Responses	15.00%	30.00%	0.00%	15.00%	5.00%	0.00%	35.00%	

**Choices**

Visitors and exhibitors responded that they had not considered any other activities instead of the Ozaukee County Fair. Tables 19 and 20 show other activities considered by visitors and exhibitors. The main activities considered by both groups were staying at home or going to the pool/beach. The Wisconsin State Fair started the day after the Ozaukee County Fair began. Since the other activities considered were staying home or going to the pool, fair patrons may not see the State Fair as a larger attraction than the Ozaukee County Fair or would wait until after the Ozaukee County fair to attend the State Fair. These findings were consistent with 2001.

**Table 19. Visitor Activities Considered**

<b>Other Activities</b>	Movie	Shopping	Other	Total
# of Responses	1	8	16	25
% of Responses	4.00%	32.00%	64.00%	

**Table 20. Exhibitor Activities Considered**

<b>Other Activities</b>	Movie	Shopping	Other	Total
# of Responses	2	1	7	10
% of Responses	20.00%	10.00%	70.00%	

**Admission Charge**

62% of visitors responded favorably to a modest admission charge than exhibitors. For those respondents that indicated that they would support a modest admission charge, the word “modest” was circled and written suggestions were given to the amount of the charge. Respondents indicated that a charge similar to the Washington County Fair would not be acceptable, but would support a charge up to \$3.00. Written comments on the surveys indicated that they might support a charge depending upon the amount of the admission and the type of improvements to the fairgrounds. Table 21 and 22 below show the response to an admission charge by visitor and exhibitor respondents. These findings were consistent with 2001.

**Table 21. Visitor Support of Modest Admission Charge**

<b>Modest Admission</b>	Yes	No	Total
# of Responses	26	16	42
% of Responses	61.90%	38.10%	

**Table 22. Exhibitor Support of Modest Admission Charge**

<b>Modest Admission</b>	Yes	No	Undecided	Total
# of Responses	14	4	2	20
% of Responses	70.00%	20.00%	10.00%	

## **Suggestions for Improvements**

The suggestions for major changes made by respondents were grouped into three categories: amenities, entertainment and site. Major changes suggested by exhibitors (60%) and visitors (72%) involved improvements related to the fairgrounds/site itself. The suggested improvements included the renovation or construction of a new grandstand, improvements such as paving, more parking, landscaping and new fairgrounds. 33% of the visitors and 20% of the exhibitors suggested the renovation or new construction of a grandstand. In 2001, 20% of the visitors and 11% of the exhibitors suggested improvements to the grandstand. Exhibitors suggested improvements to the buildings, such as air conditioning, more space and more electrical power/ capability to meet exhibitor needs.

18% of the visitors in 2002, compared to 26% in 2001, suggested improvements in entertainment, primarily more live entertainment. Another suggestion made by visitors was to make sure that the animals are available on the first day of the fair. Written comments indicated that people visited the fair on the first day only to find that many of the animals were not there. 7% of the exhibitors that suggested entertainment improvements recommended more popular/live entertainment. The key improvement in the amenity category involved improving the bathrooms, providing shade or air conditioning for cooling off and payphones. Table 23 and 24 provides a detailed listing of major changes and/or improvements suggested by visitors and exhibitors to the fairgrounds and is attached to this summary.

**Table 23. Exhibitor Responses to Major Fairground Changes**

<b>Category Respondent Description</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>AMENITIES</b>		
Ventilation of commercial bldg	2	13.33%
Public phones	1	6.67%
Improved restrooms	1	6.67%
A/C in Open Class Bldg	1	6.67%
Total Amenities	5	33.33%
<b>ENTERTAINMENT</b>		
More entertainment	1	6.67%
Total Entertainment	1	6.67%
<b>SITE</b>		
Update grandstand	3	20.00%
Move to new location	3	20.00%
More parking	1	6.67%
Improved cleanliness/flowers	1	6.67%
Move rides away from animals	1	6.67%
Total Site	9	60.00%
Total Responses	15	

**Table 24. Visitor Responses to Major Fairground Changes**

<b>Category</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>Respondent Description</b>		
<b>AMENITIES</b>		
Bubblers	1	3.03%
Restrooms	1	3.03%
Cooling Off Areas	1	3.03%
Total Amenities	3	9.09%
<b>ENTERTAINMENT</b>		
Animals should be here at start of fair	2	6.06%
More/better entertainment	1	3.03%
Cheaper rides	1	3.03%
Place all rides in same areas	1	3.03%
Don't have year round activities	1	3.03%
Total Entertainment	6	18.18%
<b>SITE</b>		
Update the grandstand	11	33.33%
Update buildings (animals & exhibit)	2	6.06%
New fairgrounds	2	6.06%
Some paving	2	6.06%
More parking	2	6.06%
Update Firemen's side	1	3.03%
Blacktop the entire grounds	1	3.03%
Plant trees/shrubs	1	3.03%
Make fairgrounds profitable	1	3.03%
Nothing	1	3.03%
Total Site	24	72.73%
Total Responses	33	

**Dislikes**

The responses for what people dislike about the fair were grouped into three categories: amenities, entertainment and site. When asked what they like least about the fair, the midway was primary dislike of both visitors and exhibitors in the entertainment category. Written comments indicated that respondents felt that the midway was messy and unclean. Visitors indicated that the lack of bathrooms were also a dislike at the fair. Exhibitor and visitors both dislike that the fair is small and cramped and that there is not enough parking. Table 25 and 26 provides a detailed listing of respondent dislikes among visitors and exhibitors and is attached to this summary. These comments were similar to those in the 2001 survey.

**Table 25. What Exhibitors Liked Least about the Fair**

<b>Category</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>Respondent Description</b>		
<b>AMENITIES</b>		
Weather	4	20.00%
No payphones	2	10.00%
Restrooms	1	5.00%
Buildings-no A/C, no seating	1	5.00%
Police	1	5.00%
Crowded	1	5.00%
Total Amenities	9	45.00%
<b>ENTERTAINMENT</b>		
Tip Top Rides	3	15.00%
Lack of entertainment	1	5.00%
Total Entertainment	4	20.00%
<b>SITE</b>		
Parking	3	15.00%
Small grounds	2	10.00%
Appearance	1	5.00%
They want to change it	1	5.00%
Total Site	7	35.00%
Total Responses	20	

**Table 26. What Visitors Liked Least about the Fair**

<b>Category</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>Respondent Description</b>		
<b>AMENITIES</b>		
Weather/heat	2	7.41%
Rest rooms	1	3.70%
No shade trees	1	3.70%
Expensive food	1	3.70%
Lines	1	3.70%
Total Amenities	6	22.22%
<b>ENTERTAINMENT</b>		
Tip Top Show Rides/Workers	3	11.11%
All exhibits not ready on 1st day	2	7.41%
Drag Racing	1	3.70%
Polka	1	3.70%
Lack of entertainment	1	3.70%
Games	1	3.70%
Total Entertainment	9	33.33%
<b>SITE</b>		
Nothing	4	14.81%
Exhibit buildings	3	11.11%
Grounds are ugly	2	7.41%
Grandstand	2	7.41%
Parking	1	3.70%
Total Site	12	44.44%
Total Responses	27	

## Key Features

People enjoy the entertainment provided by the Ozaukee County Fair. 15% of the respondents indicated that they liked that the fair was free. 10% of respondents in both groups indicated that they like the fair's hometown feel or atmosphere. Specific entertainment attractions include the animals, food, as well as 4-H and other exhibits. Table 27 below provides a complete list of what respondents, both visitors and exhibitors, liked most about the fair. These comments are similar to those in the 2001 survey.

**Table 27. What Visitors and Exhibitors Liked Most at the Fair**

<b>Category Respondent Description</b>	<b># of Responses</b>	<b>% of Responses</b>
<b>AMENITIES</b>		
Free	11	15.28%
People	8	11.11%
Atmosphere	7	9.72%
Food	5	6.94%
Beer	1	1.39%
Variety	1	1.39%
Flowers	1	1.39%
Total Amenities	34	47.22%
<b>ENTERTAINMENT</b>		
Animals	16	22.22%
Rides	2	2.78%
Demo Derby	2	2.78%
Entertainment	1	1.39%
Fairest of the Fair	1	1.39%
4-H Events	5	6.94%
Exhibits	2	2.78%
Total Entertainment	29	40.28%
<b>SITE</b>		
Nice, clean & small	4	5.56%
Location	3	4.17%
Nice animal buildings	1	1.39%
Everything	1	1.39%
Total Site	9	12.50%
Total Responses	72	

## **Suggested Fairground Events**

Respondents offered a variety of events that they would like to see at the Fairgrounds throughout the year. Events included concerts, art/craft shows, rodeos, auto racing, farmers markets, antique shows and animal shows. Table 28 is a detailed listing of suggested events by both visitors and exhibitors is provided below.

**Table 28. Suggested Fairground Events**

<b>Suggested Fairground Events</b>	<b># of Responses</b>	<b>% of Responses</b>
Music/Concerts	15	36.59%
Races	5	12.20%
Horse racing	1	2.44%
Antique shows	1	2.44%
Truck pulls	1	2.44%
Activities for 15-18 age group	1	2.44%
More Maxwell Street Days	1	2.44%
Cheesefest	1	2.44%
Llama Show	1	2.44%
Any year round activities	1	2.44%
RV Park	1	2.44%
Farmers market	2	4.88%
Craft fair	3	7.32%
Horse shows	2	4.88%
Cat/dog show	1	2.44%
More 4-H Events	1	2.44%
Rodeo	1	2.44%
Frontier Days	1	2.44%
Swap meets	1	2.44%
Total	41	

## **Exhibit 3**

# **Right of First Refusal Agreement**















## **Exhibit 4**

# **Willowbrook Park Agreement**