



11333 N. Cedarburg Road  
Mequon, WI 53092-1930  
Phone: 262/242-3100

[www.cityofmequonwi.gov](http://www.cityofmequonwi.gov)

Office of the City Clerk  
Taped and Televised

**COMMITTEE OF THE WHOLE**  
**Regular Meeting**  
**Tuesday, January 13, 2026 - 6:15 PM**  
**Christine Nuernberg Hall**

**Agenda**

- 1) Call to Order and Roll Call**
- 2) Approval of Meeting Minutes**
  - a) Meeting Minutes of December 9, 2025
- 3) Discussion Items**
  - a) Mequon Commons Master Plan
  - b) REVPAR Inc. Hotel Room Tax Policy Analysis
- 4) Informational Items**
  - a) Committee of the Whole Planning Calendar
- 5) Adjourn**

DATED: January 8, 2026

/s/ Andrew Nerbun, Mayor

---

Notice is hereby given that a quorum of other governmental bodies may be present at this meeting to present, discuss and/or gather information about a subject over which they have decision-making responsibility, although they will not take formal action thereto at this meeting. Persons with disabilities requiring accommodation for attendance at this meeting should contact the City Clerk's Office at 262-236-2914, twenty-four (24) hours in advance of the meeting.

Any questions regarding this agenda may be directed to the City Clerk's Office at 262-236-2914, Monday through Friday, 8:00 AM – 4:30 PM.



# DRAFT

11333 N. Cedarburg Road  
Mequon, WI 53092-1930  
Phone: 262/242-3100

[www.cityofmequonwi.gov](http://www.cityofmequonwi.gov)

Office of the City Clerk  
Taped and Televised

**COMMITTEE OF THE WHOLE**  
**Regular Meeting**  
**Tuesday, December 9, 2025 - 6:30 PM**  
**Christine Nuernberg Hall**

### Minutes

#### 1) Call to Order and Roll Call

The meeting was called to order by Mayor Nerbun at 6:32 p.m.

**Present: Mayor Nerbun, Alderman Strzelczyk, Alderman Tolocko, Alderman Mayr, Alderman Hansher, Alderman Bach - Virtual, Alderman Parrish, Alderman Bratt, Alderman Gebhardt**

Also present: City Administrator Jones, Assistant City Administrator Wolff, City Clerk Fochs, Community Development Director Tollefson, City Attorney Sajdak

#### 2) Approval of Meeting Minutes

- a) Meeting minutes of November 11, 2025

<b>MOTION:</b>	Approval of Meeting Minutes
<b>MOVER:</b>	Alderman Robert Strzelczyk
<b>SECONDER:</b>	Alderman Dale Mayr
<b>AYES:</b>	Mayor Andrew Nerbun, Alderman Robert Strzelczyk, Alderman Kelly Tolocko, Alderman Dale Mayr, Alderman Jeffrey Hansher, Alderman Gregg Bach, Alderman Brian Parrish, Alderman Peter Bratt, Alderman William Gebhardt
<b>NAYS:</b>	None
<b>RESULT:</b>	Approved by Voice Acclamation

#### 3) Discussion Items

- a) **REVPAR Inc. Hotel Development Feasibility Analysis - Phase I Consultation**  
Director Tollefson provided an overview of the topic thus far, referencing that the Port

Washington corridor is healthy, so the overall goal is to strengthen the area to retain its vigor. Ms. Tollefson introduced and turned over the discussion to Chris Cylke from REV PAR Inc., accompanied by Kris Lloyd.

Mr. Cylke presented the analysis which focused on the metrics of development including proximity to amenities, corporate and leisure demand for the area, and ease of advancement. The study also provided competitive hotel performance data from the surrounding areas. The overall determination is that the general market performance is on a decline, which raises concerns about the financial feasibility of a new development. If the City wishes to move forward with the process, Mr. Cylke proposes a 2–3-star accommodation or extended stay option for cost-effectiveness.

Committee discussion touched on focusing on the new development versus supporting and incentivizing existing hotels and concerns about the effect of room tax. An initial straw poll to suspend further analysis resulted in unanimous votes, but additional discussion resulted in a secondary straw poll of 6-2 in favor of granting staff the authority to continue investigation relating to room tax benefits.

b) Overview of City's New Agenda Management Provider CivicPlus

City Clerk Fochs, briefly presented the newly implemented agenda management platform. Ms. Fochs provided navigation for the public profile on the City website and views that board members and staff will utilize.

**4) Informational Items**

a) Committee of the Whole Planning Calendar

**5) Adjourn**

Motion to Adjourn at 7:29 PM

<b>MOTION:</b>	Adjourn
<b>MOVER:</b>	Alderman Dale Mayr
<b>SECONDER:</b>	Alderman Robert Strzelczyk
<b>AYES:</b>	Mayor Andrew Nerbun, Alderman Robert Strzelczyk, Alderman Kelly Tolocko, Alderman Dale Mayr, Alderman Jeffrey Hansher, Alderman Gregg Bach, Alderman Brian Parrish, Alderman Peter Bratt, Alderman William Gebhardt
<b>NAYS:</b>	None
<b>RESULT:</b>	Approved by Voice Acclamation

Respectfully Submitted,  
Janet Meyer  
Deputy Clerk



11333 N. Cedarburg Road  
Mequon, WI 53092-1930  
Phone: 262/236-2914  
Fax: 262/242-9655

---

[www.cityofmequonwi.gov](http://www.cityofmequonwi.gov)

**Community Development**

**TO: Committee of the Whole**  
**FROM: Kim Tollefson, Director Community Development**  
**DATE: January 13, 2026**  
**SUBJECT: Mequon Commons Master Plan**

---

**Background**

The Common Council authorized a contract for civic campus planning efforts through ARPA funding with The Lakota Group in December of 2024. To date, *Phase 1: Engage* and *Phase 2: Envision* of the work plan are complete. Phase 2 results, including several concept master plans were presented to the Common Council Committee of the Whole (COTW) on October 14, 2025, and resulted in the following preliminary consensus (see attached meeting minutes):

- Concepts C1 and C2 are Preferred  
*Greatest opportunity to contemporize and improve a variety of recreational and civic services*
- Maintain Community Pool on Campus  
*Reinforced decision from Spring 2024 Strategic Financial Planning Workshop*
- Pool Reconstruction is Priority, Phase One Implementation of Master Plan  
*Committee desires operations of new pool by 2027 season*
- Explore Alternative Locations for Baseball Field  
*Keep Rennie name for field at an alternative location, opportunity for improved and modernized (i.e. turf) playing conditions*
- Establish Path Hierarchy  
*Connect uses, address multi-modal transportation access opportunities specifically bicycle, pedestrians*
- Open Space / Lawn Promotes Flexibility to Draw Varying Interests  
*Program space based on interests as it changes, do not overbuild, deliver nature focused aesthetic, and prioritize year-round activity*

The Committee of the Whole members also commented on limiting the interruption of services on campus during construction phases, keeping the playground near the library, further defining the scale and type of water amenities, constructing efficient and multi-use buildings for adaptable use (concessions, restrooms, rental, storage) and maximizing sunlight and creating privacy for pool users.

### **City Boards and Committee Input**

Planning staff presented the Phase 2 concept plans to Park and Open Space Board and the MT Bike and Pedestrian Way Commission following the October 14, 2025, COTW meeting. Please see attached Board and Commission Comments.

### **COTW Direction: January 13, 2026**

The following decisions by the Committee of the Whole, on January 13, will allow the project to advance to its final plan format:

1. Select preferred Concept Master Plan for final refinement
2. Prioritize Key Trade-Offs amongst the proposed concept plans
3. Affirm preferred refinement elements such as paths, playground location, water features
4. Confirm Alternative Location Opportunities for Rennie Field

These decisions will inform the final site layout, programming opportunities and development strategies. In addition, it will provide staff direction related to pool design and prompt staff to develop an RFP in Q1 2026 and prepare for a minimum 9-month construction timeline. Further, this timing allows staff to plan for all activities during 2027 that currently occur on campus, particularly Homestead High School baseball and Little League. It is acknowledged that the City and staff are committed to 2026 seasonal operations of the community pool and baseball on campus, at their current locations.

### **Analysis**

#### **Selection of Preferred Master Plan**

At the upcoming meeting on January 13, 2026, The Lakota Group will present refined master concept plans based on the Council's preference for the original C1 and C2 Concepts. The refined concepts address the committee's comments and inquiries in October as well as input from other City boards and Commissions and reflect public feedback received in Phases 1 and 2 (see attached The Lakota Group memo and accompanying materials dated January 7, 2026, for greater exploration of design details and analysis including graphics, site plans, data and comparisons).

Committee of the Whole direction is requested to confirm a preferred overall campus plan and advance a final refined vision.

#### **Rennie Field**

Preferred concepts C1 and C2, which expand the community pool at its current location, cannot accommodate both pool and baseball operations on campus (see conflict diagram as part of The Lakota Group material). City staff advanced analysis of alternative community baseball field

locations, considering both prospective temporary and permanent locations, and based on criteria including known site constraints, existing infrastructure, activity demands and the ability to meet WIAA standards. Following that assessment, staff facilitated discussions with an initial stakeholder group consisting of MTSD Administration, Village of Thiensville Administration, and City of Mequon Administration, Public Works and Planning. The group developed consensus around the following guiding principles:

- Commitment to the Rennie legacy, and its tie to Homestead High School, in implementation
- Opportunity for improved and modernized baseball field conditions
- Opportunity for improved and modernized community aquatic facility
- 2026 baseball will be held at current Rennie Field on campus
- Acknowledge other baseball users and commitment to alternative locations for use

MTSD’s Homestead High School Outdoor Athletic Facility Master Plan (June 2025 Draft) acknowledges the City’s Mequon Commons master planning process and initiates the project vision for permanent varsity fields for a variety of sports, including baseball. Due to several challenges (site conditions, fundraising and approval processes), the duration period for temporary High School baseball field location(s) is currently unknown.

Five (5) existing fields were evaluated for temporary field locations for the 2027 season and beyond (see attached Baseball Field Location Comparison Matrix). While each location provides potential and has its advantages, the initial focus sites include Rotary Park and Thiensville Village Park. Rotary Park meets most infrastructure needs, other than permanent lights, and has the least site and user constraints. Thiensville Village Park offers extensive flexibility for practice rotations and is in close proximity to the high school, reducing travel demands, a criterion for MTSD.

Pending a determination to move forward with a Civic Campus Master Plan that does not include continuation of baseball long-term, City staff will work with other baseball users by rebalancing field reservations at other fields/parks and adjusting field schedules. The City hosts winter meetings with park users to guide programming and scheduling and can begin assessments for the 2027 season early in 2026.

The Committee of the Whole may conclude there are viable alternative locations for baseball in 2027 and beyond including a WIAA compliant varsity field, subject to additional planning efforts and coordination among stakeholders and interest groups. Permanent high school varsity fields require further analysis, additional master planning, formal approval processes and funding considerations.

**Fiscal Impact**

NA

**Recommendation**

**Mequon Commons Master Plan Phase 3: Implement**

The project is entering Phase 3, Implement, of the master planning process. After the Committee

of the Whole determines key preferences and the preferred final plan, The Lakota Group will develop and present the final plan report. Final report development will take approximately two (2) months and include key plan elements and features that may be eligible for grant funding, renderings, character imagery, 3D massing model views, phasing and updated opinions of cost.

The final plan will be presented to the Common Council based on the level of decision-making that is achieved on January 13, 2026. The following link provides direct access to the broadcast of October 14, 2025, COTW meeting:

<https://mequonwi.portal.civicclerk.com/event/1838/files/agenda/2119>

Attachments:

COTW 10.14.25 Meeting Minutes, City Board and Commission Comments, The Lakota Group Memo , Appendix A Conflict Use Diagram, Appendix B Concepts Package, Appendix C Site Data Diagrams , Appendix D Pool Facilities Analysis Matrix & Images , Appendix E Pool Amenities Ranked , Appendix F Pool Building and Concept Comparison Matrices, Baseball Field Location Comparison Matrix



11333 N. Cedarburg Road  
Mequon, WI 53092  
Phone: 262-236-2914  
Fax: 262-242-9655

[www.cityofmequonwi.gov](http://www.cityofmequonwi.gov)

Office of the City Clerk  
Taped & Televised

## COMMITTEE OF THE WHOLE

Tuesday, October 14, 2025

6:00 PM

Christine Nuernberg Hall

### Minutes

#### 1. Call to Order, Roll Call

Mayor Nerbun called the meeting to order at 6:00 PM.

#### **Present:**

Mayor Andrew Nerbun  
Alderman Robert Strzelczyk – attended virtually  
Alderman Kelly Tolocko – Arrived at 6:01 PM  
Alderman Dale Mayr  
Alderman Jeffrey Hansher  
Alderman Gregg Bach - **Excused**  
Alderman Peter Bratt  
Alderman William Gebhardt  
Alderman Brian Parrish

Also present: City Administrator Jones, Assistant City Administrator Wolff, City Attorney Sajdak, City Clerk Fochs, Finance Director Arnett, Director of Public Works/City Engineering Lundeen, Assistant City Engineer McCraw, Director of Community Development Tollefson, Assistant Director of Community Development Zader, Fire Chief Bialk, IT Manager Fortini, IT Specialist Sauerland, Deputy Clerk Kong, and interested public.

#### 2. Approval of Meeting Minutes

a. September 9, 2025

**RESULT:** Approved by Voice Acclamation [8-1]  
**MOVED BY:** Alderman Mayr  
**SECONDED BY:** Alderman Hansher

<b>AYES:</b> Nerbun, Strzelczyk, Tolocko, Mayr, Hansher, Bratt, Gebhardt, Parrish <b>DEEMED NO:</b> Bach
---

### 3. Discussion

#### a. Mequon Commons: Phase 2 Summary

Morgan Chapman of the Lakota Group provided an overview of the project status and presented a detailed report of the concepts envisioned for the civic campus. Six concepts were created based on feedback results from the Engagement Phase of the project involving the public, targeted focus groups, elected officials and city staff. Results were primarily focused on year-round, multi-generational use for the community and visitors with mixed-uses, water features, gathering spaces, connecting the town center, civic reinvestment, native plantings access to nature, and sustainable growth.

Concept A: Using the current footprint, this plan would focus on upgrading the existing features and allow for additional parking.

Concept B1: Will increase the current footprint with a bold reimagining of the aquatics center and relocation of the baseball field to allow for multi-use space(s).

Concept B2: Uses B1 as a template with some reconfiguration and enhancements including park support building relocation and a lazy river in the aquatic center.

Concept C1: Focuses on community gathering spaces such as an amphitheater and flex lawn instead of a baseball field and an enlarged aquatic center including cabanas.

Concept C2: Essentially C1 with alternate positioning of elements.

Concept D: Baseball field focused with substantial baseball operation and spectator upgrades and no pool.

Ms. Chapman concluded her presentation with preliminary cost estimate ranges for each concept that require additional evaluation, including infrastructure and engineering review and requests more definitive decisions from the Committee in order for the process to move forward into the Implementation (final) Phase of the project.

Three community members spoke to the Committee expressing their desire to retain Rennie Field in its current location, while also acknowledging the progress for change. An additional query regarding the possible relocation of the baseball field was voiced by 2 Boy Scouts in attendance.

Community Development Director Tollefson advised the Committee that project discussion will soon also involve the Parks & Open Space Board and Mequon-Thiensville Bike and Pedestrian Way Commission prior to returning to the Common Council.

Committee discussion and comments included considerations for the Rennie Field legacy and its unclear future depending on the City's overall long-term needs. Committee members shared common interest in multi-use options of the space(s) with year-round usability and prioritization of the pool.

### 4. Informational Items

#### a. Committee of the Whole Planning Calendar

5. Adjourn

Motion to adjourn at 7:39 PM.

**RESULT:** **Approved by Voice Acclamation [8-1]**

**MOVED BY:** Alderman Mayr

**SECONDED BY:** Alderman Gebhardt

**AYES:** Nerbun, Strzelczyk, Tolocko, Mayr, Hansher, Bratt, Gebhardt, Parrish

**DEEMED NO:** Bach

Respectfully Submitted,

*Janet Meyer*  
*Deputy Clerk*  
*Approved 11/11/2025*

## CITY OF MEQUON BOARD AND COMMISSION COMMENTS

### **Park and Open Space Board 10.29.25:**

- Considered and inquired about funding for implementation and on-going maintenance and programming
- Noted increase in pool attendance of late (acknowledged may be due to other pools closing due to staffing issues)
- Prefer concepts B2 and C1/C2
- Plans need to consider scaling of facilities and programming – and with consideration of scale/activity at Village of Thiensville Park
- Opportunity to make this park – for year-round outdoor activity – unlike any other in city
- Significant and primary interest: bring users in by OIT to utilize park and common open space
- Playground should remain near library
- Like native plantings and leverage such to create a year-round gathering “oasis” location
- Keep pavement limited
- This should be the city’s downtown park: with emphasis on arrival by bike and pedestrians
- Love idea of stage: scale it appropriately but they do like the idea of making this large enough to give opportunity to utilize it thoroughly for all styles of events (especially given the conclusion of Gathering on the Green at Rotary Park)
- Make efficient and multi-use of all small spaces/niches within the campus – so its adaptive but purposeful
- Encourage all seasons
- Discuss with MT Park and Rec program high demand opportunities that are best suited for this park
- Consider the MT school’s facility plan
- Absolute YES to pool remaining on campus
- Activate OIT by foot for access to park
- If a youth baseball complex is desired, be sure to assess demand and scale according to future capacity

### **Bike and Pedestrian Way Commission 10.29.2025:**

- Make connectivity with ease – must enhance entry to campus from OIT (at north and south end) and Cedarburg Road (particular interest in dedicated entry at library driveway area). Consider flashing ped light at road | must be able to cross E/W of Cedarburg Road with ease with a dedicated route at Division Street and at Milwaukee River bridge
- Bike friendly facilities are a must
- Establish hierarchy of bike/ped paths – some should be bike only and use signage
- Multi-use path on east side of Cedarburg Road (widened sidewalk to 6 feet)
- water filling station, tool station and bike parking are musts

## MEMORANDUM

Date: January 7, 2025

To: Kimberly Tollefson (City of Mequon)  
Jac Zader (City of Mequon)

From: Morgan Chapman (The Lakota Group)

CC: Kevin Clark (The Lakota Group)  
Lexi Paus (The Lakota Group)

RE: Mequon Commons COTW\_Memorandum



1 E. Wacker Dr.  
Floor 27  
Chicago, Illinois 60601  
p 312.467.5445

thelakotagroup.com

## Introduction

Following Council review of six initial concept alternatives and the feedback provided, the Mequon Commons Master Plan team has moved from broad concept exploration into a phase of focused refinement. The purpose of the upcoming meeting is to review a set of finalized concept options, confirm a preferred overall spatial framework, and acknowledge key constraints that eliminate certain design alternatives. Council direction at this meeting will establish priorities and trade-offs needed to advance the project toward a single refined vision. These decisions will directly inform the final site layout, program mix, and investment strategy to be developed in subsequent phases of design and analysis.

## Summary of Prior Concepts, COTW Key Preferences and Considerations

The initial phase of planning explored six conceptual alternatives representing an array of approaches to future public space investment and intensity of use. These concepts ranged from minimal intervention to more transformative site reorganization:

- **Concept A** emphasized minimal site impacts, largely preserving the existing layout and current uses.
- **Concepts B1 and B2** proposed more significant site modifications, including rearranging major elements and relocating aquatics facilities to maximize program capacity.
- **Concepts C1 and C2** shifted the emphasis toward community gathering, civic identity, and reinvestment in improved facilities generally within their existing footprints.

Feedback received from Council at the October 13th Committee of the Whole meeting indicated an overall preference for **Concepts C1 and C2**, citing their balance of flexibility, civic character, and community-focused programming. Council also asked whether an alternative approach might be possible—specifically, whether the baseball field could be flipped in orientation with minimal improvements, while still allowing for enhancements to the pool facility.

In response, the design team evaluated this scenario and developed a set of design criteria and constraints illustrated in the accompanying conflict-use diagram, see [Appendix A](#).

## Baseball Field Location Criteria

Any reconfiguration of the baseball field would need to meet the following requirements:

- The field must remain outside of the overhead utility easement located along the western site boundary.
- Given the level of investment implied by reorientation, baseball field dimensions should meet minimum **WIAA guidelines** to maintain viability for both high school and youth league play.
  - WIAA recommendations call for a minimum **60-foot distance** from the foul line to the nearest obstruction or dugout.
  - The scenario studied accommodates **54 feet, 6 inches**, which is below the recommended standard.
  - WIAA follows NFHS standards for outfield dimensions and fencing requiring minimum 300 feet down the foul lines, and a minimum of 350 feet to 400 feet to center field.
  - The scenario studied illustrates a minimum **300-foot** distance down the foul lines and **350-foot** distance from home plate to center field.

## Identified Conflicts

The analysis identified several significant and unresolved conflicts:

- **Use Conflict Between Baseball Outfield and Pool Area**  
There is insufficient buffer space between the outfield and the pool. Home run balls present a safety risk to pool users, as well as to City Hall maintenance operations and ADA-accessible parked vehicles.
- **Access Conflict at City Hall**  
The proposed configuration does not reasonably accommodate required ADA parking or maintenance access at the rear of the City Hall building.

Given these conflicts and considering the guiding principles of the master plan—specifically the goal of creating a flexible civic gathering space with year-round activation for users of all ages and abilities—the design team does not recommend further exploration of this scenario.

## Refined Concepts

The refined plan was developed using Concepts C1 and C2 as the primary framework, establishing a spatial organization that prioritizes flexible civic gathering, year-round activation, and reinvestment in existing site uses within their current footprints. To strengthen connectivity and functionality, select elements from Concept B2 were incorporated, including a clearer path hierarchy to improve circulation and wayfinding, as well as a playground layout that enhances proximity and relationship to the Library. Together, these elements form a cohesive and balanced plan that reflects input from stakeholders, the community, advisory groups, and Council; resolves identified conflicts; and advances a unified vision for an inclusive and adaptable civic campus.

Our team further explored minor variations of the core refined plan into three concept options—**Refined Master Plan 1, Refined Master Plan 2, and Refined Master Plan 3**—to evaluate different site

arrangements, activity distributions, and amenity prioritization, see [Appendix B](#) for revised plans and [Appendix C](#) for corresponding site data. While all options maintain the same overall program and design intent, they differ in the location and organization of key elements that affect activity balance, pool adjacency, access, and flexible space.

### 1. Refined Master Plan 1

#### Key Differences:

- **Centralized pavilion** and amphitheater clusters activity into a single hub, with convenient access from the north parking lot for events.
- **Building along Cedarburg Road** shields pool users from street activity and provides multi-purpose space for street festivals.

#### Plan Trade-offs:

Potential sound conflicts between pavilion/amphitheater and pool/play areas, possible over-concentration during major events, proximate parking competition, and support building is further from the main hub of activity.

#### Decision Consideration:

Does Council wish to prioritize a highly centralized activity hub, accepting increased concentration and potential sound conflicts in exchange for visibility and event access?

### 2. Refined Master Plan 2

#### Key Differences:

- **Pavilion and amphitheater located southwest** distributes activity more evenly across the site, reducing noise conflicts and alleviating parking competition.
- **Building north of the pool** connects park areas to Cedarburg Road and the Library, activating multiple edges of the site.
- **Addition of Redbud Plaza** provides programmable space for festivals and a buffer for the pool.

#### Plan Trade-offs:

Slightly reduced pool deck and zero-depth entry and increased distance between pavilion/amphitheater and restrooms.

#### Decision Consideration:

Does Council prefer a more evenly distributed site layout that minimizes conflicts and enhances connectivity, while accepting modest reductions to pool deck area and convenience?

### 3. Refined Master Plan 3

#### Key Differences:

- **Expands pool area** westward gaining space to zero-depth and water play, enlarging pool deck space, and creating a sizable picnic lawn.
- **Reduces amphitheater and open flex lawn** to provide flexibility within aquatic space.

**Plan Trade-offs:**

Reduced open lawn area and amphitheater and some loss of formal site geometry along the north-south multiuse path.

**Decision Consideration:**

Is Council comfortable prioritizing expanded aquatic amenities and pool support space, even if it reduces open lawn area and formal site geometry?

**Additional Pool Considerations**

As part of this phase of the Mequon Commons Master Plan, the project team researched and reviewed a range of recently completed or soon-to-be constructed public aquatic facilities within Southeast Wisconsin. Site plans, aerial imagery, and a comparative matrix of facility statistics are provided in Appendix D, along with current pool metrics for reference. This analysis indicates that each of the proposed master plan concepts accommodates an equal or greater amount of pool vessel area, pool deck, and building square footage when compared to both the existing facility and regional precedents. At the master plan level, the intent is not to finalize detailed design, but to ensure that approximately the right amount of space is reserved to support the desired mix of aquatic amenities.

The pool concepts currently depict a single, combined pool vessel that integrates a zero-depth entry and water play area, an eight-lane pool for lap swimming and recreational use, and a deep-water zone with two diving boards. This programmatic mix reflects the results of the initial visual preference survey and was further reinforced by Council feedback provided at the October 13 Committee of the Whole meeting. A summary of the pool amenities ranking data is included in Appendix E for reference.

**Building Specifics**

In addition to the aquatic improvements, the concepts propose a new shared-use building designed to function both as a pool facility and bathhouse and as a flexible community center. The two-story building shown allows for up to approximately 6,500 square feet on the main level to support pool infrastructure, bathrooms and changing areas, and concessions. An upper level provides approximately 5,000 square feet of additional interior space suitable for a community room, meeting rooms, lounge or pre-function space, and storage, along with an approximately 1,500-square-foot outdoor terrace for dining or events.

While the proposed building is larger than many of the aquatic support facilities included in the regional precedents, those facilities generally serve only pool-related functions. In contrast, the shared-use building envisioned in the Mequon Commons Master Plan is intended to both support the improved aquatic facility and reintroduce flexible community gathering space that is no longer available on the site. This approach represents a strategic reinvestment that enhances long-term flexibility and adaptability and aligns with the broader master plan goals.

**Decision Consideration:**

Establishing the space dedicated to the aquatic facility and associated area is the first step of design. Subsequent design decisions will be based on the size and geometry of that space. The amenities will drive patron load which correlates to the amount of deck space, number and size of the filtration system and bathroom facilities. It is important at this stage to understand that the regulations established for public pool facilities are all interrelated. *If the Common Council has a priority for the aquatic facility design, be that patron load, specific amenities, or additional support facilities such as a*

*community room, those should be identified early in the design as they will drive all of the other design elements.*

For ease of evaluation, a series of pool, building, and concept comparison matrices are provided in [Appendix F](#). These charts consolidate key differences between the concepts, summarize detailed building specifications, and present a clear comparison of the pros and cons associated with each building location option as it relates to the overall site and pool layouts.

### **Construction Impact Statement**

An important consideration is that the refined aquatics facilities shown in all three concepts encroach into the footprint of the existing on-site baseball field. While construction means and methods will be further evaluated during detailed design and are ultimately determined by the contractor, the preliminary assessment indicates that construction activities for any of the concepts would impact the baseball field to a degree that creates both ongoing use conflicts and insufficient space for construction access and staging adjacent to the pool. As a result, it is unlikely that baseball would be able to remain on-site during pool construction under any of the scenarios.

## **Decision-Making and Next Steps**

Council direction is requested on the following points to advance a single refined vision:

1. **Preferred Concept Direction:** Confirm which plan variation—Concept 1, Concept 2, or Concept 3—should serve as the base for final refinement.
2. **Prioritization of Key Trade-Offs:** Provide guidance on trade-offs, particularly regarding:
  - Pool facility size & support building location
  - Pavilion/Amphitheater location
  - Open Lawn gathering space allocation
3. **Refinement Guidance:** Approve the integration of preferred elements from other concepts (e.g., path hierarchy, playground proximity to Library) into the chosen plan to optimize connectivity and usability.

Decisions made at this stage will **inform the final site layout, program mix, and investment strategy**, which will be further detailed in subsequent phases. Detailed concept plans, site data, charts, and trade-off matrices are provided in the appendix to support Council review.

## **Appendix**

Appendix A: Conflict Use Diagram

Appendix B: Concepts Package

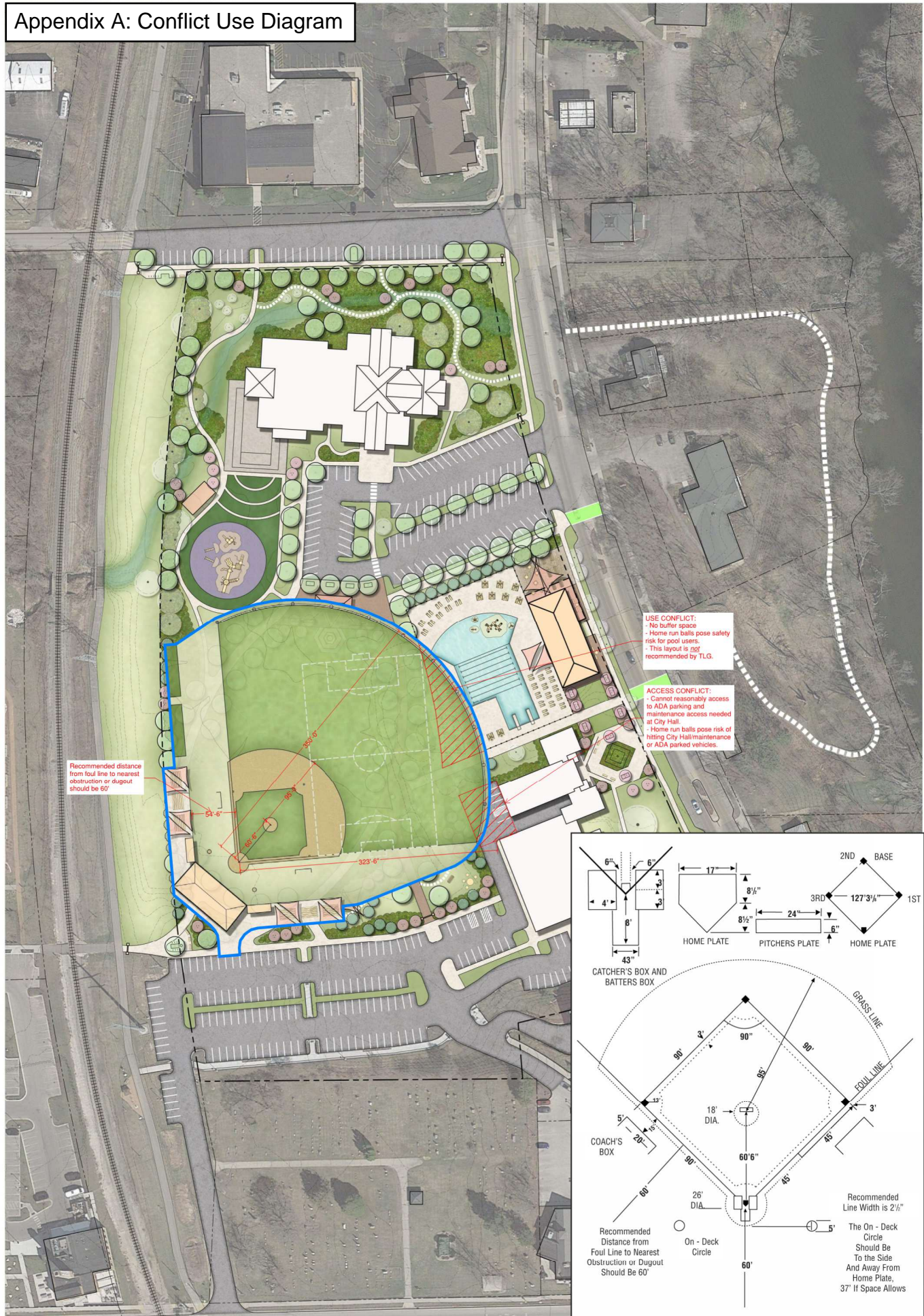
Appendix C: Site Data Diagrams

Appendix D: Pool Facilities Analysis Matrix & Images

Appendix E: Pool Amenities Ranked

Appendix F: Pool, Building, and Concept Comparison Matrices

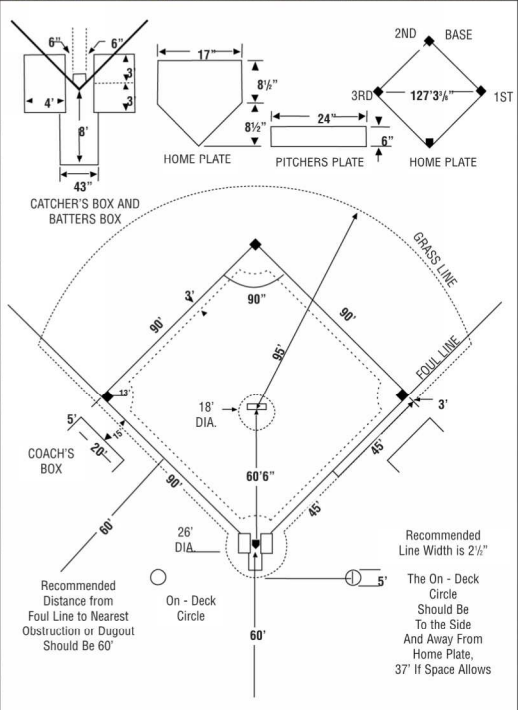
# Appendix A: Conflict Use Diagram



**USE CONFLICT:**  
 - No buffer space  
 - Home run balls pose safety risk for pool users.  
 - This layout is not recommended by TLG.

**ACCESS CONFLICT:**  
 - Cannot reasonably access to ADA parking and maintenance access needed at City Hall.  
 - Home run balls pose risk of hitting City Hall maintenance or ADA parked vehicles.

Recommended distance from foul line to nearest obstruction or dugout should be 60'



**Diagram 2**  
**OFFICIAL MEASUREMENTS . . . for laying out baseball field**



**LEGEND**

- |  |  |  |   |
|--|--|--|---|
| <b>A</b> FORMALIZED ENTRANCE<br>▪ GATEWAY ELEMENTS | <b>E</b> COMMUNITY GREEN<br>▪ SHADED SEATING, LAWN GAMES | <b>J</b> CONNECTIVE MULTI-USE PATH                 | <b>O</b> NEW POOL<br>▪ ZERO-DEPTH ENTRY<br>▪ LAP LANES<br>▪ DIVING BOARDS<br>▪ WATER PLAY                         |
| <b>B</b> NEW HEAD-IN PARKING ON DIVISION ST        | <b>F</b> STAGE & LAWN AMPHITHEATER                       | <b>K</b> SECRET GARDEN                             | <b>P</b> SHARED SUPPORT BUILDING<br>▪ BATHROOMS/CHANGING ROOMS<br>▪ CONCESSIONS<br>▪ STORAGE<br>▪ CEDARBURG PLAZA |
| <b>C</b> STORY PATH GARDENS                        | <b>G</b> FLEX ACTIVITY LAWN                              | <b>L</b> ENHANCED PLAYGROUND                       |   |
| <b>D</b> DRY CREEK/NATIVE SWALE                    | <b>H</b> NATIVE PICNIC GARDEN                            | <b>M</b> CABANA DECK                               |   |
|  | <b>I</b> CENTRAL PAVILION                                | <b>N</b> POOL DECK<br>▪ LOUNGE CHAIRS<br>▪ CABANAS |   |



**LEGEND**

- |  |   |  |   |
|--|---|--|---|
| <b>A</b> FORMALIZED ENTRANCE<br>▪ GATEWAY ELEMENTS | <b>E</b> ENHANCED PLAYGROUND WITH<br>COVERED SEATING AREA | <b>J</b> CENTRAL PAVILION                          | <b>O</b> NEW POOL<br>▪ ZERO-DEPTH ENTRY<br>▪ LAP LANES<br>▪ DIVING BOARDS<br>▪ WATER PLAY                         |
| <b>B</b> NEW HEAD-IN PARKING ON<br>DIVISION ST     | <b>F</b> WALKING PATHS AND SEATING AREAS                  | <b>K</b> CONNECTIVE MULTI-USE PATH                 | <b>P</b> SHARED SUPPORT BUILDING<br>▪ BATHROOMS/CHANGING ROOMS<br>▪ CONCESSIONS<br>▪ STORAGE<br>▪ CEDARBURG PLAZA |
| <b>C</b> STORY PATH GARDENS                        | <b>G</b> STAGE & LAWN AMPHITHEATER                        | <b>L</b> SECRET GARDEN                             |   |
| <b>D</b> DRY CREEK/NATIVE SWALE                    | <b>H</b> FLEX ACTIVITY LAWN                               | <b>M</b> CABANA DECK                               |   |
|  | <b>I</b> NATIVE PICNIC GARDEN                             | <b>N</b> POOL DECK<br>▪ LOUNGE CHAIRS<br>▪ CABANAS |   |



**LEGEND**

- |  |  |   |  |
|--|--|---|--|
| <b>A</b> FORMALIZED ENTRANCE<br>▪ GATEWAY ELEMENTS | <b>F</b> ENHANCED PLAYGROUND WITH LAWN<br>TERRACE & COVERED SEATING AREA | <b>K</b> CONNECTIVE MULTI-USE PATH<br>▪ SEATING AND ART NODE                              | <b>N</b> SHARED SUPPORT BUILDING<br>▪ BATHROOMS/CHANGING ROOMS<br>▪ CONCESSIONS/STORAGE<br>▪ RENTABLE SECOND FLOOR WITH<br>OUTDOOR SPACE |
| <b>B</b> BIKE SUPPORT NODE                         | <b>G</b> MULTIUSE PATHS  | <b>L</b> POOL DECK<br>▪ LOUNGE CHAIRS   | <b>O</b> ADA ACCESSIBLE ENTRANCE   |
| <b>C</b> NEW HEAD-IN PARKING ON<br>DIVISION ST     | <b>H</b> PAVILION, GATEWAY PLAZA & LAWN<br>AMPHITHEATER                  | <b>M</b> NEW POOL<br>▪ ZERO-DEPTH ENTRY<br>▪ LAP LANES<br>▪ DIVING BOARDS<br>▪ WATER PLAY |  |
| <b>D</b> STORY PATH GARDENS                        | <b>I</b> FLEX ACTIVITY LAWN  |   |  |
| <b>E</b> DRY CREEK/NATIVE SWALE                    | <b>J</b> NATIVE PICNIC GARDEN  |   |  |

MEQUON COMMONS MASTER PLAN  
**REFINED MASTER PLAN 1**

MEQUON, WI



JANUARY, 2026

PREPARED FOR:





**LEGEND**

- A** FORMALIZED ENTRANCE  
▪ GATEWAY ELEMENTS
- B** BIKE SUPPORT NODE
- C** NEW HEAD-IN PARKING ON DIVISION ST
- D** STORY PATH GARDENS
- E** DRY CREEK/NATIVE SWALE
- F** ENHANCED PLAYGROUND WITH LAWN TERRACE & COVERED SEATING AREA
- G** MULTIUSE PATHS
- H** PAVILION & LAWN AMPHITHEATER
- I** FLEX ACTIVITY LAWN & GATEWAY PLAZA
- J** NATIVE PICNIC GARDEN
- K** CONNECTIVE MULTI-USE PATH  
▪ SEATING AND ART NODE
- L** POOL DECK  
▪ LOUNGE CHAIRS
- M** NEW POOL  
▪ ZERO-DEPTH ENTRY  
▪ LAP LANES  
▪ DIVING BOARDS  
▪ WATER PLAY
- N** SHARED SUPPORT BUILDING  
▪ BATHROOMS/CHANGING ROOMS  
▪ CONCESSIONS/STORAGE  
▪ RENTABLE SECOND FLOOR WITH OUTDOOR SPACE
- O** ADA ACCESSIBLE ENTRANCE
- P** REDBUD PLAZA

MEQUON COMMONS MASTER PLAN  
**REFINED MASTER PLAN 2**

MEQUON, WI



JANUARY, 2026

PREPARED FOR:





**LEGEND**

- |  |  |   |  |
|--|--|---|--|
| <b>A</b> FORMALIZED ENTRANCE<br>- GATEWAY ELEMENTS | <b>F</b> ENHANCED PLAYGROUND WITH LAWN<br>TERRACE & COVERED SEATING AREA | <b>K</b> CONNECTIVE MULTI-USE PATH<br>- SEATING AND ART NODE                              | <b>N</b> SHARED SUPPORT BUILDING<br>- BATHROOMS/CHANGING ROOMS<br>- CONCESSIONS/STORAGE<br>- RENTABLE SECOND FLOOR WITH<br>OUTDOOR SPACE |
| <b>B</b> BIKE SUPPORT NODE                         | <b>G</b> MULTIUSE PATHS  | <b>L</b> POOL DECK<br>- LOUNGE CHAIRS   | <b>O</b> ADA ACCESSIBLE ENTRANCE   |
| <b>C</b> NEW HEAD-IN PARKING ON<br>DIVISION ST     | <b>H</b> PAVILION & LAWN AMPHITHEATER                                    | <b>M</b> NEW POOL<br>- ZERO-DEPTH ENTRY<br>- LAP LANES<br>- DIVING BOARDS<br>- WATER PLAY | <b>P</b> REDBUD PLAZA  |
| <b>D</b> STORY PATH GARDENS                        | <b>I</b> FLEX ACTIVITY LAWN & GATEWAY PLAZA                              |   |  |
| <b>E</b> DRY CREEK/NATIVE SWALE                    | <b>J</b> NATIVE PICNIC GARDEN  |   |  |

MEQUON COMMONS MASTER PLAN

**REFINED MASTER PLAN 3**

MEQUON, WI

SCALE: 1"=50'  
0 25' 50' 100'

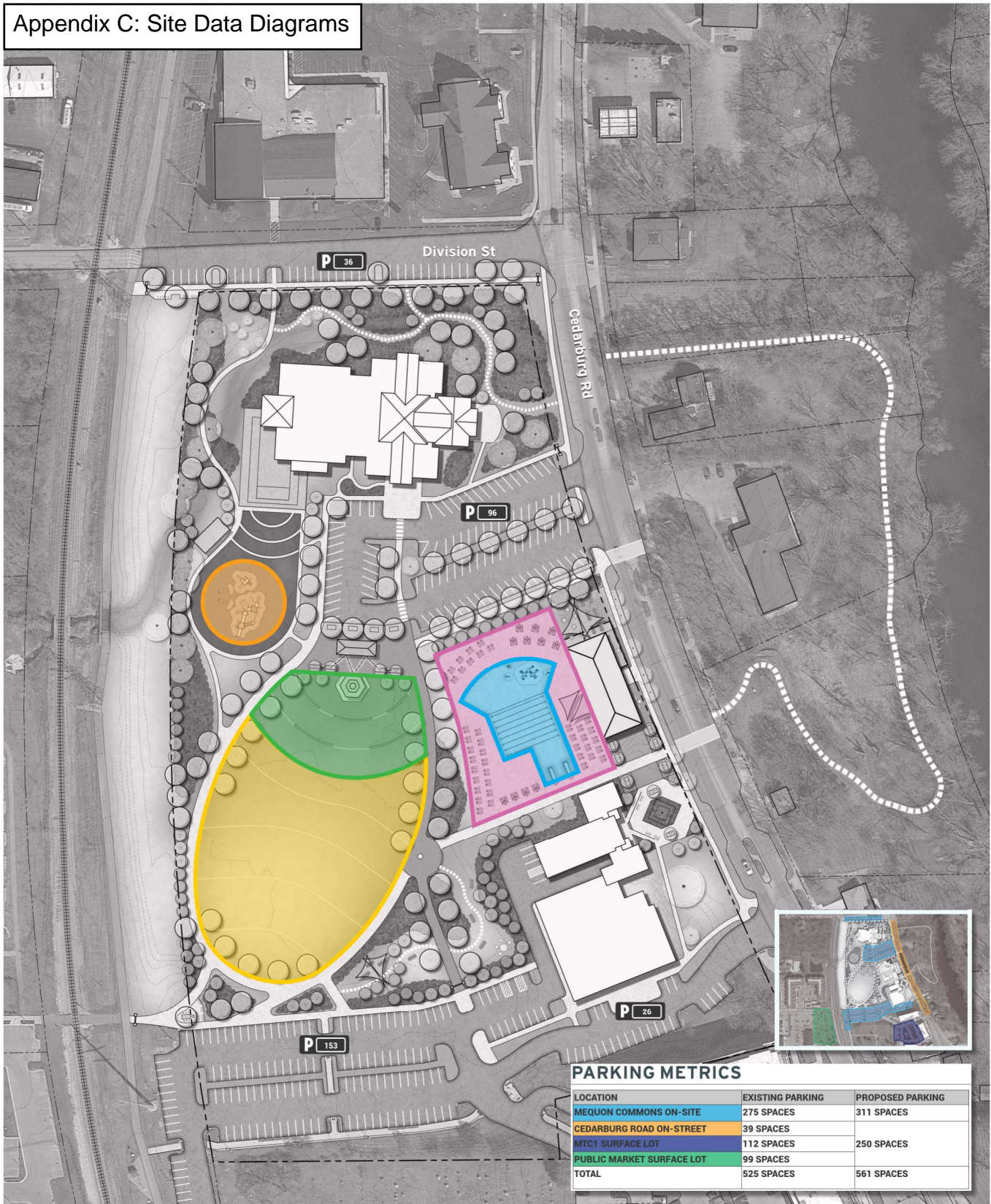
JANUARY, 2026

PREPARED FOR:



**THE LAKOTA GROUP**  
©2025 THE LAKOTA GROUP

# Appendix C: Site Data Diagrams



## PARKING METRICS

LOCATION	EXISTING PARKING	PROPOSED PARKING
MEQUON COMMONS ON-SITE	275 SPACES	311 SPACES
CEDARBURG ROAD ON-STREET	39 SPACES	
MTC1 SURFACE LOT	112 SPACES	250 SPACES
PUBLIC MARKET SURFACE LOT	99 SPACES	
<b>TOTAL</b>	<b>525 SPACES</b>	<b>561 SPACES</b>

## SITE DATA

### LARGE REGIONAL PLAYGROUND

- 7,200 SF
- DAILY CAPACITY = 50+ CHILDREN

### OPEN FLEX LAWN

- 55,000 SF
- DAILY CAPACITY = 1,375 PEOPLE (40 SF/PERSON)
- EVENT CAPACITY = 9,166 PEOPLE (6 SF/PERSON)

### LAWN AMPHITHEATER

- 18,400 SF / 205 LF OF SEATWALLS
- SEATWALLS = 68 PEOPLE (3 LF/PERSON)
- LAWN - PICNIC STYLE = 736 PEOPLE (25 SF/PERSON)

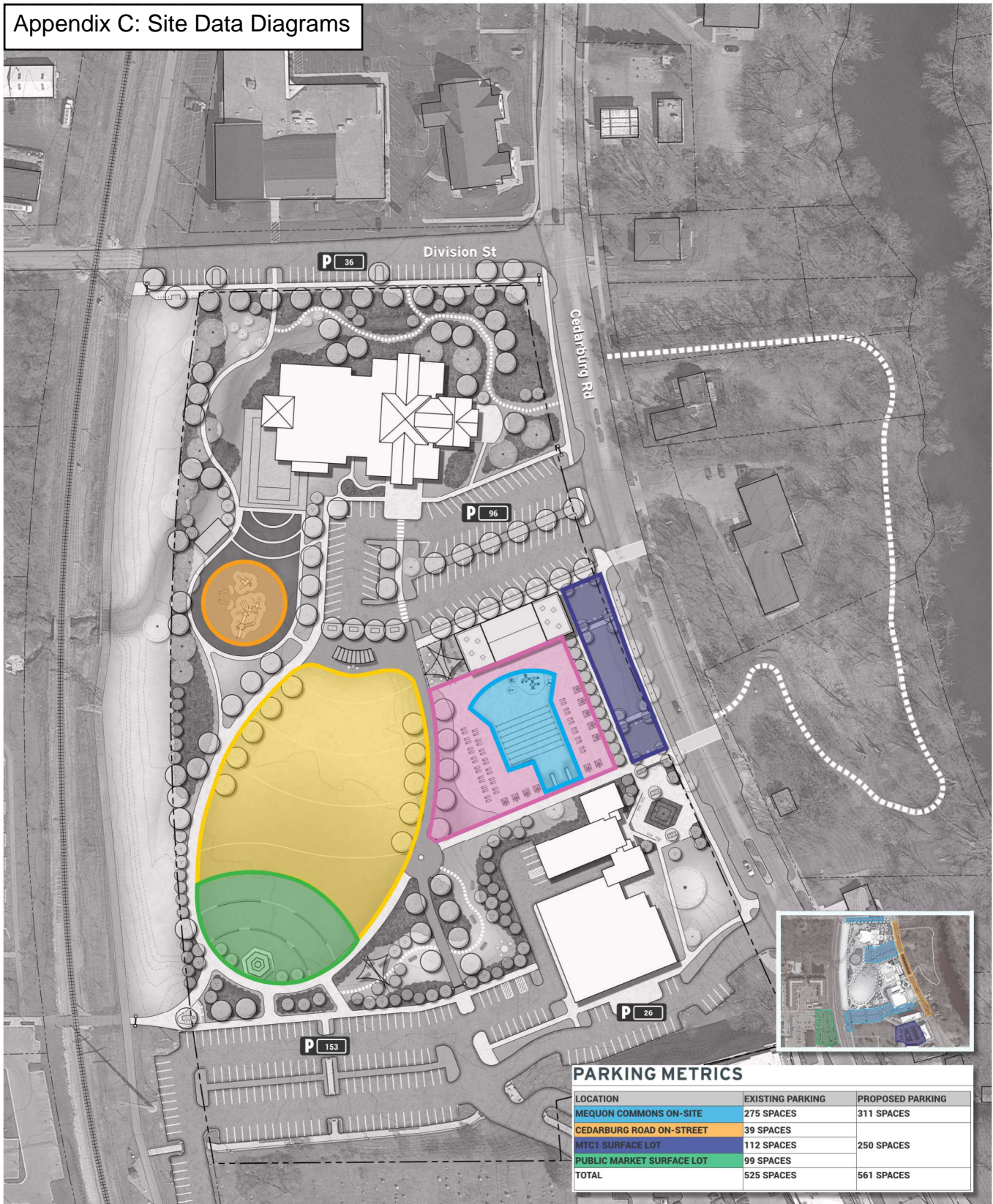
### POOL DECK

- 20,700 SF
- DAILY CAPACITY = 102 LOUNGE CHAIRS

### POOL

- 10,500 SF
- DAILY CAPACITY = 733 PEOPLE

# Appendix C: Site Data Diagrams



## PARKING METRICS

LOCATION	EXISTING PARKING	PROPOSED PARKING
MEQUON COMMONS ON-SITE	275 SPACES	311 SPACES
CEDARBURG ROAD ON-STREET	39 SPACES	
MTC1 SURFACE LOT	112 SPACES	250 SPACES
PUBLIC MARKET SURFACE LOT	99 SPACES	
<b>TOTAL</b>	<b>525 SPACES</b>	<b>561 SPACES</b>

## SITE DATA

### LARGE REGIONAL PLAYGROUND

- 7,200 SF
- DAILY CAPACITY = 50+ CHILDREN

### OPEN FLEX LAWN

- 57,800 SF
- DAILY CAPACITY = 1,445 PEOPLE (40 SF/PERSON)
- EVENT CAPACITY = 9,633 PEOPLE (6 SF/PERSON)

### LAWN AMPHITHEATER

- 16,200 SF / 205 LF OF SEATWALLS
- SEATWALLS = 68 PEOPLE (3 LF/PERSON)
- LAWN - PICNIC STYLE = 648 PEOPLE (25 SF/PERSON)

### POOL DECK

- 17,500 SF DECK / 5000 SF LAWN
- DAILY CAPACITY = 64 LOUNGE CHAIRS
- LAWN - PICNIC STYLE = 555 PEOPLE (9SF/PERSON)

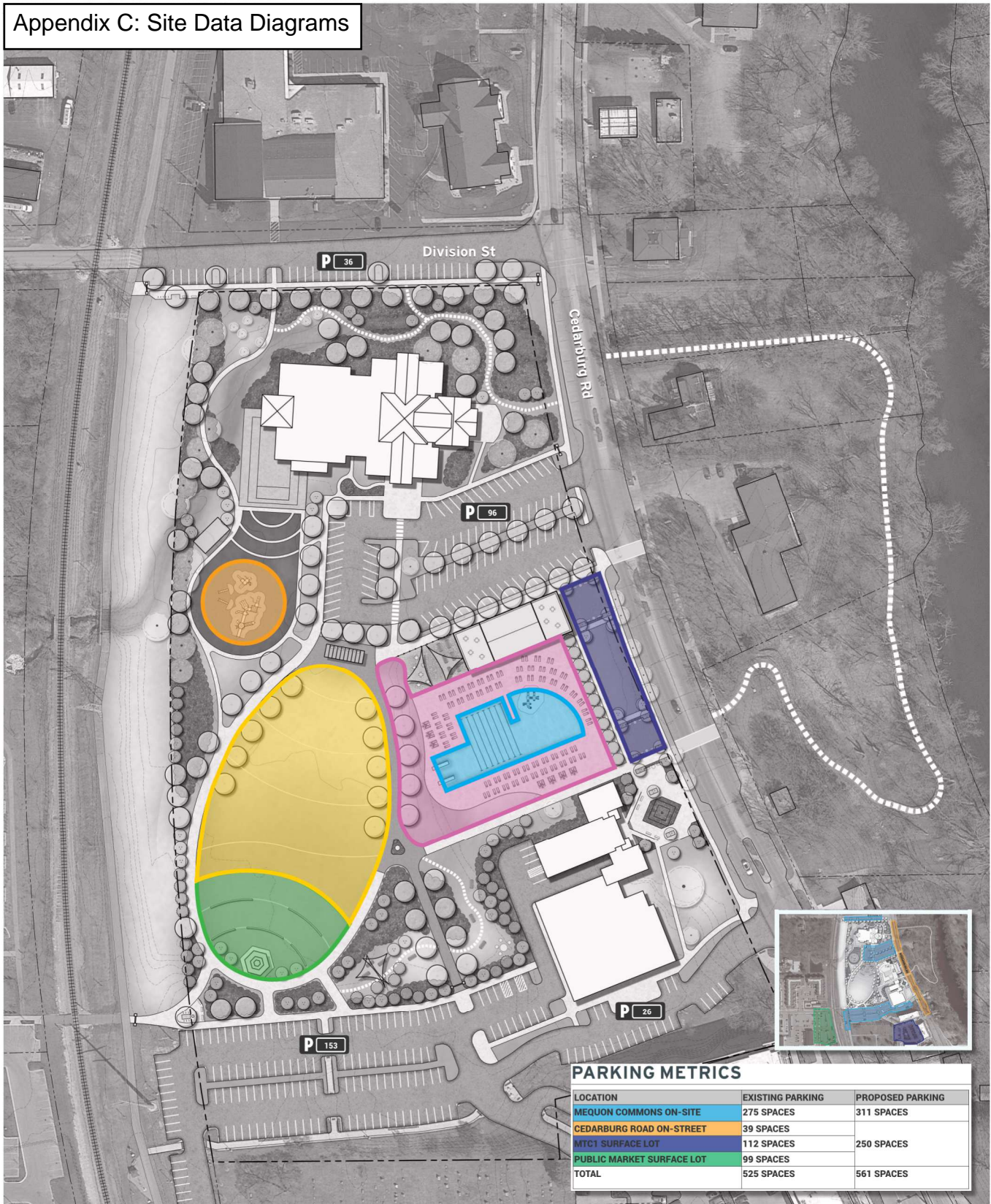
### REDBUD PLAZA

- 7,700 SF
- DAILY CAPACITY = 192 PEOPLE (40 SF/PERSON)
- EVENT CAPACITY = 1,283 PEOPLE (6 SF/PERSON)

### POOL

- 9,800 SF
- DAILY CAPACITY = 680 PEOPLE

# Appendix C: Site Data Diagrams



## PARKING METRICS

LOCATION	EXISTING PARKING	PROPOSED PARKING
MEQUON COMMONS ON-SITE	275 SPACES	311 SPACES
CEDARBURG ROAD ON-STREET	39 SPACES	
MTC1 SURFACE LOT	112 SPACES	250 SPACES
PUBLIC MARKET SURFACE LOT	99 SPACES	
<b>TOTAL</b>	<b>525 SPACES</b>	<b>561 SPACES</b>

## SITE DATA

### LARGE REGIONAL PLAYGROUND

- 7,200 SF
- DAILY CAPACITY = 50+ CHILDREN

### OPEN FLEX LAWN

- 45,800 SF
- DAILY CAPACITY = 1,145 PEOPLE (40 SF/PERSON)
- EVENT CAPACITY = 7,633 PEOPLE (6 SF/PERSON)

### LAWN AMPHITHEATER

- 15,200 SF / 205 LF OF SEATWALLS
- SEATWALLS = 68 PEOPLE (3 LF/PERSON)
- LAWN - PICNIC STYLE = 608 PEOPLE (25 SF/PERSON)

### POOL DECK

- 20,500 SF DECK / 9,800 SF LAWN
- DAILY CAPACITY = 130 LOUNGE CHAIRS
- LAWN - PICNIC STYLE = 1,088 PEOPLE (9SF/PERSON)

### POOL

- 10,600 SF
- DAILY CAPACITY = 740 PEOPLE

### REDBUD PLAZA

- 7,700 SF
- DAILY CAPACITY = 193 PEOPLE (40 SF/PERSON)
- EVENT CAPACITY = 1,283 PEOPLE (6 SF/PERSON)

# Appendix D: Pool Facilities Analysis Matrix & Images

POOL FACILITIES COMPARATIVE MATRIX									
FEATURE/PROJECT	Palmer Wading Pool	Fox Point Pool	Burlington Community Aquatic Center	Platteville Family Aquatic Center	Evansville Aquatic Center	Mequon Community Pool	Refined Master Plan 1	Refined Master Plan 2	Refined Master Plan 3
LOCATION	Janesville, Wisconsin	Fox Point, Wisconsin	Burlington, Wisconsin	Platteville, Wisconsin	Evansville, Wisconsin	11335 N. Cedarburg Rd.	Mequon, Wisconsin	Mequon, Wisconsin	Mequon, Wisconsin
TYPE	Renovated Aquatic Center	Renovated Aquatic Center	New Aquatic Center	Renovated Aquatic Center	New Aquatic Center	Existing Aquatic Center	Renovated Aquatic Center	Renovated Aquatic Center	Renovated Aquatic Center
POOLS (SF)	Pool Deck ~7,750 SF Pool Vessel ~4,765 SF	Pool Deck ~11,250k SF Pool Vessel ~6,760 SF	Pool Deck ~19,000 SF Pool Vessels (2) ~11,700 SF	Pool Deck: Unavailable Pool Vessel: Unavailable	Pool Deck: Unavailable Pool Vessel: 8,917 SF Current channel: 180 LF	Pool Area: 10,180 SF Pool Volume: 358,082 gal.	Pool Deck: ~20,700 SF Pool Vessel: ~10,500 SF	Pool Deck: ~17,500 SF Pool Vessel: ~9,800 SF	Pool Deck: ~20,500 SF Pool Vessel: ~10,600 SF
PATRON CAPACITY	~330 Patrons	~387 Patrons	Lap pool: 385 Patrons Activity pool: 361 Patrons	Unavailable	Unavailable	~865 Patrons	~733 Patrons *	~680 Patrons *	~740 Patrons *
BUILDING (SF)	~3,000 SF	~4,200 SF	~6,000 SF	Unavailable	Unavailable	3,876 SF	~6,500 SF main level only ~11,500 SF two-story <i>(excludes outdoor terrace)</i>	~6,500 SF main level only ~11,500 SF two-story <i>(excludes outdoor terrace)</i>	~6,500 SF main level only ~11,500 SF two-story <i>(excludes outdoor terrace)</i>
MAJOR AMENITY TYPES	Zero depth entry, 3 lap lanes, aquatic play features, shade structures with seating	Zero depth entry, 6 lap lanes, 2 diving boards, shade structures, concessions with seating	Zero depth entry, water play structures, current channel. 6 swimming lanes, three water slides, 2 diving boards, and aqua rock climbing wall. Shade structures, lounge chairs.	Zero depth entry leisure pool, 8 lane competitive swim, water play features, water slide, shade sails,	Zero depth entry/splash area, six lane pool for lap and rec swimming, slides, aqua climbing wall, diving boards, current pool	2 diving boards, 2 lap lanes, Kiddie Pool (CLOSED)	Zero depth entry/splash area, eight lane pool for lap and rec swimming, 2 diving boards	Zero depth entry/splash area, eight lane pool for lap and rec swimming, 2 diving boards	Zero depth entry/splash area, eight lane pool for lap and rec swimming, 2 diving boards
SUPPORT FACILITIES	Pool building to house mechanicals, bathroom/showers, staff area, and concessions.	Playground, Bathhouse, unisex restroom, add on community room	Building with restrooms, lockers, offices, and commons area w concessions (6,000 sf)	New bathhouse facility, restrooms and changing rooms, concessions, mechanical building, shaded deck areas	Admissions counter, restrooms, staff kitchen, concessions area, locker rooms, lifeguard support station, administrative and mechanical spaces. Pool equipment building also creates reservable poolside gathering areas to support patron events.	Bathhouse, filter house	New facility with bathhouse, pool equipment/storage, concessions, community room, meeting rooms, lounge, outdoor dining terrace & patio and shaded deck areas	New facility with bathhouse, pool equipment/storage, concessions, community room, meeting rooms, lounge, outdoor dining terrace & patio, shaded deck areas, and picnic lawn	New facility with bathhouse, pool equipment/storage, concessions, community room, meeting rooms, lounge, outdoor dining terrace & patio, shaded deck areas, and picnic lawn
COST	4.2 million	6.7-7.7 million	5.4 million	6.9 million	~8 million		TBD	TBD	TBD
OPENING/TIMELINE	Feb-April 2024 - Community Engagement June 2024 - Plan Commission Final Design Approval - June/July 2024 Fall 2024 - Construction begins May 2025 - Construction completed	TBD/Ongoing	Construction began in May 2017, opened in June 2018.	Construction scheduled to begin in November 2025, anticipated opening in summer 2026.	Construction began in August 2022, opened in June 2024	1934/1984	TBD	TBD	TBD
POPULATION	~66,000 people	~7,000 people	~11,000 people	~12,000 people	~6,000 people	~25,000 people	~25,000 people	~25,000 people	~25,000 people
TOTAL NUMBER OF PUBLIC POOLS	2 pools	1 pool (closed for renovation)	1 pool	1 pool (closed for renovation)	1 pool	1 pool	1 pool	1 pool	1 pool

**NOTES:**

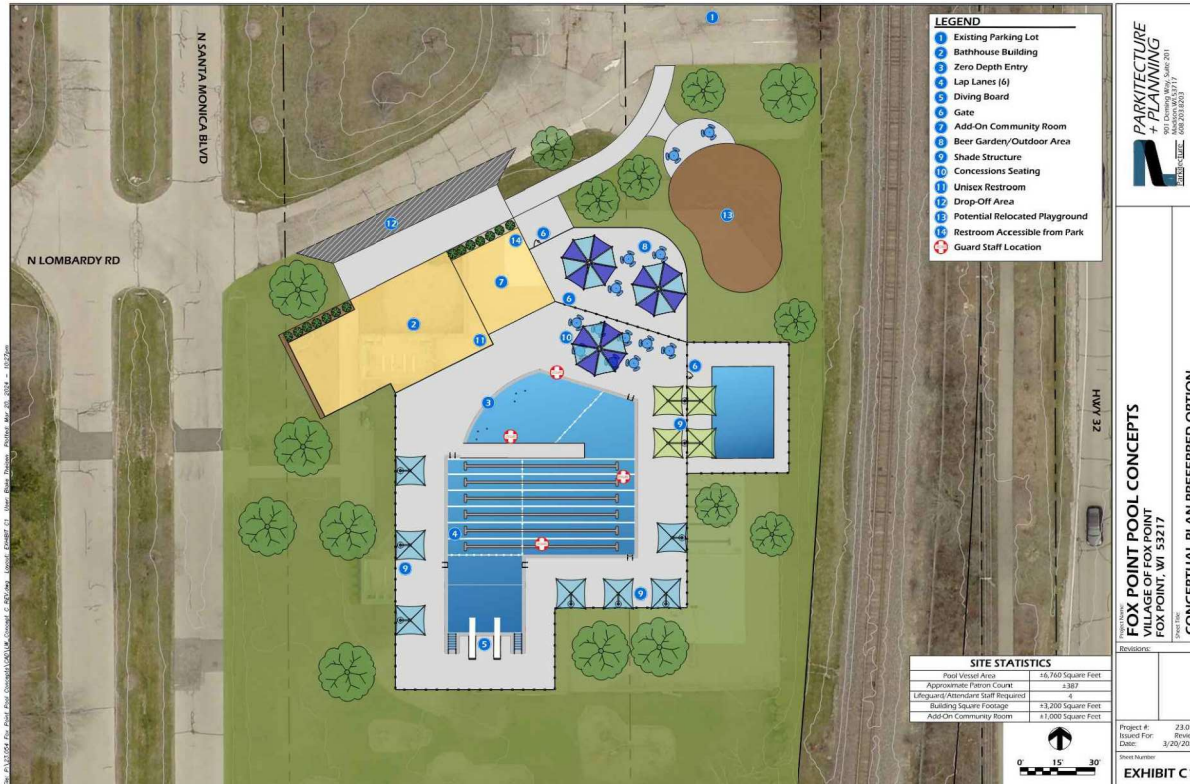
1. \*Patron capacity figures shown are preliminary and approximate, based on provisions of the International Swimming Pool and Spa Code (ISPS) and conceptual-level measurements. Final patron and bather capacities will be determined through detailed aquatic design and final architectural documentation. Assumption used for calculation: 12SF/person for zero-depth and water play pool, 15SF/person for lap lanes and diving board pools.

2. Establishing the space dedicated to the aquatic facility and associated area is the first step of design. Subsequent design decisions will be based on the size and geometry of that space. The amenities will drive patron load which correlates to the amount of deck space, number and size of the filtration system and bathroom facilities. It is important at this stage to understand that the regulations established for public pool facilities are all interrelated. If the Common Council has a priority for the aquatic facility design, be that patron load, specific amenities, or additional support facilities such as a community room, those should be identified early in the design as they will drive all of the other design elements.



Palmer Wading Pool - Janesville, Wisconsin

Appendix D: Pool Facilities Analysis Matrix & Images



**Fox Point Pool - Fox Point, Wisconsin**



**Burlington Community Aquatic Center - Burlington Wisconsin**



Platteville Family Aquatic Center - Platteville, Wisconsin

SCALE: NOT TO SCALE  
NORTH

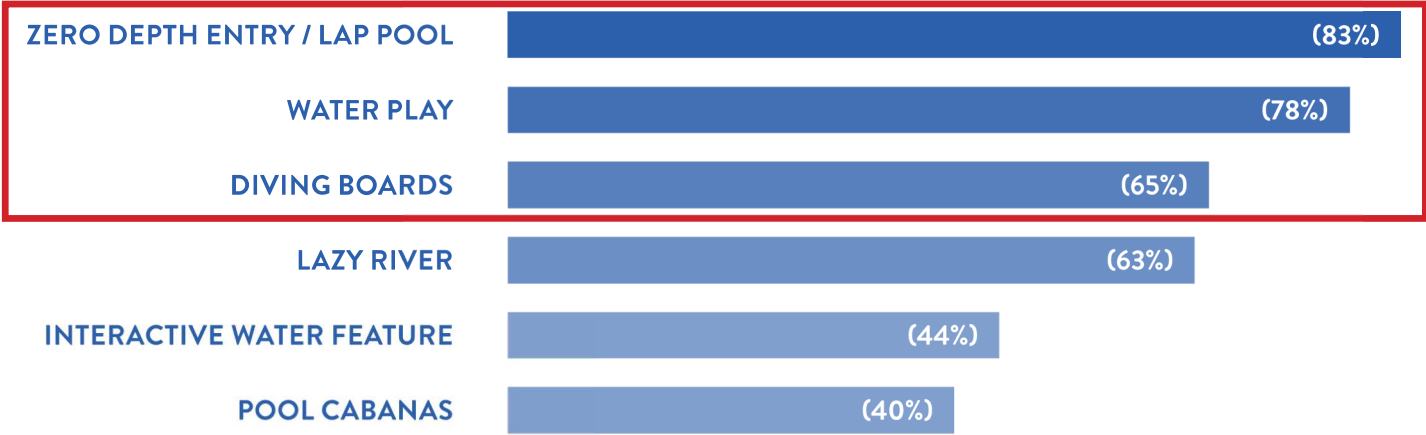


Evansville Aquatic Center - Evansville, Wisconsin

SCALE: NOT TO SCALE  
NORTH

# Pool Amenities Ranked

**HIGHLIGHTED  
REPRESENT PUBLIC &  
COMMON COUNCIL  
PREFERENCE  
CONSENSUS**



MEQUON COMMONS MASTER PLAN

POOL DATA MATRIX			
CATEGORY	REFINED MASTER PLAN 1	REFINED MASTER PLAN 2	REFINED MASTER PLAN 3
Pool Deck (sf)	~20,7000 sf	~17,500 sf	~20,500 sf
Est. Lounge Chairs & Cabanas	102 lounge chairs	64 lounge chairs	130 lounge chairs
Pool Vessel (sf)	~10,500 sf	~9,800 sf	~10,600 sf
Est. Patron Capacity*	~733 patrons*	~680 patrons*	~740 patrons*

BUILDING DATA MATRIX			
LEVEL	SPACE	APPROXIMATE AREA (SF)	NOTES
Main Level	Pool Infrastructure	±1,300 SF	Approximately 1/8 of total pool vessel area; supports mechanical and filtration systems
	Bathhouse (Restrooms / Changing)	±2,500 – 3,000 SF	Check-in/admin window, lockers, showers, and pool support spaces
	Concessions	±2,000 – 2,500 SF	Food service, service area, and support storage
<b>Main Level Total</b>		<b>±5,800 – 6,800 SF</b>	
Upper Level	Community Room	±2,400 SF	Flexible gathering and programming space
	Meeting Rooms	±1,500 SF	Small group meetings and community use
	Lounge / Pre-Function	±500 SF	Informal gathering/set-up and circulation space
	Storage	±300 SF	Event and facility support
<b>Upper Level Total</b>		<b>±4,700 SF</b>	
<b>Total Building Area</b>		<b>±10,500 – 11,500 SF</b>	Excludes outdoor terrace

**NOTES:**

1. \*Patron capacity figures shown are preliminary and approximate, based on provisions of the International Swimming Pool and Spa Code (ISPSA) and conceptual-level measurements. Final patron and bather capacities will be determined through detailed aquatic design and final architectural documentation. Assumption used for calculation: 12SF/person for zero-depth and water play pool, 15SF/person for lap lanes and diving board pools.

2. Establishing the space dedicated to the aquatic facility and associated area is the first step of design. Subsequent design decisions will be based on the size and geometry of that space. The amenities will drive patron load which correlates to the amount of deck space, number and size of the filtration system and bathroom facilities. It is important at this stage to understand that the regulations established for public pool facilities are all interrelated. If the Common Council has a priority for the aquatic facility design, be that patron load, specific amenities, or additional support facilities such as a community room, those should be identified early in the design as they will drive all of the other design elements.

POOL & SHARED-USE BUILDING LOCATION – PRO/CON MATRIX			
LOCATION	PROS	CONS	KEY TAKEAWAY
Along Cedarburg Road	<ul style="list-style-type: none"> <li>• Provides a visual and physical buffer between the pool area and Cedarburg Road</li> <li>• Strengthens street presence and visibility of public investment</li> <li>• Supports street festivals and events with concessions and restrooms facing Cedarburg Road</li> <li>• Helps define a clear civic edge and gateway condition</li> </ul>	<ul style="list-style-type: none"> <li>• Places restrooms, concessions, and support spaces farther from other park amenities</li> <li>• Concessions oriented toward Cedarburg Road may feel disconnected from primary pool activity</li> <li>• Less integrated with internal park circulation and gathering areas</li> </ul>	Street-oriented, event-forward approach. Prioritizes visibility and buffering over convenience and integration with internal park and pool activity.
North of the Pool	<ul style="list-style-type: none"> <li>• Centralized location improves proximity to pool deck, restrooms, and support spaces</li> <li>• Better integrates pool, park, and library uses</li> <li>• Activates both the interior of the site and Cedarburg Road through visibility and programming (Redbud Plaza)</li> <li>• More flexible for year-round community use beyond aquatics</li> </ul>	<ul style="list-style-type: none"> <li>• Slightly reduces pool deck and zero-depth entry area compared to a Cedarburg-front location</li> <li>• Provides less direct buffering between the pool and Cedarburg Road</li> <li>• May require additional landscape or design measures to reinforce the street edge (Redbud Plaza)</li> </ul>	Pool- and park-centered approach that emphasizes user convenience, operational efficiency, and year-round flexibility, with modest trade-offs to pool deck size and street buffering.

CONCEPT COMPARISON MATRIX			
CATEGORY	REFINED MASTER PLAN 1	REFINED MASTER PLAN 2	REFINED MASTER PLAN 3
Overall Organization	Highly centralized activity core	Balanced distribution across site	Pool-focused allocation
Pavilion Location	Central	Southwest	Southwest (reduced amphitheater)
Building Location	Along Cedarburg Road	North of pool	North of pool
Relationship to Cedarburg Rd	Building anchored to road	Activated through plaza and building	Activated through plaza and building
Pool Experience	More internal to site but noise conflict risk	Slightly reduced pool/pool deck area	Largest pool deck, zero-depth, and water play
Noise & Use Conflicts	Higher risk due to concentration	Minimized through separation	Minimized through separation
Event Functionality	Strong hub, potential congestion	Flexible, dispersed event spaces	Slightly reduced event space, still flexible
Open Lawn Space	Maximized	Maximized	Slightly Reduced
Flexibility & Balance	Event-focused	Most balanced	Pool-prioritized
Key Trade-off	<p><b>Energy vs. conflict</b>  <i>Plan 1 is the strongest for large centralized events but introduces more conflicts due to concentration.</i></p>	<p><b>Balance vs. modest reductions</b>  <i>Plan 2 provides the most balanced distribution of uses but sacrifices some minimal space to pool amenities.</i></p>	<p><b>Modest pool gain vs. slight open space loss</b>  <i>Plan 3 trades minimal lawn area to gain space back to pool amenities for more prioritized flexible pool use.</i></p>

BASEBALL FIELD LOCATION COMPARISON MATRIX					
	Rotary Park	Lemke Park	Village Park	Concordia University	Homestead HS
<b>Site Conditions:</b>					
Total Field Count	4	2	3	1	1
Total Viable Fields	1	1	1	1	0
Other Users	Yes	Yes	Yes	CUW   Chinooks	Softball
Lights	No	No	Yes	Yes	NA
Ability to Meet WIAA	High	Medium	Medium	Yes   Meets & Exceeds	NA
Host Tourneys	Yes	Yes	Yes	Yes	NA
Known Constraints	NA	NA	Flooding   Reduction to 2 fields	User Conflict   Practice Time	Slope, woods, isolated natural resource, wetland indicators, proximity to residential, funding/donations
Needs for Viability	Temporary Lights	Temporary Lights	Modifications to Existing Fence and Lights Will Reduce Total Field Count	Scheduling Coordination	Master Planning
Infrastructure	Covered dugouts Bleachers w/ Net Outfield Fence Parking Batting Cage (2) Concessions	Covered dugouts Bleachers   No net Outfield Fence Parking Batting cage (1) Concessions	Covered dugouts Bleachers Outfield Fence Parking Concessions	Covered dugouts Bleachers w/ Net Outfield Fence Parking Batting Cage (2) Concessions	NA



11333 N. Cedarburg Road  
Mequon, WI 53092-1930  
Phone: 262/236-2914  
Fax: 262/242-9655

---

[www.cityofmequonwi.gov](http://www.cityofmequonwi.gov)

**Planning**

**TO: Committee of the Whole**  
**FROM: Kim Tollefson, Director Community Development**  
**DATE: January 13, 2026**  
**SUBJECT: REVPAR Inc. Hotel Room Tax Policy Analysis**

---

### **Background**

The Hotel Development Feasibility contract with REVPAR, Inc. has multiple phases of work, and the contract requires City authorization to proceed with subsequent phasing to ensure a cost-effective and efficient approach to the market analysis findings. At the COTW meeting on December 9, 2025, the Committee reviewed the results of the completed Phase 1 Market Study.

In the Committee's opinion, the results of the Phase 1 Market Analysis did not support additional phases of the contractual scope of services, except for the targeted policy analysis of a hotel room tax. The following provides the proposal from REVPAR to conduct a narrowed focused analysis of implementing a hotel room tax.

### **Analysis**

REVPAR's original scope of services includes consideration of hotel room tax. This analysis was slated as one part of many financial elements included in Phase 3, Economic Impact Analysis. A hotel room tax was discussed by the Council at the financial workshop in May of 2025 in consideration of additional revenue sources. Subsequently, REVPAR Inc. prepared a refined scope for analysis of hotel room tax for the Council's consideration (see attached). The analysis includes the following:

- Review of existing city and state tax rates
- Review of lodging tax rates in surrounding area
- Assessment of historical analysis of occupancy, revenue of existing hotels to determine potential tax benefit
- Analyze the state requirements for funding use and amounts retained by the City
- Presentation of analysis

### **Fiscal Impact**

The proposed cost of \$6,900 can be paid equally from TID No. 4 and No. 5. A revised REVPAR agreement to address this detailed analysis can be administratively authorized, should the

Council wish to pursue this revenue resource.

**Recommendation**

Planning staff recommends the targeted policy analysis of a hotel room tax in consideration of additional revenue sources.

Attachments:

REVPAR Proposal: Room Tax Rate Analysis

December 15, 2025

Ms. Kim Tollefson  
Community Development Director  
City of Mequon, WI  
11333 North Cedarburg Road  
Mequon, WI 53092



1020 N. Fairfax Street  
Suite 320  
Alexandria, VA 22314  
Phone: (703) 838-9707

Email: [ktollefson@cityofmequonwi.gov](mailto:ktollefson@cityofmequonwi.gov)

**Re: Occupancy/Bed Tax Rate Analysis, Mequon, WI**

Dear Ms. Tollefson:

REVPAR International is pleased to submit this proposal in connection with providing advisory services relative to the above-referenced project.

### UNDERSTANDING & SCOPE OF WORK

We understand that the City would like REVPAR International to conduct *desktop* research to establish an appropriate Occupancy/Bed Tax rate to be charged by the City of Mequon on hotel rooms revenue generated by the three existing hotels within the city, as well as any future lodging units added at a future date.

Our methodology will include a review of the City’s and State’s other tax rates, such as sales or food and beverage, if applicable, as well as the lodging tax rates in nearby municipalities. Our goal will be to establish a fair and equitable lodging/occupancy tax without impacting the existing hotels’ ability to compete in the market area. As part of our research, we will try to determine whether historical rooms revenue for the three existing hotels is publicly available from other tax submissions to the City or State. If available, we will present a historical analysis of the potential occupancy tax that the City could have collected. If the historical rooms revenue or tax submissions are not available, REVPAR International will estimate the hotels’ rooms revenue based on publicly available data from nearby submarkets and then estimate the City’s lodging/occupancy tax potential. Additionally, we will review the use requirements for the municipally-collected occupancy tax set by the State of Wisconsin and estimate the amounts that may be retained by the City and placed in their general fund versus that which must be allocated to destination promotion or other state requirements.

Once the foregoing has been completed, we will summarize our findings and conclusions in a brief memorandum. The memo will contain our findings, assumptions, and conclusions, as well as all pertinent charts, tables and data in support of the foregoing. All assumptions involved in these estimates will be clearly defined and included in the analysis. Once we deliver the memo, we will plan to speak with you to discuss these findings, if you so desire.

### PROFESSIONAL FEES

Our professional fees for undertaking the above assignment will be based on our hourly rates multiplied by the time required to complete the assignment. Our hourly billing rates are as follows:

Project Director	\$610.00 to \$750.00
Project Managers	\$300.00 to \$475.00
Analysts	\$180.00 to \$275.00
Administrative Staff	\$125.00

Based on the foregoing, our professional fees are estimated to be \$6,900.00 so long as the scope of work identified above does not change.

In addition, we request reimbursement for out-of-pocket expenses incurred in performance of the assignment, such as travel, lodging, and meals. Since this assignment is desktop, no out-of-pocket expenses are anticipated. If deemed necessary to more accurately depict historical monthly market or financial trends, we may purchase certain custom hotel reports (i.e., STR, Benchmark), which run \$350 to \$700 per report and are billed as an out-of-pocket expense to the client.

If, at any time during the course of our study, you desire that we terminate the assignment, we will write you a brief letter summarizing our findings and charge you only for that time actually incurred to-date at our regular hourly rates, plus expenses.

As is customary in assignments of this nature, we request a retainer prior to commencing the work. The retainer is applied to our final billing for the project. Progress billings are made during the course of the assignment, and are payable prior to submission of the deliverable for the next component of work. All of our fees and expenses are payable prior to submission of the final report.

Notwithstanding the fee payment schedule set forth above, if at any time while performing this assignment it becomes necessary to suspend work for a period of thirty (30) days or more, then REVPAR International will be entitled to bill for the portion of the assignment completed up to the suspension (less any retainer paid) at its current hourly rates.

Please note that payment of our professional fees and other expenses are not contingent on the findings of the market study, a loan closing, or any other pre-arranged condition.

## TIMETABLE

Based on current commitments, we will be prepared to commence the assignment shortly upon your authorization to proceed and receipt of the requested retainer. Barring any unusual circumstances, we will submit the deliverable within 4 to 5 weeks of commencement of the fieldwork.

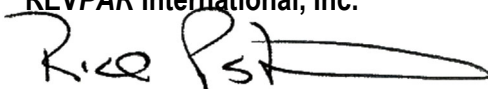
All REVPAR International deliverables are submitted to you electronically in Adobe PDF format. Hard copies are available for an additional fee.

## ACCEPTANCE

If the foregoing correctly states the nature of the work you wish undertaken at this time, you agree to the *General Provisions* on the following page, and arrangements are satisfactory, please sign a copy of the "Acceptance and Retainer Invoice" page (provided on the last page) and return it to us, together with the requested retainer, as our authorization to schedule the assignment. If you have any questions or require further explanation, please let us know.

We certainly appreciate the opportunity to submit this proposal and look forward to working with you on this interesting assignment.

Sincerely,  
REVPAR International, Inc.



Richard E. Pastorino  
Founder & CEO



Chris Cylke  
President & COO

## GENERAL PROVISIONS

**This is all for internal use only and cannot be distributed to any outside 3<sup>rd</sup> parties.**

### 1. SCOPE OF WORK

REVPAR International shall perform the services defined in this proposal provided that this proposal is properly executed within sixty (60) days. Otherwise, the proposal shall be deemed null and void and no services will be provided in connection therewith.

### 2. PAYMENTS

A. Subsequent to receiving the "retainer," REVPAR International will invoice the Client upon completion of each component or on a monthly basis at rates shown in the "Professional Fees" section. Any estimates of professional fees or expenses as stated in the proposal shall not be construed as a fixed quote but only an estimate unless otherwise specifically stated in this proposal. REVPAR International will provide any additional services over and above the defined scope at our standard hourly rates unless other arrangements are agreed to in writing. The professional fees and hourly rates provided are valid for sixty (60) days from the date of this proposal unless otherwise stated in the proposal.

B. REVPAR International also requires reimbursement for out-of-pocket expenses incurred in performance of the assignment, such as travel, meals, and lodging. Such out-of-pocket expenses shall be billed to the Client at cost without mark-up or premium. In addition to the foregoing, all projects are charged a flat fee for economic-demographic data and IT costs.

C. Payments will be due and payable in full within thirty (30) days of the date of the invoice. If fees and expenses that have been invoiced to the Client are not paid in full within thirty (30) days of the due date, REVPAR International reserves the right to suspend all work until payment is made and apply a service charge of 1.5 percent per month or fraction thereof to the total unpaid sum. In addition, REVPAR International reserves the right to pursue all lawful remedies including work stoppage and retention of all documents. In the event a lien or suit is filed or arbitration is sought to collect overdue payments under the Agreement, the Client agrees that the prevailing party shall be entitled to collect for its legal fees, court costs, and all other expenses reasonably related to the claim in question. In the event the Client fails to pay an invoice in full, REVPAR International shall have the right to institute collection procedures. The Client shall be responsible for all costs of collection including litigation costs, reasonable attorney's fees, and court costs.

D. Client is defined as the party signing the Agreement and shall be responsible for payment of the fees stipulated in the Agreement. Payment of the fee is not contingent upon any predetermined value or on an action or event resulting from the analyses, opinions, conclusions, or use of the consulting/appraisal report.

### 3. OWNERSHIP OF DOCUMENTS

A. This study may not be duplicated in whole or in part without the specific written consent of REVPAR International nor may this report or copies hereof be transmitted to third parties without said consent. Exempt from this restriction is duplication for the internal use of the client-addressee and/or transmission to attorneys, accountants, or advisors of the client-addressee. Also exempt from this restriction is transmission of the report to any court, governmental authority, or regulatory agency having jurisdiction over the party/parties for whom the deliverable was prepared, provided that this report and/or its contents shall not be published, in whole or in part, in any public document without the express written consent of REVPAR International, Inc. Finally, this report shall not be advertised to the public or otherwise used to induce a third party to purchase the

property or to make a "sale" or "offer for sale" of any "security", as such terms are defined and used in the Securities Act of 1933, as amended. Any third party, not covered by the exemptions herein, who may possess this report, is advised that they should rely on their own independently secured advice for any decision in connection with the subject for which this deliverable was prepared. REVPAR International shall have no accountability or responsibility to any such third party.

B. All reports, data, calculations, and supporting records or materials acquired, compiled or prepared by REVPAR International as instruments of services shall remain the property of REVPAR International. Upon completion of the project, REVPAR International will deliver the stated deliverables per the proposal. Under no circumstances shall the Client be entitled to any proprietary computer models, which have been specifically designed by REVPAR International for the preparation of hospitality-related feasibility studies, valuations, and appraisals, among other analyses. These models will remain the property of REVPAR International, Inc.

C. The Client agrees that all reports and other work furnished to the Client or its agents, which are not paid for, will be returned upon demand and will not be used by the Client for any purpose whatsoever.

### CONDITIONS

A. Client is responsible for ensuring that all information REVPAR International may reasonably request or require is provided on a timely basis and is accurate and complete. Information provided by Client or others will be accepted without audit or verification and will be assumed to be accurate and correct. Client shall also notify REVPAR International if it subsequently learns that the information provided is incorrect or inaccurate or otherwise should not be relied upon.

B. REVPAR International's services outlined in this engagement letter will be based upon research, knowledge of the industry, and other data and sources available to us.

C. Client understands and acknowledges that the inability to secure meetings with competitors and industry participants, due to factors outside REVPAR International's control such as current economic conditions, companies' current financial situation, companies' current strategic priorities, or timing considerations, should not be construed as REVPAR International's failure to perform the scope of work described in this engagement letter.

### 4. USE AND DISTRIBUTION OF DELIVERABLES

A. Our report and any associated materials submitted to the Client may not be used in any prospectus or printed material used in connection with the sale of securities or real estate, or participation interests to the public, or in any newspaper publicity or other public forum, without our express prior written consent. The scope of our study and reports thereon will not include the possible impact of zoning or environmental regulations, licensing requirements, or other restrictions concerning the proposed project except where such matters have been brought to our attention and are disclosed in the report.

B. Reuse of any material described above by the Client on extensions of this project or on any other project without REVPAR International's written authorization shall be at the Client's risk, and the Client agrees to indemnify, defend, and hold harmless REVPAR International from all claims, damages and expenses, including attorney's fees, arising out of such unauthorized use or reuse.

## 5. LIMITATION OF LIABILITY

- A. We shall have no obligation to update our findings regarding changes in market conditions that occur subsequent to the completion of our fieldwork, or changes in the input of assumptions or information provided by the Client after our review of such information is complete, unless subsequently engaged to do so.
- B. The findings may contain financial information, estimates or opinions that represent reasonable expectations of the professional staff at a particular point in time. However, such information, estimates or opinions will not be offered as predictions or as assurances that the particular level of income or profit will be achieved, or that events will occur as indicated. Actual results achieved during the period covered by the financial analyses will vary and the variations may be material.
- C. All statements of fact in the report which are used as the basis of the REVPAR International's analyses, opinions, and conclusions will be true and correct to the best of the REVPAR International's knowledge and belief. REVPAR International does not make any representation or warranty, express or implied, as to the accuracy or completeness of the information or the state of affairs of the Subject Property furnished to REVPAR International by Client.
- D. Client acknowledges that any opinions, recommendations, and conclusions expressed during this assignment will be rendered by the staff of REVPAR International, acting solely as employees and not as individuals. Any responsibility of REVPAR International is limited to the Client, and use of our product by third parties shall be solely at the risk of Client and/or third parties.
- E. Since the estimates contained in our report will be based on assumptions about circumstances and events that are inherently subject to uncertainty and variations, we cannot guarantee that the results will actually be achieved. We will exercise our best efforts, however, and will assign to the work professional personnel having the required competence. In any event, our liability to you for any damages arising out of our results or recommendations will not be greater than the amount paid to us for the professional services provided. You will indemnify and hold us harmless from, and at our option will defend us against, costs or liabilities of any nature whatsoever which result from claims against us by third parties in connection with our work on your behalf, except that this indemnification will not apply to the extent that a final judicial decision results in a finding of gross negligence or willful misconduct against us.

- F. Any projections of future rents, expenses, net operating income, mortgage debt service, capital outlays, cash flows, inflation, capitalization rates, discount rates, or interest rates are intended solely for analytical purposes and are not to be construed as predictions of REVPAR International and/or the appraiser. They represent only the judgment of the authors as to the assumptions likely to be used by market participants and sellers active in the marketplace, and their accuracy is no way guaranteed.
- G. No shareholder, trustee, partner, member, beneficiary, director, officer, manager, security holder, employee, agent, representative or other person acting for or on behalf of REVPAR International or Owner shall have any personal liability for any obligations entered into for or on behalf of such party, and the assets of any such person shall not be subject to any claims or actions relating to any obligations of such party. This shall survive the termination of this project and proposal.
- H. In the event of any dispute between Client and REVPAR International relating to this Agreement, or REVPAR International's or Client's performance hereunder, REVPAR International and Client agree that such dispute shall be resolved by means of binding arbitration in accordance with the commercial arbitration rules of the American Arbitration Association, and judgment upon the award rendered by the arbitrator(s) may be entered in any court of competent jurisdiction. Depositions may be taken and other discovery obtained during such arbitration proceedings to the same extent as authorized in civil judicial proceedings in the State of Virginia. The arbitrator(s) shall be limited to awarding compensatory damages and shall have no authority to award punitive, exemplary or similar type damages. The prevailing party in the arbitration proceeding shall be entitled to recover from the losing party its expenses, including the costs of arbitration proceeding, and reasonable attorney's fees.

Client acknowledges that REVPAR International is being retained hereunder as an independent contractor to perform the services described herein and nothing in this Agreement shall be deemed to create any other relationship between Client and REVPAR International. This assignment shall be deemed concluded and the services hereunder completed upon delivery to Client of the consulting/appraisal report discussed herein and REVPAR International's receipt of Client's full payment of all fees due under the Agreement

These Terms and Conditions, between REVPAR International and the Client for whom the above referenced services are being performed, shall be deemed a part of such Agreement as though set forth in full therein. The Agreement shall be governed by the laws of the State of Virginia. This agreement constitutes the entire Agreement between the parties and shall supersede any and all negotiations or prior oral and/or written agreements between the parties prior to the date hereof, and no modification of the Agreement shall be binding unless evidenced by an agreement in writing signed by the parties.

Any change in this agreement shall be confirmed in writing.



## COMMITTEE OF THE WHOLE PLANNING CALENDAR - 2026

ITEM	PRINCIPAL	TIME
<b>January 13</b>		
Civic Campus Master Plan	Tollefson	60
Hotel/Motel Tax Proposal	Tollefson	15
<b>February 10</b>		
Traffic Calming/Speed Deterrence	Lundeen/Riley	75
Brush Site Improvements	Lundeen	15
<b>March 10</b>		
Port Washington Road Rezoning	Zader	45
FEMA Floodplain Map Amendment	Zader	30
<b>April 14</b>		
Emerald Ash Borer Policy	Lundeen	30
Specimen Tree Ordinance	Lundeen	30
<b>May 12</b>		
ARPA Expense Reallocation(s)	Jones	30
<b>June 9</b>		
Personnel Handbook Update	Wolff	75
ITEM	PRINCIPAL	TIME

## COMMITTEE OF THE WHOLE PLANNING CALENDAR - 2026

<b>July 14</b>		
Legal Compliance Update	Sajdak	60
<b>August 11</b>		
<b>September 8</b>		
<b>October 13</b>		
<b>November 10</b>		
<b>December 8</b>		
<b>Future/Other Policy Items for Discussion/Consideration/Analysis</b>		
JCC Redevelopment Consultation; S. Central Development Consultation; SW Industrial Re-Zoning; Deer Management; Road Program/ROW Asset Proritization; ADA Compliance; TID #3 Public Improvements; Opitz Cemetery; Facilities Study Update; Fleet Study Update		