



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

www.cityofmequonwi.gov

Office of the City Clerk
Taped and Televised

**COMMITTEE OF THE WHOLE
Regular Meeting
Tuesday, April 14, 2026 - 6:30 PM
Christine Nuernberg Hall**

Agenda

- 1) Call to Order and Roll Call**
- 2) Approval of Meeting Minutes**
 - a) Meeting Minutes of March 10, 2026
- 3) Resolutions**
 - a) **RESOLUTION 4279** - A Resolution Adopting the Mequon Commons Master Plan
- 4) Discussion Items**
 - a) FEMA Floodplain Map Amendment Update
- 5) Informational Items**
 - a) Committee of the Whole Planning Calendar
- 6) Adjourn**

DATED: April 9, 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

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**COMMITTEE OF THE WHOLE
Regular Meeting
Tuesday, March 10, 2026 - 6:30 PM
Christine Nuernberg Hall**

Minutes

1) Call to Order and Roll Call

The meeting was called to order by Mayor Nerbun at 6:30 p.m.

Present:

Mayor Nerbun, Alderman Strzelczyk, Alderman Tolocko, Alderman Mayr, Alderman Hansher, Alderman Bach, Alderman Parrish, Alderman Bratt, Alderman Gebhardt

Also present: City Administrator William Jones, Assistant City Administrator Jessica Wolff, City Clerk Caroline Fochs, City Attorney Brian Sajdak, Director of Community Development Kim Tollefson, City Engineer Kristen Lundeen, Assistant Director of Community Development Jac Zader, and interested public.

2) Approval of Meeting Minutes

a) Meeting Minutes of February 10, 2026

MOTION:	Meeting minutes of February 10, 2026
MOVER:	Alderman Robert Strzelczyk
SECONDER:	Alderman William Gebhardt
AYES:	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
RESULT:	Approved by Voice Acclamation

3) Discussion Items

a) Common Council Decision to Exercise Extraterritorial Zoning Authority

Assistant Director of Community Development Zader, introduced the item and provided a background. Extraterritorial zoning allows cities to have control outside their corporate boundary and adopt an area to expand an ordinance. A Joint Extraterritorial Zoning Committee (JETZCO) was created made up of three citizen members of the Mequon Planning Commission and three Grafton citizens. This Committee is allowed the ability to form a new zoning district or make amendments to existing districts. Mr. Zader briefly explained the benefits of such a team and how the City has previously adopted ordinances for three areas within the Town of Grafton, most recently in 2008.

The City has received two separate amendment requests within two of the existing areas and City staff is requesting Committee input on their action. Mr. Zader offered the following options:

1. The City can affirm its authority to exercise decisions by reestablishing JETZCO for one or both areas and consider amending the existing zoning.
2. The Committee can adopt an ordinance to terminate the existing ordinance and allow the Town of Grafton all authority.
3. Create an ordinance to update the zoning without reestablishing JETZCO. This does not fully follow statute and allows for possible challenges from a developer. The development decisions would be made by the Planning Commission.

Mr. Zader also offered a hybrid option to #1 that would modify the ordinance from 2008. This would allow future rezoning to single-family residential homes with one unit per acre without JETZCO approval.

Committee discussion ensued with concerns focused primarily on the density of the subdivision and their lack of utilities and how this could affect Mequon residents. Several members voiced their interest in a wide buffer at the shared boundary to preserve and prioritize Mequon residents along Pioneer Road. A straw poll was taken directing City staff to reestablish JETZO with a unanimous result.

b) A Consultation for a Proposed Residential Development and Associated Utility Service for a Property Located on 107 Acres West of Baehr Road, South of Donges Bay Road and North of Lily Lane Nature Preserve

Mr. Zader provided an introduction and the request for Committee guidance on the subject of zoning and utilities. The site is zoned as R4 Industrial and has been presented to the Committee several times in the past with alternative developments. The plan brought forward today includes 10,000 square foot lots in the Northern subdivision which is not currently allowed and there is a lack of existing utilities to offer the new builds.

Public Works Director/City Engineer Lundeen explained the utility challenges this project would encounter under the current sewer service for the area. The City has 23 lift stations it maintains, including one that services Enterprise Drive, but it would not reach the Southern subdivision. The project developer is requesting that the City convert that lift station to allow

service to their new builds. This would require a condition and capacity assessment of the station prior to its title transfer to the City.

Committee members shared concerns about the lift station's capabilities. Members also provided input regarding the site plan itself, including the density and small size of the lots in the Northern subdivision, entrances to each subdivision, its proximity to industrial buildings, garage placements, and the water rate of return and its effects on existing Mequon residents.

Mr. Miller, the developer of the proposed site, spoke about the ability to remain economically viable in this location. The lift station would require upgrading regardless, and asks the City to take control over that portion of the project to allow the development to proceed as planned. Tom Jansen, owner of the property, expressed his support of this plan.

The Mayor called for several straw polls from Committee members to provide City staff direction. All members agreed that some form of residential planning is appropriate for this site. Six out of nine members would allow for the 10,000–13,000 square foot lots in the Northern subdivision. After further discussion, six out of nine members voted in favor of the City maintaining long-term lift station operations. Seven out of nine members were in favor of requiring two entry points for each subdivision.

4) Informational Items

- a) Committee of the Whole Planning Calendar

5) Adjourn

MOTION:	Motion to adjourn at 8:02 p.m.
MOVER:	Alderman Peter Bratt
SECONDER:	Alderman Kelly Tolocko
AYES:	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
RESULT:	Approved by Voice Acclamation

Respectfully Submitted,
Janet Meyer, Deputy Clerk



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Community Development

TO: Committee of the Whole
FROM: Kim Tollefson, Director Community Development
DATE: April 14, 2026
SUBJECT: RESOLUTION 4279 - A Resolution Adopting the Mequon Commons Master Plan

Background

In December 2024, Common Council authorized a contract for civic campus master planning through American Rescue Plan Act (ARPA) funding with The Lakota Group. The Council, with The Lakota Group, Kapur Engineering and an internal staff team, have accomplished each of the three phases associated with the scope of services. With the accumulation of work that has occurred during each phase, a final draft of the Mequon Commons Master Plan is presented. Common Council input is sought to ensure the plan reflects the work and decision-making completed over the course of the past fifteen (15) months, and to confirm the final master plan.

The Mequon Commons Master Plan focuses on enhancements to the community park serving as a vital, centralized gathering space within the City's traditional and pedestrian-oriented Town Center neighborhood. The master plan shares the public, city volunteers, community stakeholders and elected officials' vision and guides future decision-making through an action plan. Several objectives and goals are identified, informing how to reimagine the civic campus. In the early stages of the process, the community confirmed the campus vision as a cohesive, dynamic, inclusive and a shared civic space that fosters community engagement and pride in Mequon's identity.

Attached is the final draft of the master plan which outlines the process, objectives and goals established through extensive engagement sessions, and that identifies core amenities, visual preferences and a series of concept plans that were continuously refined. The plan includes the necessary technical and financial analysis including engineering, costs, phasing and funding opportunities.

Analysis

Prior Common Council Committee of the Whole Direction: Based on concept plan review and direction from the Common Council Committee of the Whole (COTW), the final plan accomplishes the following:

- Contemporizes and improves a variety of year-round recreational and civic services to

activate the campus and create a true community identity (*preliminary concept plans C1 and C2 were preferred*).

- Maintains the community pool on campus (*reinforced decision from Spring 2024 Strategic Planning Workshop and additional workshop meetings in 2025 and 2026*).
- Prioritizes pool reconstruction as the first phase of implementation for the master plan (*the plan identifies pool and supporting infrastructure as phase one and staff has developed a draft internal timeline for implementation*).
- Ensures the pool area accommodates several amenities, including green space and play areas as well as a multipurpose pool building.
- Anticipates alternative locations for the baseball field (*keeping Rennie name for field at an alternative location, opportunity for improved and modernized playing conditions*).
- Enhances connectivity and establishes a path hierarchy internal and external to the campus and offers seasonal use (*creates cohesiveness, promotes active engagement, and addresses multimodal access, specifically bicycle, pedestrians*).
- Draws varying interests and flexible opportunities within the open space and lawn (*program space based on a flexible and changing set of interests, do not overbuild, deliver a nature-focused aesthetic, and prioritize year-round activity*).

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.

Common Council Committee of the Whole Direction April 14, 2026

Final Mequon Commons Master Plan: At the upcoming meeting on April 14, 2026, The Lakota Group will present the draft final Mequon Commons Master Plan. The plan incorporates the Committee's input as well as input from other City Boards and Commissions and reflects public feedback received in Phases 1 and 2. Therefore, Committee of the Whole direction is requested for any remaining refinements and conclusions of the draft master plan and confirmation of its final, refined vision.

The following link provides direct access to the broadcast of the October 14, 2025, COTW meeting: <https://mequonwi.portal.civicclerk.com/event/1838/files/agenda/2119>

The following link provides direct access to the broadcast of the January 13, 2026, COTW meeting: <https://mequonwi.portal.civicclerk.com/event/1780/media>

City Staff Subsequent Action Steps: Pending adoption of the Mequon Common Master Plan, and in an effort to meet critical milestones associated with Phase I pool construction as well as limiting the disruption of associated campus activities, staff will complete the following action steps, subject to the Committee's direction:

1. Adopt the master plan and ensure the final document is available for public distribution and guidance for short- and long-term decision-making.

2. Advance the ongoing analysis and confirmation of alternative community baseball field location(s). This effort will include assessment of mobilizing necessary equipment and/or facility improvements.
3. Advance financial planning associated with Phase I implementation at the May 12, 2026, Common Council meeting.
4. Issuance of a Mequon Commons Master Plan Phase I RFP with contract award expected at the June 9, 2026, Common Council meeting to plan for a 2028 pool opening (see attached draft Pool Timeline).

Fiscal Impact

There is no fiscal impact related to adoption of the Mequon Commons Master Plan.

Recommendation

A recommendation is forthcoming from the Committee of the Whole on April 14, 2026.

Attachments:

Draft Mequon Commons Master Plan, Pool Design Timeline

COMMON COUNCIL
OF THE
CITY OF MEQUON

RESOLUTION - 4279

RESOLUTION 4279 - A Resolution Adopting the Mequon Commons Master Plan

RECITALS

A. Town Center neighborhood plans, the Tax Increment District No. 3 and the City's 2025 Park & Open Space Plan contemplate an improved and reimagined Civic Campus.

B. In response to a Request for Qualifications (RFQ), The Lakota Group was awarded a contract for the creation of a civic campus master plan utilizing Federal ARPA funds.

C. The Lakota Group, Mequon Common Council, City Boards and Commissions, the public and an internal staff team engaged in a 15-month planning process, resulting in the creation of the attached Mequon Commons Master Plan.

D. The Mequon Commons Master Plan will guide site design, site improvements, financial, operational and programming decision-making starting now and continuing through its final implementation, with oversight by the Common Council.

E. The Common Council Committee of the Whole (COTW), at its meeting on April 14, 2026, approved the Mequon Commons Master Plan.

BASED UPON THE FOREGOING RECITALS, IT IS RESOLVED by the Common Council of the City of Mequon, Wisconsin, that:

1. The Mequon Commons Master Plan, substantially in the form presented and as attached to this Resolution is adopted, subject to any necessary clerical, technical and/or legal changes deemed necessary and appropriate by the City Attorney.

Approved by: Andrew Nerbun, Mayor

Date Approved: April 14, 2026

I certify that the foregoing Resolution was adopted by the Common Council of the City of Mequon, Wisconsin, at a meeting held on April 14, 2026.

Caroline Fochs, City Clerk



Mequon commons

MASTER PLAN



THE
LAKOTA
GROUP.



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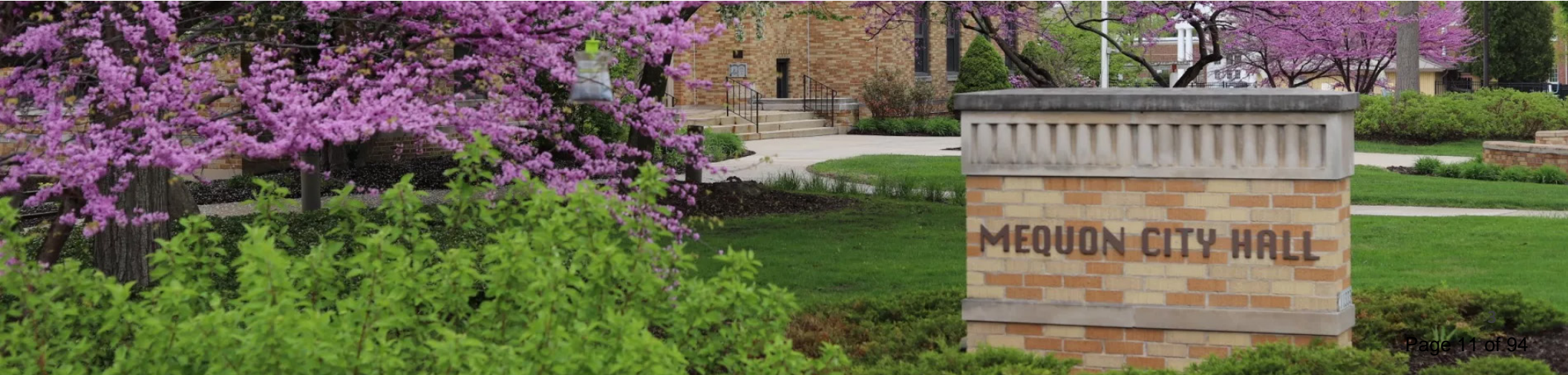
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Preface

Project Overview:

The City of Mequon is advancing a comprehensive master plan for its 15-acre Civic Campus—an interconnected collection of public lands and facilities that form the heart of community life for both the City of Mequon and the Village of Thiensville. With a clear and moderate-to-swift implementation timeline, this master plan is designed to serve the community over the next 30 years, providing a lasting framework for growth, development, and community life.

The campus currently includes City Hall, the Community Pool, Weyenberg Library, the Civic Center Community Park, Rennie baseball field, playgrounds, passive open space, the Opitz Cemetery, segments of the Ozaukee County Interurban Trail, parking areas, and supporting pedestrian infrastructure. Expanded in recent years to include a riverfront park along the Milwaukee River, the Civic Campus today represents a significant civic, recreational, and cultural asset within the City of Mequon, a community of approximately 25,500 residents within the greater Milwaukee metropolitan area.

Building upon recommendations from the City’s 2025 Park and Open Space Plan, this master planning effort focuses particularly on enhancements to the City Center Community Park. More broadly, the plan seeks to unify the campus as a cohesive civic commons—blending the functions of community hub, public square, park, and event venue into a dynamic and welcoming destination.

Strategically located along Cedarburg Road, adjacent to Mequon’s Town Center Neighborhood and off the main road to downtown Thiensville, the Civic Campus serves as a physical and symbolic gateway for both communities. The Ozaukee County Interurban Trail draws cyclists and pedestrians directly through the site, while trail connections extend east to the Milwaukee River and riverfront park. With major civic facilities on-site and private mixed-use development to the west, the campus plays a vital role in supporting economic development, private investment, and a vibrant, medium-density town center environment.

The Civic Campus has already established itself as a regional destination and community gathering place. Events—including Taste of Mequon, Winter Wonderland, and the Redbud Festival—activate the grounds and attract thousands of visitors, with Taste of Mequon alone drawing an estimated 12,000 to 15,000 attendees. These events benefit local businesses, foster community pride, and reinforce the campus’ role as a shared civic space.

This master plan seeks to capture and build upon that momentum by creating a holistic, forward-looking vision for the Civic Campus. The plan integrates park amenities, year-round programming, improved circulation, and strong connections to the surrounding neighborhood. The goal is to enhance accessibility, strengthen the campus’ identity as a gateway activity hub, and support long-term economic vitality and community cohesion.

At the core of this effort is a commitment to meaningful community engagement. Through broad public input and stakeholder collaboration, the City of Mequon aims to ensure that the Civic Campus reflects the aspirations, values, and needs of its residents and community partners. The resulting vision and action plan will guide the continued evolution of Mequon’s civic core—reinforcing its role as a vibrant, inclusive, and enduring center of community life.



Where is the Civic Campus?

11345 N. Cedarburg Road
Mequon WI 53092

Objectives and Goals

Early focus groups showed strong interest in reimagining Mequon's Civic Campus as a vibrant, multifunctional destination. While the current town center supports active recreation and social gathering, many of its spaces are limited by seasonal use. Stakeholders highlighted the importance of strengthening civic identity, creating year-round activity, and establishing a central gathering place that reflects community pride while integrating a variety of uses within the surrounding context.

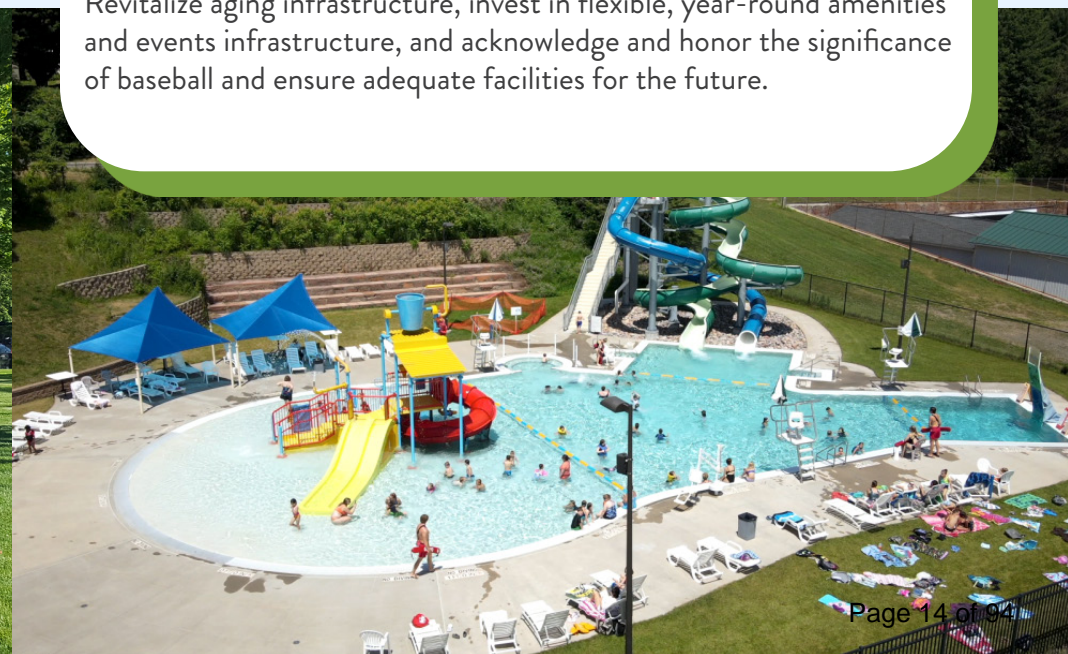
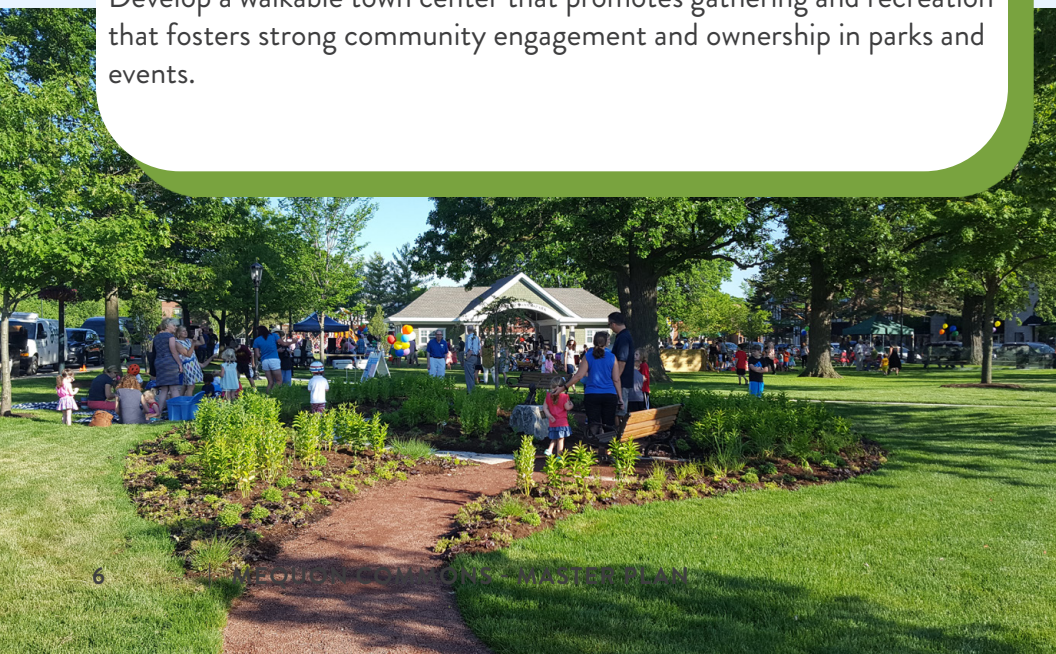
Moving forward, the plan emphasizes a more balanced mix of active and passive recreation. Designed to complement other offerings in Mequon, it aims to create a dynamic environment that can support and expand current and future events, while improving connections and fostering a stronger sense of cohesion with the broader area. Four guiding themes emerged:

CONNECTED TOWN CENTER

Develop a walkable town center that promotes gathering and recreation that fosters strong community engagement and ownership in parks and events.

CIVIC REINVESTMENT

Revitalize aging infrastructure, invest in flexible, year-round amenities and events infrastructure, and acknowledge and honor the significance of baseball and ensure adequate facilities for the future.



“Activate the space around the library, and connect it to the Interurban Trail.”

“The riverwalk is a lovely backdrop; this is another huge opportunity to draw people in.”

“The community is growing, the Town Center needs to grow with it.”

“Mequon began as a town, not a city or village, as such, its lacking a central place. That is where the need for the Town Center came from, and it has grown since.”

ACCESS TO NATURE

Expand public access to green space and sustainable landscapes and promote connectivity to riverfront and trails.

SUSTAINABLE GROWTH

Secure sustainable funding through public-private collaboration and maintain Mequon’s character through thoughtful growth.



Initial Assessment Observations and Findings:

The City of Mequon is at a pivotal moment in shaping the future of its Civic Campus. Implementation of the Town Center vision through significant private market investment, continued community growth, and evolving needs have prompted critical conversations about space allocation, infrastructure reinvestment, civic identity, and long-term funding. Through site walks, facility assessments, and stakeholder engagement with community leaders, user groups, and partner institutions, a consistent theme emerged: the need for a more centralized, walkable town center that unifies civic life, recreation, and public gathering.

This Initial Assessment summarizes existing site conditions and synthesizes stakeholder input to clarify how the campus is currently functioning—physically, programmatically, and operationally. It identifies key strengths, constraints, and areas of tension, while highlighting the opportunity to strengthen Mequon’s distinct character, address aging infrastructure, and establish a sustainable path forward for investment and growth.

Civic Identity & Downtown Framework

The Civic Campus contains many of the core ingredients of a downtown—City Hall, library, pool, athletic fields, open space, and proximity to the Town Center Neighborhood—yet it functions as a collection of individual uses rather than a cohesive civic core. Physical fragmentation, competing program demands, and aging facilities limit its ability to operate as a unified, walkable destination. Stakeholders consistently expressed a desire for a recognizable downtown and central gathering place that strengthens community identity. There is broad support for transforming the Civic Campus into a more vibrant, connected hub that builds upon recent Town Center momentum while preserving Mequon’s small-town character.





Public Safety & Municipal Facilities

Existing municipal buildings, particularly City Hall, are aging and functionally constrained. Discussions regarding potential co-location of police and fire services on the Civic Campus introduce additional spatial pressures on already limited land resources. While modernization of civic facilities is widely supported, there is concern that expanding public safety operations and infrastructure on the Civic Campus could displace valuable green space and gathering areas. Alternative locations were suggested. Opinions regarding City Hall range from renovation and reprogramming to expansion, with differing views on prioritizing office needs versus community-oriented space.

Aquatic Facilities

The Community Pool is a visible and valued feature of the campus but requires significant reinvestment. Its footprint occupies prime central space, creating tension with other potential uses. Feedback reflects both nostalgia and scrutiny. Many stakeholders support maintaining a community-based aquatic offering but are open to relocation, partnerships, or redesign to better serve multiple age groups and extend seasonal use. There is interest in more inclusive water features and improved amenities, balanced against concerns about redundancy with regional facilities and long-term operational costs.

Rennicke Field & Athletic Uses

Rennicke Field is a seasonally utilized space supported by significant prior community investment. The field holds deep cultural and historical significance for the Mequon community. However, its size and layout limit flexibility within the broader campus framework. Spatial constraints suggest that maintaining both a full-scale field meeting appropriate athletic association standards and an expanded aquatic facility will be challenging without significant reconfiguration. Baseball is viewed as a critical community asset, particularly for youth programs and Homestead High School. A strong contingent supports preserving and enhancing the field in its current location, while others are open to exploring alternative sites. The issue represents one of the most pronounced land-use tensions on the campus.



Open Space, Connectivity & Accessibility

The campus includes valuable open space and trail connections but lacks strong internal cohesion and seamless pedestrian access. Floodplain areas near the river and library are underutilized. Parking and ADA accessibility—particularly near the library—present challenges during peak use and events. There is strong support for flexible, multi-use green space capable of hosting markets, informal recreation, and community gatherings. Improved connectivity to the Interurban Trail, riverfront, and surrounding neighborhoods is a priority. Stakeholders see opportunities to better leverage the library’s setting through gardens, small gathering structures, and enhanced programming space.

Events & Programming

City-hosted events successfully draw regional attendance but strain existing infrastructure. Temporary staging, vendor layouts, and circulation patterns create congestion and operational challenges. The community values festivals and desires the ability to scale events beyond current limitations. There is support for more permanent event infrastructure, flexible plazas, and integrated vendor utilities to accommodate growth and diversify programming throughout the year.

Parks & Family Amenities

The Civic Campus park amenities are functional but modest compared to other regional parks. Playground facilities lack strong visual presence and integration with adjacent uses and drainage issues cause ongoing

maintenance issues. Families expressed interest in more engaging, interactive play environments with improved safety, visibility, and proximity to complementary amenities such as the library and pool. Strengthening connections among these uses could position the campus as a central family destination.

Frank L. Weyenberg Library

Discussion of the library centered on redeveloping low-lying areas—while accounting for the partial floodplain—into functional greenspace. Ideas included a storybook garden, permanent market stalls, and a gazebo for book clubs to better leverage the library’s location and programming. Parking and ADA access remain challenges, and improving visual and physical connections between family-focused amenities is a key priority. Together, the pool, park, and library could become a vibrant family destination with improved design, sightlines, and shared infrastructure.

Funding & Implementation Realities

Aging infrastructure and competing program demands require significant capital investment and strategic planning. Funding mechanisms are constrained by state-imposed property tax limits and limited non-profit or commercial partnerships, creating challenges addressing infrastructure concerns and expanding community services. Stakeholders emphasized fiscal responsibility and sustainable operations. There is interest in exploring public-private partnerships and revenue-generating amenities, provided they complement rather than compete with Town Center businesses. Lifecycle costs and maintenance commitments are viewed as essential considerations.

Growth & Community Character

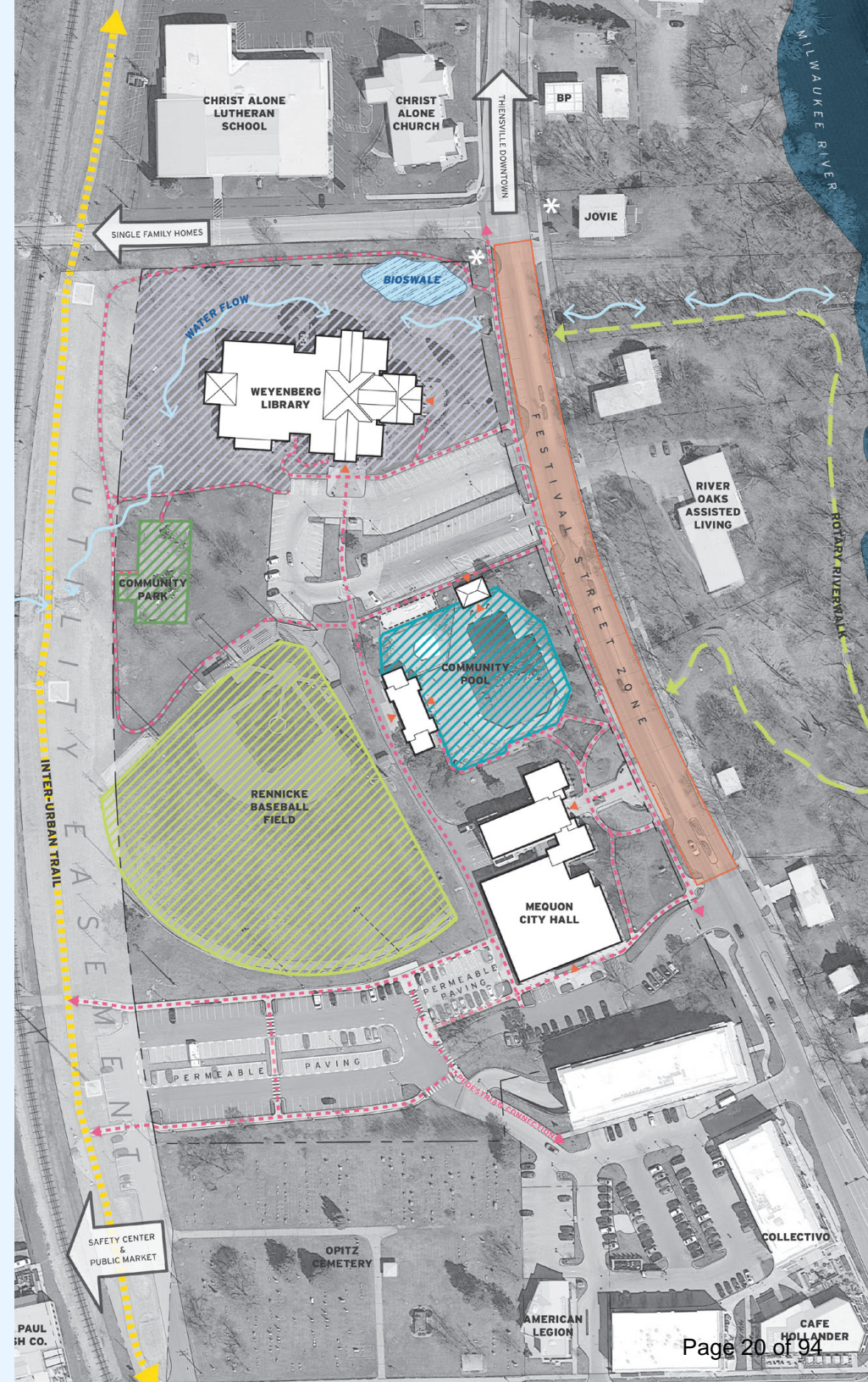
The Civic Campus sits at the intersection of growth and preservation. There is shared sentiment that unchecked overdevelopment could erode the city’s unique identity and community charm. Available land is limited, and multiple priorities compete within a constrained footprint. The community seeks thoughtful growth that enhances vibrancy while remaining true to Mequon’s identity. The Civic Campus is seen as a key opportunity to balance recreation, civic presence, flexibility, and inclusivity. Achieving this balance will require clear prioritization and strategic spatial decision-making.

Engineering & Utilities

The existing grading of the Civic Campus generally drains from the southwest toward the northeast via overland flow and an existing storm sewer network. At the northeast corner of the site, a culvert conveys stormwater under Cedarburg Road and discharges to the Milwaukee River. This portion of the campus lies within mapped 100- and 500-year floodplains. Existing development west of the Civic Campus routes stormwater beneath the railroad corridor and the Interurban Trail to a storm sewer system that flows west to east through the campus. Sanitary sewer and water main services for the existing campus buildings are assumed to be provided from Cedarburg Road. The western portion of the campus is located within an existing Wisconsin Electric Power Company ATC utility right-of-way. The redevelopment of the campus will require the preservation of existing drainage systems, floodplains, and easements.

SITE ANALYSIS DIAGRAM

The Civic Campus combines key civic, recreational, and community uses within a compact footprint. While current facilities and open spaces serve multiple functions, the campus lacks cohesion and clear connections. Opportunities exist to enhance mobility, flexible gathering, and recreational amenities while preserving green space and community character in order to create a more vibrant, unified civic hub.





Hands-on Engagement

The Approach

The development process for the Mequon Commons plan was marked by a multifaceted engagement strategy. This approach aimed to gather a wide range of perspectives and feedback to shape a space that reflects the community's diverse needs and aspirations. The engagement process was structured in two key phases, including targeted stakeholder engagement and broad community-wide involvement.



IN-DEPTH DISCUSSIONS

The journey to reimagine Mequon Commons began with extensive stakeholder engagement. The City proactively reached out to a diverse group of local influencers and decision-makers, including the Mequon Chamber of Commerce, City Staff and Common Council members, Mayor Nerbun, the Rotary Club, Weyenberg Library Director and staff, Thiensville Village staff, Parks and Open Space chair, the Rennie Family, Homestead High School, TMYBA & Friends of Rennie Foundation, event organizers, among others.

The project team actively participated in local events such as the Redbud Festival, spending time at the site to observe and interact with users and vendors through a pop-up workshop. This direct engagement was complemented by additional workshop events, including a community brainstorming workshop at the Mequon Public Market and a public visioning workshop at the American Legion Hall, which were instrumental in gathering public opinion on aspects like design, programming, and overall vision. As part of the comprehensive approach to engage the wider Mequon community in the development of the civic campus, digital platforms played a crucial role. Recognizing the diverse schedules and commitments of the community, especially young families, the project team implemented an online virtual visioning workshop. This approach proved to be highly effective, reaching an additional 200 residents, demonstrating the community's deep investment in the project.

In-depth interviews, focus group discussions, and community-wide feedback laid the groundwork for a comprehensive understanding of community needs and aspirations, with key focus areas emerging as central themes in the majority of these conversations.



Community Gathering & Civic Identity:

A central theme that emerged through engagement was the desire to strengthen the Civic Campus as Mequon's shared gathering space—one that feels distinctly rooted in the community's character. The Commons should prioritize a unifying open space framed by native landscapes and garden spaces, balancing active recreation with quieter areas for relaxation and reflection. Enhanced visibility and connections throughout the site would reinforce its role as a welcoming front door to the community. Updated amenities, comfortable shaded seating, informal concessions, and thoughtfully integrated recreation spaces could support daily use while creating a cohesive identity that blends civic pride, natural beauty, and community tradition.

Flexibility & Adaptability:

The Commons has the potential to function as a highly adaptable civic landscape capable of accommodating both everyday recreation and large-scale events. Stakeholders emphasized flexibility in scale and programming incorporating a large primary event space, with adjacent open areas that can expand for festivals, performances, and markets. A small stage and pop-up infrastructure could allow for temporary programming without permanently dedicating space to a single use. Aquatic facilities should be scaled and arranged appropriately to serve multiple age groups and activity levels, ensuring lessons, lap swim, and family recreation can occur simultaneously. Clear circulation routes, multipurpose open areas, and strategically placed amenities will allow the campus to evolve over time while remaining cohesive and easy to navigate.

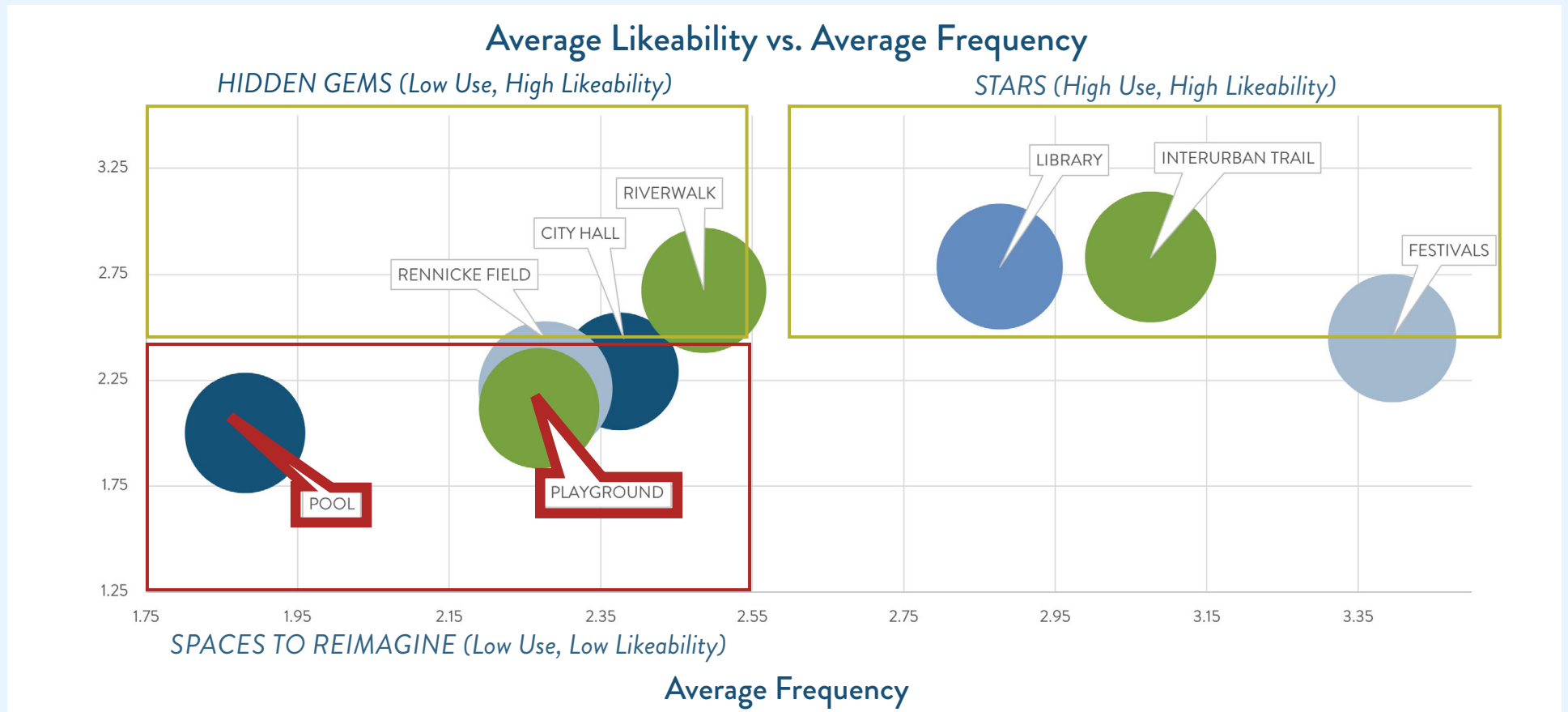
Programming & Seasonality:

Community input highlighted the importance of creating a campus that remains active throughout the year. The design should support seasonal activation through integrated infrastructure such as specialty lighting for evening events, accessible utilities for vendors and performances, and shaded picnic areas for summer comfort. Open lawns can host movies, concerts, and festivals in warmer months, while plazas and gathering areas transition seamlessly to accommodate food trucks and tents for fall celebrations and winter events. The aquatic area would support diverse experiences during peak season, complemented by flexible open spaces that support pop-up programming, educational workshops, and community celebrations. By designing with seasonality in mind, the Commons becomes a dynamic destination that evolves with the rhythms of the year.

THOUGHTFULLY CURATED ELEMENTS

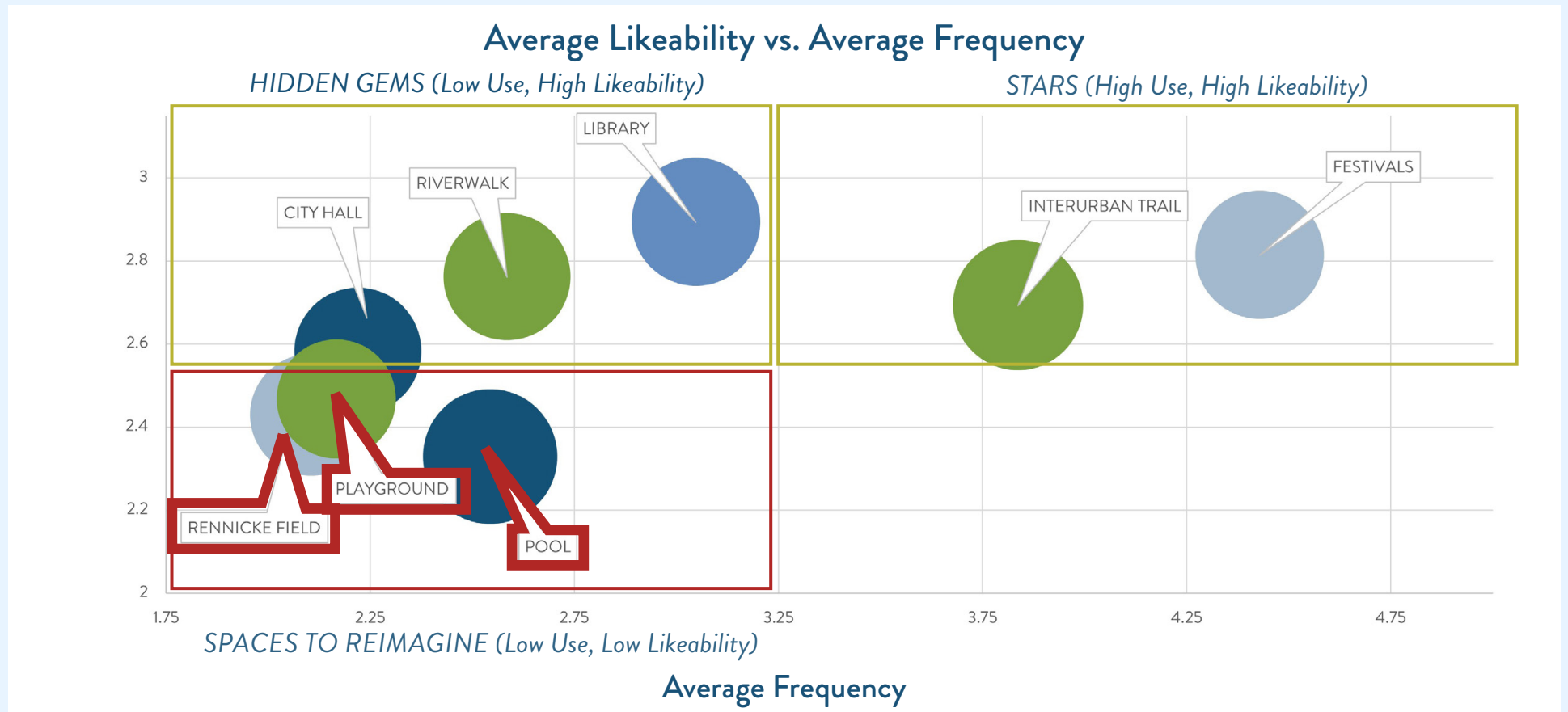
Feedback gathered during the brainstorming workshop and the Red Bud Festival pop-up confirmed that the Community Pool, Playground, and Rennieke Field are the highest-priority areas for reinvestment and transformation. Participants consistently emphasized the importance of improving these core amenities while strengthening their relationship to the broader Civic Campus.

Brainstorming Workshop Data:





Red Bud Festival Data:





NATIVE PLANTING - POLLINATOR HABITAT



BASEBALL FIELD



FLEXIBLE PLAZA



PASSIVE OPEN SPACE

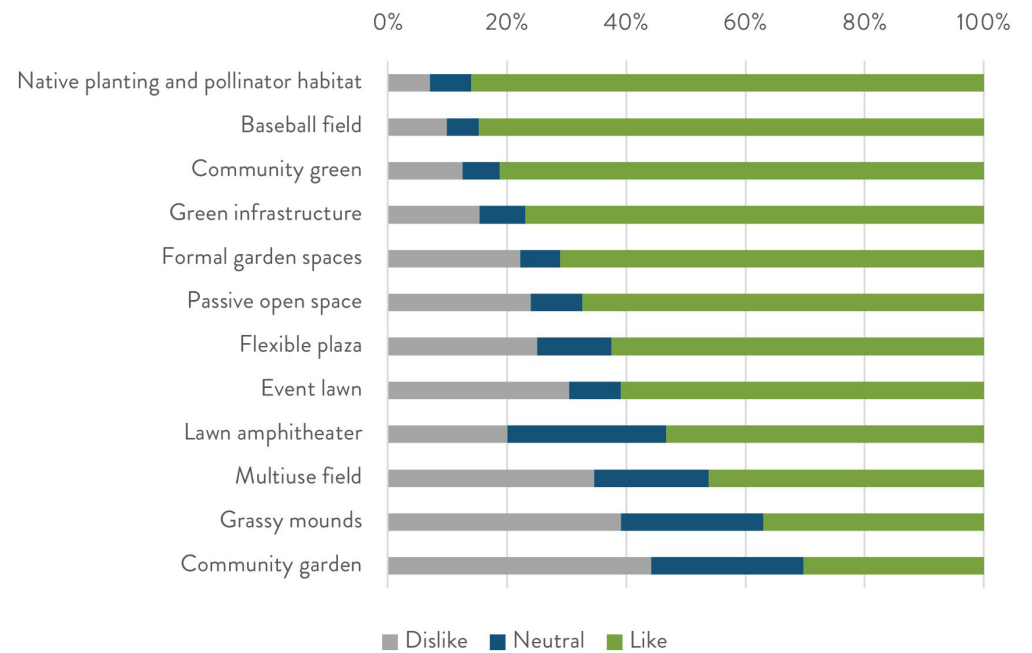


FORMAL GARDEN SPACES



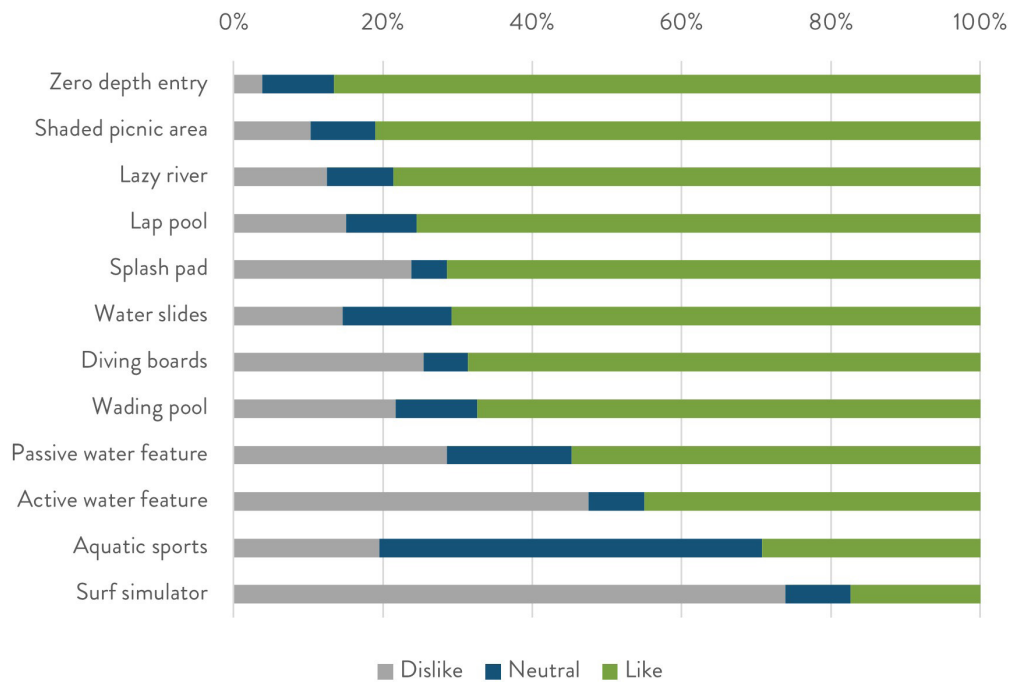
OPEN SPACE & LANDSCAPE CHARACTER

Community members expressed strong support for a landscape that feels distinctly rooted in Mequon’s natural identity. Native plantings, green infrastructure, and thoughtfully designed gardens were viewed as essential elements that would elevate the campus aesthetically while reinforcing environmental stewardship. A flexible community green emerged as a central organizing feature—capable of hosting events, informal recreation, and everyday gathering. Participants also emphasized the importance of maintaining baseball as part of the campus fabric, alongside passive open spaces that provide room for relaxation and unstructured use.



AQUATIC EXPERIENCE

The future of the aquatic facilities generated significant interest, with feedback pointing toward a more inclusive, family-oriented, and experience-driven environment. Desired features included accessible water entry, interactive play areas, and amenities that appeal to a broad age range—from young children to lap swimmers. Shaded picnic areas and flexible deck space were highlighted as important for comfort and extended stays.







RESTROOM BUILDING



MIXED USE LIBRARY



NEW CITY HALL



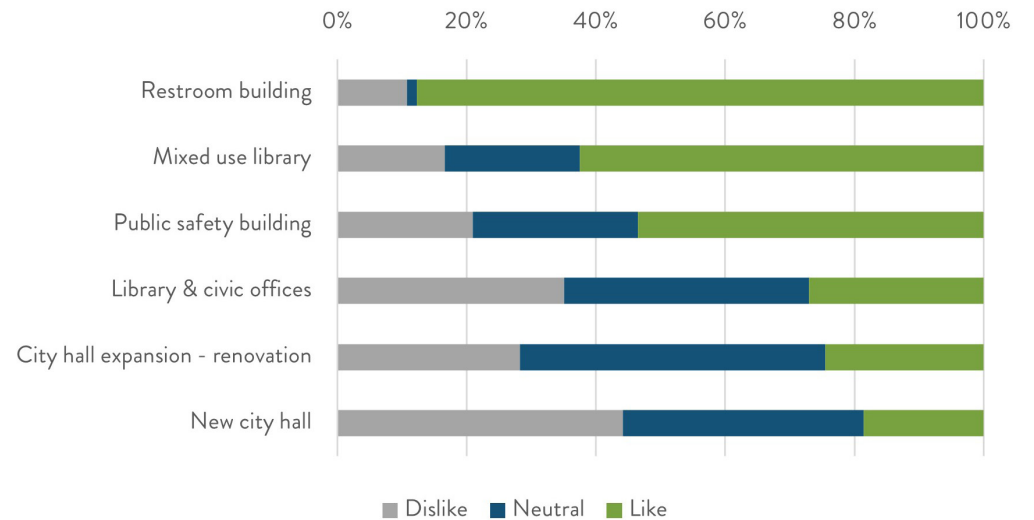
CITY HALL EXPANSION





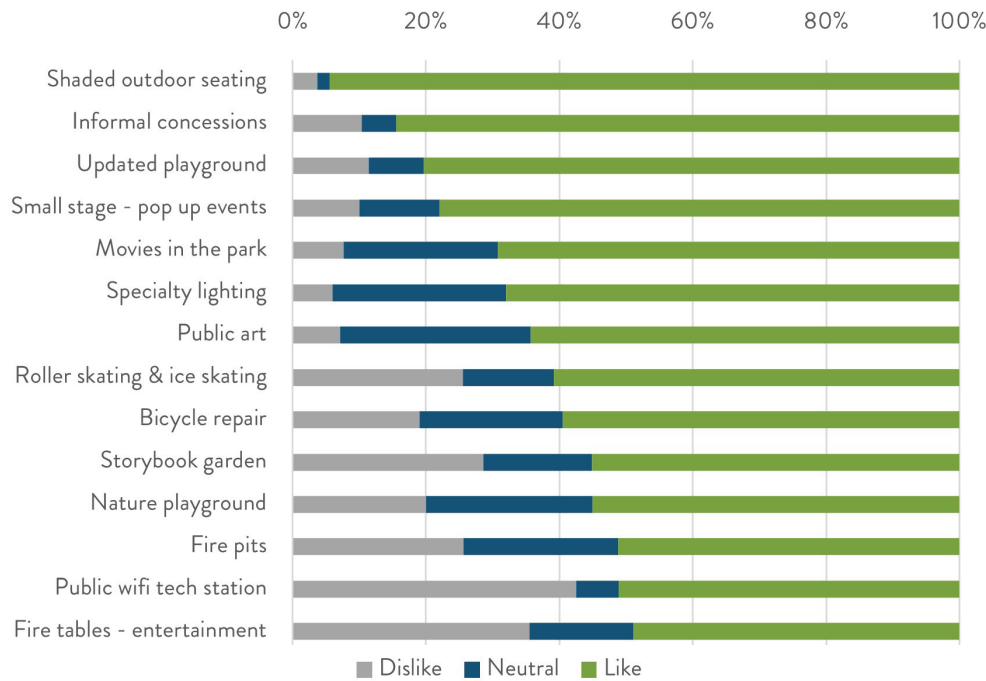
BUILDINGS & SUPPORT FACILITIES

Functional, well-located restrooms were consistently identified as essential infrastructure to support daily use and large events. Participants also expressed interest in enhancing or reimagining the library as a more integrated, mixed-use civic anchor—one that expands its role beyond traditional services to include gathering, programming, and outdoor engagement opportunities.



SPECIAL AMENITIES & EVENT INFRASTRUCTURE

Shaded outdoor seating and informal concessions were viewed as critical to making the campus comfortable and active throughout the day. An updated playground with stronger visual presence and adjacency to other family-focused amenities was strongly supported. Participants also highlighted the need for flexible event infrastructure, including a small stage or pop-up performance space, specialty lighting for evening activation, and the ability to host movies and community events on a central lawn. These elements were seen as key to supporting year-round programming and strengthening the campus as a regional destination.





INFORMAL CONCESSIONS



UPDATED PLAYGROUND



MOVIES IN THE PARK



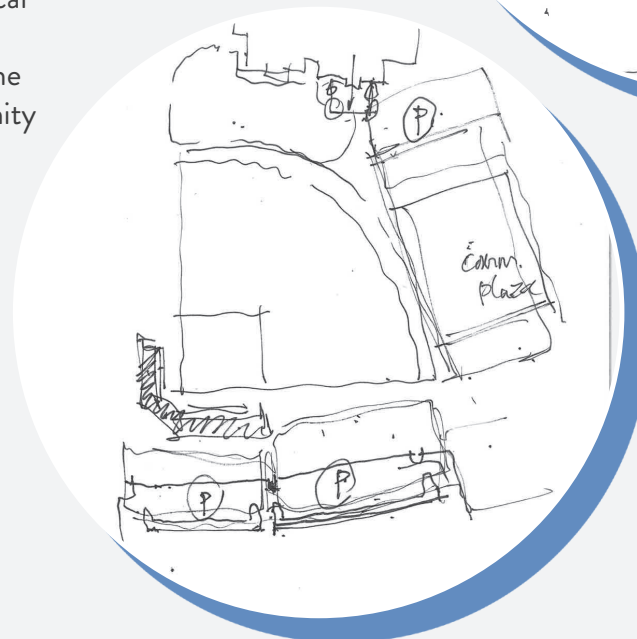
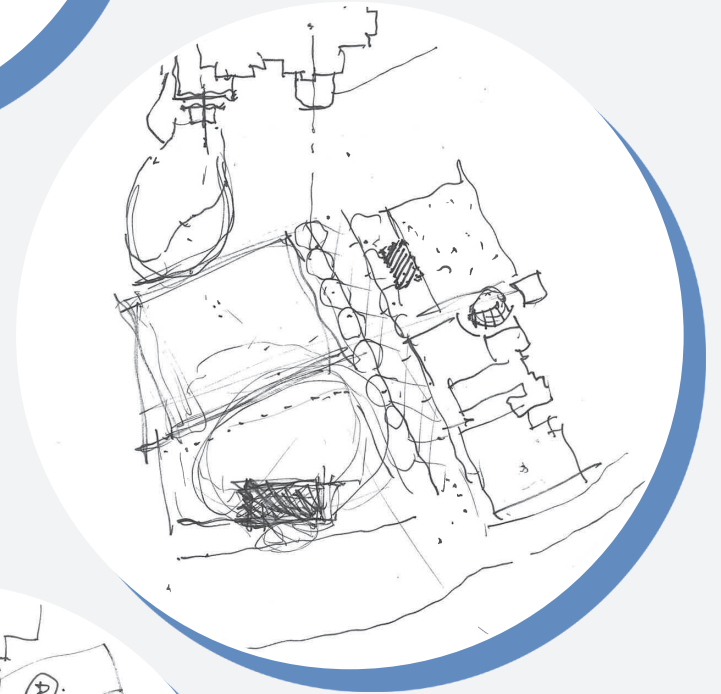
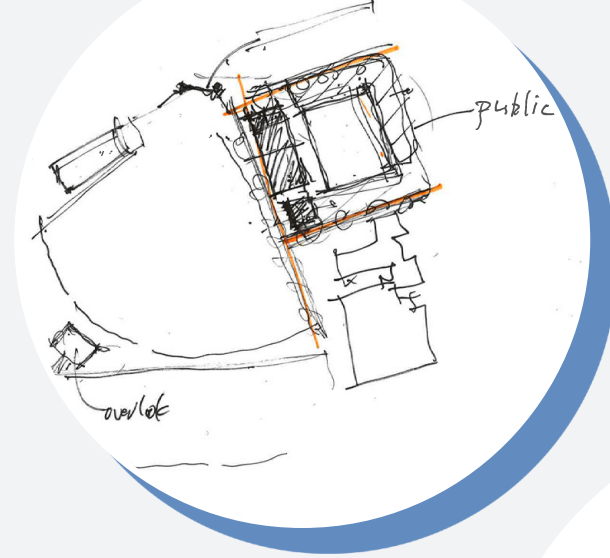
SMALL STAGE - POP UP EVENTS



Initial Concepts

Collectively, feedback from the engagement process provided clear guidance for future concepts: re-envision the Civic Campus as an active, welcoming, and multi-generational environment that reflects Mequon's identity.

Informed by this feedback and design team insights, six early-phase design concepts were developed to illustrate a range of possibilities to enrich and transform the civic campus. Engineering input informed early assessments of site feasibility and stormwater management. Each concept explores a different balance of recreational, civic, and ecological priorities—meant to prompt dialogue and identify key elements for ongoing consideration. These studies, serving as the starting point in the design process, were adapted and revised based on continued community and stakeholder input.



CONCEPT A

Concept A emphasizes a minimal, balanced approach that upgrades existing features while introducing modest new improvements. The design respects the current layout, enhancing aquatics and baseball within their existing footprints and focuses on shared infrastructure and flexible gathering spaces. Concept A serves as a “minimum” approach to assess receptiveness to scale and programmatic changes on site.

LEGEND

- | | |
|---|---|
| A FORMALIZED ENTRANCE
▪ GATEWAY ELEMENTS | H PRESERVED RENNICKE FIELD |
| B NEW HEAD-IN PARKING ON
DIVISION ST | I COVERED BLEACHERS |
| C STORY PATH GARDENS | J FLEXIBLE PLAZA |
| D DRY CREEK/NATIVE SWALE | K SHARED SUPPORT BUILDING
▪ BATHROOMS
▪ CHANGING ROOMS
▪ STORAGE
▪ CONCESSIONS |
| E ENHANCED PLAYGROUND WITH
COVERED SEATING AREA | L COVERED SEATING |
| F RENNICKE FIELD ENTRANCE
▪ DROP-OFF
▪ GATEWAY SIGN
▪ PLAZA | M NEW POOL
▪ ZERO-DEPTH ENTRY
▪ LAP LANES |
| G ENHANCED BLEACHERS AND
PRACTICE BULLPENS | N POOL DECK
▪ LOUNGE CHAIRS
▪ CABANAS |



CONCEPT B1

Concept B1 prioritizes a bold reimagining of the aquatics area, introducing an expanded, age-inclusive pool facility and relocating the baseball field off-site in favor of flexible civic spaces for year-round use. A new internal festival street supports events and improves site circulation

LEGEND

- | | |
|--|---|
| A FORMALIZED ENTRANCE
▪ GATEWAY ELEMENTS | K NEW POOL AQUATICS
▪ ZERO-DEPTH ENTRY
▪ LAP LANES |
| B NEW HEAD-IN PARKING ON DIVISION ST | L POOL DECK
▪ LOUNGE CHAIRS
▪ CABANAS |
| C STORY PATH GARDENS | M COVERED DINING |
| D DRY CREEK/NATIVE SWALE | N FESTIVAL STREET
▪ PARALLEL PARKING
▪ SPEED TABLES & BOLLARDS |
| E OUTDOOR READING TERRACE | O PARK SUPPORT BUILDING
▪ CAFE & BATHROOMS |
| F SHAKESPEARE GARDEN | P INTIMATE GATHERING LAWN
▪ FLEX PAVILION |
| G CONNECTIVE MULTI-USE PATHS | Q BOSQUE SEATING AREA |
| H ACTIVE RECREATION/FLEX LAWN | |
| I ENHANCED PLAYGROUND | |
| J AQUATIC SUPPORT BUILDING
▪ BATHROOMS/CHANGING ROOMS
▪ CONCESSIONS | |



CONCEPT B2

Concept B2 mirrors B1's emphasis on aquatics and civic flexibility but relocates the café/bathroom building to the center of the site. This tree-lined dining bosque becomes a shaded gathering destination and hub of site activity with playground located adjacent to the library instead of near the aquatic use as seen in B1.

LEGEND

- | | |
|--|--|
| A FORMALIZED ENTRANCE
▪ GATEWAY ELEMENTS | J NEW POOL AQUATICS
▪ ZERO-DEPTH ENTRY
▪ LAZY RIVER
▪ KIDS PLAY AREA |
| B NEW HEAD-IN PARKING ON DIVISION ST | K POOL DECK
▪ LOUNGE CHAIRS
▪ CABANAS |
| C STORY PATH GARDENS | L COVERED DINING |
| D DRY CREEK/NATIVE SWALE | M FESTIVAL STREET
▪ HEAD-IN PARKING
▪ SPEED TABLES & BOLLARDS |
| E OUTDOOR READING TERRACE | N PARK SUPPORT BUILDING
▪ CAFE & BATHROOMS |
| F ENHANCED PLAYGROUND
▪ COVERED SEATING
▪ PLAY LAWN | O INTIMATE GATHERING LAWN
▪ FLEX PAVILION |
| G CONNECTIVE MULTI-USE PATHS | P BOSQUE SEATING AREA |
| H ACTIVE RECREATION/FLEX LAWN | |
| I AQUATIC SUPPORT BUILDING
▪ BATHROOMS/CHANGING ROOMS
▪ CONCESSIONS | |



CONCEPT C1

Concept C1 shifts the focus to community gathering, with a central amphitheater lawn replacing the baseball field (relocated off-site) and an expanded network of gardens and outdoor spaces. Aquatic upgrades remain in their current footprint, while playground facilities are relocated to the south perimeter of the site, opening space near the library for a tranquil bosque.

LEGEND

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



CONCEPT C2

Concept C2 repeats the focus of community gathering shown in C1 with a slightly modified layout. Rotating the new aquatic upgrades so the support building fronts Cedarburg Road to screen the enhanced aquatics from the road. Upgraded playground facilities remain near their original location at the library.

LEGEND

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

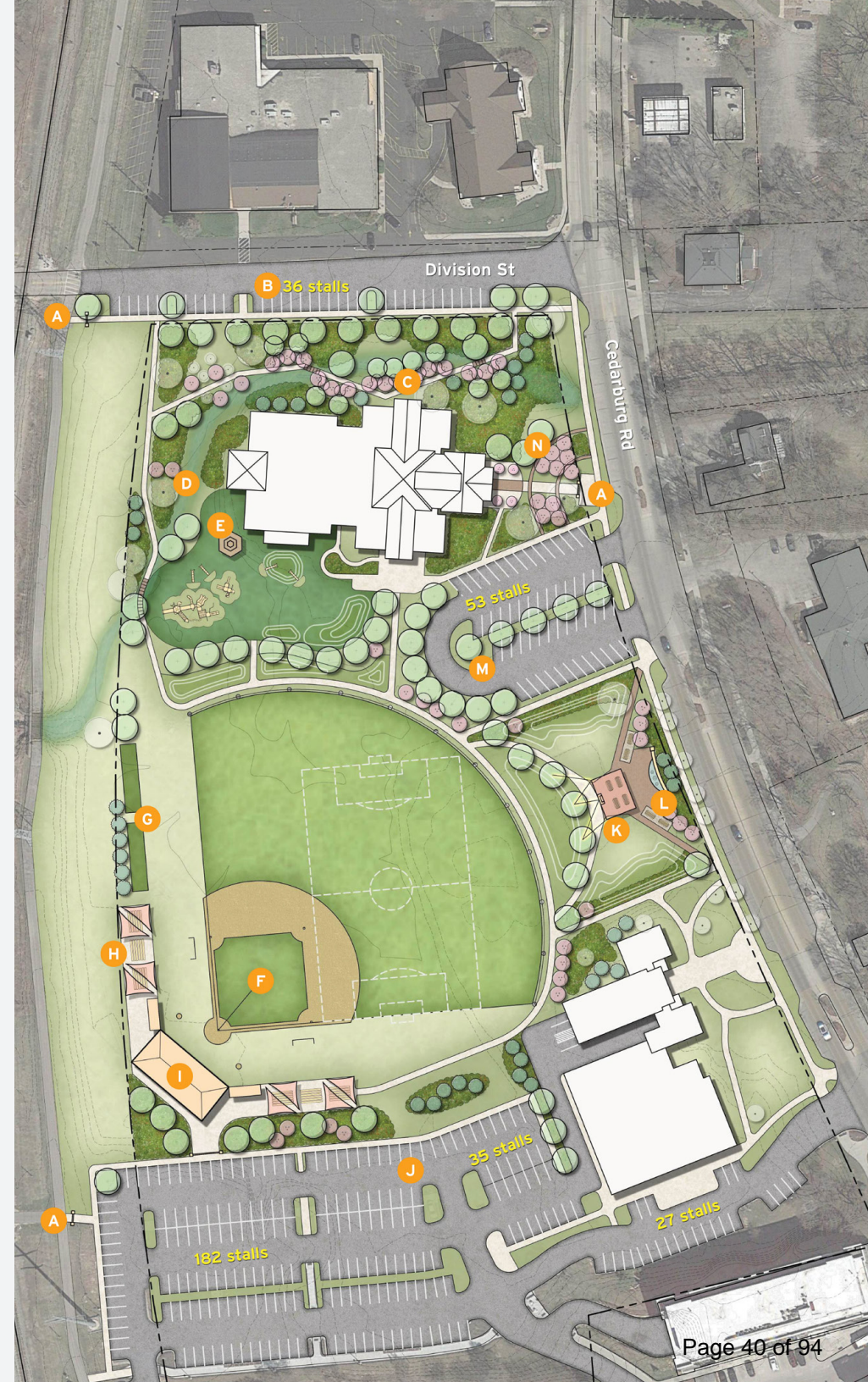


CONCEPT D

Concept D reinvests in baseball, proposing a right-sized, multi-use synthetic turf field while scaling back aquatics to a simple interactive water feature. The concept includes modest gathering spaces and nature-based play areas.

LEGEND

- | | |
|---|--|
| A FORMALIZED ENTRANCE
▪ GATEWAY ELEMENTS | H COVERED BLEACHERS |
| B NEW HEAD-IN PARKING ON DIVISION ST | I BASEBALL SUPPORT BUILDING
▪ BATHROOMS/CHANGING ROOMS
▪ CONCESSIONS |
| C STORY PATH GARDENS | J EXPANDED PARKING LOT |
| D DRY CREEK/NATIVE SWALE | K COMMUNITY GATHERING SPACE
▪ SHADED PICNIC SEATING
▪ FESTIVAL LIGHTING |
| E NATURE-BASED PLAYGROUND
▪ PLAY MOUNDS
▪ CENTRAL PAVILION | L INTERACTIVE WATER FEATURE |
| F NEW RENNICKE FIELD
▪ ARTIFICIAL TURF
▪ FENCING
▪ MULTI-USE FIELD STRIPING | M RECONFIGURED PARKING LOT |
| G PRACTICE BULLPENS | N FORMAL LIBRARY TERRACE |



Concept Feedback

Community and leadership feedback revealed differing preferences based on engagement format, but consistent priorities overall.

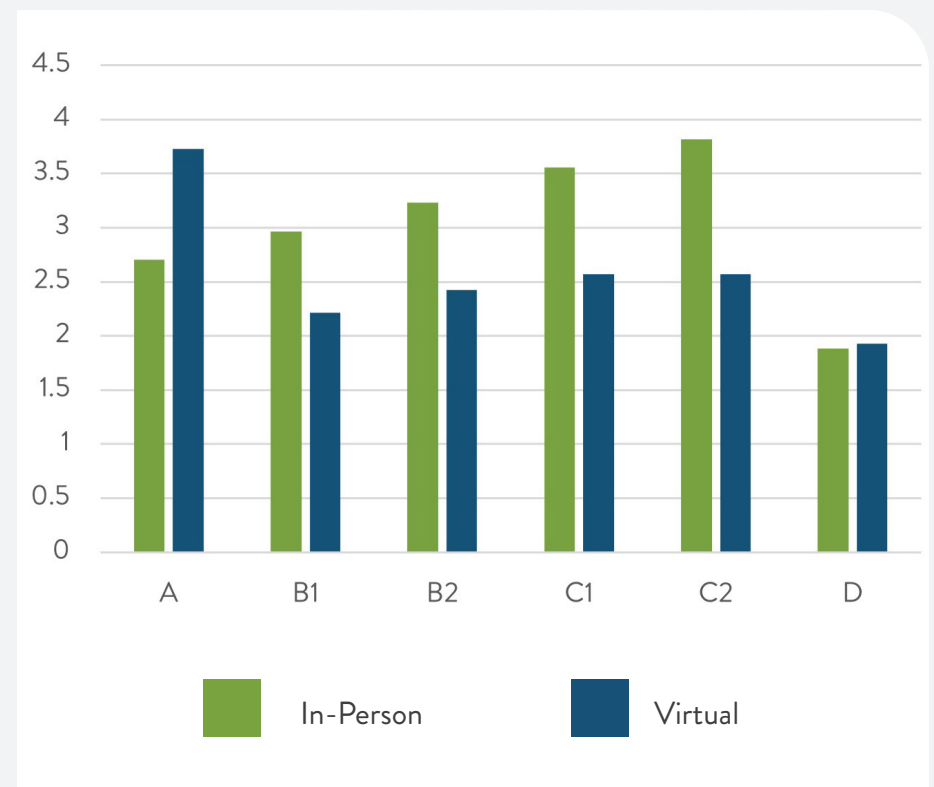
At the in-person Visioning Workshop, participants favored Concepts B and C, citing their expanded open space, enhanced aquatic amenities, flexible event areas, and stronger seasonal programming. While some concern was expressed about relocating Rennie Field, many participants supported the increased land-use flexibility and broader community benefit associated with reconfiguration. Visual preferences further highlighted strong support for open space elements such as the lawn amphitheater, flexible lawn, bike path nodes and rest areas, dry creek, native picnic garden, concessions and restrooms building, and various aquatic and specialty elements to support seasonal programming of the site.

In contrast, the Online Survey reflected stronger support for Concept A, which largely preserves the existing site layout and maintains Rennie Field in its current location. Concepts B and C received more mixed reactions in the virtual format, suggesting greater caution among respondents regarding significant site changes.

Following review of all concepts, the Common Council expressed an overall preference for Concepts C1 and C2, noting their balance of civic

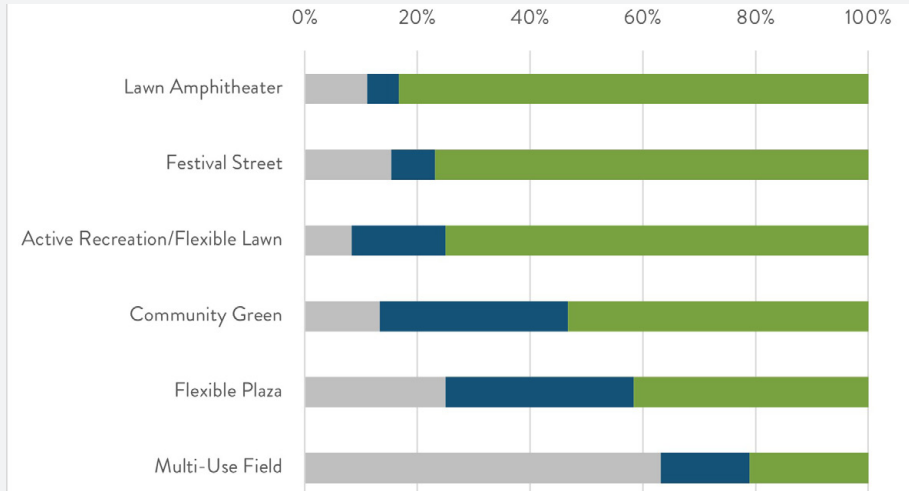
character, flexibility, and reinvestment in community-focused amenities. Direction for refinement included evaluating potential opportunities to preserve baseball while improving aquatic facilities, emphasis on confirming adequate aquatic facility space and program allocation, and ensuring a multi-use building centrally located on-site to support community gathering and future programming.

CONCEPT PREFERENCE

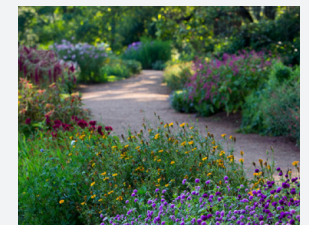
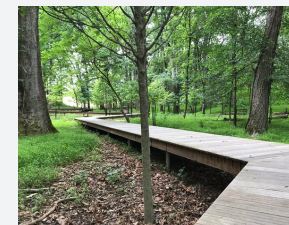
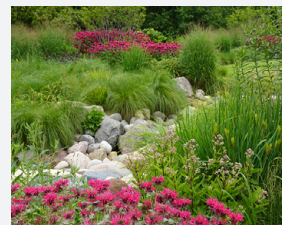
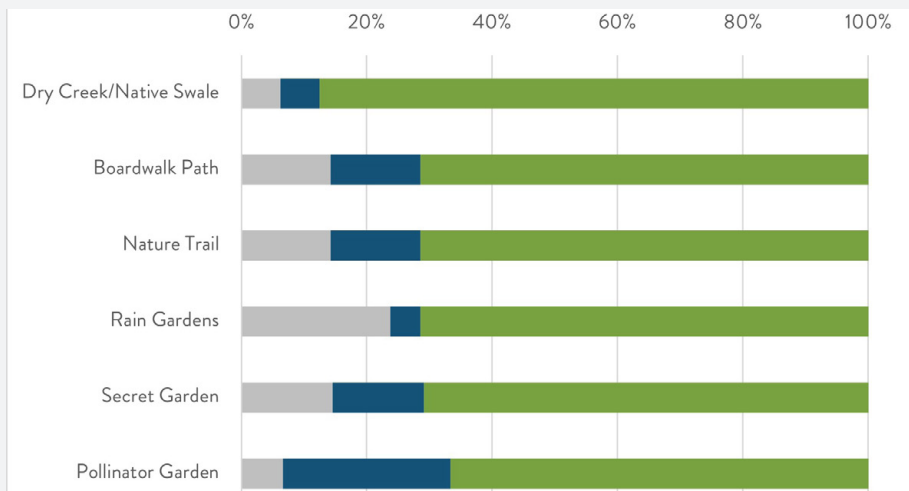


VISUAL PREFERENCE FEEDBACK - WORKSHOP #1

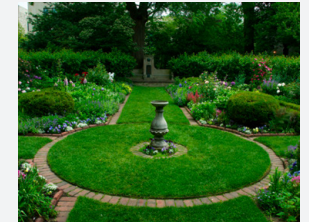
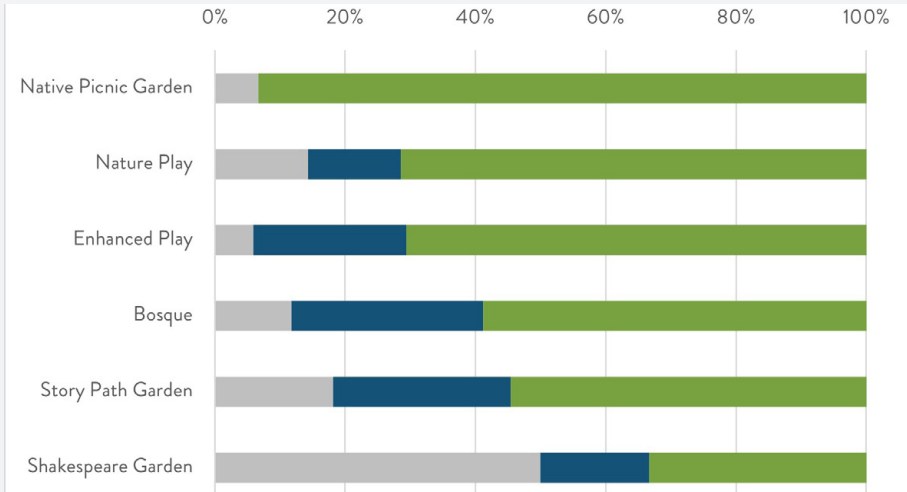
OPEN SPACE



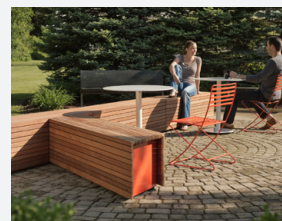
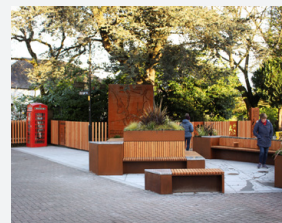
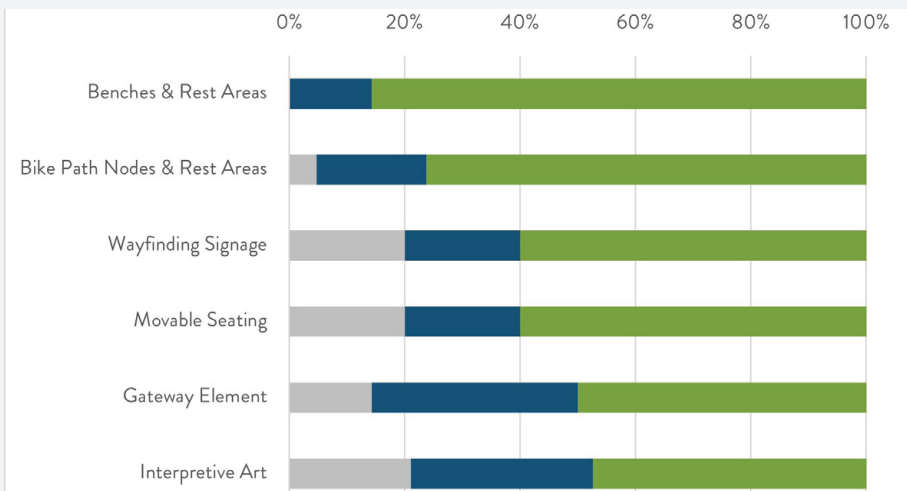
PROGRAMMED LANDSCAPES



SPECIALTY SPACES

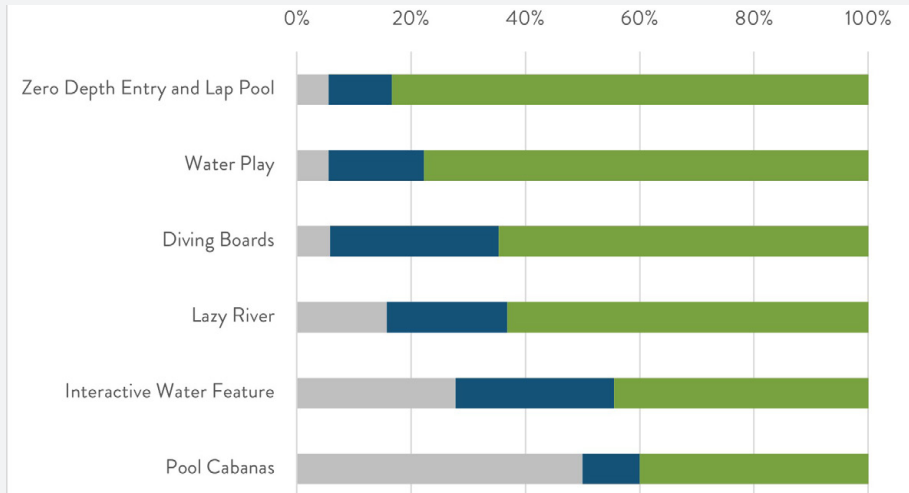


PLACEMAKING ELEMENTS

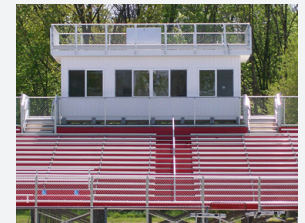
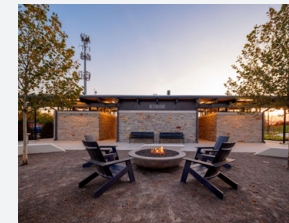
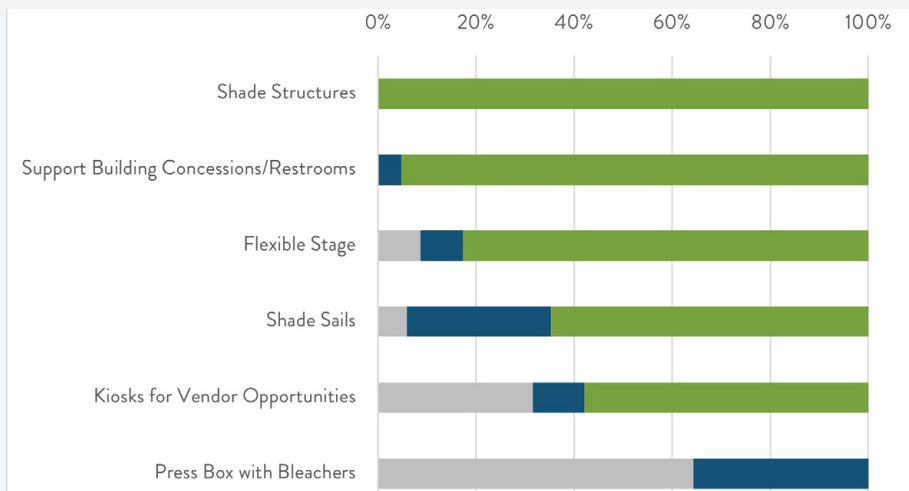


VISUAL PREFERENCE FEEDBACK - WORKSHOP #1

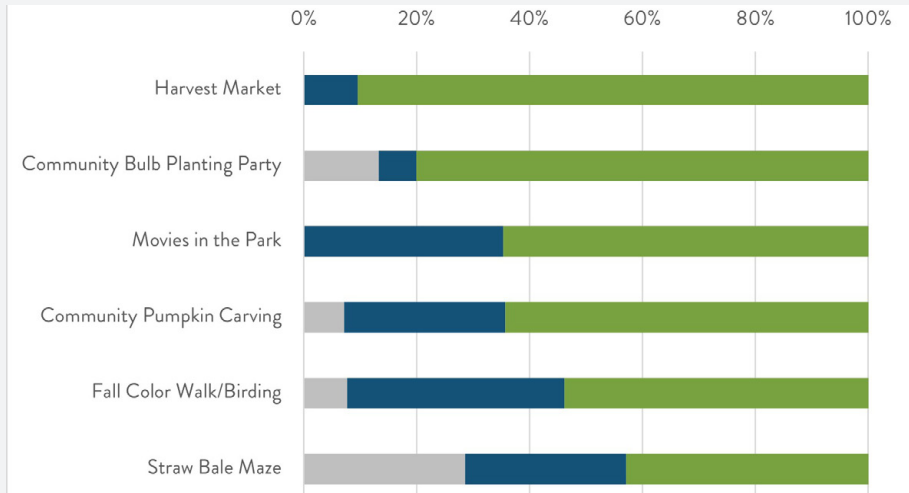
AQUATIC ELEMENTS



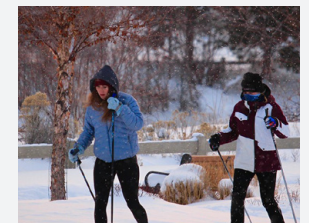
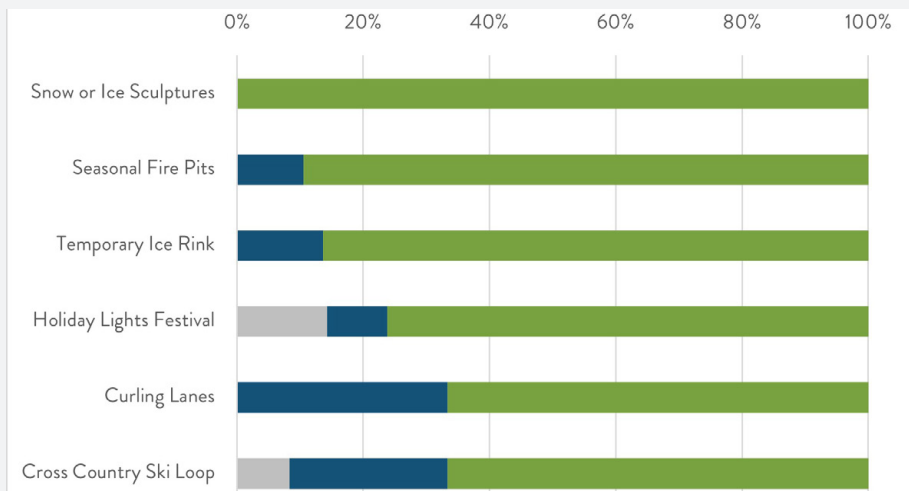
BUILDINGS & STRUCTURES



FALL ACTIVITIES

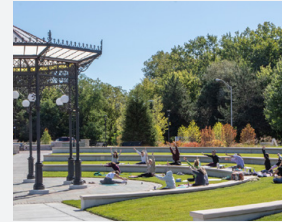
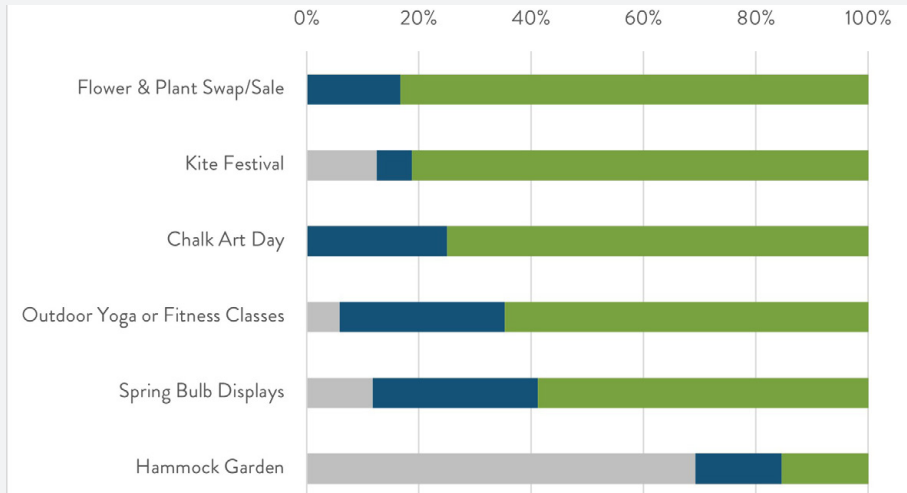


WINTER ACTIVITIES



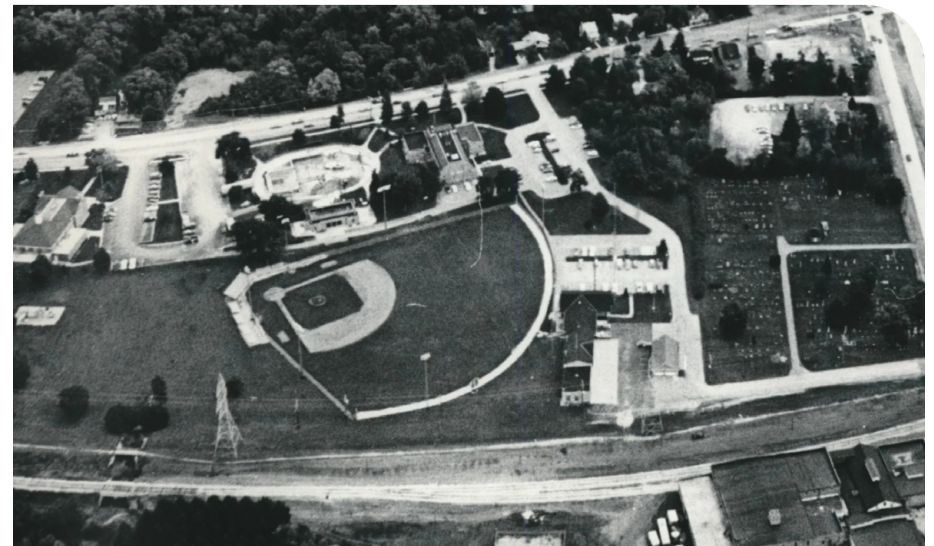
VISUAL PREFERENCE FEEDBACK - WORKSHOP #1

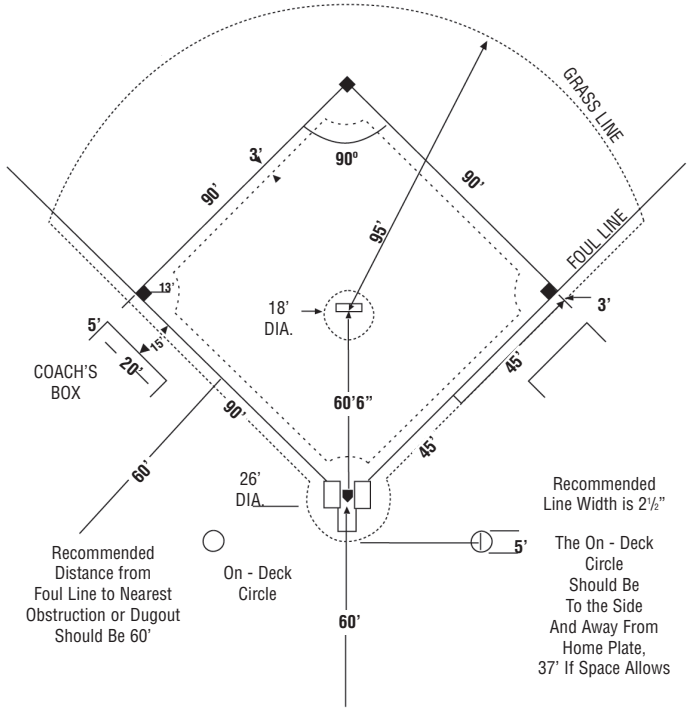
SPRING ACTIVITIES



Baseball & Rennie Field

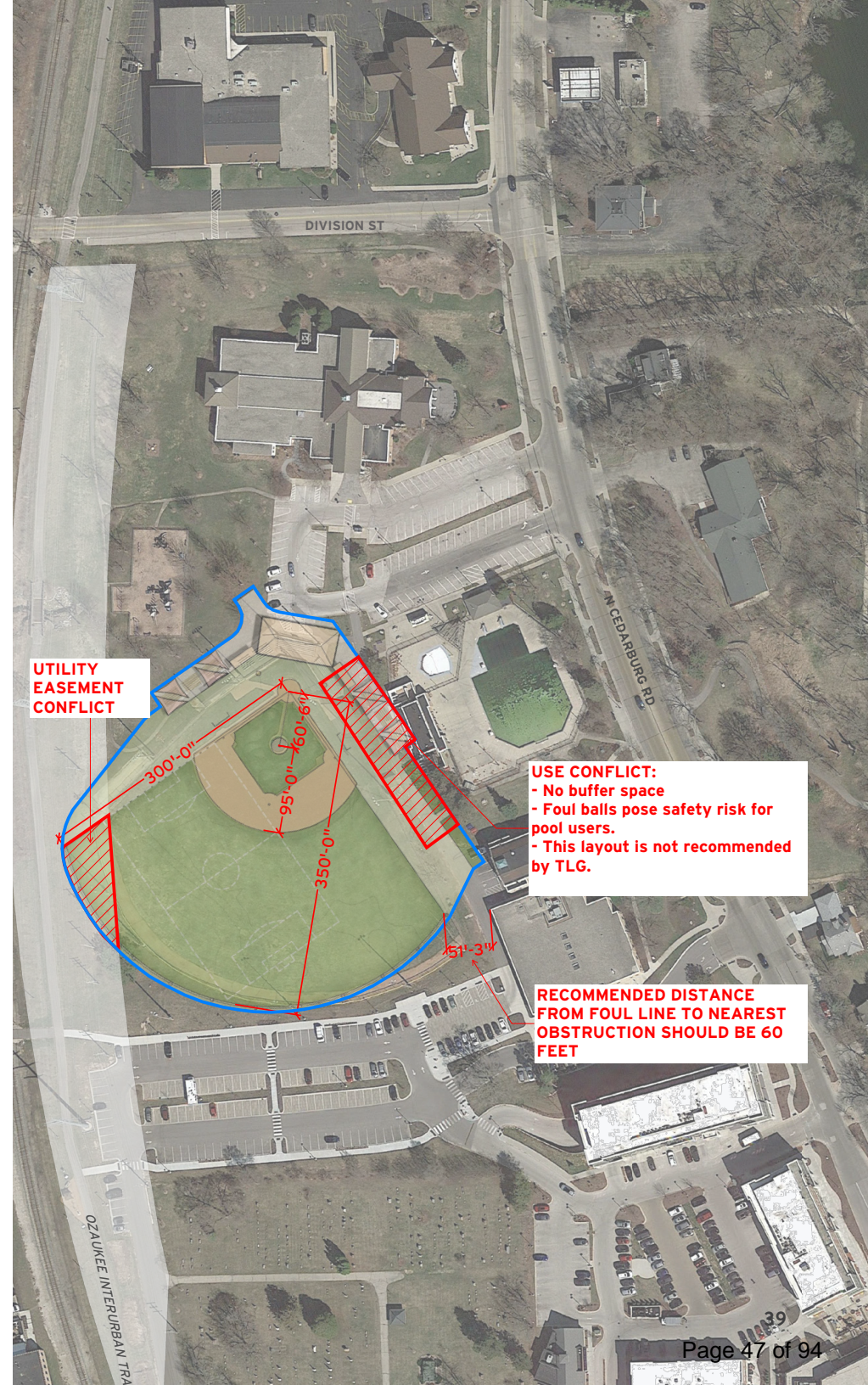
The plan acknowledges Rennie Field holds deep cultural and historical significance for the Mequon community. Generations of youth athletes, families, and supporters have built strong traditions on this site, and the importance of preserving baseball opportunities was consistently reinforced throughout engagement. City Council and staff were clear in their direction: every reasonable on-site configuration should be explored before considering relocation.





WIAA Baseball Field Diagram

In response, the team studied multiple layout scenarios, including reorientation options and shared-use configurations, to determine whether baseball could remain on the Civic Campus while still achieving broader master plan goals. These studies evaluated standard field requirements, spatial constraints, and adjacency impacts. While maintaining baseball on-site initially appears to be the most straightforward solution, analysis revealed that meaningful reinvestment would effectively require a full rebuild to address field dimensions, drainage, irrigation or turf conversion, lighting, concessions, and other infrastructure upgrades. Additionally, achieving regulatory-compliant dimensions within the existing footprint proved challenging.

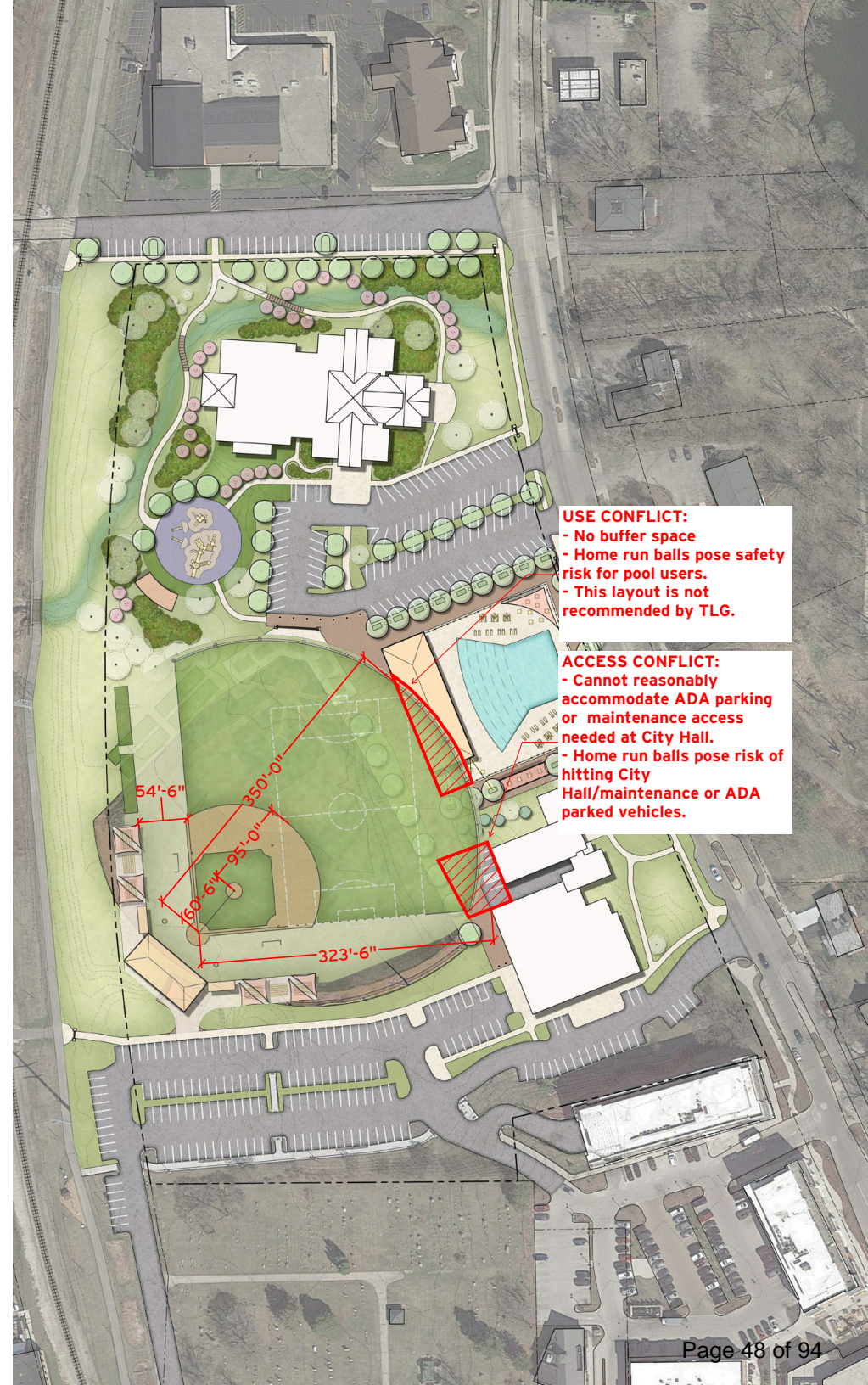


Beyond dimensional constraints, significant conflicts emerged. The proximity between a regulation outfield and a modernized aquatic facility created safety concerns and insufficient buffering. Reconfigured layouts also constrained ADA parking and maintenance access at City Hall. These physical limitations, combined with the master plan's guiding principles of flexibility, year-round activation, and multi-generational use, led the team to conclude that maintaining a tournament-caliber baseball field on-site is not recommended.

Importantly, this conclusion does not diminish the community's commitment to baseball. Council and staff have identified both temporary and permanent relocation opportunities and have expressed strong interest in ensuring that future facilities meet long-term program needs. Further study is recommended to evaluate alternative sites, associated costs, and phasing strategies to guarantee continuity of play and, where possible, enhance the overall baseball experience. The objective is not to eliminate baseball, but to position it for long-term success with permanence and strategic inclusion within the broader context of the City's athletic and recreation facilities, while allowing the Civic Campus to evolve into a more flexible and inclusive civic gathering space.



Potential Field Relocation Option - Rotary Park



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 accommodate ADA parking or maintenance access needed at City Hall.
- Home run balls pose risk of hitting City Hall/maintenance or ADA parked vehicles.

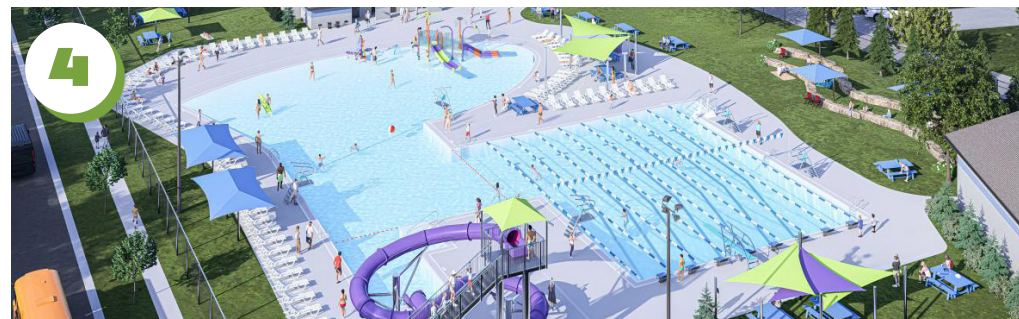
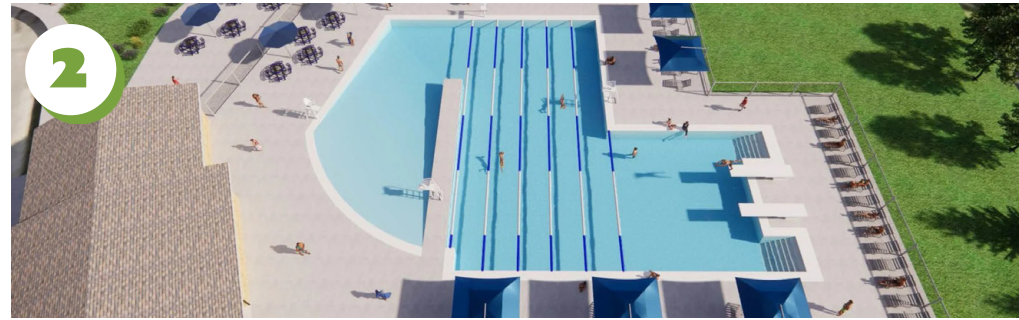
54'-6"
 350'-0"
 95'-0"
 160'-6"
 323'-6"

Case Studies

As consistently identified through stakeholder engagement and reaffirmed through the broader community survey, reinvestment in the pool and aquatic complex is a central priority for the Civic Campus. To inform future decision-making, several aquatic facilities within the greater Milwaukee region were evaluated to understand comparable size, scale, amenities, and investment levels. A key theme from residents was the desire to create complementary experiences—enhancing what Mequon offers without duplicating amenities readily available elsewhere in the region. Five communities were profiled:

1. Palmer Wading Pool (Janesville)
2. Fox Point Pool
3. Burlington Aquatic Center
4. Platteville Aquatic Center, and
5. Evansville Aquatic Center

Each reflects a different approach shaped by local priorities, funding capacity, and long-term recreation goals. While all feature modernized water amenities and updated support facilities, their scale and programming intensity vary considerably. Some communities, such as Janesville and Fox Point, focused on renovating or right-sizing neighborhood pools—prioritizing accessibility, zero-depth entry, shade, and family-friendly features while maintaining a primarily local service model. Others, including Burlington and Evansville, developed larger, destination-style aquatic centers with expanded attractions, competition lanes, and enhanced concessions and gathering areas, positioning their facilities as broader community draws. Platteville represents a middle-ground approach, pairing aquatic upgrades with improved bathhouse and support amenities while emphasizing recreational swim and family use.



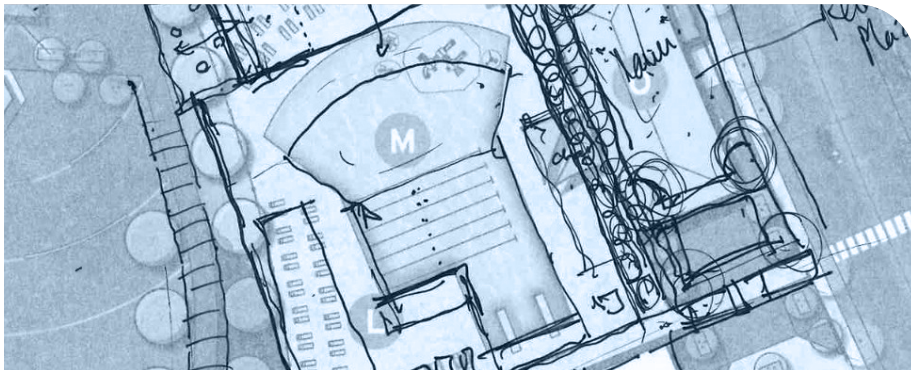
CASE STUDY MATRIX

Collectively, these case studies demonstrate that aquatic investments can range from modest enhancements to comprehensive, multi-attraction centers. Each community calibrated its facility to align with local demand, financial realities, operational capacity, and broader civic goals—providing useful context as Mequon considers the appropriate scale and intent for its own aquatic future.

FEATURE/PROJECT	Palmer Wading Pool	Fox Point Pool	Burlington Community Aquatic Center	Platteville Family Aquatic Center	Evansville Aquatic Center	Mequon Community Pool
LOCATION	Janesville, Wisconsin	Fox Point, Wisconsin	Burlington, Wisconsin	Platteville, Wisconsin	Evansville, Wisconsin	11335 N. Cedarburg Rd.
TYPE	Renovated Aquatic Center	Renovated Aquatic Center	New Aquatic Center	Renovated Aquatic Center	New Aquatic Center	Existing 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.
PATRON CAPACITY	~330 Patrons	~387 Patrons	Lap pool: 385 Patrons Activity pool: 361 Patrons	Unavailable	Unavailable	~865 Patrons
BUILDING (SF)	~3,000 SF	~4,200 SF	~6,000 SF	Unavailable	Unavailable	3,876 SF
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)
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
COST	4.2 million	6.7-7.7 million	5.4 million	6.9 million	~8 million	
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
POPULATION	~66,000 people	~7,000 people	~11,000 people	~12,000 people	~6,000 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

Concept Refinement

Continuous engagement and feedback played a central role in shaping the evolution of the design concepts. The initial six alternatives were refined into three preferred options, drawing primarily from the strengths of Concepts C1 and C2, which emphasized community gathering, civic identity, and reinvestment, generally within existing footprints. Select connectivity and circulation strategies from Concept B2 were also incorporated. The result is a cohesive framework that reflects stakeholder and Council input, resolves key site conflicts, and advances a unified vision for an inclusive, adaptable civic campus. From this framework, the team developed three refined master plans to test variations in pavilion location, community building placement, and the size and configuration of the aquatic area.



Options Considered But Not Advanced

Throughout the plan refinement process, The Laktoa Group tested many ideas that did not move forward into the final plan. Among these was removing or rebuilding the library and/or City Hall. Ultimately, community feedback and stakeholder conversations did not support major changes to either facility, aside from potential mixed-use enhancements to the public library. City Hall's designation on the National Register of Historic Places makes large-scale alterations both cost-prohibitive and inconsistent with preservation priorities. A long-range approach focused on deferred maintenance and building system upgrades, allowing major improvements to target the public realm and outdoor civic spaces. To maintain adaptability on-site, design layouts would incorporate buffering and thoughtful orientation around these facilities without relying on existing footprints, allowing for future redevelopment if needs change.

Due to the capacity issues at the Public Safety Building, locating the Public Safety Building on the Mequon Commons site was considered, but it was determined that the building's land needs, programmatic demands, and operational requirements would greatly limit the site's ability to support inclusive, flexible, and recreational public space over the next several decades. The Master Plan's long-range vision centers on creating a mixed-use town center with residential, civic, and public spaces—an outcome that is fundamentally incompatible with allocating a substantial portion of the site to secured or specialized municipal facilities. In the context of a 30-year plan, reserving land for adaptable public use offers greater long-term value and flexibility to meet evolving community needs.

Another consideration was given for a destination-scale water park. Ultimately this did not advance primarily due to low community interest and a poor fit with multi-season, multi-use objectives. Over a 30-year horizon, investment in a right-sized, flexible aquatic center offers greater adaptability, broader appeal, and more sustainable use of resources.

Integrating Council Feedback

The Lakota Group heard from the common council over several meetings and synthesized a variety of thoughts and concerns into the final plan refinements. Rather than requiring major directional changes, the comments highlight opportunities to refine and strengthen key elements of the design. In response, the final design approach focuses on clarifying priorities and improving usability. Refined Concept 3 is advanced as the preferred direction, incorporating a more balanced and engaging pool environment, increased flexible space for year-round use, and a stronger integration of key features like Redbud Plaza into the overall site. Specific refinements include enhancing pool programming to better serve families, improving pavilion and amphitheater functionality and identity, indicating a larger bandshell/stage building and offering a bathroom building between the stage and trail connection, and creating clearer circulation through looped pathways.

Overall, each comment is addressed through targeted refinements, resulting in a more cohesive, flexible, and community-centered final plan. See the chart provided below for more detail.

Theme	Key Committee Feedback	Final Plan Refinement
Preferred Plan	Split between MP2 and MP3, with slight lean toward MP3 for final refinement	Use MP3 as the basis for final plan refinement
Pool Design	Needs better balance: fewer lap lanes, more play features, family-friendly programming	Reduce lap lanes, add slide & lily pads, ensure space for fine-tuning in future design phases
Activity + Usage	Space must exceed prior baseball field use; prioritize frequent, year-round activation	Design lawn as multi-season flexible space supporting events and seasonal activation
Flexible Space	Strong support for adaptable lawn (events, ice rink, passive use)	Flexibility and seasonality is at the forefront of each design refinement
Amphitheater / Performance Pavilion	Needs refinement: seating capacity, accessibility (ADA), stronger identity	Clarify extents of seatwalls, give prominence and identity to the performance pavilion
Redbud Plaza	Generally supported but should be more central and integrated (or reconsidered)	Redbud plaza wraps around the pool facility to draw users and events into the site
Circulation / Paths	Strong interest in looped walking paths (measurable distance)	Ensure consistent connections and contextual loops (see circulation diagram)
Community Building	Some desire for stronger, more connected, community building	Shifting was considered but ultimately not advanced. The final plan allows for flexibility; actual building size and relationship to park and street context can be further defined in future design phases
Festival Strategy	Mixed opinions; opportunity to rethink on-site vs. street festivals	Study event layout (see event capacity diagram) and tweaks to the redbud plaza to depict how activation takes shape
Parking & Operations	Must support increased activity and larger pool usage	Proposed parking arrangements are supporting the best use of proximate parking to major site uses

REFINED CONCEPT 1

Concept 1 centers activity around a highly centralized hub, locating the pavilion and amphitheater near the building along Cedarburg Road. While this strengthens visibility and event focus, it introduces potential sound conflicts, parking competition, and places support facilities further from daily activity. The trade-off is a vibrant, compact core versus potential increased operational challenges.

LEGEND

- | | |
|---|--|
| A FORMALIZED ENTRANCE
▪ GATEWAY ELEMENTS | J NATIVE PICNIC GARDEN |
| B BIKE SUPPORT NODE | K CONNECTIVE MULTI-USE PATH
▪ SEATING AND ART NODE |
| C NEW HEAD-IN PARKING ON
DIVISION ST | L POOL DECK
▪ LOUNGE CHAIRS |
| D STORY PATH GARDENS | M NEW POOL
▪ ZERO-DEPTH ENTRY
▪ LAP LANES
▪ DIVING BOARDS
▪ WATER PLAY |
| E DRY CREEK/NATIVE SWALE | N SHARED SUPPORT BUILDING
▪ BATHROOMS/CHANGING ROOMS
▪ CONCESSIONS/ STORAGE
▪ RENTABLE 2ND FLOOR WITH
OUTDOOR SPACE |
| F ENHANCED PLAYGROUND WITH
LAWN TERRACE & COVERED
SEATING AREA | O ADA ACCESSIBLE ENTRANCE |
| G MULTI-USE PATHS | |
| H PAVILION, GATEWAY PLAZA & LAWN
AMPHITHEATER | |
| I FLEX ACTIVITY LAWN | |



REFINED CONCEPT 2

Concept 2 distributes uses across the site by relocating the pavilion to the southwest, placing the building north of the pool, and adding Redbud Plaza. This reduces conflicts and improves connectivity, but slightly decreases pool deck and zero-depth area and increases distance to support facilities. The trade-off is better balance and flow versus reduced aquatic capacity and flexibility.

LEGEND

- | | |
|---|---|
| A FORMALIZED ENTRANCE
▪ GATEWAY ELEMENTS | J NATIVE PICNIC GARDEN |
| B BIKE SUPPORT NODE | K CONNECTIVE MULTI-USE PATH
▪ SEATING AND ART NODE |
| C NEW HEAD-IN PARKING ON
DIVISION ST | L POOL DECK
▪ LOUNGE CHAIRS |
| D STORY PATH GARDENS | M NEW POOL
▪ ZERO-DEPTH ENTRY
▪ LAP LANES
▪ DIVING BOARDS
▪ WATER PLAY |
| E DRY CREEK/NATIVE SWALE | N SHARED SUPPORT BUILDING
▪ BATHROOMS/CHANGING
ROOMS
▪ CONCESSIONS/ STORAGE
▪ RENTABLE 2ND FLOOR WITH
OUTDOOR SPACE |
| F ENHANCED PLAYGROUND WITH
LAWN TERRACE & COVERED
SEATING AREA | O ADA ACCESSIBLE ENTRANCE |
| G MULTI-USE PATHS | P REDBUD PLAZA |
| H PAVILION & LAWN AMPHITHEATER | |
| I FLEX ACTIVITY LAWN & GATEWAY
PLAZA | |



REFINED CONCEPT 3

Concept 3 expands the aquatic area west, increasing pool and deck space to support future flexibility. This comes at the cost of minor amphitheater and open lawn space reductions. The trade-off is enhanced aquatic amenities versus diminished open space and spatial structure.

LEGEND

- | | |
|---|--|
| A FORMALIZED ENTRANCE
▪ GATEWAY ELEMENTS | J NATIVE PICNIC GARDEN |
| B BIKE SUPPORT NODE | K CONNECTIVE MULTI-USE PATH
▪ SEATING AND ART NODE |
| C NEW HEAD-IN PARKING ON
DIVISION ST | L POOL DECK
▪ LOUNGE CHAIRS |
| D STORY PATH GARDENS | M NEW POOL
▪ ZERO-DEPTH ENTRY
▪ LAP LANES
▪ DIVING BOARDS
▪ WATER PLAY |
| E DRY CREEK/NATIVE SWALE | N SHARED SUPPORT BUILDING
▪ BATHROOMS/CHANGING ROOMS
▪ CONCESSIONS/ STORAGE
▪ RENTABLE 2ND FLOOR WITH
OUTDOOR SPACE |
| F ENHANCED PLAYGROUND WITH
LAWN TERRACE & COVERED
SEATING AREA | O ADA ACCESSIBLE ENTRANCE |
| G MULTI-USE PATHS | P REDBUD PLAZA |
| H PAVILION & LAWN AMPHITHEATER | |
| I FLEX ACTIVITY LAWN & GATEWAY
PLAZA | |



FINAL PLAN

The final design concept for Mequon Commons builds upon the Refined Concept 3 framework to create a balanced and versatile civic campus. Organized around a central oval gathering lawn, the plan uses a network of wide, multi-use paths to connect key destinations and guide visitors through a series of thoughtfully defined zones. The result is a cohesive, organic layout that supports both everyday recreation and large-scale events while reinforcing civic identity and community connection.

LEGEND

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



Final Master Plan

CENTRAL COMMONS

At the heart of the campus, the flex activity lawn serves as the primary organizing feature, supporting events, informal recreation, and community gatherings. Anchoring the southwest edge of the lawn, a pavilion and terraced lawn amphitheater provide a focal point for performances, while an entry plaza connects the pool, playground, and open space into a cohesive hub.

The plan centers on an expanded aquatic complex with enhanced amenities, supported by a shared pool house and community building that activates the Cedarburg Road frontage. Redbud Plaza provides flexible space for markets and events, strengthening connections to the street, while improvements to the historic City Hall entrance enhance accessibility and reinforce its civic presence.

- **Flex Activity Lawn** - The central oval lawn serves as the primary organizing feature of the campus, accommodating seasonal events, festivals, informal recreation, and daily community use. Its gentle pitch toward the stage enhances visibility and comfort during gatherings. **Winter activation: lawn hosts seasonal ice skating and curling, supported by skate rentals, warming tents, and snow play.**



- **Entry Plaza** - Located at the north end of the lawn near the primary parking lot, the entry plaza features shade trees and a welcoming pergola structure, creating a central hub that connects the pool, playground, and lawn while clearly organizing arrival into the site. *Winter activation: the plaza hosts ice sculptures, art installations, and pop-up market tents, reinforcing its role as a seasonal gathering point.*
- **Pavilion & Lawn Amphitheater** - Positioned at the southwest corner of the lawn, the open-air pavilion and terraced amphitheater provide a focal point for performances, movies, concerts, and classes. The structure directs sound toward the green and away from adjacent neighborhoods, reinforcing its role as both stage and gateway element. *Winter activation: venue for seasonal celebrations, including lighting ceremonies, performances, and community gatherings on the amphitheater seating.*
- **New Pool & Pool Deck** - The expanded aquatic complex includes zero-depth entry, lap lanes, diving boards, a slide, and interactive water play features. A generous pool deck accommodates lounge seating, shaded cabanas, dining areas, and adjacent picnic lawn space, creating a flexible and family-oriented environment. – all of which will be further detailed and refined programmatically and spatially in subsequent design phases. *Winter activation: the deck adapts with fire pit lounge nodes and seasonal concessions offering hot cocoa and s'mores.*



FLEXIBLE LAWN



ENTRY PLAZA



PAVILION



NEW POOL & POOL DECK

SHARED SUPPORT BUILDING



- **Shared Support Building** - Located north of the pool, this dual-purpose building functions as both a pool house and community center. It includes admissions, restrooms and changing areas, concessions, storage, and operations space, along with second-floor rentable community rooms and an outdoor terrace. Its east-facing presence activates the Cedarburg Road edge during festivals and events. A transitional architectural style is recommended for the structure to harmonize with the site's existing character and the variety of building vernaculars present. The images provided in the report are to provide a frame of reference for refinement in subsequent future design phases. *Winter activation: indoor seasonal programming, community events, and social gatherings.*
- **Redbud Plaza** - Extending along Cedarburg Road, Redbud Plaza is a flexible hardscape space framed by redbud trees and seating pockets. It accommodates food trucks, market spillover, and festival expansion while buffering the pool and drawing activity deeper into the campus. *Winter activation: hosts decorative displays, seasonal markets, and serves as a key zone for parade staging and community festivities.*
- **City Hall ADA Entrance** - The historic City Hall entry is reimagined with an art-deco inspired plaza that integrates accessible ramps and a central landscape feature, improving functionality while reinforcing civic presence along Cedarburg Road. *Winter activation: supports seasonal plantings, decorative lighting, and a community Christmas tree with lighting ceremony.*



CITY HALL ADA ENTRANCE



REDBUD PLAZA

NORTH & SOUTH COMMONS

Additional elements reinforce the campus as a year-round destination, including an enhanced playground and library terrace, a story path garden, and integrated green infrastructure such as a bioswale and dry creek bed that support stormwater management, and ecological function. Expanded parking improves access to key amenities.

Connectivity and sustainability are central to the plan, with multi-use paths linking the site to surrounding neighborhoods and regional trails, supported by bike amenities, clear gateway signage, and conveniently located public restrooms for daily use and events.

- **Multi Use Paths** - Wide, accessible paths encircle the event lawn and connect parking areas, the Interurban Trail, and site amenities, promoting walkability and seamless movement throughout the campus. *Winter activation: seasonal lighting, art installations, fire pit seating areas, and warm beverage stations to encourage year-round use.*
- **Native Picnic Garden** - A naturalized picnic garden offers quiet seating areas while enhancing biodiversity, pollinator habitat, and environmental stewardship.
- **Division Street Parking** - New head-in parking along Division Street provides additional spaces to support library use and anticipated demand from updated aquatic facilities.
- **Story Path Garden** - A winding pathway near the library creates an imaginative, educational landscape experience, activating previously underutilized grounds. *Winter activation: winter themed story walk with opportunities for snowshoeing.*



MULTI-USE PATHS



NATIVE PICNIC GARDEN



STORY PATH GARDEN



DRY CREEK - BIOSWALE



ENHANCED PLAYGROUND

- **Dry Creek Bed & Native Bioswale** - A meandering dry creek bed and bioswale introduce green infrastructure that manages stormwater, supports flood mitigation, climate resilience, and celebrates the site's natural drainage patterns. *Winter activation: photography, seasonal interpretation of snow ecology, and informal snowshoeing exploration.*
- **Enhanced Playground & Library Terrace** - The expanded playground features modern equipment, resilient surfacing, shade structures, and a lawn terrace that connects directly to an outdoor library space, strengthening the campus as a family destination. *Winter activation: the terrace can host heated outdoor reading areas, literacy programming, and small craft markets.*
- **Bike Support Nodes** - Located along the Interurban Trail, bike stations provide repair tools, water access, and parking, encouraging cyclists to pause and engage with campus amenities. *Winter activation: these nodes can serve as warming stations and host seasonal bike safety demonstrations.*
- **Gateway Signage** - Prominent signage at pedestrian and trail entrances establishes a clear identity and welcoming presence for the Commons. Painted bike crossings on Cedarburg align with key entry points encouraging multi-modal transportation and access to the site. *Winter activation: signage is enhanced with seasonal lighting and decorative displays.*
- **Public Restrooms** - A new restroom facility near the trail and southwest campus entrance support daily users and community events. *Winter activation: functions as a convenient warming stop for visitors.*



BIKE SUPPORT NODES



GATEWAYS



PUBLIC RESTROOMS

SEASONALITY

Critical to a successful implementable master plan is to consider how activation will be supported through both infrastructure and operational planning. Key elements—such as plazas, café buildings, festival streets, and water features—cannot reach their full potential without a clear plan for ongoing use. This includes city-led programming (concerts, classes, festivals) as well as partner- or community-led activities (markets, performances, informal gatherings). The concepts are designed with flexible spaces that can scale to match programming needs and long-term staffing capacity.

Seasonal activation is also a critical driver. In addition to summer aquatics and warm-weather activities, the final plan incorporates features that support winter and off-season use—such as open lawns for snow play, sledding berms, heated café plazas, seasonal lighting displays, and pop-up vendor huts. This approach helps ensure the site remains vibrant year-round while supporting broader goals around placemaking, community health, and economic vitality.



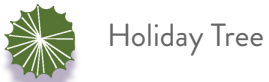
Feature / Amenity	Fall/Winter Seasonal Activities	Spring/Summer Seasonal Activities
Dry Creek / Native Swale	<ul style="list-style-type: none"> Fall color walk / birding Amphibian/insect observation Snowshoe exploration 	<ul style="list-style-type: none"> Winter ecology walks Frozen stream photography
Boardwalk Path	<ul style="list-style-type: none"> Fall foliage walks Cross-country ski loop Winter snowshoe loop 	<ul style="list-style-type: none"> Spring wildflower walks Walking tours Jogging, stroller walks
Story Path Garden	<ul style="list-style-type: none"> Winter-themed story walks Meditation on cleared paths Seasonal story-themed events 	<ul style="list-style-type: none"> Summer reading programs Outdoor storytime Mindfulness
Bike Support Node / Rest Area	<ul style="list-style-type: none"> Shelter for winter riders Warming station Winter bike safety demos 	<ul style="list-style-type: none"> Fat tire bike stops Spring/fall themed bike events Cycling challenges Youth cycling workshops
Gateway Element / Entry Node	<ul style="list-style-type: none"> Seasonal decorations Community art displays / signage Outdoor winter market 	<ul style="list-style-type: none"> Ice sculpture installations Seasonal decorations Outdoor art Library festival welcome area
Library Terrace	<ul style="list-style-type: none"> Winter literacy / craft programs Outdoor nature lessons (snow ecology) Small winter concerts (heated) 	<ul style="list-style-type: none"> Spring/fall nature programs Summer camp activities Educational workshop
Multi-Use Paths	<ul style="list-style-type: none"> Fall color walks Snowshoeing and cross-country skiing Winter walking loops on cleared paths 	<ul style="list-style-type: none"> Spring fitness programs Community walking challenges Guided nature walks
Pavilion	<ul style="list-style-type: none"> Seasonal events Winter festivals and warming stations Seasonal decorations and lighting 	<ul style="list-style-type: none"> Concerts and performances Community events and celebrations Educational and cultural programs
Lawn Amphitheater	<ul style="list-style-type: none"> Seasonal performances Seasonal programming Winter art or light installations 	<ul style="list-style-type: none"> Summer concert series Theater and cultural events Youth performances
Flex Activity Lawn	<ul style="list-style-type: none"> Snow play and winter fitness activities (curling, ice skating) Seasonal community events (pumpkin carving, harvest market, winter walks) 	<ul style="list-style-type: none"> Outdoor fitness classes (yoga, tai chi, meditation, boot camp) Games and recreational programming Community gatherings
Gateway Plaza	<ul style="list-style-type: none"> Seasonal decorations and art displays Seasonal markets or installations 	<ul style="list-style-type: none"> Festival welcome area Public art and displays Community celebrations
Native Picnic Garden	<ul style="list-style-type: none"> Fall color viewing Birding and winter ecology observation 	<ul style="list-style-type: none"> Pollinator garden tours Spring blooms and garden events Outdoor dining
Multi-Use Path with Art Node	<ul style="list-style-type: none"> Seasonal art displays Winter light or art installations 	<ul style="list-style-type: none"> Rotating art exhibits Interactive art / music experiences Strolling market events
New Pool	<ul style="list-style-type: none"> Seasonal lighting displays End-of-season or reopening celebrations 	<ul style="list-style-type: none"> Peak-season open swim Summer swim lessons and camps Themed swim events
Pool Deck & Picnic Lawn	<ul style="list-style-type: none"> Shoulder-season deck use Seasonal transitions and setup Lighting displays 	<ul style="list-style-type: none"> Expanded seating and lounging Poolside events and social gatherings Wellness classes (yoga, stretching)
Outdoor Dining / Concessions	<ul style="list-style-type: none"> Seasonal menu offerings Limited winter service during events 	<ul style="list-style-type: none"> Full seasonal operations Event-based food service Family and group dining
Shared Support Building (Rentable Upper Level & Outdoor Space)	<ul style="list-style-type: none"> Indoor winter programming Seasonal community events Winter educational or social gatherings 	<ul style="list-style-type: none"> Summer camps and programs Indoor-outdoor events using terrace Receptions and celebrations
Redbud Plaza	<ul style="list-style-type: none"> Seasonal plant interest and decorations Winter art or light installations 	<ul style="list-style-type: none"> Outdoor dining spillover Street festival activation Small-scale performances

WINTER DIAGRAM

LEGEND

Temporary Structures

Event Tents / Food Trucks



Holiday Tree



Fire Pits/Tables



Snow Play/Exploration



Art/Ice Opportunity

Winter Zone #1

- Vendors/Food Trucks at Plaza
- Art/Ice Opportunity
- Market/Vendor Tents
- 65'x131' Ice Rink with railing & dasher board on Lawn
- (2) 7'x33' Curling Sheet
- 15'x30' Skate Rental Hut
- (2) 20'x30' Warming Huts
- Rubber Skate Mat Surfacing
- Bleachers
- 15'x20' Zamboni Tent
- (4) Fire Pits along Path

Winter Zone #2

- Open Snow Play (snowman/ice sculptures)
- Market/Vendor Tents
- (4) Fire Pits along Path
- Winter Ceremonies at Stage
- Seasonal Lighting on Trees
- Heated Beverage Station(s)
- Warming Station at Restrooms

Winter Zone #3

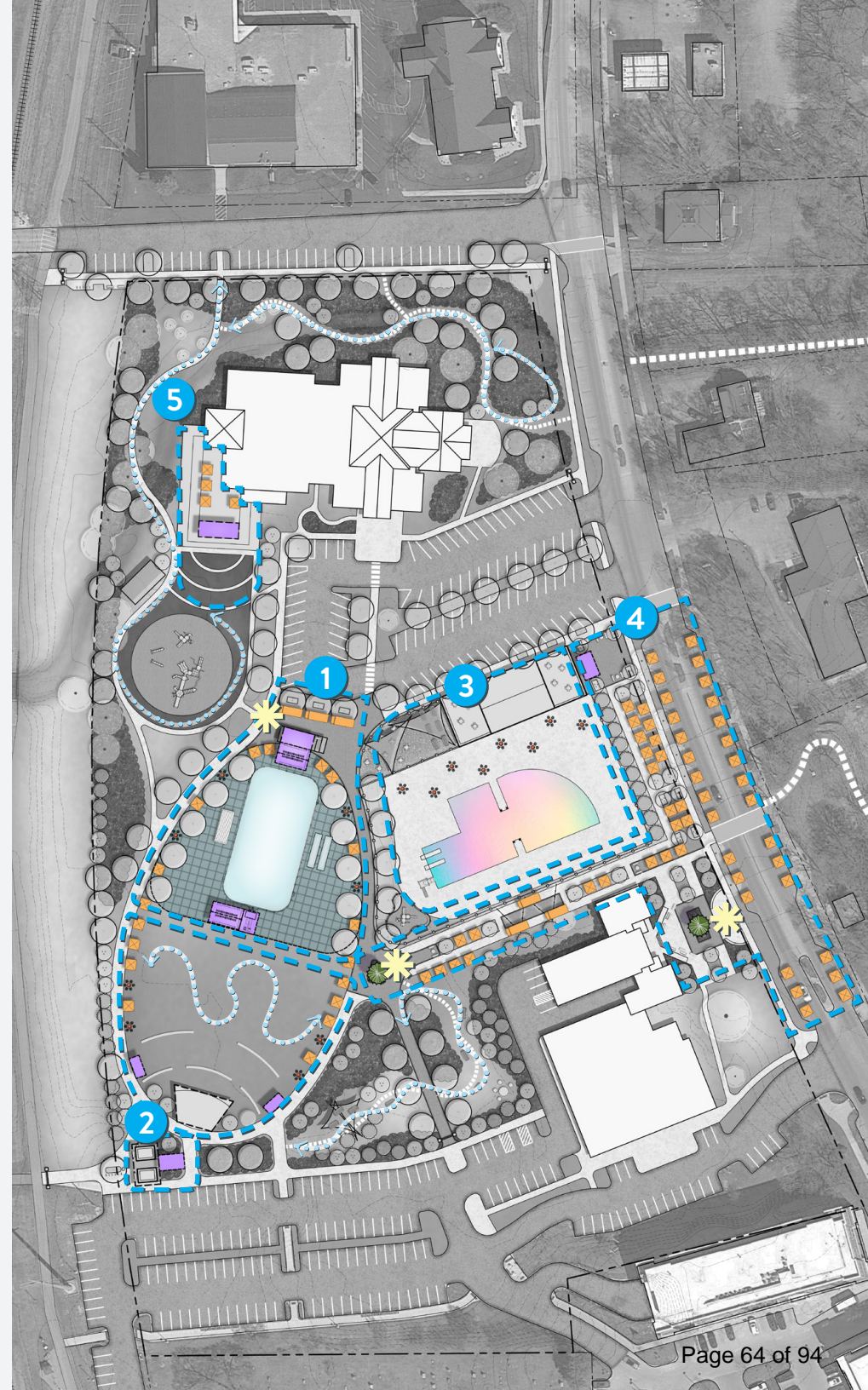
- Fire Pit Lounge on Pool Deck
- Hot Coco & S'mores at Concessions
- Lighting Display at Pool Vessel
- Winter Programming in Building

Winter Zone #4

- Holiday Tree(s) and/or Winter Sculpture Display
- Seasonal Lighting on Trees
- Seasonal Markets
- Warming Tent & Parade Staging

Winter Zone #5

- Heated Outdoor Reading Tent
- Seasonal Craft Market Tents
- Winter Literacy Programming



WINTER ZONE #1 OPERATIONS



ICE MAT INSTALL



ZAMBONI TENT



WARMING HUT EXTERIOR



RUBBER MAT SURFACE



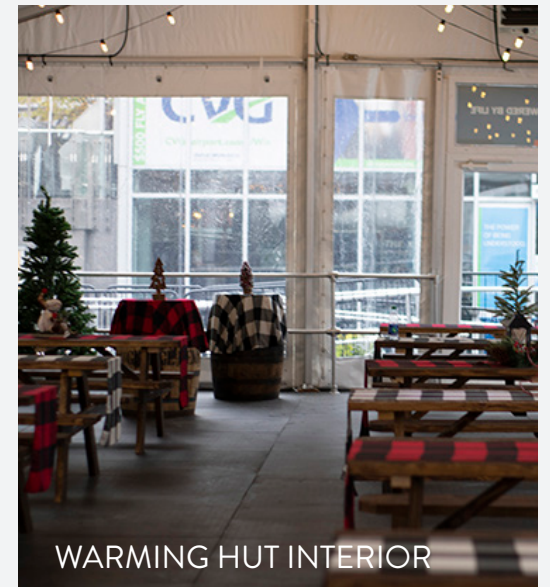
DASHER BOARD & GUARDRAIL



SKATE RENTALS



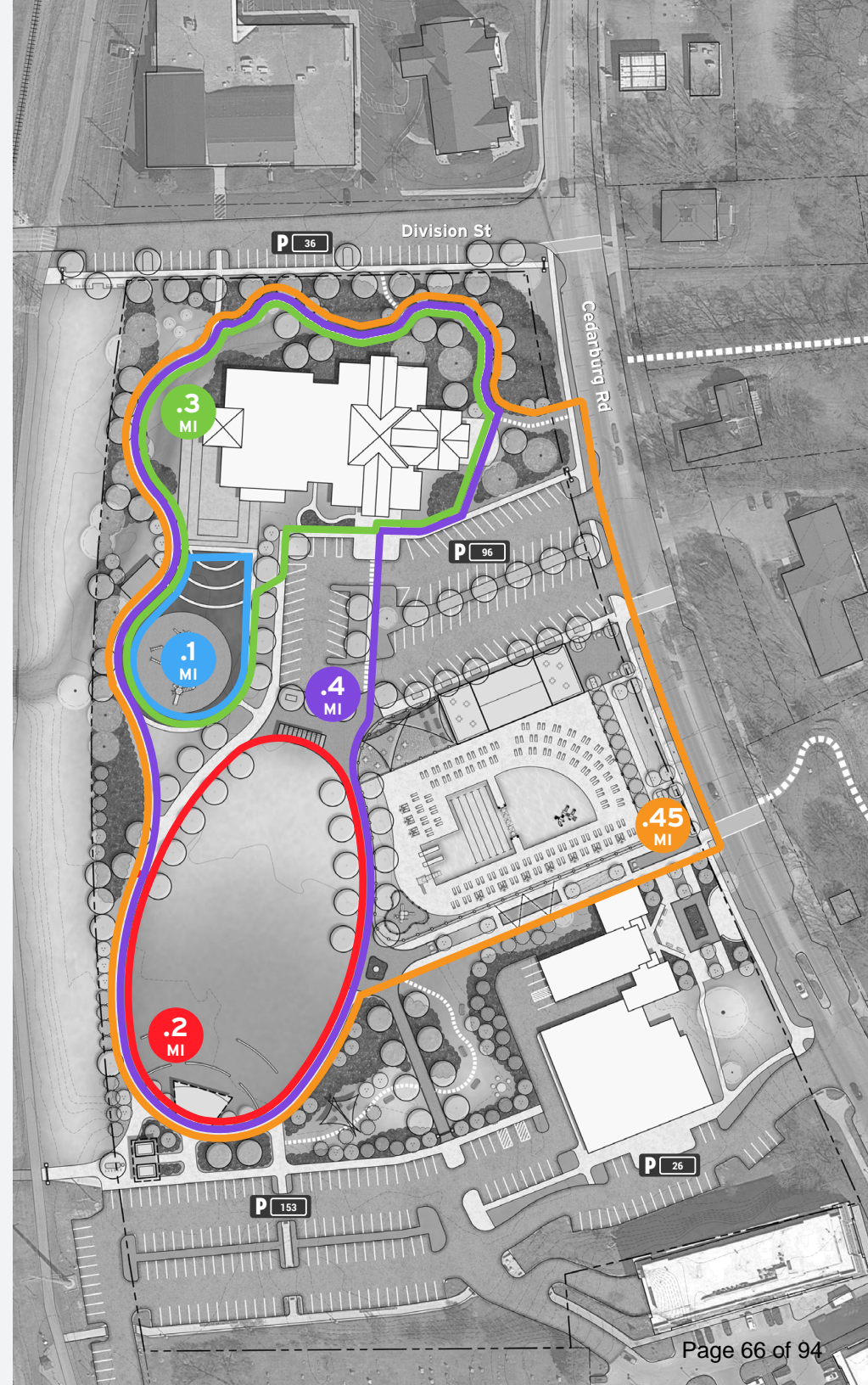
CURLING SHEETS



WARMING HUT INTERIOR

CIRCULATION DIAGRAM

This diagram highlights a series of interconnected looping routes within the park, each offering distinct distances for walking, running, and fitness activities. The variety options supports users in tracking progress and setting personal goals, while encouraging active engagement across the site.



EVENT DIAGRAM

LEGEND

Event Lawn

- Up to 26 food/large format vendors
- 3 food trucks
- Medium-large events & performances
- Best for: concert weekends, Winter Wonderland
- Est. attendance: 1,000-7,000+

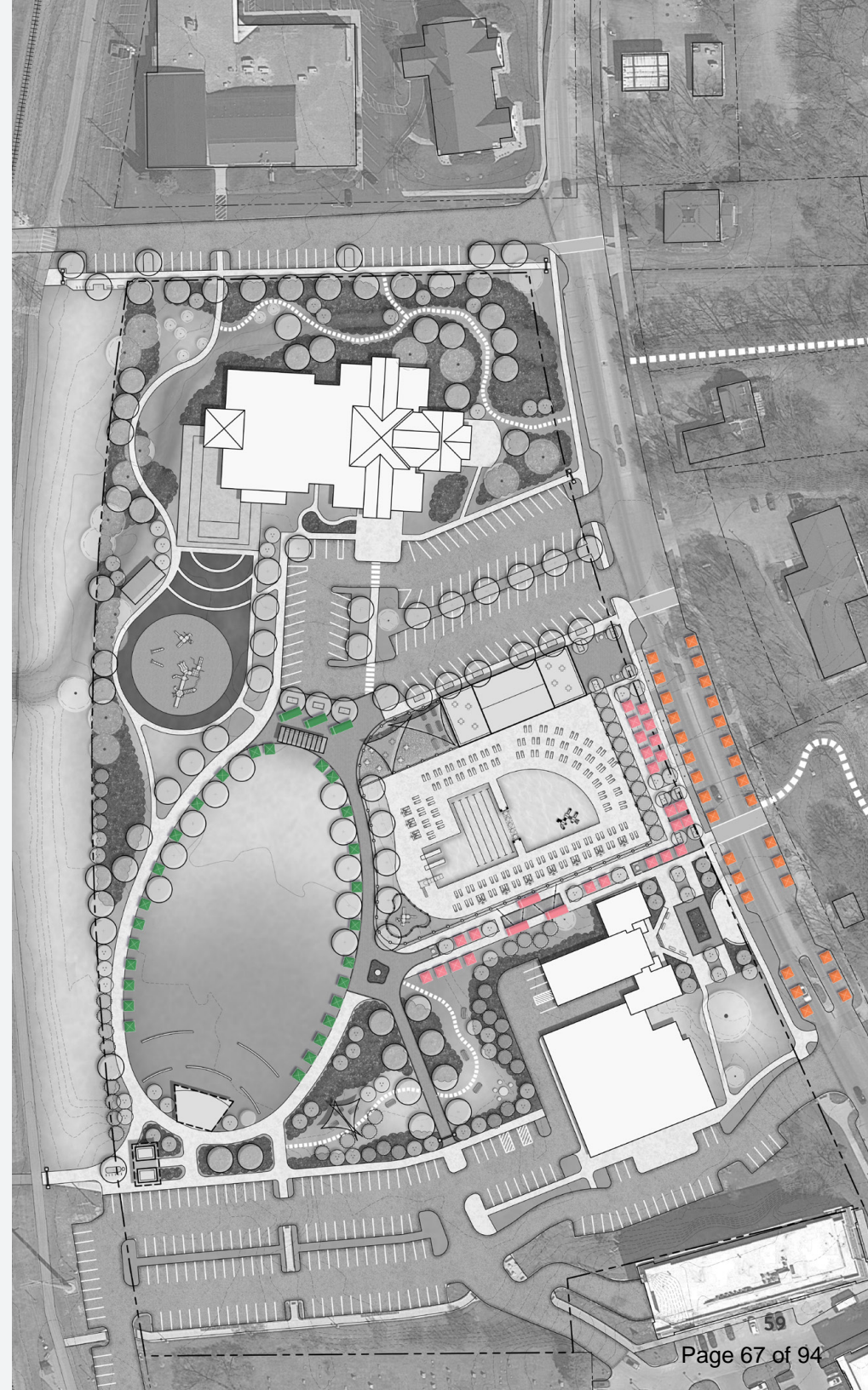
Redbud Plaza

- Up to 24 boutique/artisan vendors
- 3 food trucks
- Small-medium events & linear strolling market
- Best for: Redbud Festival, food truck nights
- Est. attendance: 400-2,000+

Festival Street

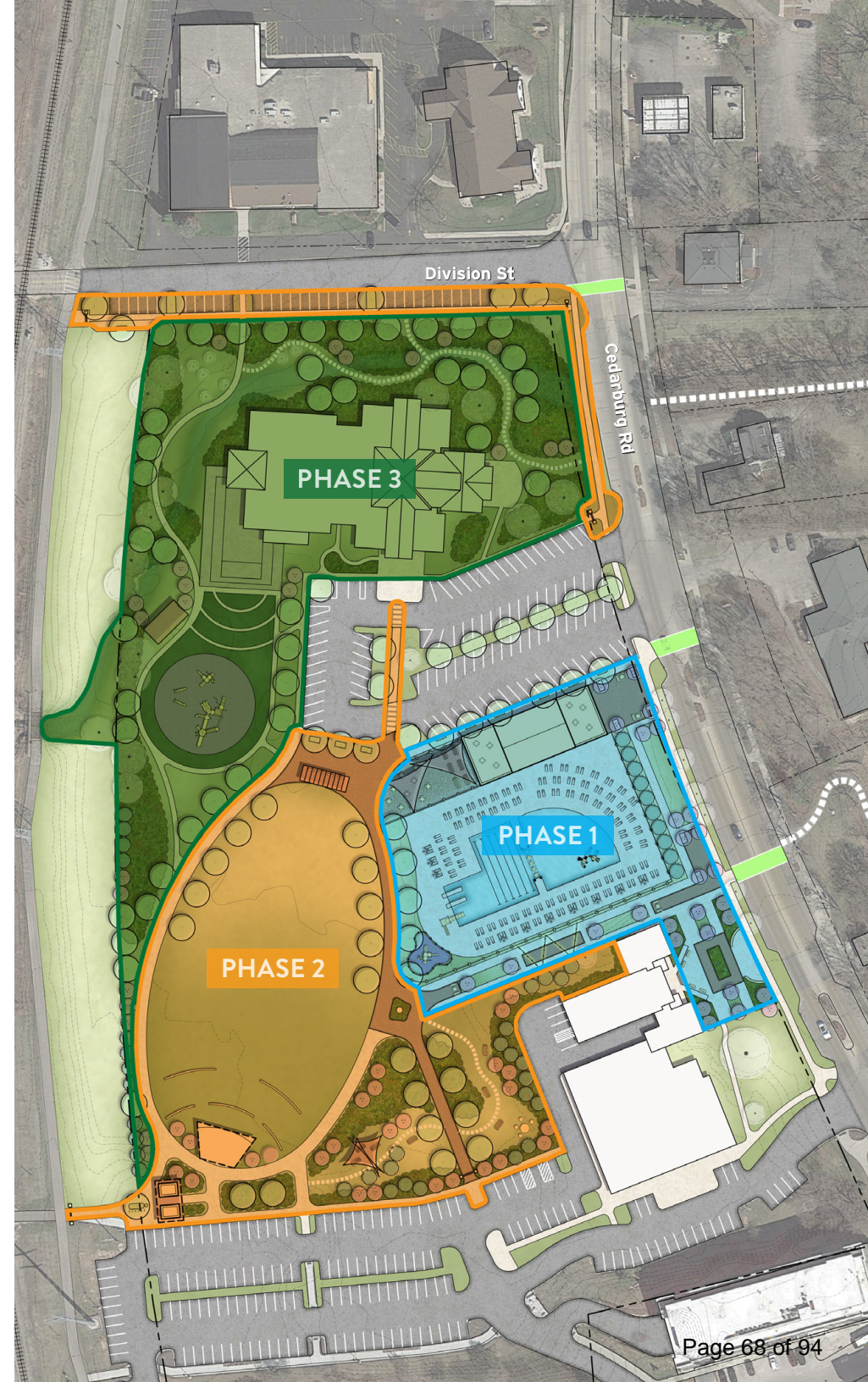
- Up to 30 vendors
- Large scale, signature events
- Best for: Taste of Mequon
- Est. attendance: 6,000-12,000+

80 TENTS TOTAL



Phasing, Costs, and Implementation

Order of magnitude costs and a phased implementation approach were developed to ensure that the campus is both cost-effective and adaptable to future needs. The proposed Phase One focuses on developing the aquatic complex, shared support building, and adjacent Redbud Plaza and City Hall ADA entrance, concentrating on the central-east section to maximize initial impact while keeping the north parking lot intact and the west section preserved as an open flexible field while baseball is temporarily relocated until permanent facilities can be established. This approach will allow the campus to begin serving the community more quickly, while also preserving space for existing uses and leaving room for potential future expansion. Phase Two focuses on formalizing the central lawn, stage and amphitheater, south garden, walk framework and path connections, while future Phase Three focus on the north activation at the playground and around the library. By phasing the project, costs can be managed more efficiently, and the campus' growth can be aligned with evolving community needs and funding availability.



Maintenance and Operations

As site improvements are implemented, the City will need to scale maintenance, staffing, and operations to match increased use and facility complexity. Higher-intensity amenities—particularly the aquatic center and community building in Phase 1—will require dedicated staff, routine maintenance, and active programming, while later phases introduce ongoing needs related to event coordination, groundskeeping, and ecological stewardship.

Operational demands will vary by phase:

- Phases 1–2: Increased staffing for facilities, aquatics, events and seasonal use, restrooms, and high-use areas
- Phase 3: Specialized maintenance for native plantings and green infrastructure (e.g., bioswales, stormwater systems)

To support these needs, the City should align staffing and maintenance resources with phased implementation, ensuring that new amenities remain well-maintained and do not outpace operational capacity. Partnerships will be critical to long-term success. Coordination with entities such as the Frank L. Weyenberg Library, the Village of Thiensville, and local community or user groups can help support programming, stewardship, and shared use, while fostering a stronger sense of ownership and identity. In addition, non-municipal support—including volunteers, sponsorships, and “friends of” groups—can supplement maintenance and programming, particularly for native plantings and community events. A coordinated approach to operations, partnerships, and stewardship will help ensure the site remains functional, well-maintained, and actively used over time.

Cost Analysis & Funding

The cost analysis and supporting detail provided in the project appendix should be used to align individual project phases with the most appropriate funding sources, recognizing that no single program will fund the full scope of improvements. A phased and layered funding strategy—combining grants, local investment, and partnerships—will be essential to implementation.

Federal funding is primarily accessed through state-administered programs such as the Wisconsin Department of Natural Resources. The Land and Water Conservation Fund (LWCF) is best suited to Phase 1 and Phase 2 improvements, including the aquatic center, community building, multi-use paths, and other core recreation amenities. These funds are competitive, require a local match, and prioritize projects that are well-defined, publicly accessible, and supported by the community.

The Recreational Trails Program (RTP) may support Phase 2 trail and connectivity elements, including bike trail connections and multi-use paths. Projects should emphasize recreational use and regional connectivity to remain competitive.

For water quality and ecological components, state programs such as the Surface Water Grant Program are more closely aligned with Phase 3 improvements, including the dry creek bed, bioswales, and native planting strategies associated with the site’s connection to the Milwaukee River corridor. These programs typically prioritize measurable environmental outcomes over recreational infrastructure.

Early coordination with grant program staff is critical to confirm eligibility, refine project framing, and align application timing with funding cycles. For confirmation of LWCF and RTP grant eligibility please reach out to the Ozaukee County grant representative, Sara Debruijn (414-897-5704; sara.debruijn@wisconsin.gov). To confirm grant eligibility and details for the Surface Water Grants, please reach out to the Ozaukee County grant representative, Chrissy Kozik (Christine.Kozik@wisconsin.gov).

Periodic state funding opportunities administered by the Wisconsin Department of Administration (DOA Grants) may support larger civic investments such as the community building or aquatic facility in Phase 1, though these programs are cyclical and highly competitive. Ongoing monitoring of future funding rounds is recommended.

State Community Development Block Grant (CDBG) funds administered through the DOA's Division of Energy, Housing, and Community Resources (DEHCR) provide competitive funding for public infrastructure and facility improvements through programs such as the CDBG-Public Facilities Program. Eligible components may include sidewalks, streetscapes, utility infrastructure, and community centers. This funding requires a demonstrated benefit to low- and moderate-income (LMI) populations (typically at least 51% of beneficiaries). Given income levels in Ozaukee County, qualifying on an area-wide basis may be limited, making CDBG best suited for targeted project elements that can clearly document LMI benefit and directly serve qualifying LMI populations, such as accessible facilities or targeted community programming.

Given the limitations of grant funding, several complementary non-grant funding and implementation strategies should be considered:

- Capital Improvement Programming (CIP): Allocate local funds over multiple budget cycles to provide required matches or fully fund smaller project components.
- Impact fees: Given recent and planned residential growth in the Town Center, and relatively low fees compared to peer communities, the City may consider modest increases or a Town Center-specific fee structure. This approach could generate near-term funding to help bridge priority campus investments, including aquatic facility improvements and other planned amenities, while ensuring fees remain competitive, proportionate, and legally defensible.
- Public-Private Partnerships: Partnerships with local institutions, developers, or community organizations can help fund or deliver specific amenities, particularly those with shared use or visibility.
- Philanthropic and Community-Based Funding: Establishing a “friends of” group or pursuing foundation support can be effective for native plantings, habitat restoration, and small-scale park improvements that may not compete well for larger state or federal grants.
- Referendum or Bonding (for major facilities): Larger capital investments, such as aquatic facilities, may ultimately require local bonding or voter-approved referenda, potentially supplemented by grants where eligible.
- Lodging/Hotel Room Tax: The City is considering a hotel room tax to generate incremental revenue from tourism. While revenue projections are modest, it could be dedicated to programming, marketing, and operational support for public events and amenities, helping enhance the campus as a community and visitor destination.

Engineering & Utility Infrastructure

The proposed campus will be graded to provide a continuous ADA-accessible circulation route throughout the site, while smoothly tying into existing grades at the City Hall and Library parking lots, the Ozaukee Interurban Trail, Division Street, and Cedarburg Road. All paved and landscaped areas will be graded to drain away from existing and proposed buildings, with runoff conveyed through a system of surface swales, overland flow paths, and an underground storm sewer network.

The northwest corner of the site will be regraded to intercept and convey stormwater from the existing development located to the west. Runoff from this area will be directed toward the culvert beneath Cedarburg Road via swale. The northeast portion of the site lies within mapped 100- and 500-year floodplains and will be graded to preserve existing floodplain storage volumes. Proposed improvements in this area will avoid increases in flood elevations and will not cause negative impacts to the Milwaukee River, adjacent properties, or nearby structures.

Due to the site's urban context and surrounding infrastructure constraints, proposed finished grades will generally remain close to existing elevations. A concerted effort will be made to balance earthwork quantities across the campus to the maximum extent practicable, limiting soil import and export while still meeting accessibility, drainage, and design requirements.

A new storm sewer system consisting of concrete manholes, catch basins, and underground piping will be constructed to collect and convey runoff from both impervious and pervious surfaces. The proposed campus master plan is expected to disturb approximately 8.60 acres and will introduce more than 0.5 acre of additional impervious surface. In accordance with the City of Mequon Code of Ordinances and Milwaukee Metropolitan Sewerage District (MMSD) Chapter 13 requirements, stormwater management practices will be required to provide water quality treatment and to maintain or reduce post-development peak runoff rates and volumes relative to existing conditions. Stormwater management is anticipated to consist primarily of bioretention basins strategically located at low points throughout the site. In addition, an underground stormwater management system is proposed beneath the amphitheater lawn. The underground system may consist of a geocellular, concrete, or pipe-based storage system. The proposed storm sewer network will ultimately discharge to the existing storm sewer system within Cedarburg Road.

New sanitary sewer and water main connections will be required to serve the proposed pool building. It is assumed that sanitary sewer and water main infrastructure is available within Cedarburg Road and has sufficient capacity to accommodate the proposed use. Additionally, sanitary sewer and water main laterals will be extended to the southwest corner of the site to serve the proposed public restroom facility. Due to the restroom building's finished floor elevation being lower than Cedarburg Road, a sanitary lift station will likely be required to connect the facility to the existing sanitary sewer system.

Cost Summary

Phase 1 | Yr 0-3

Pool Complex	\$10,857,983
Redbud Plaza	\$746,022
City Hall ADA Entrance Plaza	\$318,714
Engineering Subtotal	\$259,095
Construction Cost TOTAL	\$12,181,814

Phase 2 | Yr 3-6

Division Street Parking	\$176,300
Flex Activity Lawn & Gateway Plaza	\$2,288,394
Pavilion & Amphitheater	\$1,361,760
South Site Activation	\$338,996
Engineering Subtotal	\$635,950
Construction Cost TOTAL	\$4,801,399

Phase 3 | Yr 6-8

Playground Complex	\$773,347
North Site Activation	\$556,709
Engineering Subtotal	\$288,075
Construction Cost TOTAL	\$1,618,131

Other Key Components (range)

Relocated Rennie Field	\$100,000	\$2,000,000
Winter Activation	\$1,009,020	\$1,969,958
Other Cost Range TOTAL	\$1,109,020	\$3,969,958

Notes:

All quantities are based on Master Plan level assumptions.

Unit costs reflect 2026 calendar year pricing and do not include inflation.

Grading, drainage, and utility assumptions are conceptual and subject to Civil Engineer verification in subsequent project phases.

Appendix



Mequon Commons Master Plan | ROM Costing Summary

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project: 24038

OVERALL SUMMARY
 PRELIMINARY COSTING ESTIMATES
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Subtotal
PHASE 1			
POOL COMPLEX			
Demo & Site Prep	1	LS	\$ 315,960
Hardscape	1	LS	\$ 556,500
Pool	1	LS	\$ 3,816,000
Building	1	LS	\$ 4,025,000
Special Structures	1	LS	\$ 136,500
Site Furnishings	1	LS	\$ 957,700
Softscape	1	LS	\$ 34,064
Soft Costs	1	LS	\$ 1,416,259
		Subtotal:	\$ 10,857,983
REBUD PLAZA			
Demo & Site Prep	1	LS	\$ 72,000
Hardscape	1	LS	\$ 261,000
Special Structures	1	LS	\$ 243,000
Site Furnishings	1	LS	\$ 38,000
Softscape	1	LS	\$ 34,715
Soft Costs	1	LS	\$ 97,307
		Subtotal:	\$ 746,022
CITY HALL ADA ENTRANCE PLAZA			
Demo & Site Prep	1	LS	\$ 22,500
Hardscape	1	LS	\$ 182,250
Site Furnishings	1	LS	\$ 29,600
Softscape	1	LS	\$ 42,793
Soft Costs	1	LS	\$ 41,571
		Subtotal:	\$ 318,714
PHASE 1 ENGINEERING			
Drainage & Utilities	1	LS	\$ 176,000
Earthwork	1	LS	\$ 49,300
Soft Costs	1	LS	\$ 33,795
		Subtotal:	\$ 259,095
		PHASE 1 TOTAL:	\$ 12,181,814
PHASE 2			
DIVISION STREET PARKING			
Demo & Site Prep	1	LS	\$ 59,238
Hardscape	1	LS	\$ 85,710
Softscape	1	LS	\$ 8,736
Soft Costs	1	LS	\$ 22,616
		Subtotal:	\$ 176,300
FLEX ACTIVITY LAWN & GATEWAY PLAZA			
Demo & Site Prep	1	LS	\$ 268,800
Hardscape	1	LS	\$ 669,750
Building	1	LS	\$ 600,000
Special Structures	1	LS	\$ 299,000
Site Furnishings	1	LS	\$ 25,800
Softscape	1	LS	\$ 132,310
Soft Costs	1	LS	\$ 292,734
		Subtotal:	\$ 2,288,394



Mequon Commons Master Plan | ROM Costing Summary

Date: April 8, 2026
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 Project: 24038

OVERALL SUMMARY
 PRELIMINARY COSTING ESTIMATES
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Subtotal
PAVILION & AMPHITHEATER			
Demo & Site Prep	1	LS	\$ 55,600
Hardscape	1	LS	\$ 53,000
Special Structures	1	LS	\$ 1,050,000
Softscape	1	LS	\$ 26,700
Soft Costs	1	LS	\$ 176,460
		Subtotal:	\$ 1,361,760
SOUTH SITE ACTIVATION			
Demo & Site Prep	1	LS	\$ 97,800
Hardscape	1	LS	\$ 13,950
Special Structures	1	LS	\$ 80,000
Site Furnishings	1	LS	\$ 48,600
Softscape	1	LS	\$ 72,330
Soft Costs	1	LS	\$ 28,316
		Subtotal:	\$ 338,996
PHASE 2 ENGINEERING			
Drainage & Utilities	1	LS	\$ 440,000
Earthwork	1	LS	\$ 113,000
Soft Costs	1	LS	\$ 82,950
		Subtotal:	\$ 635,950
		PHASE 2 TOTAL:	\$ 4,801,399
PHASE 3			
PLAYGROUND COMPLEX			
Demo & Site Prep	1	LS	\$ 111,000
Hardscape	1	LS	\$ 56,225
Special Structures	1	LS	\$ 448,579
Softscape	1	LS	\$ 59,248
Soft Costs	1	LS	\$ 98,295
		Subtotal:	\$ 773,347
NORTH SITE ACTIVATION			
Demo & Site Prep	1	LS	\$ 153,000
Hardscape	1	LS	\$ 140,310
Special Structures	1	LS	\$ 90,000
Site Furnishings	1	LS	\$ 18,600
Softscape	1	LS	\$ 85,920
Soft Costs	1	LS	\$ 68,879
		Subtotal:	\$ 556,709
PHASE 2 ENGINEERING			
Drainage & Utilities	1	LS	\$ 150,000
Earthwork	1	LS	\$ 100,500
Soft Costs	1	LS	\$ 37,575
		Subtotal:	\$ 288,075
		PHASE 3 TOTAL:	\$ 1,618,131
		MASTER PLAN TOTAL:	\$ 18,601,344
OTHER KEY COMPONENTS			
			RANGE OF COSTS
Relocated Rennie Field (Temporary - Permanent)	\$ 100,000		\$ 2,000,000
Winter Activation	\$ 1,009,020		\$ 1,969,958

Notes

- All quantities are based on Master Plan level assumptions.
- Unit costs reflect 2026 calendar year pricing and do not include inflation.
- Grading, drainage, and utility assumptions are conceptual and subject to Civil Engineer verification in subsequent project phases.



Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project : 24038

PHASE ONE
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
POOL COMPLEX					
DEMOLITION & SITE PREP					
Demolition (Pavement & Pool/Building Removal)	52,660	SF	\$ 4	\$ 210,640	
Grading	52,660	SF	\$ 2	\$ 105,320	
					Subtotal: \$ 315,960
HARDSCAPE					
Concrete Walk	2,400	SF	\$ 15	\$ 36,000	
Pool Deck (Concrete with Sundeck Coating)	24,000	SF	\$ 20	\$ 480,000	
Stabilized Pathway at Concessions	4,500	SF	\$ 9	\$ 40,500	
					Subtotal: \$ 556,500
POOL					
Pool Vessel (+/- 10,600 SF)	1	LS	\$ 3,816,000	\$ 3,816,000	
					Subtotal: \$ 3,816,000
BUILDING					
Shared Support Building/Community Center (+/- 11,500 SF)	1	LS	\$ 4,025,000	\$ 4,025,000	
					Subtotal: \$ 4,025,000
SPECIAL STRUCTURES					
Shade Sails	2	EA	\$ 40,000	\$ 80,000	
Play Surfacing (PIP)	1,000	SF	\$ 25	\$ 25,000	
Play Surfacing Gravel Base	1,000	SF	\$ 5	\$ 5,000	
Playground Equipment	1	LS	\$ 10,000	\$ 10,000	
Playground Fence	132	LF	\$ 125	\$ 16,500	
					Subtotal: \$ 136,500
SITE FURNISHINGS					
Ornamental Fence	700	LF	\$ 125	\$ 87,500	
Drinking Fountain	1	EACH	\$ 10,000	\$ 10,000	
Litter/Recycling Receptacles	4	EACH	\$ 1,800	\$ 7,200	
Benches	2	EACH	\$ 2,000	\$ 4,000	
Café Tables	10	EACH	\$ 1,600	\$ 16,000	
Café Chairs	40	EACH	\$ 800	\$ 32,000	
Picnic Tables	6	EACH	\$ 3,500	\$ 21,000	
Lounge Chairs	160	EACH	\$ 2,250	\$ 360,000	
Cantilever Umbrellas	10	EACH	\$ 2,000	\$ 20,000	
					Subtotal: \$ 557,700
SOFTSCAPE					
Structural Soil at Tree Pits (36" depth)	33	CY	\$ 125	\$ 4,125	
Topsoil at Lawn (3" depth)	75	CY	\$ 45	\$ 3,375	
Shade Trees (4" caliper)	10	EACH	\$ 1,300	\$ 13,000	
Evergreen Trees (8' ht.)	10	EACH	\$ 1,000	\$ 10,000	
Turf Seed	891	SY	\$ 4	\$ 3,564	
					Subtotal: \$ 34,064
SOFT COSTS					
General Conditions	1	5%	\$ 472,086	\$ 472,086	
Contingency	1	10%	\$ 944,172	\$ 944,172	
					Subtotal: \$ 1,416,259
					POOL COMPLEX \$ 10,857,983

THE LAKOTA GROUP.
Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project : 24038

PHASE ONE
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
REDBUD PLAZA					
DEMOLITION & SITE PREP					
Demolition (Pavement Removal)	16,000	SF	\$ 2.50	\$ 40,000	
Grading	16,000	SF	\$ 2	\$ 32,000	
				Subtotal:	\$ 72,000
HARDSCAPE					
Concrete Walk	9,400	SF	\$ 15	\$ 141,000	
Unit Pavers	3,000	SF	\$ 40	\$ 120,000	
				Subtotal:	\$ 261,000
SPECIAL STRUCTURES					
String Lights	135	LS	\$ 200	\$ 27,000	
String Light Strain Poles	5	EACH	\$ 20,000	\$ 100,000	
Pedestrian Lights	12	EACH	\$ 5,500	\$ 66,000	
Electrical Allowance	1	ALLOW	\$ 50,000	\$ 50,000	
				Subtotal:	\$ 243,000
SITE FURNISHINGS					
Benches	8	EACH	\$ 2,000	\$ 16,000	
Sculptural Seating	4	EACH	\$ 3,700	\$ 14,800	
Litter/Recycling Receptacles	4	EACH	\$ 1,800	\$ 7,200	
				Subtotal:	\$ 38,000
SOFTSCAPE					
Structural Soil at Tree Pits (36" depth)	45	CY	\$ 125	\$ 5,625	
Topsoil at Lawn (3" depth)	34	CY	\$ 45	\$ 1,530	
Ornamental Trees (8' height)	16	EACH	\$ 800	\$ 12,800	
Turf Seed	3,690	SY	\$ 4	\$ 14,760	
				Subtotal:	\$ 34,715
SOFT COSTS					
General Conditions	1	5%	\$ 32,436	\$ 32,436	
Contingency	1	10%	\$ 64,872	\$ 64,872	
				Subtotal:	\$ 97,307
				REDBUD PLAZA	\$ 746,022
CITY HALL ADA ENTRANCE PLAZA					
DEMOLITION & SITE PREP					
Demolition (Pavement Removal)	9,000	SF	\$ 2.50	\$ 22,500	
Grading	9,000	SF	\$ 2	\$ 18,000	
				Subtotal:	\$ 22,500
HARDSCAPE					
Concrete Walk	4,650	SF	\$ 15	\$ 69,750	
Step & Ramp Complex	500	SF	\$ 225	\$ 112,500	
				Subtotal:	\$ 182,250



Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project : 24038

PHASE ONE
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
SITE FURNISHINGS					
Benches	4	EACH	\$ 2,000	\$ 8,000	
Ramp & Step Handrails	180	EACH	\$ 100	\$ 18,000	
Litter/Recycling Receptacles	2	EACH	\$ 1,800	\$ 3,600	
					Subtotal: \$ 29,600

SOFTSCAPE					
Structural Soil at Tree Pits (36" depth)	17	CY	\$ 125	\$ 2,125	
Topsoil at Lawn (3" depth)	8	CY	\$ 45	\$ 360	
Ornamental Trees (8' height)	11	EACH	\$ 800	\$ 8,800	
Groundcovers (4" pots)	860	EACH	\$ 5	\$ 4,300	
Perennials/Ornamental Grasses (1 gallon pots)	378	EACH	\$ 20	\$ 7,560	
Shrub Plantings (36" B&B)	94	EACH	\$ 100	\$ 9,400	
Evergreen Shrub Plantings (36" B&B)	94	EACH	\$ 100	\$ 9,400	
Turf Seed	212	SY	\$ 4	\$ 848	
					Subtotal: \$ 42,793

SOFT COSTS					
General Conditions	1	5%	\$ 13,857	\$ 13,857	
Contingency	1	10%	\$ 27,714	\$ 27,714	
					Subtotal: \$ 41,571

CITY HALL ADA ENTRANCE PLAZA \$ 318,714

PHASE 1 ENGINEERING

DRAINAGE & UTILITIES					
Site Fence	800	SF	\$ 50	\$ 40,000	
Storm Sewer and Stormwater Management	1	LS	\$ 100,000	\$ 100,000	
SDR 35 PVC Sanitary Sewer Pipe	200	LF	\$ 80	\$ 16,000	
C900 PVC Watermain	200	LF	\$ 100	\$ 20,000	
					Subtotal: \$ 176,000

EARTHWORK					
Common Excavation, 1' depth	3,000	CY	\$ 15	\$ 45,000	
Topsoil Redistribution	270	CY	\$ 10	\$ 2,700	
Seed and Fertilize Green Space	1,600	SY	\$ 1.00	\$ 1,600	
					Subtotal: \$ 49,300

SOFT COSTS					
General Conditions	1	5%	\$ 11,265	\$ 11,265	
Contingency	1	10%	\$ 22,530	\$ 22,530	
					Subtotal: \$ 33,795

PHASE 1 ENGINEERING \$ 259,095

PHASE 1 TOTAL: \$ 12,181,814

OTHER

Other Key Optional Components	Quantity	Unit	Unit Cost	Extended Cost	RANGE OF COSTS
Relocated Rennie Field (Temporary - Permanent)	1	LUMP	\$ 100,000	\$ 100,000	\$ 2,000,000
					Subtotal: \$ 100,000 \$ 2,000,000

Notes

- All quantities are based on Master Plan level assumptions.
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- Grading, drainage, and utility assumptions are conceptual and subject to Civil Engineer verification in subsequent project phases.



Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project: 24038

PHASE TWO
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
DIVISION STREET PARKING					
DEMOLITION & SITE PREP					
Demolition	13,164	SF	\$ 2.50	\$ 32,910	
Grading	13,164	SF	\$ 2	\$ 26,328	
				Subtotal:	\$ 59,238
HARDSCAPE					
HMA Pavement	753	SY	\$ 20	\$ 15,060	
Combination Curb & Gutter	550	LF	\$ 45	\$ 24,750	
Concrete Walk	3,060	SF	\$ 15	\$ 45,900	
				Subtotal:	\$ 85,710
SOFTSCAPE					
Topsoil at Lawn (3" depth)	24	CY	\$ 45	\$ 1,080	
Shade Trees (4" caliper)	5	EACH	\$ 1,300	\$ 6,500	
Turf Seed	289	SY	\$ 4	\$ 1,156	
				Subtotal:	\$ 8,736
SOFT COSTS					
General Conditions	1	5%	\$ 7,247	\$ 7,247	
Contingency	1	10%	\$ 15,368	\$ 15,368	
				Subtotal:	\$ 22,616
				DIVISION STREET PARKING	\$ 176,300
FLEX ACTIVITY LAWN & GATEWAY PLAZA					
DEMOLITION & SITE PREP					
Demolition (Turf Clearing & Grubbing)	89,600	SF	\$ 1	\$ 89,600	
Grading	89,600	SF	\$ 2	\$ 179,200	
				Subtotal:	\$ 268,800
HARDSCAPE					
Concrete Walk	12,650	SF	\$ 15	\$ 189,750	
Unit Pavers	12,000	SF	\$ 40	\$ 480,000	
				Subtotal:	\$ 669,750
BUILDING					
Restrooms (+/- 750 SF)	1	LS	\$ 600,000	\$ 600,000	
				Subtotal:	\$ 600,000
SPECIAL STRUCTURES					
Gateway Percola at Entry Plaza	1	LS	\$ 150,000	\$ 150,000	
Pedestrian Lights	18	EACH	\$ 5,500	\$ 99,000	
Electrical Allowance	1	LS	\$ 50,000	\$ 50,000	
				Subtotal:	\$ 299,000
SITE FURNISHINGS					
Benches	4	EACH	\$ 2,000	\$ 8,000	
Bike Racks	6	EACH	\$ 1,000	\$ 6,000	
Bike Repair	1	EACH	\$ 1,000	\$ 1,000	
Litter/Recycling Receptacles	6	EACH	\$ 1,800	\$ 10,800	
				Subtotal:	\$ 25,800



Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
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 Project: 24038

PHASE TWO
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
SOFTSCAPE					
Structural Soil at Tree Pits (36" depth)	17	CY	\$ 125	\$ 2,125	
Topsoil at Lawn (3" depth)	565	CY	\$ 45	\$ 25,425	
Shade Trees (4" caliper)	18	EACH	\$ 1,300	\$ 23,400	
Turf Sod	6,780	SY	\$ 12	\$ 81,360	
				Subtotal:	\$ 132,310

SOFT COSTS					
General Conditions	1	5%	\$ 93,168	\$ 93,168	
Contingency	1	10%	\$ 199,566	\$ 199,566	
				Subtotal:	\$ 292,734

FLEX ACTIVITY LAWN & GATEWAY PLAZA \$ 2,288,394

PAVILION & AMPHITHEATER

DEMOLITION & SITE PREP					
Demolition (Turf Clearing & Grubbing)	15,200	SF	\$ 1	\$ 15,200	
Grading	15,200	SF	\$ 2	\$ 30,400	
Drainage and Utilities	1	LS	\$ 10,000	\$ 10,000	
				Subtotal:	\$ 55,600

HARDSCAPE					
Amphitheater Seatwalls	200	LF	\$ 265	\$ 53,000	
				Subtotal:	\$ 53,000

SPECIAL STRUCTURES					
Pavilion/Bandshell	1	LS	\$ 1,000,000	\$ 1,000,000	
A/V Allowance	1	ALLOW	\$ 25,000	\$ 25,000	
Electrical Allowance	1	ALLOW	\$ 25,000	\$ 25,000	
				Subtotal:	\$ 1,050,000

SOFTSCAPE					
Topsoil at Lawn (3" depth)	140	CY	\$ 45	\$ 6,300	
Turf Sod	1,700	SY	\$ 12	\$ 20,400	
				Subtotal:	\$ 26,700

SOFT COSTS					
General Conditions	1	5%	\$ 57,930	\$ 57,930	
Contingency	1	10%	\$ 118,530	\$ 118,530	
				Subtotal:	\$ 176,460

PAVILION & AMPHITHEATER \$ 1,361,760



Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project: 24038

PHASE TWO
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
SOUTH SITE ACTIVATION					
DEMOLITION & SITE PREP					
Demolition (Turf Clearing & Grubbing)	32,600	SF	\$ 1	\$ 32,600	
Grading	32,600	SF	\$ 2	\$ 65,200	
				Subtotal:	\$ 97,800

HARDSCAPE					
Stabilized Pathway	1,550	SF	\$ 9	\$ 13,950	
				Subtotal:	\$ 13,950

SPECIAL STRUCTURES					
Gateway Piers	4	EACH	\$ 15,000	\$ 60,000	
Shade Sails	2	EA	\$ 40,000	\$ 80,000	
				Subtotal:	\$ 80,000

SITE FURNISHINGS					
Picnic Tables	7	EACH	\$ 3,500	\$ 24,500	
Sculptural Seating	5	EACH	\$ 3,700	\$ 18,500	
Litter/Recycling Receptacles	2	EACH	\$ 1,800	\$ 3,600	
				Subtotal:	\$ 46,600

SOFTSCAPE					
Topsoil at Native Seeding (3" depth)	140	CY	\$ 45	\$ 6,300	
Shade Trees (4" caliper)	20	EACH	\$ 1,300	\$ 26,000	
Ornamental Trees (8' height)	20	EACH	\$ 800	\$ 16,000	
Evergreen Trees (8' ht.)	20	EACH	\$ 1,000	\$ 20,000	
Native Grasses and Forbs - Seeding	15,500	SF	\$ 0.26	\$ 4,030	
				Subtotal:	\$ 72,330

SOFT COSTS					
General Conditions	1	5%	\$ 7,028	\$ 7,028	
Contingency	1	10%	\$ 21,288	\$ 21,288	
				Subtotal:	\$ 28,316

SOUTH SITE ACTIVATION \$ 338,996

PHASE 2 ENGINEERING					
DRAINAGE & UTILITIES					
Storm Sewer and Stormwater Management	1	LS	\$ 350,000	\$ 350,000	
SDR 35 PVC Sanitary Sewer Pipe	500	LF	\$ 80	\$ 40,000	
C900 PVC Watermain	500	LF	\$ 100	\$ 50,000	
				Subtotal:	\$ 440,000

EARTHWORK					
Common Excavation, 1' depth	5,400	CY	\$ 15	\$ 81,000	
Topsoil Redistribution	2,000	CY	\$ 10	\$ 20,000	
Seed and Fertilize Green Space	12,000	SY	\$ 1.00	\$ 12,000	
				Subtotal:	\$ 113,000

SOFT COSTS					
General Conditions	1	5%	\$ 27,650	\$ 27,650	
Contingency	1	10%	\$ 55,300	\$ 55,300	
				Subtotal:	\$ 82,950

PHASE 2 ENGINEERING \$ 635,950

PHASE 2 TOTAL: \$ 4,801,399

Notes

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Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project: 24038

PHASE THREE
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
PLAYGROUND COMPLEX					
DEMOLITION, SITE PREP, AND UTILITIES					
Demolition (Turf Clearing & Grubbing)	37,000	SF	\$ 1	\$ 37,000	
Grading	37,000	SF	\$ 2	\$ 74,000	
				Subtotal:	\$ 111,000
HARDSCAPE					
Concrete Walk	3,200	SF	\$ 15	\$ 48,000	
Lawn Terrace Steps	235	LF	\$ 35	\$ 8,225	
				Subtotal:	\$ 56,225
SPECIAL STRUCTURES					
Shade Structure	1	LS	\$ 150,000	\$ 150,000	
Play Surfacing (PIP)	7,240	SF	\$ 25	\$ 181,000	
Play Surfacing Gravel Base	7,240	SF	\$ 5	\$ 36,200	
Play Equipment	1	LS	\$ 75,000	\$ 75,000	
Perf. Pipe Underdrainage - 6" Pipe	225	LF	\$ 28	\$ 6,379	
				Subtotal:	\$ 448,579
SOFTSCAPE					
Topsoil at Lawn & Native Seeding (3" depth)	300	CY	\$ 45	\$ 13,500	
Shade Trees (4" caliper)	12	EACH	\$ 1,300	\$ 15,600	
Evergreen Trees (8' ht.)	12	EACH	\$ 1,000	\$ 12,000	
Ornamental Trees (8' height)	12	EACH	\$ 800	\$ 9,600	
Native Grasses and Forbs - Seeding (at Property Line)	9,800	SF	\$ 0.26	\$ 2,548	
Turf Seed	1,500	SY	\$ 4	\$ 6,000	
				Subtotal:	\$ 59,248
SOFT COSTS					
General Conditions	1	5%	\$ 30,790	\$ 30,790	
Contingency	1	10%	\$ 67,505	\$ 67,505	
				Subtotal:	\$ 98,295
				PLAYGROUND COMPLEX	\$ 773,347
NORTH SITE ACTIVATION					
DEMOLITION, SITE PREP, AND UTILITIES					
Demolition (Turf Clearing & Grubbing)	51,000	SF	\$ 1	\$ 51,000	
Grading	51,000	SF	\$ 2	\$ 102,000	
				Subtotal:	\$ 153,000
HARDSCAPE					
Concrete Walk	1,800	SF	\$ 15	\$ 27,000	
Library Terrace Paving	6,054	SF	\$ 15	\$ 90,810	
Stabilized Pathway	2,500	SF	\$ 9	\$ 22,500	
				Subtotal:	\$ 140,310
SPECIAL STRUCTURES					
Gateway Piers	6	EACH	\$ 15,000	\$ 90,000	
				Subtotal:	\$ 90,000



Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project: 24038

PHASE THREE
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
SITE FURNISHINGS					
Benches	5	EACH	\$ 2,000	\$ 10,000	
Litter/Recycling Receptacles	2	EACH	\$ 1,800	\$ 3,600	
Bike Racks	5	EACH	\$ 1,000	\$ 5,000	
				Subtotal:	\$ 18,600

SOFTSCAPE					
Topsoil at Native Seeding (3" depth)	565	CY	\$ 45	\$ 25,425	
Engineered Bioswale Soil (18" depth)	225	CY	\$ 75	\$ 16,875	
Shade Trees (4" caliper)	20	EACH	\$ 1,300	\$ 26,000	
Ornamental Trees (8' height)	10	EACH	\$ 800	\$ 8,000	
Native Grasses and Forbs - Seeding	37,000	SF	\$ 0.26	\$ 9,620	
				Subtotal:	\$ 85,920

SOFT COSTS					
General Conditions	1	5%	\$ 20,096	\$ 20,096	
Contingency	1	10%	\$ 48,783	\$ 48,783	
				Subtotal:	\$ 68,879

NORTH SITE ACTIVATION \$ 556,709

PHASE 3 ENGINEERING

DRAINAGE & UTILITIES					
Storm Sewer and Stormwater Management	1	LS	\$ 150,000	\$ 150,000	
				Subtotal:	\$ 150,000

EARTHWORK					
Common Excavation, 1' depth	4,700	CY	\$ 15	\$ 70,500	
Topsoil Redistribution	1,900	CY	\$ 10	\$ 19,000	
Seed and Fertilize Green Space	11,000	SY	\$ 1.00	\$ 11,000	
				Subtotal:	\$ 100,500

SOFT COSTS					
General Conditions	1	5%	\$ 12,525	\$ 12,525	
Contingency	1	10%	\$ 25,050	\$ 25,050	
				Subtotal:	\$ 37,575

PHASE 3 ENGINEERING \$ 288,075

				PHASE 3 TOTAL:	\$ 1,618,131
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Notes

- All quantities are based on Master Plan level assumptions.
- Unit costs reflect 2026 calendar year pricing and do not include inflation.
- Grading, drainage, and utility assumptions are conceptual and subject to Civil Engineer verification in subsequent project phases.



Mequon Commons Master Plan | ROM Costing Estimate

Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project: 24038

WINTER ACTIVATION
 PRELIMINARY ROM COSTING ESTIMATE
 DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
WINTER ZONE #1					
REAL ICE RINK					
Ice Rink Equipment	1	LS	\$ 322,000	\$ 322,000	
Ice Rink Installation/Removal	1	LS	\$ 79,625	\$ 79,625	
Ice Rink Sub-surface	1	LS	\$ 85,000	\$ 85,000	
230-ton Chiller	1	LS	\$ 375,000	\$ 375,000	
Snow Melt Pit (incl. boiler & drainage)	1	LS	\$ 70,000	\$ 70,000	
Domestic Hot Water Storage Tank (Zamboni - fed from boiler)	1	LS	\$ 6,000	\$ 6,000	
Zamboni Tent/Storage	1	LS	\$ 75,000	\$ 75,000	
Zamboni Driving Surface (btwn rink and tent)	1	LS	\$ 15,000	\$ 15,000	
Zamboni	1	LS	\$ 200,000	\$ 200,000	
ATV / Plow (Snow Removal)	1	LS	\$ 10,000	\$ 10,000	
Ice Machine for Patching	1	LS	\$ 500	\$ 500	
Contingency, Escalation, and Insurance	1	10%	\$ 123,813	\$ 123,813	
				Subtotal:	\$ 1,361,938
SYNTHETIC ICE RINK					
Ice Rink (incl. dasher board, skates, install, etc.)	1	LS	\$ 350,000	\$ 350,000	
Curling Ice Rinks	2	EA	\$ 8,000	\$ 16,000	
Contingency, Escalation, and Insurance	1	10%	\$ 35,000	\$ 35,000	
				Subtotal:	\$ 401,000
FFE					
Warming Tent (20x30)	3	EA	\$ 8,250	\$ 24,750	
Rubber Mat Skate Surfacing	20,500	SF	\$ 4	\$ 82,000	
Winter Fencing	610	LF	\$ 32	\$ 19,520	
Secure Locker (Keyless Electronic Lockers)	1	LS	\$ 20,000	\$ 20,000	
Benches in Warming Tents	20	EA	\$ 500	\$ 10,000	
Bleachers	1	LS	\$ 10,000	\$ 10,000	
Fire Pits	4	EA	\$ 6,000	\$ 24,000	
Adirondack Chairs	24	EA	\$ 3,000	\$ 72,000	
				Subtotal:	\$ 262,270
				WINTER ZONE #1 (REAL ICE)	\$ 1,624,208
				WINTER ZONE #1 (SYNTHETIC ICE)	\$ 663,270



Mequon Commons Master Plan | ROM Costing Estimate

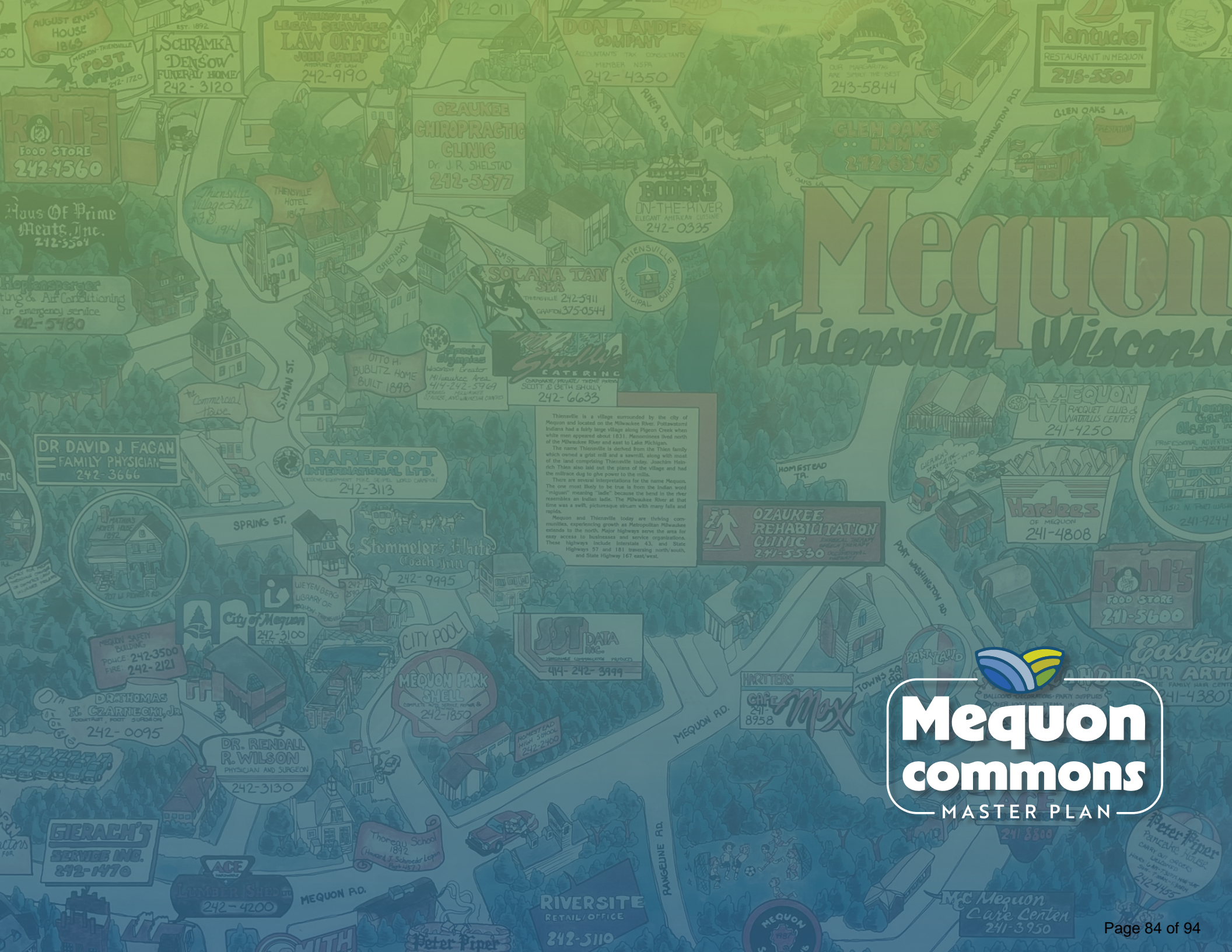
Date: April 8, 2026
 RE: Mequon Civic Campus Master Plan
 Project: 24038

WINTER ACTIVATION
PRELIMINARY ROM COSTING ESTIMATE
DRAFT FOR INTERNAL REVIEW

Description	Estimated Quantity	Unit	Unit Cost	Extended Cost	Subtotal
WINTER ZONE #2					
FFE					
Warming Tent (10X20)	2	EA	\$ 6,500	\$ 13,000	
Warming Tent (15x30)	1	EA	\$ 8,250	\$ 8,250	
Fire Pits	4	EA	\$ 6,000	\$ 24,000	
Adirondack Chairs	24	EA	\$ 3,000	\$ 72,000	
				Subtotal:	\$ 117,250
					WINTER ZONE #2
					\$ 117,250
WINTER ZONE #3					
FFE					
Fire Pits	8	EA	\$ 6,000	\$ 48,000	
Adirondack Chairs	48	EA	\$ 3,000	\$ 144,000	
				Subtotal:	\$ 192,000
					WINTER ZONE #3
					\$ 192,000
WINTER ZONE #4					
FFE					
Warming Tent (20X30)	1	EA	\$ 8,250	\$ 8,250	
Holiday Tree	2	EA	\$ 10,000	\$ 20,000	
				Subtotal:	\$ 28,250
					WINTER ZONE #4
					\$ 28,250
WINTER ZONE #5					
FFE					
Warming Tent (20X30)	1	EA	\$ 8,250	\$ 8,250	
				Subtotal:	\$ 8,250
					WINTER ZONE #5
					\$ 8,250
WINTER ACTIVATION RANGE:				\$ 1,009,020	\$ 1,969,958

Notes

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Mequon Thiensville Wisconsin

Thiensville is a village surrounded by the city of Mequon and located on the Milwaukee River. Potawatomi Indians had a fairly large village along Pigeon Creek when white men appeared about 1831. Mequonians lived north of the Milwaukee River and east to Lake Michigan.

The name Thiensville is derived from the Thies family who owned a grist mill and a sawmill, along with most of the land comprising Thiensville today. Joachim Heinrich Thies also laid out the plans of the village and had the millrace dug to give power to the mills.

There are several interpretations for the name Mequon. The one most likely to be true is from the Indian word "miquan" meaning "lodge" because the bend in the river resembles an Indian lodge. The Milwaukee River at that time was a swift, picturesque stream with many falls and rapids.

Mequon and Thiensville today are thriving communities, experiencing growth as Metropolitan Milwaukee extends to the north. Major highways serve the area for easy access to businesses and service organizations. These highways include Interstate 43, and State Highways 97 and 181, traversing north-south, and State Highway 167 east-west.



**Mequon
commons**
MASTER PLAN



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

www.cityofmequonwi.gov

City Clerk

TO: Committee of the Whole
FROM: Jac Zader, Assistant Director Community Development
DATE: April 14, 2026
SUBJECT: FEMA Floodplain Map Amendment Update

Background

Previously, the City of Mequon approved Ordinance #2024-1662 which included the adoption of 2024 Flood Insurance Rate Maps (FIRM) that went into effect on July 31, 2024. The City was required to adopt the new maps in order to remain in the National Flood Insurance Program. During this process, staff identified several issues related to the modeling that was done to create the maps including the following:

1. The regulatory flow rate used for the Milwaukee River was significantly higher when compared to the historical data gage at Pioneer Road.
2. The unexplained substantial increase to the Base Flood Elevation along the Milwaukee River between Highland Road and Mequon Road.
3. The large expansion of the Floodway along the Milwaukee River north of County Line Road, on both sides of the river.

On October 8, 2024, the Common Council approved a Request for Proposal (RFP) with M Squared Engineering in the amount of \$29,630 to conduct an independent review of the modeling that was completed to create the floodplain maps adopted by the City. The scope of the RFP included a provision that requires the consultant to prepare a report (see attached) that documents the findings of the review and make a presentation to the Common Council.

On March 11, 2025, representatives from M Squared presented findings and recommendations from their report to the Common Council Committee of the Whole. The report confirmed that the flow rate used for the Milwaukee River in the original modeling was overstated by a factor of two (2). The consultant also identified several other technical issues with the model which contributed to the increase in the base flood elevation. Based on recommended changes to the model, they estimated an approximate reduction in the base flood elevation of three (3) feet in some areas.

In order for the City and impacted residents to benefit from this reduction, the City would need to pursue a Letter of Map Change which would require DNR and FEMA approval. The

consultant estimated this process would take approximately 12–18 months and cost approximately \$75,000. The Committee of the Whole, based on the findings in the report, directed staff to engage with M Squared to develop a scope and contract to initiate the Letter of Map Revision (LOMR) process. Included in the contract was also a review of Trinity Creek, which ties into the Milwaukee River at Cedarburg Road north of River Barn Park. While not impacted by the errors in the Milwaukee River model, staff expressed concern over the changes to the floodplain in this area.

Staff Update

In February, DB Sterling (formerly M Squared) submitted preliminary base flood elevation cross-sections as well as 100-year flood plain and floodway boundaries for the Milwaukee River based on the modeling that was recently completed. The model included a new flow rate at the Pioneer Road gauge of 7,611 cfs derived by using the Log Pearson Analysis with a skew coefficient. This is almost half of the current 14,340 cfs rate. The new flow rate is also more in line with historical readings that have occurred over the last 40 years (see chart). While there are a few issues that need to be resolved with the model, the new maps and base flood elevations show a significant reduction along the Milwaukee River corridor with most areas seeing a reduction of at least two (2) feet (see attached maps). The updated maps will have a significant impact on many property owners along the Milwaukee River.

At the direction of staff, the consultant did a deeper dive into the Trinity Creek model and found inconsistencies with the flow rate between a study completed in 2005 and an H & H study completed in 2015. The flow rate went from 828 cfs to 1,285 cfs with no validation check to verify what caused the increase. At the time of the writing of the report, the consultant is in the process of reviewing the models to determine whether changes can be recommended to the DNR.

Next Steps

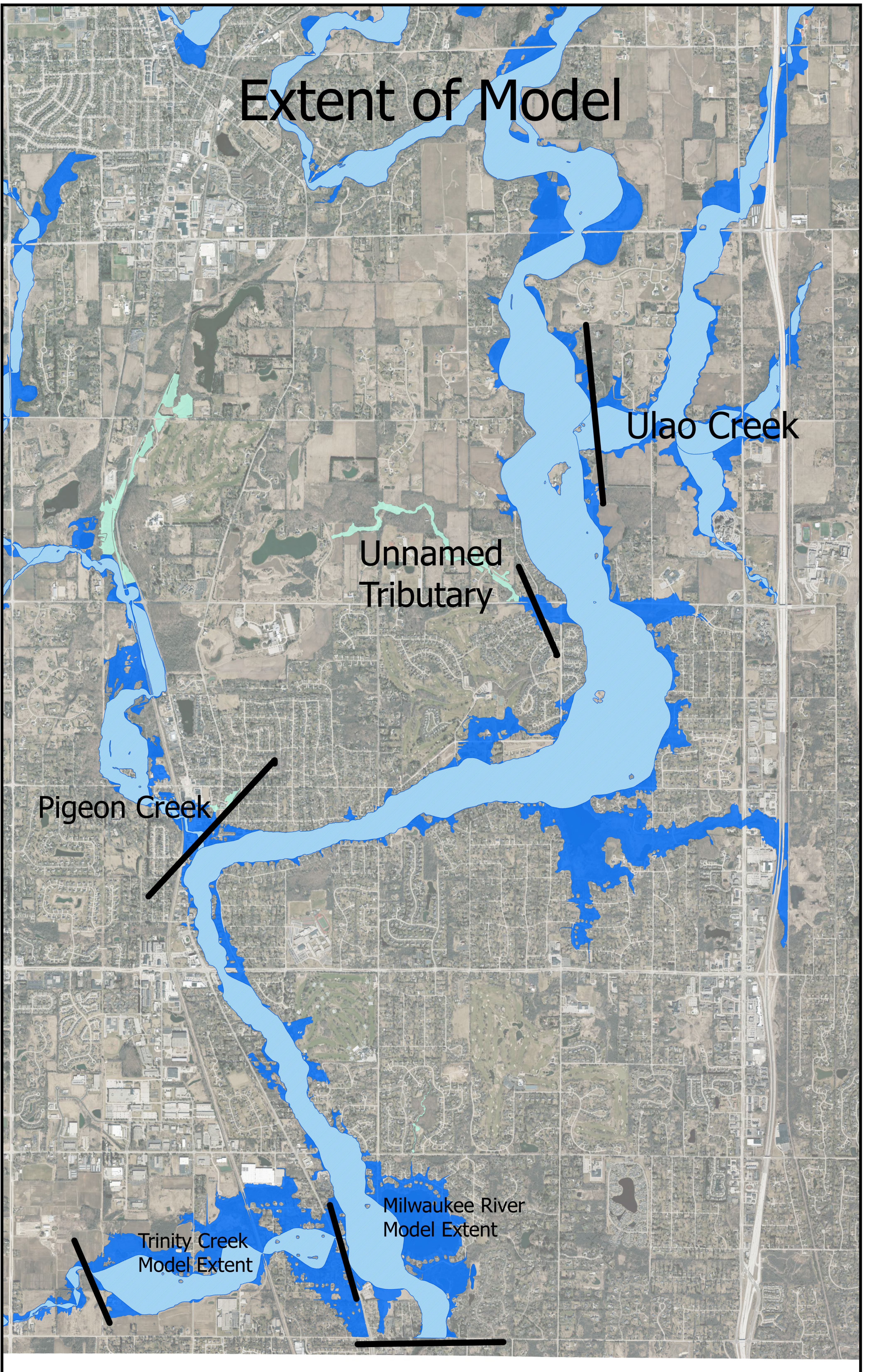
Once the two models are finalized, the consultant will send the LOMR to the Department of Natural Resources (DNR) for review and approval. Over the last several months, staff and DB Sterling have met with representatives from the DNR, and Department staff have expressed confidence in a positive outcome to the review, based on the methodology and data used in the model. Staff has also been assured that the review will be a top priority for DNR staff. Once approved by DNR, the LOMR will be submitted to FEMA for review and approval. City staff has also been advised by the DNR that the FEMA process may be more convoluted, depending on which consultant performs the review. Staff also understands that there are staffing changes and funding issues currently impacting FEMA's ability to perform reviews, which may ultimately slow down or delay the approval process.

Attachments:

Flow Rate History Chart, Overview, FFO change, FW change, Change from 2007 elevations

<u>Flow Rate History - Pioneer Gauge</u>	<u>CFS</u>
Flowrate from FIS based on 1991 model	14340
Proposed Flowrate using Stream Stats	6983
Proposed Flowrate using Log Pearson	8368
Proposed Flowrate using Log Pearson with adjustment	7611
August Rain Event Max Flowrate	5900
Highest recorded - 2008 Flood Event	6980

Extent of Model



Ulaio Creek

Unnamed
Tributary

Pigeon Creek

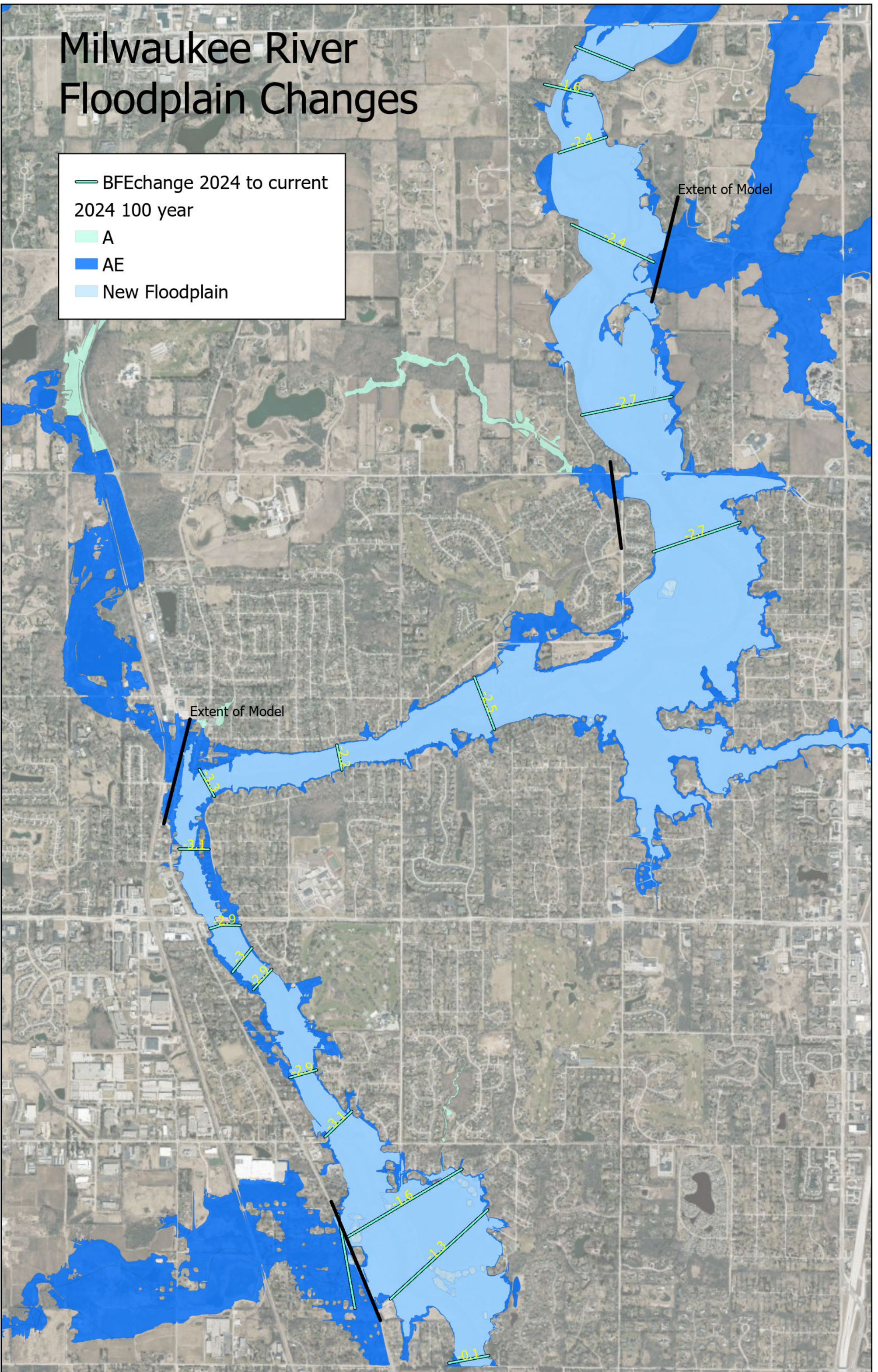
Trinity Creek
Model Extent

Milwaukee River
Model Extent

Milwaukee River Floodplain Changes

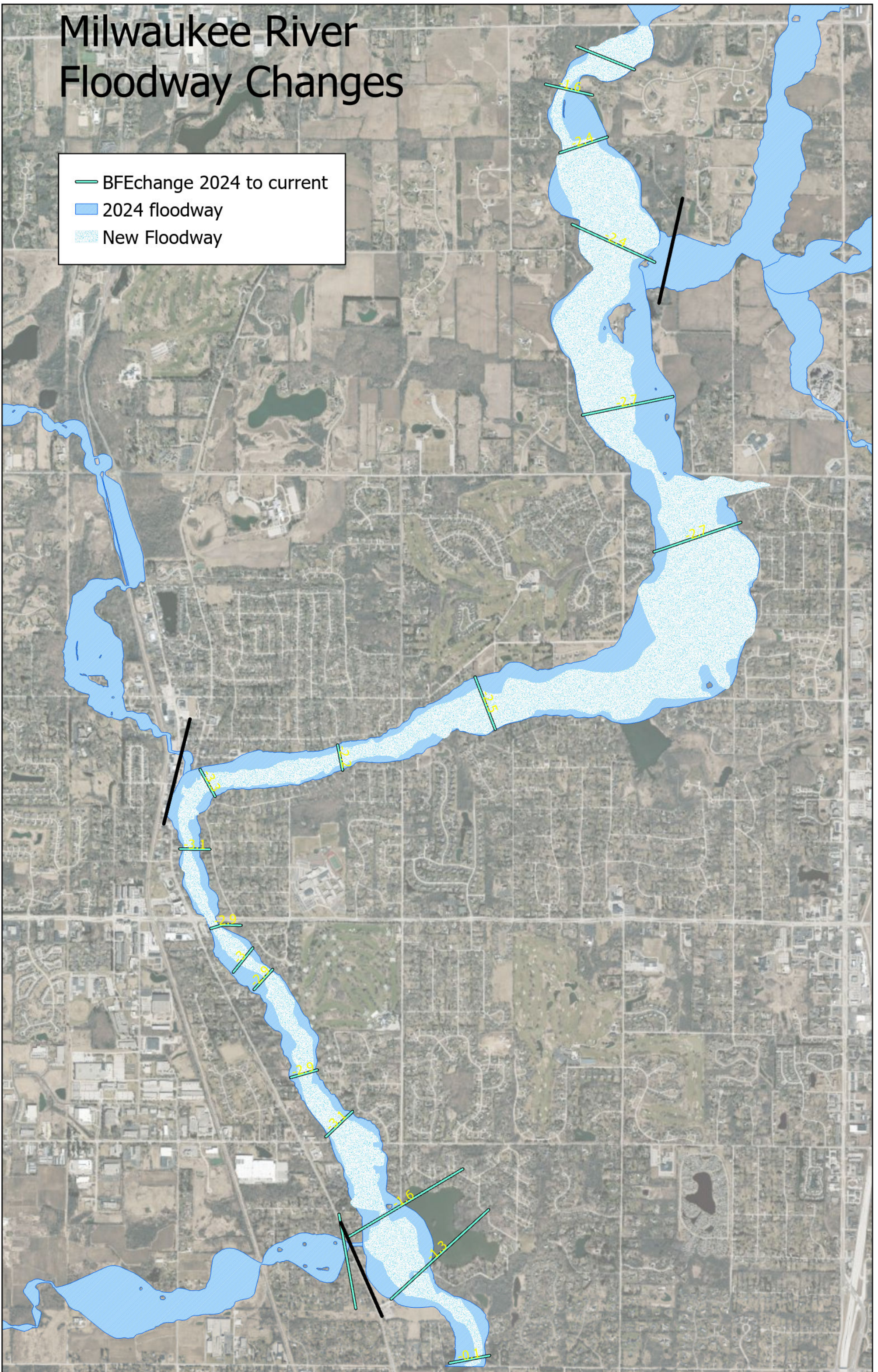
— BFE Change 2024 to current
2024 100 year

- A
- AE
- New Floodplain



Milwaukee River Floodway Changes

- BFEchange 2024 to current
- 2024 floodway
- New Floodway

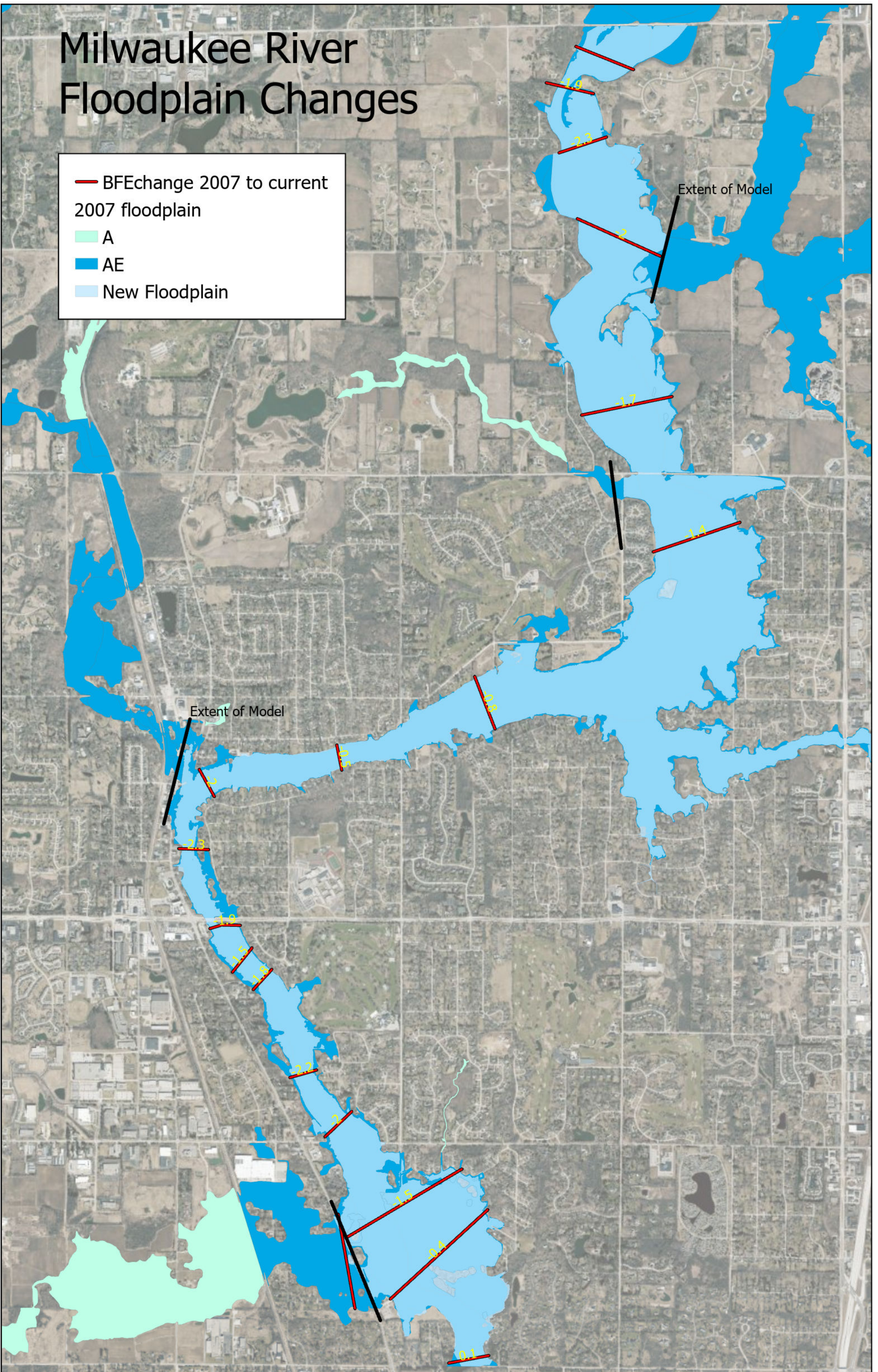


Milwaukee River Floodplain Changes

— BFE change 2007 to current

2007 floodplain

- A
- AE
- New Floodplain



COMMITTEE OF THE WHOLE PLANNING CALENDAR - 2026

ITEM	PRINCIPAL	TIME
January 13		
Civic Campus Master Plan	Tollefson	60
Hotel/Motel Tax Proposal	Tollefson	15
February 10		
Traffic Calming/Speed Deterrence	Lundeen/Riley	60
Brush Site Improvements	Lundeen	15
March 10		
Joint Extraterritorial Zoning Commission Determination	Tollefson	30
Miller Marriot Development Consultation	Tollefson	30
April 14		
Civic Campus Master Plan	Tollefson	45
FEMA Floodplain Map Amendment	Zader	30
May 12		
ARPA Expense Reallocation(s)	Jones	30
Port Washington Road Rezoning	Zader	45
June 9		
Emerald Ash Borer Policy	Lundeen	30
Specimen Tree Ordinance	Lundeen	30
ITEM	PRINCIPAL	TIME

COMMITTEE OF THE WHOLE PLANNING CALENDAR - 2026

July 14		
Road Program / ROW Asset Prioritization	Lundeen	75
August 11		
Legal Compliance Update	Sajdak	60
September 8		
Personnel Handbook Update	Wolff	75
October 13		
November 10		
December 8		
Future/Other Policy Items for Discussion/Consideration/Analysis		
JCC Redevelopment Consultation; Rotary Park Playground; SW Industrial Re-Zoning; ADA Compliance; TID #3 Public Improvements; Mequon Nature Preserve Facility Project; Deer Management; Facilities Study Update; Fleet Study Update; Opitz Cemetery		