



11333 N. Cedarburg Road  
Mequon, WI 53092-1930  
Phone: 262/236-2914  
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www.ci.mequon.wi.us

Office of the City Clerk

**Committee of the Whole Meeting  
Tuesday, March 1, 2016; 6:00 PM  
Christine Nuernberg Hall, Mequon City Hall**

**AGENDA**

- 1) Call to Order, Roll Call
- 2) Town Center Development: Heritage Commons Workshop
- 3) Adjourn

Dated: February 25, 2016

/s/ Dan Abendroth, Mayor

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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 accommodations 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



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**Department of Community Development**

**To:** Common Council Committee of the Whole  
**From:** Kim Tollefson, Director of Community Development  
**Date:** March 1, 2016  
**Subject:** Town Center Development: Heritage Commons Workshop Meeting

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**Background:** Since 2000, efforts have been taken by the City of Mequon, the Village of Thiensville, various community organizations and private investments by property owners and the development community to create Town Center as a mixed-use pedestrian oriented neighborhood. In 2015, the City took several strategic actions to pursue the redevelopment of 13.4 acre City-owned site located at Mequon Road and Buntrock Avenue.

Late in 2015, an Offering of Land Sale for the City-owned site was marketed by the City with the professional assistance of Collier's International. After the Economic Development Board and the Common Council vetted six development proposals, the Council authorized staff to negotiate the contract to purchase the site with Shaffer Development (Resolution 3340). The Common Council has since approved the Contract to Purchase by adopting Resolution 3346.

**Meeting Purpose:** The project team, consisting of City staff, Shaffer Development, Engberg Anderson Architects and Tim Wimmer of The Sigma Group, Inc. (City's environmental consultant), will provide the Council with an overview of the project details including site planning, land uses, project values and schedule as well as due diligence as it relates to site conditions and constraints. This meeting serves as the opportunity for the Council to share perspectives on matters affecting the proposed concept design. The project team's work to date, coupled with the Council's feedback, will serve as the basis for making decisions prior to taking the concepts to an upcoming neighborhood meeting (expected April 2016) and preparing for the submission of master plan development approvals (expected May 2016).

As a reminder, throughout this process, the Council established two public policy goals as follows:

- A project that is substantially in compliance with the Town Center zoning district.
- A project that maximizes the potential of value and therefore tax increment for the TID in the near term.

**Development Team:** Shaffer Development was the original investor in the Mequon Town Center project that is nearing completion at the intersection of Mequon and Cedarburg Road. Shaffer has completed other redevelopment projects in SE Wisconsin and was recently awarded a RFP from the Village of Grafton. Engberg Anderson Architects is a full service architecture, planning and interior design firm with offices in Milwaukee, Madison, Tucson and Chicago.

The Council's support for the vision showcased in the concept plan that was submitted in 2015 was based on the above referenced public policy goals as well as the following:

- The development team presented a vision that was based on community interests.
- Shaffer Development provides the skill set to establish the necessary partnerships and the community collaboration to develop a project that creates long lasting value in compliance with the Zoning Code.
- Engberg Anderson provides the planning and architectural expertise to work collaboratively and creatively to develop alternatives and accomplish the public goals and objectives for the physical environment of the Town Center.
- The project is not too dense, provides true mixed-use, provides varied types of dwelling units and is interesting given its design, layout and mix of uses.
- The development has a projected minimum value of \$26.8M by 2019.

**Site Conditions:** The subject site is surrounded by multiple institutional uses including the City Civic Campus, Logemann Center building, Inter Urban Trail and Public Safety Building. To the north and west, the site is adjacent to a single-family residential neighborhood and to the east is a railroad line. The site contains the following constraints:

- Wetlands and Specimen trees
- Utilities and associated easements
- A cell tower
- Environmental contamination issues
- A significant grade change at the Mequon Road street frontage
- Operational conditions related to the Public Safety Building
- Operational conditions related to the use of Public Works facilities

The project team will provide an overview of these conditions and how its influencing the site planning decisions to date.

***Concept Site Planning, Land Uses and Project Value and Schedule:***

**Residential.** The concept plan is evolving and contains a mix of residential units within the northern portion of the site. Construction of the residential component of this mixed use project is planned as Phase I. This is influenced by capturing the present opportunity in the market as well as the ability to commence site work without affecting city operations that will remain until April of 2017. The project team will share an update on the demand for the proposed dwelling units, desired amenities, as well as alternatives related to building placement, size and the overall projected residential value.

**Commercial.** The concept plan includes the preservation of the brick buildings fronting along Mequon Road to attract a mix of commercial uses including retail, food and service entities. The redevelopment of this portion of the site is considered Phase II. The commercial component features a boutique hotel and a new retail structure located east of the Public Safety Building.

From a land use perspective, retail and neighborhood commercial services as well as restaurants are encouraged. The hotel is an allowable use in the Town Center zoning district and could provide a public benefit in serving existing industrial and institutional uses within the City for event space and conference use. Market indicators suggest there is demand. The project team will discuss the research completed thus far related to the hotel, the potential project value generated with inclusion of the hotel and the additional influences of decision

making related to the hotel. The team will also discuss the overall project value and anticipated square footage associated with the proposed commercial uses.

***Project Schedule & Timeline:*** The project schedule, as attached, is detailed with major milestones related to the project over the course of the next two years. It is anticipated that the City will gain full valuation of the project in January 2019, with a minimum project value of \$26.8M.

***Desired Outcome:*** Staff would like the Council to understand the conditions of the site that are influencing the project team's decisions to date, and for the Council to share perspectives on design. This will assist the project team in preparing the concept plan for an upcoming neighborhood meeting, the development approval submission and the standards to be included within the development agreement.

***Director of Community Development:***

  
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Kim Tollefson

**Enclosures:** Heritage Commons Concept Plans & Site Conditions

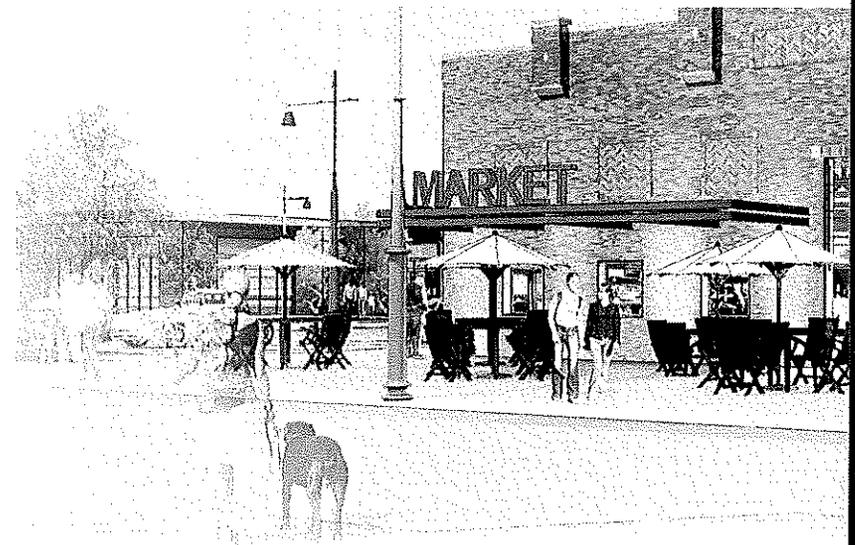
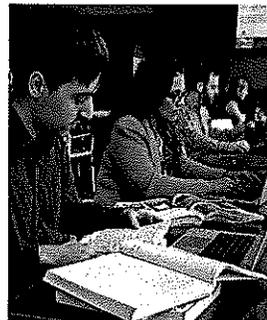
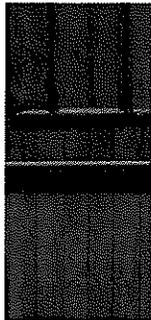
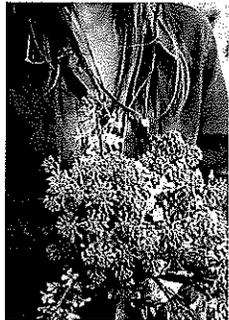
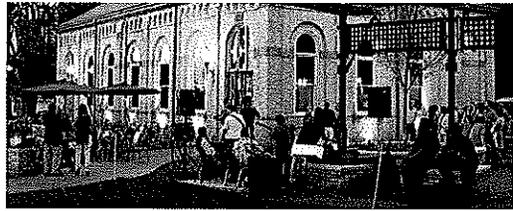
Heritage Commons Project Schedule

Heritage Commons Community Support Letters

# Heritage Commons Concept Plans & Site Conditions

# Heritage Commons

of Mequon Town Center



## Our Team | *Some of the Best in the Real Estate Industry*

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### Shaffer Development LLC

Cindy Shaffer was the original investor in the Mequon Town Center, with a personal investment of over half a million dollars. Shaffer was able to work with the adjacent property owners and bring in innovative partners and tenants to create this eighteen million dollar project that is now the cornerstone of the Mequon Town Center.

Shaffer a 21-year resident of Mequon, holds a degree in Business Communication from the University of Wisconsin, Madison. She began her career in the corporate world working for several fortune 500 companies such as S.C. Johnson and Son and Marriot Corporation. In 2001, she began purchasing and redeveloping properties in Cedarburg and is a current owner and co-developer of The Mequon Town Center, Shaffer Development has also recently been awarded an RFP from the Village of Grafton to develop a \$17 million mixed-use project.

Shaffer is the current Vice President of the Mequon Thiensville Sunrise Rotary, a former instructor at MATC Mequon and a supporter of many community programs.

### Engberg Anderson Architects

Mark Ernst, AIA, LEED AP is recognized leader in the Milwaukee area design community. **His experience working with large firms doing international projects, teaching architectural design and operating his own private practice provides his clients with a seasoned blend of diverse design experience.** Accomplished at urban design issues, Mark stays active in the community as a member of Urban Land Institute, Congress for New Urbanism, US Green Building Council® Board Member, Public Policy Forum and Regional Transportation Task Force. He is also a resident of Ozaukee county.

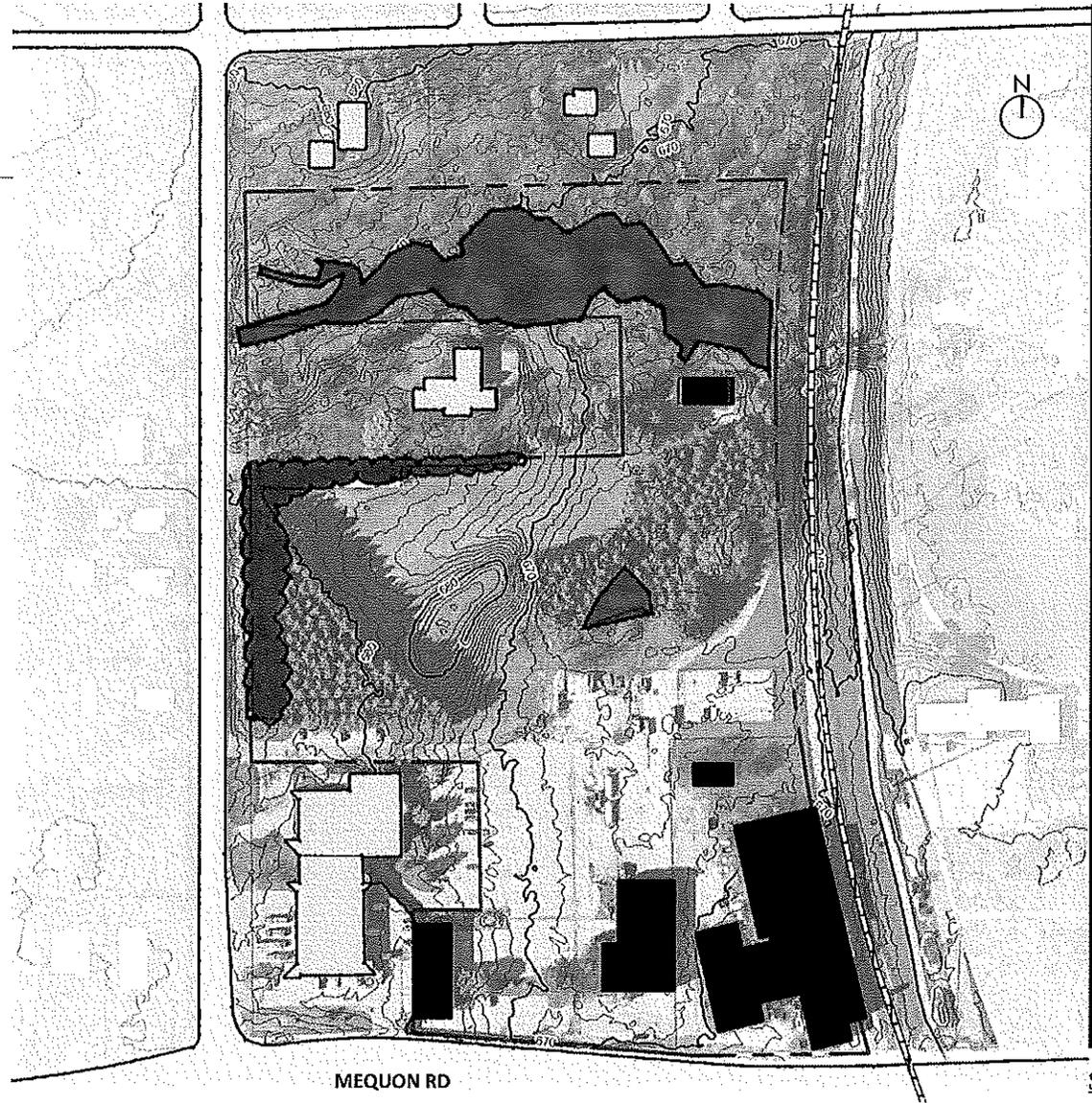
Engberg Anderson is a full service architecture, planning, and interior design firm with offices in Milwaukee, Madison, Tucson and Chicago. Engberg Anderson's portfolio contains a wide range of projects including libraries, housing, cultural facilities, healthcare and aviation projects.

# Existing Site



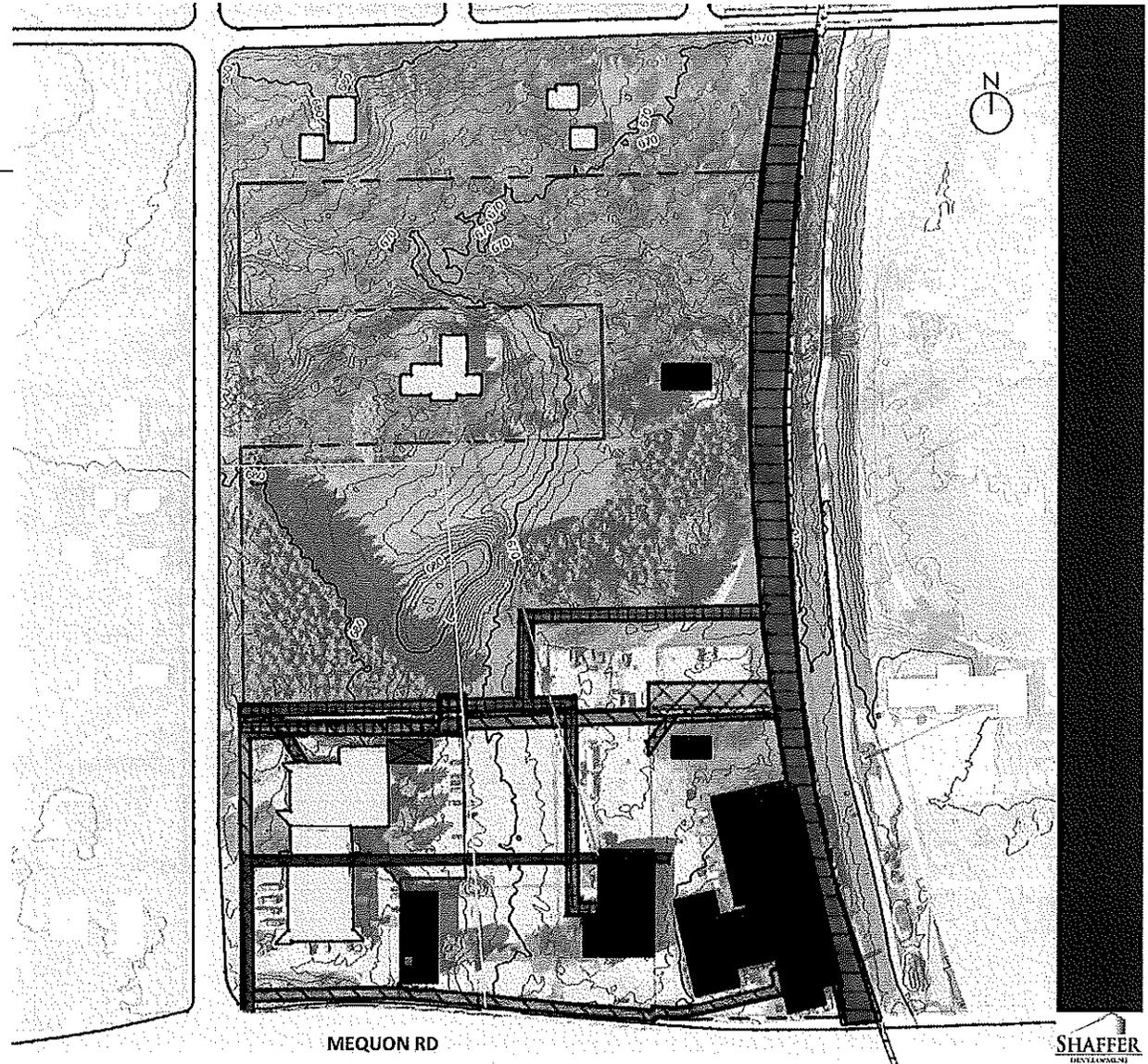
# Wetlands & Specimen Trees

- Wetlands
- Specimen Trees

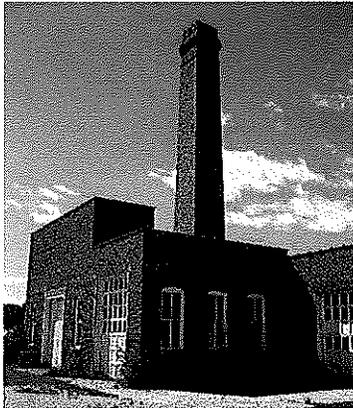


# Utilities and Easements

-  W.E.P. Co Utility Easement
-  Road Easement
-  WE Energies Easement
-  Water Line Easement
-  Permanent Easement
-  Rail Road Easement
-  Drain Tile Easement
-  Sanitary Sewer Line
-  Steam Line
-  Electric Transformer
-  Cell Phone Tower



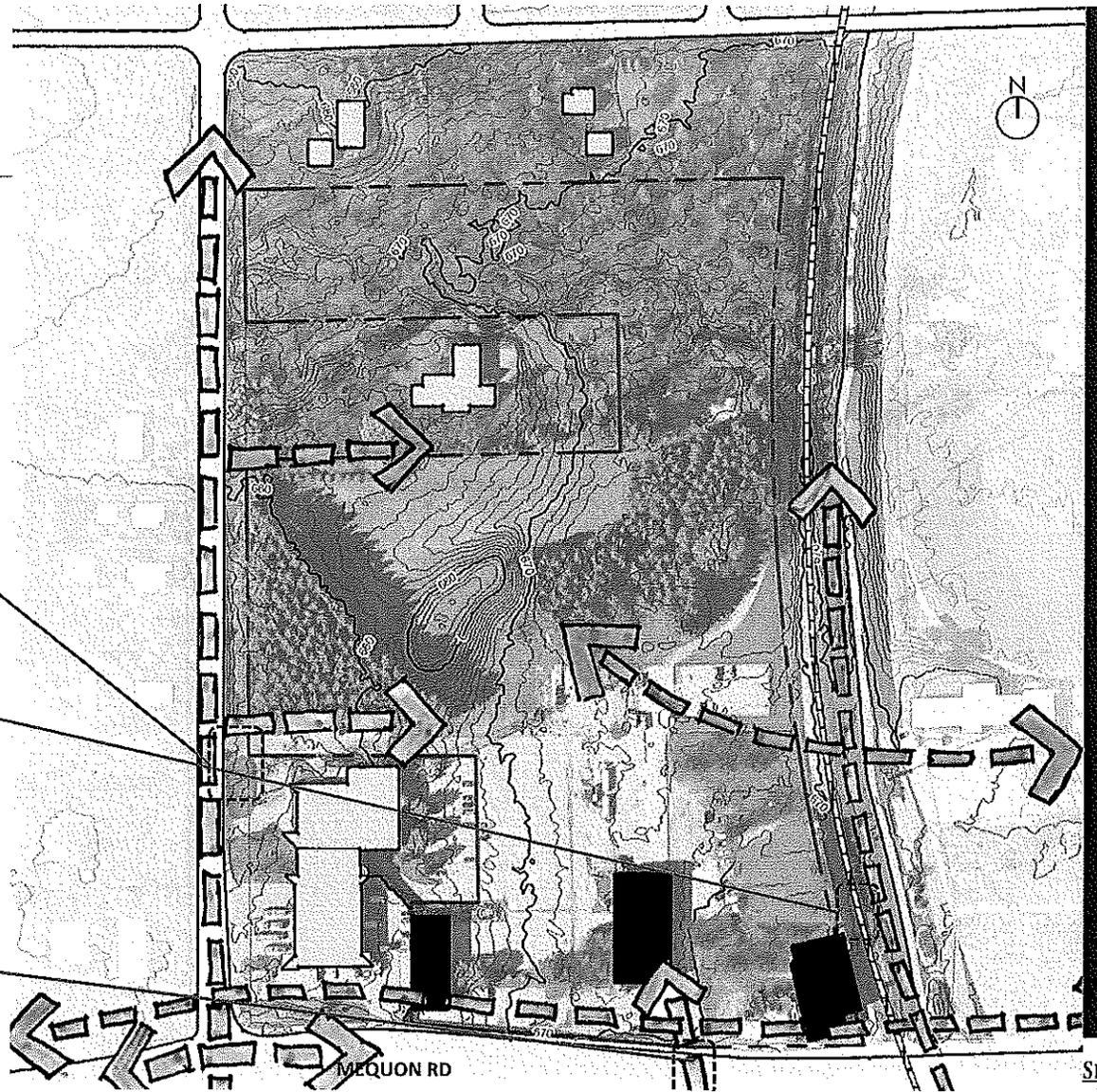
# Existing Buildings to Remain



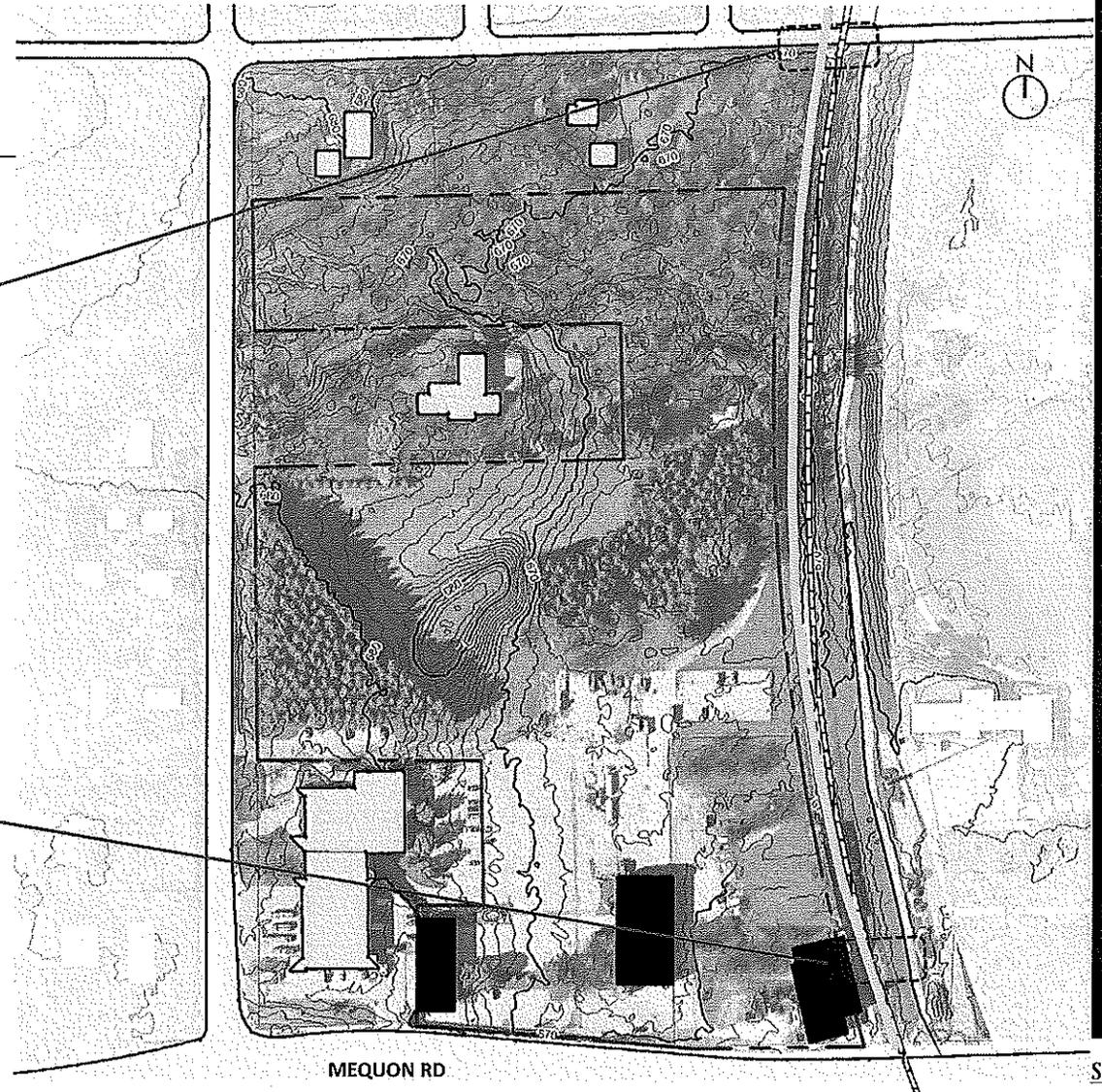
# Egress and Ingress



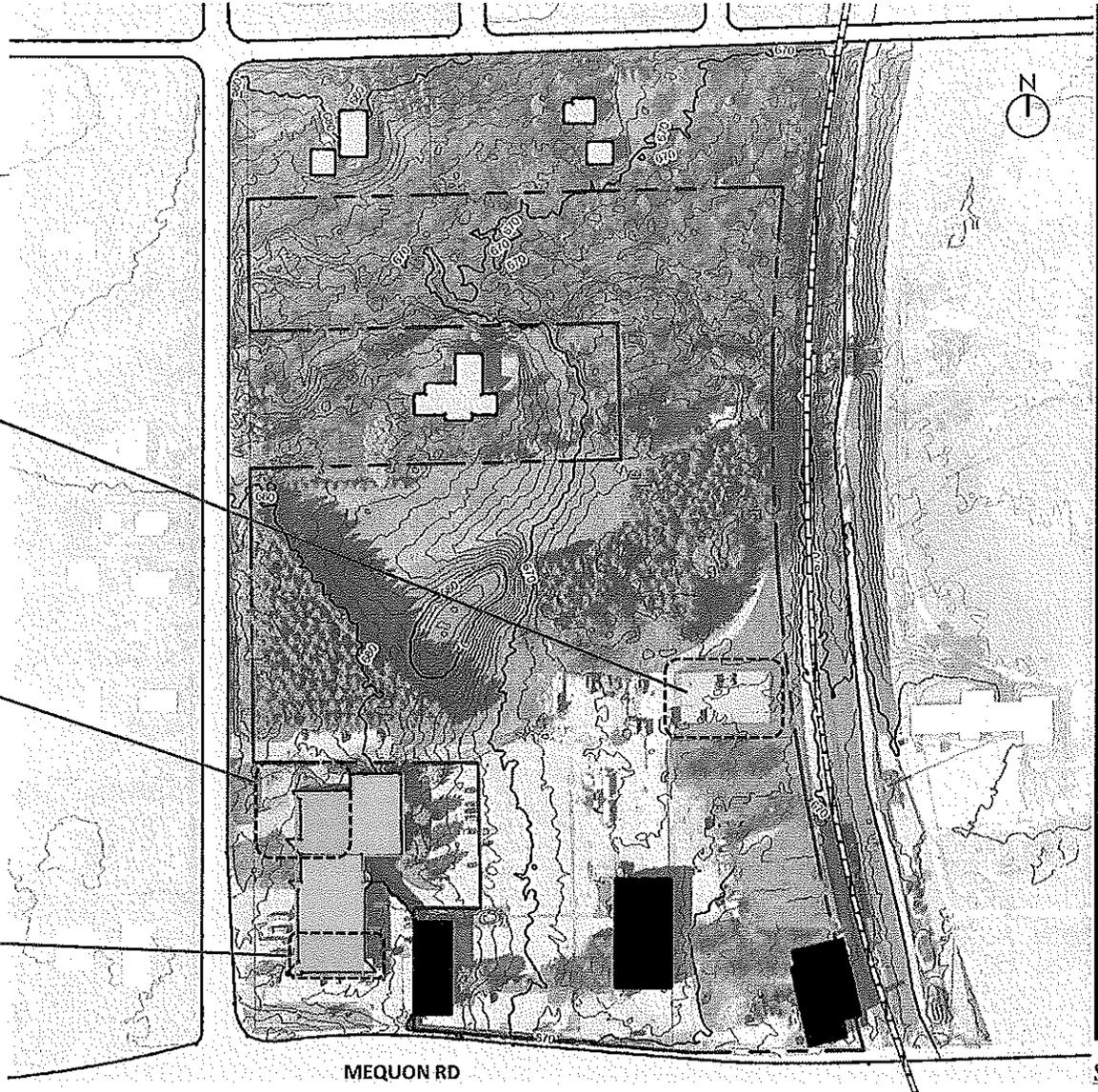
- Existing
- Proposed New



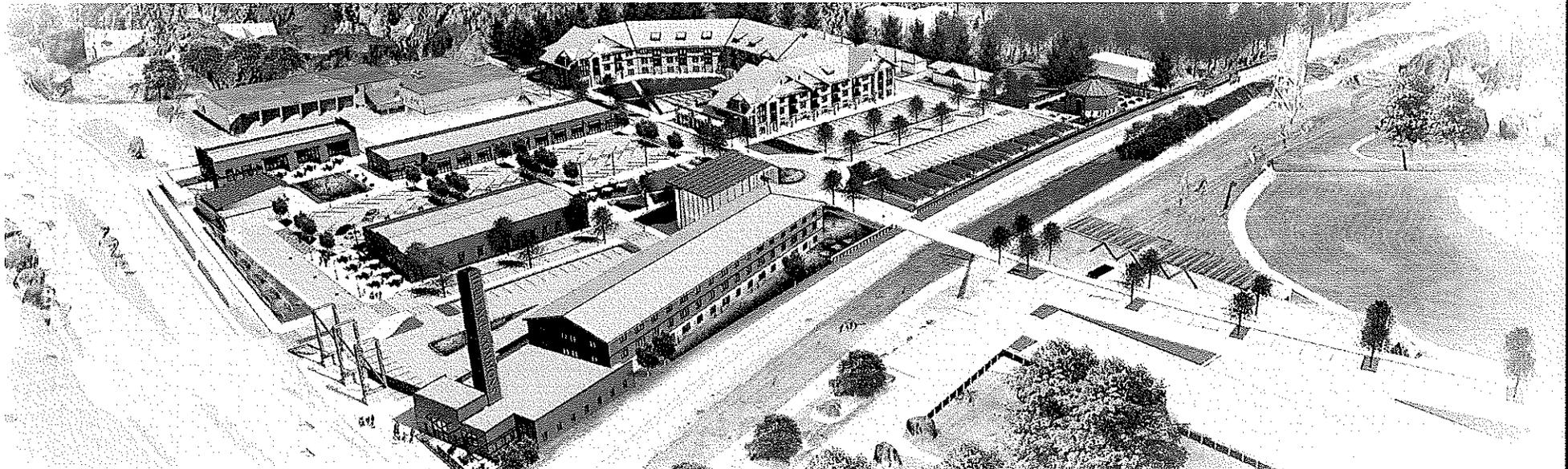
# Adjacencies: Rail Road



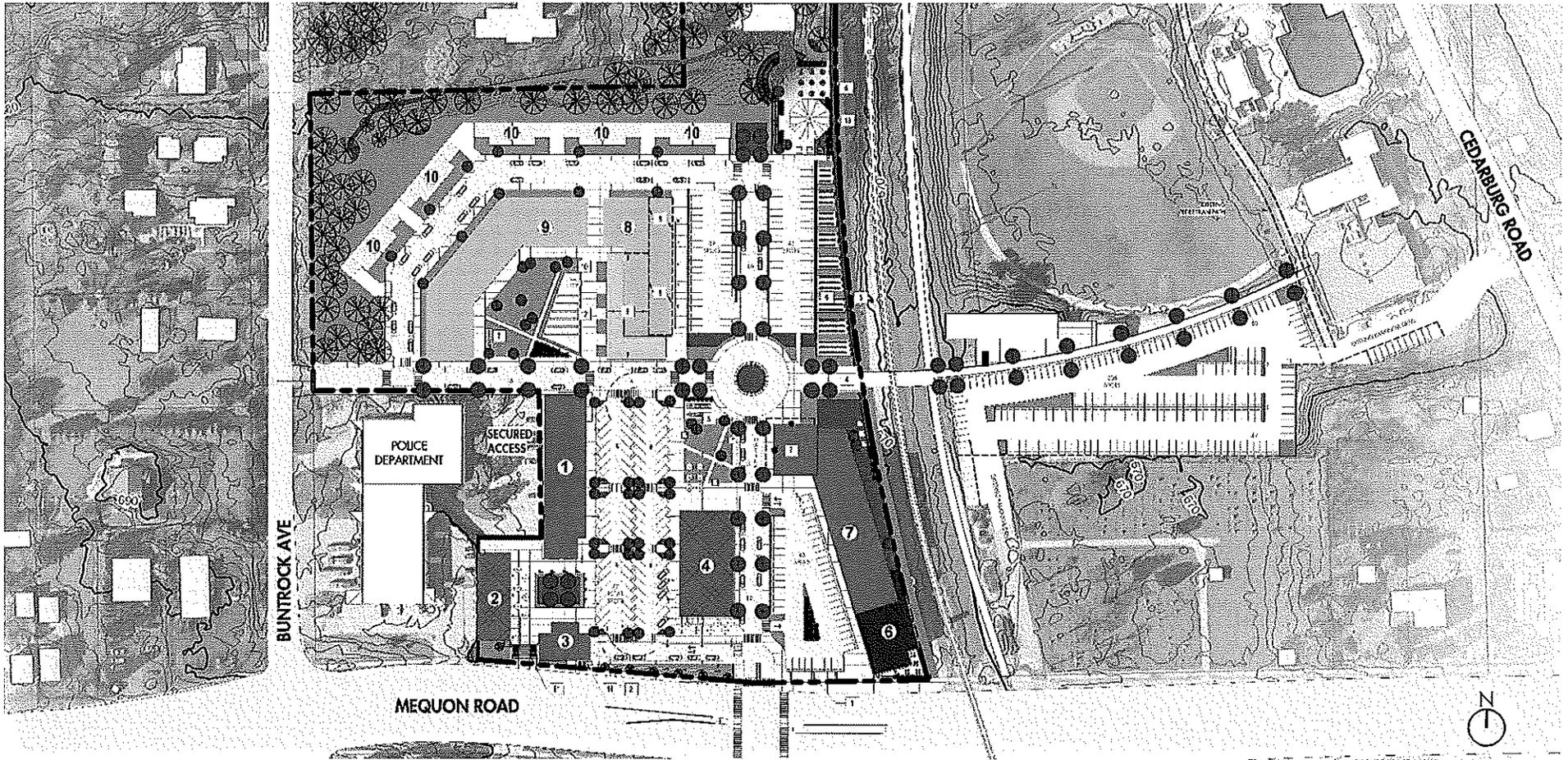
# Adjacencies: Police/Fire Station & Impound Lot



# Heritage Commons

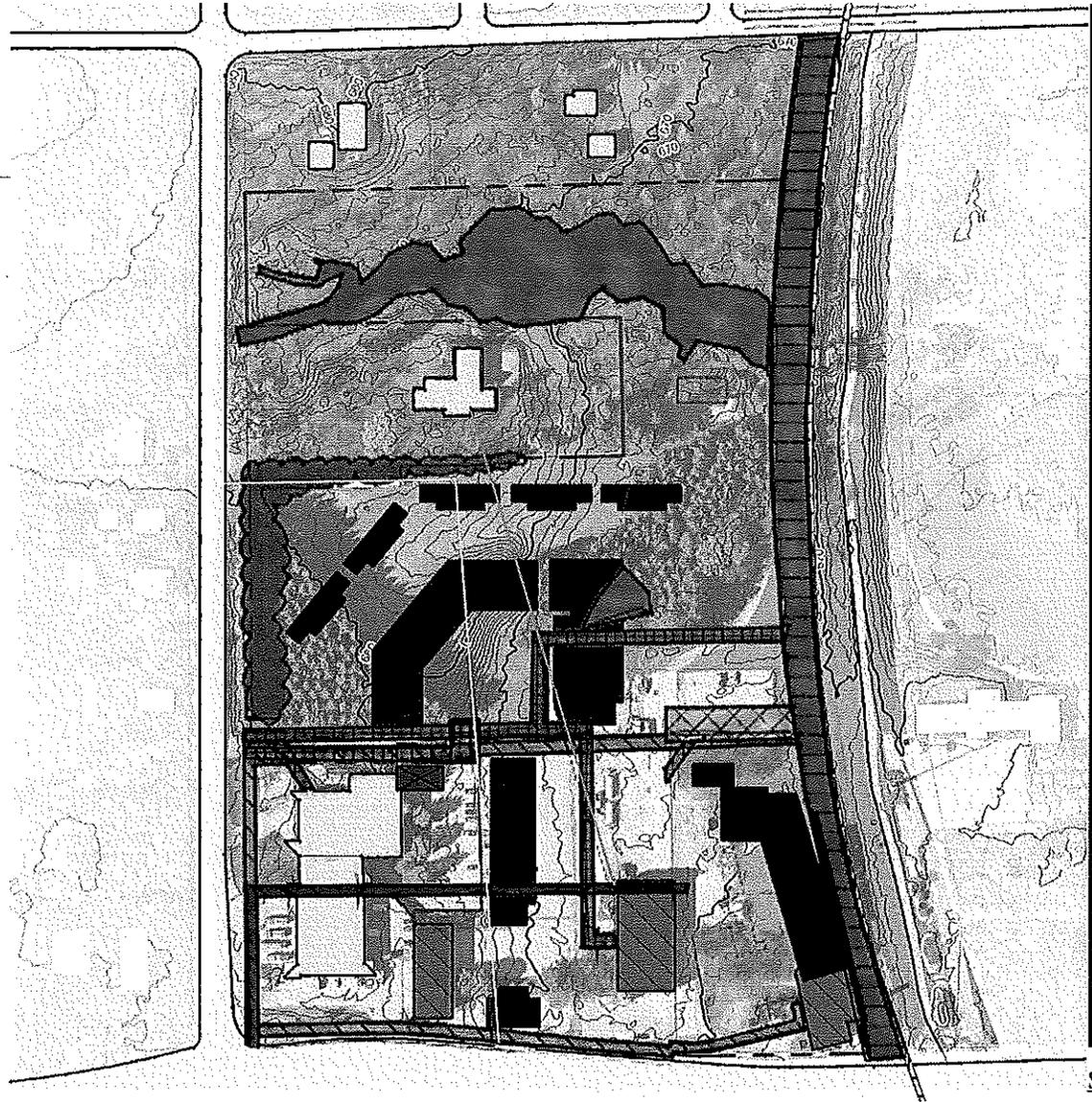


# Initial Concept Plan



## Initial Concept Plan with Site Constraints

-  Proposed New Buildings
-  Existing Buildings to Remain
-  Wetlands
-  W.E.P. Co Utility Easement
-  Road Easement
-  WE Energies Easement
-  Water Line Easement
-  Permanent Easement
-  Rail Road Easement
-  Drain Tile Easement
-  Sanitary Sewer Line
-  Steam Line



# Commercial Uses

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## Commercial Uses

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# Heritage Commons Project Schedule

Project Schedule - Work Plan

	16											17											18										
	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	
RFP Award	█																																
Meeting with City Staff Coordinating Site Utility, Access, Storm, Water Management, and Property Line Issues		█																															
Preliminary Site Investigation/Civil Engineering, Survey, Environmental and CSM			█																														
Schematic Design				█	█																												
Neighborhood Meetings				█	█																												
Zoning Submission					█	█																											
Zoning Approval							█	█																									
Development Agreement Approval								█	█																								
Start Architectural Design Development and Construction Documents								█	█																								
Start Site Work for Townhomes									█																								
Start Phase I Town Homes												█																					
All Buildings Vacated															█																		
Complete Town Homes																																	
Start Site Work for Commerical/Multi/Hotel																																	
Complete Multi/Commercial/Hotel																																█	

\*\*\*Preliminary Working Schedule: Contingent on Environmental Reports & Public Works Vacating Buildings

## **Heritage Commons Community Support Letters**

## Partnering with Local Community Leaders & Businesses



### Fromm Family Pet Foods

*"The Heritage Commons proposal is a very diverse development Plan including retail, hotel, restaurant, community space, and single family housing and multi family housing. This diversity will serve the needs of the Heritage Commons residents, as well as all Mequon residents, while providing a major draw for visitors from outside the community"*

Tom Nieman



### Shully's Cuisine & Events

*"A hotel development is desperately needed in our community and, in my opinion, would only enhance the many amenities in Mequon. I encourage your support in any way possible to see this development move forward."*

Scott Shully

### Mequon Thiensville Historical Society

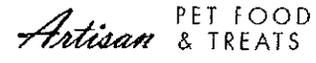
*"I am very pleased to support Tom Nieman and Cindy Shaffer's proposed development."*

Bob Blazich, President MT Historical Society

### Concordia University

*"It is our understanding that Shaffer Development will be working with Scott Shully and Tom Nieman on this project and we would like to support them and their efforts to bring a hotel to the area. We believe it would be a nice addition to our community"*

Allen Prochnow, Executive Vice President and Chief Operating Officer



October 26, 2015

Mayor Dan Abendorth  
Mequon Common Council  
Mequon City Hall  
11333 N. Cedarburg Road  
Mequon, WI 53092

Mayor Dan Abendorth and Mequon Common Council,

I am writing in support of the Heritage Commons Mequon Town Center project. As a neighboring property owner, a lifetime resident and business owner in Mequon; I support this proposal for several reasons.

The Heritage Commons proposal is being championed by Cindy Shaffer of Shaffer Development, a longtime Mequon based Real Estate Developer. Cindy's experience, leadership and team building skills have been essential to assembling a high quality proposal and will be integral to bringing the project in on time and on budget.

Shaffer Development has assembled a team of key business leaders and community stakeholders to create a development plan that capitalizes on the rich history of Mequon. Linking the new project to our history allows us to meet the needs of today's market while creating a space that is uniquely Mequon. This is particularly important as we compete in a crowded retail and residential market.

The Heritage Commons proposal is a very diverse development plan; including retail, hotel, restaurant, community space, and single and multi-family housing. This diversity will serve the needs of the Heritage Commons residents, as well as all Mequon residents, while providing a major draw for visitors from outside the community.

The involvement of local business people in development of the plan, along with support from local institutions to utilize the property, will help this project meet the needs of the local community and visitors alike.

Thank you for the opportunity to provide input on this important project.

Sincerely,

Tom Nieman



Inspiration in Action™

October 23, 2015

Mayor Dan Abendroth  
Mequon Common Council  
Mequon City Hall  
11333 N. Cedarburg Road  
Mequon, WI 53092

Mayor Dan Abendroth and Mequon Common Council,

I am writing to you on behalf of Concordia University. Cindy Shaffer from Shaffer Development asked to meet with me several weeks ago to discuss Concordia's interest in and obtain input on the need for a boutique hotel in the Mequon area.

We discussed the potential for Concordia students in our hospitality program being involved in the hotel's operations in various potential capacities. We concluded that the development of a higher quality boutique hotel in our community would provide a vehicle for our students to obtain valuable field experience in the hospitality industry. It would also fill a niche for a quality hotel in the area - a need that we see for visitors to our University, many of whom currently either stay in Grafton or Glendale.

It is our understanding that Shaffer Development will be working with Scott Shully and Tom Nieman on this project and we would like to support them and their efforts to bring a hotel to the area. We believe it would be a nice addition to our community.

Thank you for allowing our input.

Sincerely,

A handwritten signature in black ink, appearing to read "Allen J. Brochnow".

Allen J. Brochnow  
Executive Vice President and Chief Operating Officer

cc: Cindy Shaffer

October 26, 2015

To Whom It May Concern:

A few years ago I made the decision to move my business, Health In Balance Physical Therapy, to the Mequon Town Center after having been located on the lower level of the Riversite Building since I opened in 2004. I was excited for the new marketing opportunities and potential for my business to grow in the new location with better exposure to the community and the other small businesses in the Town Center development. While this was an exciting adventure, it was also frustrating at the same time due to the delays on the project. As a business owner planning a move I knew that communication was critical as the building process moved along and Cindy Shaffer, owner of Shaffer Development and co-owner of the Mequon Town Center, proved to be the critical partner for me and my business.

When I met Cindy in late 2014, the process had not been going as I had hoped, as I was originally supposed to be moving in to my new space in September of 2014 and the building had not even begun to be built at that time. I was very frustrated and, yet, had no control or ability to change my situation. She sought out a meeting with me knowing that I was a future tenant in her project so that we could begin to plan and problem solve. She was proactive, supportive and committed to my business from that point forward. I often would run into Cindy onsite with a broom in hand or on a Sunday walking around the parking lot and buildings making sure that deadlines were being met and the development continued to stay moving forward as quickly as possible. She was in constant communication with me, available day and night, seven days a week for any questions, concerns or problems I had to deal with along the way. She assisted in meetings with city personnel throughout the process in order to minimize delays and in the last week, when it was down to the wire, she was in touch daily and throughout the weekend to assist in the delivery of the space so that it was up to occupancy standards.

Cindy also assisted in connecting me with other business owners in the development, members of the Chamber of Commerce, elected city officials, local community groups, such as Rotary, and many others in the Mequon-Thiensville community, which has helped further my business alliances. I am extremely grateful to her for everything she has done to make my relocation into her project as smooth and successful as it possibly could have been. She demonstrates an extraordinary commitment to her work, business relationships and projects and has a passion for bettering the Mequon-Thiensville community through her work. For these reasons, I would highly recommend her as the chosen developer for the 13 acre parcel in the Mequon Town Center corridor.

Sincerely,

Catherine Van Laanen, PT DPT  
Owner, Physical Therapist  
Health In Balance Physical Therapy

# MEQUON-THIENSVILLE HISTORICAL SOCIETY FOUNDED, 1987

## DIRECTORS:

Bob Blazich  
President  
Mary Sayner  
Vice President  
Don Molyneux  
Treasurer  
Bonnie Heintskill  
Secretary  
Bev Silldorff  
Archivist  
Ruth Renz  
Researcher  
Amanda Heintskill  
Membership  
Jenny Hamm  
Newsletter  
Jim Schaefer  
Landmarks  
Paul Schreiber

Mark Brunner  
Ex Officio

Don Goniu  
Gordy Hinrich  
Emeritus

October, 22, 2015

Mayor Dan Abendroth and Mequon Common Council,

I am writing to you as the president of the Mequon-Thiensville Historical Society. In that role, I had the opportunity to meet with Tom Nieman and Cindy Shaffer in late summer to discuss the possible historical tie-ins of their proposed project. As you probably know, the historic connections are significant.

Tom's family has very deep business and personal roots in our community, and they have made significant contributions to the growth and development of our entire area for over a century. The land for the proposed development was part of his Nieman family's legacy dating back to the depression, and the buildings, which Tom plans to repurpose, were part of his family's businesses.

In my meetings with Tom, it's been very clear that he doesn't view this as just another business venture or development project. He has his heart and soul in this and is clearly committed to making space available for community groups and activities. From the new octagon barn to the old repurposed buildings, this project continues over 100 years of the Nieman family's unique contributions to our community.

I am very pleased to support Tom Nieman and Cindy Shaffer's proposed development, and I hope you will consider my remarks when making your decision about who will be chosen to develop this historically significant property.

Respectfully,

Bob Blazich, President  
MT Historical Society

11605 North Lafayette Place  
Mequon, WI 53092

October 26, 2015

City of Mequon  
Mayor Dan Abendroth  
City Aldermen/Alderwomen  
City Administrator Will Jones  
City Director of Community Development Kim Tollefson

VIA EMAIL ONLY

Re: Mequon Development Land RFP  
The Heritage Commons of Mequon Town Center/Shaffer Development, LLC

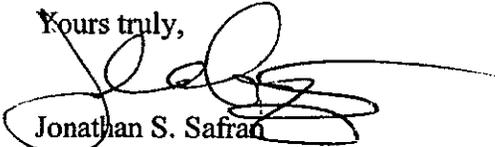
Dear Mayor Abendroth, Aldermen/Alderwomen, Mr. Jones and Ms. Tollefson:

I write this letter regarding the Mequon Development Land RFP and on behalf of the development submission by Cindy Shaffer and her development team. I have had an opportunity to get to know Cindy Shaffer over the last number of years primarily in my capacity as the President and board member of the Mequon-Thiensville Chamber of Commerce, and due to her work with the Town Center project. I have continued to be impressed with her passion and both her and her development teams' creativity and insight.

After what most would consider a very successful development with the Town Center, I will be excited to see the plans which she and Tom Niemann will further introduce as to the Mequon Brewery. Having been a resident of Mequon for more than twenty years; a member of the previous Community Conversation Task Force; an active participant in affairs involving the Mequon-Thiensville School District, its previous Business Advisory Committee, and having co-chaired a recent task force; as well as having been member of the M-T Chamber of Commerce, its Board of Directors and its Executive Committee, I have a keen interest in commercial and residential development projects in Mequon. The development submission by Cindy is in my mind exactly what Mequon needs, and this area in particular. Having a potential hotel, space for more dining establishments, and additional but not too many apartment residential units, would help bring in more families, add to the City's tax base, and encourage more destination shopping for residents and those outside the Mequon and Thiensville communities.

I strongly support and encourage your selection of Shaffer Development's proposal for the city owned property and the Mequon Development Land Opportunity. Thank you for your consideration.

Yours truly,

  
Jonathan S. Safran  
[jsafran@skslawyers.com](mailto:jsafran@skslawyers.com)

JSS:js

Enclosure

cc: Ms. Cindy Shaffer/Shaffer Development, LLC

Good Morning Cindy,

On a total side note, I want to share with you that Nick and I really appreciate working with you on this project. Your professionalism, responsiveness, and interaction with the tenants is excellent!

Have a great Friday!

Bill

William M. Fuchs

William M. Fuchs

President



***"Building Solutions to Achieve Your Dreams!"***

237 Harrison Avenue • Waukesha, WI 53186

**(262) 548-8888 x205/fax: (262) 548-8882**

**[www.totalteamconstructionllc.com](http://www.totalteamconstructionllc.com)**

LinkedIn: <http://www.linkedin.com/in/williammfuchs>

Twitter: [totalteamWF](#)

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## **Heritage Commons Resolutions**

COMMON COUNCIL  
OF THE  
CITY OF MEQUON

RESOLUTION NO 3340

**Authorizing Negotiations for Land Acquisition  
Of the 13 acre City-Owned Town Center Site**

WHEREAS, the City of Mequon has marketed and received proposals for land sale and development of a 13 acre City-owned site located in the Town Center; and

WHEREAS, the redevelopment opportunity of the site results in a potential project value of approximately \$20M minimum; and

WHEREAS, the City administers zoning and a TID in an effort to create a traditional neighborhood development and encourage the redevelopment of underutilized parcels to enhance the tax base; and

WHEREAS, staff, the Economic Development Board, the Common Council and Collier's International have reviewed the various concept plans and the developer's team and qualifications; and

WHEREAS, the Economic Development Board, on November 3, 2015, has determined the development team with the greatest potential to fulfill the public goals of the development opportunity of the City-owned site and has made a recommendation to the Common Council; and

WHEREAS, the Common Council, on November 10, 2015, recommends staff initiate negotiations to construct a Development Agreement, a Contract for Purchase and Preliminary Site, Building and Streetscaping plans for the site by January 31, 2016;

NOW, THEREFORE, BE IT RESOLVED by the Common Council of the City of Mequon that Staff is authorized to negotiate the terms of above referenced contracts, agreements and plans with:

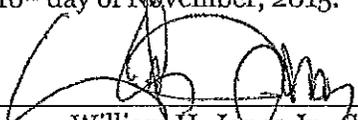
**SHAFFER DEVELOPMENT**

and that the proper City officials be authorized to sign the appropriate contract documents.

Approved:   
Dan Abendroth, Mayor

Date Approved: 11-24-15

This is to certify that the foregoing resolution was adopted by the Common Council of the City of Mequon, Wisconsin, at a meeting held on the 10<sup>th</sup> day of November, 2015.

  
William H. Jones Jr., City Clerk

COMMON COUNCIL  
OF THE  
CITY OF MEQUON

RESOLUTION NO. 3346

A Resolution Approving A Contract to Purchase between the City of Mequon and Shaffer Development for a City of Mequon Owned 13 Acre Property Located within the Town Center at 6200 & 6300 W Mequon Road and portions of 11300 & 11350 N Buntrock Avenue

**WHEREAS**, in February of 2015, the City of Mequon purchased the property located at 6200 West Mequon Road to assemble a comprehensive redevelopment site that provides direct access to Mequon Road; and

**WHEREAS**, in September of 2015, the Common Council, with assistance of the Economic Development Board, offered a 13.4 acre site located in the Town Center for \$1.00 and received six development proposal; and

**WHEREAS**, on November 10, 2015, the Common Council, after a thorough and strategic review process, approved a resolution to further negotiate a contract to sell a 13.4 acre Town Center, City owned site to Shaffer Development; and

**WHEREAS**, the Common Council of the City of Mequon, in furtherance and for the benefit of TID #3, is committed to the redevelopment efforts of Town Center as a pedestrian oriented mixed-use neighborhood; and

**WHEREAS**, negotiations between City Staff and the Buyer has led to the preparation of a Contract of Purchase which provides with particularity and specificity all of the terms, conditions, and provisions necessary to contract for and consummate said sale;

**NOW, THEREFORE, BE IT RESOLVED**, by the Common Council of the City of Mequon, Wisconsin, that the contract for the purchase of the property to Shaffer Development in the substance and form as attached is hereby authorized and ratified;

**BE IT FURTHER RESOLVED** that the Mayor and City Clerk are hereby authorized and directed to execute all necessary documents to effectuate the sale of the property at 6200 and 6300 West Mequon road and 11300 and 11350 North Buntrock Avenue consistent with the contract herein authorized and ratified.

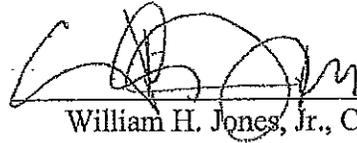
Approved by: \_\_\_\_\_

  
Dan Abendroth, Mayor

Date Approved: \_\_\_\_\_

Feb 12 2016

I certify that the foregoing Resolution was adopted by the Common Council of the City of Mequon, Wisconsin, at a meeting held on February 9, 2016.



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William H. Jones, Jr., City Clerk

Published: NA