

The YouTube channel "City of Franklin WI" will be live streaming the Common Council meeting so that the public will be able to view and listen to the meeting.

<https://www.youtube.com/c/CityofFranklinWIGov>

CITY OF FRANKLIN
SPECIAL COMMON COUNCIL MEETING
FRANKLIN CITY HALL – COMMON COUNCIL CHAMBERS
9229 WEST LOOMIS ROAD, FRANKLIN, WISCONSIN
AGENDA
THURSDAY, JULY 16, 2026, AT 6:30 P.M.

- A. Call to Order, Roll Call and Pledge of Allegiance.
- B. Citizen Comment Period.
- C. Reports and Recommendations: In the Matter of the Complaint Against: H, B & H, LLC d/b/a On the Border, for "Class B" intoxicating liquor license, Class "B" fermented malt beverage license, Entertainment and Amusement License and Cigarette Sold by Machine License. Upon a hearing on the Complaint, the Common Council may enter closed session pursuant to Wis. Stat. § 19.85(1)(a), to deliberate concerning the facts and the application of law to the facts with regard to the Complaint, and to reenter open session at the same place thereafter to act on such matters discussed therein as it deems appropriate.
- D. Adjournment.

[Note. Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information, contact the City Clerk's office at (414) 425-7500]

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE July 16, 2026
REPORTS AND RECOMMENDATIONS	In the Matter of the Complaint Against: H, B & H, LLC d/b/a On the Border, for "Class B" intoxicating liquor license, Class "B" fermented malt beverage license, Entertainment and Amusement License and Cigarette Sold by Machine License. Upon a hearing on the Complaint, the Common Council may enter closed session pursuant to Wis. Stat. § 19.85(1)(a), to deliberate concerning the facts and the application of law to the facts with regard to the Complaint, and to reenter open session at the same place thereafter to act on such matters discussed therein as it deems appropriate.	ITEM NUMBER C.

Annexed hereto is a copy of the Summons and Complaint. Upon the appearance of the licensee and a denial of allegations in the Complaint, the matter will proceed to a hearing before the Common Council. Cited below are some of the basic provisions in the Wisconsin Statutes for the processing of a complaint.

Wis. Stat. § 125.12(2)(b) *Procedure on hearing*. 1. If the licensee does not appear as required by the summons, the allegations of the complaint shall be taken as true and if the municipal governing body or the committee finds the allegations sufficient, the license shall be revoked. The clerk shall give notice of the revocation to the person whose license is revoked.

2. If the licensee appears as required by the summons and denies the complaint, both the complainant and the licensee may produce witnesses, cross-examine witnesses and be represented by counsel. The licensee shall be provided a written transcript of the hearing at his or her expense. If the hearing is held before the municipal governing body and the complaint is found to be true, the license shall either be suspended for not less than 10 days nor more than 90 days or revoked, except that, if a complaint under par. (ag)4. is found to be true with respect to a license issued under s. 125.51(4)(v) [licenses issued in exceedance of quota], the license shall be revoked.

COUNCIL ACTION REQUESTED

A motion to enter closed session pursuant to Wis. Stat. § 19.85(1)(a), to deliberate concerning the facts and the application of law to the facts with regard to the Complaint against: H, B & H, LLC d/b/a On the Border, for "Class B" intoxicating liquor license, Class "B" fermented malt beverage license, Entertainment and Amusement License and Cigarette Sold by Machine License, and to reenter open session at the same place thereafter to act on such matters discussed therein as it deems appropriate;

and

such other motion(s)/action(s) as the Common Council deems appropriate.

**FRANKLIN COMMON COUNCIL
CITY OF FRANKLIN**

In the Matter of the Complaint Against:

**H, B & H, LLC
D/B/A On the Border**

SUMMONS

**Premises Location:
10741 S. 27th Street
Franklin, WI 53132**

Licensing Agent: Oscar Cobian

STATE OF WISCONSIN)
) ss.
COUNTY OF MILWAUKEE)

**THE FRANKLIN COMMON COUNCIL TO H, B & H, LLC, by licensing agent Oscar
Cobain:**

You are hereby notified that a sworn complaint, a copy of which is attached, has been duly made and filed, requesting a hearing on suspension, revocation, or non-renewal of the 2026-2027 licenses issued to H, B & H, LLC, together under license no. 26-4471, consisting of the "Class B" intoxicating liquor license, the Class "B" fermented malt beverage license, the Entertainment and Amusement License, and the Cigarette Sold by Machine License, for the premises at 10741 S. 27th Street in the City of Franklin. This sworn complaint requesting a hearing for suspension, revocation, or non-renewal of the above referenced licenses is brought pursuant to the provisions of Wis. Stat. §§ 125.12(2)(ag) and 134.65(7), and Franklin Municipal Code §§ 158-9, 121-24, and 102-1.

NOW THEREFORE, H, B & H, LLC by licensing agent Oscar Cobian, you are hereby summoned to appear before the Franklin Common Council or committee thereof, to admit or deny the allegations in the complaint. This hearing will be held on: July 16, 2026 at 6:30 p.m., or as soon as the matter may be heard. This hearing will take place at the Franklin City Hall, located at 9229 W. Loomis Road, Franklin, WI 53132, within the Common Council Chambers. You may be represented by counsel on this date or at future dates.

If you fail to appear as required by this summons, the allegations in the complaint against you shall be taken as true, and if the Franklin Common Council finds the allegations sufficient, the Council may suspend, revoke, or non-renew any or all of the licenses or permits within license no. 26-4471.

You are further notified that if you appear as required by this summons and contest the allegations in the complaint, a hearing will be held, at which time you may be represented by counsel if you so choose, cross examine witnesses who testify adversely against you, and present witnesses or evidence on your own behalf. A transcript of this hearing shall be made and you may obtain a copy of the transcript of this proceeding at your expense.

Dated this 8th day of July, 2026.

FRANKLIN COMMON COUNCIL

By: Margaret M. Poplar

Name: Margaret M. Poplar

Position: Deputy City Clerk

**FRANKLIN COMMON COUNCIL
CITY OF FRANKLIN**

In the Matter of the Complaint Against:

**H, B & H, LLC
D/B/A On the Border**

COMPLAINT

**Premises Location:
10741 S. 27th Street
Franklin, WI 53132**

Licensing Agent: Oscar Cobian

**STATE OF WISCONSIN)
) ss.
COUNTY OF MILWAUKEE)**

Assistant Chief Eric Stowers of the Franklin Police Department, being duly sworn on oath, deposes and states as a complaint under Wis. Stat. §§ 125.12(2)(ag) and 134.65(7), and Franklin Municipal Code §§ 158-9, 121-24, and 102-1 A against H, B & H, LLC, doing business as "On the Border" (hereafter "OTB"), as follows:

1. This complaint is based upon information contained within official records maintained by the City of Franklin, the Franklin Fire Department, and the Franklin Police Department, which the complainant has used in the past and found to be reliable.

I. PARTIES, LICENSES, AND PERMIT INFORMATION

2. That the complainant is a resident of the City of Franklin.
3. That for the 2025-2026 license period, H, B, and H, LLC had been issued license No. 25-3605 by the City of Franklin. License No. 25-3605 includes the following:
 - a. "Class B" intoxicating liquor license
 - b. Class "B" fermented malt beverage license

- c. The Entertainment and Amusement License
 - d. Cigarette Sold by Machine License
4. That for the 2026-2027 license period starting on July 1, 2026 and expiring on June 30, 2027, H, B & H, LLC has been issued license No. 26-4471 which includes the following:
- a. "Class B" intoxicating liquor license
 - b. Class "B" fermented malt beverage license
 - c. The Entertainment and Amusement License
 - d. Cigarette Sold by Machine License
5. That both license No. 25-3605 and license No. 26-4471 are for the premises located at 10741 S. 27th Street in the City of Franklin, Wisconsin, and doing business as On the Border ("OTB").
6. That both license No. 25-3605 and license No. 26-4471 identify that the licensing agent is Oscar Cobian, as appointed pursuant to Wis. Stat. § 125.04(6)(a) and Franklin Municipal Code § 185-1.
7. That OTB has been in operation in the City of Franklin since approximately 1996 and the business model has remained consistent as a "gentleman's club" with exotic dancers and alcohol service throughout that time.

II. FACTUAL BASIS

8. The Franklin Police Department has been involved in a multi-year investigation into human trafficking and prostitution involving OTB. This investigation was recently identified and disclosed publicly via a criminal complaint filed in Milwaukee County on or about June 10, 2026. With components of the investigation now public, the Franklin Police Department is able to

provide the following information to support this complaint against license no. 26-4471 issued to H, B, and H, LLC, doing business as OTB:

Count 1: Prostitution at Licensed Premises

9. That at all times relevant to this complaint Brian Hopkins was a general manager at OTB. He had started working at OTB around 1996 and had subsequently been promoted to the role of general manager and “right-hand man” of one of the owners, Daniel Hay.

10. Through interviews with Hopkins and through additional investigation, the Franklin Police Department identified that OTB has created a culture where the business and employees knowingly permitted and benefitted from prostitution, human trafficking, and drug use. This became widespread in 2019 to approximately 2024 or later. These practices included:

- a. Management and ownership identifying to subordinate employees to not worry about prostitution that had been happening within OTB.
- b. Employees at OTB, including management and security staff, knowing of and financially benefiting from prostitution and human trafficking occurring at OTB.
- c. That OTB has approximately 10 “VIP” rooms where specific women can and do engage in prostitution. OTB allows and at times encourages female entertainers to get patrons to make cash transactions to book these VIP rooms for the purpose of prostitution. The rooms do have cameras, but the cameras are only live feed and do not record. The rooms are also all fitted with dimmer switches that can lower or turn off the lights within the rooms. These dimmers can be controlled within the rooms or by security or DJs.
- d. That the permissive practice within OTB that has been promoted by security and management includes staff members identifying patrons who are interested in

prostitution services and identifying those patrons to select entertainers. Those entertainers then engage the patron and try and encourage them to rent a VIP room for sexual activity. The patrons and/or entertainer would then pay bouncers or other staff to ensure the lights in the VIP rooms were dimmed so that cameras would not observe the sexual activity, the prostitution would occur, and then after completion of the time and prostitution, the entertainer or patron would potentially provide additional money to OTB staff or bouncers.

- e. That beyond management and security receiving additional financial compensation to aid in the prostitution, OTB itself collects financial proceeds from these "VIP" room rentals and splits the end payout between staff and the entertainer/female prostitute.
- f. That many of the women interviewed by police and associated with the prostitution activities or human trafficking within OTB identified that bouncers were paid to turn off the lights in VIP rooms so that prostitution activities could occur. Nearly all of the victims of the trafficking identified this same practice within OTB, including paying off certain individuals to ensure the prostitution could occur. One female victim even identified that she had performed a sex act with the lights on and was told by management that she could only do so with the lights down.
- g. That Brian Hopkins would take cash payments from known pimps in order to have trafficked women installed into OTB and or continue working at OTB and engage in prostitution activities.

11. That Hopkins also admitted to Police that he was aware that prostitution was occurring at OTB while he was managing the establishment. He was told by ownership not to worry about the

prostitution. Hopkins admitted that prostitution increased at OTB around 2018 or 2019. Hopkins stated he originally pushed back against the practice, but once it became clear ownership was not concerned, he stopped trying to enforce precautions or rules. Hopkins further stated that "all of us" knew or were aware that prostitution was occurring at OTB.

12. That through this multi-year investigation, Police reported that OTB had been discussed within an online forum that identifies locations where prostitution occurs. This forum included alleged testimonials of sex acts following the patterns identified in paragraph 10 of this complaint. The posts identified ranged from December 2023 through October of 2024. These forums include information such as "with the passing of Danny last month, I recently heard from some of the girls that some changes have been instituted over the past few days at On the Border. Apparently tipping security no longer ensures that the lights can be turned off in the VIP rooms anymore."

13. That the Franklin Police Department aided in searching the trash from OTB on or about March 27, 2023. This search revealed 14 condom wrappers and three used condoms within OTB's trash. Statements from OTB staff also confirmed that the premises had maintained a condom vending machine in the restroom until approximately 2024 and that used condoms had been found within a VIP room.

Count 2: Drug Activity

14. Through their investigation, the Franklin Police Department was made aware that drug dealing has been known to occur at OTB, specifically marijuana, cocaine and heroin.

15. That Hopkins stated that staff has previously administered Narcan, a medication that can reverse opioid overdoses, to dancers in response to an apparent overdose.

16. That on or about October 14, 2025, emergency services were dispatched to OTB related to an overdose incident for a female at the establishment.

Count 3: Staff Incident

17. That on or about January 27, 2025, an identified citizen witness had contacted police about being physically attacked by staff at OTB regarding a dispute about payment for a VIP room. Police reviewed surveillance video of the incident. The video depicts at least five employees of OTB fighting three patrons. These OTB employees were charged with criminal offenses related to their involvement. The charges have resulted in criminal convictions for the employees involved in the fight at the licensed premises.

18. Police also investigated an incident from the same night where the OTB employees identified an uninvolved male party who had recorded a video of the fight on January 27, 2025. Several OTB employees also attacked this individual, took his phone, and deleted the video he had recorded of the fight.

Count 4: Service to Intoxicated Persons

19. That the Franklin Police Department investigated a potential fraud or theft complaint at OTB on or about April 17, 2025. The underlying complainant believed he may have been drugged at OTB before having money stolen from him. To investigate this complaint, police reviewed camera footage of the complainant within the establishment. This camera footage showed the complainant had been served at least six alcoholic mixed drinks and a shot while at OTB. Police reported that the level of intoxication over the six or more drinks increased and that the individual appeared heavily intoxicated to the extent that bar staff was required to assist him in obtaining more money from ATM and signing receipts for purchases at the bar. Ultimately police determined there was insufficient information to support the fraud complaint.

20. That on or about October 5, 2025, Franklin Police were dispatched to OTB regarding a female bar patron that had barricaded herself in the bathroom. Police identified this woman and determined that she was intoxicated.

21. That on or about November 22, 2025, Franklin Police were dispatched to OTB regarding an intoxicated person refusing to leave. Police responded and identified the subject as intoxicated and refusing to pay his bill for the drinks and entertainment at OTB that evening.

22. That on or about February 18, 2026, Franklin Police were dispatched to OTB regarding a potential sexual assault at the establishment. Through this investigation police spoke with the citizen complainant, a non-employee, who identified that the patron who had grabbed her was intoxicated. Police investigated the complaint and identified that a subject who they observed to be "stumbling" out of the bar and into a vehicle in the parking lot was the person of interest. This individual was determined to be heavily intoxicated at the bar.

Count 5: Disorderly House

23. That during the time of the underlying investigation identified in count one, approximately 2018-2026, there have been approximately 91 calls for Police Services to OTB. Those calls for service identified by Franklin Police Department are as follows:

<u>Case Number</u>	<u>Date of Incident</u>	<u>Case Type</u>
<u>26-004907</u>	3/21/2026	Fraud
<u>26-003983</u>	3/8/2026	Suspicious Circumstances
<u>26-002924</u>	2/18/2026	Sex Offense
<u>26-001011</u>	1/16/2026	Theft
<u>25-025450</u>	12/3/2025	Threat complaint
<u>25-024731</u>	11/22/2025	Trouble Customer

<u>25-024282</u>	11/15/2025	Trouble Customer
<u>25-023615</u>	11/4/2025	Threat Complaint
<u>25-022123</u>	10/14/2025	Rescue/Overdose
<u>25-021479</u>	10/5/2025	Trouble Customer
25-017836	8/19/2025	Fraud
25-014531	6/20/2025	Sex Offense
25-008361	4/19/2025	Theft/Fraud
25-001998	1/27/2025	Substantial Battery
25-002978	1/27/2025	Battery/False Imprison
24-031990	11/27/2025	DC, Resisting
24-028194	10/13/2024	Theft
24-027515	10/6/2024	Theft/Fraud
24-027038	10/1/2024	DC, Battery to LEO
24-019895	7/21/2024	DC, Poss of Drug Para
24-019090	7/14/2024	Rescue/ Overdose
24-016840	6/19/2024	51.45 High Intox
24-010812	4/22/2024	Suicide
24-006633	3/10/2024	Vehicle Fire
24-004270	2/13/2024	Warrant Arrest
24-001867	1/20/2024	Theft/Fraud
23-028398	12/13/2023	Theft/Fraud
23-020497	9/15/2023	ALPR/Flock Hit
23-018705	8/26/2023	Trouble Call, Warrant
23-014918	7/10/2023	Battery

23-014251	7/2/2023	DC/Weapons
23-009595	5/9/2023	Rescue/Battery
23-008728	4/27/2023	Fraud
23-002740	2/8/2023	Warrant Arrest
23-000197	1/4/2023	Fraud/Theft
22-029189	12/7/2022	Hit and Run Crash
22-028712	11/30/2022	ESBUDW/Point and Aiming
22-028496	11/27/2022	Poss w/Intent, CCW
22-028341	11/25/2022	DC/Battery
22-022776	9/18/2022	Point Aiming
22-021643	9/5/2022	Poss of Marijuana
22-021492	9/3/2022	Battery
22-020870	8/29/2022	Overdose
22-009979	4/28/2022	O.D, Poss of Cocaine
22-005964	3/10/2022	Warrant, Obstructing
22-004045	2/15/2022	DC, Eluding
22-003831	2/12/2022	Battery
22-002962	2/2/2022	DC
22-002261	1/24/2022	Theft
22-000006	1/1/2022	MV Theft
21-029661	12/19/2021	Battery
21-025673	11/13/2021	Poss of Drug Para
21-022452	10/9/2021	Warrant
21-019883	9/9/2021	Fraud on Innkeeper

21-019485	9/4/2021	Theft
21-012133	6/10/2021	Recovered prop Parapher
21-010777	5/25/2021	RES- Shooting
21-008369	4/25/2021	OWI
21-007849	4/18/2021	Warrant
21-007789	4/17/2021	DV/DC
21-005688	3/17/2021	Warrant
21-005180	3/10/2021	OWI, Poss Narco Drug
21-001242	1/19/2021	Poss of Marijuana
21-001237	1/19/2021	DV-Battery
21-000475	1/8/2021	stolen property
20-030105	11/29/2020	OWI
20-029215	11/17/2020	OWI
20-027408	10/27/2020	OWI
20-020539	8/1/2020	Receive Stolen Property
20-016596	6/19/2020	Fraud on Innkeeper, DC Threats
20-016118	6/14/2020	DV-Battery
19-028441	10/27/2019	Fraud on Innkeeper, DC/Resisting
19-028429	10/26/2019	Battery
19-022416	8/22/2019	Fraud on Inkeeper
19-022003	8/19/2019	OWI, Poss of Cocaine
19-019789	7/28/2019	Warrant
19-019422	7/24/2019	Capture nude image
19-013164	5/22/2019	DC

19-012640	5/17/2019	Poss of Marijuana and Para
19-008912	4/8/2019	Aggravated Battery
19-008842	4/7/2019	Warrant
19-008104	3/30/2019	Poss of Marijuana, CCW
19-004857	2/24/2019	Poss of Marijuana
19-004292	2/19/2019	Theft
19-001022	1/13/2019	Warrant
19-000358	1/5/2019	DC
18-026966	11/4/2018	DC
18-026777	11/2/2018	Battery
18-025748	10/22/2018	Fraud on Innkeeper, DC, Batt
18-014777	6/22/2018	OWI
18-010414	5/5/2018	Battery, Obstructing

24. These calls for service do not demonstrate whether or not enforcement action was taken by the Franklin Police Department against OTB, but instead demonstrates the frequency and nature of calls for service that police must respond to related to OTB between 2018 and 2026 and the impact on the general community based on the practices and issues at OTB.

III. VIOLATIONS OF STATE LAW AND LOCAL CODE: REVOCATION, SUSPENSION, OR NONRENEWAL

A. Suspension, Revocation, or Nonrenewal of "Class B" Intoxicating Liquor License and Class "B" Fermented Malt Beverage License:

The "Class B" Intoxicating Liquor License and Class "B" Fermented Malt Beverage License issued within license no. 26-4471 to H, B & H, LLC, doing business as "On the Border" for the licensed premises at 10741 S. 27th Street, is subject to suspension, revocation, or non-

renewal pursuant to Wis. Stat. § 125.12(2) and Franklin Municipal Code § 158-9, based upon the following:

1. H, B, and H, LLC is in violation of Wis. Stat. §§ 125.12(2)(ag)1 and 125.07(2)(a)1, and Franklin Municipal Code § 158-1, for procuring, selling, dispensing, or giving away alcohol to persons who are intoxicated based upon Count 4 of this Complaint.
2. H, B, and H, LLC is in violation of Wis. Stat. § 125.12(2)(ag)2 for maintaining a disorderly or riotous indecent or improper house based upon:
 - a. Count 1 relating to the establishment allowing prostitution and human trafficking at the licensed premises from at least 2019-2024 and later.
 - b. Count 3 relating to a significant fight at the establishment that resulted in employees of OTB being charged and convicted for criminal battery.
 - c. Count 5 relating to the frequency and nature of the calls for service associated with OTB from 2018-2026, including various police investigations of disorderly conduct, fights, sexual activity, drug activity, and fraud, all of which demonstrate OTB is a disorderly or riotous, indecent or improper house.
3. H, B and H, LLC is in violation of Wis. Stat. § 125.12(2)(ag)6 for knowingly allowing another person on the premises to possess, distribute, or deliver a controlled substance or controlled substance analog based upon Count 2 of the Complaint.

B. Suspension, Revocation, or Nonrenewal of the Entertainment and Amusement License:

The Entertainment and Amusement license within license no. 26-4471 issued to H, B & H, LLC, doing business as "On the Border" for the licensed premises at 10741 S. 27th Street, is

subject to suspension, revocation, or non-renewal pursuant to Franklin Municipal Code § 121-24 based upon the following:

1. Suspension, revocation, or denial of re-issuance of the Entertainment and Amusement license is in the best interest and for the good order of the city based upon Count 1, 2, 3, 4, and 5 of this complaint. These violations individually and together demonstrate the negative impact this establishment has on the City and continued operation with the Entertainment and Amusement license is not for the good order of the city.
2. That suspension or revocation of the Entertainment and Amusement license is appropriate when the licensee is in violation of any of the Franklin Municipal Ordinances relevant to operation of said business. OTB is in violation of Franklin Municipal code § 183-57 for operating a house of prostitution as alleged in Count 1 of this complaint, § 183-23 A for allowing the possession or sale of controlled substances as alleged in Count 2 of the complaint, §§ 183-49 and 183-58 for allowing disorderly behavior or battery to occur by employees as alleged in Count 3 of the complaint, and § 158-1 for sales to intoxicated persons as alleged in Count 5 of this complaint.

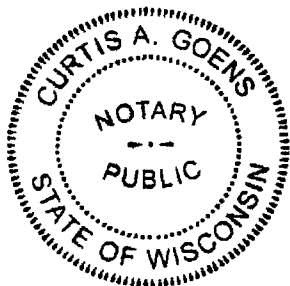
C. Suspension, Revocation or Nonrenewal of Cigarette License

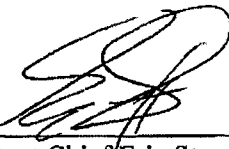
The Cigarette License within license no. 26-4471 issued to H, B & H, LLC, doing business as "On the Border" for the licensed premises at 10741 S. 27th Street, is subject to suspension, revocation, or non-renewal pursuant to Wis. Stat. § 134.65(7) and Franklin Municipal Code § 102-1 A based upon the following:

1. Violation of Wis. Stat. § 134.65(7)(a)2 because the premise is disorderly, riotous, indecent, or improper as alleged in Counts 1, 2, 3, 4, and 5 of the complaint.
2. Violation of Wis. Stat. § 134.65(7)(a)3 for knowingly permitting criminal behavior including prostitution, to occur on the licensed premises, as alleged in Counts 1, 2, 3, and 4 of the complaint.
3. Violation of Wis. Stat. § 134.65(7)(a)5 for knowingly allowing another person to possess with the intent to deliver or distribute a controlled substance as alleged in Count 2 of the complaint.

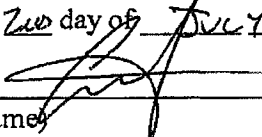
WHEREFORE, the complainant requests that the licensee named herein, H, B and H, LLC, doing business as "On the Border," by licensing agent Oscar Cobain, be summoned to appear before the License Committee of the Franklin Common Council to answer this complaint, and, if the material allegations in the complaint are denied, that a hearing be held to determine whether the licenses issued to H, B and H, LLC within license no. 26-4471 should be revoked, suspended, or non-renewed.

Dated this 2nd day of July, 2026.



By: 
 Assistant Chief Eric Stowers
 Franklin Police Department

Subscribed and sworn to before me
 this 2nd day of JULY, 2026.


 (Name)
 Notary Public, State of Wisconsin
 My Commission expires: 01/22/2030