CHAPTER TWELVE: IMPLEMENTATION

The City will realize its 2035 Vision through a coordinated, continuous program of Plan implementation, evaluation, and update. The purpose of this chapter is to identify high-priority implementation steps, timeframes, and responsible parties; propose a system to measure success in achieving Plan recommendations; and to develop a process and criteria for subsequent amendments to the Comprehensive Plan. The detailed implementation table provides a list and timeline of major actions to implement this Plan.

Plan Adoption

A first step in implementing the City of Brookfield 2035 Comprehensive Plan is making sure that it is adopted in a manner that supports its intended future use as a tool for consistent decision-making. Pursuant to Section 66.1001, Wisconsin Statues, the City has included all necessary elements for this Plan to be adopted (see Figure 13 for a list of elements and their chapter equivalent in this Plan) and has followed the procedures for adopting this Plan under the state's comprehensive planning legislation.

Particularly noteworthy is the fact that the City has re-adopted other, more detailed plans simultaneously. The adoption ordinance, included in Appendix C, includes those previously adopted plans that are now detailed components of the City's Comprehensive Plan. The reader may refer to Figure 13 for a list of the City's detailed plans that are adopted as part of the City's overall comprehensive plan.

The state comprehensive planning statute requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan." Because the various elements of this Plan were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this Plan, although there are clearly challenges and tensions among certain recommendations, and some of the City's detailed plans may need adjustment to fully carry out the advice and suggestions in this primary Comprehensive Plan document.

Plan Advancement and Awareness

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide growth, development, redevelopment, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan. In fact, beginning January 1, 2010, zoning, subdivision, and official map "actions" must to be consistent with the adopted Comprehensive Plan, under State law.

This Plan will only have value if it is understood, supported, and used by the community. It is critical that the City make concerted efforts to increase community awareness and education on this Plan. To this end, efforts may include:

O Prominently displaying the Vision statement, Future Land Use map, Future Transportation Facilities map, and other Plan materials at City Hall, the Library, or other community gathering places.

- O Ensuring that up-to-date materials are easily accessible on the City's website.
- O Speaking to community organizations and school groups about the Plan.
- O Regularly presenting implementation progress reports to the Common Council, Plan Commission, and other municipal bodies, based on the indicators included later in this chapter.
- O Incorporating Plan implementation steps in the annual budget process, and strategic planning efforts.
- O Encouraging all City commissions and staff to become familiar with and use the Plan in their decision making.
- O Reviewing and assessing the Plan by reviewing performance against the measures and implementation priorities described later in this chapter.

Figure 13: The Components of Brookfield's Comprehensive Plan

Plan Administration and Addressing "Consistency"

The comprehensive planning statute does not provide guidance about how to determine if zoning and land division actions are "consistent" with the Plan. As such, this concept will evolve, potentially via further legislation or court action. Subsequent amendments to this Comprehensive Plan may further address the "consistency" requirement as this evolution occurs.

In the mean time, the City will use the following general approach for purposes of determining whether or not any action is "consistent," as that term is used in 66.1001(3), Wisconsin Statutes. First, the City designates itself as the entity charged with determining whether its implementation actions are consistent with its Comprehensive Plan. Second, the City intends to use a system for making and documenting consistency findings for Common Council and Plan Commission zoning and subdivision decisions, with assistance from the Community Development Department and the City Attorney.

Many of the individual decisions under this Plan will revolve around zoning, land divisions, public investments, and intergovernmental relations. The City's approach for addressing each of these types of decisions—and evaluating consistency of subsequent decisions with this Comprehensive Plan—is as listed below:

- O Zoning. Proposed zoning map amendments (rezonings) should be consistent with this Plan. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Common Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for planned development district projects, modified suburban overlay district boundaries, mixed use projects, properties split by zoning districts, conditional use districts, and/or properties located at the edges of future land use areas. In their consideration of zoning map changes, the Plan Commission and Common Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this Plan allows for the phased timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development, and land division processes. Where the City wishes to amend its zoning map in a manner that differs from this Plan, the City will first need to amend the Plan to resolve the difference(s).
- O Land Division. Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations in this Plan. In their consideration of land divisions, the Plan Commission and Common Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the land division process for certified survey maps, preliminary plats and final plats. This Plan allows for the phased timing and the refinement of the precise recommended development pattern through the land division process, as deemed appropriate by the Plan Commission and Common Council.

- O Public Investments. Proposed public investment decisions will be guided by the recommendations in this Plan. In many cases, the Plan indicates that the City will "consider" or "explore" the possibility of certain identified public investments. Further, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and Common Council. This Plan allows for the phased timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and Common Council.
- O Intergovernmental Relations. Proposed intergovernmental relation decisions will be guided by the recommendations in this Plan, as deemed appropriate by the Plan Commission and Common Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and Common Council will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations in this Plan shall be resolved by the Common Council through the intergovernmental process.

Plan Amendments

This Plan can be amended. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the Plan has become irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. "Amendments" are generally defined as minor changes to the Plan maps or text—as opposed to an "update", which is described later in the chapter.

Over the planning period, the City is likely to receive and wish to entertain requests for Plan amendments. The Plan should be evaluated for potential amendments regularly.

The state comprehensive planning law requires that the City use the same basic process to amend this Comprehensive Plan as is used to initially adopt the Plan. This does not mean that new surveys need to be administered or old committees need to be reformed. It does mean that the following procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

- 1. Either the Common Council or the Plan Commission initiates the proposed Comprehensive Plan amendment(s). This may occur as a result of a regular review of the Plan, or may be initiated at the request of a property owner or developer or the City in the case of implementing a component of the Plan or portion thereof or for purposes of correcting the Zoning Map or Code.
- 2. The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process (see Section 66.1001(4)a of Statutes). If the resolution is appropriately drafted, the City will only need take this step for the first of potentially several amendment cycles before the Plan is fully updated.
- 3. The Plan Commission holds one or more public meetings on the proposed Comprehensive Plan amendments. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).
- 4. The City Clerk sends a copy of the recommended Plan amendment (not the entire Comprehensive Plan) to all adjacent and overlapping government jurisdictions and the

County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should ideally have at least 30 days to review and comment on the recommended Plan amendment(s). Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. Note: This is a statutory requirement, but at the time of writing there were no nonmetallic mines in the City.

- 5. The City Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d.
- 6. The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed amendment(s) into the Comprehensive Plan.
- 7. Following the public hearing, the Common Council approves or denies the ordinance adopting the proposed Plan amendment(s). Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan Commission recommended version of the proposed amendment(s).
- 8. The City Clerk sends a copy of the adopted ordinance and the amendment(s) (not the entire Comprehensive Plan) to all adjacent and overlapping government jurisdictions, mine operators, any person who has registered a marketable nonmetallic mineral deposit with the City, and any other property owner or leaseholder who has requested notification in writing as required under Section 66.1001(4)b and c, Wisconsin Statutes.

Plan Review and Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City intends to update this Comprehensive Plan by the year 2019 (i.e., ten years after 2009) at the latest.

Additionally, the City intends to convene the Comprehensive Plan Task Force for a five-year review of the Plan in 2014 or 2015. This review may lead to amendments to the Plan, which would be processed under the amendment process described above. It may also or alternatively lead to directions that should be considered in the later Plan update. The City's current Comprehensive Plan Task Force suggests that the review process be more streamlined than that undertaken to review the 2020 Master Plan in the mid 2000s.

Measuring Progress Towards Plan Achievement

The City will, on a biannual basis to coincide with the City's Strategic Plan process, measure its progress toward completing major tasks advised in this Comprehensive Plan (see Figure 14) and in actually achieving its vision. Vision achievement will be measured by comparing a set of data with a pre-set list measuring success. As reported within Figure 14, the measures of success are organized around the nine principles included in the 2035 Vision Statement, plus Land Use. Figure 14 has four different columns of information, described as follows:

O Vision Principle. The first column lists principle against which success (or vision achievement) will be measured.

- O Progress Measure. The second column lists the particular measures of success proposed to evaluate whether progress towards achieving the vision principle is being achieved. Progress measures were selected based on the following factors: relevance, reflective of community values, attractive to local media/easy to report (whatever media or outlet is available), statistically measurable wherever possible, defensible, reliable, actionable, and policy-relevant.
- O **Source.** The third column identifies the source of the progress measure for annual reference.
- O Actual Result, Year: ____. The final column indicates the actual data collected relative to the Progress Measure, assuming that this table will be used as an evaluation form in subsequent years.

Figure 14: Comprehensive Plan Measures of Success

Vision Statement Guiding Principle	Progress Measure(s)	Source(s)	Actual Result, Year
Land Use: Brookfield encourages a land use pattern that reflects our vision as a full service, sustainable community; maintains neighborhoods; protects greenways; and provides a platform for economic growth and redevelopment in Targeted Investment Areas.	 Maintaining a balanced mix of residential, non-residential, and park/recreation/open space land uses. Stable/increasing property values. 	City property tax records Annual City Development Report Annual Parks, Recreation and Forestry Department Report	
Housing and Neighborhoods: Brookfield is a housing location of choice and preserves the character, vitality, and safety of its neighborhoods.	 Low owner-occupied and renter-occupied housing vacancy rates. Stable/increasing property values. Stable/decreasing crime rates. Increasing number of housing units in Targeted Investment Areas. 	U.S. Census City property tax records City Police Department records Real estate industry reports Building permit records	
Jobs and Shopping: Brookfield is a premier commercial and job center that supplies valuable products and services; embraces "new economy" solutions; cultivates family-supporting careers; and offers the ideal home base for experiencing the Milwaukee area.	See 2008 Economic Development Program for det www.ci.brookfield.wi.us, City Hall, or the Brookfield.wi.us		·

Vision Statement Guiding Principle	Progress Measure(s)	Source(s)	Actual Result, Year
Natural Resources and Recreation:	 Increasing miles of greenway trails. 	City GIS data	
Brookfield enjoys vibrant parks, trails, and restorative natural landscapes; is a careful steward of	 Implementation of park acquisition/space development plans. 	Annual Parks, Recreation and Forestry Department Report	
water and other resources; and is a center for culture, recreation, hospitality, and entertainment.	Progress towards reaching State-required water	School District of Elmbrook	
recreation, pospituity, una entertainment.	quality goals.	Public Works Department	
	 Increasing and broadening scope of activities, events, and celebrations. 	Wisconsin Department of Natural Resources	
	 Increasing volume of visitors and their estimated expenditures. 	Convention and Visitors Bureau	
Education: Brookfield is known for outstanding schools and lifetime learning to advance personal success, meet modern workforce demands, and support entrepreneurship.	 Stable/increasing public and private school enrollment. 	Wisconsin Department of Public Instruction	
	Increasing educational achievement.	Education Providers (invited)	
	 Increasing number and variety of education institutions/venues. 	Community Development Department	

Vision Statement Guiding Principle	Progress Measure(s)	Source(s)	Actual Result, Year
Sustainability: Brookfield is a sustainable community in all aspects-from the environment to the economy-and leads in responsible community growth and redevelopment.	 Reduction in per capita potable water usage. Increasing amount of waste diverted (i.e., recycled, composted) from landfill. Creation of zoning and site development standards that encourage sustainable building and site development. Inventory of LEED certified buildings and/or sites. Number of officials and staff who complete sustainability training. Establishment and implementation of a sustainability impacts decision guide or matrix, with annual report of City activities. 	Public Works Department Annual City Development Report Community Development Department All City departments with potential sustainable practices	
Special Places: Brookfield celebrates its vibrant civic district; memorable gathering places such as the Wilson Center; and its unique heritage and places such as the Ruby Farms homestead.	 Expansion of Farmers' Market and other local food venues. Number of significant residentially-zoned historic properties preserved. Increasing number of "gathering places." 	Community Development Department	

Vision Statement Guiding Principle	Progress Measure(s)	Source(s)	Actual Result, Year
Transportation: Brookfield supports several transportation options for connections within and outside the City.	 Maintenance of acceptable Level of Service ratings for main roads. Stable or decreasing auto accident rates. Increase in mileage and connectivity of bicycle/pedestrian routes. Increase in transit ridership within Brookfield Increasing in percentage of workers who carpool or take other modes to work. 	Traffic Impact Analyses U.S. Census/American Community Survey Public Works Department Parks, Recreation and Forestry Department Community Development Department Police Department Waukesha Metro Transit Milwaukee County Transit System	
Community Value: Brookfield enjoys exceptional services at reasonable costs, a competitive cost of living, and an attractive business environment.	 City and City/School District tax rates competitive with comparable communities in Wisconsin Maintenance of favorable bond rating. Completion of citizen surveys – every 5 years or more. Completion of Quality of Life Matrix that measures open space changes, special place creation, etc. – annually or biannually. See 2008 Economic Development Program for additional business environment indicators. 	Finance Department City Administration Community Development Department	

Vision Statement Guiding Principle	Progress Measure(s)	Source(s)	Actual Result, Year
Regionalism: Brookfield embraces collaboration with neighboring and overlapping communities and education providers.	 Increasing participation in regional initiatives (e.g., Milwaukee 7, Southeastern Wisconsin Regional Planning Commission, Waukesha County Economic Development Corporation). Cost savings/efficiencies achieved through collaboration. 	Community Development Department Finance Department	

Implementation Programs and Initiatives

Figure 15 provides a detailed list and timeline of the major actions that the City intends to complete to implement this Plan, subject to Common Council decisions and other priorities that may emerge. Often, such actions will require substantial cooperation with others, including surrounding local governments and local property owners. Figure 15 has five different columns of information, described as follows:

- O Major Implementation Activities. The first column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan. This list does not generally include ongoing activities advised elsewhere in this Plan, but rather focuses on specific major actions that may need to be separately budgeted or placed in a work program. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- O Chapter Reference. The second column provides the primary chapter(s) of this Plan where the recommended implementation step is described in greater detail.
- O Recommended Implementation Timeframe. The third column responds to the comprehensive planning statute, which requires implementation actions to be listed in a "stated sequence." The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next ten years. "High Priority" projects should ideally be initiated within two years of Plan adoption; "Medium Priority" within five years or so; and "Lower Priority" within ten years or so. In certain cases, "High Priority" items are ongoing activities that may continue to have a high priority over the planning period. Timeframes for implementation activities may be adjusted to capture unique opportunities when they arrive or to reflect changes in Common Council priorities.
- O Primary Parties Responsible for Implementation & Potential Partners. The fourth column lists the parties or groups that may be primarily responsible for leading or carrying out the particular action, and other groups that may be partners in implementation, based on invitations from the City.
- O Progress Report. The final column includes boxes for City staff and officials to use when a particular implementation step has been completed or to otherwise record progress on ongoing efforts. This will be particularly useful during the proposed 2014-2015 Plan review process.

Figure 15: Major Plan Implementation Activities

Major Implementation Activities	Chapter Reference	Recommended Implementation Timeframe	Primary Parties Responsible for Implementation and Invited Partners	Progress Report
Adopt minor text amendments to zoning and subdivision regulations as necessary to help implement the Plan.	Chapter Two: Land Use	High Priority	Community Development Department	
Complete the greenway trail network and consider establishing unique "themes" for trail segments.	Chapter Five: Natural Resources and Recreation	High Priority	Parks, Recreation and Forestry Department	
Explore ways to modernize and enhance digital communications internally and with residents, businesses, property owners, and visitors.	Chapter Ten: Community Value	High Priority	 City Administration Information Technology Department Convention and Visitors Bureau 	
Develop an approach/schedule to update existing Targeted Investment Area plans, prioritizing the Village Area Neighborhood Plan if high speed rail is introduced.	Chapter Eight: Special Places	High Priority	Community Development Department	
Implement the recommendations of the Park and Open Space Plan, update every 5 years, considering new ideas from this Comprehensive Plan.	Chapter Five: Natural Resources and Recreation	High Priority	Parks, Recreation and Forestry Department	
Continue and enhance various efforts to preserve the integrity and quality of the City's existing neighborhoods.	Chapter Three: Housing and Neighborhoods	High Priority	 Community Development Department Public Works Department Police Department 	

Major Implementation Activities	Chapter Reference	Recommended Implementation Timeframe	Primary Parties Responsible for Implementation and Invited Partners	Progress Report
Monitor grant funding opportunities, particularly those identified in an appendix to this Plan.	Chapter Four: Jobs and Shopping Chapter Five: Natural Resources and Recreation Chapter Six: Education Chapter Seven: Sustainability Chapter Eight: Special Places	High Priority	 City Administration Community Development Department Parks, Recreation and Forestry Department Public Works Department 	
Establish a systematic approach for productive use of aging retail areas.	Chapter Eight: Special Places	High Priority	 Community Development Department Community Development Authority 	
 Manage implementation of potential transportation improvements identified in this Plan including: Work to maximize City benefits associated with potential high speed, inter-city rail service. Direct the completion of an Environmental Impact Statement to study a possible future interchange from I-94. Consider other improvements identified in Chapter Nine: Transportation and Map 3. 	Chapter Nine: Transportation	High Priority Medium Priority See Capital Improvement Program for Priorities	Community Development Department Public Works Department	

Major Implementation Activities	Chapter Reference	Recommended Implementation Timeframe	Primary Parties Responsible for Implementation and Invited Partners	Progress Report
Manage implementation of community facility and utility improvements identified in this Plan.	Chapter Ten: Community Value	See Capital Improvement Program for Priorities	Public Works Department	
Develop a plan for the proposed broader 124th Street Corridor Targeted Investment Area.	Chapter Eight: Special Places	Medium Priority	 Community Development Department Wauwatosa, Butler, Elm Grove, Milwaukee County, Waukesha County (invited) 	
Focus efforts to retain, help grow, and attract more high-tech, innovation-driven companies.	Chapter Four: Jobs and Shopping	Medium Priority	 Community Development Department Economic Development Committee Waukesha County Economic Development Corporation, Milwaukee 7 (invited) 	
Implement the recommendations of the Economic Development Program; update that Program as needed.	Chapter Four: Jobs and Shopping	Medium Priority	 Community Development Department Economic Development Committee 	
Prepare an action plan to attract or collaborate a satellite campus and/or business training center in Brookfield.	Chapter Six: Education	Medium Priority	 Community Development Department Economic Development Committee Education Providers (invited) 	
Advance the historic preservation approach outlined in this Plan.	Chapter Eight: Special Places	Medium Priority	 Community Development Department Elmbrook Historical Society (invited) 	

Major Implementation Activities	Chapter Reference	Recommended Implementation Timeframe	Primary Parties Responsible for Implementation and Invited Partners	Progress Report
Embark on more formal sustainability efforts within City government, potentially integrating sustainability into training, strategic planning, and budgeting.	Chapter Seven: Sustainability	Medium Priority	 Community Development Department City Administration Finance Department 	
Leverage the strengths of the Baby Boomer population, including a mentor program with younger generations.	Chapter Four: Jobs and Shopping Chapter Six: Education	Lower Priority	 Community Development Department Economic Development Committee Chamber of Commerce (invited) Educational institutions (invited) 	
Work to establish a known "Brookfield Experience," possibly including branding and marketing Brookfield as a "Garden City," additional public art installations, and/or a botanical garden or similar space.	Chapter Eight: Special Places	Lower Priority	 City Administration Community Development Department Parks, Recreation and Forestry Department 	
Develop an awareness and marketing campaign related to the education and housing initiatives identified in this Plan.	Chapter Three: Housing and Neighborhoods Chapter Six: Education	Lower Priority	 Community Development Department Real estate community (invited) Educational institutions (invited) 	
Partner to expand local food availability and awareness, potentially including an expanded farmers' market.	Chapter Seven: Sustainability	Lower Priority	 Community Development Department Farmers' Market Organizers (invited) 	

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