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MEMORANDUM

TO: Carrie Lewis, Superintendent
Milwaukee Water Works
City of Milwaukee

Copy to:

Todd Michaels, Village Manager, Village of Greendale
Scott Satula, Director of Inspection Services, Village of Greendale

FROM: Meehan & Company, Inc.
Patrick J. Meehan, AICP

SUBJECT: Communication File 110722, Communication Relating to a Water Service Agreement with the Village of Greendale

DATE: November 7, 2011

Meehan & Company, Inc. is the contracted planning consultant to the Village of Greendale. Pursuant to the October 4, 2011 verbal request of the Village Director of Inspection Services, Meehan & Company, Inc. is writing this memorandum in response to your September 20, 2011 request for the Village of Greendale to address Items D., D-1, D-2, and D-3 of City of Milwaukee Resolution File #080457 (Version 1) which indicate the following:

"D. Reporting requirements for the community which has applied for water service

In addition, for purposes of Common Council review, the community which has applied for water service from the City of Milwaukee shall submit a written report to the aforementioned communication file indicating that the community has adopted and implemented:

D-1. A comprehensive plan pursuant to s. 66.1001, Wis. Stats., and, if the plan has not been completed, indicate the status of the community's compliance with each of the 9 requirements which comprise s. 66.1001 (2), Wis. Stats.

D-2. A comprehensive housing plan and can demonstrate that such plan has resulted in the creation of affordable housing opportunities that have resulted in racial, age and income diversification, with data on the percentage of population in assisted and affordable housing that is age 30 or less, above age 30 and below 65, and age 65 and above.

D-3. A comprehensive public transportation plan and can demonstrate that such plan has resulted in the expansion and improvement of public transportation links between persons living in the City of Milwaukee and job opportunities in the community which has applied for water service. Such plan may include, but is not limited to, participation and inclusion in the Southeast Wisconsin Regional Transportation Authority or an equivalent entity."

With respect to the above "Reporting Requirements," the following is provided as a written report indicating that the Village of Greendale has adopted and implemented:

1. ***D-1. A comprehensive plan pursuant to s. 66.1001, Wis. Stats., and, if the plan has not been completed, indicate the status of the community's compliance with each of the***

9 requirements which comprise s. 66.1001(2), Wis. Stats.

On November 11, 2009 the Village of Greendale Plan Commission approved Plan Commission Resolution R2009-01, a resolution recommending that the Village Board adopt the Village of Greendale Comprehensive Plan: 2010-2035 [also referred to in this memorandum as the "Plan"]. The Plan was prepared by the planning consulting firm of PDI/GRAEF. On November 17, 2009, the Village of Greendale Village Board adopted Ordinance No. 850, an ordinance to adopt the "Village of Greendale Comprehensive Plan: 2010-2035" dated November 17, 2009.

The Village of Greendale Comprehensive Plan: 2010-2035 is available as a PDF file online at: http://www.greendale.org/comprehensive_plan.htm

Section 66.1001(2)(a through i) of the Wisconsin Statutes requires that a comprehensive plan shall contain all of the nine following elements. Following each of the nine elements below, is a statement in ***bold italics type style*** regarding the Village of Greendale's status of compliance with each element:

"(a) Issues and opportunities element. Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit."

Chapter 2 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Issues and Opportunities." In the almost two years since the Plan was adopted by the Village Board, the Village has remained compliant with the goals and objectives set forth in Chapter 2. In this respect, the Plan has been diligently reviewed by the Village Plan Commission and Village Board prior to the rezoning of property, the granting of a Special Use, the approval of land divisions, or the change of use of property in the Village in order to assure zoning consistency with the Plan.

"(b) Housing element. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock."

Chapter 6 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Housing." Chapter 6 is the "Housing Plan" for the Village of Greendale. Since the Comprehensive Plan was adopted by the Village Board, the Village has remained compliant with the "Housing Plan's" housing goals and objectives set forth in this Chapter. The

housing goals/objectives of the Plan are as follow:

- *Maintain a variety of housing unit types to accommodate diverse household incomes and owner preferences. Ensure that adequate housing is available for all segments of the community, including young families, empty nesters, and seniors.*
- *Provide flexibility in density standards for new residential development to maintain the Village's tradition of integrated open space and public access;*
- *Allow new multi-family housing options (townhouse, multi-unit buildings, etc.) provided that the architectural quality respects the context of the surrounding neighborhood;*

The above three housing goal/objectives are implementing the Plan through the existing Ridgedale Apartments development located at 7750 West Grange Avenue in the Village of Greendale which offers a total of 220 affordable housing units in the Village.

In addition, since the adoption of the Plan, there has been the rezoning of a former commercially-zoned property to multiple-family residential zoning district and special use grant to accommodate the Berkshire-Greendale multiple-family, senior housing development located at 7010 W. Grange Avenue in the Village. The Berkshire-Greendale senior housing development is a three-story building consisting of a total of 90 dwelling units for seniors. There are a total of 36, two-bedroom units and 54, one-bedroom units. The resulting overall density at the subject property is about 30.46 senior dwelling units per acre. The Berkshire-Greendale senior housing development is located in a redevelopment area of the Village formerly occupied by an underutilized parking lot area associated with the Southridge Mall shopping center and is under construction.

This new Berkshire-Greendale residential development will provide low- to moderate income housing for seniors. The subject will be developed through the Federal Low Income Housing Tax Credit program, as well as through HOME funds and targeted to low income senior (55+) renter households. The subject's market-rate units will be targeted to general occupancy senior renter households.

Because the Berkshire-Greendale project is still under construction, it does not have current occupancy levels, rents, or existing tenant incomes to analyze. However, based upon a housing market study prepared by Prior & Associates dated October 4, 2010 titled Housing Market Study: Berkshire Senior Apartments, Greendale, Wisconsin (p. 6) Berkshire-Greendale development will be targeted to households with one or two persons, and incomes ranging from \$10,620 to \$34,200, which is the maximum annual income for a two-person household at 60% of the area median income (AMI) threshold. The subject's market-rate units (14 such units) will have no income restrictions. The resulting minimum number of affordable housing units at the Berkshire-Greendale development would be 76 such units.

Also, the above three housing goal/objectives are being implemented (subsequent to the adoption of the Plan) through a grant of a Special Use Permit to allow for the construction of Lake Terrace West community based residential facility (CBRF) at 6801 W. Loomis Road in the Village. The Lake Terrace West development is a community based residential facility (CBRF) in a two-story building consisting of a total of 48 CBRF dwelling units—24 units on the first floor and 24 units on the second floor. The resulting overall density at the subject property is about 23.77 CBRF-type dwelling units per acre. The Lake Terrace West CBRF development is also located in a redevelopment area of the Village formerly occupied by the Thistlerose Kennel. This new development provides housing for seniors and persons with disabilities and other special needs.

The above three multiple-family developments represent a minimum total of 344 affordable dwelling units in the Village (of which 124 are currently under construction).

- Utilize Greendale's adopted design guidelines in the renovation or construction of any housing within the "Originals" neighborhood;
- Encourage the preservation and maintenance of all housing units in the "Originals" neighborhood, and explore options for property maintenance enforcement;

The above two goals/objectives have been continually implemented by the Village Director of Inspection Services as well as by the Plan Commission and Village Board. The Greendale "Originals" (including single-family detached dwellings, single-family attached dwellings, and multiple-family dwellings) represent a significant portion of the Village's housing stock and offer a large variety of affordable housing options including both ownership opportunities for individual dwelling units of all types as well as rental opportunities for individual dwelling units of all types. The various types of Village of Greendale "Originals" provide, and are so designed and planned, to continue to provide affordable housing for persons in all age groups. Pages 6-2 through 6-8 of the Plan provide relevant data pertaining to housing in the Village.

Published Restoration, Rehabilitation, & Renovation Design Guidelines for Your Greendale Original Home as prepared by Vandewalle and Associates have been followed and diligently consulted and implemented by the Village Director of Inspection Services as well as by the Plan Commission and Village Board since 2003. These Guidelines are embraced by the Village of Greendale Comprehensive Plan: 2010 to 2035 and strive to achieve the following specific goals (as set forth on page 6-11 of the Plan) and a continuance of the implementation of the Guidelines:

- Preserve the unique heritage and integrity of the original "village,"
- Maintain the visual form of the Village, blocks, building sites, and homes,
- Support the rehabilitation of homes to maintain their long-term

- *viability and property values,*
- *Promote the affordability of modifying original homes and sites, and*
- *Allow appropriate additions or alterations to homes for contemporary uses.*

The Village Director of Inspection Services as well as the Plan Commission and Village Board have also been striving to achieve the additional below Plan-stated goals whenever the opportunity emerges in regards to both new housing development and redevelopment which occur in the Village.

- *Encourage homeowners to incorporate “green” features (e.g. water efficient landscaping, pervious pavement, stormwater retention, residential energy systems, etc.) on individual properties.*
- *Maintain a variety of housing types at a range of densities, styles, and costs to accommodate the needs and desires of existing and future residents.*
- *Support sustainable site design and building practices for construction and rehabilitation opportunities in Greendale’s neighborhoods.*
- *Work with regional, state, and federal agencies to provide housing programs and assistance to Greendale residents.*
- *Preserve and enhance Greendale’s community character, including the distinct identities of the Village’s neighborhoods, districts, and corridors, while directing growth and development.*

Pages 2-4 to 2-11 of the Plan provide population, age distribution, racial composition, educational attainment, income distribution data and characteristics of the Village of Greendale. Also, the "Housing Plan" element of the Comprehensive Plan describes various housing programs available for the Village of Greendale (see pages 6-9 through 6-11 as well as Appendix 1: Division of Housing and Community Development's Household Housing Guide" of the Plan for identifying public sources of housing financial and informational assistance for low- and moderate-income households in Wisconsin dated July 2008).

With respect to the City of Milwaukee's request for data regarding the percentage of population in assisted and affordable housing of specified racial, age, and income groups, such data is not available from the U.S. Census Bureau, from the Southeastern Wisconsin Regional Planning Commission [the public agency which is currently preparing a southeastern Wisconsin Regional Housing Plan and is conducting a detailed inventory of data], or any other source Meehan & Company, Inc. is aware of. In addition, while a total of 220 affordable housing units currently exist, an additional 124 (representing 36 percent of all of those affordable units which are anticipated to be occupied within the next several months) are currently under construction, have not been rented, and are not occupied at this time.

"(c) Transportation element. A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also

identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit."

Chapter 7 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Transportation." Chapter 7 is the "Transportation Plan" for the Village of Greendale. In the almost two years since the Plan was adopted by the Village Board, the Village has strived to remain compliant with the goals and objectives set forth in Chapter 7. In this respect, the transportation element of the Plan addresses the future analysis of the need for new public transportation routes, specifically bus or trolley service. The MCTS operates Routes 35, 64, and 76 within the Village of Greendale. The Plan indicates one non-freeway rapid transit route in the Village of Greendale along Loomis Road, and two transit stations: one near Southridge Mall with parking, and one without parking along Loomis Road (see page 7-3 of the Plan). Also, the Southridge Mall park-ride lot is an integral part of the transportation element of the Plan. During the preparation of the Plan in 2009, the Southridge Mall park-ride lot had the highest utilization of all such park-ride lots at 81 percent. The Plan fosters, and is planned to continue to foster, the expansion and improvement of both existing and future public transportation links between persons living in the City of Milwaukee and existing and future job opportunities in the Village of Greendale.

"(d) Utilities and community facilities element. A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities."

Chapter 8 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Utilities & Community Facilities." In the almost two years since the Plan was adopted by the Village Board, the Village has remained compliant with the goals and objectives set forth in Chapter 8 as indicated in the goals below:

- Maintain Greendale's high quality of life through the adequate provision of utilities, public services, parks, and community facilities for current and future needs.
- Coordinate utility and community facilities planning with land use, transportation, and park and open space planning efforts.
- Incorporate sustainable infrastructure into future Village facilities and utilities in order to increase efficiency, realize cost savings, and - where possible - lessen maintenance issues.

"(e) Agricultural, natural and cultural resources element. A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources."

Chapter 3 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Agricultural, Natural, & Cultural Resources." In the almost two years since the Plan was adopted by the Village Board, the Village has remained compliant with the goals and objectives set forth in Chapter 3 as indicated in the goals below:

- *Protect the unique natural and cultural identity of the Village including significant cultural features, natural areas, and environmental corridors that support local flora and fauna;*
- *Achieve a balance between new residential development opportunities and open space preservation;*
- *Protect and wisely utilize the Village's natural resources, including but not limited to: wetlands, wildlife, lakes, woodlands, open space, parks, and groundwater resources;*
- *Support strategies to preserve the Root River and Dale Creek as significant Village resources.*
- *Preserve the Village's diverse environmental and natural resources, including its waterways, woodlands, and open spaces that support local flora and fauna.*
- *Protect Greendale's natural and historic charm through retaining the traditional suburban character of the Village.*
- *Maintain and enhance access to parks, open space, integrated pathways, and a wide range of recreational programs and facilities that help preserve Greendale's quality of life.*
- *Preserve and enhance Greendale's community character, including the distinct identities of the Village's neighborhoods, districts, and corridors, while directing growth and development.*

"(f) Economic development element. A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit."

Chapter 4 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Economic Development." In the almost two years since the Plan was adopted by the Village Board, the Village has remained compliant with the goals and objectives set forth in Chapter 4 as indicated in the goals below:

- *Maintain and promote a diversified tax base;*
- *Strengthen business development in the Village Center and continue to*

- market the downtown area as a regional attraction;
- Promote redevelopment strategies for Southridge Mall and the 76th Street corridor that transform the area into a regional destination and an attractive place to locate businesses;
- Support the long-term redevelopment of the Village's Industrial Park as a destination for highly productive, small-to-medium format industrial and office users.
- Preserve and enhance the Village Center's historic character and niche businesses, while promoting Greendale's position as a regional destination.
- Promote the role of Southridge and the 76th Street Corridor as a regional attraction.
- Target Greendale's economic growth to provide a variety of employment opportunities to a diverse pool of workers.
- Expand and stabilize the Village's nonresidential tax base

"(g) Intergovernmental cooperation element. A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts, drainage districts, and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts."

Chapter 9 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Intergovernmental Cooperation." In the almost two years since the Plan was adopted by the Village Board, the Village has remained compliant with the goals and objectives set forth in Chapter 9 as indicated in the goals below:

- Encourage ongoing discussion with neighboring communities regarding land uses, transportation, and services;
- Continue coordination with the City of Greenfield regarding site planning and circulation in and around Southridge Mall and the 76th Street corridor;
- Continue coordination with Milwaukee County with regards to the Root River Parkway and other County parkland within and adjacent to the Village;
- Continue to support the Greendale School District as a valuable community resource.
- Continue to establish and maintain positive working relationships with adjacent municipalities; county, regional, and state agencies; and the Greendale School District.
- Encourage opportunities for cooperation through the formulation of compatible local policies and programs.
- Work with adjacent communities and government agencies to resolve land use and/or development conflicts

"(h) Land-use element. A compilation of objectives, policies, goals, maps and programs to guide the future

development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications."

Chapter 5 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Land Use." In the almost two years since the Plan was adopted by the Village Board, the Village has remained compliant with the goals and objectives set forth in Chapter 5 (pages 5-1 of the Plan). Within the last year, planned new residential development providing housing for low- to moderate-income housing for seniors, senior housing, and housing persons with disabilities and other special needs, is currently under construction. In addition, the owners of several of the various entities at Southridge Mall are both conducting and/or planning to conduct construction and redevelopment activity at the Southridge Mall.

"(i) Implementation element. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years."

Chapter 10 of the Village of Greendale Comprehensive Plan: 2010 to 2035 is titled "Implementation." In the almost two years since the Plan was adopted by the Village Board, the Village has remained compliant with the implementation recommendations and their various priority levels. Specifically implementation measures are set forth on pages 10-3 through 10-10 of the Plan and address the Village Zoning Code and ordinances; agricultural, natural, and cultural resources; economic development; land use; housing; transportation; utilities and community facilities; and intergovernmental cooperation. All of the various recommendations are prioritized for the years 2015, 2025, and 2035.

3. ***D-2. A comprehensive housing plan and can demonstrate that such plan has resulted in the creation of affordable housing opportunities that have resulted in racial, age and income diversification, with data on the percentage of population in assisted and affordable housing that is age 30 or less, above age 30 and below 65, and age 65 and above.***

While the Village's comprehensive housing plan described earlier in this memorandum as Chapter 6 of the Village of Greendale Comprehensive Plan: 2010 to 2035 titled "Housing" IS the "Housing Plan" for the Village of Greendale, the comprehensive housing plan does not present the data requested by the City of Milwaukee under item D-2 of the City of Milwaukee Resolution File #080457. That data is simply not available to the Village from the U.S. Bureau of the Census, the American Housing Survey, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), or any other source known to the Village. In addition, the Village comprehensive housing plan was adopted such a short time ago (November 17, 2009—a mere two years ago) that occupancy data for housing units developed since its 2009 adoption is also unknown since the bulk of those are still under construction as explained below.

However, since the Comprehensive Plan was adopted by the Village Board, the Village has remained compliant with the above referenced "Housing Plan's" housing goals and objectives set forth in Chapter 6. The discussion pertaining to the Housing Plan and the Issues and Opportunities elements of the Village of Greendale Comprehensive Plan addresses the issue of the creation of new affordable housing at both the new Berkshire-Greendale multiple-family, senior housing development located at 7010 W. Grange Avenue and the Lake Terrace West community based residential facility (CBRF) at 6801 W. Loomis Road in the Village as well as the continuation of the redevelopment of dwelling units considered as the Greendale "Original" diverse (including single-family detached dwellings, single-family attached dwellings, and multiple-family dwellings) housing stock.

4. *D-3. A comprehensive public transportation plan and can demonstrate that such plan has resulted in the expansion and improvement of public transportation links between persons living in the City of Milwaukee and job opportunities in the community which has applied for water service. Such plan may include, but is not limited to, participation and inclusion in the Southeast Wisconsin Regional Transportation Authority or an equivalent entity.*

While the Village's transportation plan described earlier in this memorandum as Chapter 7 of the Village of Greendale Comprehensive Plan: 2010 to 2035 titled "Transportation" IS the "Transportation Plan" for the Village of Greendale, the transportation plan does not present the data relating to the "expansion and improvement of transportation links" requested by the City of Milwaukee under item D-3 of the City of Milwaukee Resolution File #080457. The Village transportation plan was adopted only a short time ago (November 17, 2009—a mere two years ago) and, therefore, there has been no Village-known expansion and improvement of public transportation links.

As set forth earlier in this memorandum and based upon the goals and data presented in Chapter 7, Chapter 7 of the Plan fosters, and is planned to continue to foster, the expansion and improvement of both existing and future public transportation links between persons living in the City of Milwaukee and existing and future job opportunities in the Village of Greendale.

