

# City of Cudahy 2020 Comprehensive Plan



**DRAFT**

City Plan Commission Recommendation: PENDING  
City Council Approval: PENDING





## Overview of the Comprehensive Plan

### An Introduction to Cudahy

Cudahy is a historic city located just south of Milwaukee along the Lake Michigan shoreline. Originally, proximity to the rapidly growing and industrializing Milwaukee and its accessibility by rail and water transport led to development of a City centered on industry. Cudahy rapidly grew as the manufacturing economy of Southeastern Wisconsin thrived throughout much of the 20th Century. In the later decades of the century, the City was not immune to the manufacturing decline, economic challenges, and loss of population that plagued the region.

Nonetheless, an industrial core has remained in the City, and Cudahy remains a community rich in both homes and workplaces. The City's strong work ethic, traditional neighborhoods, and cultural heritage have become trademarks of the community. Today, these same features—coupled with strengthening connections to Milwaukee, the lakefront, and General Mitchell International Airport—draw new businesses and residents and point to a bright future for Cudahy.

### The Purpose of This Plan

This *City of Cudahy Comprehensive Plan* is a blueprint for Cudahy's future growth. It will help guide the type, location, and appearance of development and change in the City over the next 10 to 20 years to enhance the community's prosperity and quality of life. Specifically, the *City of Cudahy Comprehensive Plan*:

- Identifies an inspiring vision for the City's future;
- Indicates goals, objectives, and policies for future growth and change;
- Identifies areas appropriate for development, redevelopment, reinvestment, and preservation;
- Balances community goals with private interests in land use;
- Facilitates consistent day-to-day decision making regarding land development;
- Recommends appropriate types of land uses for the different areas of the City;
- Suggests housing, neighborhood, and economic initiatives;
- Recommends transportation and community facility improvements;
- Suggests preservation and enhancement of the City's natural, historic, and cultural resources; and
- Provides detailed strategies to relate to neighboring communities and implement plan recommendations.

## Key Plan Initiatives

Cudahy's *Comprehensive Plan* is an ambitious document. It articulates an inspiring vision of the City's future and provides a detailed roadmap for reaching that vision. Successfully completing a number of initiatives over a period of many years will be required to fully realize the City's great potential. Key initiatives advanced through this *Plan* include:

- Continuing to recreate Downtown Cudahy as the City's center of activity by attracting additional shopping, dining, housing, and civic opportunities, potentially including a theater and a community center.
- Reshaping older commercial corridors in the City—including Layton, Pennsylvania, and Packard Avenues—into attractive and dynamic places to shop, work, and even live through new mixed-use development opportunities.
- Pursuing a bold Neighborhood Investment Strategy to enhance the City's older neighborhoods which will focus on maintaining neighborhood schools, improving housing, increasing homeownership, securing safety, and investing in public infrastructure.
- Working to attract a new generation of young families by collaborating with the School District; ensuring appealing neighborhoods; and pursuing community amenities like trails, a community center, and a summer concert series.
- Adjusting residential zoning districts to better reflect the City's desire to maintain a single family, owner-occupied character.
- Positioning the City as the transportation hub of the South Shore by capitalizing on the Lake Parkway, the location of Mitchell International Airport location, and a future major commuter rail station; and by improving roadways in the community like Packard, College, and Whitnall Avenues.
- Securing the economic health of the City by retaining the City's current industrial base, attracting "next generation" businesses by marketing assets like the City's excess water system capacity, collaborating with neighboring communities and an Airport-area initiative, energizing the City's older commercial corridors with new development, and raising expectations and sometimes providing incentives to allow these things to happen.
- Enhancing the connection between the City and Lake Michigan by collaboratively creating a real waterfront trail, selectively clearing invasive vegetation to open views, advocating for bluff stabilization, and exploring new business and housing opportunities near the lakeshore.
- Better positioning the City to ensure quality development and redevelopment projects through such activities as streamlining the City's process to respond to and review quality development projects.
- Marketing the community to existing residents, and potential future residents and businesses in the region, through a carefully planned and timed campaign.
- Collaborating with the County, School District, and nonprofit groups to enhance community recreational and educational opportunities in the City potentially including a nature center, a dog park, and an inviting community garden.

- Celebrating the City’s industrial heritage while improving the appeal of South Packard Avenue by creating a Cudahy Industry Walk of Honor and hosting an annual festival celebrating the City’s heritage.
- Partnering with other governments, businesses, and non-profit groups—and pursuing state and federal grants as appropriate—to achieve these initiatives while maintaining the cost of living in the community.

## A Thoughtful and Inclusive Planning Process

To help ensure that final recommendations reflect a broadly supported vision for the City, the comprehensive planning process incorporated an inclusive program of public participation. A detailed compilation of outcomes from the public participation events can be found in Appendix B. The planning process was guided by a fifteen-person Steering Committee comprised of City officials and community representatives. Following several months of deliberation, the Steering Committee crafted this *Plan* and recommended it to the City Plan Commission and City Council for approval.

## Cudahy’s Vision for its Future

Developed from public input and Steering Community direction, Cudahy’s future vision outlines the core principles that will guide the City over the next 10 to 20 years. The City’s vision is an expression of the City’s desired future. All of the goals, objectives, policies, programs, and actions outlined in this *Plan* should move the City toward achieving this vision. The City’s vision is presented in the following graphic.

## The Organization of the *Comprehensive Plan*

This *Comprehensive Plan* is organized to first lay out the City’s future opportunities and vision in a broad manner (in Part One), then provide directions and initiatives both on a Citywide and geographically specific basis (in Parts Two and Three), and finally prioritize steps for implementation (in Part Four). Two appendices provide background information and public process results, respectively.

Two early parts provide substantive Citywide analysis of Cudahy: Part One, *Opportunities & Vision*, and Part Two, *Citywide Directions*. These parts are loosely organized around the nine elements required by State Statutes to be included in a comprehensive plan (see adjoining box).

Part Three includes eight chapters, each organized around a unique geographic planning area in the City. The planning areas also differ from each other in land

### Where are the nine required elements?

Wisconsin Statutes authorized and guided the contents of this *Comprehensive Plan*. By law, nine elements must be addressed:

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Land Use
- Agricultural, Natural, and Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Implementation

In this *Comprehensive Plan*, each of the required elements is thoroughly addressed at the Citywide scale in Parts Two and Four. Most elements are also addressed at a more localized scale in the chapters pertaining to individual planning areas in Part Three. All nine elements are not necessarily discussed in every planning area chapter. For example, housing issues are thoroughly discussed in the East Neighborhoods Planning Area chapter, but not in the Core Industrial Planning Area chapter.

use make-up, age, transportation connections, and challenges and opportunities. The ideas and directions for each planning area reflect the City's ideal role in creating a greater Cudahy. The Downtown area was analyzed in particular detail due to its central function in the City and its future.

In sum, the *Comprehensive Plan* is designed and laid out to provide thorough analysis of Citywide directions meeting all State requirements, while also enabling readers to easily locate focused discussions of particular issues, opportunities, and directions for smaller areas.

### **Common Uses for the *Comprehensive Plan***

The *City of Cudahy Comprehensive Plan* has the ambition of being the City's long-range guide for future community growth, development, redevelopment, and preservation. Given the magnitude of this task, the *Plan* is a fairly long document. In organizing and drafting this *Plan*, the authors have made every effort to create an implementation-based and user-friendly document.

City officials and staff will use the *Comprehensive Plan* as a blueprint for coordinated decision-making on planning and development issues. The *Plan* will guide future City decisions on a range of issues, such as zoning and budgeting. In addition, others who will find the *Plan* useful include members of the public, non-profit groups, property owners, developers, and nearby and overlapping units of government

Perhaps most frequently, people will refer to the *Plan* to learn how they might be able to use a particular piece of land in a different manner than how it is being used today. This can be accomplished by following these steps:

1. ***Check the Future Land Use Map.*** Figure 2.1.1, Cudahy's *Future Land Use* map, presents the City's desired pattern of future land uses, including residential, business, manufacturing, institutional, and mixed-use development. Each parcel within the City has a particular future land use category assigned to it. The illustrated category represents the City's desired future land use for that property. In some cases, the desired future land use shown is different from the current land use.
2. ***Review the Future Land Use Category Description.*** The Land Use Chapter in Part Two of this *Comprehensive Plan* includes a thorough description of each category shown on the *Future Land Use* map. Included in the description is the desired building types and density; examples of appropriate land uses that fit in that category; and discussion of where each category is generally mapped within Cudahy.
3. ***Discuss Ideas with the City.*** If interested in development or in changing land use, the property owner then should review the City's zoning code and talk with City staff to discuss next steps to accomplishing this, particularly where the property owner's vision and the City's vision are in alignment.

< Insert: Cudahy, Wisconsin Vision >

FULL GRAPHIC (11X17 FOLDOUT)



**Acknowledgements**

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In addition, the City thanks Bob & Mary Hallfeld for their participation throughout the planning process.	
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**Table of Contents**

Overview of the Comprehensive Plan ..... 3

Acknowledgements ..... 9

Table of Contents ..... 11

Part One: Opportunities & Vision ..... 13

    Chapter 1.1: Influences, Trends, and Forecasts..... 17

    Chapter 1.2: Public Participation Overview ..... 25

    Chapter 1.3: Cudahy’s Assets & Opportunities ..... 28

    Chapter 1.4: Cudahy’s Vision & Initiatives ..... 33

Part Two: Citywide Directions..... 37

    Chapter 2.1: Land Use..... 41

    Chapter 2.2: Economic Development..... 53

    Chapter 2.3: Housing and Neighborhood Development..... 65

    Chapter 2.4: Transportation ..... 71

    Chapter 2.5: Utilities and Community Facilities..... 79

    Chapter 2.6: Natural Resources and Sustainability ..... 84

    Chapter 2.7: Historic and Cultural Resources ..... 89

    Chapter 2.8: Intergovernmental Cooperation..... 94

Part Three: Directions by Planning Areas ..... 101

    Chapter 3.1: Downtown ..... 105

    Chapter 3.2: Layton/Pennsylvania Gateway District..... 131

    Chapter 3.3: South Packard Corridor..... 139

    Chapter 3.4: Lakefront..... 147

    Chapter 3.5: East Neighborhoods..... 153

    Chapter 3.6: Southwest Neighborhoods..... 157

Chapter 3.7: Core Industrial Area..... 160

Chapter 3.8: South Pennsylvania Corridor ..... 163

Part Four: Implementation Strategy ..... 165

Appendices (available upon request from the City)

Appendix A. Existing Conditions Report

Appendix B: Public Participation Results

# Part One

## Opportunities & Vision



*Founder,  
Patrick Cudahy*





**Part One** of the *Comprehensive Plan* explores future opportunities for Cudahy, and puts forth a bold vision for its future. The City's vision provides a framework for future decision making and sets the context for the rest of the *Plan*. Combined with data included in Appendices A and B, this part of the *Plan* meets the "Issues and Opportunities" requirements of Wisconsin Statutes. Appendix A includes a comprehensive examination of background data and trends in Cudahy and neighboring communities. Appendix B includes public participation results from the planning process, which put forth issues and opportunities from the mouths of Cudahy residents, business owners, and property owners.



## **Chapter 1.1: Influences, Trends, and Forecasts**

This chapter overviews Cudahy's regional and local influences; uncovers trends that are reshaping and changing the community; and provides a market summary and growth projections.

### **Regional Influences and Trends**

Cudahy's economy, culture, and quality of life are profoundly influenced by its position in the region. Cudahy is an inner-ring urban community south of the City of Milwaukee, bounded by several other well-established and built-out villages and cities. Figure 1.1.1 illustrates Cudahy's place in the Milwaukee area, and the many significant variables that will impact the future of the City. These are described in additional detail below.



Cudahy is located just minutes from Downtown Milwaukee and within a short drive of countless other regional amenities. In addition to the employment opportunities available within Cudahy, the City's location provides access to tens of thousands of jobs within a reasonable commute. Entertainment and shopping opportunities are also abundant, including Miller Park, the Milwaukee County Zoo, museums, shopping, nightlife, restaurants, theater, festivals, and the State Fair grounds. The region also boasts numerous higher education and advanced healthcare options.

Cudahy is also located 1½ hours north of Chicago. Within the Upper Midwest, Chicago is the predominant economic center and the region's primary portal to the global economy. As the Chicago metropolis continues to grow, the connection between Milwaukee, Southeastern Wisconsin, and Chicago will continue to strengthen.

In addition to its central location, the City of Cudahy is also extremely well connected to the region through a variety of transportation options, including a robust highway system featuring the Lake Parkway and nearby Interstate 94. General Mitchell International Airport, located immediately west of Cudahy, has effectively become Chicago's third airport. Amtrak passenger rail is also provided adjacent to General Mitchell Airport, connecting travelers to Chicago, Minneapolis, and more remote destinations. The proposed Kenosha-Racine-Milwaukee (KRM) commuter rail line will feature a stop in Downtown Cudahy, offering a new alternative for residents and employees along the Lake Michigan shoreline.

The region's economy and character is also shaped by the profound presence of Lake Michigan. For the future, the Lake represents new challenges, as the region continues to search for better solutions to preserve water quality and grapples with pressures to divert the Lake's freshwater resources to communities outside the Great Lakes Basin. Yet, the Lake also represents significant opportunities for the regional economy, both in sustaining the growth of traditional industries and in presenting

new economic opportunities such as for freshwater research, water conservation, recreation, complementary land development, and education.

Due in large part to volatile energy costs and rising concerns over global warming, communities like Cudahy that offer efficient access to jobs and other daily amenities are expected to become increasingly desirable places to live. Such communities are also in an important position to help drive the trend towards more healthy and sustainable living environments.

Figure 1.1.1: Regional Influences

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*< Insert: Regional Influences Map >*



### City Profile and Trends

Cudahy is an established and relatively stable community. Cudahy’s population has been steady over the last several years, with new housing development being counteracted by smaller household sizes. New housing development will be important to keep Cudahy’s population stable, given the expected continuation of smaller household sizes.

Median household income in Cudahy is above the Milwaukee County median—which is significantly affected by lower City of Milwaukee incomes—but is below the median income for the larger region. Income data from different sources does suggest, however, that incomes of Cudahy residents may have increased at a rate greater than inflation over the past several years.

Regionally and nationally, the next several years will see a shifting age profile. Fewer and fewer “boomer” families will still have children at home. The population will be increasingly characterized by a growing number of young adults on one end and large numbers of empty-nesters and retirees on the other. These younger adults are generally having fewer kids and having them later than their parents did, and the empty-nesters and retirees are living longer than their parents.

These regional and national trends will be reflected in Cudahy. This is already being reflected by declining school enrollment. A younger and more diverse set of residents will want to move into the

**Population Snapshot**

- Cudahy’s 2007 population was about 18,500, which is a slight increase from its 2000 population of 18,400.
- Cudahy’s median age in 2007 was about 40 years old, which is higher than the County median of 35 and higher than the 2000 Cudahy median of 37 years old. Cudahy’s median age is expected to rise to about 42 years old by 2012.
- Between 2004 and 2008, enrollment in the Cudahy School District decreased from 2,849 to 2,657 students.
- Cudahy’s median household income in 2007 was about \$53,000, compared to \$50,000 for Milwaukee County and \$64,000 for the region delineated by a 50-mile ring around the City. In 1999, Cudahy’s median household income was \$40,200.

area, seeking affordable housing with good regional access. At the same time, many of the City’s older residents will seek to downsize. These shifts will affect the local housing market. Specifically, over the next 10 or so years, there should be increasing demand for housing units that are smaller, require less energy and maintenance, and are more accessible. Also, lifestyle amenities offered by the neighborhood and community (beyond just good schools) will be increasingly important.

Cudahy is well positioned for these shifts. House and lot sizes are generally small, and housing is more affordable than in the region

**Housing Summary**

- The 2008 median home value in Cudahy is about \$153,000.
- About 75% of Cudahy’s homes were built prior to 1970.
- About half of all housing units in Cudahy are single family residences, which has decreased slightly over time.
- Owner occupancy is stable in Cudahy. About 60 percent of the City’s housing is owner occupied, compared to about 59 percent in 1990 and 60 percent in 1970.

as a whole, especially when one figures in transportation costs to regional destinations of significance. While Cudahy’s mainly older homes in established neighborhoods often have more character than new housing, accessibility, energy-efficiency improvements, and other modernization will be necessary to match these housing units to the interests of new families. Also, more varied urban housing choices (such as condominium apartment buildings and townhomes) and amenities (including walking paths and more shopping and dining options) will help capture the attention of the shifting marketplace. Finally, new investments in older homes, renewed focus on the quality of the City’s neighborhoods, a continued emphasis on good schools and public safety, and new housing options and urban amenities will be important.

Shifting to the retail market, Cudahy’s total retail sales activity is strong relative to other area communities, drawing consumers from outside the City. However, the City is “leaking” sales activity in a number of key retail sectors—especially furniture, electronics, apparel, and home improvement products. This means that City residents usually travel outside the City to buy these types of products. Also, the City is not capturing the south side restaurant and entertainment market. This data indicates potential to add these types of new stores and restaurants to the City in the future.

In terms of consumer behavior, residents of Cudahy spend less of their incomes and save more than residents of surrounding areas. These patterns may be indicative of the current demographics in the community. While demonstrating community stability and health, these figures temper the current market for additional retail and dining options in the City.

Similar to a handful of other inner-ring Milwaukee area communities, and unlike many suburban “bedroom communities”, Cudahy is a major employment center. Cudahy’s 8,000 jobs are concentrated in the manufacturing and services sectors, with much of this employment in older, larger industries like Patrick Cudahy and Ladish and the newer Mitchell International Business Park on the City’s west side. Cudahy’s current employment profile remains largely consistent with its historic “company town” roots, with a relatively limited amount of professional, white-collar employment.

Clearly, maintaining the health of manufacturing industries in Cudahy is important to the City’s future health. At a time of declining manufacturing throughout the region, the City must be proactive in communicating with manufacturers to be in tune to with their concerns and alert to opportunities for their growth within Cudahy. At the same time, diversifying employment options in and near the City will help the community weather downturns and perhaps provide an even more attractive living environment for a broader range of residents in the future.

**Economic Snapshot**

- Cudahy is home to approximately 8,000 jobs and 550 different businesses.
- Of the City’s 8,000 jobs, manufacturing and services each account for about 1/3 of the City’s 8,000 jobs.
- While manufacturing occupations represents about 1/3 of all jobs located in the City, manufacturing represents only 13 percent of all jobs in Milwaukee County. Transportation-related jobs are similarly focused in Cudahy.
- About 1/3 of Cudahy’s resident workforce is employed in manufacturing, transportation, warehousing, and utilities jobs, compared to about 1/4 of all County residents in these same sectors.

In recognition of its market position and economic trends, Cudahy's opportunities appear to be focused on:

- Helping to upgrade the quality of existing housing and neighborhoods to make them competitive in the regional marketplace, particularly for younger families and first-time homebuyers
- Supporting the establishment of new, more urban and accessible housing choices to reflect the interests of younger people and empty nesters with diverse income levels.
- Supporting the creation of urban amenities that distinguish Cudahy from its neighbors and other places in the Milwaukee region, taking advantage of the community's natural strengths—like Lake Michigan, historic character, the City's accessibility, and its energy efficiency—as both a resident and business recruitment tool.
- Helping to advance the retail market by working to increase jobs in the area, increasing housing options particularly for higher income/wealth residents, creating exciting places for retail development to flourish, and actively marketing a new image for the City.
- Supporting the retention and expansion of good, diverse, and family supporting jobs both in Cudahy and in areas within a short drive time of the City.

### City of Cudahy Growth Forecasts

Gathering a flavor for future projections for future growth is one foundation for future planning, albeit less important for built-out communities like Cudahy than others. Population, housing, land use, and job projections are also required by State Statute. Detailed projections can be found in Appendix A. Below is a summary of projections for Cudahy over the next 20 years.

Recent data shows the City of Cudahy's population is leveling off, following seven decades of rapid growth (1900–1970) and three decades of notable decline (1970-2000) over the past century. At the time of the 2000 U.S. Census, the City's population stood at 18,429.

The Wisconsin Department of Administration (DOA) Demographic Services Center had projected, based on 2000 U.S. Census data, the City's population would grow to 19,049 persons by 2010; 19,818 persons in 2020; and 19,940 persons in 2025.

During Cudahy's *Comprehensive Plan*

drafting, DOA was in the process of updating these projections. While the updated projections have not been finalized, DOA provided pre-release projections for Cudahy. These projections are somewhat lower, projecting Cudahy's population to be 18,170 in the year 2010; 18,077 in 2020; and 17,452 in 2030.



In any event, because Cudahy is not able to annex additional land, population growth over the planning period can realistically result from infill of underutilized parcels, increased influx of families, and increased density. In short, Cudahy's actual future population will depend a lot on how successful the City is in reinventing itself for a new generation.

DOA has also prepared household projections for Cudahy. In 2000, there were 7,888 households in Cudahy. DOA has projected that the number of households in Cudahy will grow to 8,383 in 2010; 8,877 households in 2020; and 9,011 households in 2025.

Based on DOA projections and local housing and land use data and trends, the City's projected future demand for different types of land uses can be calculated. By the year 2025, 131 additional or redeveloped acres for residential land uses; 100 additional or redeveloped acres for commercial and industrial uses; and 36 additional acres for roads, utilities, and related purposes are expected to be needed.

Employment projections for the City alone are difficult to come by. Employment projections for Milwaukee County through the year 2030 have been provided by Woods & Poole Economics. Between 2006 and 2030, Woods & Poole projects that manufacturing will decline in prominence throughout Milwaukee County, employing 13.8 percent of the labor force in Milwaukee County in 2030, as compared to 16.8 percent of the 2006 labor force. Retail trade as well as transportation, communication, and utilities sectors, are also expected to employ a somewhat smaller share of the County's labor force by 2030. In their place, employment in services-related businesses is expected to increase, to the point that 39.1 percent of the County's labor force would be employed in the service sector by 2030, compared to 34.1 percent in 2006.

## **Chapter 1.2: Public Participation Overview**

The City's *Plan* was guided by public input gathered through a variety of participation approaches, including a visioning workshop, stakeholder interviews, focus groups, an open house, and regular meetings of the Comprehensive Plan Steering Committee. Committee meetings, in particular, provided a rich forum for sharing ideas and sifting and winnowing towards the vision and directions put forth in this *Plan*. This chapter provides a summary of the activities that occurred throughout the planning process. Detailed results of the public participation events can be found in Appendix B.

### **Comprehensive Plan Kick-off Meeting: *January 30, 2008***

The City of Cudahy hosted a public meeting to launch the planning process. More than 70 residents and City officials attended the meeting. Members of the public were asked to express their opinions to help guide the process. Issues and opportunities discussed included updating the City's image and marketing approach; improving the safety, appearance, and vitality of Downtown Cudahy; prioritizing redevelopment while recognizing good and bad consequences; pursuing greater collaboration and partnership; maintaining the housing stock, safe neighborhoods, and strong public services; and capitalizing on existing and potential transportation connections, like the Lake Parkway, the Airport, and planned KRM commuter rail.

### **Community Vision Workshop: *April 30, 2008***

Over 40 attendees participated in intensive visioning activities encouraged to develop an understanding of the community's key values, goals, and recommendations.

According to participants, the following are the City's most highly-valued attributes: location and accessibility; proximity to Lake Michigan and abundance of parkland; "family-friendly" community; traditional urban design of the City; quality neighborhood schools; and effective City services. Generally, participants indicated they value the City's stability, yet they also appreciated Cudahy's opportunities for change and improvement. Participants' priority goals and directions for Cudahy's future featured:

- Increasing homeownership and reducing absentee landlords;
- Focusing on quality, "Live-Work-Play" development;



- Promoting and marketing the City; and
- Keeping Cudahy safe.

**Comprehensive Plan Steering Committee Meetings:** *May 2008 – April 2009*

Throughout the planning process, the Steering Committee met monthly. The Committee provided oversight and direction to the planning process, a recommended vision for the City, and the detailed contents of this *Plan* itself. The meetings were open to the public. A July bus tour of Cudahy provided a critical opportunity to share ideas in the field, and generate new ideas about opportunities facing the community.



**Downtown Implementation Team Meetings:** *April – November 2008*

Cudahy's Downtown Implementation Team (DIT) was focused for the past several years on implementing the 1990s-era plan for downtown redevelopment. The DIT worked with the City's consultant on key directions related to the Downtown Chapter in particular.

**Intergovernmental and Key Stakeholder Interviews:** *July - September 2008*

The consultant conducted a variety of interviews with representatives from government agencies and key business and land owner stakeholders. Discussion topics varied by interview, including land use; pace and location of development and redevelopment; housing; transportation; economic development; and community resources, facilities, and services. The interviews provided insight and information that would otherwise have been difficult to obtain in larger group settings.

**Downtown Business Focus Group:** *August 13, 2008*

The Downtown Business Focus Group included over 15 participants who own or operate businesses around Downtown Cudahy. Group discussion centered on making the City more business-friendly; improving Cudahy's image to attract more residents, potential businesses, and customers; identifying complementary businesses and land uses that existing business owners would like to see in the Downtown; and focusing on challenges, successes, and opportunities for increased business activity and redevelopment Downtown.

**Recent First-time Homebuyer Focus Group:** *August 13, 2008*

This focus group was attended by five homebuyers who had purchased their first home in Cudahy within the past few years. Attendees discussed what originally attracted them to Cudahy; what assets and amenities they find most valuable; their vision for the Downtown area; and opportunities to improve the City's image and attract more young people to purchase a home in Cudahy.

**Draft Plan Open House:** *March 4, 2009*

Once a draft *Comprehensive Plan* was prepared, the City of Cudahy held an open house to encourage the public and interested stakeholders to learn about and comment on the Draft *Plan*. The open

house provided an opportunity for attendees to either discuss face-to-face or submit in writing their suggestions and recommendations for the *Plan* before it was finalized.

**Public Hearing:** *Summer 2009*

Per Wisconsin Statutes, following Steering Committee and Plan Commission recommendations on this *Plan*, a formal public hearing on the *Plan* was held before the Common Council. The Common Council considered public comment prior to adopting the *Plan*.

### **Chapter 1.3: Cudahy's Assets & Opportunities**

Identifying the City's key current assets and future opportunities is important to establishing a bold yet attainable future vision and *Plan*. The public participation activities, Steering Committee discussions, and analysis of trends and influences uncovered a multitude of assets and opportunities. The diverse range of assets and opportunities identified throughout the planning process is summarized in this chapter. Later, several of these opportunities are given a "place" in which to be realized. Figure 1.3.1, *Cudahy Planning Areas*, organizes opportunities geographically in and around Cudahy.

- **CUDAHY IS IDEALLY LOCATED WITHIN THE REGION.** Easily accessible by automobile, air, and rail transportation, the City is well-situated between where people, goods, services, and commerce are, and where they are going. This asset will only grow in the future with increased airport-related economic development and the introduction of commuter rail service.
- **CUDAHY BORDERS ONE OF THE WORLD'S PREMIER FRESHWATER RESOURCES—LAKE MICHIGAN.** Lake Michigan helps sustain and encourage business and residential growth in the region. Lake Michigan offers potential for increased recreational and economic opportunities as well as great views. It is currently a hidden gem for Cudahy.
- **CUDAHY HAS A STRONG BASE AND INFRASTRUCTURE FOR FUTURE ECONOMIC GROWTH.** Jobs of various skill levels are available within the City or are a short commute away. The City can continue to build on this accessibility to further develop its status as a destination for residents, commerce, and jobs. The City has retained a strong industrial core with numerous companies, large and small.
- **CUDAHY HAS ATTRACTIVE DISTRICTS AND SITES FOR NEW INVESTMENT.** Progress on achieving new investment in the City over the past several years is tangible, from development of the General Mitchell International Business Park to new housing and businesses Downtown. Available sites for the next wave of development are located along key thoroughfares, like the Lake Parkway and Layton Avenue, increasing their economic appeal.
- **CUDAHY OFFERS GREAT HOUSING VALUE AND NEIGHBORHOODS.** The cost of living is among the most reasonable in the metro area, particularly among other lakeshore communities. The City's traditional urban neighborhoods feature walkability and access to quality schools and parks. On the whole, the City provides a small-town feel within a large metro area.
- **CUDAHY'S HISTORIC DOWNTOWN IS A UNIQUE DRAWING CARD IN THE REGION.** Cudahy has retained its traditional Downtown, an asset not found in many communities in the metro area. Cudahy's cohesive Downtown can position itself to capture more of South Shore residents' local spending.
- **CUDAHY HAS IMPROVED ON PAST NAGGING CONDITIONS.** In particular, negative effects of manufacturing, such as noise and odor, are largely mitigated, stormwater issues are resolved, and neighborhood enhancements are taking place in earnest. As the City continues to improve, it can begin to broadcast more strongly the opportunities it offers businesses and residents.

- **CUDAHY IS A MODEL OF A SUSTAINABLE COMMUNITY.** In an era of volatile energy costs, unstable economic conditions, increased environmental awareness, and diminishing local governmental resources, the City offers a sustainable urban choice for people and businesses. Its traditional neighborhoods are walkable and compact, with schools, employers, shops and businesses, and civic services and amenities all located nearby. Finally, the City has a strong, built-in, and currently underutilized public infrastructure and services with capacity to accommodate growth.
- **CUDAHY OFFERS A STRONG PUBLIC SCHOOL SYSTEM FOCUSED ON NEIGHBORHOOD SCHOOLS.** The Cudahy School District offers children a quality education. Students who continue all the way through the Cudahy K-12 District perform well on standardized testing. Cudahy benefits from neighborhood schools, strong art and athletic programs, and strong parental support and involvement.
- **CUDAHY CAN BENEFIT FROM FURTHER COLLABORATION WITH ITS SOUTH SHORE NEIGHBORS AND THE COUNTY.** The City has much in common—challenges and potential—with other South Shore communities, creating further opportunities for cooperation, collaboration, and joint initiatives. Collaboration on airport-related and park- and lakefront-related initiatives with the County and other key players is critical to a successful future.

Most of the future opportunities described above involve one or more geographic areas within Cudahy. To this end, the City was broken down into eight planning areas, with each planning area organized geographically around that area's unique land use pattern, character, natural boundaries like major roads, and future opportunities. These planning areas are shown in Figure 1.3.1, *Cudahy Planning Areas*. This map briefly illustrates the core future opportunities and unique role for each planning area. These opportunities form the basis for more detailed directions for each planning area, described in Part Three of this *Comprehensive Plan*.



Figure 1.3.1: Cudahy Planning Areas

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< Insert: Cudahy Planning Areas Map >



## **Chapter 1.4: Cudahy's Vision & Initiatives**

Based on the information, input, and analyses outlined thus far in Part One of this *Plan*, the City established its overall vision and major initiatives to guide the remainder of this *Plan* and City growth and decision-making over the next 10 to 20 years. This chapter outlines the City's vision and major initiatives, presented in graphic form on the following two pages.

The vision statement and initiatives should be understood as:

- An expression of the general direction the City wishes to take over the next 10 to 20 years.
- A presentation of how the City should look and feel by the year 2020 or so.
- An inspirational and positive view of Cudahy's future that allows the community to stretch and explore its opportunities.
- A platform for the City to take advantage of its place-based assets; emerging local, regional, national, and global trends; and the opportunities those assets and trends form.
- A broad framework around which to build more detailed strategies and plans, including the Comprehensive Plan recommendations that follow in subsequent parts of this document.

All of the recommendations laid out in the remainder of this *Plan* are designed to be consistent with, elaborate upon, and advance Cudahy's vision. Goals, objectives, policies and programs, and recommended actions for the City to pursue are laid out in the following parts and chapters.

**The reader will also see that each initiative described on the following graphic is discussed in greater detail in one or more chapters within Part Two, identifiable through special section headings associated with each major initiative.**



< Insert: Strategies in Pursuit of “A Vibrant Lakefront Community” >

FULL GRAPHIC – 11X 17 FOLDOUT



# Part Two

## Citywide Directions



*Founder,  
Patrick Cudahy*





**Part Two** of the *Comprehensive Plan* includes eight chapters that address the City's desired directions applicable to Cudahy as a whole, or at least to much of the community. Part Two is arranged by categorical plan element (e.g., land use, transportation). Part Three of the Plan, in turn, features a presentation of ideas and directions for eight distinct geographic planning areas in the City.

Part Two is generally arranged around the nine elements required by Wisconsin Statutes to be included in a comprehensive plan. The exceptions are the required Issues and Opportunities element, which has been discussed in Part One and the required Implementation element, which is presented in Part Four.

Each chapter in Part Two is organized similarly, by presenting a goal, objectives, policies and programs, and major initiatives:

- A **Goal** is an overriding principal that provides general direction for a desired future within each categorical area/chapter.
- Each **Objective** more specifically identifies future direction. By accomplishing an objective, the City moves closer to achieving its goal in each chapter.
- A **Policy** is a rule or course of action implemented to achieve one or more specific objectives. City staff and officials will use policies on a day-to-day basis when making decisions.
- A **Program** is a specific project or service intended to move the City toward achieving its goals, objectives, and policies. Program statements intermingle with policies.
- The **Initiatives** section of each chapter in Part Two provides detailed information regarding implementation of specific initiatives, including those highlighted in the "Vision" graphic in Part One. Where initiatives listed in the Vision graphic appear in each chapter, they are uniquely marked out with a distinct text box.

An in-depth analysis of data pertaining to each of the following *Plan* chapters is provided in Appendix A. This background provided a foundation for the directions presented in this and subsequent parts of the *Plan*.



## **Chapter 2.1: Land Use**

This chapter of the *Plan* will guide land use and development decisions on a Citywide basis over the next 10 to 20 years. More detailed land use recommendations for specific geographic planning areas—including the Downtown, Layton/Pennsylvania Gateway District, and South Packard Corridor—are in Part Three. Background information on land use in Cudahy can be found in Appendix A, including Figure A-3, *Existing Land Use*, which shows land uses in Cudahy as they existed when the *Plan* was written.

This chapter is built around Figure 2.1.1, the *Future Land Use* map. The *Future Land Use* map illustrates the City’s desired future pattern of land development on a parcel-by-parcel basis. The map is based on an analysis of development trends, current zoning, past land use plans, the location and availability of infill and redevelopment land, environmental constraints, and the plans and regulations of adjacent local governments and the Airport. The *Future Land Use* map also reflects citizen input, Steering Committee recommendations, and the *Plan*’s overall vision, presented in Part One.

The *Future Land Use* map and the descriptions, policies, and initiatives that follow will guide future zoning map changes (rezonings); conditional use permits; and other development and redevelopment decisions in Cudahy over the next 10 to 20 years. Changes in land use and zoning to implement the recommendations of this *Plan* will generally be initiated by property owners and developers, except where the City observes a significant discrepancy between the desired future land use pattern shown on the *Future Land Use* map and current zoning.

Neither the *Future Land Use* map nor this *Comprehensive Plan* as a whole automatically compels property owners to change the current use of their land. Similarly, this *Plan* does not compel the City to immediately update its zoning map to coincide with the future use desires on the map. There are a number of good reasons why certain lands may not be “ripe” for their long-term future land use immediately following adoption of this *Plan*. These include the presence of certain current land uses that are expected to remain viable in the short-term, and City prioritization for the redevelopment or infill of certain sites over others in the short-term.

### **Land Use Goal**

Engage in thoughtful land use decision making to achieve economic growth, shopping opportunities, and vibrant neighborhoods in Cudahy.

### **Land Use Objectives**

1. Accommodate a mix of uses within a finite amount of land, including housing, quality commercial development, and employment-generating light industrial development.
2. Maintain the City’s existing neighborhoods and housing stock, while increasing the amount of quality housing opportunities in the City, particularly in and near the Downtown.
3. Promote catalytic new mixed-use developments at key infill and redevelopment sites, such as in the Downtown, along South Packard Avenue, and around the Layton/Pennsylvania intersection.

4. Continue developing Cudahy's Downtown into a vital center of civic activity, commerce, and living for the community and the South Shore.
5. Maintain adequate acreage for light industrial and office land uses, buffered from nearby housing, to ensure that Cudahy remains a community of abundant employment opportunities.

### **Land Use Policies & Programs**

1. Follow the future land use pattern mapped and described in this Plan when considering development and land use decisions, such as rezoning requests.
2. Partner with private property owners, developers, and neighbors to realize the greatest potential for each new development and redevelopment site envisioned under this Plan.
3. Actively promote infill development and redevelopment of aging or previously passed-over sites for productive, compatible uses, engaging in public/private partnerships as a way to encourage investment in the City.
4. Ensure better transitions and connections between pre-existing, potentially conflicting neighboring land uses, such as where industrial property abuts residential neighborhoods, through code enforcement, noise and odor controls, and vegetation and fencing for buffering.
5. Ensure quality development design by requiring that the developers of all new projects submit a detailed site plan prior to development approval, which clearly and carefully addresses building design, lighting, grading, stormwater management, landscaping, and signage.
6. Pursue appropriate zoning ordinance text amendments to achieve the land use and design recommendations of this Plan, including those which assure clear development approval processes.
7. Pursue an update of the City's zoning map to communicate current zoning more clearly and to bring the zoning map more in line with the City's Future Land Use map, while recognizing that it may not be appropriate or timely to immediately rezone all lands in the City to exactly reflect the Future Land Use map.
8. Focus neighborhood-oriented business uses in areas that will conveniently serve residential areas, enhance Cudahy neighborhoods' traditional character, and provide viable reuse opportunities for older commercial structures nestled in neighborhoods.
9. Encourage land use patterns and development intensities that facilitate and complement alternative forms of transportation, including walking, biking, bus service, and a future commuter rail stop in Downtown Cudahy.
10. Maintain and enhance Downtown Cudahy through restoration, adaptive reuse, compatible redevelopment, and strategic relocation of civic facilities, continuing to implement the community's vision for Downtown.

### Residential Future Land Use Categories (SEE MAP 2.1.1)

The *Future Land Use* map includes three future land use categories intended to accommodate predominately residential future land uses: Single-Family Residential, Two-Family/Townhouse Residential, and Mixed Residential.



#### Single-Family Residential

This future land use category is intended primarily for areas planned for single-family detached residences, and is mapped over large parts of the City.

Particularly on the City's east side, there are a number of buildings and sites that, at one point in their histories, were used for commercial purposes but are mapped under the Single-Family Residential future land use category. The City supports the productive reuse of these

buildings and sites in a manner that is compatible with neighborhood surroundings, even where such uses are small businesses consistent with those allowed under the Neighborhood Business future land use category, described below.

The City will want to investigate the current zoning of areas identified for future Single-Family Residential use on the *Future Land Use* map. In many places, also particularly on the City's east side, the land is currently zoned for higher density residential use than advised under this *Plan*. This includes fairly large areas that are presently zoned for two-family or multiple-family residential use. In such instances, the City will consider rezoning properties in a manner that would limit additional conversions of single-family residences to duplexes or multiple family residences. Such action may also include zoning ordinance text amendments to mitigate the impact on pre-existing, legally established two-family and multiple-family properties in such areas.

#### Two-Family/Townhouse Residential

This future land use category is primarily intended for two-family residences such as duplexes and attached single family residences with individual entries (e.g., townhomes; row houses). On the *Future Land Use* map, the Two-Family/Townhouse Category is mapped in scattered locations throughout the City, in particular in areas that are already used and/or zoned for that purpose.





Mixed Residential

This future land use category is primarily intended for multiple-family residences (3+ unit buildings). On the *Future Land Use* map, the Mixed Residential category is mapped in scattered locations throughout the City, generally in areas that are already used and/or zoned for that purpose.

**Commercial and Mixed-Use Future Land Use Categories (SEE MAP 2.1.1)**

The *Future Land Use* map includes five future land use categories intended to accommodate predominately retail, commercial service, and office future land uses: Neighborhood Business, Community Business, Central Business, Office & Professional Business, and Planned Mixed-Use.

The *Future Land Use* map includes five future



Neighborhood Business

This future land use category is intended for small-scale neighborhood supporting retail, service, and office uses that mainly serve the surrounding residents and that preserve and blend with the surrounding residential character through appropriate building scale (typically no greater than 5,000 square feet for a one-story building), building appearance, landscaping, and signage. Neighborhood Business uses may include a coffee shop, boutique, small-scale dentist's office, convenience store, or other similar uses. As the name implies, Neighborhood Business areas have been mapped on the *Future Land Use* map in locations that are within or adjacent to residential neighborhoods.

Community Business

This future land use category includes moderate to large-scale indoor retail, service, and office uses that serve the entire community and people from nearby communities. These areas generally include a mix of local, regional, and national businesses. New development in this category will be characterized by buildings with architectural detailing and quality materials, on sites with generous landscaping, controlled lighting, attractive signage, and little to no outdoor storage or display of merchandise. The Community Business future land use category is focused in four primary areas of the City: near



the intersections of Layton and Pennsylvania, College and Pennsylvania, Packard and College, and Packard and Ramsey. These are generally areas with combinations of the largest and best positioned commercial sites, heaviest traffic volumes, and currently-viable commercial uses in the City.

### Central Business



The Central Business future land use category is mapped over the City's existing, historic downtown area. This category is intended for a mix of retail, commercial service, office, institutional, and residential (mainly upper story units) uses arranged in a pedestrian-oriented environment. This means there will be on-street parking; minimal building setbacks; and building designs, materials,

placement, and scale that are compatible with the character of existing buildings. See the Downtown Chapter in Part Three of this *Plan* for more detailed land use recommendations related to Cudahy's Downtown area.

### Office & Professional Business

This future land use category is intended for high-quality office, institutional, research, and office-supporting commercial land uses with very generous landscaping and limited signage. This category is mapped on the *Future Land Use* map in one



part of the City—southeast of the intersection of Layton and Pennsylvania Avenues. While mostly developed today, this area is in the future envisioned to reemerge as a moderate-scale urban office park. See the Layton/Pennsylvania Gateway District Chapter in Part Three of this *Plan* for more detailed land use recommendations related to the Office & Professional Business future land use category.

### Planned Mixed-Use



Areas designated within the Planned Mixed-Use future land use category are intended to be vibrant urban places that will function as community activity centers and provide opportunities for a live-work-shop-play environment. As such, this future land use category is intended for a carefully designed, but flexible, mix of commercial, office, institutional, and/or residential uses. Such

mixed-uses will frequently be integrated within the same development site and/or in the same building, such as ground floor retail with upper story housing or shopping. The City will entertain single use (e.g., residential only) development projects in Planned Mixed-Use areas only where it is convinced that mixed-use development will not be feasible within the 20 year planning period.

Areas designated for future Planned Mixed-Use development are focused along Layton and Packard Avenues. These areas have the highest market potential and desirability for mixed-use development options. They offer relatively large sites to enable occupancy of a variety of different buildings and uses, but are typically in areas that will likely not support solely commercial uses in the future. Further, residential development of at least parts of these sites will help support nearby commercial uses and add new life to the City. Planned Mixed-Use development along Packard Avenue is expected to evolve predominantly from the redevelopment of aging commercial centers that now characterize this area. Planned Mixed-Use development along Layton Avenue—especially in and near the downtown—will take a “transit oriented development” form (see adjacent box). This mixed-use, multi-story, urban form of development is common for rail transit stops in the Chicago and Minneapolis areas. It complements and is complemented by the presence of passenger rail service in the area.

Approvals for new development projects within Planned Mixed-Use areas will be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans, usually part of a Planned Unit Development project.

See the Downtown, Layton/Pennsylvania Gateway District, and South Packard Corridor Chapters in Part Three of this *Plan* for more detailed land use recommendations related to the Planned Mixed-Use future land use category as applied to those locations.

**What is “Transit-Oriented Development”?**

Transit-oriented development (“TOD”) is a development form that emphasizes concentrated activity that supports and facilitates transit ridership. Development generally includes multi-use buildings in a compact, mixed-use setting with an urban feel. Land uses are complementary to the transit stop and its daily flow of commuters, shoppers, and travelers, often including a transit station; structured parking; well-aligned retail, commercial, and public services; multi-family housing; and employment opportunities.

Because TOD is designed to leverage proximity to the transit stop, it calls for thoughtful site plans that maximize land use; include mid- to high-densities; feature well-integrated auto, pedestrian, and bicycle circulation; provide adequate auto and bike parking; and include safe and attractive pedestrian links to other transit systems (e.g., local buses), surrounding neighborhoods, commercial areas, public services, and employment centers.

### Industrial Future Land Use Categories (SEE MAP 2.1.1)

The *Future Land Use* map includes two future land use categories intended to accommodate predominately manufacturing, distribution, and related land uses: Light Manufacturing and General Manufacturing.

#### Light Manufacturing

This future land use category includes high-quality indoor manufacturing, warehousing and distribution, and ancillary office uses. New development will include generous landscaping, screened storage areas, modest lighting, and limited signage. Light Manufacturing areas may be close to neighborhoods; in such areas, careful attention to neighborhood impacts must be considered, including noise and traffic. The Light Manufacturing future land use category is mapped mainly over already developed lands along the South Pennsylvania Avenue corridor, along Whitnall Avenue, and in an old, small-scale industrial/contractor area east of Packard Avenue.



#### General Manufacturing



This future land use category is intended for indoor manufacturing, warehousing, distribution, and ancillary office uses, often with outdoor storage areas and moderate attention to building design, landscaping and signage. It is mapped predominately over the areas with the largest and longest-standing industries in the City, such as Patrick Cudahy and Ladish.

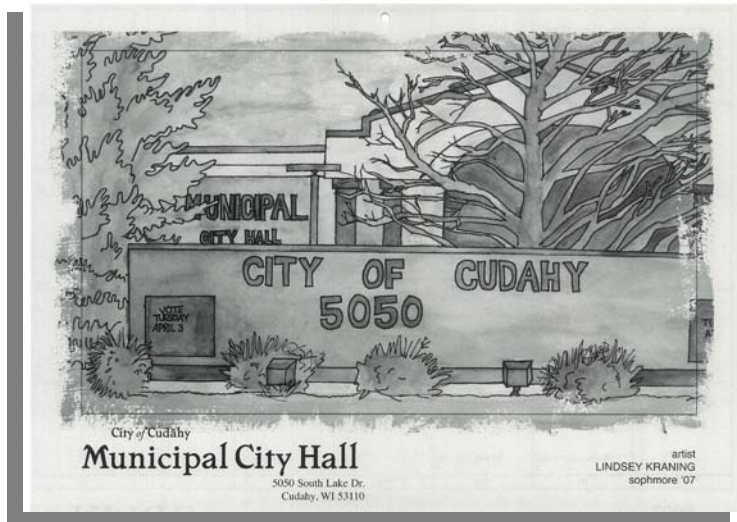
### Other Future Land Use Categories (SEE MAP 2.1.1)

The *Future Land Use* map includes four “other” future land use categories: Institutional, Parks, Conservancy, and Future Land Use Study Area.

#### Institutional

This future land use category is intended for larger-scale public buildings, schools, religious institutions, substations, hospitals, and special care facilities. This category was mapped over sites with pre-existing institutional uses.

Of note, this future land use category has been mapped over the current City Hall site. It is possible, in the long-term, that City Hall could be relocated to a site in the Downtown, potentially freeing the current site for park-side housing (dependent upon collaboration with Milwaukee County, per deed restrictions on the City Hall site). The City may in the future amend the future land use category over this area to reflect any such potential transition. More broadly, some sites identified for Institutional use on the *Future Land Use* map, may, for whatever reason cease to be viable for the institutional use in the future. In such cases, the City will consider some type of Residential use, Neighborhood Business use, or other mixed-use compatible with the site’s setting. The process for considering such alternative uses will include consideration of an amendment to this *Comprehensive Plan*, under the procedures described in Part Four.



Future small-scale institutional uses may also be located in areas identified instead for future residential, commercial, office, or industrial uses on the *Future Land Use* map.

#### Parks

This future land use category includes publicly-owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, related recreational activities, and conservancy areas. The County’s lakefront parks are the most prominent example of this future land use category. See also the Utilities and Community Facilities Chapter below and the Lakefront Chapter within Part Three of this *Plan* for future directions related to the parklands in the City.

Conservancy

This category includes lands preserved for their environmental significance or sensitivity, for flood protection and stormwater management, and/or for electrical transmission lines. Conservancy areas may also accommodate limited passive recreational activities, like trails.

Future Land Use Study Area

This future land use category is mapped over the area commonly known as “Ladish Woods” in central Cudahy. The site is privately owned by the Ladish Corporation. The property owner’s current stated intent is to keep the land in private ownership and in restricted open space use for the foreseeable future.

Given historic uses in the area, there is potential that the soils in at least part of this area have some contamination. In conjunction with a detailed site assessment, future land use alternatives incorporating athletic fields and/or housing will be investigated.

However, until a more detailed analysis of soil conditions at the site become available, it is unwise for the City to put forward detailed reuse alternatives for this site. The City intends to remain in contact with the property owner to explore possible reuse opportunities for this site over the planning period, and redesignate this area on the *Future Land Use* map if and when it has a better understanding of realistic future use opportunities.





Figure 2.1.1: City of Cudahy Future Land Use Map

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< Insert: Future Land Use Map >



## **Chapter 2.2: Economic Development**

Cudahy has benefited from its mix of industries and businesses, which include major industrial employers, smaller niche industries, and growing local businesses. Location and access to skilled workforce have allowed the City to retain jobs and tax base as manufacturing shrinks elsewhere in the region. Still, the City will continue addressing business concerns and encouraging new development to ensure it can adapt and grow in a rapidly shifting economy.

This chapter puts forth programs and recommendations for continuing to expand and diversify Cudahy's economy. Appendix A provides additional insight into economic development in Cudahy, including a discussion of past efforts; analysis of workforce trends and employment projections; data on education and income in the community; and a discussion of agencies, initiatives, and programs that assist with local economic development.

### **Economic Development Goal**

Position Cudahy at the forefront of attracting and retaining high-quality economic growth to provide family-supporting jobs, secure a strong tax base, and supply goods and services to the South Shore area.

### **Economic Development Objectives**

1. Help the City's businesses grow and prosper in Cudahy, and capitalize on the City's location and accessibility to attract complementary new businesses.
2. Continue to revitalize Downtown as a vital place where both daily needs and enriching experiences of residents and workers are satisfied.
3. Maintain a strong employment base in the City by helping current industries thrive and positioning the community for "next generation" industries.
4. Facilitate planned commercial and mixed-use development projects that increase retail and commercial service activity in Cudahy.
5. Strike a balance between actively encouraging new businesses to come to Cudahy and increasing expectations for business, site, and building quality.



### **Economic Development Policies & Programs**

1. Strategically promote the City to both existing and future businesses and residents, focusing on the City's accessibility, infrastructure, amenities, and heritage.

2. Focus on businesses poised to succeed in the new economy, building upon the relatively recent successes of the General Mitchell Business Park and Ace Worldwide Business Park.
3. Work with the Chamber of Commerce to interact with existing businesses and to actively market the City to potential new entrepreneurs and businesses that complement the existing business mix.
4. Actively pursue redevelopment of key sites in the City and remediation of brownfields to facilitate economic reuse, strategically using tax increment financing (TIF) and state and federal grants as primary incentive tools.
5. Promote the quality and excess capacity of the City's water and sanitary sewer infrastructure as an economic development tool. Further discussion can be found in the Utilities and Community Facilities Chapter.
6. Continue to invest in downtown redevelopment and rehabilitation, including retention and expansion of new retail venues, housing, customer-oriented governmental uses, and commuter rail.
7. Continue refinement of the City's economic development policies, procedures, and programs to enhance Cudahy as a business-friendly community, attract quality development, and facilitate approval processes for projects that are consistent with this Plan and City ordinances.
8. Follow the City's updated development review procedures for all new development projects. These procedures are intended to ensure that all projects are treated fairly, increase the likelihood that the City will secure desirable and attractive development projects, and make the jobs of City staff and the Plan Commission more streamlined and efficient.
9. Encourage sustainable/green development practices in new economic development projects, described in greater detail in the Natural Resources and Sustainability Chapter.
10. Enhance the City's entryways and avenues through consistent, memorable signage, well-maintained properties, high-quality new development, and public and private landscaping.
11. As resources allow, increase inspections and code enforcement of bars and restaurants, and reduce the number of unkempt properties that hinder Cudahy's image and blunt the impact of economic development efforts.
12. Coordinate with the Chamber of Commerce, other South Shore communities, and regional and airport-area economic development groups on economic development efforts and corridor redevelopment.



## Economic Development Initiatives

The following major initiatives were first introduced in Part One (Vision and Opportunities) of this *Plan*, and are described in greater detail below.

Continue downtown momentum with commuter rail station planning and development, public events and gathering venues, and aesthetic and road improvements.

Preserve the historic flavor of downtown.

The future vitality of Downtown will depend on the City's ability to develop its role in the local and regional market and attract and retain businesses. Through the City's committed efforts to date, momentum has been generated toward increasing **Downtown as a central gathering place**. Successful efforts thus far include developing the new public library, enhancing community appearance and pedestrian-friendliness through streetscaping projects, and improving economic opportunities through land assembly and redevelopment.

Future efforts will include attracting additional businesses that generate steady, repetitive foot traffic to create a critical mass of activity. Downtown's historic character serves as a unique setting that can help further efforts to attract businesses, shoppers, and residents. In addition, expanded programming and additional family-friendly entertainment venues, as feasible, will be promoted Downtown. Continued safety and aesthetic improvements will also make Downtown more attractive and inviting for residents and visitors alike.

The **Kenosha-Racine-Milwaukee (KRM) commuter rail** proposal, with a stop in Downtown Cudahy, appears ever-closer to reality. Given the potential for transit-oriented development that would be catalyzed by commuter rail, the City will actively support development of the KRM line. This support will include preserving essential land Downtown for the station, parking, and other complementary development; planning for appropriate transit-oriented density around the future rail station (see Land Use Chapter); expressing support to local, state, and federal legislators; raising awareness and building support among residents; and cooperating with the Southeastern Wisconsin Regional Planning Commission (SEWRPC), business groups, and other organizations working to advance commuter rail service.

For a more detailed discussion regarding the future of Cudahy's Downtown, see Part Three of this *Plan*.

Maintain Cudahy's strong employment base by retaining the City's businesses and attracting new businesses.

Maintain Cudahy as an accessible place to run a business.

Economic development involves more than simply zoning lands appropriately and letting the market run its course. Even if this passive involvement would lead to abundant quality development proposals, zoning alone cannot select the best business or developer for a given project or site. In the region's competitive market, economic development requires developing business recruitment and retention programs; assembling properties; writing requests for proposals; professionally answering and processing inquiries and proposals; executing developer agreements; and administering, staffing, and funding incentive programs.

A successful economic development strategy must also feature **active communication** with existing businesses to allow their concerns to be heard and addressed, and to help them succeed and grow in Cudahy. As a small step, regular meetings or interviews with business owners, perhaps focused around specific areas of the City, such as Downtown or the South Packard Corridor, could help ensure these businesses are encouraged to work with, and remain in, the City.

The City intends to continue efforts to attract new business development and help existing ones grow. Efforts have included creating a large TIF District, a second Environmental TIF District, and a Redevelopment District; implementing its 1990s-era Downtown Master Plan; and engaging in successful public-private collaboration for the Mitchell International Business Park. More recently, the City selected a new **Director of Economic Development** to fill an expanded, full-time position; enhanced the City's process for development review; and acquired new Downtown properties to ready them for redevelopment.

Historically, a hindrance to Cudahy's attractiveness as a place to locate a business is the prevalence of sites with suspected or known contamination. This potential or known "brownfield" status often deters inactive property users from attempting to sell or reuse their property, and necessitates that potential property owners complete a costly process of due diligence prior to acquiring a site or else run the risk of significant liability down the road. As part of the City's efforts to foster desired economic development, the City will continue to pursue assessment of key sites so it has verifiable information to present potential developers, and consider cleanup activities to help ready the sites for economic reuse. While the economic burden of brownfields can be staggering, there are several state and federal grant and loan programs available which the City has pursued and will continue to pursue. Most are offered through the Wisconsin DNR, U.S. EPA, and the Department of Commerce.

The City will also monitor and partner with **regional efforts for economic growth**. For example, Milwaukee 7 has taken the position that through joint marketing and economic initiatives, the communities throughout the region can focus on growing the overall regional economy with greater results than they would achieve through regional competition for the same businesses. Continued involvement with this group going forward can help the City stay up to date on potential opportunities and ensure it is considered by new or expanding businesses. The Airport Area Economic Development Task Force presents another opportunity for collaborative economic growth. This Task Force is focused on exploring catalytic infrastructure improvements and developments that would raise the profile of the airport area and serve as a better gateway for business travelers and tourists. Future Task Force meetings will provide an opportunity for the City's Director of Economic Development to develop an understanding of issues, opportunities, and projects, and to network with local businesses and staff in similar positions from neighboring municipalities.

Create a focused message to market Cudahy's desired image in the region and among residents.

Creating a **clear, focused message** of what Cudahy is today and broadcasting it throughout the region can enhance the City's economic health. Businesses, in addition to learning more about the opportunities available in Cudahy, will see a concerted effort by the City to create a favorable business environment. Potential residents—in particular, first time homebuyers—may be intrigued to consider or reconsider the community, and feel welcomed. Efforts to update the City's image and marketing can include a variety of forms and media, allowing the City to reach a wide market. The City's efforts can be guided by the Cudahy Vision, introduced in Part One.

Two points of caution should be observed when working to update and market the City. First, the City must carefully plan the timing of various components of marketing a new image. Extensive marketing should not precede the creation of a critical mass of community amenities themselves. In a sense, the City gets only one opportunity to showcase itself—it should not promise more than it can deliver. Second, the City must clearly **communicate to existing residents and businesses** how marketing can benefit them. The benefits of generating new interest in Cudahy's housing, for instance, include sustained property values and market demand, steady school district enrollment, increased tax base, and improved viability of local business.

Over time, community image and marketing efforts may include a phased approach which includes the following (generally in order of suggested roll-out):

- Following the development review policies and procedures that were being updated and refined parallel to this comprehensive planning process, to improve the perception and reality of Cudahy being a business-friendly community.
- Supporting and participating in the ongoing Airport and Milwaukee 7 regional economic development initiatives, which promise greater exposure to potential business leads from both inside and outside the region and state. Milwaukee 7 efforts include development of a regional business resource website that provides a platform for region-wide data sharing and marketing.
- Updating the City's website, including information of interest to potential residents and businesses, much of which could be derived from this Plan and the development review process enhancements.
- Creating a new collection of electronic and hard-copy materials to serve as a "calling card" for the City.
- Updating the City's entryway signage, logo, and/or motto.
- Pursuing the hiring of a public relations consultant to initiate a more extensive marketing campaign.

Promote mixed-use redevelopment and quality appearance along the City's commercial avenues.

Assure that new development contributes to the City's distinct character, urban form, and community health.

Collaborate with local companies to encourage community involvement and improvements to property appearance, such as along Packard and Whitnall Avenues.

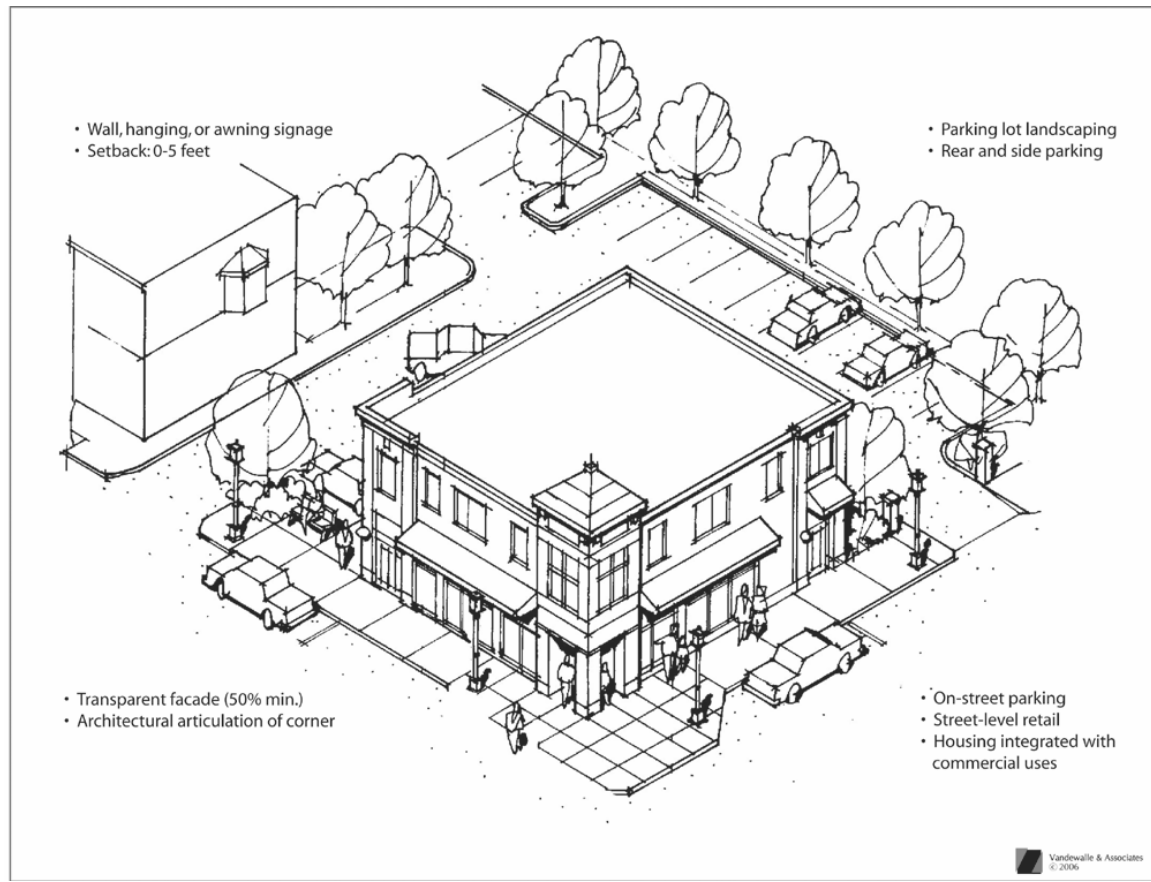
The quality and appearance of the City's commercial avenues functions as an important representation of the City as a whole. Such corridors not only provide convenient and accessible goods and services, but also serve as the first, and sometime only, part of the City that visitors and commuters see as they pass through Cudahy. Commercial corridors that transect long lengths of the community also have the ability to better unify parts of the City that otherwise may feel disconnected from one another.

Therefore, the City intends to focus on efforts that **increase and diversify activities, facilitate safe movement of all types of traffic**, and improve the aesthetics and **gateway functions** of its commercial avenues. Detailed efforts pertaining to Layton, Packard, and Pennsylvania Avenues can be found in Part Three of this *Plan*. In general, regarding its commercial avenues, the City will pursue the following approaches:

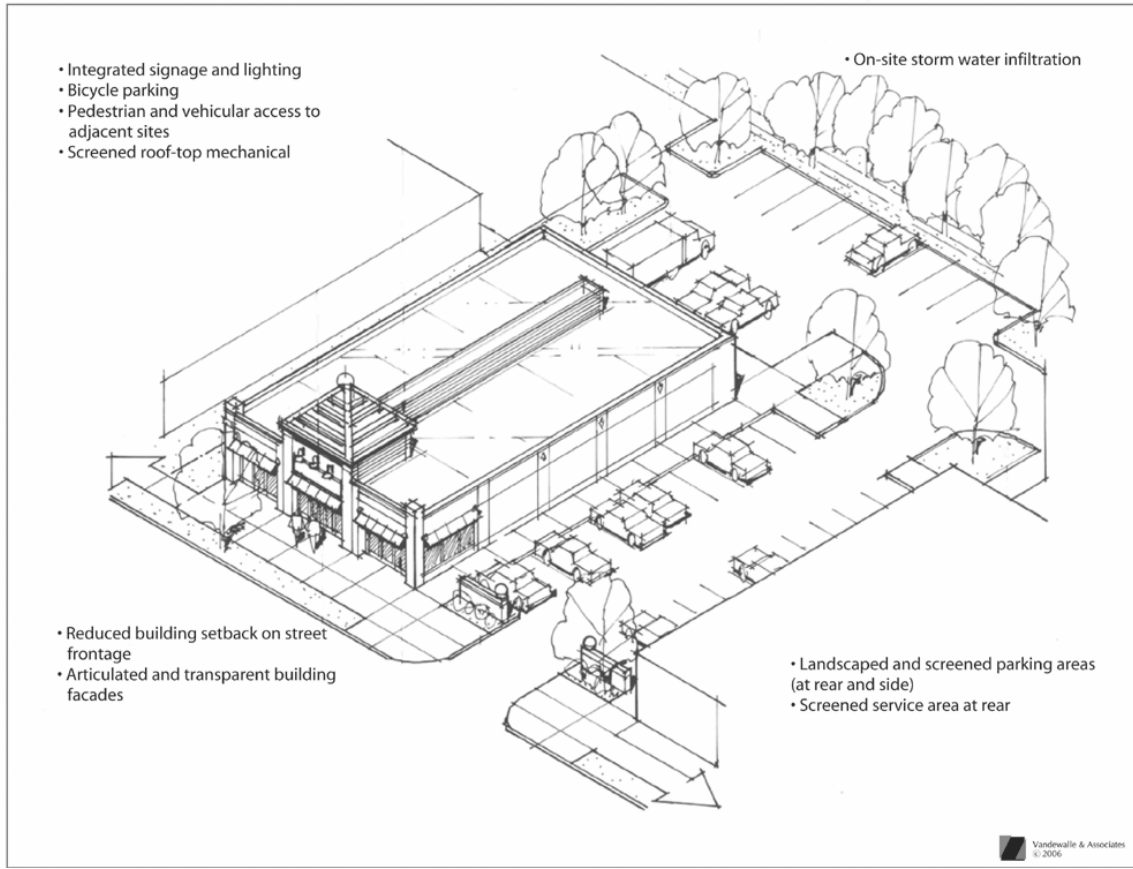
- **Improve the function and appearance of public spaces:** This may include aesthetic approaches like improved gateway signage, public art installations, and decorative lights or street trees. In some cases, new public parks may be created where none currently exist. Streets such as Packard Avenue may be redesigned to increase safety for cars, bikes, buses, and pedestrians; provide on-street parking; and create a more inviting environment.
- **Encourage a broader mix of land uses:** Another strategy for maintaining the viability of commercial corridors is to promote a balance of retail, service, office, and residential uses. This helps to mitigate traffic, create a more visually appealing corridor, and allows mutually supportive uses to be within close proximity to one another. Retail uses that support and cater to surrounding neighborhoods can have multiple benefits, including reduced auto use and more stable markets less susceptible to competition from commercial uses in other communities.
- **Encourage mixed-use redevelopment of key sites:** Each of the City's historic commercial avenues has a few major sites which, if successfully redeveloped, could both dramatically affect the character of the site and catalyze other projects along the corridor. Incorporating higher-density, mixed-use projects on these key sites will help provide nodes of concentrated activity and will better integrate people with jobs, services, and shopping in a pedestrian-friendly environment. The *Future Land Use* map designates these sites under the Planned Mixed-Use category.

- **Implement high-quality design standards for new development projects:** Successful communication and enforcement of high-quality design standards for new or expanded commercial, office, multiple family, and mixed-use development will enhance the value and image of the City. The following figures depict preferred standards for development along the City's historically commercial avenues. The City will consider including at least some of these standards in its zoning ordinance. The City will also consider flexibility for unique redevelopment or infill projects for which compliance with certain standards would be inappropriate or undermine the viability of the project.

Figure 2.2.1: Preferred Neighborhood Business, Community Facility, Mixed-Use Development  
Layout



***Figure 2.2.2: Preferred Retail, Service, and Community Facility Development Layout (Small to Moderate Scale)***



***Figure 2.2.3: Preferred Retail, Service, and Community Facility Development Layout (Large Scale)***

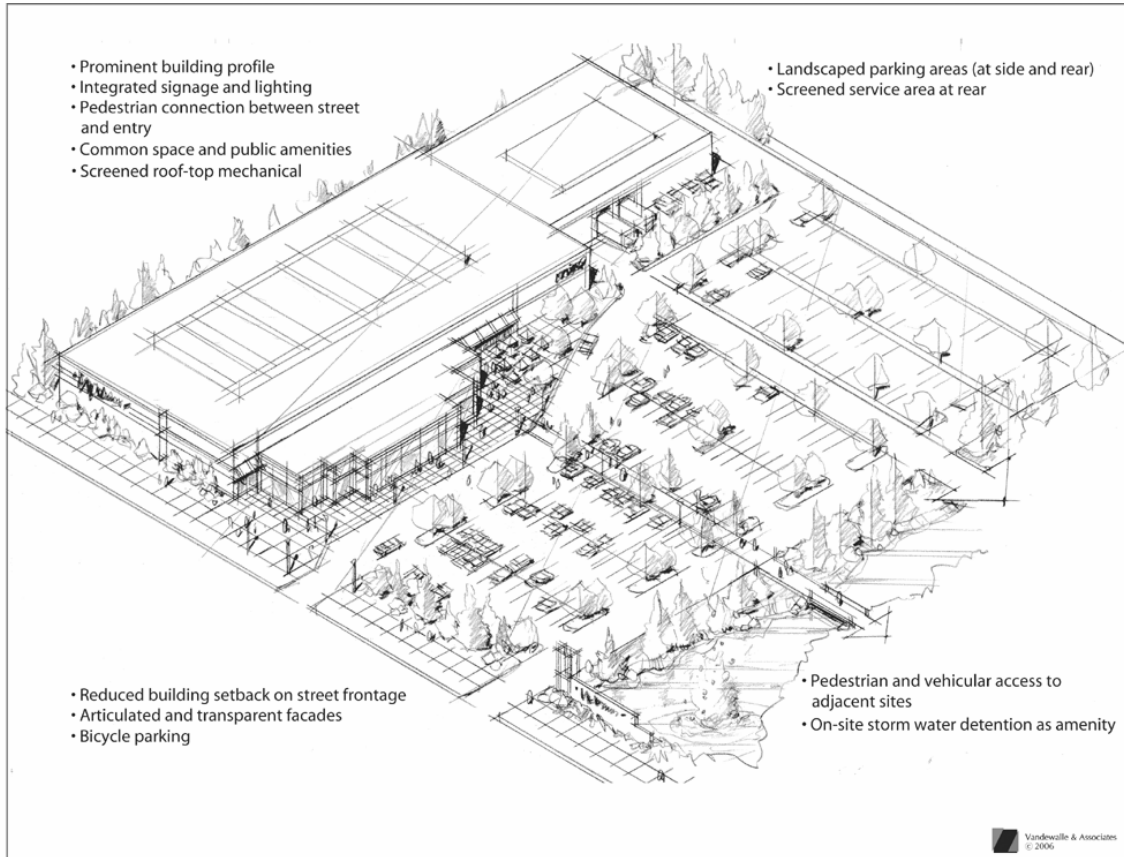


Figure 2.2.4: Preferred “In-Vehicle Sale and Service” Development Layout (e.g., gas stations; fast food restaurants)

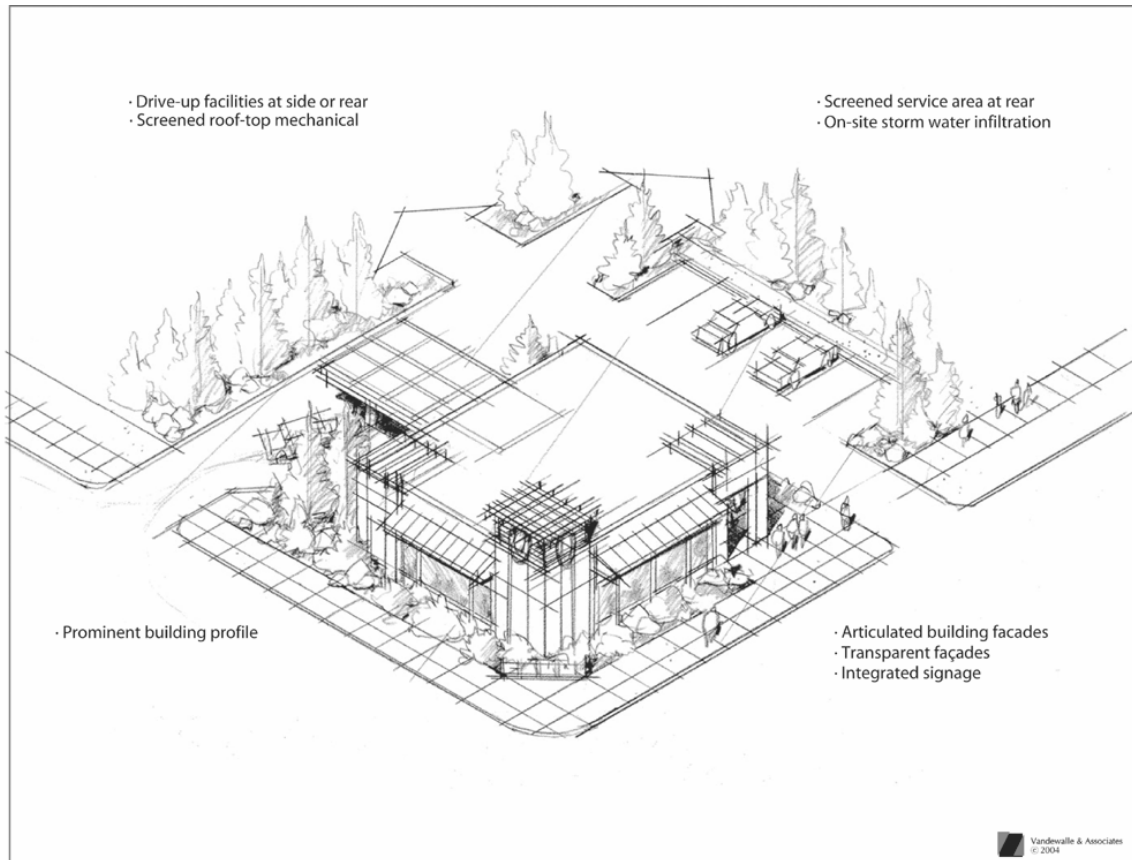
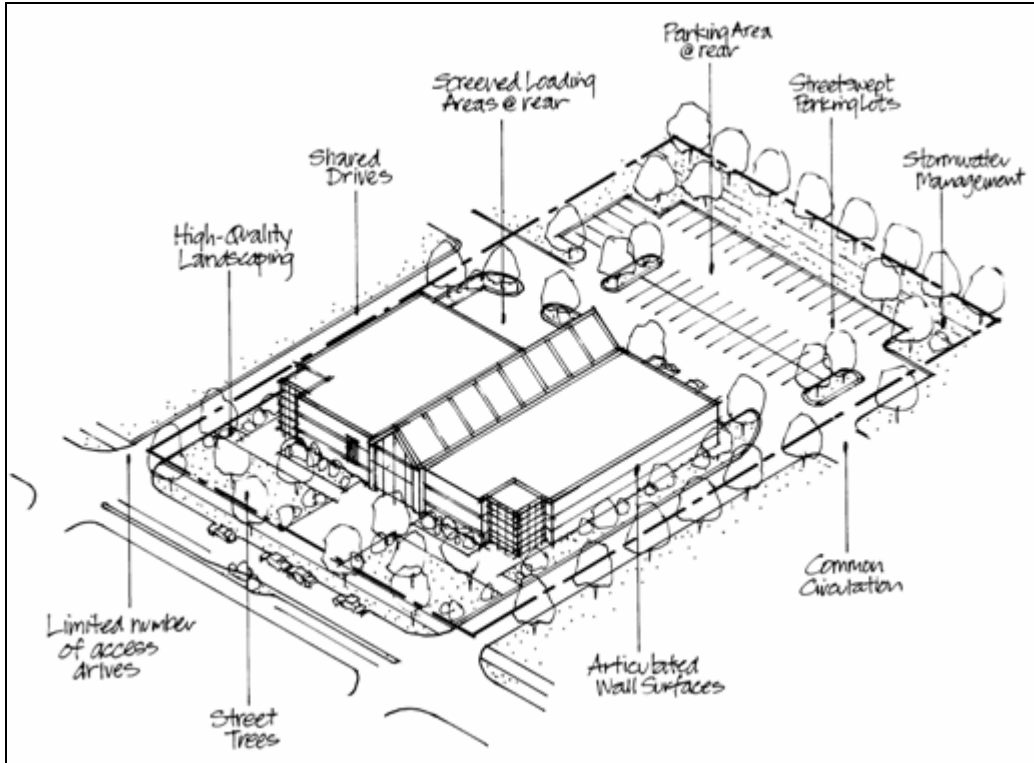


Figure 2.2.5: Preferred Industrial Development Layout



## **Chapter 2.3: Housing and Neighborhood Development**

Cudahy's broad mix of neighborhoods and reasonably priced homes serve as community assets. Over the planning period, the City's housing and neighborhoods will undergo a considerable transformation as new owners replace aging ones in record numbers. The City intends to work to preserve, and where necessary improve, the quality of its neighborhoods and housing stock to position Cudahy as an attractive place to live and raise a family for the next generation.

This chapter puts forth programs and recommendations for maintaining safe and attractive housing and neighborhoods in Cudahy. Appendix A provides background information on the City's housing stock, neighborhood characteristics, and current housing programs that may be available to residents. A Neighborhood Analysis, Figure A-5 in Appendix A, utilizes the Cudahy School District's five elementary-school attendance areas to provide snapshot demographic data of each of the City's neighborhoods, which can help the City prioritize initiatives by geographic area as needed.



### **Housing and Neighborhood Development Goal**

Promote safe, vibrant neighborhoods and diverse, quality housing opportunities to accommodate existing residents and attract new home owners to Cudahy.

### **Housing and Neighborhood Development Objectives**

1. Promote continued investment and homeownership in each of Cudahy's five neighborhoods, which are each focused around neighborhood schools.
2. Support improvements to the rental housing stock and reduce negative impacts often associated with absentee landlords and transient tenants.
3. Maintain and enhance the safety, attractiveness, and function of the City's neighborhoods, restoring neighborhood fabric where necessary.

### **Housing and Neighborhood Development Policies & Programs**

1. Increase homeownership to a minimum rate of 50 percent homeownership in each of the City's five neighborhoods, both through new development and through transitioning certain renter-occupied housing units to owner-occupied units.
2. Maintain and elevate residential property values through efforts such as neighborhood infrastructure investments, proper zoning controls, consistent enforcement of existing building and property maintenance codes, more aggressive action on problem properties

where necessary, and volunteer solutions wherever possible. Continue to support *Care for Cudahy* as an efficient, effective neighborhood improvement program, and foster additional participation and support from the community.

3. Continue to prioritize safety and security for residents as a core City government function, through community policing, neighborhood watch, and rapid and effective response to incidents when they do occur.
4. When undertaking initiatives to market the City's appeal to potential new residents, ensure the benefits to existing residents are clear, and work to develop support from throughout the community.
5. In collaboration with the School District, maintain and enhance Cudahy's walkable neighborhoods, each focused around a high-quality neighborhood school and with nearby shopping and services.
6. Improve connectivity between neighborhoods, and between neighborhoods and amenities such as shopping, employment areas, and the Lakeshore parks. Improvements to consider include a bike route network and enhancements to local roads and sidewalks.
7. Implement reasonable standards for home occupations. Zoning standards should allow home-based businesses to start and flourish; however, businesses should not detract from the environment of single-family neighborhoods and should relocate if and when they expand to a point where they become a nuisance to surrounding home owners.
8. Plan for greater housing density in strategic locations (e.g., Downtown; South Packard) where housing and business can complement one another, workforce and elderly housing may be most appropriate, and transportation and other services are readily available.
9. Require high-quality building and site design, architectural details and materials, and landscaping, along with careful siting of parking (ideally under the building or in garages) for multiple-family housing developments to ensure their lasting value.
10. Proactively address the housing needs of Cudahy's aging population by increasing the variety of quality new housing choices in the City and allowing others to age in place.
11. Attract new homeowners to Cudahy's well-kept, reasonably-priced homes, offering incentives through Milwaukee County CDBG/HOME programs where possible.



12. Consider downzoning certain parts of the City that are currently zoned for two-family or multiple-family housing uses, but which are also predominately used for single-family housing. Refer to the *Future Land Use* map and Land Use Chapter in this *Comprehensive Plan* as a guide.
13. Target City efforts towards rehabilitation of specific neighborhoods (or parts of neighborhoods) in the City that pose the greatest challenges to overall quality of life and prosperity in Cudahy.

### **Housing and Neighborhood Development Initiatives**

The following major initiatives were first introduced in Part One (Vision and Opportunities) of this *Comprehensive Plan*, and are described in greater detail below.

Capitalize on the existing housing stock and provide clean, safe neighborhoods through focused action and resident and property owner cooperation.

Given that the City has limited area available for new residential development, continued reinvestment in Cudahy is essential. The City is fortunate it that its modestly-sized homes in traditional neighborhoods remain practical and appealing for many homebuyers. This is particularly true given decreasing family sizes, rising costs of homeownership, and growing interest in living in well-connected and walkable communities. In light of these assets, some hard work will go a long way toward raising the profile of the community as a good place to live.

The City intends to embark on a **Neighborhood Investment Strategy** focused on addressing concerns and raising property values in targeted neighborhoods. Within each targeted neighborhood, one or two key blocks could be focused on at a time. Concentrating resources in a particularly challenging block in a neighborhood increases the likelihood of the successful revitalization of the entire neighborhood. As the key block improves, the benefits reverberate through the surrounding neighborhood. Through the strategic implementation of this investment approach over time, entire neighborhoods can be transformed for the better. The crucial components to the success of such a Neighborhood Investment Strategy include:

- Partnerships between the City and private for-profit and non-profit entities.
- City/county partnerships, particularly with a focus on federal Community Development Block Grant (CDBG) and HOME Investment Partnership funds.
- Proactive code enforcement, through continuation of such efforts as the volunteer Care for Cudahy effort, coupled with professional building, housing, zoning, and property maintenance code enforcement under a policy of active monitoring rather than complaint-driven enforcement.
- Incentives for code compliance, housing rehabilitation, and, where necessary, demolition and new development.
- Comprehensive public safety initiatives.
- Investments in new and improved public infrastructure and aesthetics.

- Possible employer-assisted housing programs that might be developed in partnership with the City's many loyal employers.
- An educational component that increases resident, landlord, and City official and staff awareness of responsibilities.
- Potential licensing for landlords.
- Approaches to encourage full conversion of properties once used in whole or part for a business, but where a business is no longer viable or in the best interest of the neighborhood. The City may need to be flexible in allowing residential uses in structures that were historically designed for commercial use, and where modern standards for residential uses may not be feasible. While posing a challenge, such "storefront conversions" can present an opportunity to attract residents to unique housing opportunities.
- Ongoing resident participation and political will and leadership.

Creation and implementation of a Neighborhood Investment Strategy could be led by the Community Development Authority (CDA). During this *Plan* process, the CDA was exploring creation of a Cudahy Housing Authority, and had begun crafting its bylaws and roles. Funding may be derived from federal CDBG or HOME programs (available through Milwaukee County), general City funds, private efforts, or even tax increment financing (TIF) dollars. Recent changes to TIF law in Wisconsin allow municipalities to utilize TIF money up to one-half of a mile beyond the TIF District boundaries. Given the City's large TIF District is closely bordered by residential areas, this change allows the City to consider investing in neighborhood improvements as a way to support and encourage further investment in Downtown, for instance.

Increase the City's homeownership rate, particularly by focusing on neighborhoods with less than 50 percent homeownership.

Increasing the City's homeownership rate is a priority for the City. Homeownership fosters investment in property, neighborhoods, and community. The effects of higher or lower homeownership rates are particularly pronounced at the neighborhood level. As a result, the City has established a policy that all five of its neighborhoods (built around the five elementary schools) should have a minimum homeownership rate of 50 percent.

The JE Jones, General Mitchell, and Lincoln Elementary neighborhoods had homeownership rates substantially higher than 50 percent when this *Plan* was drafted. However, both the Parkview and Kosciuszko Elementary neighborhoods, located on the west and east sides respectively, had homeownership rates below 50 percent. These rates guide where future rental developments should and should not be located in the City. They also guide where the City's Neighborhood Investment Strategy should particularly focus on decreasing rental housing and/or increasing owner-occupied housing. In such cases, increasing homeownership may involve converting existing rental properties to single-family homes or condominiums, or redeveloping lower-quality or poorly-located rental developments into affordable owner-occupied developments.

As an aging community, at a time when the "baby boomer" generation has begun entering retirement, Cudahy is projected to face large rates of turnover in its neighborhoods. **Incentives for homeownership** would help assure that the houses that are currently owner-occupied remain that way in this period of transition. Making sure that lands that are predominately used for single

family residential purposes are zoned for this continued use is also critical. For example, much of the area north of East Grange Avenue, on the City's east side, is currently zoned to allow for two-family homes, but most properties are currently occupied by single family residences. The City will consider rezoning this area for exclusive single-family residential use, in accordance with the *Future Land Use* map of this *Plan*. In addition, the City intends to continue its strategic acquisition of neglected residential properties as part of a larger Neighborhood Investment Strategy, which provides another opportunity to return such properties to single-family residential use and owner occupancy.

Homeownership is generally the most direct route to ensuring well-maintained properties, steady school enrollment, and an involved, engaged community. Still, rental properties also play a key role in ensuring the City is attractive to a wide range of potential residents, young and old; in attracting new renters that may later decide to purchase a home in Cudahy; and in ensuring the City offers appropriate, affordable housing for a wide range of people. To this end, the City will continue to **support quality rental housing**. The City may also pursue more direct initiatives, such as working with property owners to expand rent-to-own opportunities to help secure invested tenants.

Bring more young families and young professionals to Cudahy.

The underlying imperative to achieving a healthy housing supply, neighborhoods, and City is a steady influx of newcomers. The City will work to meet the needs and interests of the next generation of Cudahy residents, while simultaneously meeting the needs of the existing community. The City is particularly well-positioned to attract the region's next generation of young families. Through new developments and renovations as needed to its housing stock, the City can also **expand its appeal** to young professionals and other singles, childless couples, and seniors and empty-nesters. The City may pursue a variety of approaches to achieve this initiative, potentially including:

- **Enhancing existing neighborhoods, through the Neighborhood Investment Strategy described above.**
- **Further diversifying the housing stock to offer a greater range of quality apartments, condominiums, and town homes in addition to single-family detached homes.** A diverse housing stock helps the City appeal to young workers and families, and also allows the City to meet the changing needs of its aging population. Opportunities for older residents to downsize and reduce their maintenance responsibilities without needing to leave the City will ensure that long-time residents will not feel



pushed out of their community, while accommodating new residents in older homes.

- **Maintaining, improving, and promoting the Cudahy School District.** Through a collaborative effort, the City and District can increase and promote confidence in public education and promote confidence that property values (highly dependent upon quality schools) will be maintained. Building on the District's successful sports and arts programs, and supporting building maintenance and modernization initiatives, are important potential attractors for new families. The City also intends to continue supporting the District's efforts to encourage involvement in the schools by the broader community, residents' involvement in school-sponsored community activities, and greater resident access to school facilities.
- **Attracting more lifetime learning opportunities to the area.** By collaborating with higher-education institutions and nearby communities, the City can attract new advanced degree and lifetime learning opportunities. Many residents will appreciate that educational opportunities are available nearby, whether or not they intend to pursue them personally. In addition, accessible opportunities for continuing education foster confidence amongst businesses that a trained workforce is or can be readily available. The Chamber's partnership with Concordia University and the potential location of a Cardinal Stritch campus in St. Francis are examples of such efforts.
- **Establishing a more organized approach to welcome and integrate new residents into the community.** The City, community groups, and neighborhood groups can better welcome and engage new residents by increasing resident communication and activities. Opportunities include a more frequent newsletter, a resident e-newsletter of upcoming events, and increased programming and events that bring the community together.
- **Promote the City's appeal as a residential destination through the City's website and marketing materials.** This could include testimonials of newcomers to the City and other approaches to present a fresh, new image for Cudahy. The City's proximity to Lake Michigan, General Mitchell International Airport, Downtown Milwaukee, and the broader region can be emphasized.

## **Chapter 2.4: Transportation**

Transportation connections serve as the backbone of the community. From the City’s founding as a core of industry connected to Milwaukee and the Midwest by rail, to the newer opportunities presented by highway and air transport connections, Cudahy has thrived largely as the result of its transportation accessibility. Maintaining this infrastructure and access, and improving it to meet the needs of a changing population and economy, are vital to keeping the community moving forward.

This chapter puts forth programs and recommendations for maintaining and improving transportation facilities in Cudahy. Figure 2.4.1, *Future Transportation & Community Facilities*, identifies future improvements to the City’s transportation system. Information on the transportation network as it existed at this *Plan’s* drafting, as well as a review of state, regional, and county transportation plans, is provided in Appendix A.

### **Transportation Goal**

Provide and support an efficient, safe, and sustainable transportation system that accommodates all users, maintains and enhances Cudahy’s regional accessibility, and complements economic and land development initiatives.

### **Transportation Objectives**

1. Capitalize on the City’s proximity and connections to multiple transportation options to attract and retain residents and businesses, including the local roadway network; the regional highway network including the Lake Parkway; General Mitchell International Airport; the Port of Milwaukee; regional freight rail; and planned KRM commuter rail.
2. Develop into the transit hub of the South Shore, through development of a commuter rail station offering easy access, connections to the Airport and bus system, ample parking, and ADA-compliant facilities.
3. Maintain and improve the City’s existing roadway and sidewalk networks and improve safety at hazardous intersections.
4. Discourage high traffic volumes and speeds in residential neighborhoods.



### **Transportation Policies & Programs**

1. Link land development projects with complementary transportation facilities and improvements, incorporating new and improved roads, sidewalks, and paths, along with consolidated driveway access to major streets where possible.
2. Take advantage of road improvement projects as opportunities to establish sidewalks, bike routes, and safer pedestrian crossings. Whenever possible, also incorporate aesthetic

improvements such as terrace trees, pedestrian-scale lighting, landscaped boulevards, banners, benches, and upgraded bus shelters.

3. Improve pedestrian and bike connectivity within and through the City, making travel by foot and bike safe and practical options for short trips to work, shopping, and school.
4. Work with neighboring municipalities and Milwaukee County to facilitate safe connections for motorists, bicyclists, and pedestrians at key intersections and along major roads that lie along municipal boundaries, particularly Layton and College Avenues.
5. Actively participate in multi-jurisdictional transportation system planning and improvement initiatives, particularly with Milwaukee County, bordering communities, the Wisconsin Department of Transportation (WisDOT), and SEWRPC.
6. Support the Lake Parkway in its current form, instead of other options that would intentionally slow traffic movement between Cudahy and Downtown Milwaukee or would negatively affect business or housing viability in Cudahy.
7. Carefully consider accessibility for pedestrians, bicyclists, and the disabled when reviewing new residential, commercial, community facility, mixed-use, and industrial developments (e.g., encourage installation of bike racks).
8. Improve connections between the neighborhoods to the east and the west of Packard Avenue through a redesigned roadway and a more pedestrian-friendly development pattern.
9. Continue to actively advocate for the KRM commuter rail service, and ensure land remains available at the desired station location.
10. Collaborate with Milwaukee County on airport planning for General Mitchell International Airport.
11. Apply for county, state, and federal assistance to develop and enhance the bike, pedestrian, and roadway facilities depicted in the *Plan's Future Transportation & Community Facilities* map.

### **Transportation Initiatives**

The following major initiatives were first introduced in Part One (Vision and Opportunities) of this *Comprehensive Plan*, and are described in greater detail below.

Maintain good roads, utilities, parks, schools, and services as the backbone for Cudahy's growth.

Cudahy will continue to make upgrades, as needed, to local roads based on the City's road improvement schedule and on the recommendations on Figure 2.4.1. Recognizing that not all of these roads fall under local jurisdiction, the City intends to work with the county, state, and bordering municipalities as necessary to facilitate repairs and upgrades to the shared jurisdiction roadways that travel through Cudahy. When appropriate, the City will pair needed utility upgrades with roadwork.

Proposed road extensions and improvements, indicated on Figure 2.4.1, *Future Transportation & Community Facilities*, include:

- **Extension of Edgerton Avenue, to connect from South Barland Ave to ideally South Packard Avenue.** This connection, which was under analysis during the planning process, would provide an east-west connection across Cudahy, linking the Lake Parkway terminus to Downtown Cudahy.
- **Extension of East Carpenter Avenue west to South Pennsylvania Avenue** and possibly other new roadways in the same vicinity, in conjunction with potential future office park development in that area.
- **Extension of East Kimberly Avenue west from South Packard Avenue across what is now the Kmart site,** ultimately to connect north to East Ramsey Avenue. This new road may be appropriate to create a more pedestrian-friendly environment if and when the Kmart site redevelops.
- **Extension of International Drive west of South Pennsylvania Avenue.** This road will facilitate the redevelopment of properties southeast of the intersection of the Lake Parkway and Pennsylvania Avenue and compensate for severe access restrictions that occurred when the Lake Parkway was extended to this point.
- **Roadway upgrades for segments of South Whitnall Avenue, Grange Avenue, and East College Avenue** to address existing poor pavement conditions and substandard ancillary improvements (lack of curbs, sidewalks).
- **Reconstruction of South Packard Avenue** to reconfigure that street with two clear travel lanes, parking lanes, bike lanes, wider terraces and sidewalks, and curb bump-outs to facilitate crossings at intersections. See the South Packard Corridor Chapter in Part Three for additional detail.
- **Intersection improvements** at East College Avenue at South Pennsylvania Avenue, South Kinnickinnic Avenue and East Layton Avenue, South Kinnickinnic Avenue and East Plankinton Avenue, and East Plankinton Avenue and South Packard Avenue, in order to increase safety and efficiency for motorists, truckers, cyclists, walkers, and transit riders.

Strengthen regional accessibility via the Lake Parkway, Cudahy’s primary roadway connections, the bus system, and commuter rail.

The **Lake Parkway** has significantly advanced Cudahy’s position in the Milwaukee region through improving access to Downtown Milwaukee. Public discussion was initiated during the planning process by WisDOT as to the future form of the Hoan Bridge, connecting the Lake Parkway to Downtown Milwaukee. The City will continue to support the presence of the Lake Parkway in its current form and continue to promote development that leverages the Parkway’s heavy traffic flow and easy accessibility.

Cudahy will also continue to advocate for development of the **Kenosha-Racine-Milwaukee (KRM) commuter rail line**, which would stop in Downtown Cudahy, diversifying the City’s direct connection to Downtown Milwaukee, Chicago, and other lakeshore communities. The City will

promote transit-oriented development (see Land Use Chapter for description) in the Downtown in anticipation of commencement of commuter rail service. The City will also ensure the necessary parking space for commuters is available, and work to promote shuttle connections to and from the Airport.

Recognizing that gas prices will continue to fluctuate, the City will leverage the resulting market shifts to promote Cudahy’s location along the proposed commuter rail; its central location in the metro area; its service by the Milwaukee County Transit System, and its walkable neighborhoods as a facet of its economic development initiatives. Cudahy will continue to work with Milwaukee County and private providers to continue and expand local transit options to those who require them, such as the elderly, disabled, and children.

Advance community, personal, and environmental health, focusing on new cultural and recreational opportunities.

Community **walkability** and **bikeability** are key measures of community health. As infill development and redevelopment continue in Cudahy, the City will continue to promote site plans and designs that encourage walking and biking. This may include buildings built nearer to the street, with rear or side parking; sidewalks and walkways between public sidewalks and building entrances; well-lit walkways, streets, and parking lots; and more and better bike racks. The City also has an opportunity to take advantage of roadway projects and funding sources to enhance safety for bicyclists and pedestrians. Figure 2.4.1, *Future Transportation & Community Facilities*, serves as a starting point to guide community discussion on this subject. .



Proposed bike routes focus primarily on enhancing **east-west connections** for bicyclists across Cudahy; improvements are recommended for East Barnard Avenue, East Edgerton Avenue, East Grange Avenue, and East Ramsey Avenue. These may consist of combinations of on-street bicycle lanes, signed bike routes, or wider or fully connected sidewalks, as each situation warrants.

Also recommended are enhanced north-south connections for bicyclists along South Packard Avenue and the Oak Leaf Trail. The County has some interest in transitioning the entire length of the Oak Leaf Trail to run along an off-road path.

Cudahy is presently connected by a strong sidewalk network throughout much of the City, linking its neighborhoods to schools, parks, shopping, and employment. All roadway extensions, roadway improvements, and intersection improvements should take into consideration sidewalk

improvements and pedestrian safety. Pedestrian improvements to intersections may include alternative “accent” paving at crossings; additional or modified traffic signals, which include pedestrian countdown signals or automated pedestrian sensors; and red light enforcement cameras.

Recreational walking is also particularly attractive in Sheridan Park and Warnimont Park. The County has proposed an additional off-road pedestrian trail along the bluffs. In addition, through this *Plan*, the City recommends a **waterfront path** running between new and improved lake access points in Sheridan Park, near the Pavilion, and in Warnimont Park, near the Kelly Senior Center. At a minimum, the lakefront path should include signage indicating the path’s direction and length. These and other lakefront park improvements are discussed in more detail in the Lakefront Chapter of this *Plan*.



Figure 2.4.1: Future Transportation & Community Facilities Map

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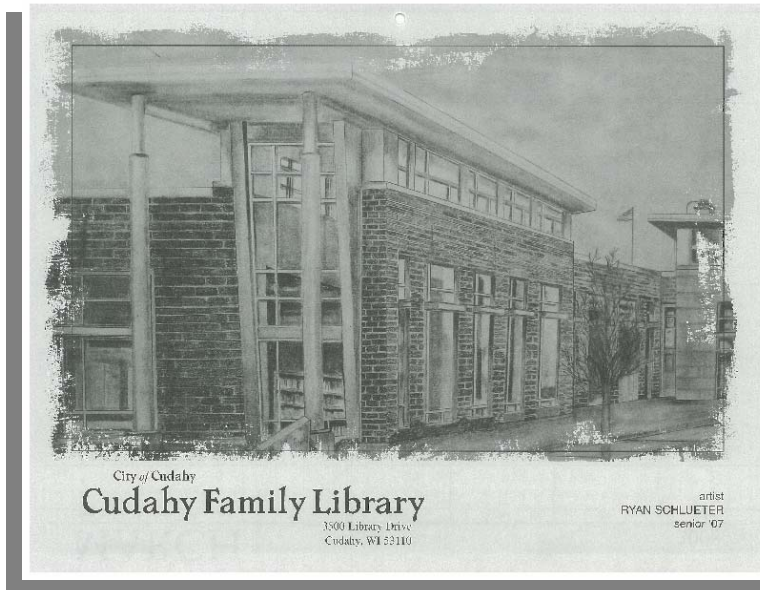
**< Insert: Future Transportation & Community Facilities Map >**



## **Chapter 2.5: Utilities and Community Facilities**

The City's economic health and quality of life are dependent upon the provision of reliable public utilities and community services. Cudahy enjoys a proud tradition of providing exceptional public services such as water, sewer, police, fire, EMS, and schools. Today, the City's (and School District's) facilities and utility systems have capacity to accommodate growth.

This chapter puts forth programs and recommendations to address changes and upgrades related to utilities and community facilities over the next 10 to 20 years. Potential future changes to certain community facilities are shown on Figure 2.4.1, *Future Transportation & Community Facilities*. Detailed information on the various utilities and community facilities serving Cudahy's residents and businesses are discussed in detail in Appendix A.



### **Utilities and Community Facilities Goal**

Maintain capacity, excellence, and efficiency in the provision of City facilities, utilities, public safety, and other basic services, along with quality schools in collaboration with the School District.

### **Utilities and Community Facilities Objectives**

1. Emphasize cost-effectiveness, energy-efficiency, and sustainability in the delivery of public utilities and services, in City buildings, and in equipment purchases.
2. Prioritize keeping Cudahy safe and clean through effective public service delivery.
3. Ensure that the City's utilities and services can support future economic growth.
4. Consider the City's Vision when making future decisions to alter City services or facility locations.

### **Utilities and Community Facilities Policies & Programs**

1. Proactively maintain or replace older infrastructure, such as sewers, roads, water mains, and hydrants, which may be inefficient, unsafe, or nearing the end of its useful life.
2. Continue to update and implement a capital improvement program (CIP) in order to program City utility and facility investments, and effectively manage debt associated with large infrastructure projects.
3. Early in the discussion of potential development projects, engage the Department of Public Works' expertise in how changes in land uses and density will affect infrastructure demands.

- 4. Continue to require that all new large-scale development provide for stormwater management as a component of the project.
- 5. Continue pursuing opportunities to boost efficiency within City operations and facilities, while maintaining a level of services Cudahy residents have come to appreciate.
- 6. Work with the Board of Education Ad Hoc Committee as that Committee studies alternatives to respond to declining enrollment in the Cudahy School District. Leverage the Cudahy School District's strengths—including strong parental support and neighborhood schools, and the District's record of success in academics, art, and athletics—to attract young families to the community and maintain property values.



- 7. Treat community facilities and parks as community gathering places, including collaboration with Milwaukee County to keep the County Parks safe, welcoming spaces for community recreation and gathering, and with the School District to increase activity in and public access to School District facilities.

- 8. Facilitate interaction between youth, the broader community, and police as a deterrent to crime, such as by locating police facilities or patrols near youth gathering places and



supporting successful programs such as Neighborhood Watch and the Citizens Police Academy. Continue advancing technology within the Cudahy Police Department to ensure a modern, well-equipped force, exploring grants and other alternative sources of funding wherever possible.

- 9. Maintain City properties such as vacant yards, roadways, and facilities—to the same standard that is expected of all property owners.

10. Implement programs for greater sustainability, environmental friendliness, and energy-efficiency in public utilities, services, and facilities, such as implementing a waste reduction program and decreasing inflow and infiltration in the sanitary sewer system. See the Natural Resources and Sustainability Chapter for additional thoughts on this subject.
11. Pursue opportunities to integrate “green” building practices into the design and construction of public buildings and sites.
12. Explore opportunities to relocate public buildings and associated functions to free up sites that may be more valuable for other uses or may help the City better achieve its vision (e.g., to achieve a busy Downtown meeting many daily needs, to open up lakefront areas to greater public access).
13. Make revisions to City ordinances as necessary to implement the community service recommendations in this *Plan*, including City building codes, mechanical codes, housing codes, and sanitary codes.

### Utilities and Community Facilities Initiatives

The following major initiatives were first introduced in Part One (Vision and Opportunities) of this *Comprehensive Plan*, and are described in greater detail below.

Maintain good roads, utilities, parks, schools, and services as the backbone for Cudahy’s growth.

Recommendations for existing, new, and improved community facilities are shown in Figure 2.4.1. A timetable for upgrading community facilities and utilities is included within Part Four of this *Plan*. Over the planning period, the City will update and implement its **capital improvement program** (CIP) to maintain and upgrade its community facilities and public infrastructure.

Upgrades and repairs to utilities will be coordinated with street reconstruction projects whenever possible. The City will consider opportunities to use such projects as examples of “building green,” to serve as a model of energy efficiency, and to realize operational cost savings.

The City will also utilize its **excess utility system capacity** to leverage economic growth. As a prime example, the City’s access to abundant freshwater and the ownership of its own utility—which is presently operating at about one-half its capacity—present a strong case for attracting water-intensive industries to locate in Cudahy. In many water-intensive industries, water access, cost, and reliability play a major role in business decisions. In general, the City, working with its and Department of Public Works, will work to communicate to potential developers and industries the City’s existing infrastructure capacity and the opportunities it presents for businesses.

Potential major changes regarding community facilities over the next 10 to 20 years, most as shown on Figure 2.4.1, include:

- **Relocation of the Public Works Garage** from its current Downtown site to an alternative site along Whitnall Avenue, particularly if and when Edgerton Avenue is connected through the City. Relocation would free up valuable land or the current building Downtown for more active

uses (such as a new City Hall and/or community center) and allow for modernization of the City's garage.

- **Relocation, in the longer term, of City Hall to Downtown**, both to free up land along the park for potential high-value residential development and to add to the activity and essential services provided in Downtown. A City Hall site where the current Public Works Garage is located can be explored. Reuse opportunities for the City Hall site will need to be explored with Milwaukee County given deed restrictions on the site.
- **Relocation of the Post Office** to an area closer to the new Public Library and the possible future City Hall site, to continue developing that sector of the Downtown as a civic node.
- **Development of the KRM Commuter Rail Station** in Downtown, south of Layton Avenue on a site designated in the Downtown Plan Chapter of Part Three.
- **Development of a civic or community center** in Downtown with a range of facilities and programming serving the entire community, including youths and seniors. Such a center, which would generate additional activity in the civic node, is discussed further in the Historic and Cultural Resources Chapter.
- **Addition of two small parks or urban squares** in conjunction with the potential future redevelopment of the current Kmart and Packard Plaza sites along Packard Avenue, to provide focal points and gathering spots for the future mixed-use developments envisioned there. See the South Packard Corridor Chapter within Part Three of this *Plan* for additional detail.
- **Consideration of a dog park and/or community garden** on the western side of South Pennsylvania Avenue, within County-owned land within an Airport runway flight path. See the Natural Resources and Sustainability Chapter for additional discussion.

The City is well-served by existing County parkland and neighborhood schools that provide playgrounds and playfields. The City will continue to work with the School District and Milwaukee County to maintain existing parks and school facilities; ensure continued access to park facilities, school facilities, and school yards; provide community programming in the parks and schools; and ensure that equipment and other facilities are well-maintained and safe. The City also encourages the efforts of Milwaukee County and the Cudahy School District to ensure that existing park and recreational facilities are upgraded to comply with ADA design guidelines, to ensure accessibility for all residents.

The Cudahy School District is working to maintain and modernize its schools, and has convened an Ad Hoc Committee to consider responses to declining enrollment in the District. The City acknowledges the importance of having **strong, updated schools to educate children and anchor neighborhoods**. Therefore, the City will work to support facility options that allow all existing schools to remain open and become modernized.

Finally, improved connectivity for bicyclists and pedestrians from the western neighborhoods to the lakefront parks in the eastern side of the City is desirable. Future bicyclist and pedestrian facilities are presented in the Transportation Chapter above and on Figure 2.4.1.

Collaborate with the County Parks Department to increase use of, access to, and views of, the lake.

Increase community activity and programming in public spaces along Lake Michigan.

Increasing public access to the lakefront, and public use of Sheridan and Warnimont Parks, are City priorities. The City will work with Milwaukee County to **enhance these parks and the connections between the City and Lake Michigan**. Ideas are discussed more fully in the following chapter and in the Lakefront Chapter in Part Three of this *Plan*.

Collaborate with neighboring communities and General Mitchell International Airport to advance Cudahy's position in the South Shore area.

Where opportunities present themselves, the City intends to collaborate on municipal facilities, utilities, or services. The City will cooperate in exploring **collaboration opportunities to provide taxpayers with better services, similar service levels at lower costs, or both**. In all discussions, the City will strive to ensure that any affected personnel, departments, and the broader community are well-informed regarding the topic and intentions of such discussions. The following general criteria will be used as the City considers consolidation of services in the future: financial feasibility, level of service, mutual gain or benefit, ease of execution, time savings, central points of delivery, and impacts on employees.

## **Chapter 2.6: Natural Resources and Sustainability**

Cudahy’s natural and agricultural resources have been dramatically affected by time and human activity. The City’s most notable remaining natural resources are clearly Lake Michigan, its shoreline, and the County parks that encompass and buffer them. While some remnants of the City’s natural history remain in other parts of the City, Cudahy’s agricultural lands have vanished. Still, the City maintains a link to regional agricultural production through events like farmers’ markets. Further, the City retains an interest in a broader program of community sustainability, described later in this chapter.

This chapter puts forth programs and recommendations to address opportunities related to Cudahy’s natural resources, and presents the City’s general approach towards community sustainability. The City’s existing natural and agricultural resource base is described and mapped within Appendix A.

### **Natural Resources and Sustainability Goal**

Celebrate and enhance Lake Michigan as part of Cudahy’s natural landscape, and embrace a concerted effort towards community sustainability and environmental remediation.

### **Natural Resources and Sustainability Objectives**

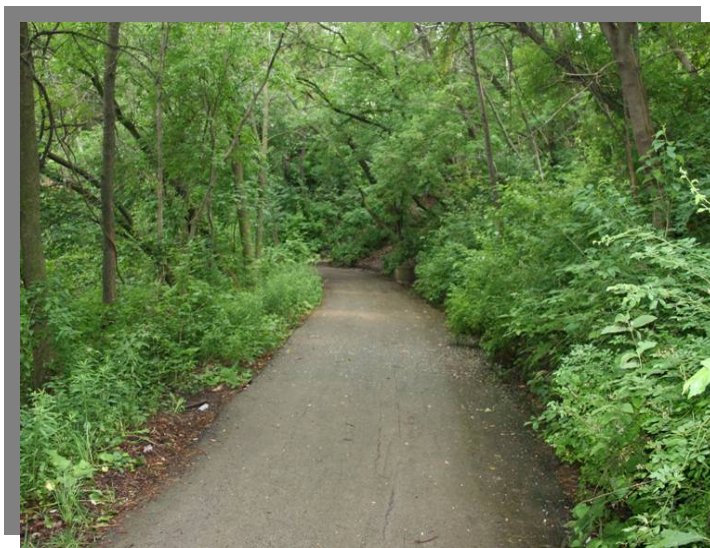
1. Improve the visibility and accessibility between the community and Lake Michigan, and increase awareness of its importance in the community.
2. Encourage preservation of remaining natural features and the restoration of natural systems and environmental health where they have been degraded over time.
3. Embark on a focused program of community sustainability related to community facilities and services, natural resource management, and neighborhood and economic development.
4. Support efforts to provide residents with access to fresh, healthy, local foods.

### **Natural Resources and Sustainability Policies & Programs**

1. Support and encourage County efforts to protect the Lake Michigan bluffs, beach areas, and adjacent parkland. Help explore bluff stabilization alternatives and support selective removal of vegetation to open lake views and control invasive species.



2. Continue to enforce erosion control and stormwater management standards, and encourage progressive approaches to stormwater management for urban redevelopment projects.
3. Protect and restore soil and groundwater quality by encouraging the clean-up of environmentally contaminated sites and monitoring uses that may cause contamination in the future.
4. Review City ordinances to ensure they encourage or at least do not prevent property owners or developers from engaging in environmentally-friendly and sustainable development practices.
5. Link natural resource preservation with recreational opportunities and community sustainability. Consider new nature-based amenities and programming, particularly in the lakefront parks in collaboration with the County and the local “Friends of the Parks” groups.



6. Work with Milwaukee County and the Wisconsin Department of Natural Resources (DNR) to protect rare species and the Warnimont Bluff Fens State Natural Area, which is located within Cudahy.
7. Promote higher density development and maintain a high quality of life to help reduce the extent of new development consuming productive agricultural lands elsewhere in the Milwaukee region.
8. Explore opportunities to increase the viability of regional farming through direct marketing of local farm products to Cudahy residents, also enabling Cudahy residents increased access to fresh, local foods. Activities may include expanding the City’s farmers’ market, supporting a year-round public market venue, facilitating access to Community-Supported Agriculture (CSA) for Cudahy residents, encouraging the School District to incorporate local foods and vendors into school lunch programs, and partnering with Patrick Cudahy on a possible direct outlet or related gift shop.
9. Promote urban agriculture in Cudahy, including backyard gardens, community gardens, window boxes, schoolyard greenhouses, municipal compost facilities, and rooftop gardens. Possible locations for community gardens may include Milwaukee County Parks, Airport flight zones, or School District grounds. Particular sites of interest include the area lying under overhead power lines at Cudahy Middle School and the County-owned land along South Pennsylvania Avenue lying within an Airport’s runway path. The visibility of the area along South Pennsylvania Avenue also suggests this as a potential location for a roadside stand, possibly in collaboration with a school program. The City will explore these

opportunities with the land owners (County and School District) as well as other potential partners, such as the UW-Extension or Growing Power, an urban farm and education center in Milwaukee.

10. Because the City is largely built out, there are no opportunities to protect metallic/non-metallic mineral resources within the municipal boundaries.

## Natural Resources and Sustainability Initiatives

The following major initiatives were first introduced in Part One (Vision and Opportunities) of this *Comprehensive Plan*, and are described in greater detail below.

Increase community activity and programming in public spaces along Lake Michigan.

The City will encourage awareness of Cudahy's natural resources, use of and appreciation for the County Parks, and family-friendly, educational activities and programming. To these ends, the City encourages a collaborative effort with Milwaukee County, the Cudahy School District, the "Friends of the Parks" groups and additional citizen or non-profit groups to explore creation of a **Nature Center** along the Lakeshore in Warnimont Park.

This idea may have viability and promise because of the following:

- **Participants in the planning process advised increasing nature-based activity in Warnimont Park.**
- **There are presently no nature centers in any South Shore community.** The County Parks Department has had success partnering with the Urban Ecology Center in Milwaukee and with the Wehr Nature Center in Whitnall Park, and may be interested in additional "satellite" centers in other County Parks.
- **A Nature Center would serve to draw families and individuals from throughout the South Shore area; increase activity throughout Warnimont and Sheridan Parks; and contribute to awareness of native species, ecosystems, and natural resources in and around Cudahy.**

### What is Sustainability?

The term sustainability refers to a community's capacity to support the long-term health and welfare of its natural and man-made environment, as well as all forms of life that depend on that environment.

A sustainable community is focused not only on protecting natural resources, but also on ensuring a high quality of life for all residents. To achieve an increased level of sustainability, a community must recognize its' interconnectedness with and impact on the greater region and the world.

A community can advance sustainability through a variety of strategies such as promoting comprehensive transportation networks and services, including transit, walking, and biking; ensuring a variety of housing options are available throughout the community; investing in a strong economy that provides a diversity of local jobs, goods, and services; seeking out opportunities to reduce non-renewable energy consumption and waste; and generally by developing comprehensive solutions to resolving complex issues.

- A Nature Center could be linked to the Cudahy School District’s curriculum, thereby increasing the appeal of the District to young families.
- A Nature Center is likely an idea that would garner grant and donation funding support, particularly if it was a collaborative effort with Milwaukee County and the School District.

Collaborate with the County Parks Department to increase use of, access to, and views of, the lake.

Cudahy also encourages active exploration and solutions for new opportunities for erosion control and **bluff stabilization**, to minimize future loss of bluff land. SEWRPC bluff stabilization studies are generally still current, with the exception of cost estimates. The City will continue to promote the necessity of stabilization, aiming to bring it to the State and federal legislative agenda as necessary, and will explore partnership and funding programs that may be available to the City or County.

The City also supports County engagement in a program of selectively **clearing invasive vegetation** in key areas to open up lake views and protect native trees, while not further compromising the bluff. The City may need to make a formal request to the County Parks Department to engage in such an effort, which has been undertaken in other parks.

Broader ideas for the lakefront are discussed in the Lakefront Chapter in Part Three of this *Comprehensive Plan*.

Advance community, personal, and environmental health, focusing on new cultural and recreational opportunities.

Assure that new development contributes to the City’s distinct character, urban form, and community health.

Built-out urban communities such as Cudahy are finding themselves in a **unique position to lead community sustainability efforts**. Although Cudahy has fewer opportunities to advance sustainability through new development, the existing development patterns in the City are inherently more sustainable than many of the lower-density development patterns of fringe and exurban communities. New development in Cudahy must, by default, occur through redevelopment and reuse, capitalizing on existing infrastructure. Transportation options such as biking, walking, and public transit are viable alternatives in a well-connected community like Cudahy, whereas this is not often the case in more suburban, less compactly developed communities.

At the time this *Plan* was written, the City and School District had already taken steps toward enhancing the efficiency of public buildings. Pursuing efficiency improvements reduces the City’s energy costs, improves the indoor working and learning environment, and helps encourage similar improvements in the community’s private sector.

In Cudahy, a **coordinated and comprehensive sustainability effort** may focus on the following strategies:

- Identifying opportunities for converting waste to energy (e.g., utilizing an anaerobic digester to convert organic waste from homes, schools, and businesses into methane gas).
- Limiting fertilizer and pesticide use on lawns.
- Encouraging Citywide energy conservation.
- Continuing to provide a diversity of family-supporting jobs within the City.
- Working with the School District to incorporate sustainability into school curriculum.
- Encouraging high-quality redevelopment projects that enhance community character.
- Strategically utilizing incentives to encourage sustainable building and business practices.
- Encouraging energy-efficient building and site design for redevelopment projects.
- Encouraging higher-density mixed-use redevelopment.
- Supporting the continuation and improvement of the Milwaukee County Transit System.
- Pursuing transit-oriented development, such as around the planned KRM station.
- Taking advantage of planned commuter rail service and being an active participant in ensuring the viability of this future transportation option.
- Preserving and enhancing historic and cultural resources.
- Enhancing opportunities for walking and biking for both recreation and transportation, such as through an enhanced bike route system shown on Figure 2.4.1.
- Permitting use of neighborhood electric vehicles on local streets.
- Modernizing the City's municipal fleet with hybrid, electric, or biodiesel vehicles.
- Seeking opportunities to increase residents' access to local and sustainable food options, described earlier in this chapter.

To advance and formalize the above strategies into a system and ethic of community sustainability, the City may reference the publication "Toward a Sustainable Community: A Toolkit for Local Government." This publication was prepared by UW-Extension and outlines approaches that local communities can use to improve the efficiency of their municipal departments both in terms of their impact on the environment and government spending.

The City may also consider formalizing a local sustainability initiative along the lines of those underway in the City of Milwaukee (Office of Environmental Sustainability), the City of Madison (MPower), and other communities throughout the State. These often fall under the banner of "**eco-municipality**." The City could establish a citizen and business committee to help advise the City on opportunities and directions to promote sustainability in Cudahy. City department heads also should have an active role in establishing a sustainability initiative, as they understand the ins and outs of their departments and have the capacity to propose unique and viable opportunities for decreasing energy consumption and waste. In sum, unifying the City's current efforts within the context of a formalized sustainability initiative may help the City better understand the impacts of efforts already underway and identify new opportunities.

## **Chapter 2.7: Historic and Cultural Resources**

Cudahy has a rich history built on immigration and industry. Building awareness of and celebrating Cudahy's history and culture helps residents and business develop a better understanding of how they arrived at their present state and where they are going, and suggests steps to enhance a sense of pride in the community.

This chapter puts forth programs and recommendations for celebrating and advancing historic and cultural resources in Cudahy. Existing historic and cultural resources are marked on Figure 2.4.1, *Future Transportation & Community Facilities*. A detailed list of the historic resources shown on this map and more detailed discussion of the City's cultural resources are provided in Appendix A.

### **Historic and Cultural Resources Goal**

Celebrate Cudahy's rich heritage and advance cultural opportunities in the community.

### **Historic and Cultural Resources Objectives**

1. Preserve Cudahy's historic buildings and increase awareness of its historic sites and heritage.
2. Preserve the historic integrity of the Downtown.
3. As the City changes and lands and buildings redevelop, respect, recreate, and reinforce Cudahy's historic fabric.
4. Support a variety of family-friendly cultural events, places, and learning opportunities for residents and visitors.



### **Historic and Cultural Resources Policies & Programs**

1. Collaborate with the Cudahy Historical Society to identify and protect historic resources that contribute to preserving Cudahy's heritage and advance a unique community character; nominate buildings and landmarks for listing on the County, State or National Registers of Historic Places; and support walking tours, exhibits, and other efforts to draw attention to these special places.
2. Work with property owners to approach historical restorations and renovations as ways to bring new life to old buildings and as opportunities to market and attract positive attention to Cudahy.
3. Ensure that new development in areas such as Cudahy's Downtown and historic neighborhoods is compatible with the historic context and the bulk, form, height, and setbacks of existing buildings.

4. Encourage development of new cultural venues to create more options for Cudahy residents and visitors to learn and play in the community. These may include a community theater or cinema and cultural programming, such as events at the schools, library, and parks.
5. Engage in activities that promote the City’s unique European heritage and industrial history, and establish a distinctive, positive City identity that reflects positive changes that have occurred over the years.

### Historic and Cultural Resources Initiatives

The following major initiatives were first introduced in Part One (Vision and Opportunities) of this *Comprehensive Plan*, and are described in greater detail below.

Preserve the historic flavor of the downtown.

Promote mixed-use redevelopment and quality appearance along the City’s commercial avenues.

The Downtown Chapter in Part Three of this *Plan* includes a number of ideas designed to preserve the historic buildings, character, and streetscape of Downtown Cudahy, particularly along Packard Avenue. Given the history of Downtown and adjacent areas, many of the opportunities for preservation incorporate preserving the City’s manufacturing strength and celebrating this heritage.

Through the development of Immigrant Family Park, the City has taken a visible step to celebrate a key part of its history and what continues to make it unique today. The City also has a rich industrial heritage that distinguishes it among area communities. Some concerted and visible gesture to mark and celebrate this history, such as gateway features or public art, is advised.

One idea, represented on Figure 2.4.1, is for a “**Cudahy Industry Walk of Honor**” along Packard Avenue, just south of the City’s historic Downtown. This area is dominated by buildings owned and occupied by the Ladish Corporation, and would greatly benefit from an upgrade in appearance. The idea would utilize monuments or potentially even oversized murals on the side of Ladish’s buildings to celebrate the owners, managers, and laborers that helped build industry in Cudahy. The City of Beloit has used buildings on its waterfront to similar and dramatic effect. Interpretive displays would also be appropriate.



Implementation of this idea could occur in conjunction with the proposed redesign of Packard Avenue, as conceptually presented in the South Packard Corridor Chapter within Part Three. Collaboration with (or leadership by) the Cudahy Historical Society and major historic industries in Cudahy (particularly Ladish given the proposed location of the Walk of Honor) is advised.



Advance community, personal, and environmental health, focusing on new cultural and recreational opportunities.

Being a truly healthy and sustainable community involves recognizing the link between the health of the individual citizen, the health of the natural and built environment, and the health of the community. Various studies and reports have documented the important connection between the built environment and physical, social, and mental human health. Many of the initiatives in this *Plan* are intended to enhance social, cultural, natural, and recreational amenities. Generally, to grow as a healthy community, the City intends to focus on the following key areas:

- **Increasing residents' ability to meet their daily needs without using a car and generally promoting opportunities for physical activity.** This involves the provision of safe and attractive walking and cycling environments throughout the City (see the Transportation Chapter for ideas). It also relates to development design techniques such as mixing compatible land uses, promoting infill development and redevelopment, and connecting established residential areas safely to commercial and employment areas. These ideas are explored more fully for different planning areas in the City in Part Three of this *Plan*.



- **Providing an environment that fosters community interaction.** This involves preserving and enhancing Cudahy's Downtown, community- and neighborhood-based facilities such as schools, churches, and parks, locally-owned neighborhood businesses, and similar special places. It also relates to the extent to which the City fosters interaction through cultural events, programs, and activities, such as concerts and farmers' markets.
- **Exploring continued development of a civic node Downtown.** The City has an opportunity to locate new, expanded, or redeveloped civic buildings and community amenities around a Downtown civic node. For example, if the Public Works Garage is relocated from its current Downtown location, potential reuses might include a new Community Center. Activities there might include multi-purpose civic spaces for culture and recreation, a safe and fun place for youth to congregate and a new gathering space for senior citizens.

The City will continue to support existing community events, and coordinate with active community organizations and partners such as the Cudahy Historical Society, the Cudahy Chamber of Commerce, and the Cudahy Lions Club to organize new events. Throughout the planning process, participants frequently mentioned a desire for additional local programming, such as a **summer concert series or a heritage festival**, which would appeal to a broad segment of the community and increase use of existing public spaces, such as the lakefront parks.

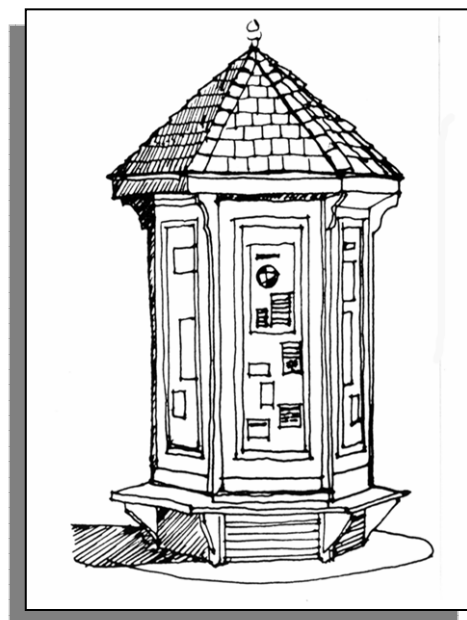
Create a focused message to market Cudahy's desired image in the region and among residents.

City officials and planning process participants have expressed continued interest in updating the City's image and appearance. A **unified design theme** will help enhance the community's sense of place and character, and project a more positive image of the community. A design theme would incorporate everything from community entryway signs, to wayfinding and streetscaping features, to Web page design.

A comprehensive **community wayfinding signage system** would be of great benefit to the community and help make Cudahy more visitor-friendly. Some guidelines to keep in mind when designing a community-wide wayfinding signage system include the following:

- **Use the design theme of the signage to help brand the community** in a favorable light, suggesting both the City's unique heritage and future opportunities.
- **Make sure that once the signage system starts to provide directions to a destination, subsequent signs are also in place to get travelers directly to their destination.**
- **Make a short list of destinations to include on each sign** that are of general public interest, including City Hall, the Public Library, and the schools. Avoid using the signs to direct people to private businesses; instead, direct people to where private businesses are located (e.g., Downtown, Business Park).
- **Make sure the font is large enough** and plain enough for drivers to read at a safe and comfortable distance, so that decisions on where and what direction to turn can be made well in advance. This is absolutely critical.

- **Control the temptation to put too much information on one sign.**
- **Remove all older directional signs**, to reduce sign clutter in the public terrace area.
- **Unify City entryway features** to ties the community together and relate to the City's wayfinding signage theme. The features should be designed to be unique to the community, such as by incorporating the City's industrial heritage, as discussed earlier in this chapter.
- **Keep in mind how bicyclists could benefit** from a wayfinding signage system to help guide them along designated bike routes and direct them to places to rest and/or grab a bite to eat.
- **Consider a kiosk located Downtown** to display a City map and other materials on upcoming City and regional events, community news, and promotional materials for local businesses.



## **Chapter 2.8: Intergovernmental Cooperation**

No single community can exist independent of and unaffected by outside forces. This is perhaps especially true in Cudahy, a largely built-out community bordered by and sharing infrastructure with several adjacent and overlapping jurisdictions. By cooperating and collaborating with these entities, the City can work to turn potential conflicts and competition into opportunities for mutual benefit. For instance, there is significant potential for area-wide collaboration on housing improvement; joint marketing and specialization in economic development and redevelopment; and improvements on and along shared roadways.

The many relevant governmental entities that lie within, across, and adjacent to Cudahy is outlined in Appendix A, along with a discussion of how these entities' plans may affect Cudahy over the next 10 to 20 years. This chapter proposes and summarizes opportunities for cooperation and mutual benefit among these entities and Cudahy. Many opportunities described below are also discussed in more detail in other chapters of this *Plan*.

This *Plan* also incorporates, by reference, all plans and agreements to which the City of Cudahy is a party under §66.0225, §66.0301, §66.0307, and §66.0309, Wisconsin Statutes.

### **Intergovernmental Cooperation Goal**

Work cooperatively with surrounding and overlapping jurisdictions to build a more vibrant South Shore.

### **Intergovernmental Cooperation Objectives**

1. Collaborate across communities to jointly work toward maintaining and improving the South Shore as a desirable place to do business, live, and visit.
2. Pursue cooperative opportunities to increase municipal efficiency, improve service provision, and realize greater returns on municipal investments.

### **General Intergovernmental Policies & Programs**

1. Continue to cooperate with other units of government on land use, natural resources, recreation, transportation, economic development, and other systems that are under shared authority or that cross governmental boundaries.
2. Remain involved and increase participation in regional economic development initiatives.
3. Consider regionalization of public services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services, cost savings, or both.



4. Collaborate particularly with the Cudahy School District and Milwaukee County on education, recreation, and community building opportunities of mutual interest.
5. Work with adjacent and overlapping communities, school districts, and economic and community development organizations to develop and promote a South Shore legislative agenda.
6. Provide a copy of this *Plan* to all surrounding local governments and districts, and continue to involve and update them on future changes to the *Plan*.

### **Element-specific Policies, Programs & Initiatives**

The following is a summary of intergovernmental initiatives advanced through this *Plan*. For additional information related to the Intergovernmental Cooperation initiatives listed below, refer to the applicable element chapters earlier in Part Two of this *Plan*.

#### Land Use

1. Collaborate with the cities of South Milwaukee and St. Francis on catalytic redevelopment projects along shared roadway corridors, particularly Layton and College Avenues.
2. Work with the County and General Mitchell International Airport staff to ensure proposed development coincides with applicable Airport regulations, and attempt to meet other Airport-area land use recommendations wherever possible.
3. Encourage the Airport operators to consider the land use and community impacts of potential future runway projects, and to mitigate, whenever feasible, any negative impacts.

#### Housing & Neighborhood Development

1. Collaborate with South Milwaukee and St. Francis to jointly market the South Shore as a great place to own a home.
2. Consider adopting uniform housing maintenance and enforcement ordinances, policies, and enforcement approaches across South Shore jurisdictions to avoid inadvertently transferring housing-related problems across municipal boundaries.

#### Transportation

1. Work with WisDOT and through elected officials on alternatives for rehabilitating the Hoan Bridge in a manner that would not significantly alter the efficiency and convenience of the Lake Parkway.
2. Work with WisDOT on maintenance and potential improvements to STH 32 (South Lake Drive) and STH 794, including potential improvements around the current Lake Parkway terminus to increase the viability of the adjacent sites for redevelopment.
3. Continue to work with Milwaukee County, SEWRPC, and adjacent local governments to advance those road improvements as recommended on Figure 2.4.1, *Future Transportation & Community Facilities*, with a particular emphasis on East College, Whitnall, and South Packard Avenues.

4. Actively collaborate with SEWRPC, a future Regional Transit Authority, and other organizations and community groups to make the KRM commuter rail line, with a Downtown Cudahy station, a reality. Collaborate with General Mitchell International Airport to designate Downtown Cudahy as the “Airport Station” once the KRM line establishes service, with frequent shuttle service.
5. Remain aware of proposed changes to freight rail service in Cudahy. If needed, approach the Chicago & Northwestern Railroad on behalf of Cudahy businesses to explore service changes.
6. Pursue any opportunities to promote Cudahy’s proximity to the Port of Milwaukee as a means to attract economic development.
7. Continue to work with Milwaukee County and any additional providers to maintain and enhance public transit in the community.
8. Work with the Cudahy School District to ensure students have adequate transportation, including exploration of grant programs such as Safe Routes to School to improve common biking and walking routes.

#### Economic Development

1. Collaborate with local companies to encourage community involvement and improvements to property appearance, such as along Packard and Whitnall Avenues.
2. Collaborate with neighboring communities and General Mitchell International Airport to advance Cudahy’s position in the South Shore area.
3. Meet with other South Shore Community Development Authorities (CDAs) and Economic Development staff regularly to share information, update one another on current projects and priorities, and launch and manage collaborative economic development efforts.
4. Participate in the discussions, planning, and initiatives of the Airport Area Economic Development Task Force, dedicated to increasing the profile of the area around General Mitchell International Airport and generating economic development in the area.
5. Actively engage in the Milwaukee 7 regional economic development initiative.
6. Encourage greater collaboration across the City Council, City commissions and committees, and City staff on economic development and similar issues overlap committee and staff functions.
7. Work with the Cities of St. Francis and South Milwaukee to explore co-marketing the South Shore, to increase each community’s return on its investment for marketing dollars spent.
8. Pursue grant and loan opportunities available through Wisconsin DNR, U.S. EPA, and the State Department of Commerce to help facilitate assessment, remediation, and redevelopment of key brownfield sites.

Utilities and Community Facilities

1. Support the Cudahy School District in its efforts to modernize and retain its neighborhood-based schools.
2. Work with the School District to increase community-wide use of School District amenities and facilities, such as the new art studio, the computer labs, the auditorium, and the athletic facilities. Collaborate on additional community programming that could be developed through the schools, and work to enhance community access to and use of the school facilities for general community events.
3. Work with the municipalities and school districts in St. Francis and South Milwaukee to explore possibilities to increase efficiencies through combined service and facility provision.
4. Work with the Milwaukee County Parks Department and the community's active "Friends of Milwaukee County Parks" groups to increase programming, facilities, and positive uses in the parks, and pursue various ideas related to the County Park system that are identified through this *Plan* and proposed by others.
5. Explore potential future reuse opportunities for the current City Hall site with Milwaukee County, as interest or demand arises.

Natural and Cultural Resources

1. Collaborate with the Milwaukee County Parks Department to increase use of, access to, and views of, the Lake.
2. Support the Cudahy Historical Society, Milwaukee County Historical Society, and Wisconsin Historical Society in their efforts to preserve community heritage in Cudahy.
3. Support efforts to preserve rare species and state natural areas in and around Cudahy.
4. Work with and through the Wisconsin DNR, area communities, and regional initiatives pertaining to protection and restoration of the Great Lakes, and Lake Michigan in particular.



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# Part Three

## Directions by Planning Areas



*Founder,  
Patrick Cudahy*





**Part Three** of the *Comprehensive Plan* includes eight chapters organized around the eight planning areas presented in Figure 1.3.1 and again illustrated in the same graphic below. For each of the planning areas, its background, current and anticipated role in advancing Cudahy’s vision, and future recommended directions are provided. The Downtown, Layton/Pennsylvania Gateway District, South Packard Corridor, and Lakefront areas have the potential for significant change over the next 10 to 20 years. Therefore, these four planning areas are handled with greater detail than the other four areas, including a Concept Plan map illustrating desired future conditions.





## **Chapter 3.1: Downtown**

### **Introduction**

Downtown Cudahy has undergone significant positive change over the past fifteen years, enhancing its role as the civic and social hub of the community. Revitalization has been guided by the development of a tax increment finance (TIF) district in 1994, the Cudahy Downtown Master Plan in 1999, and ongoing redevelopment planning, implementation and public improvements. The development of a new Public Library, multi-family residential units, enhanced streetscapes and public gathering areas, and new businesses Downtown is evidence of the community's commitment to enhancing its center.

Downtown Cudahy continues to evolve through ongoing redevelopment implementation. Since the adoption of the 1999 Downtown Plan, key players, economic circumstances, and regional influences have changed; therefore, in order to continue to advance efforts in Downtown Cudahy, based on current conditions and an evolving vision, an update to the 1999 Downtown Plan is needed. This chapter of the *Comprehensive Plan* serves as this update, guiding Cudahy through the next stage in Downtown planning and implementation. The key goals of the Downtown Plan include:

1. Continue to advance revitalization activity in Downtown Cudahy;
2. Restate and refine the community's Downtown vision and priorities; and
3. Set forth a clear implementation direction and emphasis.

For the purposes of this chapter, "downtown" is defined as the area generally bound by Plankinton Avenue to the north, Kirkwood Avenue to the east, Somers Avenue to the south, and South Nicholson Avenue to the west. It, therefore, includes the historic buildings that remain along Packard and East Layton Avenues, but also includes additional nearby properties—particularly west of this historic center.

### **Foundations**

Recognizing Cudahy's place-based assets in the development of long-term planning recommendations for Downtown allows the community to develop strategies to capitalize on existing assets and opportunities. Downtown Cudahy's economic future is connected to key place-based economic opportunities including:

- Connection to important regional transportation networks including Downtown Milwaukee via the Lake Parkway;
- Proximity to General Mitchell International Airport;
- Planned location of the Kenosha-Racine-Milwaukee (KRM) transit station in Downtown Cudahy; and
- Location near the shore of Lake Michigan.

Strong linkages to the existing and future regional transportation network—described in detail in earlier parts of this *Plan*--provide Downtown Cudahy with opportunities for increased activity and additional residential, non-residential, and mixed-use development. Regional and international connections provide Downtown Cudahy – both businesses and residents – access to global markets.

Downtown Cudahy has the closest proximity of any downtown area to General Mitchell International Airport. Considered Chicago’s third airport, General Mitchell has increasing importance as a major airport. As airport area planning and redevelopment continues for the Milwaukee Metro Area via the Airport Area Economic Development Task Force, Cudahy has the opportunity to capitalize on its proximity to the airport and consider potential hospitality, convention facilities, and other visitor services in Downtown Cudahy.

The planned KRM commuter rail transit station in Downtown Cudahy is a developing asset that could have a major impact on Cudahy’s Downtown. Location of the KRM transit station in Downtown Cudahy would enhance the community’s appeal for commuters to Downtown Milwaukee, Kenosha, and Racine. In addition, airport employees and travelers from throughout the region would be able to use Downtown Cudahy as a transfer point – using the KRM commuter rail system and then hopping on a shuttle connecting the Downtown Cudahy KRM station directly to the airport. The potential increase of activity in Downtown Cudahy would increase the visibility and marketability of Downtown for redevelopment.

As a “Great Lakes Coastal City” on the western shore of Lake Michigan, Cudahy has the opportunity to offer affordable, attractive residential opportunities and a classic downtown atmosphere within a short walking distance to Lake Michigan. By capitalizing on lakefront living and



recreation, and increasing the community’s cultural orientation toward the lake, Downtown Cudahy can become increasingly attractive to new and returning residents and commercial interests.

## Vision

Founded as a company-town, Cudahy developed directly adjacent to the community’s namesake of Patrick Cudahy, Inc., which celebrated 120 years of business in 2008. Over time, the core of Downtown Cudahy’s business district, Packard Avenue, has changed from a Patrick Cudahy-oriented business district, to a Downtown that serves a more diverse population who live and work throughout the region. As the needs of the population have changed, so has the community’s vision for Downtown. Building upon the goals of previous Cudahy plans, as well as the community-wide vision established through the process to prepare this *Comprehensive Plan*, the **vision for Downtown Cudahy 2020 is to increase the opportunity for Downtown activity including living, recreation, transportation, and employment.** More specifically, in 2020, Downtown Cudahy is envisioned to be the community’s:

- Family-Oriented, Vibrant Activity Center with Energized Avenues.
- Accessible South Shore Transit Hub.
- Close-to-Home Entertainment Spot.
- Full-Service Commercial District rich with Civic, Professional and Personal Services connected to Strong Neighborhoods.
- Employment Center with Manufacturing Strength and Innovation Connections.



To achieve this vision, the community will accelerate efforts to preserve, redevelop and enhance Downtown. As redevelopment occurs Downtown, specific attention will be paid to blending new development into the fabric of the downtown core, and surrounding industrial and residential neighborhoods, while also increasing connectivity to regional transportation networks and increasing density in designated locations.

Key redevelopment sites with the greatest opportunity for significant impacts toward the Downtown vision will be an implementation priority. Figure 3.1.1 highlights both priority Redevelopment Sites (Priority and Long-Term) and Preservation Sites (Significant New Investment; Architecturally Contributing; Significant Historic; and Potential Renovation Targets) in the Downtown.



Completed, Planned, and Future Streetscape and Public Improvements are highlighted on Figure 3.1.2. Further Downtown public improvements—designed to increase private investment and activity in the downtown—will continue the quality of streetscape and amenity investments in recent years. Gateway entries into Downtown Cudahy should be created along the East Layton Avenue and South Packard Avenue corridors. Continued enhancement of these areas will provide a sense of arrival into, and connectivity through, Downtown Cudahy.





Figure 3.1.1: Downtown Cudahy Preservation & Redevelopment Analysis

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Figure 3.1.2: Downtown Cudahy Streetscape & Public Improvements

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## Overview of Downtown Directions

Success of the Downtown focuses on enhancing the environment for living, working and playing in Cudahy—emphasizing new investment and attraction of residents and businesses to Downtown. While Downtown Cudahy cannot be everything to everyone, to be successful, it can offer a diverse blend of uses and amenities to serve the following target markets:

- **Young Families/First-time Homeowners:** Serve new young families with lifestyle amenities, uses, and events that cater to families.
- **Existing Cudahy Residents:** Serve the daily needs of existing residents, including long-time residents.
- **Empty-Nesters:** Serve the baby boomer generation, both new and existing residents, with adequate housing stock, entertainment, civic, retail and service uses.
- **Transit Riders:** Serve the future KRM commuter rail riders, including airport users and employees, individuals commuting to Cudahy area employment, and Cudahy residents commuting to other areas.
- **Local Employees:** Serve the employees of Cudahy area businesses to meet their needs before, after, and during their work shifts.
- **Walkable Neighborhoods:** Serve the daily needs of the Cudahy neighborhoods/residents surrounding Downtown, and the growing residential areas in walking distance to Downtown Cudahy, including new St. Francis lakefront residents and potential Cardinal Stritch campus students.

Desired future land use change  
Downtown is directed to attract downtown target markets, capitalize on key redevelopment sites depicted in Figure 3.1.1, and advance the community-wide and Downtown vision. Figure 3.1.3 describes Conceptual Land Uses and reviews the Key Themes and Directions for Downtown Cudahy. Execution of the five key directions listed on the right side of Figure 3.1.1 will increase economic opportunity in Cudahy and facilitate Downtown implementation.



Downtown Cudahy is diverse in its geography, strengths, uses, and future opportunities. As such, Downtown planning objectives, targeted future uses, and priority redevelopment and public improvement projects are organized by districts. Figure 3.1.4 illustrates the four Downtown districts: Historic Downtown, Transit Hub East, Transit Hub West, and Downtown South. Named to promote the predominant function of each area, the individual districts help further the development of a distinct character for different areas in Downtown Cudahy.

*The following sections describe desired directions for each of the four Downtown districts. The discussion under each district heading includes specific strategies for land use, business mix, redevelopment and preservation, design guidelines, circulation and connectivity, public improvements, and marketing/image-building opportunities.*

Figure 3.1.3: Downtown Cudahy Conceptual Land Use Plan

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Figure 3.1.4: Downtown Cudahy Districts

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## Historic Downtown District

Cudahy’s Historic Downtown District is the community’s “main street”—Cudahy’s historic commercial and civic hub, serving as the crossroads for employment, retail, service businesses, civic uses, and neighborhoods since the City’s inception. As Downtown redevelopment continues, the role of the Historic Downtown District will continue to be the family-friendly, civic-oriented, active center of Cudahy.

Redevelopment implementation in recent years has focused on the creation of the Lakeside Commons District for design guidelines and for Downtown branding, and on the Library Square redevelopment area, which includes the new Cudahy Family Library and surrounding townhome and condominium projects. In addition, the City and the Community Development Authority (CDA) have taken a leadership role in Downtown redevelopment with public acquisition of blighted properties to clear the way for additional private investment in key locations over time, and with facilitation of new development projects.

Currently there are a number of redevelopment opportunities in the Historic Downtown District due to vacant land and vacant buildings. Significant infill development and redevelopment of certain older buildings along South Packard Avenue without historic or architectural significance, as well as reinvestment in existing façades or architecturally and historically significant buildings, will continue the momentum of past revitalization efforts. Figure 3.1.2 highlights different areas and buildings where redevelopment versus preservation/restoration will be the priority.

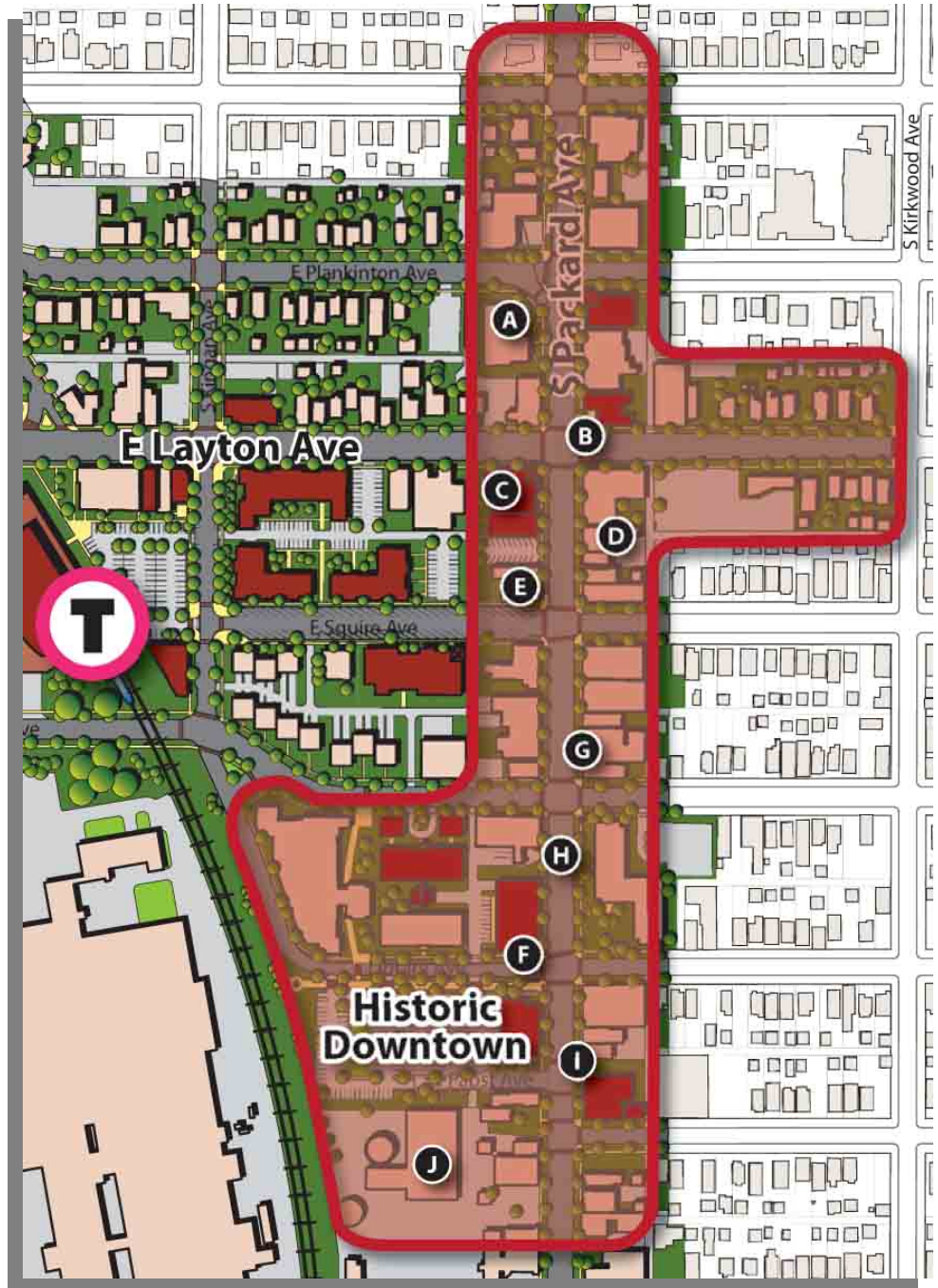
**Target Uses** for the Historic Downtown District include:

- Ground level family-oriented retail, restaurant, and active services, such as café, coffee, and ice cream shops; a children’s store; daycare; a marketplace and/or expanded farmers’ market, a brewpub with restaurant, and other gathering places.
- Civic Uses including a possible relocated City Hall, Police Station, youth/senior/community center, and post office. These ideas are discussed further in the Utilities and Community Facilities Chapter.
- Upper-level residential and office uses.
- Community and Downtown events.

The following **priority projects**—with places where they would occur illustrated on the accompanying graphic—will advance the vision for the Historic Downtown District:

- A. Create a redevelopment strategy for the former library building; encourage reuse of the site in line with preferred Historic Downtown District target uses.
- B. Link the four corners area at East Layton Avenue and South Packard Avenue to the Lakefront and Downtown business district use activities with signage and wayfinding elements along East Layton Avenue, coordinated with a comprehensive community wayfinding system described in the Cultural Resources Chapter.
- C. Actively recruit developers for high-quality reinvestment in vacant and publicly-owned properties at the southwest corner of East Layton Avenue and South Packard Avenue. Uses may include a mix of pedestrian-oriented entertainment, office, and residential, potentially allowing for a small public open space on the corner.

- D. Encourage high-quality private sector reinvestment in existing Downtown buildings through implementation of the Façade Improvement Program, which will offer grants and loans to property and business owners. Façade improvements that will be prioritized include those which restore building integrity, restore transparent storefronts, and control use of signage.
- E. Reinvigorate the Historic Downtown business district with increased downtown/community-oriented retail and services through business development and recruitment strategies, coordinated among the City, CDA, and Chamber of Commerce.
- F. Complete the Downtown Library Square mixed-use and residential redevelopment phases; develop a year-round marketplace and incorporate the existing Cudahy Farmers' Market into the project, offering an expanded schedule to promote more community involvement in the Market.
- G. Continue to enhance and maintain South Packard Avenue streetscape features to unify Downtown and promote a pedestrian-friendly environment, incorporating trees, annual plantings, flags, banners, and street furniture.
- H. Enhance ongoing business district improvements and marketing with a Downtown public art program along South Packard Avenue and one or more business/civic/events information kiosks near Downtown's Library Square.



- I. Promote multi-modal transportation options through improved bus shelters and bike lane development along and connecting to S. Packard Avenue.
- J. Increase civic uses in the Historic Downtown District; develop a long-term strategy for rehabilitation and reuse of the current Public Works building; consider civic reuse of the building and/or the site for a relocated Post Office, City Hall, and/or Community Center.

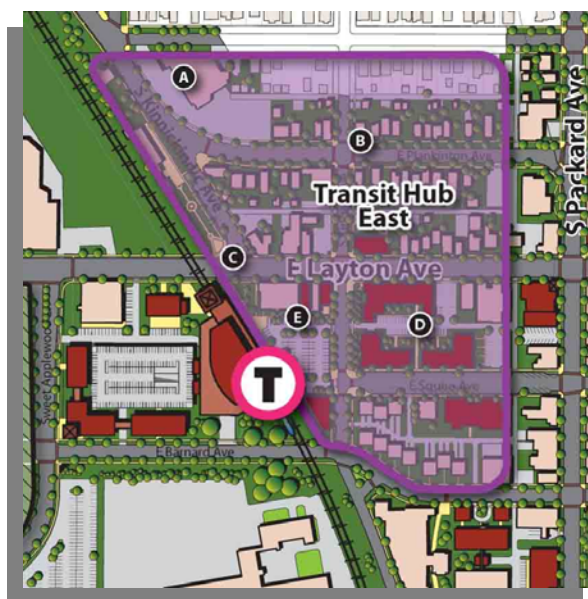
## Transit Hub East District

Transit Hub East is diverse in its current use and activity mix, including family-oriented restaurants, service-oriented businesses, and single- and multi-family residential. On the edge of the Historic Downtown District and the future KRM transit station, Transit Hub East has the potential to become a thriving entertainment and higher-density residential district accessible to Cudahy residents, residents from surrounding communities, and airport and transit travelers. The concepts of Transit-Oriented Development—described in the Land Use Chapter in Part Two—should be realized here over time.

**Target Uses** for the Transit Hub East District include:

- Ground level entertainment and transit-oriented uses such as, restaurants/pubs, coffee shops, cafés, theater (movie and/or performance space) or other destination entertainment center, and a recreational facility.
- Upper-level residential and office uses in mixed-use buildings.
- Community arts incubator.
- High-density, high-quality urban residential buildings.

The following priority projects—with places where they would occur illustrated on the accompanying graphic—will advance the vision for the Transit Hub East District:



- A. Target recruitment of a destination entertainment use at the former Kohl's Grocery Store; such as a theater or recreational facility.
- B. Complete planned streetscape and roadway improvements on Plankinton Avenue, Kinnickinnic Avenue, and Layton Avenue (see also Figure 3.1.2).
- C. Promote multi-modal transportation options and connections through (1) on-road bike lane development along Kinnickinnic Avenue and Barnard Avenue, connecting to Packard Avenue, and (2) pedestrian improvements to connect residents and future transit riders across Layton Avenue at Kinnickinnic Avenue.
- D. Actively recruit developers for reinvestment in the 3500 block of East Layton Avenue. This block presents opportunity for a large return on the community's significant investment in terms of tax increment generation and Downtown image-building. Primary uses may include high-quality, high-density residential with ground-floor entertainment and retail uses.
- E. Continue infill of the Kingan Triangle area with entertainment, restaurants, and transit-oriented uses (shops and services geared to transit riders).

**Transit Hub West District**

The Transit Hub West District commands a significant presence within Cudahy as the gateway to Downtown from the Lake Parkway and General Mitchell International Airport, and as the future gateway for KRM transit riders. Rife with opportunity, the Transit Hub West District is being contemplated for short-term redevelopment, after years of City-led acquisitions, environmental cleanup, and infrastructure investment. As a priority redevelopment area in Cudahy, the focus for Transit Hub West includes setting the stage for KRM-inspired transit-oriented development, which includes increased density through infill development with a diverse mix of active uses.

**Target Uses** for the Transit Hub West District include:

- Multi-modal Transit Center
- Office and health care uses
- Hotel and other hospitality uses
- Private entertainment, sports and/or recreation uses
- Retail
- Multi-family residential – Mid-to-high density, including senior housing

The following priority projects—with places where they would occur illustrated on the accompanying graphic—will advance the vision for the Transit Hub West District:

- A. Develop a gateway and wayfinding signage system along East Layton Avenue to connect Lake Parkway and the Airport Area to Downtown Cudahy, in conjunction with a comprehensive community wayfinding signage program (see Cultural Resources Chapter).
- B. Plan for long-term redevelopment of the northeast corner of the East Layton Avenue



and South Nicholson Avenue intersection for multi-family residential and mixed-use development; targeted to the transit-oriented and senior residential markets. Ground-floor retail and commercial service uses could be focused closest to the intersection.

- C. Update the previously-prepared detailed future land use study as part of continued redevelopment efforts for the Meyer Property. Future land uses will focus on "Planned Mixed-Use"/Transit-Oriented development form, described in the Land Use Chapter and designed to create a highly walkable, vibrant urban setting, complementary to this District's setting at the KRM transit station site. Potential uses should be of high-quality design, oriented to promote pedestrian connectivity, and may include a diverse range of uses carefully arranged in a mixed-use, higher density format, including service, retail, office, hospitality, sports, entertainment, and residential development. See the Land Use Chapter in Part Two of this *Plan* for additional guidance.
- D. Actively promote and prepare for KRM transit station development, coordinating at the local and regional level. The station development site should include a 2 to 4 deck parking structure to accommodate rail, bus, airport shuttle, and automobile use.
- E. Promote transit-oriented residential and commercial infill development immediately surrounding the transit station, with uses and locations specifically targeted for KRM rail commuter convenience.
- F. Encourage building rehabilitation of the historic D.A. Lubbert building as surrounding properties redevelop over time.
- G. Orient new buildings along Barnard Avenue and provide pedestrian connectivity and transparent first floor building design.

## Downtown South District

The Downtown South District maintains an eclectic mixed-use character with a blend of industrial, residential, and commercial uses. These currently include a number of small auto sales businesses and local taverns. Downtown South serves as a Downtown connector district – linking the Historic Downtown District and the South Packard Corridor, described in a subsequent chapter. Over time, as uses shift in the Downtown South District, the goal is to convert some heavier industrial uses in the district to lighter industrial uses and downtown-oriented retail and service, institutional, office, and residential uses. Still, it is important for this district to continue to provide Downtown employment opportunities.

**Target Uses** for the Downtown South District include:

- Urban employment such as “next generation” manufacturing, office, or small business start-ups/incubation.
- Ground level commercial uses, such as restaurants and daily-convenience retail and services
- Upper level office and residential where appropriate.

The following **priority projects**—with places where they would occur illustrated on the accompanying graphic—will advance the vision for the Downtown South District:



- A. Extend Packard Avenue streetscaping and public improvements to the Downtown South District (from Carpenter Avenue to Edgerton Avenue) over time to enhance connectivity and Downtown character.
- B. Plan for longer-term redevelopment of Packard Avenue sites between Somers Avenue and Pulaski Avenue.
- C. Assess potential to redevelop or renovate the Cudahy Tanning site and adjacent available buildings for a future small business innovation center or business incubator.
- D. Connect Edgerton Avenue from Whitnall Avenue to Packard Avenue through long-term roadway extension project (see also Transportation Chapter in Part Two).



Figure 3.1.5: Downtown Plan

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## Implementation Priorities

Over the past several years, City staff and officials, the Downtown Implementation Team, the CDA, the Chamber of Commerce, and other partners have generated Downtown redevelopment momentum through implementation of the 1999 Downtown Plan. The continued strategy for Downtown Plan implementation is the incremental pursuit of achievable projects within the framework of this *Comprehensive Plan*. To build upon previous success, the following implementation recommendations represent the highest priority overall strategies to capitalize on Downtown Cudahy's unique place-based assets over the next few years. The priorities emphasize activities which will build upon each other and create new opportunities as projects are completed.

1. **Activate Planning & Development Implementation Committee and Project Management Team to lead Downtown Redevelopment:** Downtown redevelopment is generally difficult and complicated, and involves many moving parts. A cohesive and comprehensive implementation structure is needed to ensure a streamlined system for coordination of redevelopment activities—and to get projects done. At the time of this *Plan's* writing, the City was working on developing an updated structure and process to coordinate and implement Downtown redevelopment. Downtown implementation will be led by the newly appointed Planning & Development Implementation Committee (PDIC) comprised of officials from the Common Council, Plan Commission, CDA, and the Mayor. The PDIC will oversee a staff led Project Management Team (PMT). The PMT will develop and update an annual implementation work plan; coordinate all implementation activities; identify, prioritize, and analyze potential projects; assist with developer and business recruitment; and seek non-City sources of funding.
2. **Focus on Completion of Public Improvements/Streetscape Program and Maintenance:** The City has invested in a large amount of public improvements including streetscape enhancements, public parking lot development, signage, banners, lights, and street furniture. Further implementation of the Downtown vision will focus on the allocation resources to complete planned Downtown public improvements and to develop a maintenance program to ensure the improvements are maintained.
3. **Play an Active Role in KRM Transit Station Development:** The current economy, need for alternative transportation options, desire for “greener” transportation options, and expected increase in public works/job creation projects create the opportunity to advance KRM transit service and related Cudahy station development. To facilitate station development, the City intends to further develop the vision and concept architectural, site, and activity plan for the proposed station; connect with local and regional transportation groups and political leaders; outreach to the public and local business community; and develop a financial plan under which public and private financing for station development can be secured. Additional related activities should include the advancement of an airport shuttle program, participation in the Airport Area Economic Development Task Force, and promotion of transit-oriented development surrounding the future KRM transit station.
4. **Create a Strong Branding and Marketing Strategy for Community-wide and Downtown Cudahy Image-Building:** To create a thriving downtown that will engage residents, businesses, and visitors, Cudahy intends to develop a coordinated City-wide public relations and marketing plan to recreate the community. The coordinated theme and identity will tie into the community's vision and be built upon Cudahy's unique assets, history,

culture, and recreational resources. Additional discussion of this community priority can be found in the Economic Development Chapter of this *Comprehensive Plan*.

5. **Complete Redevelopment Work Already Underway—Focus on Priority**

**Redevelopment Sites:** Downtown implementation will focus on attracting new investment, developers, tenants, and facilities to redevelopment sites identified as short-term priorities through this Chapter. Sites that have already been assembled and have seen significant investment can be the top priority. These priority sites can be a catalyst for additional investment and have a high likelihood of substantial positive impact on Downtown. In review, high- priority redevelopment sites include the Meyer Property, the 3500 Block of East Layton Avenue, the Library Square redevelopment area, and the Kingan Triangle.

## **Chapter 3.2: Layton/Pennsylvania Gateway District**

### **Introduction**

The Layton/Pennsylvania Gateway District presents one of Cudahy's greatest opportunities to update the City's image and promote economic development by attracting high-quality retail, office, and hotel development while also visibly enhancing the City's primary gateway. This chapter discusses the role and vision for the District, and suggests potential strategies and implementation tools. Figure 3.2.1, the *Layton/Pennsylvania Gateway District Concept Plan*, summarizes the key recommendations for the District in terms of land use, public improvements, and site prioritization. The *Concept Plan* is intended to recommend an appropriate future course for the area; however, the City desires to retain flexibility to differ from the concepts portrayed as potential projects arise over the planning period.

### **Foundations**

Locally, the Layton/Pennsylvania Gateway District functions as the northwest gateway to the City. This District also serves a regional role as a primary connection between the Lake Parkway and Downtown Milwaukee, General Mitchell International Airport, and the South Shore communities. To take advantage of the prominence of the Layton/Pennsylvania Gateway



District in the community and region, the City of Cudahy can better leverage the visibility and accessibility of this corner of the community to attract economic development.

Located at the intersection of major transportation amenities—Layton Avenue, Pennsylvania Avenue, the Lake Parkway, and General Mitchell International Airport—the Layton/Pennsylvania Gateway District is attractive to retail and office developers seeking high traffic counts, access, and visibility.

Daily traffic through the area includes South Shore residents, commuters connecting to the Lake Parkway and Downtown Milwaukee, airport travelers, and travelers to destinations to the west. The District's proximity to the Airport also increases the imperative for aesthetic improvements and economic development in the area, as the impression Cudahy projects along Layton Avenue sends a signal to potential employers and developers as to the economic health of the City as a whole.

### **Vision**

The vision for Layton/Pennsylvania Gateway District furthers Cudahy's community-wide vision of energized commercial avenues, quality mixed-use development, and attractive community entryways. In addition, as an area bounded by the City of St. Francis and General Mitchell International Airport/Milwaukee County, and included in the area of interest of the Airport Area Economic Development Task Force, this District offers potential for intergovernmental collaboration,

increased employment base, and development of an updated image, all necessary elements to achieving the community-wide vision.

The vision for this District can be achieved in large part by pursuing the priorities depicted on Figure 3.2.1, *Layton/Pennsylvania Gateway Concept Plan*. These include the following recommended steps for Cudahy, which are addressed in detail in the following sections:

- **Position as City’s modern shopping and job center**
- **Enhance City’s northwest gateway**
- **Redevelop underutilized properties**
- **Provide transitions between shopping and neighborhoods**
- **Link future economic opportunities to airport initiatives and constraints**

The following sections describe desired directions for different geographic parts of the broader Layton/Pennsylvania Gateway District, which will contribute to this broader vision for the district.

### **East Layton Avenue Corridor**

The East Layton Ave Corridor is envisioned for future mixed-use redevelopment and streetscape enhancements. Within this part of the broader district, the City will **encourage parcel assembly and redevelopment** along Layton Avenue. Mixed-use redevelopment along Layton Avenue is presently challenged by the small, narrow parcels along the roadway, currently accommodating single-family residential and commercial uses. The City will consider becoming involved in site redevelopment as properties become available or opportunities present themselves. Existing land uses, site/building conditions, and parcel sizes along Layton Avenue in general, suggest that redevelopment may begin on its north side (in St. Francis), which would increase redevelopment interest on the south side (in Cudahy). This may help breach the challenges associated with the small parcel sizes on the Cudahy side of this street.

The City of St. Francis Comprehensive Plan indicates similar interest in redeveloping East Layton Ave over time. Cudahy would like to **collaborate with St. Francis on preparation and implementation of a corridor master plan** to promote a cohesive mixed-use district encompassing both sides of East Layton Avenue. The plan and its implementation may include updated and unified private signage and building/site design standards for the East Layton Avenue Corridor. An agreement for shared landscaping along the terraces and boulevard sections of Layton Avenue may also be pursued.

### **Gateway Design and Function Improvements**

Approaching Cudahy via the Lake Parkway and E. Layton Avenue, visitors now enter a generally-dated corridor characterized of auto-oriented commercial development. To transform this area into a more vibrant retail, service, and employment area serving Cudahy residents and the greater South Shore area, Cudahy may work to complete the following:

- **Create an Updated, Prominent Gateway Feature:** The City can add distinctive community entrance features (e.g. updated public signage, landscaping, and public art) to signify entry into Cudahy and promote a high-quality image. The City can pursue an easement with one or more

properties near the Layton/Pennsylvania intersection to accommodate the gateway features, in the event that adequate public land is not available.

- **Improve Wayfinding Signage:** This District is perhaps the most important location in the City for attractive, informative community wayfinding signage. As part of a community-wide initiative, highly-visible, well-located signage in this district would direct visitors toward Downtown Cudahy’s business district, the Cudahy Family Library, Lake Michigan and the lakefront parks and golf course, and other community amenities. While the intent will be to help visitors find their destination, attractive, highly-visible signage also helps Cudahy advertise its amenities to its own residents.
- **Improve Traffic Flow and Access:** The City will work with Milwaukee County and the City of St. Francis to effectively mitigate the impact of development on traffic flow, and to better coordinate signalization and flow at key intersections, particularly those along East Layton Avenue. As part of the review of private development projects, the City also intends to require plans to logical driveway locations (e.g., ones that serve multiple properties and that coincide with existing and future driveways across the street). The City will also work to have included safe, clearly-delineated and well-lit pedestrian and bike connections into to new commercial developments. Such considerations acknowledge this district is served by Milwaukee County Transit and is adjacent to residential areas.



### Urban Office Park

The City will explore creating an urban office park in the Layton/Pennsylvania Gateway District area, in a location extending south and east from Layton/Pennsylvania Avenue intersection. This is consistent with current zoning, and is intended to establish a high-quality white collar job district in the City. To implement urban office park development, the community needs to first understand the interests of existing property owners in this area. Existing land uses in the area envisioned for urban office park development on the *Concept Plan* map include commercial and industrial uses and vacant land on relatively large parcels. In collaboration with property owners, some of these businesses may be better relocated to different sites in the community (e.g., further south along Pennsylvania Avenue). Also, as sites become available for redevelopment, the City may work to improve access and create a larger number of commercially viable sites by expanding the existing local road network, as envisioned on the *Concept Plan* map.

## Southern Enterprise District

This portion of the Layton/Pennsylvania Gateway District, south of Edgerton Avenue and the terminus of the Lake Parkway, is **envisioned for mainly manufacturing uses** over the planning period. This is largely consistent with the current development pattern, including the Mitchell International Business Park, and the desire to focus commercial uses further north and south along Pennsylvania Avenue. Notable exceptions may include the following:

- **On-site Sales Opportunities:** Along Pennsylvania Avenue, the City will entertain requests for manufacturers to engage in on-site sales or display spaces for the products they produce. The high traffic volumes on Pennsylvania Avenue may support this, and it may enhance the viability of particularly small businesses in this area.
- **Hotel/Office Site:** The site immediately southwest of the Lake Parkway terminus has the visibility and drive-by traffic volumes to be redeveloped for an office or hotel use. The City would like to work with WisDOT to improve access to this key property, perhaps in the manner represented on the *Concept Plan* map. The City will actively encourage parcel assembly along the west side of Pennsylvania Ave, just south of the Edgerton Ave/Lake Parkway intersection. This will enable creation of an internal local road network and may facilitate redevelopment of this area.
- **Roadside Stand Associated with Possible Community Farm:** The concept of a community garden or farm on the airport-owned property along Pennsylvania Avenue was presented in the Natural Resources and Sustainability Chapter of Part Two of this *Plan*. A seasonal roadside stand for gardeners to sell their creations along Pennsylvania Avenue may enhance this activity and residents' connections to local food.
- **Neighborhood Business Area:** Over the planning period, the residential area east of the intersection of South Pennsylvania Avenue and East Grange Avenue is anticipated to remain a viable neighborhood. The City intends to encourage neighborhood-scale and neighborhood-serving commercial uses along South Pennsylvania Avenue near this intersection, with safe pedestrian connections.

## Implementation Strategy

To facilitate implementation of the Layton/Pennsylvania Gateway District Concept Plan, Cudahy can employ the following redevelopment tools and strategies:

1. **Promote Remediation and Reuse of Brownfield Sites:** Some sites within the Layton/Pennsylvania Gateway District are likely contaminated. Environmental assessment and remediation may be necessary precursors to reuse. To encourage redevelopment, the City intends to play a role in brownfields assessment and consider applying for state or federal brownfields assessment and remediation funding. The City may also consider working with developers to create an Environmental TIF District (E-TIF) in this area. In addition to improving environmental conditions, assessment and remediation of brownfields will help demonstrate to potential businesses and developers that Cudahy is indeed “open for business” and committed to progressive redevelopment, particularly in community gateway areas.
2. **Actively and Strategically Utilize TIF:** The Layton/Pennsylvania Gateway District lies almost wholly within the City's existing tax increment finance district, TID #1. Areas of the

Gateway District which lie outside of TID #1 are within ½ mile of the boundary, rendering them eligible for use of TIF funds under State Statutes, if appropriate TID project plan adjustments are made.

3. **Create a Layton/Pennsylvania Gateway District Statutory Redevelopment Plan:** The Layton/Pennsylvania Gateway District borders the City's existing Downtown Redevelopment District's western edge. The creation of a new Redevelopment District based on a Statutory Redevelopment Plan provides a vehicle for the City and CDA to participate more directly in redevelopment activities. The plan, which establishes the boundaries of the Redevelopment District, is implemented by the CDA.
4. **Zoning Strategy:** As a major gateway to Cudahy, with strategic redevelopment in the next 10 to 20 years, the City plans that much of the Layton/Pennsylvania Gateway District would shift to moderate- to large-scale retail, service, and office buildings with generously landscaped, well-lit sites. Changes in the land use may precipitate the need for corresponding changes to the zoning code. In consideration of this long-term redevelopment strategy, the City intends to update its zoning code and map as necessary. This would include collaboration with St. Francis on possible adjustments to its zoning code as well.



Figure 3.2.1: Layton/Pennsylvania Gateway District Concept Plan

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## **Chapter 3.3: South Packard Corridor**

### **Introduction**

The South Packard Corridor, south of downtown, has traditionally served as the City’s larger scale commercial area between the historic industrial core and the historic residential neighborhoods home to many of the employees of companies like Patrick Cudahy, Ladish Company, and Vilter Manufacturing. This chapter discusses the role and vision for the Corridor, and suggests potential strategies and implementation tools. The *South Packard Corridor Concept Plan* map, Figure 3.3.1, summarizes the key recommendations for the Corridor in terms of land use, redevelopment sites, and public improvements. The *Conceptual Packard Avenue Redesign*, Figure 3.3.2, suggests a preliminary redesign concept for the roadway. The *Concept Plan* and *Redesign* graphics are intended to illustrate an appropriate future course for the area; however, the City retains flexibility to differ from the concepts portrayed as potential projects arise over the planning period.

### **Foundations**

South Packard Avenue functioned as a state highway between 1941 and 1999, when the roadway was transferred to local control following completion of the Lake Parkway. In recent years, traffic patterns have declined on Packard Avenue as they increased on Pennsylvania Avenue and other thoroughfares connecting to the Lake Parkway and Interstate 94.



As the market for the larger-format, auto-oriented commercial uses that had developed in this Corridor shifted to more heavily-travelled areas of the City, the vitality of many businesses along this Corridor has decreased, and the opportunity to transition the Corridor through reinvestment and redevelopment to better serve its new role has evolved.

The City has the opportunity to concentrate mid-scale businesses closer to near highly-trafficked



intersections in the Corridor, and promote mixed-use infill and redevelopment in-between, in a way that incorporates existing businesses and accommodates new uses to connect with Downtown and serve the surrounding neighborhoods. Through potential long-term redevelopment of large sites in the South Packard Corridor, over time, the area could be reinvented as a mixed retail and residential district.

## Vision

The South Packard Corridor Plan furthers Cudahy’s community-wide vision of energized commercial avenues, quality mixed-use development, manufacturing strength and heritage, and redevelopment, with an eye to communicating a new message to market Cudahy’s desired image in the region and with residents.

In addition, as an area bound by the City of South Milwaukee, this area offers potential for intergovernmental collaboration and development of a coordinated South Shore imaging strategy, necessary elements to achieving the community-wide vision.

The vision for this Corridor can be achieved in large part by pursuing the priorities depicted on Figure 3.3.1, the *South Packard Corridor Concept Plan*. These include the following directions, which are addressed in detail in the following sections:



- **Reinvent area as mixed retail and housing district**
- **Pursue catalytic redevelopment of key sites**
- **Enhance the function and appearance of Packard Avenue**
- **Better connect corridor to neighborhoods through streets, sidewalks, and trails**

The following sections describe desired directions for different components of the South Packard Corridor.

### South Packard Corridor Mixed-Use Redevelopment

The South Packard Corridor is envisioned for mixed retail and residential redevelopment. Within the South Packard Corridor, the City will **encourage parcel assembly and redevelopment**. Currently, redevelopment along parts of the South Packard Corridor is hindered by the many narrow and shallow residential lots abutting the roadway. Depending on the situation, the City could work and assemble key properties as they become available, consider approaching existing property owners about redevelopment alternatives for their properties, and assist in developer recruitment with existing property owners. Preferred future uses in the assembled redevelopment areas include master-planned mixed retail, residential and small service and office developments.

The City intends that historically significant buildings be retained for rehabilitation and reuse. Through this stock approach, the City would maintain some of the traditional Cudahy-style buildings and visually connect the Corridor to the Downtown Cudahy business district.

### Corridor Design and Function Improvements

To complement and advance redevelopment, the City wishes to enhance the appearance of the South Packard Corridor, building an image of a vibrant mixed-use corridor.

- **Adopt Design Guidelines Specific to the South Packard Corridor:** The City may adopt Design Guidelines specific to the South Packard Corridor to



better ensure new development is in line with *Concept Plan* recommendations, visually present the image Cudahy is trying to achieve, and promote consistent themes throughout the corridor. At the time of writing, the City was in the process of updating its Downtown Façade Improvement Program, which includes enhancement grants and loans for property- and business-owners Downtown. The City may consider creating a separate Façade Improvement Program for the South Packard Corridor or extending the Downtown program, to promote implementation of the *Concept Plan* and improve the aesthetics along the Corridor. Program funds would be most useful to the scattered historical buildings and existing neighborhood businesses located throughout the Corridor.

- **Improve Traffic Flow, Pedestrian, and Bicycle Access:** The City intends to pursue a plan for comprehensive redesign of Packard Avenue that reflects its current and anticipated future function. The redesign would enhance its safety and its visual appeal as a means to enhance community identity and economic activity there. This may include clear demarcation of the roadway as a two-lane avenue, improved intersections, clearly defined on-street parking, improved bike/pedestrian access, signage, and landscaping. A coordinated effort would build off the significant streetscape improvements completed and underway Downtown. In addition to enhancing the safety of the roadway, such improvement would help unite the disparate business districts on either end of the corridor. Improved connections in the local road network and enhanced pedestrian, bicycle, and transit infrastructure would also allow local residents, visitors, and employees in the corridor to utilize the Corridor and connect better with Downtown and surrounding neighborhoods. A *Conceptual Packard Avenue Redesign* is presented in Figure 3.3.2, and the Transportation chapter provides additional detail.

### **Ladish Company Open Space**

The City intends to **consider the future use of the large Ladish Company open space** west of Packard Avenue, and will continue to communicate with Ladish Company regarding their intentions for this “Ladish Woods.” Without knowledge of conditions at the site, specific reuse alternatives cannot be proposed. Future discussions should include the potential need for environmental assessment and remediation in the area. The Future Land Use chapter provides additional information.

## Implementation Strategy

To facilitate implementation of the South Packard Corridor Concept Plan, Cudahy can employ the following redevelopment tools and strategies:

1. **Actively and Strategically Utilize TIF:** To facilitate comprehensive redevelopment of the *Concept Plan*, tax incremental financing (TIF) could be used to provide the necessary infrastructure improvements and facilitate site assemblage. Most of the South Packard Corridor lies outside of the City's existing TID #1 boundary (the exception being the area west of the rail line, primarily Ladish Woods). However, most of the corridor lies within a ½ mile of the TID #1 project boundary, and certain improvement projects are therefore potentially eligible for inclusion in the TID #1 project plan via a project plan amendment. Another option could be to develop another TIF district for the South Packard Corridor.
2. **Zoning Strategy:** The South Packard Corridor is no longer as attractive of a retail district as it once was particularly for large-format, stand-alone retail developers. Implementation of the *Concept Plan* may precipitate the need for corresponding changes to the zoning code and zoning map. In consideration of this long-term redevelopment strategy, the City intends to review the implications to its current zoning code and update the code and map as necessary.

Figure 3.3.1: South Packard Corridor Concept Plan

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Figure 3.3.2: Conceptual Packard Avenue Redesign

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## **Chapter 3.4: Lakefront**

### **Introduction**

One of Cudahy’s most significant place-based assets is Lake Michigan. With Lake Michigan as its eastern boundary, Cudahy’s lakefront location offers tremendous opportunity for attracting new residents, businesses and visitors. Cudahy’s lakefront affords residents and visitors significant recreation opportunities and access to Lake Michigan.

Cudahy’s undeveloped lakefront is, remarkably, relatively untouched and maintained as public parkland; however, it is also overgrown with foliage in many locations and under-utilized. This chapter discusses the future vision for the Lakefront, and suggests potential public improvements. The *Lakefront Concept Plan* (Figure 3.4.1) summarizes the key recommendations for the lakefront in terms of public enhancements and increased visibility and use. The *Concept Plan* is intended to recommend a future vision for the Lakefront area; however, the City recognizes and respects that close collaboration, cooperation, and compromise with Milwaukee County will be necessary to transform the ideas in this chapter to reality.



### **Foundations**

The Lakefront District lies to the east of Lake Drive and consists of Milwaukee County parkland, several institutional uses, a single-family residential neighborhood, and one multi-family residential development along Cudahy’s southern border. County control of the majority of the lakefront area allows a robust discussion as to long-term vision and lakefront uses, but does affect the manner in which plans could be implemented – changes to the Lakefront District require successful collaboration with Milwaukee County and other entities.

Some existing lakefront amenities contribute to the quality of life Cudahy residents enjoy. Expansive green space, lake views, recreational trails, ball fields, a golf course, public swimming pool, a playground, fishing, and more are all within walking distance or a short drive of their homes. Lake access also provides Cudahy direct and unlimited access to freshwater.



While its status as a lakefront community should place Cudahy in an enviable position amongst area communities, Cudahy residents and business owners have consistently expressed that their connection to Lake Michigan could be improved and better promoted.

### Vision

The *Lakefront Concept Plan* map furthers Cudahy's community-wide vision to improve Lake Michigan access, visibility, and activity. Enhancing Cudahy as a vibrant, accessible lakefront community can be facilitated through collaboration with Milwaukee County Parks, the Cudahy School District, and citizen groups to increase access, programming, and activity along the lakefront.



The vision for the Lakefront can be achieved in large part by pursuing the following priorities, which are addressed in detail in the following sections:

- **Increase lake visibility and access**
- **Improve connections between waterfront and community**
- **Increase activity levels**
- **Investigate new recreational and educational opportunities**
- **Build partnerships among city, county, school district, businesses, and volunteers**

The following sections describe desired directions for the Lakefront, which also will contribute to the broader community vision for this area.



### Lakefront Vision Advancement

To better capitalize on Cudahy's lakefront asset and draw residents and visitors to the area, Cudahy intends to complete the following:

- **Share a Clear Vision for the Lakefront:** The City intends to further develop, promote, and advocate a clear, engaging agenda to pursue the community's vision for the lakefront. This *Plan's* lakefront recommendations and priorities, vetted by the public and adopted by the community, provide a useful starting point for discussions. The City intends to work with Milwaukee County, the Cudahy School District, and state and federal representatives to pursue shared goals.
- **Market the Lakefront:** As part of an improved marketing strategy for the City as a whole, the City intends to emphasize the existing lakefront amenities. For residents and businesses, promoting the City's quality of life, of which the lakefront is a strong component, attracts new

residents, maintains housing demand, and increases property values. Further discussion can be found in the Economic Development Chapter of this *Plan*.

### **Lakefront Activity Increases**

To open up the lakefront and provide additional community and recreation opportunities, Cudahy may work to pursue the following opportunities. Additional discussion of many of these opportunities can be found in the Natural Resources and Sustainability, Utilities and Community Facilities, and Historic and Cultural Resources chapters of this *Plan*.

- Increasing community programming (e.g., concerts, performances) in the parks.
- Creating public-private ventures (e.g., coffee shop) in the parks.
- Creating a nature center and/or additional nature-based recreational facilities.
- Thinning invasive vegetation and improving site lines.
- Improving park safety and security.
- Increasing beach and water access.
- Stabilizing the bluffs.
- Protecting State Natural Areas and rare species.
- Exploring potential for marina development.

When pursuing projects, the City will encourage citizen involvement, reach out to the community’s “Friends of the Parks” groups and other relevant citizen groups, and explore creative funding opportunities.

### **Lakefront Public Improvements**

To open up the lakefront and provide additional recreation opportunities, Cudahy supports the following improvements, in most cases working in close collaboration with the County.

- **Improve Connectivity and Wayfinding:** In collaboration with Milwaukee County, the City will take steps to improve the connection between the Lakefront, Cudahy’s residential neighborhoods, and Downtown. The City can implement wayfinding



along the municipal property it controls within the parks, rights-of-way, and easements to route park users from the parks' recreational trails to Downtown, four blocks west. Wayfinding should continue the themes and designs used in other areas of the City.

- **Build more Bike and Pedestrian Connectors:** To ensure all residents enjoy safe access to the lakefront parks, the City can designate bike and pedestrian routes along several east-west residential streets. Some routes should continue all the way west to Pennsylvania Avenue, with improved intersections at Packard Avenue. For these routes, the City may consider implementing a bike lane, signage, and improved crosswalks and intersections.
- **Enhance Current Senior Center Building:** Over the planning period, the aging Senior Center building will likely necessitate investment and modernization. The City intends to work with Milwaukee County to ensure the Senior Center remains in the community. If relocation of Senior Center functions to another spot in Cudahy is considered, the City will work with the County on exploring the best site development and consider complementary alternative uses for the current site and building; for example, the area may also be ideal for a Nature Center or a public-private partnership such as a restaurant.



Figure 3.4.1: Lakefront Concept Plan

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## **Chapter 3.5: East Neighborhoods**

### **Introduction**

Cudahy's East Neighborhoods area includes much of the City's oldest housing stock, including residential blocks consisting of small lots and some corner businesses. This chapter discusses the role and vision for the East Neighborhood area, and identifies opportunities and strategies to further the vision and maintain the integrity of the neighborhoods.

### **Foundations**

The East Neighborhoods are bounded by Lake Drive, Packard Avenue, and the City's borders with St. Francis and South Milwaukee. Homes within the East Neighborhoods encompass a wide range of original craftsmanship as well as current upkeep. Many homes and entire blocks demonstrate pride of homeownership, while other blocks show scattered, poorly-maintained owner- and renter-occupied properties intertwined with well-kempt homes. On the whole, the area has significant potential for infrastructure improvements and housing reinvestment, efforts which would better position the area to serve existing residents as well as the next generation. The area can also build on its strength of offering homes, workplaces, shopping, services, recreation, and education within close proximity of both the downtown and lakeshore in a walkable environment.

### **Vision**

The vision for the East Neighborhoods focuses on promoting neighborhood reinvestment and homeownership, which can be pursued through efforts that:

- **Upgrade and maintain infrastructure,**
- **Diligently enforce building code,**
- **Address neglected properties, and**
- **Offer greater access to homeownership assistance.**

The following sections describe recommendations which can help to achieve this vision. Also, the Neighborhood Investment Strategy, described in detail in the Housing and Neighborhood Development chapter, will be particularly useful to the East Neighborhoods.



## Facilitate Investments in Housing

To capitalize on the East Neighborhoods' significant potential for infrastructure improvements and housing reinvestment, efforts to better position the area include:

- **Create a Home Rehabilitation Program:** The City will consider the feasibility of a home rehabilitation program that would provide homeowners with low-interest loans for home improvement, such as exterior repairs of structural improvements. Such a program would be particularly valuable while the national economy and credit markets are contracted, by helping facilitate needed home improvements that otherwise may need to be deferred. Maintenance and improvements to the City's housing stock benefit the entire neighborhood and community, preserving the value of neighboring properties. The City will also consider partnering with the School District to offer a course in home construction and maintenance. The program would provide students exposure to a future career and an opportunity to learn about homeownership, while providing needy homeowners, including the elderly and disabled, assistance in maintaining the properties and correcting code violations.
- **Address Sub-Standard Properties:** Cudahy's East Neighborhoods include many properties with multi-family units on small residential lots. Many structures have been substantially altered from their original single-family design over the years. Challenges that exist in the East Neighborhoods include: relatively small unit size, low-rent marketability, and high traffic generation, all of which have the potential to detract from the character of the surrounding residential neighborhood. As troubled or vacant properties persist, the City, working with the CDA, intends to continue its strategic purchase or acquisition of residential properties for rehabilitation or redevelopment, and promote private interests to do the same.
- **Consider Developing Landlord Licensing Program:** The City may consider implementing a landlord licensing program that would require property owners to pay a small fee for a license to rent their properties. Similar to business licensing or other forms of registration, landlord licensing serves as a tool for keeping landlords involved with their properties and operating lawfully. Licensing would also help the City maintain an accurate database of landlords within Cudahy, to enable the City to quickly identify and contact property-owners as problems arise. With rental properties, to facilitate code compliance, the City could also consider requiring interior City inspection each time a rental housing unit turns over to a new tenant. This approach would also increase landlord incentive to select and retain long-term tenants.

## Encourage Owner-Occupancy

Homeownership rates are below the City's minimum target rate established in this *Plan* (50 percent) in the Kosciuszko neighborhood, one of the City's East Neighborhoods. The City will work to raise this rate through better access to existing and potential new programs (see housing and Neighborhood Development chapter.)

The City may also consider offering potential homeowners additional education and financial assistance. The City could hold



homebuyer workshops several times per year. These could take the form of informal evening sessions that provide basic information on homeownership, and particular information on Cudahy. The sessions would be open to all interested persons and could be advertised throughout the metro area, helping to attract potential buyers to Cudahy. The City could also consider offering these informational classes in partnership with South Milwaukee and St. Francis, as a way to jointly promote homeownership and the South Shore as a great place to live.

The City could additionally **consider creating a first-time homebuyer incentive program**. The incentive could include down payment assistance, assistance for immediate repairs, or, working with a local financial institution, assistance on negotiating favorable mortgage terms. Incentives could require homebuyers to remain in their properties for a minimum duration of time, such as five years, or risk losing their incentive.

In addition, the City could consider working with existing employers to **create an employer-assisted housing (EAH) program**. Many communities have established programs one-on-one with major employers, where companies offer homeowner education, down-payment assistance, forgivable loans, assistance in securing mortgages, and more, in return for the benefits of having a nearby workforce and a thriving community. Cudahy could consider approaching its major employers about collaboration on an EAH program, and could explore creating a coordinated City-wide program that allows a greater number of employers, including small businesses, to participate.

### **Implementation Strategy**

To facilitate implementation of the East Neighborhoods recommendations, Cudahy can employ the following redevelopment tools and strategies.

1. **Upgrade City Infrastructure:** The City intends to continue its ongoing maintenance, including sidewalk replacement, street resurfacing, street tree maintenance, sewer, water, and stormwater infrastructure upgrades, and similar programs. The City will consider additional infrastructure as feasible, such as neighborhood connectivity improvements for pedestrians and bicyclists.
2. **Zoning Strategy:** The City's primary focus for the East Neighborhoods will be maintaining the existing predominantly single-family residential character. There is potential for the City to consider rezoning several blocks in the East Neighborhoods to prevent additional instances where single-family homes are converted to two-family or multi-family housing in inappropriate locations. Cudahy's East Neighborhoods also include a number of structures designed for neighborhood business. See the Land Use chapter for additional discussion regarding appropriate zoning for the East Neighborhoods.
3. **Support Code Enhancement and Enforcement:** The City may consider updates to its Building Code and Housing/Property Maintenance Code that would allow it to better regulate the City's housing stock, and seek ways to better enforce the codes. Comprehensive building and maintenance codes, diligently enforced, could be effective tools for requiring improvements to neglected properties, which in turn helps restore values at neighboring properties and improves the standard of maintenance and overall integrity of neighborhoods. The City could promote active monitoring of properties, including routine interior inspection and active exterior monitoring. In contrast, complaint-driven

enforcement (the current norm) often results in violations not being addressed until they are relatively severe.

As one tool to this end, the City intends to continue the *Care for Cudahy* program, generally targeting the Kosciuszko attendance area, and expanding the program as funds allow. The City may also consider further educating all municipal departments on the building code. The Police Department, Department of Public Works, and others may recognize potential code violations as they perform their work. Staff of these City Departments can be provided a simple mechanism for reporting apparent violations to the Building Inspector for follow-up.



The City will continue providing residents with accurate information about the program and general code compliance through the local newspaper, the City website, postings at key community locations such as City Hall, and other methods of communication.

The City may also consider incentives for property owners to proactively meet or exceed minimum code requirements. For example, if the City increases its frequency of building inspection, it may consider forgoing inspection or licensing fees for property owners who have improved their property's value by a specific extent over a specified time period.

## **Chapter 3.6: Southwest Neighborhoods**

### **Introduction**

Cudahy’s Southwest Neighborhoods offer a variety of housing opportunities that, through continued good maintenance, will continue to help the City attract and retain individuals, families, and empty-nesters in Cudahy. This chapter discusses the role and vision for the area and recommends programs to strengthen and maintain its neighborhoods.

### **Foundations**

The Southwest Neighborhoods area provides a mix of single-family and multi-family housing at a range of price points. The area is served by public transit and bolstered by neighborhood schools and parks. The Southwest Neighborhoods school attendance areas, Parkview and General Mitchell, have notably newer housing stock, on



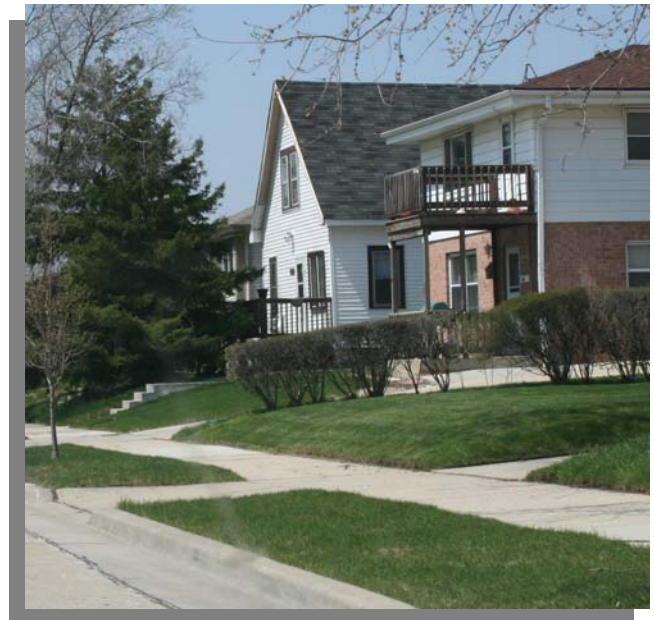
average, than the other areas of Cudahy. The area as a whole is nearly entirely surrounded by industrial uses, with some areas poorly buffered from adjacent uses.

### **Vision**

The vision for the Southwest Neighborhoods furthers Cudahy’s community-wide vision to promote neighborhood reinvestment and homeownership in Cudahy through **proactive attention to maintenance and quality of life issues** in the Southwest Neighborhoods. To promote continued investment high homeownership rates and high quality of life in the Southwest Neighborhoods, Cudahy can pursue the following recommendations.

### **Facilitate Home Improvement and Rehabilitation**

As with the East Neighborhoods, the City will consider a home rehabilitation program that would **provide homeowners with low-interest loans for home improvement**, such as exterior



repairs of structural improvements. While home reinvestment is less imperative in the newer housing stock of the Southwest Neighborhoods, ensuring homeowners have access to financing would have value in proactively ensuring that maintenance and improvement issues do not arise during a downturned economy, preserving the neighborhood's housing values and quality.

### **Encourage Owner-Occupancy**

Also similar to the East Neighborhoods, the City will **consider steps to encourage homeownership in the Southwest Neighborhoods**—particularly in the Parkview Neighborhood, where the rate of homeownership is below 50 percent. The City could work with property owners and developers to encourage creation of additional homeownership opportunities in the Parkview area. Opportunities could include

converting small two- or multi-family rental units to single-family homes; converting rental units to condominiums; and infill development of new owner-occupied stock, including condominiums, townhomes, and single-family homes.



### **Improve Transitions between Residential and Industrial Uses**

Industrial land uses abut residential neighborhoods at many points throughout the Southwest Neighborhoods. The City will **encourage industrial property owners to improve the appearance of their building, increase vegetation, install attractive fencing, implement modern noise and odor controls**, and diligently maintain their property. As infill or redevelopment occurs, the City will require quality appearance and sufficient buffering and transition between adjacent uses through site plan review.

### **Implementation Strategy**

To facilitate implementation of the Southwest Neighborhoods recommendations, the following tools and strategies may be employed.

1. **Maintain Neighborhood Infrastructure:** The City will continue its ongoing maintenance including sidewalk replacement, street resurfacing, street tree maintenance, sewer, water and stormwater infrastructure upgrades, and similar programs. The City will consider additional infrastructure as feasible, such as the neighborhood connectivity improvements for pedestrians and bicyclists.
2. **Zoning Strategy:** The City will consider the neighborhood area's rate of homeownership as a whole, and further consider block by block homeownership rates and trends, when considering requests for zoning changes.
3. **Support Active Code Enforcement:** The City will consider updates to its Building Code and Housing/Property Maintenance Code that would allow it to better regulate the interior

and exterior of City housing stock, and seek ways to systematically and uniformly enforce this code. A comprehensive building and maintenance code, well-enforced, can prevent negligent properties from cropping up, address minor issues before they negatively-impact neighbor's quality of life or property values, and generally help maintain property values and ensure the long-term integrity of neighborhoods. As a general policy, the City should pursue consistent, diligent enforcement through exterior monitoring as well as routine interior inspections of all properties.

## **Chapter 3.7: Core Industrial Area**

### **Introduction**

Cudahy's Core Industrial area includes the City's historic major industrial employers, located along S. Packard Avenue and largely separating Downtown Cudahy from the South Packard Corridor and planning area.

This chapter discusses the area's current and future role, and opportunities to improve the area's safety and aesthetics and minimize negative impacts of heavy industry on neighboring land uses.

### **Foundations**

Cudahy's traditional industrial employers spurred the growth of a thriving community centered around the rail line. While the preeminence of manufacturing has declined throughout the City and region, Cudahy has retained its major employers, which have over time modernized their production and upgraded their facilities. While the core industrial area no longer supports the number of jobs it did previously, it remains a major source of employment and tax base for Cudahy and a defining feature of the community.



### **Vision**

The vision for the Industrial Core planning area furthers Cudahy's community-wide vision to encourage manufacturing strength and innovation. Cudahy can enhance its major avenues, celebrate its manufacturing strength and heritage, and grow innovative industries by:

- **Continuing to work with the City's major industrial employers to improve their property's visual impact on the community;**
- **Addressing industry concerns to encourage their continued operation in Cudahy; and**
- **Celebrating community pride in its heritage and the progression of industry in Cudahy.**

The following sections describe the desired directions of the community to achieve the Industrial Core vision.

### **Directions for Community Enhancements**

To celebrate Cudahy's historic and contemporary strength in manufacturing and to grow community pride, Cudahy may work to complete the following:

- **Create a Cudahy Industry Walk of Honor:** An Industry Walk of Honor along the west side of South Packard Avenue could include features such as murals and informative outdoor signs and photographs, which tell the history of the community and of continued industrial might in the area. The Walk of Honor would also help improve the appearance of the industrial frontage along South Packard Avenue. Working with industrial property owners, Walk of Honor features could make use of the canvas presented by the large, blank industrial façades along this stretch of Packard Avenue. The features could be tied together with landscaping, banners, lighting, accent paving, or other features that encourage pedestrian use. Located just south of Downtown Cudahy, the walk could encourage additional foot traffic in the area and serve as a connection between Downtown and the South Packard Corridor. The proposed Walk of Honor is also discussed in the Historic and Cultural Resources Chapter of this *Plan*.
- **Work with Industry to Improve Building Exteriors and Buffer Conflicting Land Uses:** Adjacent to the Core Industrial Area are residential, institutional, and other uses with which industrial uses potentially conflict. The City will encourage existing industrial businesses to improve the appearance of their properties, and better buffer their operations and impact from the less intensive uses surrounding their properties. Upcoming roadway improvements to Whitnall Avenue may provide an opportune time to focus on aesthetic improvements along this roadway.



TIF funds may provide one means for facilitating improvements. Not all of the Core Industrial Area lies within the TID #1—notably, Whitnall Avenue, which could be significantly improved, lies outside—yet all areas lie within ½ mile of the District.

### Implementation Strategy

1. **Continue to Provide Adequate, Reliable Infrastructure and Services to Industry:** Over the planning period, Cudahy is anticipated to retain a significant amount of existing industry, and new infill and development projects are anticipated. The City intends to maintain effective communication with industrial users to ensure their needs can be met well into the future, retaining jobs and tax base in Cudahy. If industry concerns arise, the City could be an active partner in addressing issues.
2. **Improve Connectivity:** The City may pursue extension of Edgerton Avenue between South Whitnall Avenue and South Packard Avenue. Concurrent with the comprehensive planning process, the City engaged a consultant in studying alternatives for the extension of this roadway.
3. **Zoning Strategy:** With the exception of a wetland area, the Core Industrial Area is presently zoned for Manufacturing, and consists nearly entirely of Manufacturing and Vacant lands. Future land uses are not anticipated to change for the manufacturing areas. However, the areas currently vacant are recommended for Planned Mixed-Use development under the

*Plan.* The Planned Mixed-Use designation suggests commercial, office, institutional, and residential uses in multi-story buildings, with first floor retail. The City will consider rezoning designated Planned Mixed-Use areas to reserve sufficient space for appropriate redevelopment.

## **Chapter 3.8: South Pennsylvania Corridor**

### **Introduction**

The South Pennsylvania Corridor, near Cudahy’s southwestern edge, offers opportunities for additional industrial and commercial business development along the heavily-trafficked arterial roadway. This chapter discusses the area’s role in the community and region and recommends a future vision and programs to improve its aesthetics, safety, and maximize development opportunities.

### **Foundations**

South Pennsylvania Avenue presently includes significant industrial development, including the Ace Worldwide Industrial Park. The area also contains a number of vacant parcels as well as redevelopment opportunities. The area runs along the west side of South Pennsylvania Avenue, which has seen increased traffic counts in recent years, particularly following completion of the Lake Parkway. The recent announcement of the U.S. Postal Services Regional Distribution Center in Oak Creek, just south of this area, enhances future economic potential.

### **Vision**

The South Pennsylvania Corridor furthers Cudahy’s community-wide vision to encourage manufacturing strength and innovation. The Corridor can continue to be attractive for economic development, offering transportation-related industrial and commercial businesses strong access to regional infrastructure and a cohesive, job-intensive industrial corridor. The following desired directions will contribute to this broader vision for the Corridor.

### **Transportation-related Economic Development**

Cudahy’s location makes it a “back door” to the Airport. While much of the Airport-related commercial development occurs at the Airport’s “front door”, near Howell Avenue in Milwaukee, Cudahy’s proximity lends it the opportunity to attract additional industrial, warehousing, distribution, and related development. To capitalize on this proximity and advance the community’s economic development opportunities, Cudahy intends to **assume a major role in the Airport Area Economic Development Task Force**, a multi-jurisdictional task force that was recently developed to promote General Mitchell area business and community-development.



In addition, the high-visibility intersection of South Pennsylvania and College Avenue may lend itself to the **development of smaller production-related and retail businesses** over the planning period. Ideas discussed included small business incubators, or “tradesmen” spaces, which would include storefront showrooms abutting South Pennsylvania, with workspaces and production area behind. Moderate scale retail and restaurant development may also be appropriate in planned areas (see area’s Future Land Use map.)

### Implementation Strategy

1. **Consider Strategic Use of TIF:** The northern half of this area, which includes most of this area’s vacant land, lies within TID #1, increasing opportunity for infill development.
2. **Create Development Standards:** The City intends to work with developers on infill or redevelopment projects to ensure thoughtful site plans are created and implemented. Additional information on preferred site layout is provided in the Land Use Chapter. In addition, the City will ensure the wetlands in the area at E. Grange Avenue and South Pennsylvania Avenue are sufficiently maintained, and that good stormwater management practices are followed.
3. **Maintain Infrastructure:** This area’s opportunity for economic development is closely tied to the transportation network. The City will continue to maintain their local roadway network and work with Milwaukee County, Oak Creek, and South Milwaukee regarding the reconstruction of College Avenue (CTH ZZ). The communities should jointly ensure that the roadway network can handle existing and planned transportation demand. Additionally, the City will continue working with General Mitchell International Airport as necessary to ensure development plans align with Airport height and development restrictions and that the impacts to Cudahy of planned Airport improvements are minimized.
4. **Zoning Strategy:** Current zoning is for Limited Manufacturing throughout the area, consistent with the anticipated future land use under the *Plan* with the exception of the southwestern corner of South Pennsylvania and East College Avenue. This area could be considered for future Community Business use, given the high traffic counts and visibility of this intersection, which could be further increased though additional job-intensive development in adjacent areas of Oak Creek.



# Part Four

## Implementation Strategy



*Founder,  
Patrick Cudahy*





## Adoption Process

A first step in implementing the *City of Cudahy Comprehensive Plan* is making sure that it is adopted in a manner which supports its intended future use as a tool for consistent decision-making. Pursuant to Section 66.1001, Wisconsin Statutes, the City has included all necessary elements for this *Plan* to be adopted and has followed the procedures for adopting this *Plan* under the state's comprehensive planning legislation, described in the adjoining text box.

The purpose of Part Four: Implementation Strategy is to outline the steps for plan adoption, administration, amendments, and implementation. The detailed implementation table provides a list and timeline of the major actions that the City should complete to implement this *Plan*.

## Plan Advancement & 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 ordinances and decisions must to be consistent with the adopted *Comprehensive Plan*.

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:

- Prominently displaying the Vision statement, *Future Land Use Map*, *Future Transportation & Community Facilities Map*, and other *Plan* materials at City Hall, Cudahy Family Library, or other community gathering places;
- Ensuring that up-to-date materials are easily accessible on the City's website;
- Speaking to community organizations and school groups about the *Plan*;

### Comprehensive Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the plan and recommends that the Common Council enact an ordinance adopting the plan.

Following Plan Commission approval, the Common Council holds a public hearing to discuss the proposed ordinance that would be used to adopt the plan. Copies of the public hearing draft of the plan are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the plan and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the plan as the City's official comprehensive plan.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Common Council assures that both bodies understand and endorse the plan's recommendations.

- Regularly presenting implementation progress reports to the City Council, Plan Commission, and other municipal bodies;
- Incorporating *Plan* implementation steps in the annual budget process;
- Encouraging all City commissions and staff to become familiar with and use the *Plan* in their decision making;
- Annually reviewing and assessing the *Plan* by reviewing performance against the implementation priorities and timeframe described later in this chapter.

### **Plan Administration**

This *Plan* will largely be implemented through an on-going series of individual decisions about zoning, land division, public investment, and intergovernmental relations, as listed below:

- **Zoning:** Proposed zoning map amendments (*rezonings*) should be consistent with the recommendations in 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 City Council. Departures from the exact land use boundaries depicted on the *Future Land Use* map may be particularly appropriate for planned unit development projects, mixed-use projects, properties split by zoning districts, and/or properties located at the edges of future land use areas. In their consideration of zoning map changes, the Plan Commission and City 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 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.
- **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 City 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 shall be resolved through the land division process for certified survey maps, preliminary plats and final plats. This *Plan* allows for the timing and the refinement of the precise recommended development pattern through the land division process, as deemed appropriate by the Plan Commission and City Council.
- **Public Investments:** Proposed public investment decisions will be guided by the recommendations in this *Plan*. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and City Council. This *Plan* allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.
- **Intergovernmental Relations:** Proposed intergovernmental relations decisions will be guided by the recommendations in this *Plan*, as deemed appropriate by the Plan Commission and City Council.

However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and City 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 City Council through the intergovernmental process.

## Plan Amendments

This *Plan* can be amended and changed. 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”, 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. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the *Plan* will become meaningless.

To provide a more manageable, predictable and cost effective process, the City will establish a single *Plan* review and amendment consideration cycle every year. Several Wisconsin communities use an annual *Plan* review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed *Plan* amendment requests be officially submitted to the City by a designated date of each year. A full draft of the amendments would then be presented to the Plan Commission for its evaluation and recommendation to the City Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may choose to bypass the annual amendment process described above if an amendment to this *Comprehensive Plan* is determined necessary to capture a unique economic opportunity that is both related to achieving the vision of this *Comprehensive Plan* and may be lost if required to wait for the regular *Plan* amendment cycle. However, the City is still required to use the amendment procedures outlined below.

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 vision forums need to be held 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 City 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.
2. The City 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 may need to only have to take this step for the first of several amendment cycles.
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 City 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 surrounding 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.
5. The City Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a City Council public hearing and containing information required under Section 66.1001(4)d.
6. The City 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 City Council approves or denies the ordinance adopting the proposed *Plan* amendment(s). Adoption must be by a majority vote of all members. The City 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 surrounding 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 Updates

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* before the year 2019 (i.e., ten years after 2009) at the latest. The City intends to continue to monitor any changes to the language or interpretations of the state law over the next several years.

## Consistency among Plan Elements

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*.

## Implementation Programs & Recommendations

The following table provides a detailed list and timeline of the major actions that the City intends to complete to implement this *Plan*. Often, such actions will require substantial cooperation with

others, including County and surrounding local governments and local property owners. The table has four different columns of information, described as follows:

- **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.
- **Chapter Reference:** The second column provides the primary chapter(s) of this *Plan* where the recommended implementation step is described in greater detail.
- **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 completed within two years of Plan adoption; “Medium Priority” within five or so years; and “Long-Term Priority” within ten years or so.
- **Completed:** The final column simply includes check boxes for City staff and officials to use when a particular implementation step has been completed. During the annual *Plan* evaluation process, this table will be reviewed for items that will be pursued in the upcoming year.

Implementation Steps	Chapter Reference	Timeframe	Completed
Continue Downtown streetscape improvements through South Packard Corridor to College Avenue.	3.3 South Packard Corridor	Medium Priority	
Actively participate in the Airport Area Economic Development Task Force and related initiatives.	2.2 Economic Development 3.8 South Pennsylvania Corridor	High Priority	
Set a high standard of property maintenance through improved upkeep of City properties, buildings, and public spaces.	2.5 Utilities and Community Facilities	High Priority	
Improve key roads in the City, including Whitnall Avenue, College Avenue, and Packard Avenue.	2.4 Transportation	Whitnall - High Priority  Others – Medium Priority	

City of Cudahy 2020 Comprehensive Plan

Improve Downtown design review guidelines, and consign creating design standards for other key planning areas.	3.1 Downtown 3.2 Layton/ Pennsylvania Gateway 3.3 South Packard Corridor	Downtown - High Priority  Others – Medium Priority	
Reinstate and promote active use of the Downtown façade improvement program; build upon this program to incorporate lands further south along South Packard Avenue.	3.1 Downtown 3.3 South Packard Corridor	Downtown - High Priority  South Packard – Medium Priority	
Create mechanisms that enhance the City’s developer review process to make it more transparent, coherent, and efficient.	2.2 Economic Development	High Priority	
Actively prepare and advance the redevelopment of the Meyer property downtown for mixed-use development.	3.1 Downtown	High Priority	
Actively promote KRM commuter rail and design a station site plan, rendering to position Cudahy as a major stop, and financial plan.	2.4 Transportation 3.1 Downtown	High Priority	
Collaborate with South Shore communities on efforts that will promote economic development in all communities including regular CDA meetings across communities.	2.2 Economic Development 2.8 Intergovernmental Cooperation	High Priority	
Explore potential for increased educational programming, public/private development, natural amenities, and trails along the lakefront in cooperation with County Parks Department.	3.4 Lakefront	High Priority	
Install gateway entrance features at key entrances to the City.	2.7 Cultural Resources 3.1 Downtown 3.2 Layton/ Pennsylvania Gateway	Medium Priority	

City of Cudahy 2020 Comprehensive Plan

Pursue an assertive Neighborhood Investment Strategy, focusing first on targeted areas within the City's East Neighborhoods.	2.3 Housing and Neighborhood Development  3.5 East Neighborhoods	High Priority	
Develop a more assertive approach to dealing with absentee landlords and explore landlord training or certification programs.	2.3 Housing and Neighborhood Development	High Priority	
Develop and implement strategies to increase homeownership, in cooperation with public and private sector partners, through seminars, resources, and related programs.	2.3 Housing and Neighborhood Development  3.5 East Neighborhoods  3.6 Southwest Neighborhoods	Medium Priority	
Develop and implement a phased strategy to better market Cudahy to prospective businesses and residents.	2.2 Economic Development	Medium Priority	
Create mechanisms for communicating with the public about the <i>Plan</i> ; developing <i>Plan</i> ownership, and advancing the community vision.	2.2 Economic Development	High Priority	
Update the City's Zoning Map to reflect recent rezonings and improve usability.	2.1 Land Use	High Priority	
Adopt minor text amendments to zoning and subdivision regulations as necessary to best implement the <i>Plan</i> . Rezone portions of the City, particularly in the East Neighborhoods, to be in better alignment with the <i>Plan's</i> land use recommendations.	2.1 Land Use  3.5 East Neighborhoods	Medium Priority	
Actively facilitate development of retail and employment opportunities in priority areas of the community.	3.1 Downtown  3.2 Layton/Pennsylvania Gateway  3.7 Core Industrial Areas  3.8 South Pennsylvania Corridor	High Priority	
Actively facilitate mixed-use redevelopment in the South Packard Corridor, transforming that	3.3 South Packard Corridor	Medium Priority	

City of Cudahy 2020 Comprehensive Plan

area over time.			
Create Edgerton Avenue extension.	2.4 Transportation	Long Term Priority	
Commence development of citywide bikeway network.	2.4 Transportation	Medium Priority	
Develop public initiatives for community sustainability.	2.6 Natural Resources and Sustainability	Medium Priority	
Partner with the Cudahy School District to facilitate facility sharing, recreational, and community development opportunities.	2.5 Utilities and Community Facilities 2.8 Intergovernmental Cooperation	Medium Priority	
Explore creation of a Downtown “civic node” centered on community and public services.	3.1 Downtown	Long Term Priority	