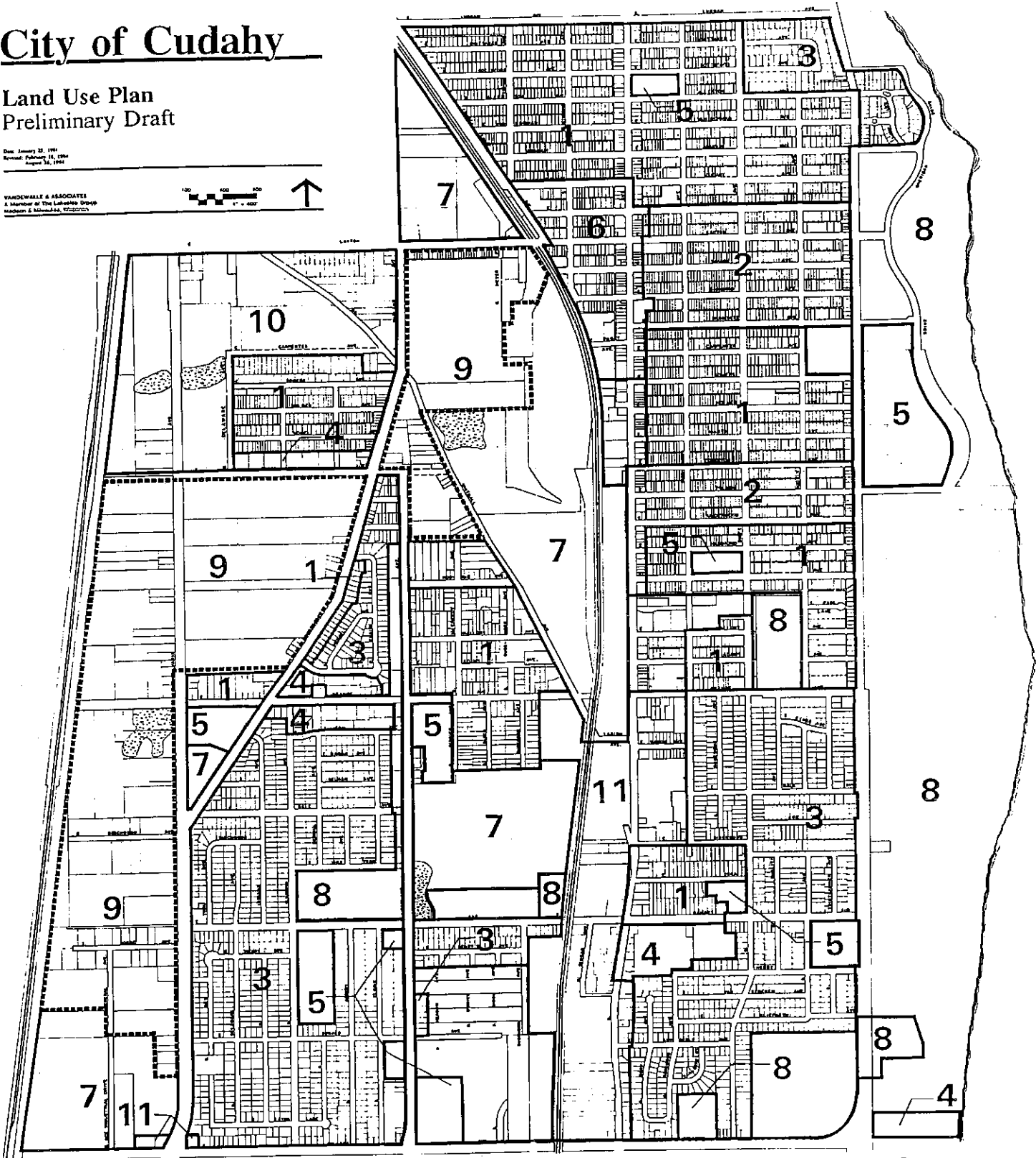
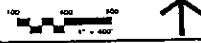


City of Cudahy

Land Use Plan Preliminary Draft

Date: January 22, 1991
 Revised: February 16, 1994
 August 16, 1994

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 Madison & Milwaukee, Wisconsin



1 Traditional Mixed Residential

- 6-12 DU/Ac
- Single Family and Duplex
- Small lots (600 sq ft)
- Alleys/Garage Access

2 Historic Neighborhood Center

- Mixed Use Pedestrian/Traffic Oriented Development
- Single Family/Duplex/Multi-Family/Neighborhood Commercial
- Small Lots (600 sq ft)
- Ground floor Commercial/Upper Residential encouraged
- Encourage higher density along transit route
- Neighborhood Commercial/Multi-Family as conditional use only

3 Modern Residential

- Single Family Residential/Existing Duplex grandfathered
- Large Lots (5000+ sq ft)
- Proportional Non-Residential or higher intensity
- Land Use Incentives
- Auto Oriented Development Permitted

4 Multi-Family Residential

- Greater than 12 DU/Ac (potentially)
- Multi-Family/Senior Housing/Mobile Homes
- Located along transit route
- Site plan review required
- Locate near Neighborhood Commercial and Services

5 Institutional

- Improve pedestrian, bicycle transit connection to institutional facilities
- Adaptive Reuse of Keeswinde School

6 Central Business District

- Intensive pedestrian oriented Mixed Use Area
- Ground Floor Retail/Upper Floor Office and Residential
- Auto oriented uses discouraged
- Minimal building setback
- Historic facade design encouraged
- Signage quality guidelines

7 Industrial

- Site Plan review required
- Screen outdoor parking/storage
- Consider transit service in site design
- Provide adequate expansion area for existing uses
- Encourage Redevelopment as existing uses become obsolete

8 Park and Open Space

- Improve pedestrian and bicycle connections between park and existing residential areas
- Consider establishment of lakefront restaurant on county parkland
- Consider establishment of Historic Center
- Consider expansion of elderly housing and related facilities at Kelly Senior Center

9 Proposed Mitchell International Business Park

- Light Industry/Corporate/Retail and Service uses
- High quality site/building design
- Protective covenants required
- Buffer between residential and Industrial uses

10 Airport Related Business District

- Hotel/Office/Dining/Entertainment/Service
- High quality site/building design
- Improve visual quality of Leyton Avenue entry

11 Auto Oriented Commercial and Industrial

- Near Residential District/Existing Residential grandfathered
- Drive thru as conditional use only
- Low intensity uses/large parking areas/outdoor storage
- Encourage utility infrastructure
- Site plan review required
- Reduce signage (M, and M R 1)

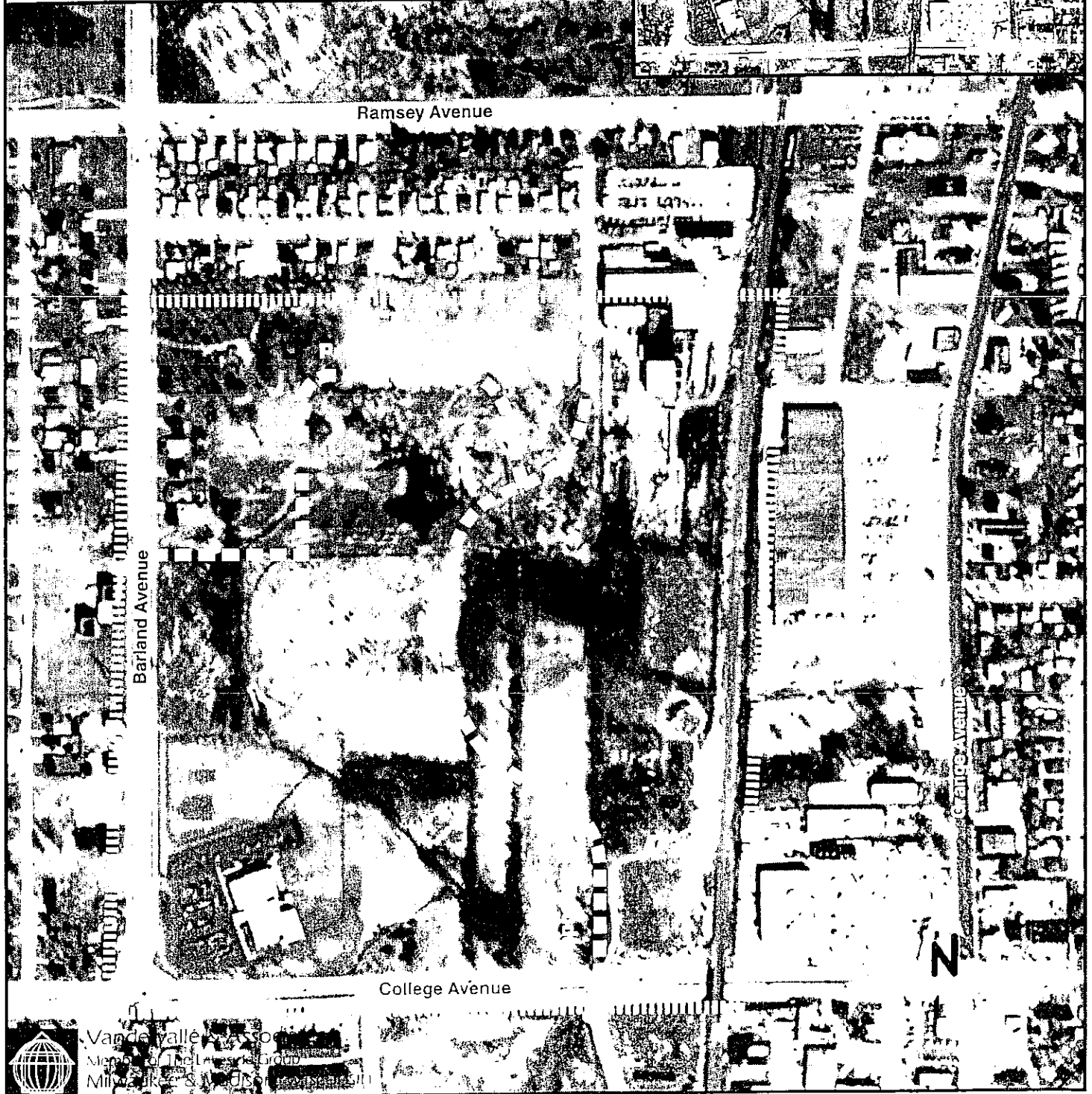
City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 2

Scale: 1" = 400' approximately

BASE MAP - SEWRPC 1990 AERIAL PHOTOGRAPHY

Scale: 1" = 1000' approximately



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Member of The McGraw-Hill Group
Milwaukee, Wisconsin

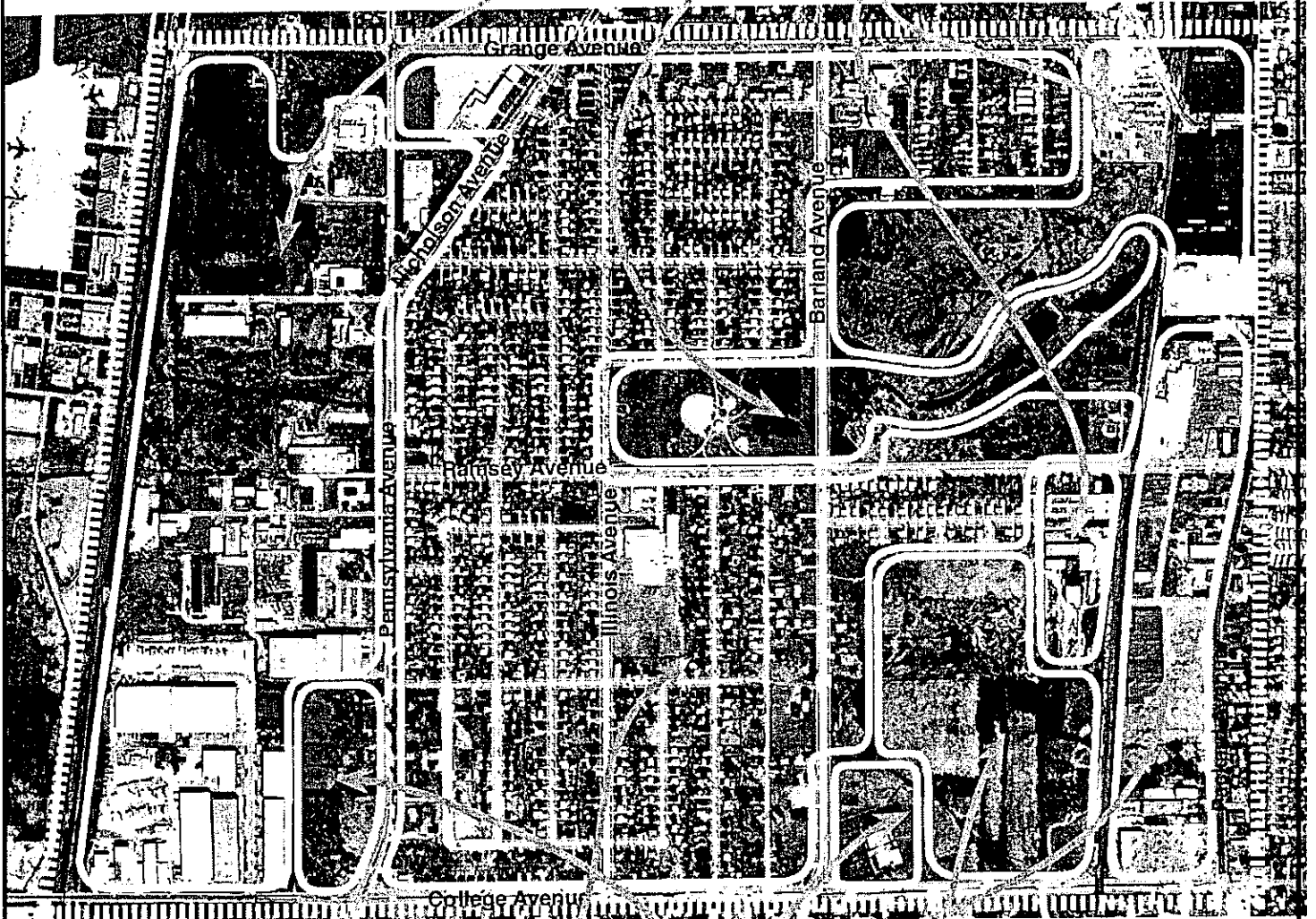
City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 south
1" = 1000' approximately

Light industrial/ office
Warehousing/ distribution

Green space

Light industrial/ office
Warehousing/ distribution



BASE MAP - SEVLRPC 1990 AERIAL PHOTOGRAPHY

Residential

Auto-oriented
commercial/industrial

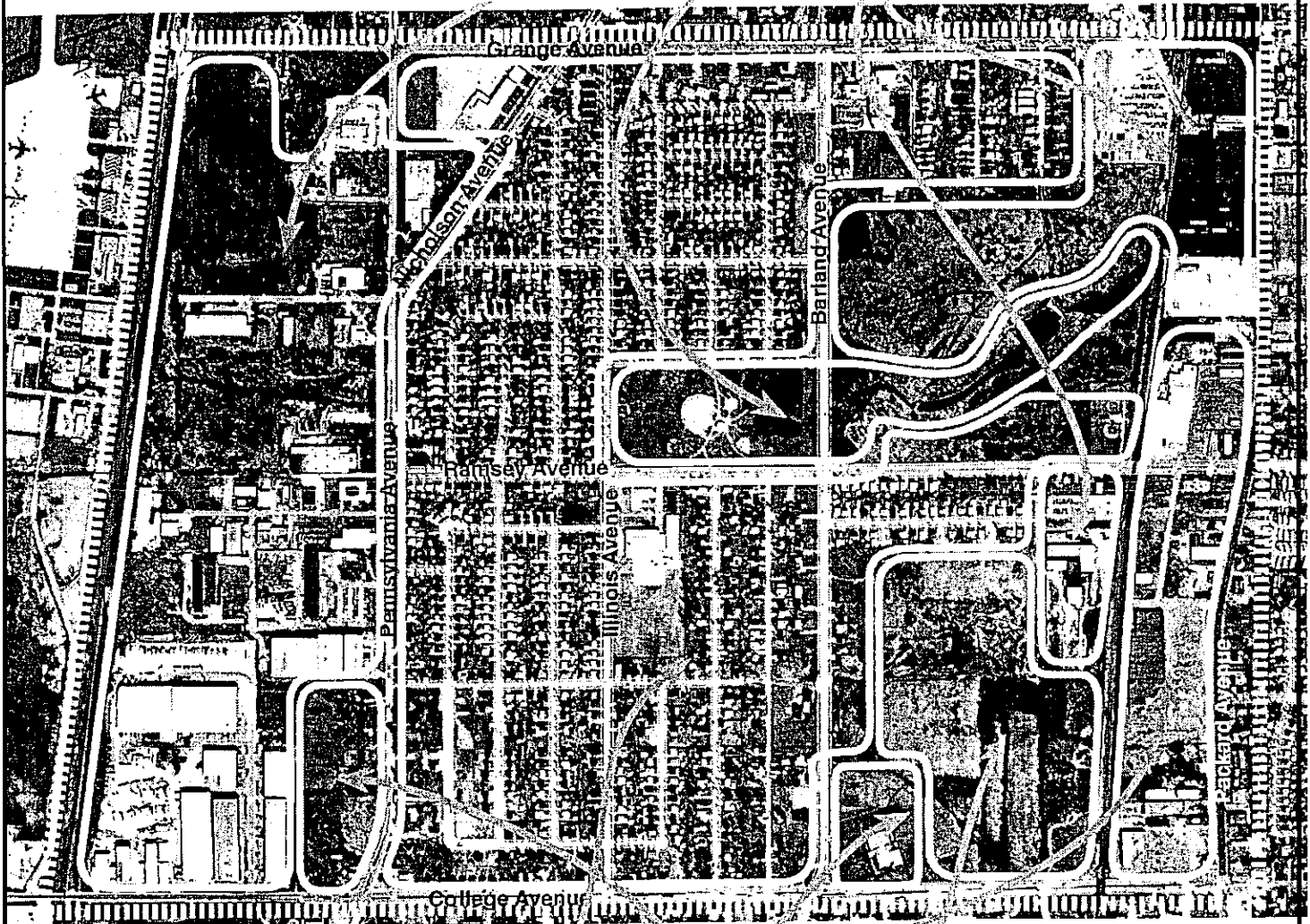
Residential infill



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City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 south
1" = 1000' approximately



Light industrial/ office
Warehousing/ distribution

Green space

Light industrial/ office
Warehousing/ distribution

BASE MAP - SEWRPC 1990 AERIAL PHOTOGRAPHY

Residential

Auto-oriented commercial/industrial

Residential infill

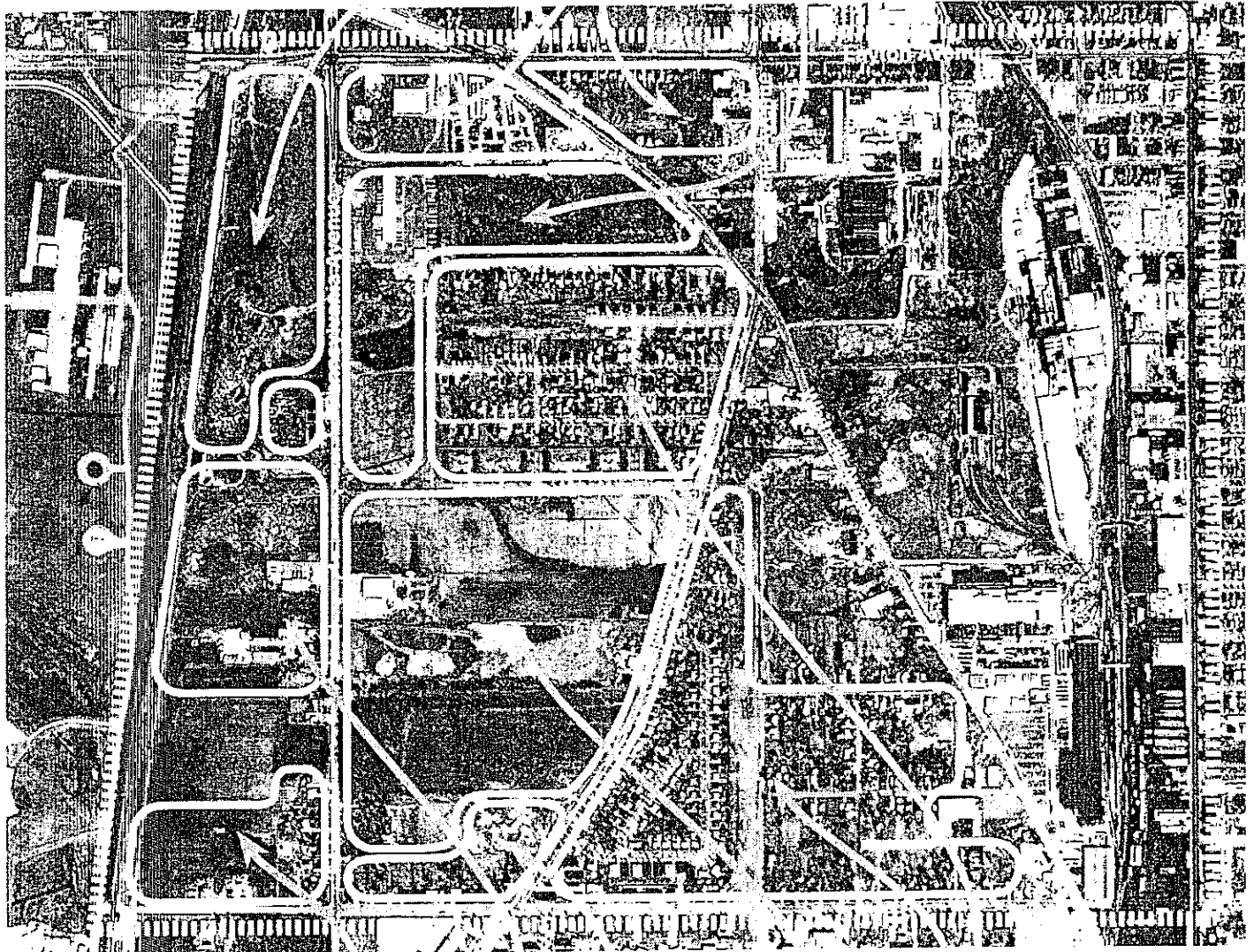


City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 north

1" = 1000' approximately

Former landfill
open space — park & ride
Hotel/ office/ retail
hospitality services
Light industrial
Warehousing/ distribution



Base map — SEWRPC 1990 Aerial photography

Light industrial
Warehousing/ distribution
Office/ light industrial
Residential
Light industrial
Warehousing/ distribution
Residential
Neighborhood preservation



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2001 Grand Ave. Lakeside, WI 53022
Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 south

1" = 1000' approximately



BASE MAP - SEWRPC 1990 AERIAL PHOTOGRAPHY

Residential

Auto-oriented
commercial/industrial

Residential infill



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Madison & Milwaukee, Wisconsin

Comprehensive Development Plan

City of Cudahy, Wisconsin
July 1994

Cover Graphic
is in
15 x 20 Flat
file.



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Madison & Milwaukee, Wisconsin

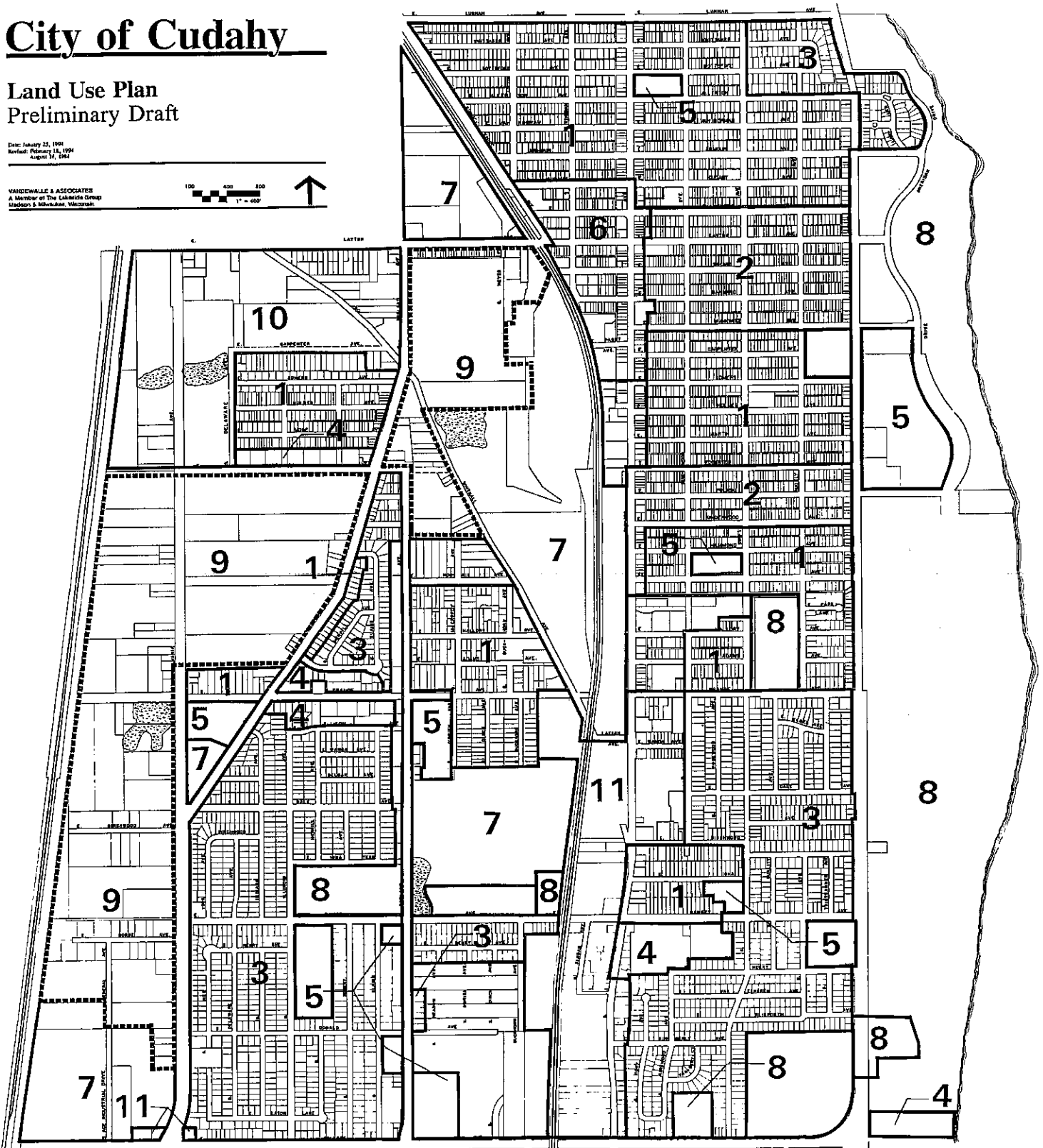
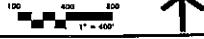
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City of Cudahy

Land Use Plan Preliminary Draft

Date: January 22, 1991
 Revised: February 14, 1994
 August 10, 1994

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 A Member of The Lakeland Group
 Madison & Milwaukee, Wisconsin



① Traditional Mixed Residential

- 6-12 DU/ac
- Single Family and Duplex
- Small lots (3600 sq. ft.)
- Allot/Garage Access

② Historic Neighborhood Center

- Mixed Use Pedestrian Transit Oriented Development
- Single Family/Duplex/Multi-Family/Neighborhood Commercial
- Small Lots (3600 sq. ft.)
- Ground floor Commercial/Upper Residential encouraged
- Encourage higher density along transit route
- Neighborhood Commercial/Multi-Family as conditional use only

③ Modern Residential

- Single Family Residential/Existing Duplex grandfathers
- Large Lots (6000+ sq. ft.)
- Prone to Non-Residential or higher intensity Land Use Intrusions
- Auto Oriented Development Patterns

④ Multi-Family Residential

- Greater than 12 DU/ac (potentially)
- Multi-Family/Senior Housing/Mobile Homes
- Located along transit route
- Site plan review required
- Locate near Neighborhood Commercial and Services

⑤ Institutional

- Improve pedestrian, bicycle transit connection to institutional facilities
- Adaptive Reuse of Koshlitzke School

⑥ Central Business District

- Intensive pedestrian oriented Mixed Use Area
- Ground Floor Retail/Upper Floor Office and Residential
- Auto oriented uses discouraged
- Minimal building setback
- Historic facade design encouraged
- Signage quality guideline

⑦ Industrial

- Site Plan review required
- Screen outdoor parking/storage
- Consider transit service to site design
- Provide adequate expansion area for existing uses
- Encourage Redevelopment as existing uses become obsolete

⑧ Park and Open Space

- Improve pedestrian and bicycle connections between park and existing residential areas
- Consider establishment of lakefront restaurant on county parkland
- Consider establishment of Nature Center
- Consider expansion of elderly housing and related facilities at Kelly Senior Center

⑨ Proposed Mitchell International Business Park

- Light Industry/Corporate/Retail and Service uses
- High quality site/building designs
- Protective covenants required
- Buffer between residential and industrial uses

⑩ Airport Related Business District

- Hotel/Office/Dining/Entertainment/Service
- High quality site/building design
- Improve visual quality of Layton Avenue entry

⑪ Auto Oriented Commercial and Industrial

- Non-Residential District/Existing Residential as grandfathered
- Drive thru as conditional use only
- Low intensity uses (large parking area/outdoor storage)
- Encourage infill-intensification
- Site plan review required
- Reduce signage (ft. and sq. ft.)

CITY OF CUDAHY DOWNTOWN REDEVELOPMENT PLAN IMPLEMENTATION TIMELINE

PHASE ONE

MARCH 21, 1997

Introduction

This planning document, titled *The City of Cudahy Downtown Redevelopment Plan Implementation Timeline: Phase One* was prepared by the urban planning firm Vandewalle & Associates at the request of the City of Cudahy. The Timeline is only the first step in a multi-phase, multi-year plan implementation process. In order to achieve implementation of the City's redevelopment objectives, the community will need to follow the recommendations of the Timeline and make a commitment to fund and staff a multi-phase, multi-year project. The City's *Tax Increment Finance District (TIF)* was designed to include the downtown redevelopment area. Further, the TIF District provides a funding mechanism to support redevelopment project planning and administrative costs, as well as the costs of construction activities. Other potential funding sources include Community Development Block Grant funds and private sector funding sources..

Objectives of the Cudahy Downtown Redevelopment Process

The primary intent of the *Cudahy Downtown Redevelopment Implementation Timeline: Phase One* is to provide the City with a timeline for specific, short-term actions that will need to be taken by the City and other bodies to begin the redevelopment implementation process. The short-term recommendations are intended to be achieved by 1999. The Phase One implementation recommendations were prepared by Vandewalle & Associates under the direction of a project management team (PMT) which includes the mayor, various City staff persons and downtown property owners and businesspersons. The PMT is an advisory body which reports directly to the City Council. All expenditures of public funds and all final decisions will be made solely by the City Council based upon the recommendations of the PMT.

The *Cudahy Downtown Redevelopment Implementation Timeline: Phase One* is intended to begin the process of implementing the recommendations of the City's adopted *Comprehensive Development Plan* and the *Project Plan for Tax Increment Finance District Number One*. All of the recommendations in the Timeline are intended to achieve the general goal of downtown redevelopment in the City of Cudahy. In addition, the redevelopment implementation process is intended to achieve three primary objectives:

1. Establish a commuter rail station within Cudahy's downtown redevelopment area.
2. Create a transit oriented, urban village focused on the Cudahy commuter rail station.
3. Create a unique sense of place in downtown Cudahy.

Further, the redevelopment implementation process is intended to achieve the following general objectives:

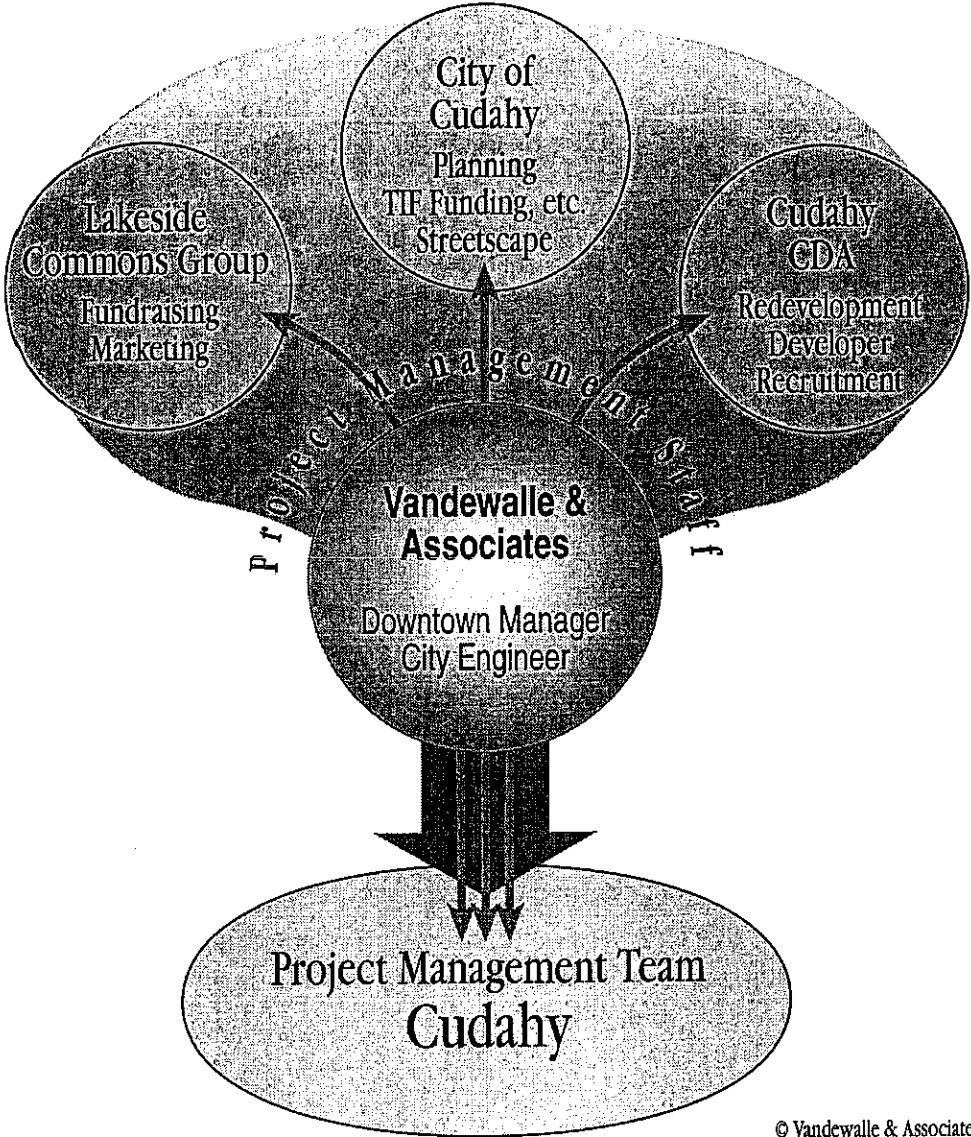
1. Provide cleared and fully improved sites for mixed use projects which include residential, commercial, and office development.
2. Encourage private reinvestment in residential, commercial and office projects in the redevelopment area.
3. Eliminate blight.
4. Diversify the local economy through tax base and job creation.
5. Create a well-planned and safe area.
6. Improve traffic and pedestrian circulation using wayfinding, parking and circulation improvements.
7. Provide public recreational opportunities.

Consistency with Local Plans

The Cudahy Downtown Redevelopment Implementation Timeline: Phase One is designed to be consistent with the City of Cudahy Comprehensive Development Plan and the Tax Incremental District Number One Plan.

City of Cudahy

Downtown Redevelopment Organizational Structure

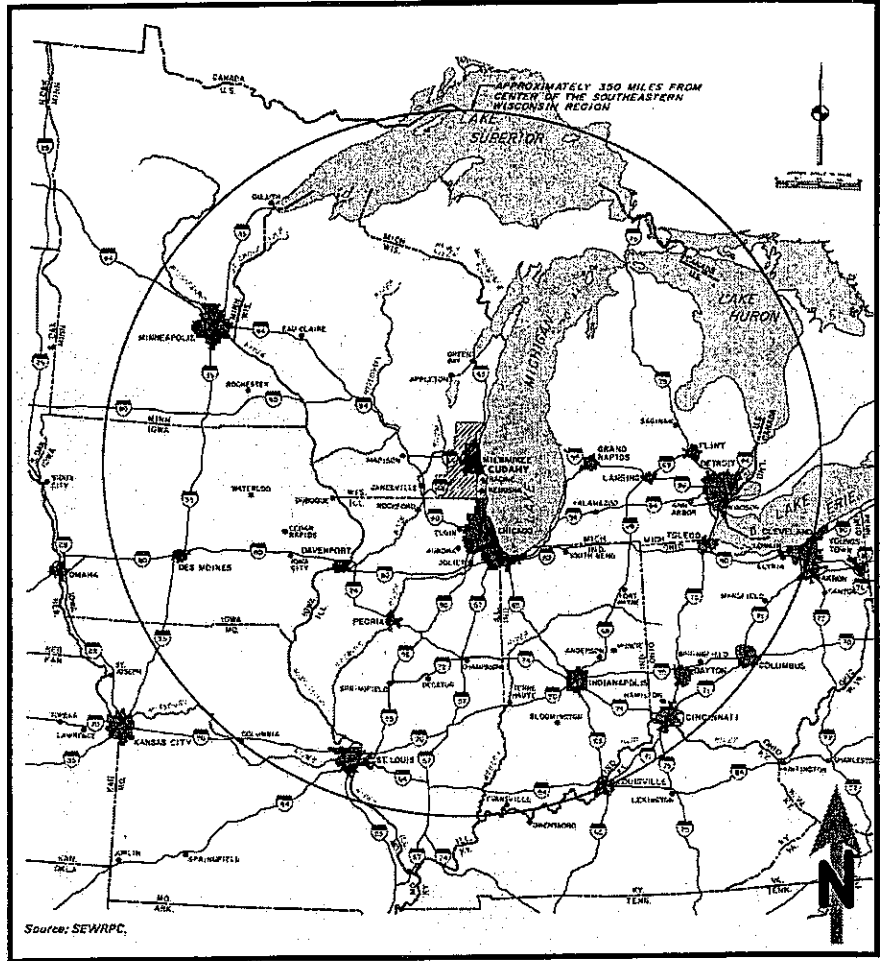


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City of Cudahy, Wisconsin Comprehensive Development Plan March 1994

Regional location



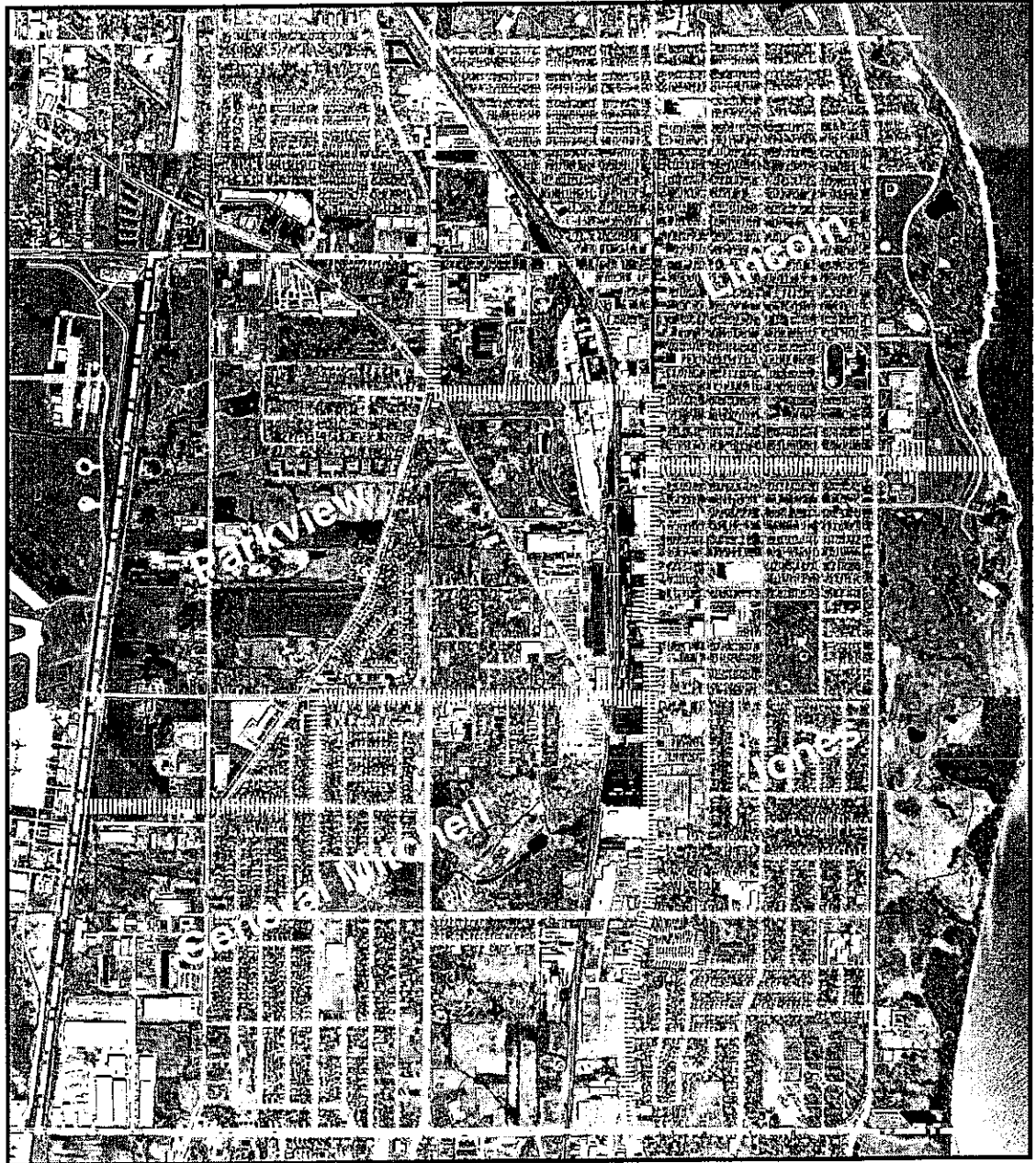
map — SEWRPC



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Madison & Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

City limit &
neighborhoods



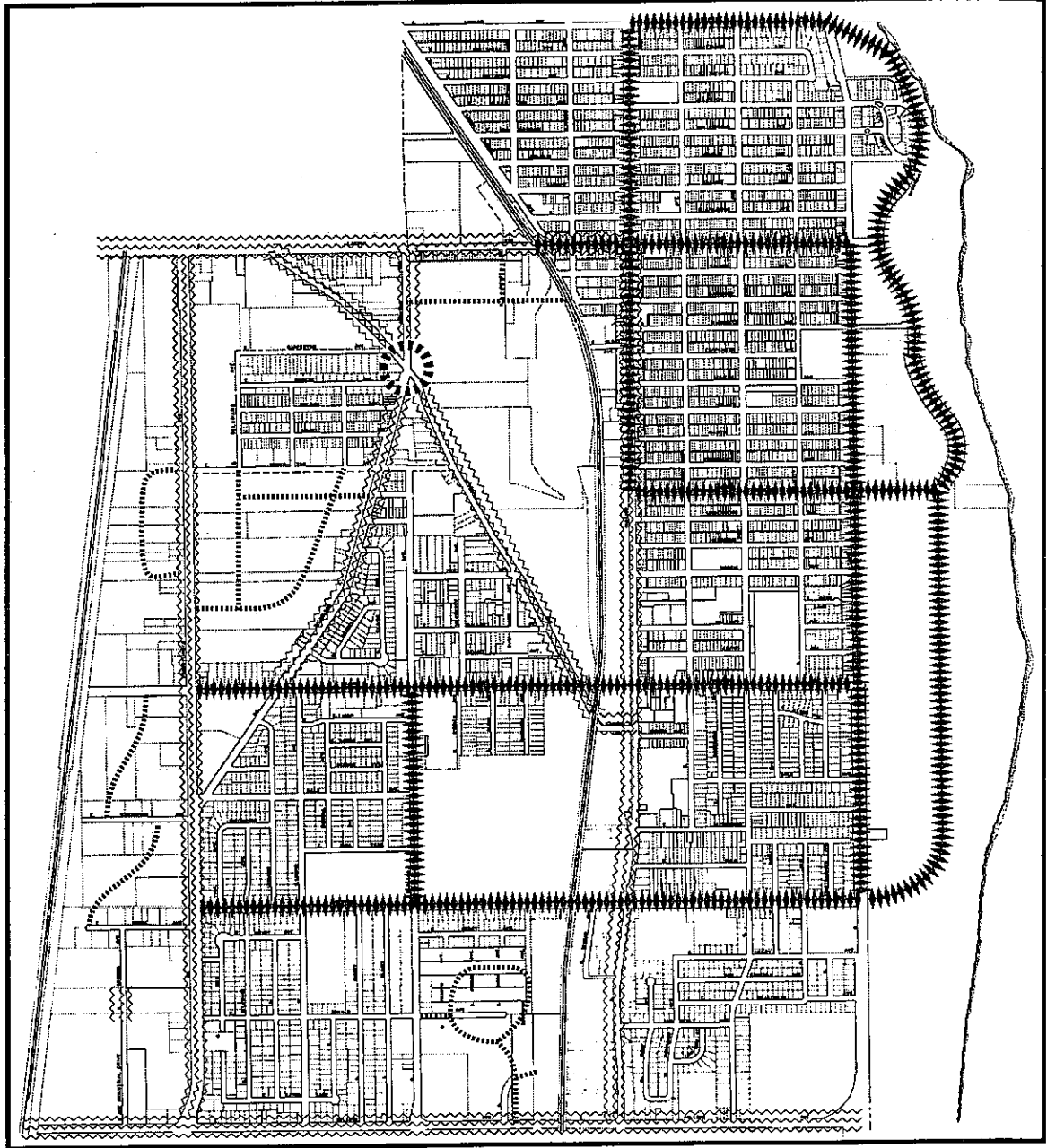
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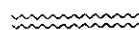



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City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Transportation improvements



Base map — SEWRPC 1990

-  Image control corridor
-  Pedestrian circulation system
-  Proposed local streets
-  Traffic circle

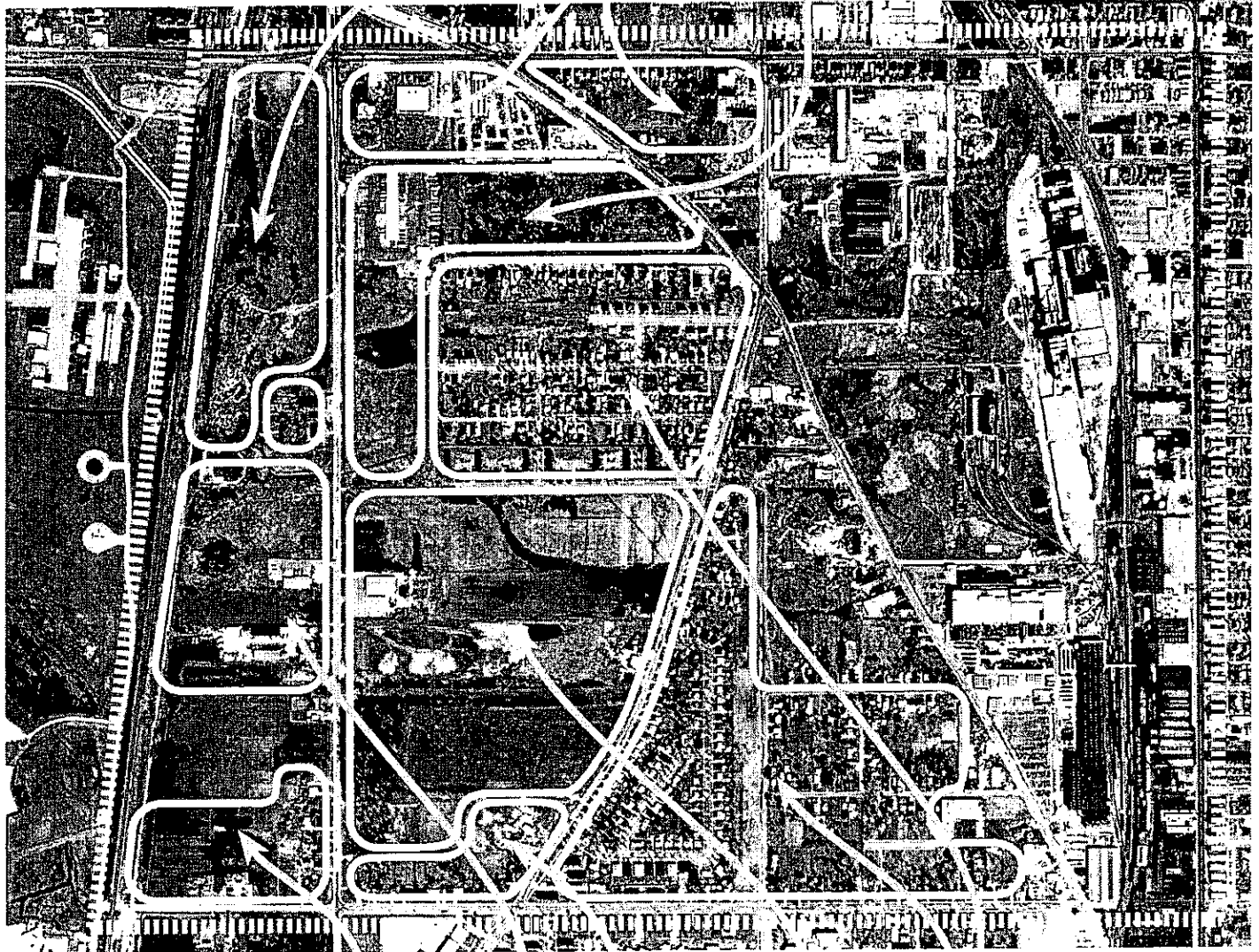


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City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 north
1" = 1000' approximately

Former landfill
open space — park & ride
Hotel/ office/ retail
hospitality services
Light industrial
Warehousing/ distribution



BASE MAP — SEWRPC 1990 AERIAL PHOTOGRAPHY

Light industrial
Warehousing/ distribution
Office/ light industrial
Residential
Light industrial
Warehousing/ distribution
Residential
Neighborhood preservation



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Milwaukee & Madison, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 south
1" = 1000' approximately

Light industrial/ office
Warehousing/ distribution
Green space

Light industrial/ office
Warehousing/ distribution



BASE MAP - SEWRPC 1990 AERIAL PHOTOGRAPHY

Residential
Auto-oriented commercial/industrial
Residential infill



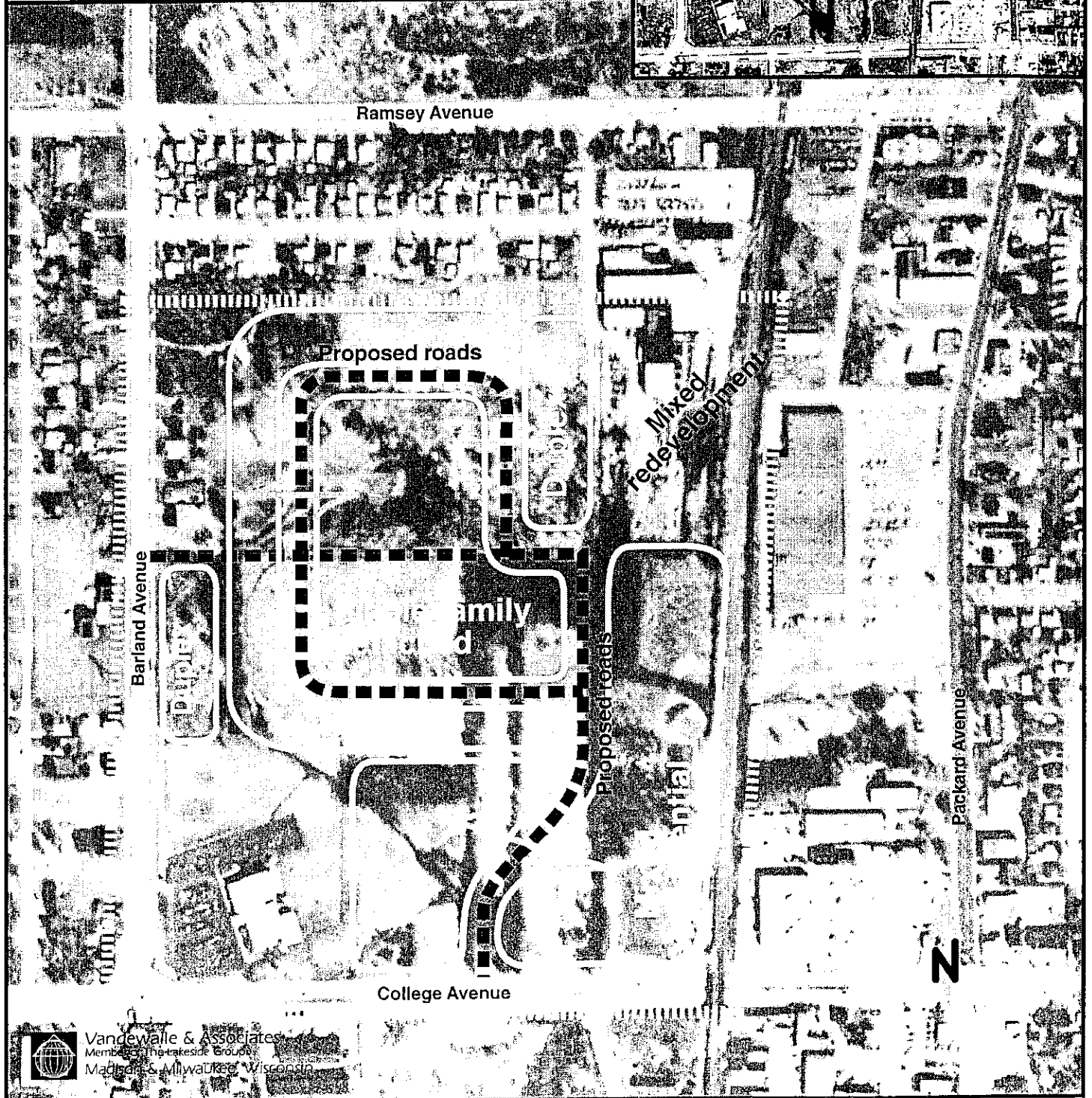
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Milwaukee & Madison, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 2
1" = 400' approximately

Base map — SEWRPC 1990 Aerial photography

1" = 1000' approximately

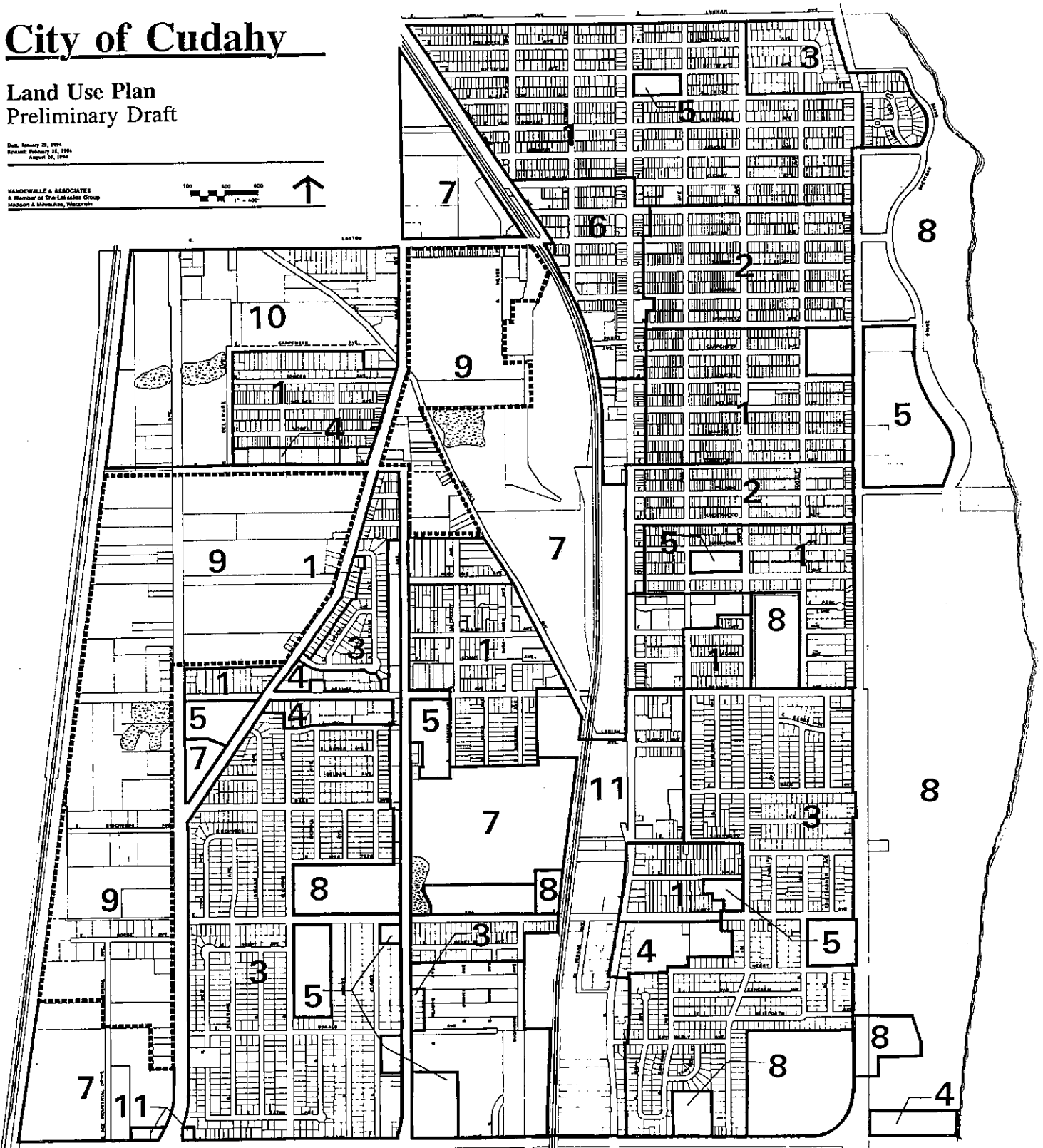


City of Cudahy

Land Use Plan Preliminary Draft

Date: January 25, 1994
Revised: February 11, 1994
August 24, 1994

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Madison & Milwaukee, Wisconsin



① Traditional Mixed Residential

- 6-12 DU/AC
- Single Family and Duplex
- Small lots (3600 sq. ft.)
- Alleys/Garage Access

② Historic Neighborhood Center

- Mixed Use Pedestrian/Transit Oriented Development
- Single Family/Duplex/Multi-Family/Neighborhood Commercial
- Small Lots (3600 sq. ft.)
- Ground floor Commercial/Upper Residential encouraged
- Encourage higher density along transit route
- Neighborhood Commercial/Multi-Family as conditional use only

③ Modern Residential

- Single Family Residential/Existing
- Duplexes grandfathered
- Large Lot (5000+ sq. ft.)
- Project from Non-Residential or higher intensity Land Use Intensity
- Auto Oriented Development Patterns

④ Multi-Family Residential

- Greater than 12 DU/AC (potentially)
- Multi-Family/Senior Housing/Mobile Homes
- Located along transit route
- Site plan review required
- Locate near Neighborhood Commercial and Services

⑤ Institutional

- Improve pedestrian, bicycle transit connection to institutional facilities
- Adaptive Reuse of Kozlowski School

⑥ Central Business District

- Incentive pedestrian oriented Mixed Use Area
- Ground Floor Retail/Upper Floor Office and Residential
- Auto oriented uses discouraged
- Minimal building setback
- Historic facade design encouraged
- Signage quality guideline

⑦ Industrial

- Site Plan review required
- Screen outdoor parking/storage
- Consider transit service in site design
- Provide adequate expansion area for existing uses
- Encourage Redevelopment as existing uses become obsolete

⑧ Park and Open Space

- Improve pedestrian and bicycle connections between park and existing residential areas
- Consider establishment of lakefront restaurant on county parkland
- Consider establishment of Nature Center
- Consider expansion of elderly housing and related facilities at Kelly Senior Center

⑨ Proposed Mitchell International Business Park

- Light Industry/Corporate/Retail and Service uses
- High quality site/building designs
- Prerequisite covenants required
- Buffer between residential and Industrial uses

⑩ Airport Related Business District

- Hotel/Office/Dining/Entertainment/Service
- High quality site/building design
- Improve visual quality of Layton Avenue entry

⑪ Auto Oriented Commercial and Industrial

- Non-Residential District/Existing Residential grandfathered
- Drive thru as conditional use only
- Low intensity uses/large parking area/window storage
- Encourage infill/Intensification
- Site plan review required
- Reduce signage (Dr. and sq. ft.)

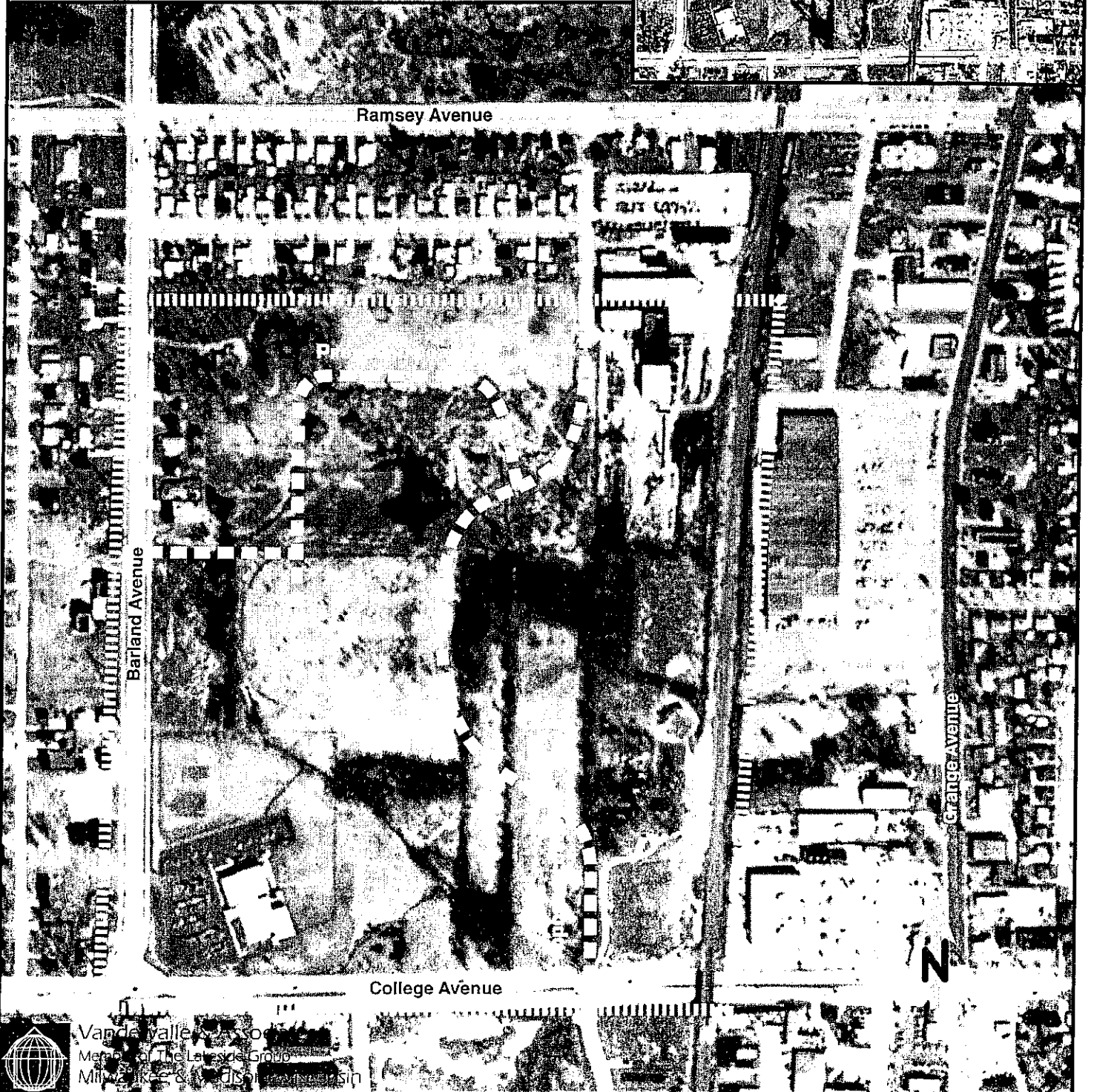
City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 2

1" = 400' approximately

BASE MAP - SEWRPC 1990 AERIAL PHOTOGRAPHY

1" = 1000' approximately



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Milwaukee & Madison, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 south
1" = 1000' approximately

Light industrial/ office
Warehousing/ distribution

Green space

Light industrial/ office
Warehousing/ distribution



BASE MAP - SEVLRPC 1990 AERIAL PHOTOGRAPHY

Residential
Auto-oriented commercial/industrial
Residential infill



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Milwaukee & Madison, Wisconsin

City of Cudahy, Wisconsin

Comprehensive Development Plan

March 1994

Study area 1 south

1" = 1000' approximately

Light industrial/ office
Warehousing/ distribution

Green space

Light industrial/ office
Warehousing/ distribution



BASE MAP - SEVRPC 1990 AERIAL PHOTOGRAPHY

Residential

Auto-oriented
commercial/industrial

Residential infill



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City of Cudahy, Wisconsin

Comprehensive Development Plan

March 1994

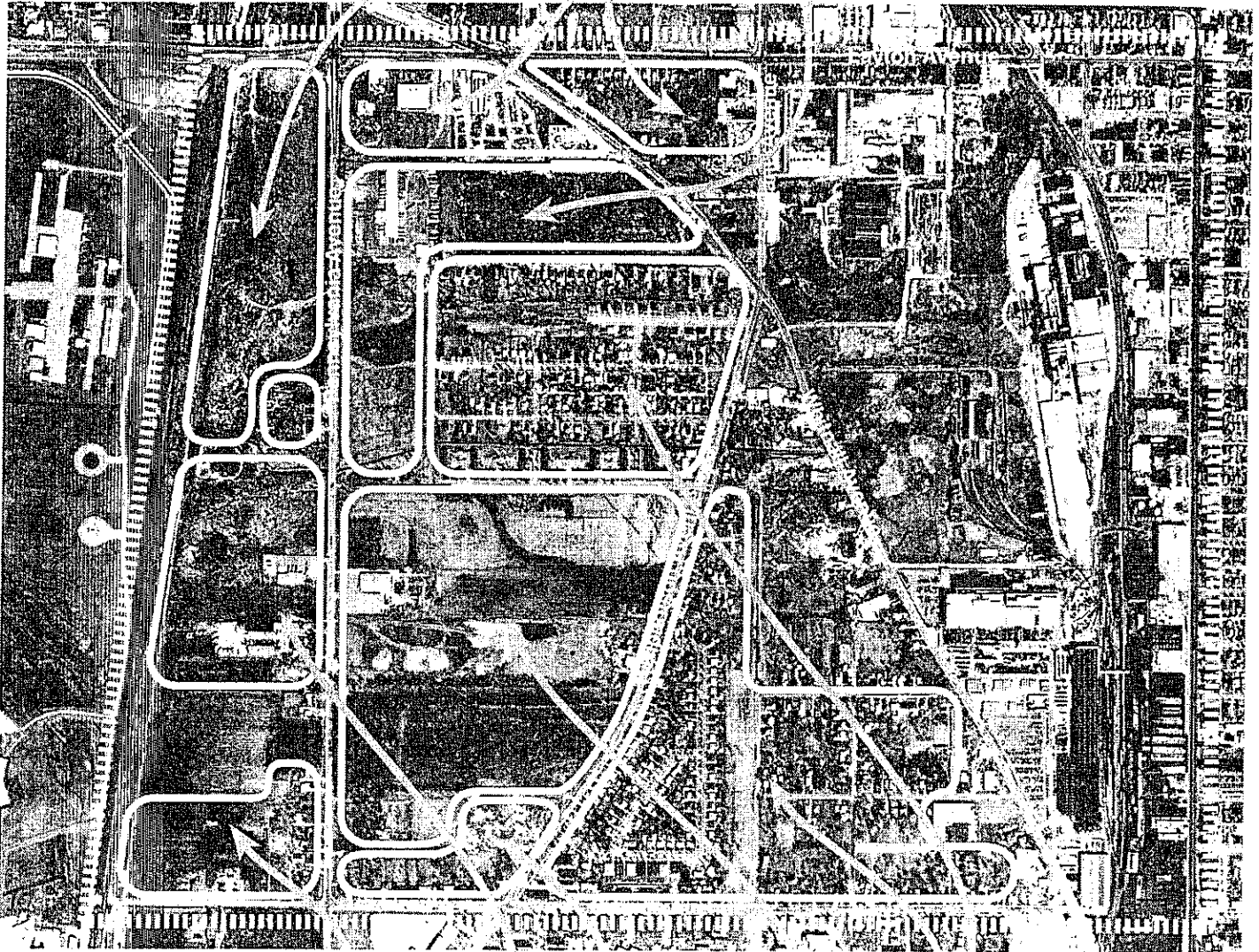
Study area 1 north

1" = 1000' approximately

Former landfill
open space — park & ride

Hotel/ office/ retail
hospitality services

Light industrial
Warehousing/ distribution



Base map — SEWRPC 1990 Aerial photography

Light industrial
Warehousing/ distribution
Office/ light industrial

Residential

Light industrial
Warehousing/ distribution
Residential
Neighborhood preservation



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Madison & Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 south

1" = 1000' approximately

Light industrial/ office
Warehousing/ distribution
Green space

Light industrial/ office
Warehousing/ distribution



BASE MAP - SEVRPC 1990 AERIAL PHOTOGRAPHY

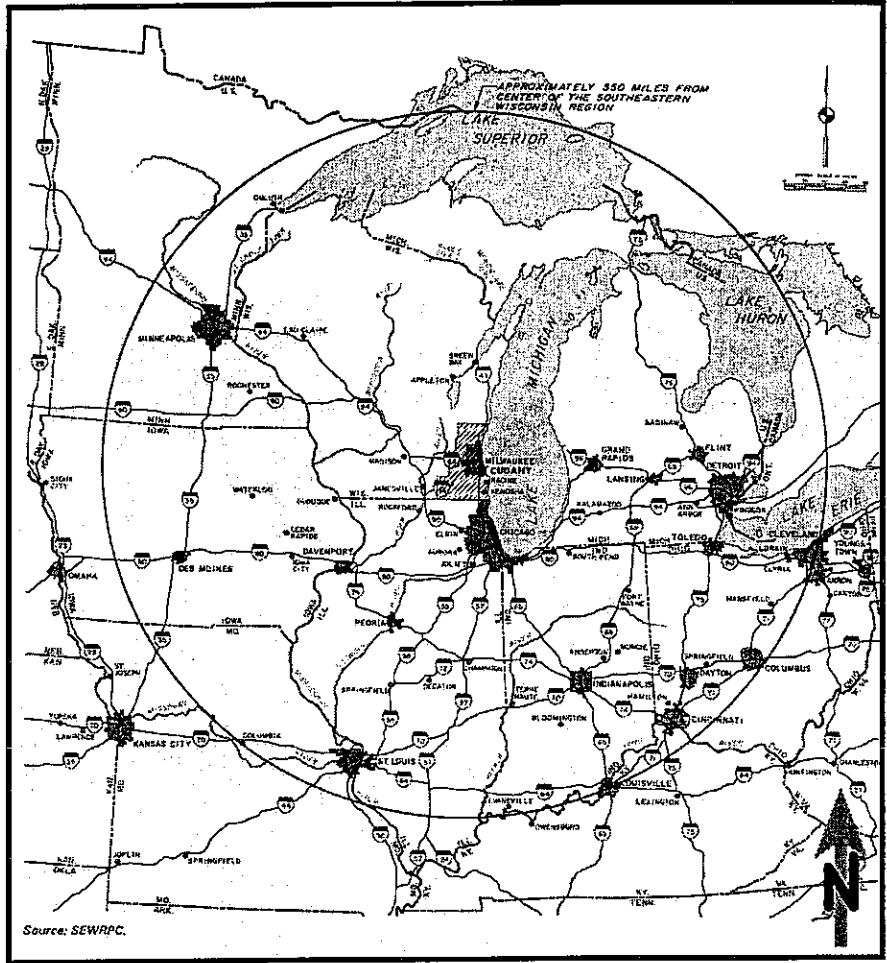
Residential
Auto-oriented
commercial/industrial
Residential infill



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Madison & Milwaukee, Wisconsin

City of Cudahy, Wisconsin Comprehensive Development Plan March 1994

Regional location

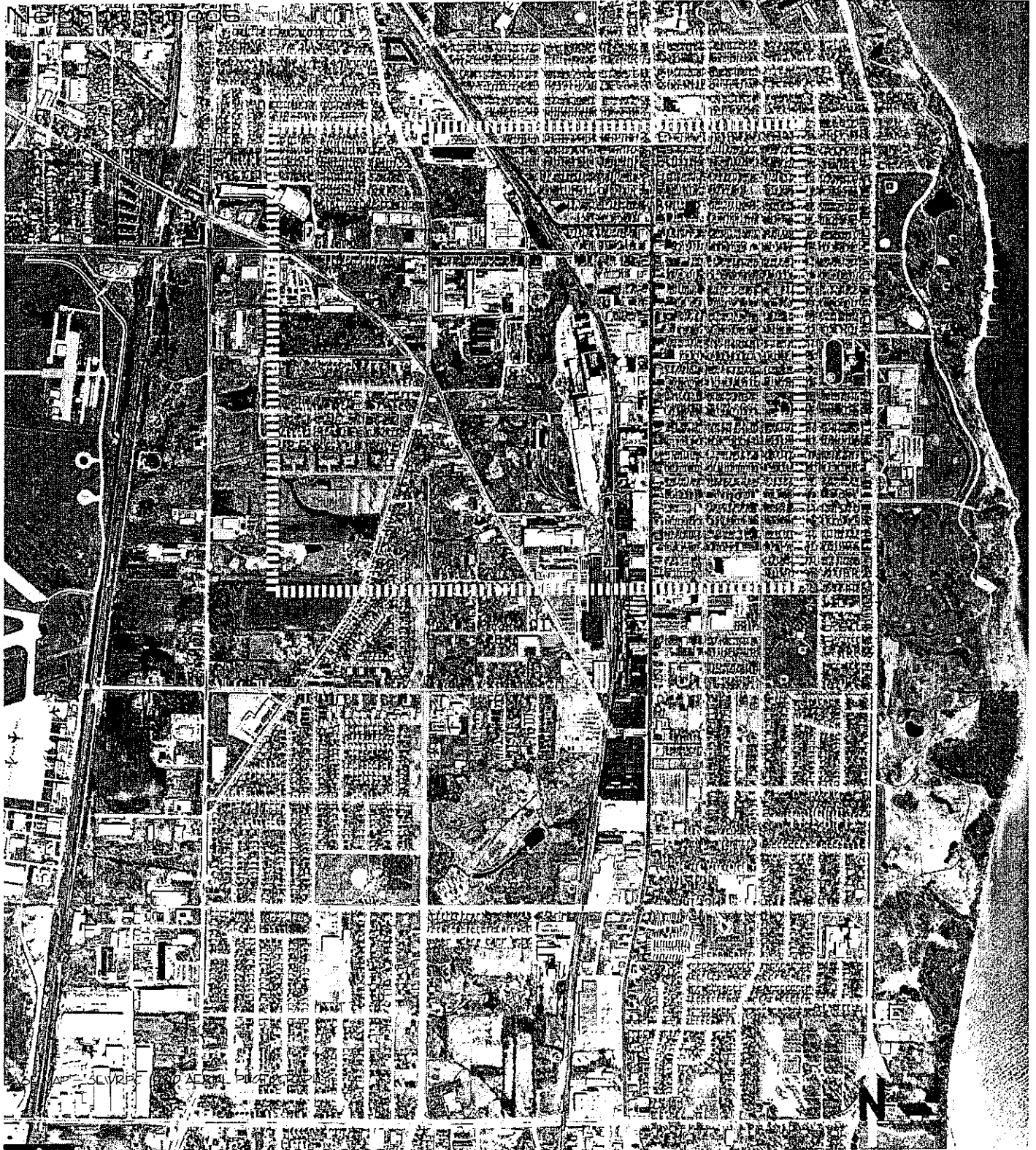


map — SEWRPC



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Madison & Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Community Master Planning
January 1994



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Member of The Lakeside Group
Milwaukee & Madison, Wisconsin

City of Cudahy, Wisconsin

Comprehensive Development Plan

March 1994

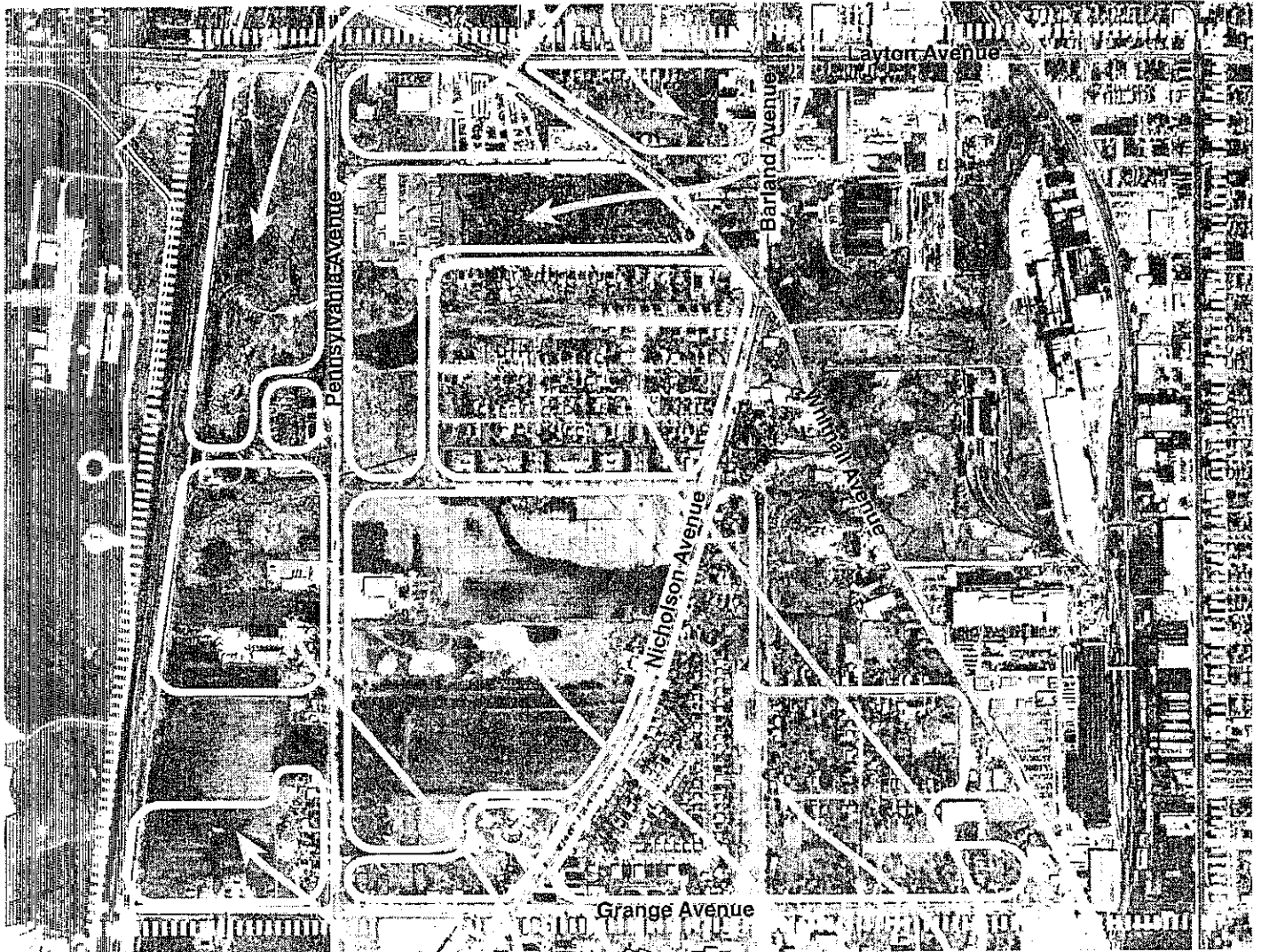
Study area 1 north

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Former landfill
open space — park & ride

Hotel/ office/ retail
hospitality services

Light industrial
Warehousing/ distribution



Base map — SEWRPC 1990 Aerial photography

Light industrial
Warehousing/ distribution
Office/ light industrial

Residential

Light industrial
Warehousing/ distribution
Residential

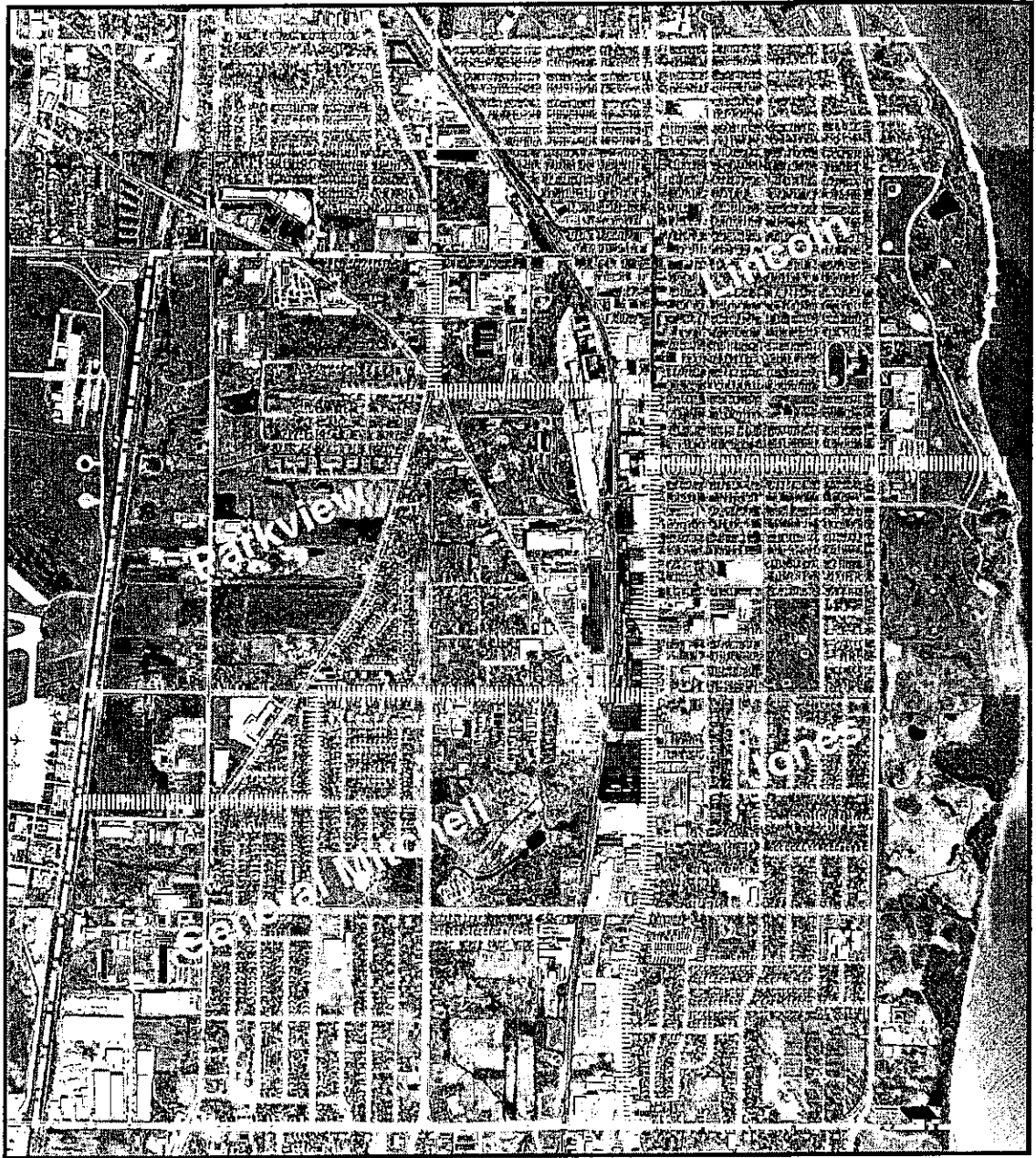
Neighborhood preservation



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Madison & Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

City limit &
neighborhoods



Base map — SEWRPC 1990 Aerial photography

— scale —

N



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Madison & Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 south

1" = 1000' approximately

Light industrial/ office
Warehousing/ distribution

Green space

Light industrial/ office
Warehousing/ distribution



BASE MAP - SEVRPC 1990 AERIAL PHOTOGRAPHY

Residential

Auto-oriented
commercial/industrial

Residential infill



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Madison & Milwaukee, Wisconsin

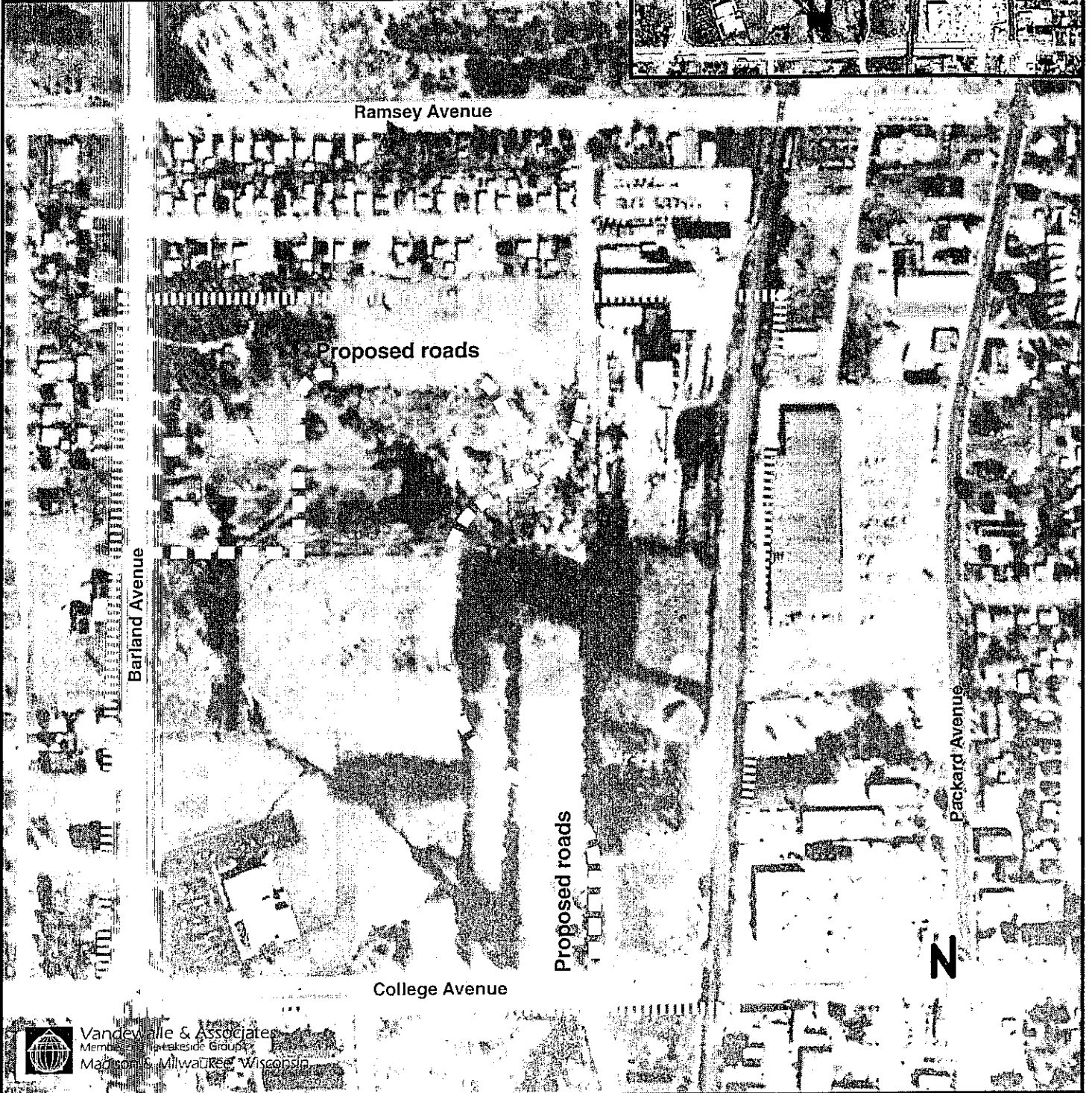
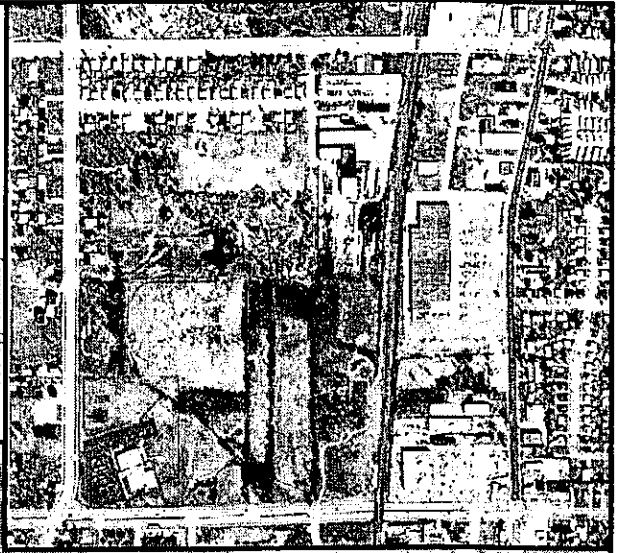
City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 2

1" = 400' approximately

Base map — SEWRPC 1990 Aerial photography

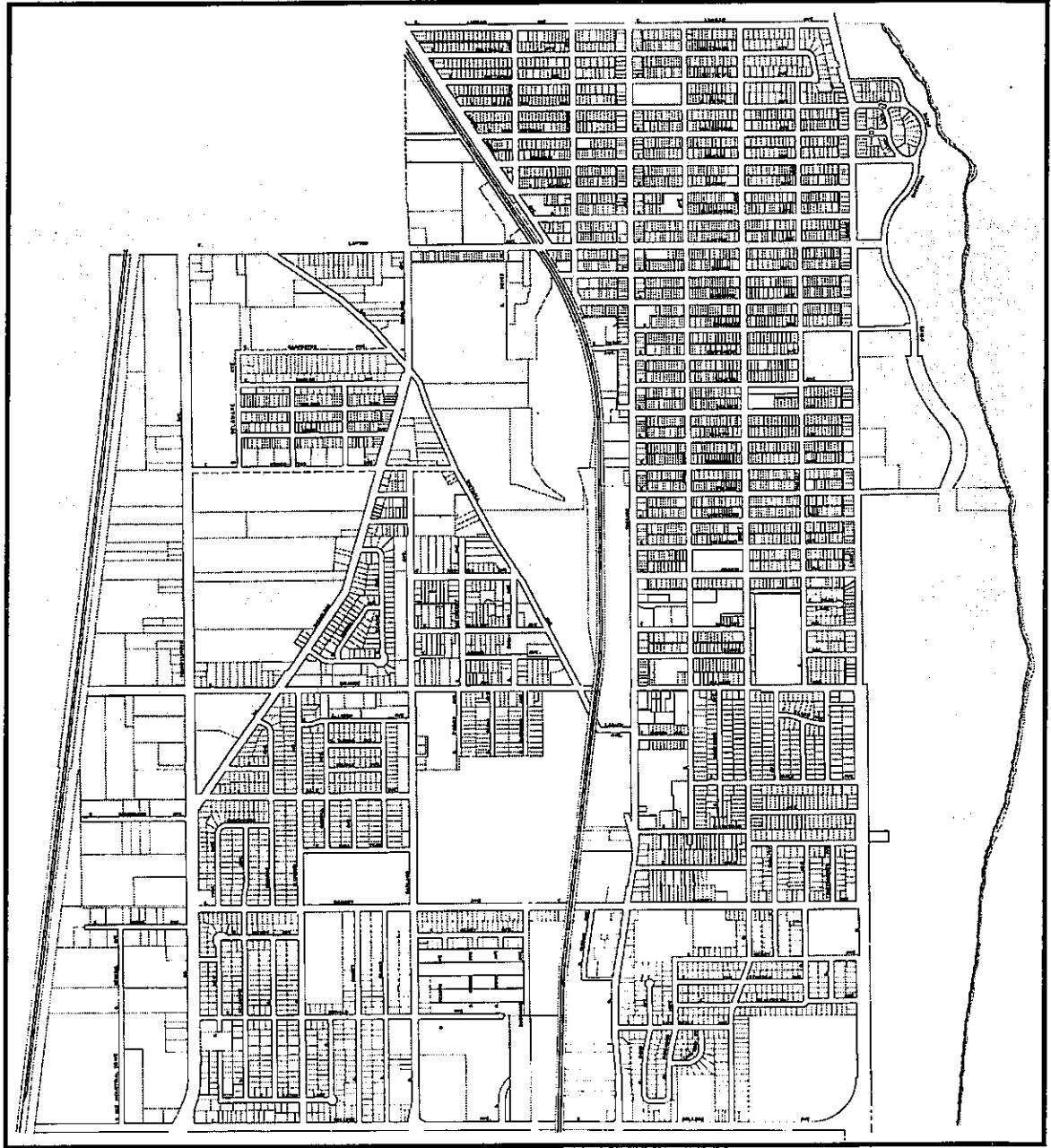
1" = 1000' approximately



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Madison, Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Transportation improvements



Base map — SEWRPC 1990



Vandewalle & Associates
Member of The Lakeside Group
Madison & Milwaukee, Wisconsin

CITY OF CUDAHY COMPREHENSIVE DEVELOPMENT PLAN

ACKNOWLEDGEMENTS

MAYOR

Raymond S. Glowacki

CITY CLERK

Joseph R. Bukowski

CITY ENGINEER

Craig Faucett

ASSESSOR

Steve Miner

DEPARTMENT OF PUBLIC WORKS

Allen Hendrickson - Foreman

Michael Clark, General Manager - DWP/Water Dept.

CITY COUNCIL

Richard Grams
Glen Proeber
Kenneth Widowski

Angeline McKelvie
Ronald E. Smolinski

PLAN COMMISSION

Mayor Raymond S. Glowacki
Alderman, Ronald Smolinski
Daniel Witkowski
Mary Zillman

Craig Faucett
Walter Pytlik
James Zeebe
Gregory Loferski

ECONOMIC DEVELOPMENT COMMITTEE

Jay Gordon
Mark Nicholson
Thomas Wangerin
Alderman, Ronald Smolinski

Earl Kelley
Linda Ryan

Jim Lucas
Lucia Tschohl
Dr. John Watson

PLANNING CONSULTANT

Rick Roll, Vandewalle & Associates

COMPREHENSIVE DEVELOPMENT PLAN

City of Cudahy, Wisconsin

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CITY OF CUDAHY COMPREHENSIVE DEVELOPMENT PLAN

ACKNOWLEDGEMENTS

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I. INTRODUCTION

The *City of Cudahy Comprehensive Development Plan* has been prepared under the direction of the City's Planning and Zoning Commission, Common Council and Economic Development Committee pursuant to Section 62.23 Wisconsin Statutes (City Planning). This Plan is Cudahy's first master plan. It should be noted that while this Plan specifically focuses on land use, transportation and redevelopment issues, several other City plans and studies also comprise the City's master plan. These plans and studies include the *Economic Fact Book For the City of Cudahy* (Southeastern Wisconsin Regional Planning Commission, 1993) and the *Overall Economic Development Program Plan City of Cudahy, Milwaukee County Wisconsin* (SEWRPC, 1992). Each of these documents provides detailed information about the City including demographic and economic analysis, community facilities and services, natural resource and environmental characteristics, and related information. Summaries of the information provided in those documents are used in this Plan.

Numerous other plans were utilized during the preparation of this Comprehensive Development Plan document. These include: *Southeastern Wisconsin Transit Corridor Study*, May 1991 (BRW, Inc., CH2M Hill, et al.); *A Park and Open Space Plan for Milwaukee County*, (SEWRPC, 1991); *A Lake Michigan Shoreline Erosion Management Plan for Milwaukee County, Wisconsin*, (SEWRPC, 1989); *General Mitchell International Airport Master Plan*, (HNTB, 1992); *Lake Arterial Extension Planning Study*, (SEWRPC, 1991); *General Mitchell International Airport F.A.R. Part 150 Noise Compatibility Study*, (Coffman Associates, Inc., 1992); *A Primary Transit System Plan for The Milwaukee Area*, (SEWRPC, 1982); *Report of the Hoan Bridge South Task Force, Milwaukee County Wisconsin*, (SEWRPC, 1986); Cudahy, Wisconsin Golden Anniversary 1906-1956 commemorative booklet; Patrick Cudahy A Journey Through The Past Present and Future March 30, 1990; Transit- Oriented Development Design Guidelines, Calthorpe Associates and Mintier Associates, November 1990; The New Suburb: Guidelines For Transit Sensitive Suburban Land Use Design, Center for Urban Transportation Studies and the School of Architecture and Urban Planning The University of Wisconsin-Milwaukee July 1991 Reports 1 & 2. In addition to a review of these documents, a number of interviews were conducted by the Consultant with numerous individuals and agencies in order to gain information and insights into key planning issues in Cudahy.

This Plan is intended to serve as the blueprint for guiding the physical development and redevelopment of the City of Cudahy. The Plan provides a long-term (through the year 2010) community development strategy and should be used by City officials and other decision makers as physical development and redevelopment related decisions are made. All zoning, land subdivision, capital facilities planning, and related actions should be consistent with the goals, objectives, and recommendations of this Plan. It is important to reiterate that this Plan should be referred to every time a community development related decision is being considered. This is the only way that the Plan can be effectively implemented over time. The Plan should serve as a "working document" that guides decision makers on a day to day basis.

The *Cudahy Comprehensive Development Plan* has been adopted by the City as an official master plan under Section 62.23 Wisconsin Statutes and carries the force of a master plan and official map as therein described. The Plan should be evaluated by City officials and amended as needed to keep current with changes brought about by time.

II. CITY PLANNING GOALS AND OBJECTIVES

The following goals and objectives have been developed by the Planning Consultant with the assistance of City officials, residents, property owners and other interested persons. These goals and objectives are intended to serve as guides for preparing and implementing the *recommendations presented in later chapters of the City of Cudahy Comprehensive Development Plan*.

Goals are broad statements that express general public priorities about how the City should develop and redevelop during the next 20 years. The goals are formulated based on the identification of key issues, opportunities and problems that affect the City. The goals are specifically based on information and ideas that were presented at the first public working session held in September of 1993, as well as, from ideas generated via intensive research of existing studies and interviews with individuals from various agencies and organizations.

Objectives are more specific than goals and are usually attainable through strategic planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.

The development of goals and objectives is a key element of the comprehensive community planning process. The goals and objectives are intended to express the basic values, desires and needs of the community with respect to physical development and redevelopment. Further, they contribute to the successful implementation of the Plan after it is adopted by providing guidelines for judging new development proposals. Essentially, they define the City's vision for the future and provide guidance for realizing that vision.

LAND USE GOAL

To ensure that the character and location of all types of land uses within the City contribute to the general health, safety and welfare of Cudahy and its residents and property owners.

Objective 1: Through the implementation of long-range comprehensive planning and detailed target area plans, work towards achieving the highest and best use of all vacant and under-utilized lands and buildings in the City of Cudahy.

Objective 2: Develop detailed zoning, land division, official map, and capital improvements ordinances and design standards which will directly implement this Plan.

Objective 3: Require all physical development and redevelopment decisions and actions in the City of Cudahy to be consistent with this Plan.

Objective 4: Develop detailed target area (neighborhood level) plans for specific areas of the City where physical development or redevelopment is desired.

Objective 5: Whenever possible, coordinate land use planning activities in Cudahy with planning activities in neighboring jurisdictions and the southeastern Wisconsin region.

Objective 6: Guide new development or redevelopment only to those areas in the City that are well-suited for urban development.

Objective 7: Provide for the complete range of basic land uses including residential, commercial, office, industrial, parks and open space, institutional in the City of Cudahy by designating areas most appropriate for such uses on the City's long-range land use plan map.

Objective 8: Protect established, viable residential neighborhoods from intrusions by more intensive land uses, such as commercial and industrial uses, through sound zoning practices. In older areas of the City (such as the Lincoln Neighborhood) some mixture of residential and neighborhood commercial uses may be desirable to facilitate transit use and pedestrian activity.

Objective 9: Permanently protect environmental corridors and isolated natural areas from urban development through a combination of zoning, official mapping, public acquisition, and developer land dedications.

Objective 10: Achieve a compact, efficient development pattern in the City by requiring high quality site design and the efficient provision of municipal services.

Objective 11: Prevent strip commercial development along major thoroughfares that serve the City by encouraging cluster development in predesignated commercial areas.

Objective 12: Protect the economic viability of existing business districts in the City of Cudahy by carefully zoning undeveloped or redeveloping areas in the City.

Objective 13: Do not allow incompatible land uses such as residential and commercial or industrial to be located in close proximity to each other unless adequate mitigation measures such as bufferyards, vegetative or structural screening, high quality site planning, sound-proofing, traffic access and control of parking lot lighting are incorporated into the design of these uses. In the central business district and in historic neighborhood centers intensive, mixed use development patterns are desirable provided the site design measures described above are adequately addressed in all development and redevelopment projects.

Objective 14: Coordinate land development and redevelopment projects with transportation system projects such as the new Lake Parkway and the Pennsylvania Avenue reconstruction project in order to achieve the highest and best use of vacant or under-utilized lands.

Objective 15: Coordinate land use planning activities in the City of Cudahy with the plans and activities of the Cudahy School District, Milwaukee Metropolitan Sewerage District, Milwaukee County Department of Parks, Recreation and Culture and other providers of municipal services and facilities.

Objective 16: Improve the visual quality and physical design of the City of Cudahy by developing and enforcing new signage, landscaping, property maintenance, site plan review, building design, parking and outdoor storage regulations.

Objective 17: Amend the City's existing zoning ordinance and zoning map to be consistent with the recommendations of this Plan. Where necessary draft and adopt new ordinances to implement the goals, objectives, and recommendations of this Plan.

Objective 18: Protect and enhance historic and cultural resources in the City.

Objective 19: Encourage the use of innovative land development tools including planned unit developments, cluster zoning and mandatory professional site plan and plat review.

Objective 20: Ensure that all new development provides adequate off-street parking and off-street loading facilities. In the central business district encourage shared parking facilities where appropriate.

Objective 21: Ensure that all new development can be adequately served by existing municipal services and facilities before development projects are approved.

Objective 22: Avoid stormwater management problems associated with increasing urbanization by requiring new development to provide adequate on-site storm-water management facilities and by permanently protecting natural drainageways and floodlands.

Objective 23: Study the feasibility of developing a new, comprehensively planned business park within the City of Cudahy.

Objective 24: Develop and implement land development regulations that properly and effectively regulate the location, type, size, density, intensity, and site design of all residential and non-residential land uses.

Objective 25: Prohibit the expansion of non-conforming land uses that are incompatible with the recommendations of the City's *Comprehensive Development Plan*.

TRANSPORTATION GOAL

To provide a safe, convenient and efficient multi-modal transportation system in the City of Cudahy.

Objective 26: Update the City's official map in order to reserve adequate rights-of-way for future reconstructed or newly constructed streets.

Objective 27: Coordinate transportation projects with the City's *Comprehensive Development Plan*.

Objective 28: Study the idea of establishing light rail or commuter rail service in Cudahy.

Objective 29: Link Cudahy's transportation system with the regional transportation system through coordinated long-range transportation and land use planning.

Objective 30: Take full advantage of the economic development possibilities associated with the City's access and proximity to regional rail lines, General Mitchell International Airport, Lake Michigan, and the interstate highway system.

Objective 31: Provide safe and comfortable pedestrian facilities in all areas of the City including residential, commercial, industrial, recreational and institutional areas. All neighborhoods should be designed to meet the needs of the pedestrian.

Objective 32: Improve bus service to Cudahy by adjusting the current routes to better serve the City's residents, workers and visitors. Encourage land use densities that make transit service feasible.

Objective 33: Require all new development along existing and proposed transit corridors to be designed so that it can be easily and conveniently served with bus, commuter rail, light rail or other transit systems. Site plan reviews should include a thorough analysis of whether or not the proposed development is designed in a manner that will allow it to be served by transit vehicles (e.g. buses, car pools, vans, rail, etc.).

Objective 34: Where feasible, redesign and reconstruct existing intersections which are presently not well designed (e.g. Whitnall Avenue and Layton Ave and Whitnall Avenue and Nicholson Avenue).

Objective 35: Provide additional municipal parking in existing commercial areas where there is currently a lack of parking spaces. Encourage structured parking in the central business district.

Objective 36: Improve the image of the City by improving the visual quality along key community entryways (such as Layton Avenue, Packard Avenue, College Avenue, Whitnall Avenue and Pennsylvania Avenue). This should be achieved by amending the City's signage, landscaping, outdoor storage and building design regulations so that new development must be more sensitive to visual quality.

Objective 37: Work with Milwaukee County to enhance and expand the bike path system along the lakeshore and link it with other areas of the City.

Objective 38: Provide a directional signage system that guides travelers to key destinations in Cudahy, such as the lakeshore, commercial districts, parks, schools, and the industrial park.

Objective 39: Determine the feasibility of developing a multi-modal mass transit center--mixed use complex along the Lakeshore Rail Line.

Objective 40: Establish a high quality business corridor along the soon to be reconstructed Pennsylvania Avenue.

Objective 41: Coordinate the City's capital improvements projects with this Plan.

Objective 42: Protect the traffic carrying capacity of arterial streets in the City by restricting on-street parking in certain areas and limiting the number of driveways which provide direct vehicular access to heavily traveled thoroughfares.

Objective 43: Provide safe and convenient pedestrian and bicycle routes between residential areas, schools, shopping areas, parks, medical facilities, employment centers and mass transit facilities.

Objective 44: Require all new development projects to accommodate the needs of pedestrians, bicyclists, transit riders, and the physically challenged. Develop site plan review and conditional use standards that these requirements be made a part of all new development and redevelopment projects.

Objective 45: Encourage persons owning developed property along major community entryways to improve the aesthetic quality of their properties by screening parking areas, landscaping street terraces and yards, reducing the number and size of signs, eliminating outdoor storage of materials, products or supplies, and planting flower beds. In turn, the City should add streetscape improvements such as canopy type shade trees (London or American Plane Trees and Honey Locust are attractive, urban tolerant, fast growing trees), theme pedestrian scale (12 feet high or less) lighting, banners, benches, and relocate or burying power lines along key entryways whenever it is feasible to do so.

Objective 46: Ensure that all pedestrian crossings at major intersections are properly designed to provide maximum safety to those crossing these streets.

Objective 47: Require all new development to provide off-street parking and loading facilities.

Objective 48: Minimize the impact of new transportation projects on existing homes, businesses and natural resources.

HOUSING GOAL

To provide safe, affordable, quality housing of various types and in various locations to present and future Cudahy residents.

Objective 49: Encourage a variety of housing types including single-family, duplex, multiple-family and condominium units in the City.

Objective 50: Continue the City's housing rehabilitation low interest loan program to stabilize the physical condition of older neighborhoods.

Objective 51: Address the issue of the low housing vacancy rate in Cudahy (2.6% in 1990) in order to better accommodate the housing needs of current and potential new residents.

Objective 52: Ensure that specialized residential facilities such as Washington Square, Williamstown Bay and Evergreen Square are adequately served with transit service, pedestrian facilities, bicycle facilities, recreational facilities, and convenient, nearby shopping areas.

Objective 53: Avoid the construction of new housing units in areas that are subject to unacceptable levels of aircraft noise as recommended in the General Mitchell International Airport F.A.R. 150 Noise Compatibility Study.

Objective 54: Identify the most suitable areas for new residential dwelling units on the land use plan map and guide new residential development to those areas.

Objective 55: Locate new housing units in areas that have convenient access to shopping, schools, churches, parks and transit facilities.

ECONOMIC DEVELOPMENT GOAL

To diversify and strengthen Cudahy's local economy.

Objective 56: Implement the goals, objectives and recommendations presented in the *Overall Economic Development Program Plan City of Cudahy, Milwaukee County Wisconsin.*

Objective 57: Study the feasibility of establishing a new, high quality business park in the City.

Objective 58: Retain and expand existing commercial establishments and industries in the City of Cudahy.

Objective 59: Take maximum advantage of the economic development potential the City enjoys given its proximity to an international airport, two major rail lines, the interstate highway network and the Great Lakes.

Objective 60: Study the feasibility of establishing light-rail or commuter rail service in the City of Cudahy in order to help generate new retail, office and residential markets.

Objective 61: Improve the visual quality of existing commercial and industrial establishments in Cudahy to improve the "image of the city".

Objective 62: Restructure the local economic base so that it better fits the realities of a rapidly changing world economy.

Objective 63: Better utilize the lakeshore as an economic development amenity by working with neighboring units of government to develop a vision plan for the lakefront.

Objective 64: Determine the highest and best use of vacant or under-utilized commercial and industrial properties within the City.

Objective 65: Recruit new industries to the City by aggressively marketing Cudahy's unique locational attributes.

Objective 66: Thoughtfully utilize all potential financing tools such as tax increment financing, business improvement district, low interest facade rehabilitation loan programs through local financial institutions, corporate donations, local foundations, CDBG, DOD programs, and ISTEA to revitalize the City's central business district and rehabilitate blighted areas.

Objective 67: Amend the City's existing zoning ordinance and map so that it helps rather than hinders (by allowing unplanned, often unsightly strip development) the City's economic development efforts.

Objective 68: Provide shoppers with adequate services such as safe and convenient parking areas; comfortable, visually attractive and well-lit sidewalks in commercial areas; safe crossings across major streets; and logical, convenient transit routes that connect residential areas with shopping districts and job centers.

Objective 69: Diversify the mixture of commercial uses along Packard Avenue to better meet unmet market niches.

Objective 70: Work with the City of Cudahy Economic Development Committee, Milwaukee County Division of Economic Development, the Cudahy Chamber of Commerce, Wisconsin Electric Power Company, Wisconsin Department of Development, Forward Wisconsin, Inc. and related agencies and organizations to achieve economic development objectives in the City of Cudahy.

ENVIRONMENTAL PROTECTION GOAL

To preserve natural features and amenities and conserve natural resources for the benefit of present and future generations.

Objective 71: Permanently protect environmental corridors and isolated natural areas from development through the use of the City's Zoning Ordinance, Official Map and Land Subdivision Ordinance.

Objective 72: Permanently protect floodlands, natural drainageways and wetlands within the City of Cudahy to avoid storm-water management problems and other environmental problems.

Objective 73: Work with Milwaukee County, neighboring municipalities, state and federal agencies and property owners to prevent erosion problems along Lake Michigan.

Objective 74: Develop strategies for cleaning up contaminated sites within the City of Cudahy.

PARKS AND RECREATION GOAL

To provide quality recreation and open space facilities to all residents of Cudahy.

Objective 75: Ensure that all neighborhoods in Cudahy are located within 1/2 mile (ten minute walk) of a neighborhood park facility.

Objective 76: Continue to work with Milwaukee County to continue to develop a high quality park system that meets the needs of all City residents.

Objective 77: Work closely with the Cudahy School District to provide adequate recreation facilities and programs and to avoid duplication of recreational facilities.

Objective 78: Require new subdivisions to provide land dedications or fees in lieu of land dedications for park and open space acquisition and facilities development.

Objective 79: Implement the goals, objectives and recommendations of *A Park and Open Space Plan for Milwaukee County*.

COMMUNITY SERVICES GOAL

To provide high quality, cost-effective services to the City and its residents.

Objective 80: Maintain adequate and cost-effective public facilities and services for all Cudahy residents, property owners and visitors.

Objective 81: Coordinate community development projects in Cudahy with plans and projects of the Milwaukee Metropolitan Sewerage District and other service or facility providers.

Objective 82: Develop a capital improvements program for the City which is based on and is consistent with this Plan.

Objective 83: Explore opportunities for sharing services with neighboring communities.

DEVELOPMENT PLAN IMPLEMENTATION AND ADMINISTRATION GOAL

To establish and maintain a comprehensive, continuous community development system that results in a high-quality built and natural environment.

Objective 84: Conduct a complete revision of this Plan at least once every 10 years.

Objective 85: This Plan should be consulted by the Planning and Zoning Commission, Common Council, Zoning Board of Appeals, Economic Development Committee, other units of government and agencies, and the private sector before any decisions related to community development or redevelopment are made.

Objective 86: This Plan should be amended and revised as needed so that it remains relevant to current conditions in the community. However, the Plan should not be changed so frequently that it becomes meaningless.

Objective 87: This Plan should be formally adopted by resolution by the Planning and Zoning Commission and the Common Council. Amendments to the Plan should be made in the same manner.

Objective 88: Require site plan review for all new multiple family residential, commercial, industrial, office, and institutional uses.

Objective 89: Implement this Plan through the City's Zoning Ordinance, Land Subdivision Ordinance, Official Map and capital improvements programming. If necessary, these ordinances should be amended or new ordinances should be created to achieve this objective.

II. BACKGROUND INFORMATION

This Chapter of the *City of Cudahy Comprehensive Development Plan* is intended to provide a summary of "background information" for the City of Cudahy. Included in this chapter is a summary of data regarding land use, natural resources, public facilities, transportation and existing plans and ordinances. The data and information summarized in this Chapter will be used to develop specific recommendations and policies which are provided in later Chapters of this Plan.

A number of sources were utilized by the Consultant to complete this Chapter. Two key resources were the *Economic Development Fact Book for the City of Cudahy* (SEWRPC, 1993) and the Overall Economic Development Program Plan City of Cudahy, Milwaukee County, Wisconsin (SEWRPC, 1992). Numerous other sources were utilized to complete this background information analysis including City of Cudahy Codes, Ordinances, and data bases; various SEWRPC plans and reports; plans and studies prepared for General Mitchell International Airport; and interviews with various agencies and individuals. The Cudahy, Wisconsin Golden Anniversary Booklet and the Patrick Cudahy Historical Booklet which are described in Chapter One, were utilized to compile the History section of this Chapter.

History

The City of Cudahy stands today on lands that were tribal grounds of the Potawatomi Indians. The United States government entered into a treaty with the tribe in 1833 and purchased a vast area which included present day Cudahy. This area originally part of the Township of Lake, was recorded as the Township of Cudahy in 1892.

Early in its modern history, the area now known as the City of Cudahy was a wayside station along the Chicago and Northwestern Company Rail Line. This wayside station was known as "Buckhorn" and it included a general store, an inn and several homes. The first business block in what is now Cudahy was located at the corner of Layton and Lipton Avenues. This area originally developed in 1893 with the Ponto Hotel opening on Christmas Eve. This was followed by Cudahy's first general store which was located on the corner of Swift and Layton Avenues.

Many of these commercial lots were created and sold by Patrick Cudahy. Patrick Cudahy was a key figure in the history of the City having built a meat packing plant on 700 acres of land he bought from the Eaton family on a site he described as "...two miles south of Milwaukee on the Chicago Northwestern Railroad." The Eaton family was one of Cudahy's earliest residents after federal sale of the former tribal lands began in 1839. Patrick Cudahy envisioned the growth of a community around his plant. In 1894 he set up an "Office of Land Development of Cudahy Brothers, proprietors of the original Town Site of Cudahy." The first sale was made to Stephen Edgerton in May of 1894. Patrick Cudahy named Cudahy's first streets after Chicago and Milwaukee meat packers such as Philip Danforth Armour, Gustavus Franklin Swift, John Plankinton, and Frederick Layton.

Henry Schade, Patrick's real estate agent, managed the building of many of the early homes that were built by Patrick Cudahy for his workers. Hotel's for workers were established along Packard, Barnard, Plankinton, Pulaski and Layton Avenues. These hotels typically were located above first floor taverns. Van Norman Avenue was reserved by Patrick Cudahy as a fine residential street and the Michigan Highlands, east of Lake Drive, for prime residential lots.

By 1895, Cudahy had grown to the point where its was decided to incorporate the community into a village. The residents chose the name "Cudahy" in honor of the Cudahy Brother's Company. In 1895 the Village of Cudahy comprised 1.9 square miles and was home to 1,366 residents. On January 23, 1906, with a population of 2,556, the Village Board resolved to incorporate as a City.

The Chicago and Northwestern Railroad operated only two daily runs to Cudahy during the community's early years. The present depot was built in 1892 at Plankinton and Kinnickinnic Avenues. However, as his business grew, Patrick Cudahy needed to expand transportation opportunities for his employees. Other than horse and buggy, the trains were the only way that Milwaukee residents to get to work in Cudahy. After some effort, Patrick Cudahy was able to persuade the Milwaukee Street Railway Company to extend a line to Cudahy. The first streetcar arrived in Cudahy in September of 1895. The cars ran on a single track parallel to the Chicago and Northwestern right of way from Milwaukee to Van Norman Avenues. The cars then turned east to Lipton Avenue and south to Plankinton Avenue before turning east again to Packard Avenue where they went south to the end of the line at Packard Avenue and Pabst Avenue.

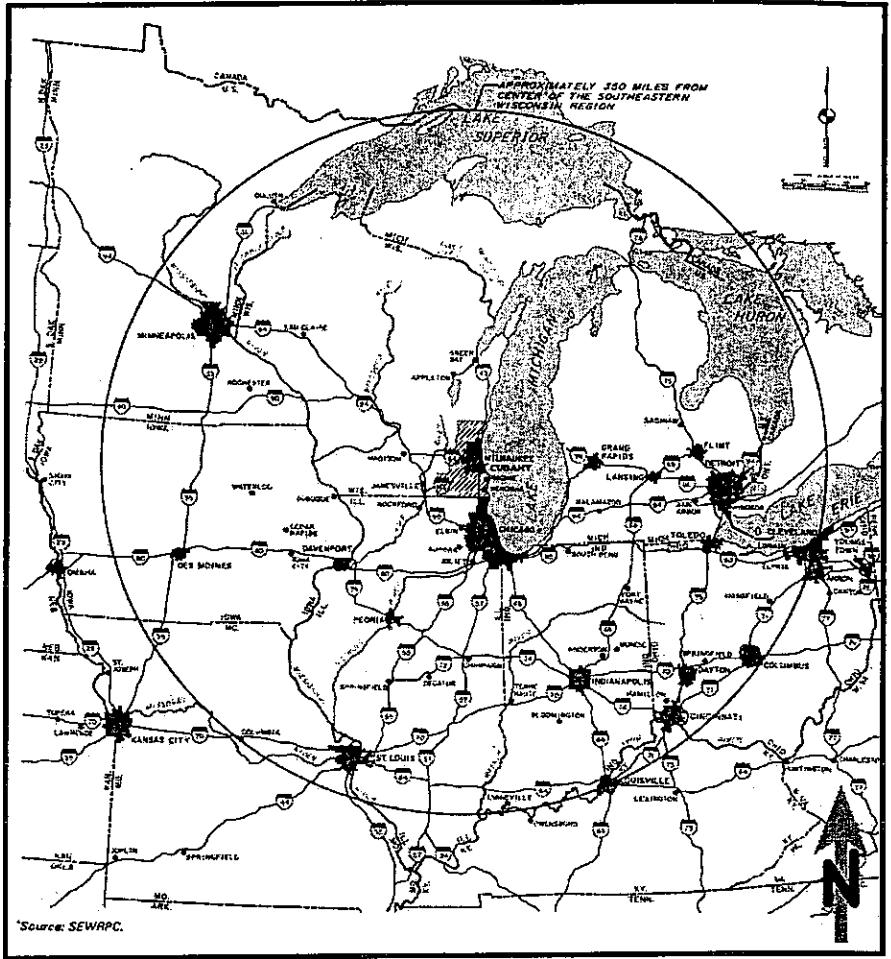
The Village of Cudahy's land area was comprised of 1,231.80 acres in 1895. The figure was the same in 1906 when the Village became a City. In 1949, 582.40 acres were annexed into the City from the town of Silverdale. This southeast side annexation included the lands bounded by E. Grange Avenue on the north, the Chicago and Northwestern Lake Shore Line on the west, E. College Avenue on the South and Lake Michigan on the east. In 1952 the Nicholson area comprising 1,216.48 acres (1.9 square miles) west of Whitnall Avenue and the Lake Shore Line was annexed to the City. In 1954 a small strip of land (14.44 acres) was annexed to the City along the south side of E. Layton Avenue between S. Barland Ave. and the City's current western corporate limits. In 1990, the City of Cudahy is comprised of approximately 4.8 square miles, slightly more than the City's 4.8 square miles total after the 1954 annexation. Because the City is currently surrounded by other incorporated jurisdictions, future corporate boundary expansions are unlikely.

Location

The City of Cudahy is located in southeastern Milwaukee County on the shore of Lake Michigan. The City is located immediately east of General Mitchell International Airport and the City of Milwaukee. The City of St. Francis borders the City on the north, while the City of South Milwaukee and the City of Oak Creek border Cudahy on the south.

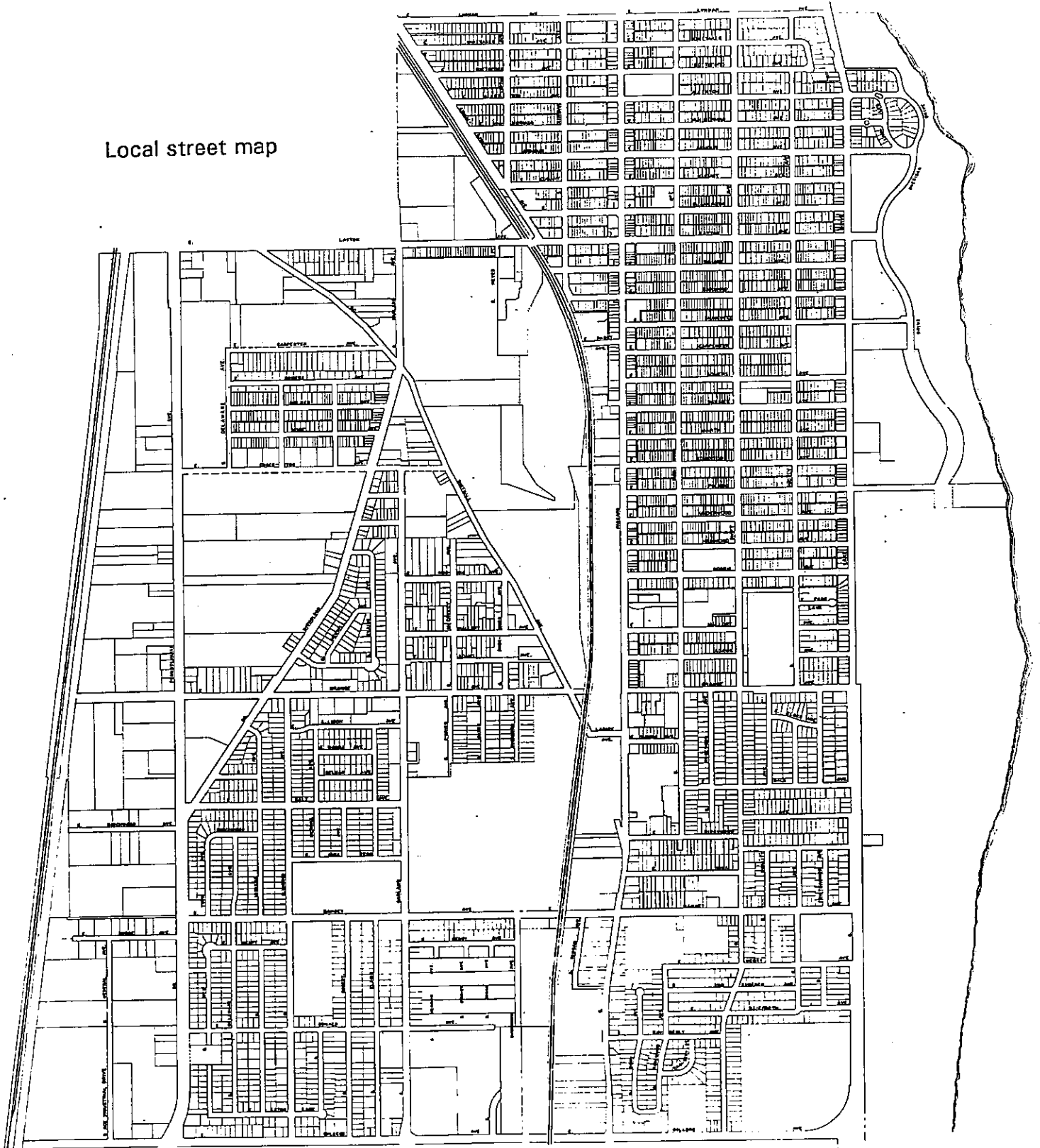
City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Regional location



map - SEWRPC

Local street map



Adoption by Plan Commission: July 12, 1994
Adoption by Common Council: July 19, 1994

Climate

Cudahy has a typical continental-type climate with four distinct seasons. The City's lakeshore location results in lake effect weather conditions. According to data provided by the SEWRPC, Cudahy's mean daily temperature is 46.1 F (annual mean) with July being the month with the highest mean daily temperature (70.5 F) and January having the coldest 18.7 F. Cudahy averages 30.94 inches of rain annually with a mean snowfall total of 47 inches.

Demographic Information

The City of Cudahy was originally incorporated as the Village of Cudahy in 1895. In 1906, the Village was incorporated as a city. Since its founding, Cudahy has experienced periods of rapid population growth leading up to the decade beginning in 1970. The population of the City reached 3,691 in 1910; 6,752 in 1920; 10,631 in 1930; 10,561 in 1940; 12,182 in 1950; 17,975 in 1960 and 22,078 in 1970. However, in recent years, the City's population has experienced a significant decline as the industrial sector of the local and national economies has declined. By 1980, the City's population dropped to 19,547.

Cudahy's official 1990 population was 18,659 persons according to the U.S. Bureau of the Census. This represents a 4.5% decline from the 1980 population of 19,547. Since reaching its highest population of 22,078 in 1970, Cudahy has experienced a steady population decrease. There are several reasons for this downward trend. First, the rapid changes in the regional economy from heavy industrial to a more service based economy have hit Cudahy and other Milwaukee metropolitan areas hard. Several major Cudahy employers have cutback their work forces over the last decade. Second, Cudahy is completely surrounded by other incorporated municipalities which has put a permanent halt on the City's ability to annex land and expand its corporate limits. The amount of undeveloped land that is suitable for residential development is very limited in Cudahy due to various physical and man-made factors.

Table One below provides an historical summary of population growth in Cudahy between the years 1900 and 1990.

**TABLE ONE
HISTORICAL POPULATION GROWTH--CITY OF CUDAHY**

YEAR	POPULATION	% CHANGE FROM PRECEDING TIME PERIOD
1900	1,366	--
1910	3,691	170.2
1920	6,725	82.2
1930	10,631	58.1
1940	10,561	-7
1950	12,182	15.3
1960	17,975	47.6
1970	22,078	22.8
1980	19,547	-11.5
1990	18,659	-4.5

Source: U.S. Bureau of the Census and SEWRPC.

**TABLE TWO
POPULATION PROJECTIONS CITY OF CUDAHY 1995 - 2015**

Municipality	CENSUS 1990	PROJ. 1995	PROJ. 2000	PROJ. 2005	PROJ. 2010	PROJ. 2015
City Of Cudahy	18,659	18,966	19,293	19,597	19,938	20,267
City Of Milwaukee	628,088	638,400	650,627	662,144	674,743	687,217

Source: Wisconsin Department of Administration Demographic Services Center, 1993.

Table Two above, indicates that Cudahy is expected to grow at a slow rate during the coming decades. For example, by the year 2000, Cudahy is projected to grow to a population of 19,293, a 3.4% increase over the 1990 population of 18,659. However, it is important to note that due to a variety of factors, it is very difficult to project future populations for small geographical areas such as Cudahy with a high degree of certainty. The fact that the City is completely "landlocked" by other incorporated municipalities and Lake Michigan makes it impossible for Cudahy to expand its corporate limits. Therefore, any new population growth in the City will have to be accommodated on "infill" parcels of currently undeveloped land or in under utilized existing structures.

TABLE THREE
AGE COMPOSITION--CITY OF CUDAHY 1990

AGE GROUP	NUMBER	PERCENT
9 and Under	2,486	13.3
10-19	2,367	12.7
20-24	1,372	7.4
25-44	5,978	32.0
45-64	3,874	20.8
65 and Over	2,582	13.8
Total	18,659	100.0

Source: U.S. Bureau of the Census and SEWRPC, 1993.

Cudahy's population is somewhat older than the population for the State of Wisconsin as a whole. The median age for persons living within the City of Cudahy in 1990 was 34 years compared to the 32.9 years for the State as a whole.

TABLE FOUR
1990 HOUSEHOLD INCOMES CITY OF CUDAHY, REGION, STATE, NATION

CUDAHY	S.E. WIS. REGION	WISCONSIN	UNITED STATES
Median Household Income \$30,031	\$32,146	\$29,442	\$30,056
Mean Household Income \$32,531	\$38,541	\$35,180	\$38,453
Per Capita Income \$13,006	\$14,762	\$13,276	\$14,420
Total Households 7,478	676,593	1,824,252	91,893,582

Source: U.S. Bureau of the Census and SEWRPC.

The median household income in Cudahy is slightly lower than the rest of the southeastern Wisconsin region and the Nation, although it is slightly higher than that for the State of Wisconsin as a whole.

TABLE FIVE
NUMBER OF PERSONS PER HOUSEHOLD

AREA	1970	1980	1990
Cudahy	3.20	2.75	2.50
Region	3.27	2.75	2.62
Wisconsin	3.22	2.77	2.61
United States	3.14	2.75	2.63

Source: U.S. Bureau of the Census and SEWRPC.

Household size in Cudahy, southeastern Wisconsin, the State and the Nation are declining due to a decrease in the birth rate, the postponement of marriage, an increase in the divorce rate, and an increase in the population 65 years of age and older. This trend has land use planning implications since it requires more dwelling units to house fewer persons. This must be considered when preparing the land use plan for Cudahy.

**TABLE SIX
TENURE STATUS OF EXISTING YEAR-ROUND HOUSING STOCK--1990**

TYPE OF HOUSING UNIT	CUDAHY TOTAL	CUDAHY %	REGION TOTAL	REGION %	WIS. TOTAL	WIS. %
Occupied Housing Unit	7,440	97.4	676,107	94.3	1,822,118	88.6
Owner Occupied	4,384	58.9	414,049	61.2	1,215,350	66.7
Renter Occupied	3,056	41.1	262,058	38.8	606,768	33.3
Vacant Housing Units	202	2.6	41,068	5.7	233,656	11.4
Total Housing Units	7,642	100.0	717,175	100.0	2,055,774	100.0

Source: U.S. Bureau of the Census & SEWRPC.

Cudahy has an unusually low housing vacancy rate (2.6%) as the table above indicates. This means there are fewer housing choices in Cudahy than in the rest of the southeastern Wisconsin region, the State, and the Nation. Residential mobility data, which is an indicator of housing turnover, shows that between 1980 and 1990 38.1% of Cudahy residents moved, compared to 44.7% for the region, 42.7% for the State and 46.7% for the Nation. These data indicate that there is less housing turnover in Cudahy than in other areas.

TABLE SEVEN
HOUSING UNITS IN STRUCTURE BY TENURE

UNITS IN STRUCTURE	TOTAL UNITS	%	VACANT UNITS	TOTAL OCCUPIED UNITS	OWNER OCC. UNITS	RENTER OCC. UNITS
1, detached	3,888	50.9 (65.3)	91	3,797	3,533	264
1, attached	149	1.9 (2.5)	5	144	30	114
2	1,551	20.3 (9.6)	53	1,498	510	988
3 or 4	492	6.4 (3.9)	0	492	72	420
5 to 9	595	7.8 (4.0)	28	567	18	549
10 to 19	203	2.7 (3.3)	7	196	0	196
20 to 49	169	2.2 (3.2)	0	169	6	163
50 or more	288	3.8 (2.1)	18	270	0	270
Mobile Home or Trailer	139	1.8 (4.9)	0	139	133	6
Other	168	2.2 (1.4)	0	168	82	86
TOTAL	7,642	100.0	202	7,440	4,384	3,056

Source: U.S. Bureau of the Census and Applied Population Laboratory UW-Madison, 1993.

NOTE: For comparative purposes the numbers within parentheses in the % column are the figures for the State of Wisconsin as a whole.

The table above shows the break down of dwelling unit types in Cudahy by number of units in the structure. This data shows the distribution of housing types in Cudahy and provides a comparison (number in the % column in parentheses) to the aggregate numbers for the State of Wisconsin as a whole. This data shows that Cudahy has a lower percentage of single family units and a significantly higher percentage of duplex units than the State as a whole. Cudahy also has a slightly higher percentage of some types of multiple family dwelling units than the State as a whole.

**TABLE EIGHT
YEAR STRUCTURE BUILT BY TENURE-CITY OF CUDAHY**

YEAR BUILT	TOTAL UNITS	%	VACANT UNITS	TOTAL OCCUPIED UNITS	OWNER OCC. UNITS	RENTER OCC. UNITS
1989 to March 1990	34	.4	20	14	14	0
1985 to 1988	52	.7	0	52	35	17
1980 to 1984	194	2.5	0	194	39	155
1970 to 1979	798	10.4	8	790	363	427
1960 to 1969	1,744	22.8	63	1,681	894	787
1950 to 1959	1,663	21.8	25	1,638	1,237	401
1940 to 1949	758	9.9	24	734	522	212
Before 1940	2,401	31.4%	64	2,337	1,280	1,057

Source: U.S. Bureau of the Census & UW-Madison Applied Population Laboratory, 1993.

**TABLE NINE
AGE OF HOUSING UNITS
STATE OF WISCONSIN**

YEAR UNIT WAS BUILT	% OF TOTAL UNITS
1987 to March of 1980	8.0
March of 1980 to 1970	21.3
1969 to 1960	14.6
1959 to 1950	13.4
1949 or Earlier	42.6

Source: Wisconsin Department of Administration, 1991.

The two tables above indicate that Cudahy has a slightly older housing stock than the State as a whole on a percentage basis. Cudahy experienced significant new home construction during the 1950's and 1960's as the manufacturing economy grew, but the City has not experienced significant new home construction since that time. This is partially due to the lack of new residential building sites in the City. However, recently several new single family housing developments have been constructed on infill sites on the southeast and southwest sides of Cudahy. New multiple-family and duplex units have also been constructed in recent years. The City of Cudahy and the Wisconsin Housing and Economic Development Authority (WHEDA)

recently offered a special low interest home improvement loan program to qualifying residents in the Lincoln Neighborhood. Homes in the following areas were eligible for the program (if eligibility criteria were met) as of February of 1992:

3500 - 3999 East Armour Avenue
3500 - 3999 East Cudahy Avenue
3500 - 3999 East Plankinton Avenue
3500 - 3999 East Layton Avenue
3500 - 3999 East Squire Avenue
3500 - 3999 East Barnard Avenue
3600 - 3799 East Munkwitz Avenue
3600 - 3799 East Carpenter Avenue
3600 - 3799 East Somers Avenue
3600 - 3799 East Holmes Avenue
3600 - 3799 East Martin Avenue
3600 - 3799 East Edgerton Avenue
3600 - 3799 East Pulaski Avenue
4550 - 4799 South Hatley Avenue
4550 - 5150 South Swift Avenue
4550 - 5150 South Kirkwood Avenue
4550 - 5142 South Packard Avenue
4550 - 4799 South Kingan Avenue

This type of program is important in a community such as Cudahy because the City has a substantial number of older homes. This program helps to stabilize and improve the physical condition of structures, thereby preventing and/or eliminating blight.

Environmental Corridors and Isolated Natural Areas

In southeastern Wisconsin, a commonly accepted method for identifying natural resources is the "environmental corridors" concept. The SEWRPC identifies environmental corridors and isolated natural areas as part of its regional land use and water quality management planning process. Environmental corridors are comprised of the following natural features:

1. Lakes, streams and their associated shorelands and floodlands;
2. Wetlands;
3. Woodlands;
4. Prairies;
5. Wildlife habitat areas;
6. Wet, poorly drained, and organic soils;
7. Rugged terrain and high-relief topography.
8. Existing park sites;
9. Potential Park sites;
10. Historic sites and structures;
11. Areas having natural and scientific value;
12. Scenic vistas and viewpoints.

In Cudahy, the environmental corridor areas are found along the Lake Michigan shoreline within Sheridan Park and Warnimont Park. These areas are under Milwaukee County ownership and are under the jurisdiction of the City of Cudahy Zoning Ordinance.

Isolated natural areas are small pockets or concentrations of natural resource elements which do not meet the definition requirements of environmental corridors due to their smaller size, but which are worthy of protection nevertheless. In Cudahy, an isolated natural area has been designated by the SEWRPC along the east side of Pennsylvania Avenue north of Grange Avenue. The primary natural feature here is a woodland.

A noteworthy natural and scientific area is located within Warnimont Park. Scientific and natural areas are tracts of land or water so little modified by man's activity that they contain intact native plant and animal activities believed to be representative of the pre-European settlement landscape. In Cudahy, Warnimont Park includes outstanding clay bluffs with spring seepages. The spring seepages support a calcareous fen containing the false asphodel, which is endangered in Wisconsin. This area is identified in *A Park and Open Space Plan For Milwaukee County*, SEWRPC, November, 1991 as a natural area of statewide or greater significance.

A review of the Department of Natural Resources' Wisconsin Wetlands Inventory maps for Milwaukee County Township 6 North, Range 22 East (revised 2-27-89) reveals several wetlands in Cudahy. Wetlands are designated on both sides of Pennsylvania Avenue west of East Carpenter Avenue and East Somers Avenue. This area includes a drainageway and associated lowlands. The Edgerton Channel project is proposed just south of this wetland area. A second wetland is designated along the west side of Pennsylvania Avenue immediately south of East Grange Avenue. A wetland is also designated along the east side of Whitnall Avenue just south of the Whitnall, Barland, Nicholson intersection. Wetland is also designated along the east side of South Barland Avenue immediately north of East Ramsey Avenue. Blue Stemmed Golden Rod a rare plant has been identified in this area. In Wisconsin, wetlands larger than 5 acres in size which are located within a shoreland area (within 1,000 feet of the ordinary highwater mark of a lake or 300 feet of a river or stream) are regulated under various state laws including Wis. Stats. 62.231, 61.351 and NR 117 Wisconsin Administrative Code. The U.S. Army Corps of Engineers also regulates certain activities within wetland areas under the provisions of various federal laws including Section 404 of the Federal Water Pollution Control Act.

The Federal Insurance Administration's Flood Hazard Boundary Maps were reviewed to identify floodplain areas within the City of Cudahy. It should be noted that the accuracy of these maps has been disputed by the City. The disputed map for the City of Cudahy dated May 14, 1976 does identify several Zone-A (100 year floodplain) areas in the community. The first area is along the entire Lake Michigan shoreline. The second area is located in the center of the City. The floodplain begins at a site along the west side of the rail line southwest of Ladish Avenue, running in a southwesterly direction to the wetland area at the corner of Ramsey Avenue and Barland Avenue, where it then extends due west along the north side of East Ramsey Avenue passing through Patrick Cudahy Park, then extending northwest under Pennsylvania Avenue and under the rail line south of East Grange Avenue. A third Zone-A floodplain area is designated in the southcentral area of the City. This floodplain begins south of Henry Avenue and east of South Barland Avenue and extends southeast to the south City limit line at the Chicago & Northwestern

Lake Shore Rail Line.

The SEWRPC in conjunction with Milwaukee Metropolitan Sewerage District has also produced a 100 year floodplain map for the Edgerton channel area. A substantial area is identified as 100 year floodplain on the mapped based on current conditions. However, the construction of the new Edgerton Channel will eliminate most of this area from the 100 year floodplain according to City officials.

Lake Michigan Protection Recommendations--Shoreline Erosion Management Plan

According to the SEWRPC, the City of Cudahy contains approximately 14,240 feet of Lake Michigan shoreline. When measured by the SEWRPC in 1987, the beach width varied from 0 to 70 feet, with about 2 percent of the shoreline having a beach width of less than 10 feet. The bluffs along the shoreline ranged in height from 70 to 110 feet. Approximately 15 percent of the shoreline had a vegetated bluff face and an overall bluff slope of 30 degrees or less.

Bluff toe erosion was observed by the SEWRPC along 78% of Cudahy's shoreline. Shoreline protection measures were present in some shoreline locations in 1987. Bluff slope failure in Cudahy was caused primarily by groundwater seepage and wave erosion according to SEWRPC.

Recommendations for fully stabilizing the bluff slopes and protecting the shoreline of Lake Michigan from wave and ice erosion on a long-term basis are set forth in SEWRPC's Community Assistance Planning Report No. 163 titled *A Lake Michigan Shoreline Erosion Management Plan for Milwaukee County*. Recommendations of that plan which apply to lands within the City of Cudahy include improvements at Sheridan and Warnimont Parks. Offshore breakwaters with sand beach are proposed at Sheridan Park, while a groin system (stone, concrete, steel, or timber devices which extend out into the lake perpendicular to the shoreline with the purpose of holding beach material and obstructing littoral drift) with a gravel beach is proposed at Warnimont Park.

Prime Agricultural Lands

There are no prime agricultural lands located within the City of Cudahy according to the SEWRPC. In fact, in all of Milwaukee County, the only area identified as prime agricultural land is the southwestern portion of the City of Franklin.

Existing Land Use

The SEWRPC has completed 1990 land use inventories for many communities in southeastern Wisconsin. Cudahy is one of the communities which has been inventoried by SEWRPC. The results of the 1990 land use inventory for the City of Cudahy are presented below in Table Ten.

TABLE TEN
CITY OF CUDAHY 1990 LAND USE INVENTORY

TYPE OF LAND USE	ACREAGE	PERCENT OF TOTAL
Single Family Residential	799.09	25.98%
Multi-Family Residential	130.28	4.23%
Parking	13.28	.43%
Basic Commercial	90.97	2.95%
Parking	53.83	1.75%
Basic Industrial	268.86	8.75%
Parking	49.73	1.61%
Trans., Commercial, Utilities	525.88	17.11%
General Parking	7.97	.26%
Basic Govt. & Instit.	158.64	5.16%
Parking	18.04	.59%
Basic Recreation	211.25	6.87%
Parking	1.19	.04%
Unused Urban Land	548.84	17.86%
Agriculture	109.39	3.58%
Woodland	41.50	1.35%
Wetlands	17.65	.57%
Water	3.15	.10%
Extractive	0.00	0.00%
Landfill	24.33	.79%
GRAND TOTAL	3,073.85	100.00%

Source: SEWRPC, 1993.

The data in this table reflects Cudahy's industrial heritage with almost 10% of the land area in the City devoted to manufacturing and related parking uses. Further, almost 18% of the City's area is comprised of "unused urban lands". Most of these lands are former industrial properties which have been cleared for redevelopment or remnant industrial lands that were never developed.

Historic Resources

Two locally designated historic structures are located within the City of Cudahy. These structures are the Cudahy Depot (northeast corner of Plankinton & Kinnikinnic) and the Schade/Liszewski House (3806 E. Van Norman Avenue). There are presently no structures or sites in Cudahy that are on the National Register of Historic Places.

Public and Private Park, Outdoor Recreation and Open Space Sites

The following park, outdoor recreation and open space sites are located in Cudahy:

<i>Facility</i>	<i>Size</i>
1. Park View School	8 acres.
2. J.E. Jones School	2 acres.
3. Kosciuszko School	3 acres.
4. Washington School	1 acre.
5. Lincoln School	2 acres.
6. Cudahy Jr. High East	6 acres.
7. Cudahy Sr. High	20 acres.
8. St. Joseph School	1 acre.
9. St. Frederick's School	1 acre.
10. St. Paul's School	1 acre.
11. Sheridan Park	84 acres.
12. Pulaski Park	17 acres.
13. Warnimont Park	292 acres.
14. South Woods of Cudahy	11 acres.
15. Cudahy Park	18 acres.
16. Cudahy Gun Club	8 acres.
17. Cudahy Jr. High West	3 acres.
18. General Mitchell School	8 acres.
19. Ladish Little League Park	3 acres.

Total 489 acres.

Lake Michigan Recreational Trail System

A major regional trail system passes through Cudahy within the Milwaukee County parklands which are located along the Lake Michigan shoreline. This trail system is part of Milwaukee County's South Lakefront trail system and is used by bicyclists, pedestrians and joggers according to Milwaukee County Parks and Recreation Department user surveys.

Cudahy Schools

The City of Cudahy is served by the Cudahy School District which operates four elementary schools, one middle school and one high school. Total District enrollment in September of 1993 was 3,024 students. Cudahy is also served by two private schools which offer pre-school through eighth grade education. The School District has recently completed a \$9.8 million capital improvements program, under which three school buildings that were built in the early 1900's were replaced and facilities consolidated, the high school was expanded, and a new elementary school was constructed (Overall Economic Development Program Plan, SEWRPC 1992). Kosciuszko Elementary School, a 28,567 square foot facility located on a 4 acre site, was built in 1922. This school is now vacant.

September 1993 enrollments for Cudahy public schools are listed below:

<i>School (Year Built)</i>	<i>Enrollment</i>
General Mitchell Elementary (1968)	320 (79% occupied)
J.E. Jones Elementary (1956-57)	301 (84% occupied)
Lincoln Elementary (1991)	488 (92% occupied)
Park View Elementary (1961)	307 (71% occupied)
Cudahy Junior High (1970)	696 (100% occupied*)
Cudahy Senior High (1964-1990)	925 (100% of occupied*)
Total	3,037

Source: Cudahy School District, 1994.

* Note: The high School and Middle School have 15 rooms in each building that are vacated of students at least 2 periods per day.

Trinity Memorial Hospital

The City of Cudahy is served by Trinity Memorial Hospital (5900 South Lake Drive), a privately owned, 178 bed facility. The hospital is a 24 hour facility that provides emergency services, day surgery, rehabilitation and home health care.

Cudahy Public Library

The City of Cudahy is served by a full service public library that is part of the Milwaukee County Federated Library System. The Library is located at 4665 South Packard Avenue.

Cudahy Police Department

The Cudahy Police Department includes 41 full-time and five part-time personnel. The Police Department is located at 5050 South Lake Drive.

Cudahy Fire Department

The Cudahy Fire Department has 26 full-time personnel. The Department has two fire stations. Station one is located at Packard Avenue and East Plankinton Avenue, while station two is located at the corner of South Barland Avenue and East Ramsey Avenue.

Sanitary Sewer Service

Cudahy is served by the Milwaukee Metropolitan Sewerage District. The City's sanitary sewer lines discharge to either the Jones Island Treatment Plant or the South Shore Treatment Plant.

Cudahy Water Utility

The City of Cudahy is served by the Cudahy Water Utility. Cudahy's water is pumped from Lake Michigan and purified prior to distribution. Average Daily Consumption is 2.6 million gallons.

Cudahy Zoning Code

Development within the City of Cudahy is regulated by the Cudahy Zoning Code (Chapter 17). There are 17 different zoning districts in Chapter 17. Table Eleven below summarizes Cudahy's zoning districts.

**TABLE ELEVEN
CUDAHY ZONING ORDINANCE**

ZONING DISTRICT	PERMITTED USES	TRANSITIONAL USES	MINIMUM LOT SIZE
R-1 Residence	SF Homes, Instit. Uses, Access. Bldgs., RR R.O.W's, Home Occupations, Professional Offices, Signs	(Transitional Uses) MF Dwellings, Storage Garage,	7,200 sq. ft. Per Family
R-2 Residence	Same as R-1, Duplexes, Public Hospitals, Philanthropic and Eleemosynary Institution, Private Clubs, Home Occupations	(Transitional Uses) MF Dwellings, Storage Garage, Parking Lot	7,200 sq. ft. Per Family for SF Dwellings, 3,600 sq. ft. Per Family for Duplexes
R-3 Residence	Same as R-2, MF Dwellings, Storage Garage, Home Occupations	(Transitional Uses) Parking Lot, Beauty Parlor, Professional Office, Clinic	SF and Duplexes 7,200 sq. ft. per Family, plus 4,000 sq. ft. for each add. Family Unit, 800 sq. ft. for 1 Bedroom Unit, 800 sq. ft. for 2 Bedroom Unit, 900 sq. ft. for 3 Bedroom Unit
S-1 High Density Shopping	Same as R-3 or S-2, Any Existing Use, New Residence if on 2nd Floor of Bldgs. Before 1966., Retail Shops, Offices, Parking Lot, Temp. Structure	--	Varies
S-2 Shopping	Same as S-1, Offices, Instit. Uses, Outdoor Sales, Banks, Indoor Entertainment, Lodging, Filling Station, Schools & Colleges, RR & Bus Depots, Restaurants, Printing Shops -- 2,900 sq. ft. per Family for Residential Units	--	--
S-3 Shopping	Same as S-2 Except No Residential Uses, Processing and Treatment of Products Incidental to Retail Use on the Premises.	--	--
S-4 Shopping	Same as S-3, Existing Residential Uses, Floral Shops and Greenhouses	--	--
Park Land	Municipal Recreation Facilities and Structures (Must be Approved by Council)	--	--
Agricultural	SF Dwellings, Hospitals, Farming, Recreation Facilities, Instit. Uses, Roadside Stands Selling Farm Products, Drive-In Theaters, Power Lines	--	7,200 sq. ft. per Family for Residential Uses
M-1 Industrial	Same as S-2 Except No Residential Other than Caretaker, Wholesale Uses, Manufacturing & Processing of Various Uses, Repair & Assembly of Vehicles	--	10,000 sq. ft. per Family for Residential Uses

ZONING DISTRICT	PERMITTED USES	TRANSITIONAL USES	MINIMUM LOT SIZE
M-2 Industrial	Any Uses Allowed Except the Following: Residential (Except Caretaker), Religious, Charitable, Instit., Various Manufacturing Uses such as Acid, Cement, Explosives, Rendering, Petroleum, Slaughtering, Tanning, Feed Farms, Race Tracks, Junk Storage	--10,000 sq. ft. per Family for Residential Uses	
M-3 Industrial	Any Uses Allowed Except: Residential (Except Caretaker), Manufacture of Acid, Cement, Distillation of Bones, Explosives, Fertilizer, Garbage, Glue, Petroleum, Smelting, Race Tracks, Junk Storage, Mining & Extraction	--	10,000 sq. ft. per Family For Residential Uses
M-4 Industrial	Same as M-2, Recycling Facilities	--	40,000 sq. ft.
T-1 Mobile Home	Mobile Home Courts, Accessory Bldgs.	--	--
High Rise Apartment	Multi-Story Residential Uses With Not Less Than 200 Dwelling Units (Must Have Council Approval), Accessory Bldgs.	--	1,000 sq. ft. per Dwelling Unit
Cemetery District	Cemetery (Plan Commission Approval Required)	--	--
Planned Development Overlay District	Per Underlying District (Allows Flexibility Such As More Than One Building On a Lot, Clustering, Mixed Uses)	--	Residential (1/2 Acre), Commercial, Industrial and Mixed Uses (5 Acres)

A community's zoning code is perhaps the most important tool for implementing the community's (master) land use plan and achieving a pleasant, high-quality built environment. A modern state of the art zoning code is needed to protect the public health, safety and welfare and provide a logical, visually pleasing development pattern. Without effective zoning regulations, development can be haphazard, unsightly, and can result in a poor community image. Further, declining property values and tax base can result.

An initial review of Cudahy's Zoning Code has revealed several areas which need to be revised to bring it up to modern zoning standards. In fact, a comprehensive revision of the City's Zoning Code is strongly recommended. Examples of weaknesses of the current code are briefly discussed in this section. First, there are no conditional uses in the code, only uses permitted by right. This greatly limits the amount of control the City has over development. This is a major weakness of the current code. Second, the current code is a "pyramid type" code which classifies land uses into a hierarchy from the highest (residential) to the lowest (industrial uses). Land uses in the highest category are allowed throughout the code, even in the lowest (industrial). The table above illustrates the "pyramid" character of the City's Zoning Code. When numerous uses are mixed together without adequate safeguards (performance standards and site design guidelines), significant nuisance situations can result. While mixed uses may be appropriate in certain areas (e.g. central business districts, traditional neighborhood centers), these situations must be carefully thought through with respect to parking, noise, aesthetics, etc.) in order to avoid land use conflicts. A third weakness of the current Zoning Code is that there are no minimum lot size requirements for commercial and most industrial uses. This makes site planning and design difficult and can lead to a proliferation of driveway curb cuts along thoroughfares. A fourth weakness is that there are no districts that protect and regulate what activities are allowed in environmental corridors (floodplains, wetlands, steep slopes, woodlands, etc.). Finally, there are no clear standards for landscaping, screening and site design. This can make the site plan review process unpredictable for both the developer and the community. Finally, the current signage standards in Cudahy allow a wide range of sign types and sizes which can detract from the aesthetic quality of the community, as well as, cause traffic hazards. These are only a few of the weaknesses that have been identified by the Consultant during initial reviews of the City's current Zoning Ordinance and sign regulations. This planning effort provides the ideal opportunity to update the City's outdated Ordinance.

Airport-Related Height Limitations

Because of Cudahy's location, immediately adjacent to General Mitchell International Airport, various zoning and related height limitation regulations are in place at the City, Milwaukee County and federal levels. Cudahy's Zoning Code regulates building heights and includes a height district map (17.04). Under this section of the Zoning Code, Cudahy is divided into 5 height districts as follows:

- a) District 1: Maximum Height 25 feet.
- b) District 2: Maximum Height 50 feet.
- c) District 3: Maximum Height 75 feet.
- d) District 4: Maximum Height 100 feet.
- e) District 5: Maximum Height 150 feet.

These districts are identified on a map entitled "District Height Restriction Map, Cudahy, Wisconsin," dated August 6, 1957. The intent of this district and map is to eliminate conflicts between structures and aircraft using Mitchell Field.

Height limitations are also regulated by Chapter 84 of the General Ordinances of Milwaukee County. The height limitations regulated in Chapter 84 are depicted on a map entitled "Milwaukee County, Wisconsin General Mitchell Field Airport Zoning Map" dated March of 1964. This map identifies the following height limitation zones:

- a) 35 foot zone.
- b) 50 foot zone.
- c) 75 foot zone.
- d) 100 foot zone.
- e) 150 foot zone.
- f) 200 foot zone.
- g) 300 foot zone.

The Federal Aviation Administration's Federal Aviation Regulations (FAR) Part 77 sets forth technical requirements for height zoning around airports. Milwaukee County does have a Part 77 Airport Zoning Map dated November 14, 1961. This map, along with the map described above, is used to regulate the height of structures around General Mitchell International Airport including structures within Cudahy.

Subdivision Ordinance

The act of dividing land within the City of Cudahy is regulated by the Subdivision and Platting Code (Chapter 18). This code is another key tool for implementing the land use plan. This code is needed to ensure that divided land is consistent and compatible with the recommended land use pattern in the community as depicted in the adopted Land Use Plan. The code is also intended to ensure that adequate facilities and services are provided to new development areas. Chapter 18 also ensures that proper legal records are kept when properties are divided. Finally the code sets and regulates minimum standards for the provision and construction of streets and utilities, proper design and layout of lots, and assurance that erosion control and stormwater management measures are taken.

Chapter 18 defines a subdivision as a division of a lot, parcel or tract of land by the owner thereof or his agent for the purpose of sale or of building development, where:

- a) The act of division creates 5 or more parcels or building sites 1 1/2 acres each or less in area.
- b) Five or more parcels or building sites of 1 1/2 acres each or less in area are created by successive divisions within 5 years.

The code requires that any division or joining of land other than a subdivision within the City for which a plat has not been approved and recorded shall be surveyed and a certified survey map of such division or joining approved and recorded. This code should be updated to reflect the revised requirements with Chapter 236 of the Wisconsin Statutes (e.g. agencies reviewing land divisions, plat review periods, etc.).

Cudahy Official Map

The official map is another key tool for implementing land use and transportation plans. Section 62.23 (6) of the Wisconsin Statutes allows municipalities to establish an official map which designates rights-of-way for existing and proposed streets, and defines locations for parks, schools, and other public facilities. The official map prohibits the construction of buildings or structures on land that is designated for current or future public use. Therefore, the official map can potentially save the municipality significant amounts of money by preventing the situation where developed lands must be acquired by the public to widen an existing street or construct a new street. The official map allows the municipality to require these undeveloped areas to be dedicated to the public during the land division process. The official map in Cudahy is comprised of 16 sheets which are described in the Zoning Code and are on file with the City. The City will need to amend its Official Map to help implement this Plan.

General Mitchell International Airport F.A.R. Part 150 Noise Compatibility Study

As mentioned above, Cudahy's proximity to Mitchell Airport requires special land use planning considerations. One of these considerations is the issue of airport noise impacts on the community. The *General Mitchell International Airport Part 150 Noise Compatibility Study: Noise Exposure Maps Documentation* was prepared by the consulting firm Coffman Associates, Inc. for Milwaukee County in 1992. The study was prepared in response to federal rules, (F.A.R.) Part 150, which sets requirements for airport operators who chose to undertake an airport noise compatibility study with federal funding assistance.

The F.A.R. Part 150 Study includes noise exposure maps for the years 1992 and 1997. The information from those maps is provided in this document. The maps indicate that Cudahy is significantly impacted by aircraft noise from Mitchell International Airport, and therefore, noise compatibility is a key consideration in this land use planning project. Presently the central portion of Cudahy is subject to the highest noise levels. Large portions of the northcentral portion of the City lie within the 65 Ldn noise contour and a smaller area (west of Packard Avenue) lies within

the 70 Ldn noise contour. The Ldn noise metric is the day-night average sound level that is used to assess aircraft noise exposure. The Ldn level represents the average noise energy, expressed in decibels during an average second, received at a given location during the the time measured.

The concept of "land use compatibility" is commonly discussed when considering land use planning issues in areas that are located in close proximity to an airport. Land use compatibility studies have been completed by the Department of Housing and Urban Development (HUD) and Federal Aviation Administration (FAA). These guidelines are intended to be used by local governments as a planning tool.

Recommended land use compatibility noise guidelines suggest that uses such as mobile home parks and outdoor music shells and amphitheaters are incompatible with noise above 65 Ldn. Schools and residential uses other than mobile homes are also incompatible with noise between 65 Ldn and 75 Ldn, but sound attenuation measures may make these uses possible if a community so desires. However, in general, new residential development should be prohibited in areas subject to noise exceeding 65 Ldn unless unique local conditions make sound-proofing of homes a highly desirable option.

Nature exhibits and zoos are incompatible at levels exceeding 70 Ldn. Hospitals, nursing homes, churches, auditoriums, concert halls, livestock breeding, amusement parks, resorts and camps are incompatible at levels above 75 Ldn. However, sound-proofing measures may make uses such as hospitals, nursing homes, churches, auditoriums and concert halls compatible in areas subject to noise levels between 65 Ldn and 75 Ldn.

Most commercial and manufacturing uses are compatible with noise levels between 65 Ldn and 70 Ldn. Sound-proofing measures may make such uses compatible in areas subject to noise levels of 70 Ldn to 75 Ldn (even higher in some cases).

In Cudahy, under year 1992 airport operating conditions, 3,700 dwelling units are impacted by noise between 65 Ldn and 70 Ldn according to the F.A.R. Part 150 study. A total of 81 dwelling units are located in areas impacted by noise levels between 70 Ldn and 75 Ldn. Three units in Cudahy are impacted by noise above 75 Ldn according to the study.

According to the Part 150 Study, under year 1997 operating conditions, 845 dwelling units in Cudahy are expected to be impacted by noise between 65 and 70 Ldn, while 36 units lie within the 70 Ldn and 75 Ldn contours and no units are exposed to noise over 75 Ldn.

Under year 2000 conditions, 371 homes in Cudahy are expected to be impacted by noise levels between 65 and 70 Ldn, while 9 units are expected to be impacted by noise between 70 and 75 Ldn and no residences would be impacted by noise above 75 Ldn according to the F.A.R. Part 150 study.

A quieter fleet mix at General Mitchell Airport the year 1992 explain the expected noise reduction. Stage 2 type aircraft (e.g. DC9, B727, etc.) are expected to be replaced by quieter stage 3 type aircraft (e.g. 7-37-300, MD080, BAE146, DC1010, DC870) in the future in response to new national noise policy.

A proposed voluntary property acquisition list has been prepared by Milwaukee County as part of the F.A.R. 150 Noise Compatibility Study. This proposed list includes 21 properties within the City of Cudahy. These properties are located along portions of East Grange Avenue and South Pennsylvania Avenue. The FAA requires that properties acquired with Federal funds which are not needed for airport purposes be put back on the market for compatible uses (e.g. commercial and industrial).

General Mitchell International Airport Master Plan--1992

Recently, the Milwaukee County Board adopted the General Mitchell International Airport Master Plan which was prepared by the consulting firm HNTB in 1992. This Plan includes recommendations that will have impacts on the City of Cudahy. The Plan recommends option "C-1" as the parallel runway at General Mitchell Airport based on the operating characteristics associated with each alternative concept, the necessary acquisitions, the social and environmental impacts, and the construction costs.

Milwaukee County Land Bank Concept

The Milwaukee County Board adopted a resolution on May 21, 1992 authorizing and directing the Economic Development and Airport Divisions of Milwaukee County to study with various municipalities (including Cudahy) the feasibility of establishing a land bank and/or industrial and business parks in the vicinity of Mitchell International Airport. According to Milwaukee County officials, several factors will influence the development of this concept. These factors include:

1. The Lake Parkway project which is scheduled to open in 1996.
2. Pennsylvania Avenue reconstruction from two to four lanes prior to the opening of the Lake Park Arterial.
3. Cudahy's on-going work on the proposed tax increment financing district.
4. The Mitchell International Airport Master Plan and F.A.R. Part 150 studies which propose acquisition of several hundred properties around the airport.

County officials have been contacting municipalities around the airport to explain the concept. The timing of the ongoing City of Cudahy Comprehensive Development Plan project in relation to the Milwaukee County planning effort should prove beneficial to both parties in terms of the potential to develop coordinated plans and implementation strategies.

Ace World Wide Industrial Park

This privately managed 34 acre industrial park is located adjacent to Mitchell International Airport on East College Avenue. The Park includes 20 single and multi-tenant buildings with a total of 600,000 square feet of building space. Services offered to park tenants include Foreign Trade Zone of Wisconsin No. 41, U.S. Customs Service, transportation services, a labor pool of clerical and data entry workers, truck drivers and warehouse personnel, and equipment and maintenance repair.

Cudahy's Transportation Network

The arterial street system in Cudahy includes State Highways (STH) 32 (South Lake Drive) and 62 (Kinnickinnic Avenue, Plankinton Avenue and South Packard Avenue), County Trunk Highway (CTH) Y (East Layton Avenue) and CTH ZZ (East College Avenue). In addition, the new Lake Park Arterial (STH 794) which will feed into a soon to be reconstructed South Pennsylvania Avenue (scheduled to be completed prior to completion of STH 794) will provide greatly improved access between Cudahy and downtown Milwaukee. The function of arterial streets is to move high volumes of traffic through the community and connect the City with other areas.

Collector streets which serve Cudahy include Whitnall Avenue, South Nicholson Avenue, E. Grange Avenue, East Ramsey Avenue and Barland Avenue. The function of collector streets is to move traffic between arterial streets.

Average daily traffic counts for Cudahy's arterial and collector streets are listed in the table below.

TABLE TWELVE
AVERAGE DAILY TRAFFIC COUNTS 1991 CITY OF CUDAHY

STREET	AVERAGE DAILY TRAFFIC COUNT 1991
Layton Ave. West of Pennsylvania Ave.	11,980
Layton Ave. East of Pennsylvania Ave.	17,700
Layton Ave. East of Whitnall Ave.	17,980
Layton Ave. East of Barland Ave.	18,030
Layton Ave. West of Packard Ave.	13,540
Layton Ave. East of Packard Ave.	7,950
Layton Ave. West of Lake Dr.	4,050
Packard Ave. North of Layton Ave.	10,360
Packard Ave. South of Layton Ave.	13,130
Packard Ave. North of Grange Ave.	14,300
Packard Ave. South of Grange Ave.	15,080
Packard Avenue North of Ramsey Ave.	15,100
College Ave. West of Pennsylvania Ave.	20,880
College Ave. East of Pennsylvania Ave.	9,970
College Ave. West of Packard Ave.	10,570
College Ave. West of Lake Dr.	5,510
Lake Dr. North of Lunham Ave.	7,020
Lake Dr. South of Lunham Dr.	7,270
Lake Dr. South of Layton Ave.	8,630
Lake Dr. North of Grange Ave.	8,560
Lake Dr. North of College Ave.	7,810
Pennsylvania Ave. South of Layton Ave.	12,980
Pennsylvania Ave. North of Grange Ave.	12,640
Pennsylvania Ave. South of Grange Ave.	10,970
Pennsylvania Ave. North of College Ave.	6,850
Whitnall Ave. South of Layton Ave.	7,180
Whitnall Ave. South of Nicholson Ave.	7,320
Whitnall Ave. North of Grange Ave.	6,620
Ladish Ave. West of Packard Ave.	8,740
Nicholson Ave. South of Layton Ave.	5,410
Nicholson Ave. South of Whitnall Ave.	5,030
Nicholson Ave. North of Grange Ave.	4,110
Nicholson Ave. South of Grange Ave.	2,420
Grange Ave. East of Pennsylvania Ave.	2,690
Grange Ave. East of Nicholson Ave.	4,740
Grange Ave. West of Whitnall Ave.	4,010
Grange Avenue East of Packard Ave.	2,640
Grange Ave. West of Lake Dr.	1,210
Ramsey Ave. East of Pennsylvania Ave.	1,760
Ramsay Ave. East of Barland Ave.	3,350
Ramsey Ave. East of Packard Ave.	2,470
Ramsey Ave. East of Lake Dr.	1,520
Barland Ave. North of Grange Ave.	3,100

Source: Wisconsin Department of Transportation & Vandowalle & Associates, 1993.

Lake Parkway Project

In 1988, the Wisconsin Department of Transportation (WISDOT) announced that it would begin designing the 4-lane arterial along the Chicago & Northwestern Railway right-of-way between the Daniel Webster Hoan Bridge and Pennsylvania Ave just beyond Layton Avenue. The 3 1/2 mile project will be a four-lane arterial rather than a high speed freeway. Access to the Lake Parkway will be provided at one-mile intervals, with connections to local streets at Carferry Drive, Oklahoma Avenue, Howard Avenue, and Pennsylvania Avenue, south of Layton Avenue. The project consultant, HNTB, has projected the following year 2015 average daily traffic counts along the Lake Parkway:

TABLE THIRTEEN
PROJECTED LAKE PARKWAY TRAFFIC VOLUMES

LOCATION	2-WAY AVERAGE DAILY TRAFFIC--2015
Carferry Drive Interchange	45,500
Oklahoma Avenue Interchange	41,000
Howard Avenue Interchange	35,000
Layton Avenue Interchange	18,500

Source: HNTB.

Pennsylvania Avenue Reconstruction Project

Two factors have led to plans to reconstruct Pennsylvania Avenue from two lanes to four lanes. First, traffic volumes on Pennsylvania Avenue exceed the road's two lane capacity. Second, the new Lake Parkway project will bring additional traffic into the area. Pennsylvania Avenue south of Grange Avenue is proposed to be an undivided four-lane urban cross section with curb and gutter and storm sewer. North of Grange Avenue, Pennsylvania Avenue is proposed to be an undivided four-lane rural cross section with ditches. In addition, traffic signals and left turn lanes on Pennsylvania Avenue at the Grange Avenue Intersection are proposed. Bicycle lanes will be added on the east side of Pennsylvania Avenue from College Avenue to Grange Avenue.

Traffic projections prepared by WISDOT for Pennsylvania Avenue project 14,500 ADT north of Grange Avenue by 1995, 13,000 ADT south of Grange Avenue, 14,000 ADT north of Dale Avenue and 15,150 ADT south of Birchwood Avenue. By the year 2015 the following ADT's are projected by WISDOT: 18,800 north of Grange Avenue, 17,350 south of Grange Avenue, 18,300 north of Dale Avenue, and 19,550 south of Birchwood Avenue.

Railroad Lines Serving Cudahy

Two rail lines pass through Cudahy. The Chicago and Northwestern's New Line Subdivision begins at Proviso, near Bensenville, Illinois and terminates in Butler, Wisconsin. The New line forms the City of Cudahy's western boundary. It is a major freight line between Milwaukee and Chicago. According to rail road officials, this line is a heavily used freight line with a large number of industrial rail users along its route. According to C & NW officials, the New Line carries from 10 to 12 trains per day through Cudahy. The New Line would require an interchange connecting movement from it onto the CP Rail System in order to access downtown Milwaukee.

The C & NW Lakeshore Line is located west of Packard and Kinnickinnic Avenues. This line originates at the Chicago Passenger Terminal and terminates in St. Francis at milepost 79.9. This alignment follows the Lake Michigan shoreline and runs through Evanston, Winnetka, Lake Forest, and Waukegan Illinois and Kenosha, Racine, Oak Creek, Cudahy and St. Francis, Wisconsin. To access downtown Milwaukee from the Lakeshore Line, a train would need to transfer from the Lakeshore Line onto the CP Rail System (Soo Line Railroad) via a new connection between the two railroads. The Lakeshore Line is a secondary line which averages about three trains per week. A coal train uses this line on its north end. This rail line is the same line that provides METRA commuter rail service between Kenosha and Chicago.

Bus Routes

Cudahy is served by four regularly scheduled bus routes (15 Oakland-Kinnickinnic; 55 Layton Avenue; 88 Cudahy (AM and PM school days only); and 89 St. Francis) and one freeway flyer route (48 South Shore Flyer Mon. - Fri. AM and PM rush hours only). The bus system is operated and owned by the Milwaukee County Transit system. Milwaukee County also provides a specialized public transportation for elderly and handicapped persons living in Cudahy.

A Primary Transit System Plan for the Milwaukee Area

In 1979, at the request of the Milwaukee County Executive, the SEWRPC began a study to determine the best means of providing rapid transit service within the greater Milwaukee area. This study examined the feasibility of providing rapid transit service within the greater Milwaukee area by bus on freeway, bus on metered freeway, bus on reserved freeway lane, bus on busway, light rail transit, heavy rail rapid transit, and commuter rail.

The final recommendations of the SEWRPC Plan include proposals that would potentially provide new types of rapid transit service (rapid transit and commuter rail) to the City of Cudahy. According to the SEWRPC, the final recommended primary transit plan for the Milwaukee area proposes a two-tiered system, of which only the lower tier would be recommended for immediate implementation. The purpose of the upper tier would be to help avoid actions which would foreclose options concerning future primary transit system development in the area. The lower tier of the Plan would provide for the development of a system of bus on metered freeway lines, except in the northwest corridor of Milwaukee County, within which a light rail transit facility

would be developed. The lower tier bus on freeway facilities and services, would however, be structured so that service could be readily converted to light rail operation in up to five additional corridors and to commuter rail operations between the Cities of Milwaukee, Racine and Kenosha as recommended in the upper tier plan. Under this Plan, a primary transit station is proposed at the intersection of Layton Avenue and Pennsylvania Avenue. On this route, buses would take passengers to a downtown Milwaukee transit station at N. 2nd Street and W. Wisconsin Avenue.

According to SEWRPC, implementation of the upper tier of the Plan would occur only following the implementation of light rail transit in the northwest corridor, and following a determination, based on that implementation, of the extent to which the intangible benefits of rail transit, particularly with respect to land development and redevelopment, were being achieved. Under the upper tier Plan, a light rail and commuter rail route would extend from the intersection of N. 6th Street and W. Wisconsin Avenue south across the 6th Street viaduct and the one-way pair of S. 4th Street and S. 5th Streets. The route would then continue along S. Chase and S. Howell Avenues, turning in an easterly direction following the former Milwaukee Electric Lines Lakeside Belt Line right-of-way to S. Kinnickinnic Avenue. At S. Kinnickinnic Avenue, the route would proceed along the Chicago & North Western right-of-way through the City of Cudahy, terminating at S. Whitnall Avenue.

Commuter rail service from the Milwaukee central business district south to the City of Kenosha would be provided under the upper tier Plan largely over track owned and operated by the Chicago & North Western Transportation Company. Commuter rail service would be provided to the communities of St. Francis, Cudahy, South Milwaukee, Oak Creek, Racine and Kenosha. A total of nine stops would be made along this 33 mile route.

Southeastern Wisconsin Transit Corridor Study

This study was initiated as part of the Metro 2020 planning process which was intended to provide a long-range, multi-modal transportation vision for the southeastern Wisconsin region. The Plan was prepared for the City of Milwaukee by a multi-firm consulting team. Project funding came from WISDOT. The Study includes several findings and recommendations which relate to or are of interest to the City of Cudahy.

Cudahy would be impacted by the proposed South Corridor Commuter Rail Route. This route would begin at the Amtrak station in downtown Milwaukee. From there it follows the Soo Line Railroad's main line to the Chicago & North Western alignment. The route then continues along the C & NW Lakeshore route, connecting to the existing METRA commuter rail service linking Kenosha to downtown Chicago.

The South Corridor Light Rail Route would also potentially impact Cudahy. This route leaves downtown Milwaukee along the Jackson and Van Buren one-way street pair and enters C & NW right-of-way east of the Menomonee River. This alignment then connects to the former North Shore Route which generally follows 6th Street. The route then crosses toward the airport along Edgerton Avenue and continues to a station north of the airport terminal with a connection to Concourse C. South of the airport, the route would continue along Howell Avenue to Puetz Road.

Both of the routes are listed as stage one, which means they would be part of an initial light rail transit and commuter rail system. The Study notes that there are essential factors which must be in place for successful land development around light rail transit stations. These factors include a strong real estate market, public support such as land use regulations and incentives and high transit ridership levels. The Study recommends that cities use the following land use planning guidelines:

1. Establish general goals for station area land use.
2. Initiate early a station area land development planning process which refines ideas in tandem with transit system design.
3. Study the local real estate market.
4. Select commercial uses for station areas which are in demand before and after work and at midday.
5. Coordinate corridor land use planning and transit planning across the region, within transit corridors, and within cities.
6. In locations selected for redevelopment, establish minimum residential, commercial and office densities.
7. Plan for high density residential and commercial land uses along lines.
8. Cluster density near stations.
9. Create recognizable nodes of day long human activity around stations with intense, compatible land uses.
10. Create civic and cultural statements around stations.
11. Target blighted or under-utilized areas near stations for redevelopment.
12. Be sensitive to neighborhood needs and desires.

Urban design strategies for transit stations that the Study recommends include the following:

1. Building Placement, Height, and Massing:

- create urban focus
- locate taller buildings close to stations
- protect nearby neighborhoods
- create "defensible space"
- relate buildings closely to streets and sidewalks

2. Vehicular Circulation and Parking:

- provide easy access to the station for cars, buses and high occupancy vehicles
- protect nearby neighborhoods from cut-through traffic
- minimize conflicts between vehicles and pedestrians or bicyclists

3. Landscaping:

- buffer incompatible types of development
- announce the station and vicinity
- improve neighborhood fit
- shelter transit patrons from harsh weather

4. Pedestrian and Bicyclist Circulation:

- Link nearby neighborhoods to the stations
- create easy movement for pedestrians and bicyclists between the station and nearby development and among station-area land uses

5. Public Open Space and Public Art:

- use public open space to buffer stable, low-density neighborhoods from higher density development near stations
- use public open space and public art for local civic, cultural and social purposes

There are also a number of zoning and financial incentive strategies that local governments have successfully used to spur successful development and redevelopment around transit stations. If properly planned for and designed, past experiences in other communities (such as Portland, Oregon) have proven that transit centers can create significant job growth, provide new tax base, and reduce blight by revitalizing underdeveloped or under-utilized areas.

The potential impacts of proposed transit-improvements in Cudahy are significant and therefore must be included in this planning process. The potential benefits to the community such as reduced traffic congestion, less air pollution, transit-related spinoff development and redevelopment are intriguing and worthy of careful consideration.

Chicago-Milwaukee Rail Corridor Study--Phase I Report

This study is a bi-state initiative (Wisconsin and Illinois) to conduct an in depth analysis of high speed passenger rail service options between Milwaukee and Chicago. This study examine several optional routes for high speed passenger rail service between Milwaukee and Chicago. Two of these routes, the C & NW Lakeshore Line, and the C & NW New Line pass through Cudahy. The study recommends that high speed passenger rail service utilize the C & M Subdivision of the CP Rail System (Soo Line). This line is located west of General Mitchell International Airport and currently provides AMTRAK service. According to the Chicago-Milwaukee Rail Corridor Study Phase I Report, the selected CP Rail System's C & M Subdivision route was chosen over the two C7 NW routes because of its superior ability to attract riders, available right of way to accommodate additional tracks for high speed rail, freight traffic, AMTRAK, and METRA commuter trains; existing end connections directly into downtown passenger terminals in Milwaukee and Chicago; minimal environmental and community impacts; the ability to interface with General Mitchell International Airport and other high speed rail routes;

and a proposal from CP Rail System for a shared right-of-way operation with high speed rail service.

A Regional Land Use Plan for Southeastern Wisconsin--2010

The Southeastern Wisconsin Regional Planning Commission published a *Regional Land Use Plan for Southeastern Wisconsin--2010* in January of 1992. This Plan is intended to provide an analysis of data on population, land use, employment, natural resources, soil capabilities and public utilities; provide information to public officials, planners, engineers and other individuals about the interrelationships between land use, public facilities and utilities; provide insights into local and regional growth patterns and trends; increase awareness of the effect of local community plans on the development of surrounding communities and the Region; promote intergovernmental coordination of land use and public facility and utility efforts of all levels and units of government within the Region; and maintain data that will permit forecasts and recommendations to be made regarding future patterns of economic activity, population distribution, and land use development.

The recommended 2010 Land Use Plan for Southeastern Wisconsin identifies the following land use categories within the City of Cudahy:

1. High Density Residential (7.0 - 17.9 dwelling units per net residential acre). This category is recommended for the older sections of Cudahy, specifically north of Grange Avenue and east of Packard Avenue. The 2010 Regional Land Use Plan notes that all residential development categories are intended to be part of "planned neighborhood units" which would include an allocation of supporting neighborhood land uses including neighborhood commercial, governmental and institutional, recreational and transportation land uses. In the High Density residential areas SEWRPC recommends that 66% of the total neighborhood area be in residential uses, 25% in streets and utilities, 3.5% in public parks and playgrounds, 2.5% in public elementary schools, 1.5% other governmental and institutional uses, and 1.5% retail services.
2. Medium Density Residential (2.3 - 6.9 dwelling units per net residential acre). This category is recommended by SEWRPC for the more recently developed areas of Cudahy west of Packard Avenue and east of Packard Avenue south of Grange Avenue. SEWRPC recommends the following land use allocations in this residential land use category: 71% residential, 23% streets and utilities, 2.5% parks and playgrounds, 1.5% public elementary schools, 1% other governmental and institutional uses, and 1% retail and service uses.
3. Major Industrial Center (concentrations of industrial land having industry related employment of at least 3,500 jobs). This area includes Cudahy's existing industrial areas. The Plan includes Cudahy's industrial areas in the Cudahy-South Milwaukee Major Industrial Center. In 1985, SEWRPC estimated that 10,200 people were employed in this center. The proposed year 2010 employment level in this center is 10,700 according to the recommended 2010 Regional Land Use Plan (Table 134 pg. 327). The Plan recommends that the Cudahy-South Milwaukee Major Industrial Center be maintained through the year 2010 planning period.

4. Major Public Outdoor Recreation Center (multi-use site). This area is comprised of Milwaukee County's Lake Michigan South County Park facilities (Sheridan and Warnimont Parks).

5. Primary Environmental Corridor. This area includes the Lake Michigan shoreline and its natural resource components. The 2010 Regional Land Use Plan proposes preserving these corridors in essentially natural, open uses. Under the Plan, development within these corridors would be limited to that needed to accommodate required transportation and utility facilities, compatible outdoor recreational facilities, and on a limited basis, rural-density residential uses.

The SEWRPC recommends that the 2010 Regional Land Use Plan be adopted by cities, villages, towns and counties as the local master plan. After adoption the plan would be refined and detailed with precise-neighborhood unit development plans for newly developing areas and with urban conservation and revitalization plans for existing urban areas. Further, SEWRPC recommends that local units of government in Southeastern Wisconsin adopt (or amend) zoning ordinances, land subdivision ordinances, official maps, and erosion control ordinances that are consistent with and implement the 2010 Regional Land Use Plan and the detailed local neighborhood plans.

III. LAND USE AND TRANSPORTATION PLAN

The Land Use and Transportation Plan elements of the Cudahy Comprehensive Development Plan include policies and recommendations which are intended to guide the development and redevelopment of the City into the 21st Century. This Chapter should be referred to on a day to day basis as the Plan Commission, Common Council, Economic Development Committee, Zoning Board of Appeals, property owners and City staff make decisions that are related to the physical development of Cudahy. Many of the recommendations included in this Plan can be directly implemented through the day to day administration of the City's Zoning Ordinance, Land Subdivision Ordinance, Official Map, and capital improvements projects. However, some City ordinances may need to be revised or new ordinances may need to be created to fully implement all of the recommendations in this Plan.

All zoning and subdivision activities should be consistent with the recommendations of the Land Use Plan and Transportation Plan. Findings of fact should be made when the Plan Commission, Common Council and Zoning Board of Appeals make decisions on proposed development projects or issues. These findings of fact should include a determination of how the proposal relates to the recommendations found in this Plan.

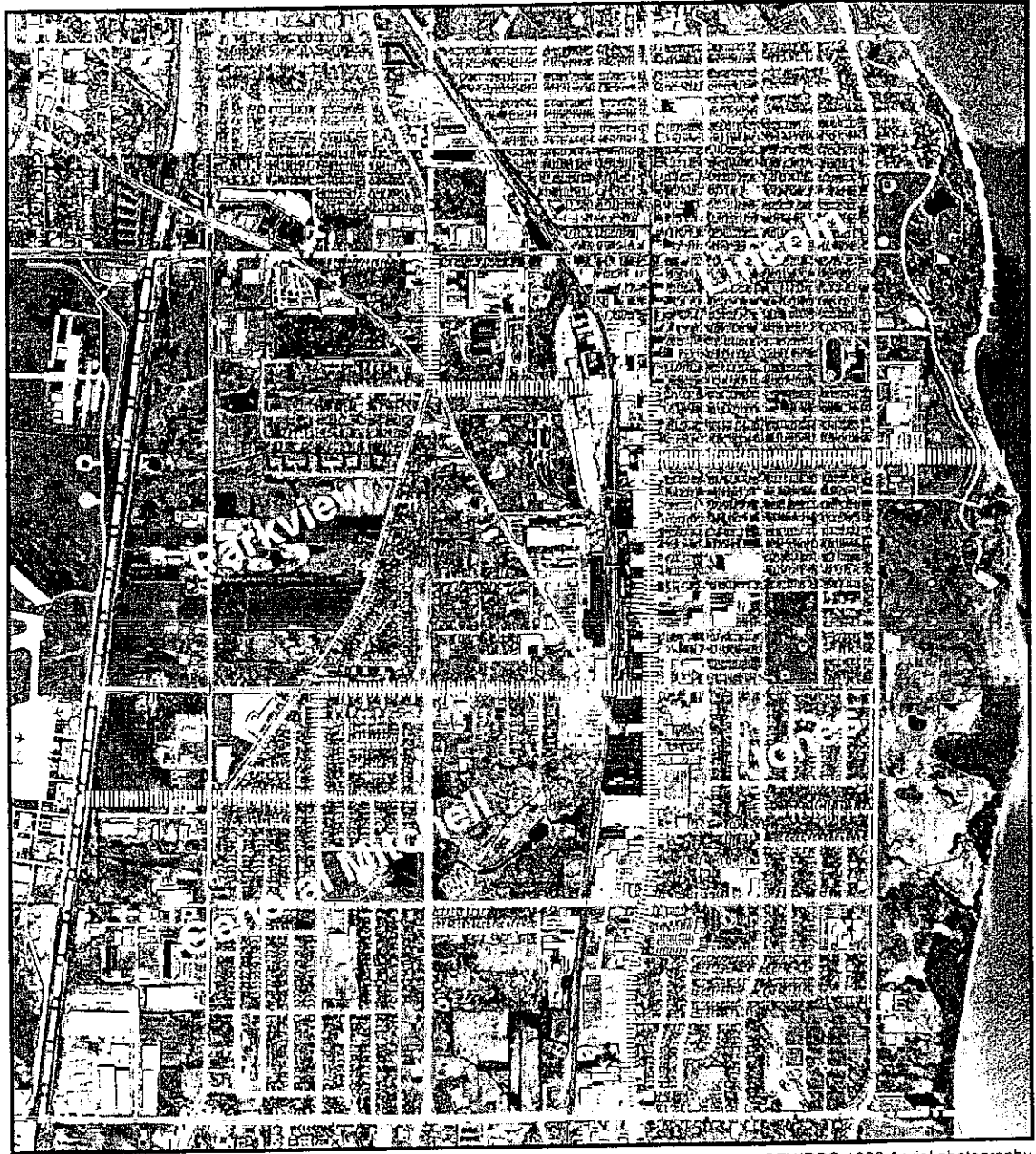
From time to time it will become necessary to update this Plan to ensure that it addresses current issues in Cudahy. The Plan should be completely revised at least once every 10 years with minor revisions occurring periodically as local conditions warrant. However, in order to be an effective community development tool, the Plan should not be significantly changed on a frequent basis (more than one or two times per year) unless unforeseen circumstances arise and make such changes desirable from a community planning perspective. Even in these cases, careful analysis should be completed by City staff before the Plan (maps or written recommendations and policies) is formally amended.

Neighborhood Planning Areas

In order to facilitate convenient use of this Plan, the City of Cudahy has been divided into planning neighborhood areas which match the attendance areas for Cudahy's 4 public elementary schools. These areas include the Lincoln Neighborhood which comprises the the City's northeast side, the J.E. Jones neighborhood which includes the central and southeast sides of Cudahy, the General Mitchell neighborhood which includes southwest Cudahy, and the Park View neighborhood which includes northwest Cudahy. Because each of these planning neighborhoods has its own unique planning issues, specific recommendations for each area have been prepared by the Consultant. These recommendations are described below.

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

City limit &
neighborhoods



Base map — SEWRPC 1990 Aerial photography

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Vandewalle & Associates
2000 S. Milwaukee Ave., Suite 100
Milwaukee, WI 53207

LINCOLN SCHOOL NEIGHBORHOOD

Location

The Lincoln School Neighborhood is bounded by Lunham Avenue on the north, Lake Michigan on the east, Edgerton Avenue on the south and Barland Avenue and the Chicago & Northwestern Lakeshore Railroad Line on the west. This neighborhood is the historic core of the City of Cudahy and includes the following significant features: the historic central business district; the historic Cudahy Depot; Lincoln Elementary School; Cudahy Senior High School; City Hall; Sheridan Park; Cudahy Public Library; Cudahy Post Office; and Fire Station Number 1.

Historical Platting

The first blocks that were created in the Lincoln Neighborhood were originally platted by Patrick Cudahy during the early 1890's. This neighborhood was populated by early workers at Patrick Cudahy's new meat packaging plant which was constructed along the Chicago and Northwestern Lake Shore Rail Line. In 1892, Patrick Cudahy platted 62 city blocks for residential and commercial purposes. These blocks were platted in a grid street system typical of Milwaukee area urban plats of the late 19th Century. The typical lot in these original blocks measures 30 feet wide x 120 feet deep (3,600 square feet). Each block was comprised of 38 lots on approximately 3.4 acres. Each lot is served by a 14 foot wide mid-block alley. Under current built out conditions, each block in this area typically contains approximately 7 to 12 dwelling units per acre with the average block having 25 to 30 buildings. These buildings are a mix of single family, duplex and multi-family units.

Blocks that were platted later, in the early 1900's, were slightly larger, typically 40' wide x 147' deep (5,880 square feet) with 14' wide alleys at mid-block. This type of medium to high density platting pattern (7 dwelling units per acre or greater) results in gross densities that support transit service. Further, these neighborhoods have a comfortable, "walkable", pedestrian scale.

The typical block in the Lincoln Neighborhood has a sidewalk on both sides of the street and has no curb cuts along the street frontage. Garages are usually set back behind the old but well-kept homes. Access is provided to the garages via the paved alleys. Homes typically have minimal front and side yard setbacks in these neighborhoods. Street terraces are lined with canopy trees. These design characteristics create a pleasant, human scale built environment.

This neighborhood is a prototypical example of the traditional neighborhood that "neotraditional" plans such as Seaside, Florida and the Kentlands in Maryland are simulating. New planned communities such as Seaside and the Kentlands were developed using lot patterns, alleys, building setbacks and densities similar to those found in the Lincoln Neighborhood. The Lincoln Neighborhood's street grid and varying topography result in pleasant vistas to Lake Michigan in several locations. For example, an excellent view of Lake Michigan is found atop the hill at Packard Avenue and Bottsford Avenue. From an urban design standpoint, the Lincoln Neighborhood is one of Cudahy's most charming and desirable areas.

Lincoln Neighborhood Land Use Pattern

The existing, relatively dense, land use pattern in the Lincoln Neighborhood is characteristic of the traditional, mixed use, pedestrian oriented neighborhoods of the late 19th and early 20th Centuries. This type of land use pattern is conducive to transit service and allows for the commercial viability of neighborhood-oriented businesses if appropriate community-wide zoning strategies are implemented.

The typical block in the Lincoln Neighborhood includes a mixture of single family, duplex and some multi-family housing units. In addition to the central business district commercial core, small-scale, neighborhood-oriented commercial uses are not uncommon in this neighborhood, particularly along Layton, Barnard, Squire, Martin, Plankinton and Cudahy Avenues. This neighborhood is also served by several churches, schools and related institutional facilities (i.e. Post Office, Library, and the Historic Cudahy Depot). The Lakefront area is part of the Milwaukee County Park system. Sheridan Park includes a variety of recreational facilities including a regional pedestrian-bicycle trail, swimming pool, ball fields, tennis courts, picnic areas and monuments (Patrick Cudahy statue and the Veteran's War Memorial).

Central Business District

Cudahy's central business district (CBD) is located within the Lincoln Neighborhood. The central business district includes the area bounded by Plankinton Avenue on the north, Packard Avenue on the east (with some commercial uses extending east of the alley into the adjacent residential neighborhood), Somers Avenue on the south and the Chicago and Northwestern Lake Shore Rail Line on the west. The CBD includes a mixture of land uses with multi-story commercial/residential structures, two flat residential structures and single story commercial structures. Municipal parking lots are located in the CBD along Kingan Avenue, and Squire Avenue. On-street parallel or angle parking is allowed on most CBD streets. There are several vacant storefronts along Packard Avenue as well as along Squire, Barnard and Pabst Avenues.

There is a solid mix of traditional CBD businesses in downtown Cudahy. These uses include professional services, furniture and appliance stores, jewelry stores, financial institutions, specialty retail shops (hobbies, books, music, gifts, etc.), clothing stores, flower shops, and eating and drinking establishments. In addition, there are a significant number of residential units (single family, duplex and multi-family) in the central business district. Several auto oriented land uses such as tire centers and auto sales and service are also located in downtown Cudahy. However, these types of auto oriented uses are ideally located outside of a pedestrian, transit oriented central business district.

Land Use and Urban Design Recommendations for the Lincoln Neighborhood

The recommended Land Use Plan Map for the Lincoln Neighborhood includes several land use districts. These districts are:

1. Traditional Mixed Residential Land Use Category: These areas are recommended to be comprised of single family, duplex and a limited number of multi-family units. Residential densities of up to 12 dwelling units per gross acre are recommended in this category. Further, relatively small lots (in some cases as small as 30' x 120') are recommended in this category to maintain the historic character of the neighborhoods. Development in this category should have sidewalks on both sides of the street and the homes should be served by mid-block alleys. Garages should be setback behind the residential units. Canopy-type street trees are strongly encouraged in the street terraces to create human scale and a sense of enclosure along the street. All homes within these areas should be within a 10 minute walk (approximately 2,000 feet) of a neighborhood park facility and within one mile of a grocery store. The highest residential densities in this category should be concentrated along existing and planned transit routes and adjacent to commercial areas. Multiple family units should be guided to those areas rather than to established single family and duplex areas. Generally front yard setbacks of 10 to 15 feet (depending on the surrounding development pattern) should be required in this land use category. This minimal setback creates a comfortable, human scale street and a sense of street enclosure which is conducive to pedestrian activity. Side yard set-backs should be in the 5 to 7 foot range depending on the size of the building. This category is presently zoned R-2 Two Family Residential with several small areas with R-3 zoning. The R-2 zoning district allows single family residential, duplex, home occupations, and in commercial and industrial "transitional areas" multiple family residential uses.

2. Modern Residential Land Use Category: These areas are recommended to be comprised of predominantly single family residential uses with gross residential densities of up to 6 dwelling units per acre. This land use category is recommended for the extreme northeastern portions of the Lincoln Neighborhood, specifically the Michigan Lake Highlands residential area east of Lake Drive and the adjacent R-1 zoned area east of Swift Avenue and north of Allerton Avenue. These areas are in predominantly single family residential use now and are zoned R-1 Residence District. Sidewalks should serve these areas wherever possible. Typically, alleys are not found in the Modern Residential areas. Canopy trees should be encouraged in the yards of the Modern Residential areas, although care should be taken to preserve vistas to Lake Michigan where possible. Deep front yard setbacks (e.g. 20-25 feet) are typical in this land use category, although smaller setbacks may be appropriate if the existing development pattern include reduced setbacks.

3. Historic Neighborhood Center Land Use Category: This land use category includes those mixed use areas which are comprised of neighborhood oriented commercial and service uses (small grocery store, beauty salon, restaurant, deli, etc.) that are mixed with residential dwelling units which are often located on the upper floors of the multi-story buildings. In the Lincoln Neighborhood, a Historic Neighborhood Center has been identified on the Land Use Plan Map. This area is comprised of the developed lands bounded by Packard Avenue on the west, Plankinton Avenue on the north, Lake Drive on the east and Munkwitz Avenue on the south. As the 1990 land use inventory map indicates, this area is a densely developed neighborhood that is comprised of single family units, duplex units, some multi-family units and a number of neighborhood oriented commercial uses. Existing zoning in this area includes a mixture of R-2 Duplex Residential, R-3 Multi-family Residential, and S-2 Shopping. These zoning districts allow a variety of uses. Some of the permitted uses in the S-2 Zoning District (e.g. filling stations, parking lots, department stores, railroad and bus depots, etc.) have the potential to impose serious negative impacts on the surrounding residences. These intensive, auto oriented uses are not appropriate in a mixed residential area in most situations. At the very least, the S-2 District should be amended so that nuisance type land uses are either not permitted or allowed only as a conditional use. Further, high density residential uses (more than 6 units per acre) should be allowed only as a conditional use in this land use category. Residential densities in this land use category should not exceed 12 dwelling units per acre. The recommended floor area ratio for non-residential uses in this district is up to 0.5. Signage should be limited in area and height in this category. All parking areas with more than 5 spaces should be screened from the view of public rights-of-way and residential uses.

It is recommended that in the Historic Neighborhood Center Land Use Category, neighborhood scale commercial uses (e.g. pharmacy, dry cleaner, shoe repair, deli, liquor store, barber shop, beauty salon, professional office) and services (such as day care) should be allowed as a conditional use. A mixture of residential housing types, including townhouses, duplexes, apartments, and small lot (4,500 square feet or less) single family dwelling units are also recommended in this category. Single family and duplex units should be allowed as permitted uses. Townhouses and apartments should be allowed only as conditional uses in this category. Ancillary residential uses (such as apartments above garages or backyard "granny units") should be allowed as conditional uses. Residential uses above ground floor commercial uses are encouraged in this category, especially in older commercial/residential buildings.

Essentially, this land use category is intended to provide a pedestrian and transit-oriented living and neighborhood shopping environment where basic goods and services can be obtained by the residents without the need for auto travel. It is very important that the commercial uses in this land use category be limited neighborhood type uses that are low auto traffic generators.

High-quality architectural design should be required for any new development in this district. Site plan and design review should be required of all new development or redevelopment in this district (except for single family residential uses). Site plan review and conditional use standards should include requirements that all (re)development projects be designed to be easily and conveniently served by transit. Further, the needs of pedestrians and bicyclists should be incorporated into project designs.

The historic architectural character and style (building size-scale, materials, colors, facade treatments, window and door treatments, etc.) of the neighborhood should be respected as buildings are rehabilitated or reconstructed. Sidewalks and canopy-type street trees in the should be required in this area. Historic theme, pedestrian scale (12 feet high or less) street lights should be placed at key intersections (such as neighborhood commercial intersections or institutional (church-school) intersections) and along primary pedestrian linkages between the Lakefront area and the Cudahy central business district (e.g. Layton Avenue and Barnard Avenue). Attractive signage and high quality building facade designs, such as those at the ethnic restaurant at the corner of Squire and Hatley Avenues, should be required for all new or expanded businesses in this area. Canvas awnings should be encouraged on commercial and mixed use buildings.

In order to implement the recommendations for this land use category, the City's Zoning Ordinance will need to be revised. At a minimum, standards for site plan and design review, conditional uses, parking requirements, and signage will need to be revised, expanded or developed. Targeting capital improvement projects into this neighborhood would also contribute to the implementation of recommendations for this category. Due to the age of many of the homes in this neighborhood, housing rehabilitation programs are strongly encouraged to maintain the quality of the area and prevent dilapidation.

4. Central Business District Land Use Category: This land use category is comprised of the historic mixed use core area of Cudahy. In order to remain a viable, pedestrian and transit oriented commercial area, the central business district (CBD) will require special land use planning, transportation planning and marketing policies and implementation strategies. City-wide zoning strategies that acknowledge the special needs of the central business district will be critical to the long-term viability of downtown Cudahy. Overzoning of commercial properties along the City's arterial streets (Layton, Packard, College Avenues) has created direct competition with the CBD, and therefore, must be avoided or rectified in the future in order to revitalize the downtown. Further, visual clutter along key entries into the CBD create a chaotic and poor image, that can be greatly improved through high quality landscaping, appropriate amounts of signage, proper building orientation, and high quality building and site design. The City's Zoning Ordinance should be amended to better address the issues described above.

CBD Issues and Opportunities

Key issues that affect the central business district of Cudahy are listed below. These issues provide opportunities for revitalizing downtown Cudahy. To maximize the economic potential associated with these issues the City will need to develop specific strategies and action plans for downtown revitalization. A sincere commitment to implementation by City officials, business owners and consumers will be necessary to ensure successful downtown revitalization.

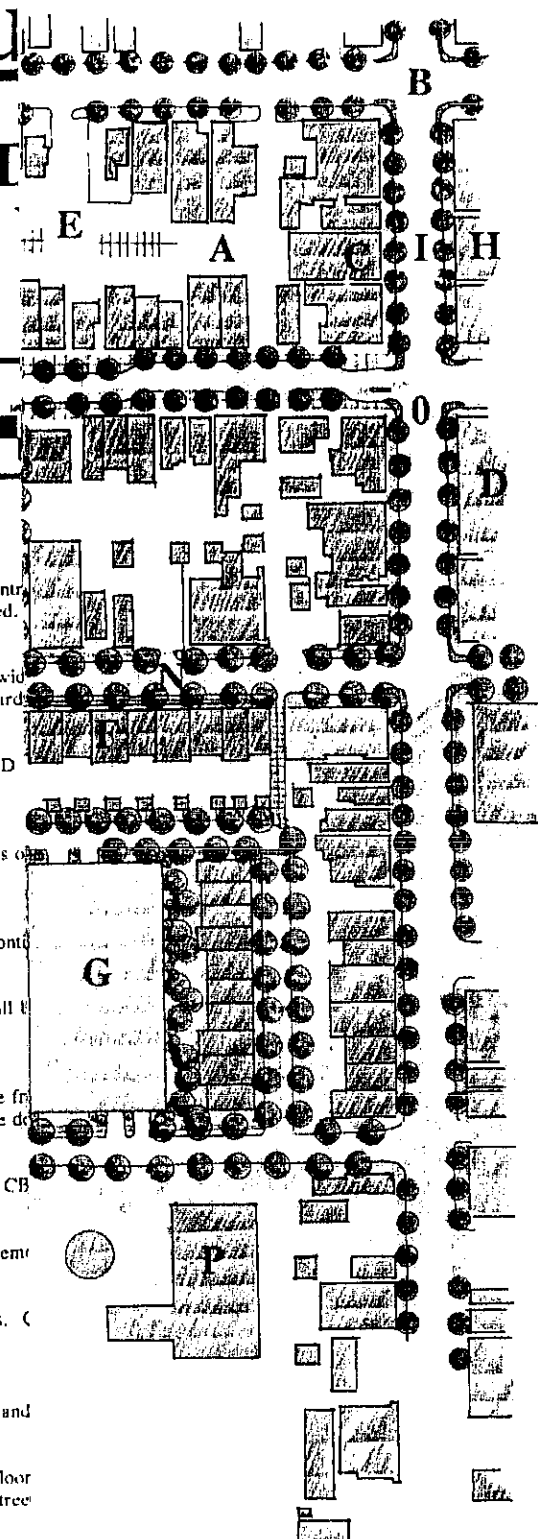
- A) The CBD abuts the Chicago & Northwestern Lakeshore Rail Line. This line is the same one that provides commuter rail service between Chicago and Kenosha. Adopted regional plans designate commuter rail service along this line with a transit stop in downtown Cudahy. The City should complete plans and implementation strategies that will allow commuter rail service or light rail service to happen in the future. It may not happen for 25 years or more, but there are specific actions that the City can take now through zoning, site design requirements and public improvements that will make commuter rail, light rail or expanded bus service feasible in the future.
- B) Major employers (Ladish, Patrick Cudahy, Modern Machine Works, Cudahy Tanning Co.) are located on the edges of the CBD. These businesses bring hundreds of workers into the central area every workday. This is a powerful market for downtown businesses.
- C) Major Milwaukee County bus lines (Routes 55 and 15) run along Layton and Packard Avenues, the CBD's "main streets".
- D) Relatively high density residential neighborhoods (7 or more dwelling units per acre) are within walking distance (1/2 mile) of the Cudahy CBD. This provides a convenient local market for CBD businesses. These densities also support transit service.
- E) While there are several vacant buildings in the CBD, there is a solid stock of historic commercial buildings and a good basic mix of businesses in Cudahy's commercial core area. The City should build on these strengths and seek to fill unmet market niches.
- F) Alleys in the CBD provide unique redevelopment and urban design opportunities. In some areas secondary building frontages may be developed along the rear of CBD buildings. Alleys can be designed to serve as key pedestrian or limited vehicular paths in the downtown area.
- G) Cudahy's location adjacent to General Mitchell International Airport provides special market opportunities for the CBD. Specialty retail, entertainment, restaurants, lodging and offices are examples of the types of businesses that can potentially draw customers from the airport market. To capture this market, improved wayfinding, transit service, and physical improvements to the CBD's infrastructure will be needed to attract travelers into downtown Cudahy.
- H) The Lake Parkway project will have a significant impact on Cudahy's CBD, since the City will be less than 10 minutes from the Milwaukee central area and Lakefront. This can be expected to open up new niches in the downtown Cudahy housing and office markets.
- I) There are a number of vacant, underutilized, or low intensity land uses in the CBD core area (e.g. large private parking lots, low density residential uses, auto oriented uses, outdoor storage uses) that should be redeveloped with more intensive, transit and downtown oriented land uses. Buildings should not be demolished until a suitable replacement use has been identified to replace it in a reasonable period of time. Large, vacant lots are detrimental to a compact, well functioning downtown.

City of Cu

Central Business District Conceptual Land Use

VANDEWALLE & ASSOCIATES
A Member of The Lakeside Group
Madison & Milwaukee, Wisconsin

- (A) Compact, high density mixed use Center. Transit and pedestrian oriented.
- (B) Intensive Pedestrian Improvements (widened sidewalks, etc.) along Layton Avenue and Packard Avenue.
- (C) Minimal building setbacks in the CBD to facilitate pedestrian activity.
- (D) Varied "transparent" building facades on pedestrian streets.
- (E) No parking lots or vacant parcels fronting streets.
- (F) New buildings and rehabilitation shall be in context.
- (G) Locate large parking facilities on the fringes and structure parking facilities in the downtown.
- (H) Require high quality signage in the CBD.
- (I) Packard Avenue Streetscape Improvements.
- (J) Make better use of downtown alleys. Use them convenient for pedestrians.
- (K) Establish a transit center at Kingan and Squire.
- (L) Multi-story buildings with ground floor office along Squire Avenue. Add street-level retail.
- (M) Establish a daycare center near the transit center.
- (N) Barnard Avenue Streetscape Improvements. Add retail high density residential and office.
- (O) Establish downtown design standards as shown on the map.
- (P) Prohibit auto-oriented uses and low intensity uses shown on current zoning map to address this issue.



CBD Land Use and Design Recommendations

The following recommendations have been developed for the Cudahy central business district:

A) The central business district should be a compact, mixed use area that is oriented to the pedestrian, but nevertheless accommodates the automobile. A mixture of high density residential uses (12 or more dwelling units per acre), retail, office, eating-drinking, lodging, entertainment, institutional, public gathering and transit-oriented uses should form the core of the CBD.

B) Streets and sidewalks in the CBD should be designed to accommodate the pedestrian. Wider sidewalks, canopy-type street trees, flower planters, benches, kiosks, bicycle racks, pedestrian scale lighting (no higher than 12 feet tall), water fountains, decorative street furniture and monuments, decorative paving materials, fabric awnings on buildings, arcades and similar features all contribute to an attractive, comfortable, and exciting shopping experience. Public improvements in the CBD should be thoughtfully targeted to key locations. Quality rather than quantity should be stressed when completing these public improvements. Adequate, on-going maintenance of these improvements is a must. Public improvements should be focused on smaller, manageable areas initially, in order to create momentum and improve the likelihood of continued revitalization projects.

C) Buildings which extend out to the sidewalk provide a consistent sense of enclosure and human scale which is essential to a successful, pedestrian-oriented downtown shopping area. Therefore, building setbacks in the CBD should be minimal. Buildings should extend out to the sidewalk whenever possible in order to directly connect pedestrians to shops and lobbies and provide a sense of street enclosure. Deeper setbacks may be appropriate if outdoor seating areas, arcades or porches are provided. They may also be needed at street corners to provide adequate sight distances.

D) Building facades should be varied and attractively designed. "Transparent", large window displays and frequent building entrances (e.g. doorways every 20 feet or less) are strongly recommended in order to visually and functionally connect pedestrian areas such as sidewalks and plazas with the businesses. Solid, blank building facades and reflective glass should be avoided along pedestrian shopping streets in the CBD since they detract from the movement of shoppers between businesses.

E) Parking lots or vacant parcels should not front on CBD shopping streets. Parking facilities should be placed behind buildings where possible and screened from view with canopy-type street trees or hedges. Primary building entrances should be oriented to the street rather than to the rear parking areas. High priority should be placed on filling vacant gaps along CBD shopping streets. Vacant lots, empty buildings, blank walls or deep setbacks disrupt pedestrian flow in downtown areas and therefore, these voids in the streetwall should be infilled as quickly as possible.

F) New development or redevelopment in the CBD should be in scale with and respect original and historical architectural styles. Consistent use of building materials, window and door proportions, building massing, roof designs, bulk, height, and texture of facades help create a coherent visual environment that is conducive to a satisfying and unique shopping experience. New buildings should be consistent with existing architecture, especially at the street level. The scale and quality of historic CBD buildings can provide an intimate urban quality that suburban strip commercial centers rarely achieve. This type of unique shopping environment can be a powerful draw to a downtown area.

G) Large surface parking facilities should be located on the edges of the CBD (but not in residential neighborhoods). These lots should be located either behind buildings or in the interior of blocks. Large surface parking lots interfere with pedestrian movements and use up valuable sites that could be better used for more intensive land uses. Wherever possible, underground or structured parking should be encouraged in the CBD. If structured parking becomes feasible in Cudahy's CBD, ground floor retail uses should be incorporated into the design of the structures to maintain pedestrian activity and interest along shopping streets.

H) Consistency in the size, design and placement of signs can have a dramatic effect on the visual quality of the central business district. In fact, one of the biggest contributors to visual clutter and a poor image in central business districts is excessive, poorly designed signage. Designers and business owners in successful downtowns understand this and develop and implement ordinances which ensure high quality, visually attractive signage that doesn't overwhelm and confuse the shopper.

I) Streetscape elements (historic theme lighting, canopy-type street trees (e.g. London or American Plane Trees, Honey Locusts, etc.), street furniture, signage styles, building facade designs, fabric awnings etc.) along Packard Avenue (80 foot right-of-way) and Layton Avenue (80 foot right-of-way) should be introduced to clearly delineate the central business district by visually distinguishing it from the competing strip commercial areas that line these arterial streets. The pedestrian, driver, bicyclist, or transit user should know when he or she has entered the Cudahy central business district by noticing the unique visual character and quality of the area. The CBD should have a vivid, recognizable image that identifies it as a special place to be.

J) Minimum sidewalk widths of 15 feet are considered the optimum along main CBD shopping streets (such as Packard Avenue) that are heavily used by pedestrians. This width provides a 10 foot wide pedestrian zone adjacent to storefronts as well as a 5 foot wide area adjacent to the street for trees and other streetscape features. Streets that are served by transit (such as Packard and Layton Avenues) should have even wider sidewalks if possible to provide bus loading areas and shelters. However, in areas where pedestrian use is moderate, sidewalks that are too wide can detract from the vitality of the shopping district. Further, in some locations the existing public right-of-way does not allow for a wider sidewalk. Nevertheless, in no instance should sidewalks in central business district be less than 6 feet wide. The City will have to work closely with the Wisconsin DOT, Milwaukee County Highway Department and property owners if sidewalk changes are proposed along Packard and Layton Avenues.

K) The Cudahy CBD should be designed to be an exciting, safe, 24 hour activity center that offers unique shopping, cultural, recreational, housing, socializing, and employment opportunities.

L) A transit center for buses and potentially rail (commuter or light) should be established in the Cudahy CBD. This center should be established at the intersection of Squire (80 foot right-of-way) and Kingan Avenues (66 foot right-of-way). The existing municipal parking lot should be included in the design of the transit center. This lot could be converted to a public plaza while the existing public parking area could be relocated to other downtown sites such as the private parking lot located north of Pabst Avenue. A farmer's market, art fairs or similar activities could be held in the plaza. This would help draw shopper off of Layton and Packard Avenues into the Squire and Barnard Avenue corridors.

M) Multi-story buildings with ground floor retail, service and entertainment-dining uses should be established along both the north and south sides of Squire Avenue from Packard Avenue west to the Lake Shore Rail Line. Professional office and residential units should be provided in the upper floors of these buildings. High quality, multi-story residential row houses may also be allowed in this district. Such units should be of high quality and should create an intimate scale living environment.

N) Streetscape elements (historic theme lighting, canopy-type street trees, benches, special sidewalk and street paving, etc.) should be added along both sides of Squire Drive and Kingan Avenue (South of Plankinton Avenue). The existing on-street angle parking should be changed to parallel parking in order to improve safety and aesthetics. In general, parallel parking is more appropriate than angle parking in CBDs for aesthetic and safety reasons. After the transit center has been established, parallel parking along Squire and Kingan Avenues will need to be reexamined to determine if it will impede access of transit vehicles.

O) A unified architectural and signage theme should be required along Squire and Kingan Avenues. Squire Avenue should function as a pedestrian-transit oriented shopping street that links the rail corridor with the Packard Avenue "Main Street" shopping area. A terminal feature (e.g. a small plaza with a fountain, statue, "monument tree" or similar public artwork feature) should be added at the western end of Squire Avenue. This terminating feature would help to direct pedestrians through the downtown area and draw people towards it. Such features also contribute to a visually interesting environment.

P) A day care facility which serves CBD area employers (e.g. Patrick Cudahy) should be established in the immediate vicinity of the proposed transit stop. This facility should also be located in close proximity to the proposed public plaza area.

Q) Barnard Avenue (70 foot right-of-way) from Packard Avenue west to the Lakeshore Rail Line should be redesigned as an intensively developed, pedestrian-oriented shopping street. Streetscape improvements should be added along this street to provide pedestrian comfort and interest. Several existing vacant buildings and private parking lots along this street along with underutilized (low density) residential dwelling units, provide future redevelopment opportunities.

The rehabilitated credit union building at the corner of Packard and Barnard Avenues has established a design theme with awnings and color schemes that could be duplicated along this street.

R) Multi-story buildings that are built out to the sidewalk, with ground floor retail and service uses and upper floor office and residential uses are recommended along the Barnard Avenue corridor west of Packard Avenue. Specialized retail uses, such as a retail outlet for Patrick Cudahy food products and similar types of food-related businesses should be established along this street. Barnard Avenue is presently the front door to Cudahy's founding corporation, Patrick Cudahy. An upgrade of this corridor would provide an attractive corporate entry as well as a revitalized shopping, entertainment and high density residential district. The existing on-street parallel parking should remain along this avenue.

S) Packard Avenue and Layton Avenue (both streets have 80 foot right-of-ways), Cudahy's traditional "Main Streets", should be the focal points of an intensive streetscape improvement and signage enhancement program. These streets should be made more comfortable and attractive for the pedestrian shopper by adding canopy-type street trees (15-25 foot spacing is the optimum), pedestrian scale theme lighting (12 feet or less), benches, directional signage, public art, well-designed building facades and "transparent" window displays, fabric awnings and high quality signage. Key pedestrian crossing points such as Layton-Packard, Packard-Barnard, and Packard-Squire should be designed for safe pedestrian crossings through the use of "bump out" cross walk areas, adequately timed pedestrian crossing lights, bollards and lighting.

T) In order to establish and maintain a coordinated, high-quality visual image in the CBD of Cudahy, it is recommended that a special downtown design zoning district be established. This district would guide the development and redevelopment of Cudahy's CBD. The downtown business owners should work closely with City staff to establish basic design guidelines and themes for the CBD. All development and redevelopment in the CBD should be subject to site plan and design review. The following design elements should be carefully analyzed during the review process:

- a. Transit compatibility or adaptability of the proposed building.
- b. Pedestrian and bicycle safety, comfort and convenience.
- c. Building orientation.
- d. Building height (airport-related height limits, creation of an pedestrian scaled, enclosed streetwall-block face, etc.).
- e. Building setbacks from the sidewalk and street.
- f. Building bulk and density (floor area ratios).
- g. Facade design, proportion, materials, cornice lines and color.
- h. Signage.
- i. Parking.
- j. Public amenities (e.g. street furniture, arcades, fabric awnings, outdoor seating areas).

Design guidelines for new development and renovation of existing structures should be established and incorporated into the City's Zoning Ordinance. As described above, the intent of these design guidelines should be intended to create a distinctive, positive image in the CBD. New or rehabilitated buildings should be required to be compatible and coordinated with respect to the height, scale, massing, facade design, materials, color and roof design of adjacent structures. Historic or traditional local architectural styles should be the starting point for developing these design guidelines.

U) The alley network in the Cudahy CBD should be an integral part of the pedestrian movement system. Alleys provide unique opportunities for second storefronts as well as "out of the way" locations for service and deliveries to businesses. Strategic lighting, landscaping and paving of the alley network can create an attractive, interesting and safe pedestrian system. Trash containers and service and storage areas in alleys should be well-maintained and screened from view.

V) Auto oriented retail uses, auto sales and repair shops, service stations, low intensity retail and industrial uses, low density housing, motels, car oriented food franchises, large plot outdoor recreation areas, warehousing and outdoor storage activities are not appropriate land uses in the CBD core area. These uses tend to disrupt pedestrian movement and break-up the critical mass of businesses that is needed along successful downtown shopping streets. Further, these uses are not well-suited for transit service. Such uses should be located in predesignated areas outside the CBD.

W) Zoning code and map revisions will be needed to implement the CBD recommendations. Specifically the S-1 Zoning District boundaries should be expanded to include the currently zoned S-2 areas along Squire and Barnard Avenues west of Packard Avenue, and Kingan Avenue south of Layton Avenue. The S-2 Zoning district as it is currently written is inappropriate for a central business district because it allows too many auto oriented uses (auto sales and service, filling stations). Strategic revisions to the S-1 District combined with selected Zoning Map adjustments will facilitate implementation of the recommendations for Cudahy's CBD. Finally, a downtown design overlay zoning district should be created for Cudahy's central business district. This district would ensure a higher quality of design in the downtown area than presently exists.

X) A minimum floor area ratio of .5 is recommended in Cudahy's CBD. This FAR is intended to set a minimum level of development intensity in the downtown area. Higher FAR's are encouraged. Building heights should not exceed 4 stories in the CBD. The Airport Height Restrictions Zoning Maps of the City and Milwaukee County must be complied with for all new buildings and renovations. In general, single story buildings should be discouraged in the CBD. Buildings with ground floor retail uses and second, third, and fourth floor office and residential units should be considered the optimum type of downtown development.

Y) Joint use and structured parking facilities should be encouraged in the CBD. For example, residences, offices and institutional uses could share parking spaces since their respective peak parking times tend to be during different periods of the day.

5. Park and Open Space Land Use Category: In the Lincoln Neighborhood this area includes Sheridan Park, a regional lakefront park which is part of the Milwaukee County Park System. This land use category includes lands which are presently in public ownership and provide either active or passive recreational opportunities. This area is presently included in the City's Parkland Zoning District. The Parkland District permits only public recreation type uses and any construction in this district requires City Council Approval.

A) In years past, Cudahy residents frequently used the Lakefront area for recreational activities. A local road once allowed public access down to the shoreline of Lake Michigan. Jetties and piers extending out into the Lake were popular spots for lake related recreational activities. However, this access road is no longer open and use of the Lakeshore area by City residents has declined. In addition, there is not a strong visual or functional linkage between the Lakefront Park system and Cudahy's residential neighborhoods and central business district. Improved linkages between the Cudahy's Lakefront and its CBD would enhance visitation to both areas and improve the economic vitality of the local economy.

B) A directional signage system and streetscape improvements along key streets such as Layton Avenue and Barnard Avenue (both connect the Lakefront and the CBD and are mixed use in character) would help to foster pedestrian, bicycle and vehicular movement between the Lakefront and Cudahy's residential neighborhoods and CBD.

C) The feasibility of establishing a lakefront restaurant (similar to the Pieces of Eight on Milwaukee's Lakefront) on County owned land in Sheridan Park should be explored. This type of facility could be an important destination for airport travelers and greater Milwaukee area residents. Another idea that should be considered is the establishment of a nature interpretive center along the Lakeshore. This center could focus on the unique physical and natural characteristics of the Lake Michigan shoreline and the major issues (e.g. erosion control) that are presently affecting it.

D) Another possible opportunity to better utilize the Lakeshore is for Cudahy, St. Francis and Milwaukee County to work together to facilitate reuse of the former Lakefront Power Plant site which is located along the Lakeshore in St. Francis. Past development proposals for this site have included a marina, a mix of housing types, office and retail uses. The completion of the Lake Parkway project should help to strengthen the market for these types of uses by improving access between the south shore and downtown Milwaukee. New development on the site, if properly done, could have a synergistic effect on revitalization efforts in Cudahy by bring new visitors, residents and investors into the area.

6. Industrial Land Use Category: In the Lincoln Neighborhood, this land use category includes the Patrick Cudahy Facilities and the industrial uses west of the Lakeshore Rail Line north of Layton Avenue (i.e. Bostrom Building, Woodland Aluminum Casting, Nelson Pattern Co. etc.). These areas are currently in industrial use and are proposed to remain in that use through the 20 year planning period. However, if commuter rail or light rail service is provided along the Lakeshore Rail Line, adjacent industrial buildings would be candidates for adaptive reuse projects that would include commercial, office and high density residential uses.

- A) Special focus should be placed on providing opportunities for existing industrial uses to expand their operations without undue impact on adjacent land uses.
- B) An improved truck and visitor entrance to Patrick Cudahy should be provided. This could be accomplished by establishing a new formal entrance to the facility off of Layton Avenue (e.g. via Meyer Place) and by upgrading the Barnard Avenue streetscape and land use pattern.
- C) The Lubbert Building is a key visual element along the Layton Avenue entrance into Cudahy. This attractive historic building is currently being used for a variety of land uses including professional office and industrial operations. If commuter rail or light rail service is established along the Lake Shore Rail Line, the Lubbert Building has excellent adaptive reuse potential. Specialty retail, restaurant, specialized lodging, or upper floor residential uses would be appropriate in the building. The facade design and streetscape amenities associated with the building's Layton Street frontage providing a starting point for the development of streetscape features along the Layton Avenue entry corridor.
- D) In order to improve the image of Cudahy, it is recommended that special attention be placed on the physical design of all industrial development projects. All industrial development shall be subject to site plan and design review and approval prior to the issuance of a building and occupancy permit. All industrial projects shall comply with the following site and urban design guidelines and policies. The following are recommended design guidelines for industrial development. These guidelines should be added to the City's Zoning Ordinance. All new (or expanded) industrial uses in the City should be required to meet these guidelines:
- * In situations where industrial uses abut non-industrial uses, screening shall be provided. Hedges, evergreen trees, berms, decorative fences or a combination of these screening elements shall be used to satisfy this requirement.
 - * Long, monotonous industrial building facades shall be avoided by varying building setbacks and placing vegetation in strategic locations along foundations.
 - * Parking lots for industrial uses shall be screened from the view of public right-of-ways and non-industrial uses. Large parking lots (for employees or the parking of trucks) shall not be located between the building and the public right-of-way. Smaller parking lots (such as visitor parking areas) may be located in front of the building providing adequate screening is provided between the lot and the public street.
 - * Pedestrian walkways shall be separated from vehicular traffic and loading areas.
 - * Industrial uses located along existing or planned transit routes shall be designed to be transit adaptable. Pedestrian circulation routes, building entrances and passenger loading and unloading areas shall be located in areas of the site that will facilitate transit use.
 - * Industrial sites shall be designed so that vehicles servicing the site shall be able to move from one area of the site to another without re-entering a public street.

- * Public streets shall not be used for parking trucks associated with the operation of industrial facilities. Truck loading and staging activities shall not be allowed within public streets.
- * Loading areas for industrial uses shall only be located at the rear of buildings and shall be screened (hedges, evergreens, berms, but not with chain link fences) from the view of public right-of-ways and adjacent non-industrial land uses.
- * All outdoor storage areas shall be screened from public view using berms, hedges or decorative fences. The height of such screens shall be determined by the height of the material being screened. Outdoor storage of materials or products shall only be allowed as a conditional use in the heavy industrial zoning district.
- * All mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) shall be screened from public view. This includes roof-top equipment and equipment on the ground.
- * The following design elements shall not be allowed in new industrial developments:
 - a) Large, blank unarticulated wall surfaces.
 - b) Unscreened chain link fences and barbed wire.
 - c) Non-architectural facade materials such as untreated exterior cement block walls and metal siding with exposed fasteners.
 - d) "Pole barn" type metal or wood buildings.
- * Monument type signs are the preferred sign type for industrial businesses. When several buildings occupy the same industrial site, individual wall mounted signs should be used in combination with a single monument sign which identifies the overall development (e.g. Cudahy Business Park).
- * Only cut-off type light fixtures shall be used in industrial developments. No light shall spill off the industrial site to adjacent properties or public right-of-ways.
- * In order to encourage employees and visitors to use transit service, indoor transit waiting areas should be required in the design of new industrial buildings that are located along existing or planned transit routes.
- * All environmental corridors and related features such as natural drainage ways, wetlands, and stands of mature trees should be preserved to the greatest degree possible.
- * On-site stormwater management should be achieved to the greatest degree possible.

J.E. JONES NEIGHBORHOOD

Location

The J.E. Jones Neighborhood is centered around the Elementary School of the same name which is located along Swift Avenue on the City's southeast side. The Jones Neighborhood is bounded by Edgerton Avenue on the north, Lake Michigan on the east, College Avenue on the south, and Packard Avenue on the west. This neighborhood includes single family, duplex, multi-family, mobile homes, commercial, industrial and institutional, and recreational land uses. Major land uses in the neighborhood include Pulaski Park, Warnimont Park, Trinity Memorial Hospital, the Kelly Senior Citizens Center, the former Kosciuszko Elementary School, Ladish Company, and various commercial and industrial uses.

Historical Platting

The northern portions of this neighborhood were platted during the 1890's. The lots in these early plats were typically 30' wide x 120' deep. Paved alleys (typically 14' wide) serve the homes and businesses. Garages are set back behind the homes. Street terraces are tree-lined with few curb cuts.

During the 1930's the area which now includes Birchwood Avenue and Iona Terrace was platted. Lots in this area are wider (typically 50' or more) and deeper (180' to 220' typical). Generally alleys were not included in these plats. The grid iron street pattern was continued in this area.

The Kimberly Avenue area was platted in the late 1950's. In this area lots are from 50' to 60' wide and from 100' to 180' deep. There are no alleys in this area. The Park View, Van Cliff and Nicetown subdivisions, which were platted during the 1950's, include lots in the 60' to 70' wide range with depths of 100' to 155'. Alleys are not part of the plat design in these areas.

Existing Land Use and Zoning

The Jones Neighborhood includes areas zoned R-2 Two Family Residential (primarily north of Grange Avenue but also some pockets in the Trinity Hospital area, around the cemetery, and along E. Iona Terrace); R-1 Single Family Residential (south of Grange Avenue); S-2 Shopping (along Packard Avenue and Pulaski Avenue); M-1 and M-3 Industrial (along Packard Avenue and extending east 1 1/2 blocks along Mallory, Adams, and Grange Avenues); T-1 Mobile Homes along the south side of Ramsey Avenue; and Cemetery. This neighborhood is characterized by a mixture of auto oriented commercial, industrial and residential land uses

Land Use and Urban Design Recommendations for the J.E. Jones Neighborhood

1. Auto Oriented Commercial and Industrial Land Use Category: The Packard Avenue Corridor south of the Cudahy central business district is a major entryway into Cudahy and functions as a community-wide retail area. The corridor is characterized by a mix of commercial, industrial and some residential uses. Numerous driveways along this corridor degrade the traffic carrying

capacity and safety of the street. Extensive signage and limited landscaping of parking lots and outdoor storage areas contributes to poor visual quality along portions of this corridor. To improve the visual quality of the South Packard Avenue Corridor, it is recommended that all new commercial development outside of the central business district (which has its own unique design standards) shall comply with the following design guidelines and policies. These guidelines should be added to the City's Zoning Ordinance and all new or expanded commercial uses should be required to comply with them:

A) The following design features are required for all new commercial or expanded existing commercial uses:

- a) Use of canopies, awnings, wing walls, trellises.
- b) Multi-planed, pitched roofs.
- c) Roof overhangs, arcades.
- d) High-quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- e) Limited number of access drives along arterial or collector streets and use of adequate entrance throat lengths.
- f) Landscaped and screened parking lots.
- g) High-quality, appropriate amount of signage (based on street frontage, building frontage and facade area).

The following design elements shall be avoided in new commercial developments:

- a) Large, blank walls on visible facades.
 - b) Unpainted concrete block walls.
 - c) Monotonous "box like" structures.
 - d) Inappropriate mixture of unrelated styles and materials (i.e. rustic wood shingles and polished chrome).
 - e) Excessive signage (e.g. height, square footage, color).
 - f) Unscreened outdoor storage, loading, and equipment areas.
 - g) Poorly designed and unscreened parking lots.
 - h) Excessive number of driveway access points along arterial streets.
 - i) Poorly designed driveway entrances (e.g. inadequate throat lengths).
- * Whenever possible, new commercial structures shall be arranged so that pedestrian areas and plazas are created on the site through the strategic placement of buildings and open spaces. Long unbroken or unarticulated strips of commercial structures are strongly discouraged.
- * Commercial sites should be designed to separate pedestrian, bicyclists and vehicles.

- * Commercial structures shall be placed on the site in a manner that facilitates transit use. The primary entrances to buildings should be oriented to the street and transit stops. The distance between building entrances and transit stops should be minimized. Buildings should be directly linked to transit stops via direct, safe pedestrian and bicycle pathways.
- * Amenities such as benches, fountains, and canopy-type trees should be incorporated into commercial projects wherever possible.
- * All loading facilities shall be located behind buildings and shall be screened from the view of public right-of-ways and adjacent properties.
- * In multi-building commercial developments all buildings shall be linked with safe pedestrian walkways that are separated from vehicular traffic areas.
- * Use of common driveways which serve more than one commercial use shall be required whenever possible.
- * Driveways shall be located as far as possible from street intersections so that adequate vehicular stacking room is provided. The number of access points should be limited to the minimum amount necessary to provide adequate circulation. Direct access onto Packard Avenue shall be minimized.
- * In order to minimize conflicts between pedestrians and vehicles, parking lot areas should be designed so that pedestrians walk parallel to moving cars.
- * Screens (hedges, berms, trees, decorative walls) should be used to block the view of parking lots from public streets and adjacent residential uses.
- * All outdoor storage areas shall be screened from public view and shall be allowed only as a conditional use.
- * All mechanical equipment shall be screened from public view using either architectural elements or landscaping elements depending on the specific situation.
- * Large, bulky, box-like commercial structures should be avoided. The following design principles can be used to avoid box-like developments:
 - a) Walls should vary in depth and/or direction.
 - b) Buildings should be varied in height and broken up into distinct massing elements.
 - c) Building facades should be enhanced by the strategic use of color, creative arrangement of facade elements, or change in materials.
 - d) Use landscaping and architectural detailing along building foundations to soften the visual impact of large buildings.
 - e) Avoid blank walls at the ground floor levels. Utilize windows, trellises, arcades, varying materials, or art features to break up large wall masses.
 - f) All exterior walls should be architecturally treated.

- * High quality signage regulations that base the area of signs on building frontage, street frontage, and facade area should be established in Cudahy. The current sign regulations should be revised to require reduced sign areas and heights and require higher quality designs.
- * All outdoor lighting shall be shielded and all light shall be confined on-site through the use of cut-off luminaries.
- * Accessibility to transit service shall be carefully considered as commercial buildings are placed on the site. In general, buildings should be located as close as possible to transit stops. Extra deep building setbacks shall be avoided. Where possible, parking lots shall be located behind buildings.
- * All environmental corridors and their respective components should be protected from urban development. Special zoning ordinance standards should be adopted and enforced to protect these corridors.

B) The present zoning pattern along South Packard Avenue allows a wide range of commercial, industrial and residential land uses. It is strongly recommended that the City complete a comprehensive revision of existing zoning along this corridor. Special emphasis should be placed on reducing the variety of commercial uses that are allowed under present commercial zoning along this corridor. For example, the S-2 Zoning district which dominates much of the South Packard Avenue corridor allows all of the uses that are allowed in the S-1 district. This current overzoning provides direct competition with both the central business district and the City's Historic Neighborhood Centers. Land uses along South Packard Avenue should be limited to auto oriented land uses and land intensive uses. Offices, specialty retail, sit-down restaurants and similar downtown oriented uses should be limited to the central business district of Cudahy.

C) Infill development is strongly recommended along this corridor. For example, Ladish Building #60 has excellent infill potential if the present industrial/warehouse uses become obsolete in the existing structure. The location of the Building #60 site and adjacent lands (such as the Ladish Parking lot) in relation to the Lakeshore Rail Line, existing commercial uses and surrounding residential neighborhoods make it a prime candidate for transit-oriented mixed use development (high density residential, office, neighborhood retail-service) and redevelopment. The feasibility of infill development on the sites of existing strip commercial shopping centers along South Packard Avenue should be strongly considered. New development should be oriented to the existing transit lines and sidewalks. Placement of buildings and parking areas should take into account transit service.

D) In locations where commercial and industrial uses abut existing residential neighborhoods (e.g. along Kirkwood Avenue, Mallory Avenue, etc.) the new or expanded non-residential uses should be required to screen parking lots, loading areas, and outdoor storage areas from adjacent homes and public right-of-ways. Existing non-residential uses should be strongly encouraged to buffer their uses from existing homes.

E) New non-residential development and expansion of existing non-residential development into established residential areas should not be allowed. Commercial and industrial intrusions into stable residential neighborhoods through rezones, conditional uses, or "use variances" should be considered inappropriate in most residential areas. There are currently stable single family residential neighborhoods abutting the Auto Oriented Commercial and Industrial Land Use Category. Piecemeal intrusions into these neighborhoods can contribute to blight by discouraging owners of residential properties from maintaining and improving their properties because they feel that they will someday be converted to commercial or industrial uses or be located next door to such uses.

2. Modern Residential Land Use Category: Other than the County Lakeshore Park facilities, the Modern Residential Land Use Category is the largest recommended land use in the J.E. Jones Neighborhood. In general, this land use category is recommended from Grange Avenue south to College Avenue and from Kirkwood Avenue east to Lake Drive. This area should be planned as a low density (up to 6 dwelling units per acre) single family residential area.

A) Sidewalks should be required in this land use category. Alleys are not required in this area.

B) Canopy-type street trees are strongly recommended within street terraces.

C) The recommended land use density in this category is up to 6 dwelling units per acre. This density is consistent with the existing development pattern in the area.

D) Existing duplex and multiple family units in this category should be grandfathered. Multi-family intrusions or expansions into these areas should not be permitted in most situations. Any proposals for such expansions should be very carefully considered prior to approval.

E) Commercial and industrial intrusions into this land use category should not be allowed. This land use category is distinctly different than the Traditional Mixed Residential and Historic Neighborhood Center categories in visual character, development density, neighborhood design and land use composition. For these reasons the land use policies and recommendations are different than those in the mixed use neighborhoods of the City.

F) It is expected that neighborhood retail and service uses that serve the Jones Neighborhood will be provided along the South Packard Avenue Corridor. No commercial intrusions into the existing residential areas are recommended.

G) Limited home occupation type uses should be allowed in this land use category provided pre-identified performance standards and conditional use standards are met (e.g. limits on noise, parking, signage, hours of operation, number of employees, types of products or services sold, etc.).

H) All homes in this category should be located within a ten minute walk of a neighborhood park or playground facility. Existing park facilities should provide a range of facilities including active playground area, athletic fields, benches, quiet areas, etc.

3. Multiple-Family Residential Land Use Category: This land use category includes the mobile home park which is located on the south side of Ramsey Avenue, the nearby multiple family complex, and the high rise residential tower along the Lakeshore. The recommended residential density in this land use category is up to 12 dwelling units per acre for any new development. It should be noted that the City's current Zoning Ordinance allows densities of up to 18 dwelling units per acre for elderly housing projects.

A) Due to the lack of vacant, developable land in the J.E. Jones Neighborhood, any new multiple family development in the area will most likely occur on currently developed or under-developed parcels as infill redevelopment. Sites such as Ladish Building #60, the Ladish employee parking lot area, the vacant Kosciuszko School or possibly County owned lands near the Kelly Senior Center are possible future infill sites for high density (up to 12 units per acre) residential development.

B) Any high density residential development that abuts established and viable single family neighborhoods should be very carefully designed to minimize potential negative impacts on lower density areas. Multiple family residential projects should be required to meet the following minimum standards:

- a) The project will not have an undue adverse impact on the character of the surrounding neighborhood nor result in large pockets of high density housing. The single family home shall be considered the primary land use in most residential neighborhoods.
- b) The project shall be located along a transit route or is within a 10 minute walk (2,000 feet) of a transit route.
- c) Area schools can accommodate new students that may live in the project.
- d) The street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate.
- e) The area is served by adequate parks and recreational facilities.
- f) The existing utility system has sufficient capacity to serve the project.
- g) Site plan review and approval shall be required for all multiple family residential projects.

C) The following design guidelines are recommended for all new or expanded multiple family residential developments. These guidelines should be added to the City's Zoning Ordinance and enforced during the site plan review, conditional use and planned unit development processes:

- * Large, monotonous building facades are undesirable and should be avoided when designing new multiple family projects. Balconies, porches, varied building and facade setbacks, varied roof designs, building orientations and similar design features should be used in the design of multiple family residential buildings in order to avoid boring, "box-like" buildings that detract from the visual quality of the community. In general, multiple family dwelling units should be designed in a manner that they appear to be a grouping of smaller residential units.
- * Garage doors and parking lots should be located so that they are not the dominate visual element of the project. All outdoor parking areas shall be screened from public view.

- * Large unscreened parking lots shall be considered undesirable and therefore they should be broken up with landscaped islands or similar features.
- * Landscaping shall be provided in the following locations for all multiple family residential projects:
 - a) Along all public and private street frontages.
 - b) Along the perimeter of all paved areas (parking lots, walkways, driveways, etc.).
 - c) Along all building foundations.
 - d) Along all buffer yards (yards separating land uses which differ in intensity, density or character).
 - e) Around all outdoor storage areas (e.g. trash containers, recycling containers, etc.).
 - f) Around all utilities structures or mechanical structures (satellite dishes, air conditioning units, etc.) that are visible from public right-of-ways or less-intensive land uses.
 - g) Within open areas of the site.
- * Large, unarticulated parking garages are undesirable and should be avoided whenever possible. When such structures are necessary to meet parking requirements, the facades of the structures should be broken up with foundation landscaping, varied facade setbacks or projections, or similar design features. In no circumstance shall such structures be highly visible from public right-of-ways or low density residential land uses.
- * All parking lots shall be directly linked to building entrances by pedestrian walkways that are physically separated from vehicular movement areas.
- * All multiple family residential projects shall provide on-site open space areas that serve the needs of the project's residents. This requirement may be waived in lieu of a parkland fee if the project is located with one city block of an existing public park or playground.
- * Multiple family units shall be located on the site so that transit use by its residents and visitors is facilitated. In general, buildings should be located as close to transit stops as possible.
- * Facilities for bicyclists (bike storage racks, bike paths, etc.) should be included in all multiple family site designs.
- * The architectural design of new multiple family units shall be compatible with and fit the context of the surrounding neighborhood. This includes selection of building and facade materials, building height, building bulk, set-backs, window and door styles and placements, roof designs, and colors.

4. Institutional Land Use Category: This category includes the vacant Kosciuszko Elementary School, J.E. Jones Elementary School, and Trinity Memorial Hospital. In general, development or expansion of institutional land uses should be allowed only as conditional uses in residential areas.

A) The following standards should be used to review proposed institutional use projects. This includes new construction and expansion of existing uses. Institutional uses shall only be permitted as conditional uses in residential areas:

- * In most residential neighborhoods, the single family home shall be considered the highest and best land use and therefore, the single family home shall be protected from intrusions by more intensive land uses.
- * The proposed use will not have a negative affect on existing traffic flows and volumes in the surrounding neighborhood. The existing street system is adequate to meet increased traffic associated with the project. The proposed institutional use shall demonstrate to the City that this standard will be met.
- * Existing residential uses will be adequately buffered from the institutional use via the use of decorative fencing, vegetative screening, berms or similar features.
- * Existing institutional uses should work with surrounding neighborhoods to discuss potential long-term expansion plans and how these plans would impact established homes in the area. Pre-identified institutional expansion areas should be developed by the developers of institutions whenever possible to minimize the potential for future land use conflicts with surrounding less intensive land uses.
- * Institutional uses shall not generate on-street parking in residential neighborhoods. All parking needs for institutional uses shall be met on-site.
- * Transit service shall be incorporated into the design of all institutional uses whenever possible.
- * Site plan review and high quality site design, building design, landscaping, lighting and signage shall be required for all institutional uses. These standards shall be incorporated into the City's Zoning Ordinance.

5. Traditional Mixed Residential (TMR) Land Use Category: There are several Traditional Mixed Residential Land Use areas in the J.E. Jones neighborhood. One of these areas is the neighborhood surrounding the vacant Kosciuszko School and Pulaski Park. Another is comprised of the two block area west of J.E. Jones School. The standards and policies that are listed under the (TMR) land use category in the Lincoln School Neighborhood section of this chapter are also recommended in the J.E. Jones Neighborhood.

6. Historic Neighborhood Center (HNC) Land Use Category: There is one recommended Historic Neighborhood Center in the J.E. Jones Neighborhood. This HNC is centered along the Pulaski Avenue corridor between Packard Avenue and Lake Drive. A portion of Packard Avenue is also included in this land use category. This area is recommended to function as a mixed use, pedestrian and transit oriented neighborhood shopping, service and residential center. Neighborhood commercial, service and mixed residential uses (single family, duplex, and limited amount of multiple-family) are recommended in this land use category. A key strategy in this HNC is to create a strong pedestrian and bicycle linkage between the Lakeshore parklands and the Cudahy central business district. This can be accomplished through establishment of directional signage, streetscape improvements (e.g. historic theme lighting, benches, unique sidewalk paving materials, etc.) interesting building facades and storefronts, high quality signage and a strategic mix of street-level land uses along Pulaski Avenue. The policies and standards (e.g. density, urban design standards, mix of uses) described in the Lincoln Neighborhood Historic Neighborhood Center shall also apply to the J.E. Jones Historic Neighborhood Center.

7. Park and Open Space Land Use Category: Included in this category are the Milwaukee County Lakeshore Park system, the two cemeteries along College Avenue, and Pulaski Park. The primary recommendation for this category is to provide better pedestrian, bicycle and transit connections between these facilities and the surrounding community. The City should work closely with Milwaukee County to consider how the County Parklands can be better utilized by City of Cudahy residents and visitors. Improving access to the shoreline/waterfront area should be a key priority. Shoreline erosion control efforts are needed in this area according to adopted plans prepared by SEWRPC. Clean-up of the polluted former dump site in Warnimont Park should be given a high priority by the County and the liable parties. Opportunities for establishing a nature interpretive center in the Lakeshore Park should be examined by the City and County.

8. Industrial Land Use Category: The current Ladish facilities comprise the area recommended for Industrial Land Use in the J.E. Jones Neighborhood. This area is proposed to remain in its current industrial use for the foreseeable future. The Industrial Land Use site design standards and policies that are listed under the Lincoln Neighborhood Land Use Category should also apply to the industrial uses in the J.E. Jones Neighborhood. It should be understood that this area is a potential future redevelopment site if the present use ceases to remain viable. If future conditions warrant redevelopment in this area, there are two land use options: 1) new industrial uses; or 2) transit oriented residential, office, service and limited retail uses. Any redevelopment here should be designed to facilitate transit (either bus or rail) service. If this area is redeveloped, Grange Avenue should be reconstructed so that it again provides a direct east-west connection across Packard Avenue. In the interim, pedestrian improvements (lighting, wider sidewalks, street trees, etc.) are recommended in this area (especially along Ladish Avenue and Packard Avenue) to provide a safer, more pleasant route for children walking to and from the schools that are located several blocks to the west. This area is currently not conducive to pedestrian activity even though it is heavily used by pedestrians. The design guidelines for industrial uses that are listed under the Lincoln Neighborhood section of this chapter are recommended for the Jones industrial category as well.

GENERAL MITCHELL NEIGHBORHOOD

Location

The General Mitchell Neighborhood is bounded by the C & NW Lakeshore Rail Line on the east, College Avenue on the south, the C & NW Mainline on the west and Grange Avenue and Dale Avenue on the north. This neighborhood is a mixed use area comprised of single family, duplex, and multiple family residential uses as well as commercial, industrial and institutional uses. There are several large undeveloped tracts in this neighborhood including the undeveloped lands south of Ramsey Avenue and north of College Avenue. Major land uses in this neighborhood include the Ace World Wide Industrial Park, Cudahy Park, General Mitchell Elementary School, Cudahy Middle School, and the YMCA.

Historical Platting Activity

Land platting in the General Mitchell Neighborhood began during the 1920's (e.g. Walbauer and Wegner Subdivision). The availability of some large undeveloped tracts in this neighborhood allows for additional platting activity in the future.

Existing Land Use and Zoning

The General Mitchell Neighborhood is comprised of a mixture of land uses. Single family dwellings make up much of the neighborhood. These dwellings are typically located on lots zoned R-1 Single Family Residential. Most of the single family, R-1 zoned dwellings are located in the area bounded by Alison Avenue on the north, Barland Avenue on the east, Eaton Lane on the south, and Pennsylvania Avenue on the west. R-2 Two Family Residential zoned areas are found along the south side of Grange Avenue east of Barland Avenue, along Donald Avenue east of Barland Avenue, along Barland Avenue south of Donald Avenue, along College Avenue and an area located west of Cudahy Park. R-3 Multi-Family Residential areas are located along Grange Avenue (west of Barland Avenue) and along Buckhorn Avenue south of Ramsey Avenue. Lands along the north side of College Avenue east of the YMCA are also zoned R-3. Multiple family housing is also being constructed along the north side of Ramsey Avenue on the lands being sold by the Ladish Company.

Commercially zoned lands in the General Mitchell Neighborhood include the YMCA area along Barland Avenue and the northeast corner of the Pennsylvania Avenue-College Avenue intersection. Industrial lands in the neighborhood include the Ace World Wide Industrial Park and adjacent lands, the Ladish property north of Ramsey Avenue, the developed lands on the east side of Buckhorn Avenue and south of Ramsey Avenue and the Park View Elementary School and Lucas-Milhaupt site at Nicholson and Pennsylvania Avenues.

The only commercially zoned area in the neighborhood is the YMCA area at Barland Avenue and College Avenue.

Land Use and Urban Design Recommendations for the General Mitchell Neighborhood

1. Modern Residential Land Use Category: The Land Use Plan Map for the General Mitchell Neighborhood includes an extensive area where single family dwellings are the recommended land use. These areas include the majority of the lands west of Barland Avenue and east of Pennsylvania Avenue as well as the lands on the south side of Ramsey Avenue. The primary recommendation for these established single family residential areas is to protect them from intrusions of more intensive land uses (e.g. commercial, multiple family residential, etc.). The single family home is the preferred land use in these areas and that type of use should be protected from more intensive development through proper land use planning and zoning. Limited home occupation uses may be appropriate in these areas if they comply with all provisions of the City Zoning Ordinance. Sidewalks and canopy trees in street should be required in these areas to enhance pedestrian activity and comfort and create an attractive visual character. The maximum residential density in this Category should not exceed 6 dwelling units per gross acre.

A target area plan should be prepared for the vacant residential zoned lands located in the southeast corner of the General Mitchell Neighborhood. This infill development area, which is located north of College Avenue and east of Barland Avenue, is suitable for various types of residential use given the accessibility of the area, the topography, and adjacent land uses. However, because the amount of potential single family residential building sites in Cudahy is extremely limited, single family uses are the primary use recommended for this area. A limited amount of attached residential uses (townhouses), duplexes and multiple family residential units may be appropriate in the area but only in very limited numbers and in very limited locations. For example, these higher density residential uses may be appropriate along College Avenue and along the west side of Buckhorn Avenue. In those locations, higher density residential uses would function as transitional land uses between more intensive uses such as the College Avenue arterial and the industrial/commercial uses along the east side of Buckhorn Avenue. Because of the strategic importance of this infill area to the City's ability to provide high-quality housing opportunities, it is strongly recommended that this area be developed in accordance with the recommendations of the target area plan for this site. The highest and best use of this key site will be best achieved if a comprehensive development strategy is created and implemented here. A target area plan which includes a recommended land use pattern and street pattern for this key infill site has been prepared as part of the City wide Comprehensive Development Plan. The City should work closely with property owners in this area to create refined development plans that are consistent with the Comprehensive Development Plan. The planned unit development process may be an effective implementation tool in this area given the unique site characteristics (partially wooded areas with natural drainageways and lowlands, limited and poorly defined access to the area from the surrounding street network, absence of urban services and an inefficient lot pattern on the northern part of the site), mixed land use pattern on adjacent lands and the existing multiple family zoning on the site.

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 1 south
1" = 1000' approximately

Light industrial/ office
Warehousing/ distribution
Green space

Light industrial/ office
Warehousing/ distribution



BASE MAP - SEVRPC 1990 AERIAL PHOTOGRAPHY

Residential
Auto-oriented commercial/industrial
Residential infill



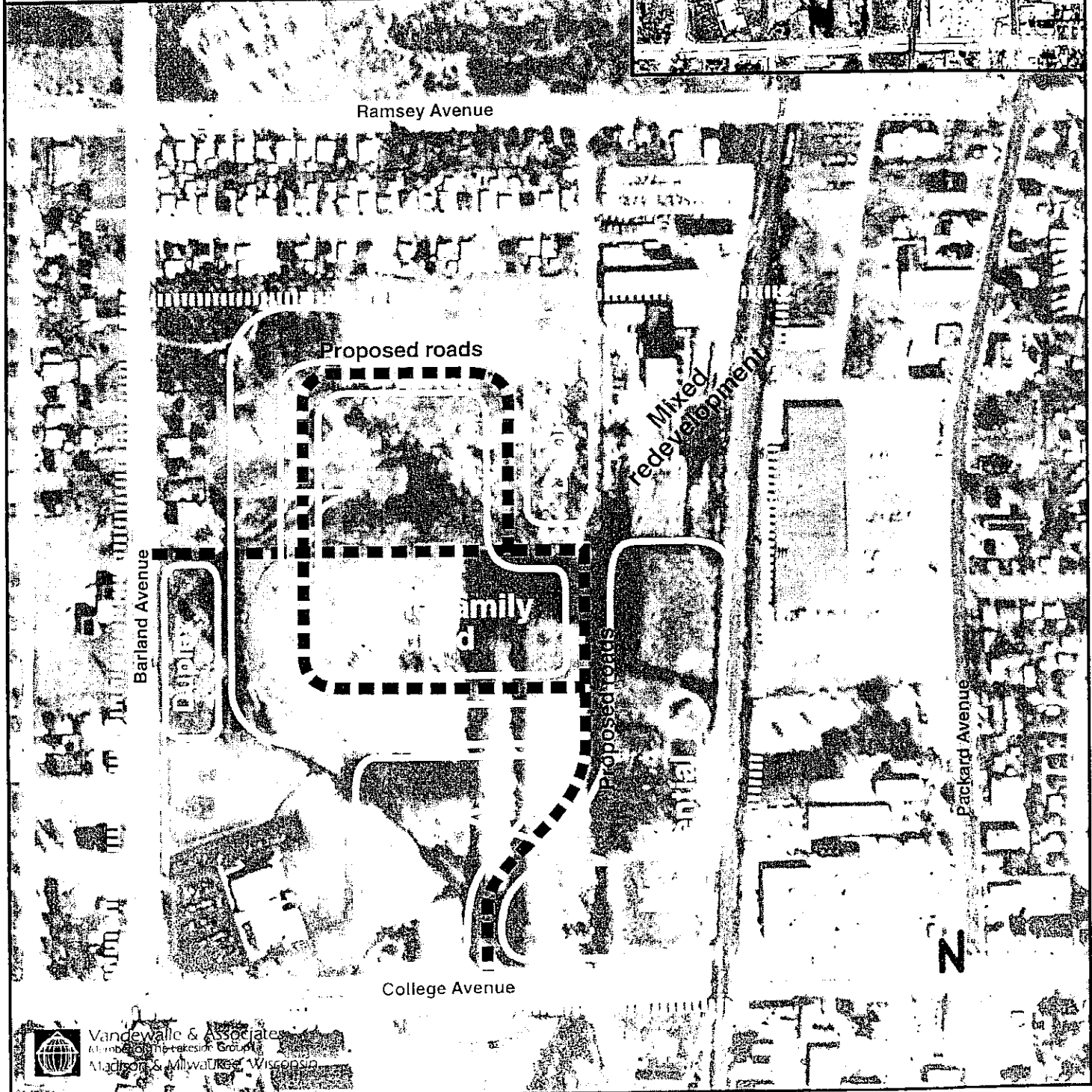
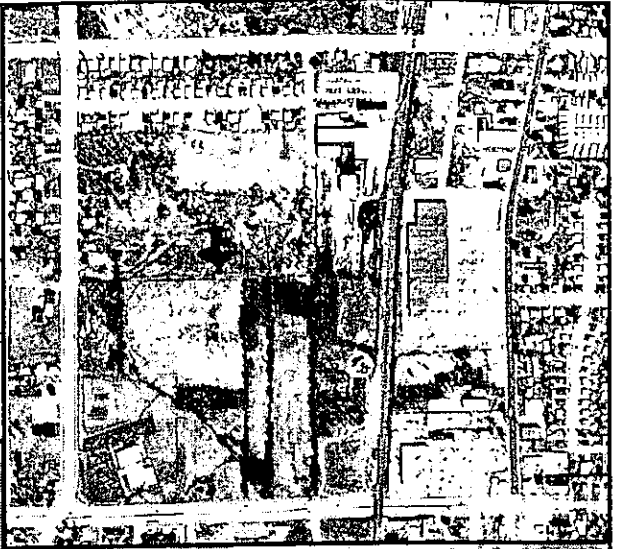
Vandewalle & Associates
Member of the firm of
Madison & Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Study area 2
1" = 400' approximately

Base map — SEWRPC 1990 Aerial photography

1" = 1000' approximately



2. Traditional Mixed Residential Land Use Category: A small mixed residential area is recommended in the General Mitchell Neighborhood. This area is located east of the Middle School. The primary recommendation for this area is to improve the existing housing stock there by encouraging property owners to maintain their properties. It is recommended that this area be targeted for housing rehabilitation programs (such as the WHEDA program that was recently available to Lincoln Neighborhood residents) in order to prevent blight. Pedestrian improvements such as sidewalks and improved street lighting are also recommended to improve safety. On-street parking along some of the streets in this area combined with poorly designed off-street parking areas (especially along S. Buckhorn Avenue) create potentially dangerous situations for pedestrians (especially children). Given the presence of high density housing in this area and its proximity to schools, pedestrian improvements such should be given strong consideration. In addition, this area should be targeted for private and public sector housing improvement programs in order to slow or reverse the physical decline of the area. The City should develop and enforce a property maintenance code to ensure that properties are well-maintained and rehabilitated as needed. The residential density in this area should not exceed 12 dwelling units per gross acre.

3. Multiple Family Residential Land Use Category: Multiple family residential uses are recommended along the north side of Ramsey Avenue between Barland Avenue and the Lake Shore Rail Line. This area, which is comprised of lands that were or are owned by the Ladish Company, has recently been developed with high density elderly housing units. The presence of sensitive natural resources on the western portion of the site (i.e. wetland, blue stemmed golden rod) must be carefully considered prior to any development in that area. The recommended maximum residential density in this land use category is 12 dwelling units per gross acre for multiple family projects, except that elderly housing projects may be developed at a density of up to 18 dwelling units per gross acre per the City's Zoning Ordinance.

A) Any high density residential development that abuts established and viable single family neighborhoods should be very carefully designed to minimize potential negative impacts on lower density areas. Multiple family residential projects should be required to meet the following minimum standards:

- a) The project will not have an undue adverse impact on the character of the surrounding neighborhood nor result in large pockets of high density housing. The single family home shall be considered the primary land use in most residential neighborhoods.
- b) The project shall be located along a transit route or is within a 10 minute walk (2,000 feet) of a transit route.
- c) Area schools can accommodate new students that may live in the project.
- d) The street and sidewalk system in the neighborhood can handle the increased amount of traffic that the project will generate.
- e) The area is served by adequate parks and recreational facilities.
- f) The existing utility system has sufficient capacity to serve the project.
- g) Site plan review and approval shall be required for all multiple family residential projects.

B) The following design guidelines are recommended for all new or expanded multiple family residential developments. These guidelines should be added to the City's Zoning Ordinance and enforced during the site plan review, conditional use and planned unit development processes:

- * Large, monotonous building facades are undesirable and should be avoided when designing new multiple family projects. Balconies, porches, varied building and facade setbacks, varied roof designs, building orientations and similar design features should be used in the design of multiple family residential buildings in order to avoid boring, "box-like" buildings that detract from the visual quality of the community. In general, multiple family dwelling units should be designed in a manner that they appear to be a grouping of smaller residential units.
- * Garage doors and parking lots should be located so that they are not the dominate visual element of the project. All outdoor parking areas shall be screened from public view.
- * Large unscreened parking lots shall be considered undesirable and therefore they should be broken up with landscaped islands or similar features.
- * Landscaping shall be provided in the following locations for all multiple family residential projects:
 - a) Along all public and private street frontages.
 - b) Along the perimeter of all paved areas (parking lots, walkways, driveways, etc.).
 - c) Along all building foundations.
 - d) Along all buffer yards (yards separating land uses which differ in intensity, density or character).
 - e) Around all outdoor storage areas (e.g. trash containers, recycling containers, etc.).
 - f) Around all utilities structures or mechanical structures (satellite dishes, air conditioning units, etc.) that are visible from public right-of-ways or less-intensive land uses.
 - g) Within open areas of the site.
- * Large, unarticulated parking garages are undesirable and should be avoided whenever possible. When such structures are necessary to meet parking requirements, the facades of the structures should be broken up with foundation landscaping, varied facade setbacks or projections, or similar design features. In no circumstance shall such structures be highly visible from public right-of-ways or low density residential land uses.
- * All parking lots shall be directly linked to building entrances by pedestrian walkways that are physically separated from vehicular movement areas.
- * All multiple family residential projects shall provide on-site open space areas that serve the needs of the project's residents. This requirement may be waived in lieu of a parkland fee if the project is located with one city block of an existing public park or playground.

- * Multiple family units shall be located on the site so that transit use by its residents and visitors is facilitated. In general, buildings should be located as close to transit stops as possible.
- * Facilities for bicyclists (bike storage racks, bike paths, etc.) should be included in all multiple family site designs.
- * The architectural design of new multiple family units shall be compatible with and fit the context of the surrounding neighborhood. This includes selection of building and facade materials, building height, building bulk, set-backs, window and door styles and placements, roof designs, and colors.

4. Institutional Land Use Category: This category includes the General Mitchell Elementary School, Cudahy Middle School, Cudahy Park, the YMCA, Fire Station Number 2 and the electrical substation along Barland Avenue. In general, development or expansion of institutional land uses should be allowed only as conditional uses in residential areas.

A) The following standards should be used to review proposed institutional use projects. This includes new construction and expansion of existing uses. Institutional uses shall only be permitted as conditional uses in residential areas:

- * In most residential neighborhoods, the single family home shall be considered the highest and best land use and therefore, the single family home shall be protected from intrusions by more intensive land uses.
- * The proposed use will not have a negative affect on existing traffic flows and volumes in the surrounding neighborhood. The existing street system is adequate to meet increased traffic associated with the project. The proposed institutional use shall demonstrate to the City that this standard will be met.
- * Existing residential uses will be adequately buffered from the institutional use via the use of decorative fencing, vegetative screening, berms or similar features.
- * Existing institutional uses should work with surrounding neighborhoods to discuss potential long-term expansion plans and how these plans would impact established homes in the area. Pre-identified institutional expansion areas should be developed by the developers of institutions whenever possible to minimize the potential for future land use conflicts with surrounding less intensive land uses.
- * Institutional uses shall not generate on-street parking in residential neighborhoods. All parking needs for institutional uses shall be met on-site.
- * Transit service shall be incorporated into the design of all institutional uses whenever possible.

- * Site plan review and high quality site design, building design, landscaping, lighting and signage shall be required for all institutional uses. These standards shall be incorporated into the City's Zoning Ordinance.

5. Parks and Open Space Land Use Category: Included in this Category are Cudahy Park, Ladish Little League Park and the greenspace corridor along the west side of Barland Avenue. The primary recommendation for these facilities is to ensure safe and adequate pedestrian, bicycle, transit and auto accessibility to these facilities. In general, all dwelling units in the neighborhood should be within a 10 minute walk of a neighborhood park facility. Presently this standard is satisfied by the existing facilities in the General Mitchell Neighborhood.

6. Auto Oriented Commercial and Industrial Land Use Category: The lands included in this category are located along the west side of the Lakeshore Rail line and are part of the areas addressed in the Jones Neighborhood recommendations. The reader should refer to the recommendations for this Category that are presented in the J.E. Jones Neighborhood discussion. Two smaller areas included in this Category are located at the intersection of Pennsylvania Avenue and College Avenue. The existing uses in those locations are auto-oriented commercial uses (gas station/convenience store).

7. Industrial Land Use Category: These areas include the Ace World Wide Industrial Park and the Ladish property north of Ramsey Avenue and south of Grange Avenue. It is recommended that existing uses in the Ace World Wide Industrial Park be provided with expansion areas. To facilitate expansion at Ace World Wide, the development of the proposed General Mitchell International Business Park should be carefully coordinate with Ace World Wide activities. In particular, improved street connections between the Ace World Wide Facilities and adjacent properties (such as the S. Ace Industrial Drive and General Avenue connection), coordination of utility services to the area, improved accessibility from College Avenue and Pennsylvania Avenue to the Industrial Park, and coordination of the mix of land uses in the Park with those in the proposed General Mitchell Business Park should be carefully planned. Improvement of bus service to Ace World Wide should also be considered a high priority. The Ace World Wide area is presently not directly served by the Milwaukee County Transit System.

A) In order to improve the image of Cudahy, it is recommended that special attention be placed on the physical design of all industrial development projects. All industrial development shall be subject to site plan and design review and approval prior to the issuance of a building and occupancy permit. All industrial projects shall comply with the following site and urban design guidelines and policies. The following are recommended design guidelines for industrial development. These guidelines should be added to the City's Zoning Ordinance. All new (or expanded) industrial uses in the City should be required to meet these guidelines:

- * In situations where industrial uses abut non-industrial uses, screening shall be provided. Hedges, evergreen trees, berms, decorative fences or a combination of these screening elements shall be used to satisfy this requirement.
- * Long, monotonous industrial building facades shall be avoided by varying building setbacks and placing vegetation in strategic locations along foundations.

- * Parking lots for industrial uses shall be screened from the view of public right-of-ways and non-industrial uses. Large parking lots (for employees or the parking of trucks) shall not be located between the building and the public right-of-way. Smaller parking lots (such as visitor parking areas) may be located in front of the building providing adequate screening is provided between the lot and the public street.
- * Pedestrian walkways shall be separated from vehicular traffic and loading areas.
- * Industrial uses located along existing or planned transit routes shall be designed to be transit adaptable. Pedestrian circulation routes, building entrances and passenger loading and unloading areas shall be located in areas of the site that will facilitate transit use.
- * Industrial sites shall be designed so that vehicles servicing the site shall be able to move from one area of the site to another without re-entering a public street.
- * Public streets shall not be used for parking trucks associated with the operation of industrial facilities. Truck loading and staging activities shall not be allowed within public streets.
- * Loading areas for industrial uses shall only be located at the rear of buildings and shall be screened (hedges, evergreens, berms, but not with chain link fences) from the view of public right-of-ways and adjacent non-industrial land uses.
- * All outdoor storage areas shall be screened from public view using berms, hedges or decorative fences. The height of such screens shall be determined by the height of the material being screened. Outdoor storage of materials or products shall only be allowed as a conditional use in the heavy industrial zoning district.
- * All mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) shall be screened from public view. This includes roof-top equipment and equipment on the ground.
- * The following design elements shall not be allowed in new industrial developments:
 - a) Large, blank unarticulated wall surfaces.
 - b) Unscreened chain link fences and barbed wire.
 - c) Non-architectural facade materials such as untreated exterior cement block walls and metal siding with exposed fasteners.
 - d) "Pole barn" type metal or wood buildings.
- * Monument type signs are the preferred sign type for industrial businesses. When several buildings occupy the same industrial site, individual wall mounted signs should be used in combination with a single monument sign which identifies the overall development (e.g. Cudahy Business Park).

- * Only cut-off type light fixtures shall be used in industrial developments. No light shall spill off the industrial site to adjacent properties or public right-of-ways.
- * In order to encourage employees and visitors to use transit service, indoor transit waiting areas should be required in the design of new industrial buildings that are located along existing or planned transit routes.
- * All environmental corridors and related features such as natural drainage ways, wetlands, and stands of mature trees should be preserved to the greatest degree possible.
- * On-site stormwater management should be achieved to the greatest degree possible.

8. Mitchell International Business Park Land Use Category: This Category is recommended for a significant portion of the General Mitchell Neighborhood. Specifically, this Category is recommended for the lands west of Pennsylvania Avenue and north of the Ace World Wide Industrial Park. The lands in this Category have high potential for attracting new jobs and industrial/office tax base to the City of Cudahy. The proximity of this area to General Mitchell International Airport, Pennsylvania Avenue, College Avenue and the C & NW Main Line make it very well suited for light industrial, research and development, warehousing, office and related uses such as banks, restaurants, day care centers, copy shops, hotels, etc. High quality site and building designs (e.g. high levels of landscaping, screening, attractive and appropriate amounts of signage, high quality architecture) are recommended in this Category. In order to achieve this quality of development, protective covenants and new zoning ordinance standards will need to be created for this Category. Specifically, a Business Park Zoning District should be created to guide development that occurs on lands in this Category.

Because the lands in this Category are located in close proximity to General Mitchell International Airport, buildings must be designed to mitigate the negative impacts of airport noise. In addition, airport-related building height regulations must be complied with.

The Target Area Plan Maps that have been prepared for the western portion of the City of Cudahy include detailed land use regulations, conceptual street layouts and conceptual urban design features for General Mitchell International Business Park Category.

City of Cudahy, Wisconsin
 Comprehensive Development Plan
 March 1994

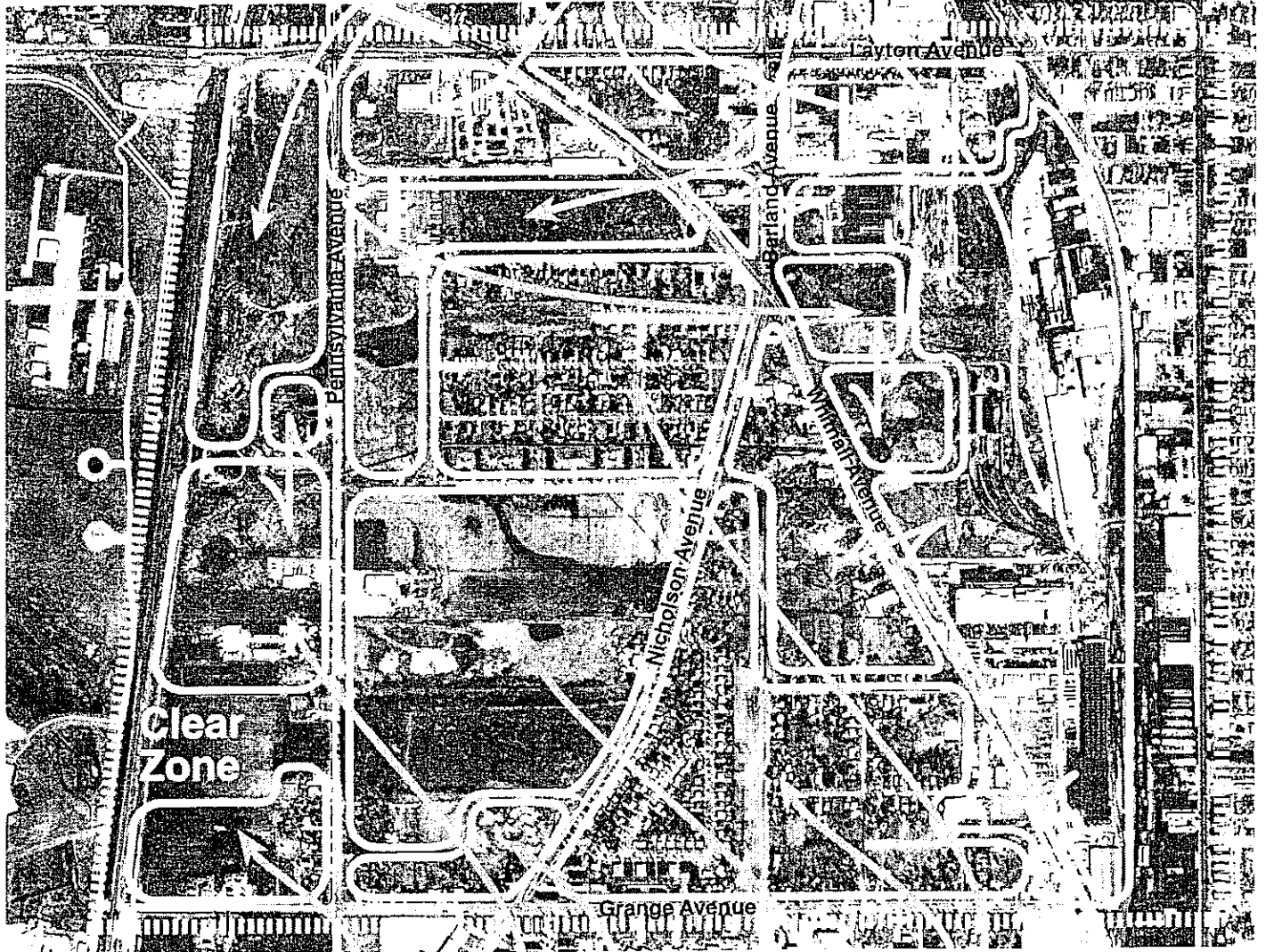
Study area 1 north

1" = 1000' approximately

Former landfill
 open space — park & ride

Hotel/ office/ retail
 hospitality services

Light industrial
 Warehousing/ distribution



Base map — SEWRPC 1990 Aerial photography

Light industrial
 Warehousing/ distribution
 Office/ light industrial

Residential

Light industrial
 Warehousing/ distribution

Residential
 Neighborhood preservation



Vandewalle & Associates
 1000 North Milwaukee Wisconsin

PARK VIEW NEIGHBORHOOD

Location

The Park View Neighborhood includes those lands bounded by Layton Avenue on the north, Packard Avenue on the east, Grange Avenue on the south and the C & NW Main Rail Line on the west. The Park View Neighborhood includes a mixture of land uses including single family, duplex and multi-family residential, industrial, and commercial. Key land uses in this area include Park View Elementary School, the Ladish Company facilities, 3 mixed residential areas and several large undeveloped areas.

Historical Platting Activity

Land platting in the Park View Neighborhood began in the 1890's with the creation of the Cudahy Park plat which is comprised of 30' x 120' lots. These lots reflected the "Traditional Mixed Residential" lot pattern. Other residential areas in this Neighborhood were developed much later than the original plats. For example, a typical lot in Subdivision #72 (i.e. Morris Avenue, Mallory Avenue, Mc Creedy Avenue, Buckhorn Avenue, etc.), which was platted during the 1930's, is 90' x 287' (25,830 square feet). There are a number of lots in this subdivision that are even larger, approximately 1 acre in size. The lots in Subdivision #72 do not have alleys and sidewalks are not in place along some streets in this area. The R.G. Development Subdivision No. 1 was platted in the 1950's. In this Subdivision (which includes S. Elaine Ave., S. Merrill Ave., S. Nicholson Ave. and E. Adams Ave.), the typical lot size is 60' x 120' (7,200 square feet). This subdivision does not include alleys, although sidewalks are present. It is a good example of the typical "Modern Residential Category".

Existing Land Use and Zoning

The Park View Neighborhood is a mixed use area which includes industrial, commercial, and residential uses (single family, duplex, multi-family), as well as vacant lands. Lands in this Neighborhood are zoned R-1, R-2, R-3, S-2, S-4, M-1, M-2, and M-3.

Land Use and Urban Design Recommendations for the Park View Neighborhood

1. Traditional Mixed Residential Land Use Category: This Category is recommended in several areas: 1) the residential area north of Edgerton Avenue and west of Nicholson Avenue; and 2) the mixed residential area north of Grange Avenue between Whitnall Avenue and Barland Avenue; 3) the mixed residential area along the east side of Nicholson Avenue; and 4) the mixed residential area along the north side of Grange Avenue west of Nicholson Avenue. The primary recommendation for these areas is to preserve their viability for continued residential use by preventing blight. This can be achieved by adopting and enforcing a property maintenance ordinance, encouraging property owners to use available state and federal home rehabilitation programs, and upgrading the infrastructure in these areas (e.g. streets, sidewalks, lighting, stormwater facilities, etc.). Another key recommendation for these mixed residential areas is to encourage sound proofing of homes to reduce exposure to aircraft noise. Some of these homes

are subjected to high noise levels from low-flying aircraft using Mitchell International Airport. The F.A.R. 150 Noise Study, which is described in the Background Information Section of this Plan, contains detailed recommendations for reducing the exposure of residential areas to aircraft noise. The F.A.R. 150 Study should be referred to for more detailed recommendations regarding potential noise reduction techniques.

The recommended residential density in the Traditional Mixed Residential Areas is 6 - 12 dwelling units per gross acre. Small lot single family dwellings and duplexes are the primary land uses recommended in this Category. High priority should be placed on buffering these homes from non-residential uses that are proposed in the Mitchell International Business Park. This buffering can be accomplished through a combination of dense landscaping, berms, decorative fences or walls and strategic site design. Strategic sidewalk, street, and related infrastructure improvements would help make these areas more inviting to pedestrians and bicyclists. These improvements are most important along heavily travelled collector and arterial streets such as Nicholson Avenue, Whitnall Avenue, Barland Avenue and Grange Avenue and along routes that lead to major destinations such as schools, churches, shopping areas, and parks.

2. Modern Residential Land Use Category: This Category is recommended for the existing single family residential area west of Barland Avenue in the Merrill Avenue-Elaine Avenue area. The primary recommendation for this Category is to protect existing single family residences there from incompatible uses by requiring nonresidential uses to provide adequate bufferyards and landscape screens. It is also important to encourage homeowners in this area to sound-proof their homes to reduce exposure to aircraft noise. The maximum residential density in this area should not exceed 6 dwelling units per gross acre.

3. Multi-Family Residential Land Use Category: This land use category is recommended for the following two areas: 1) the existing apartments on the north side of Edgerton Avenue; and the apartments along the north side of Grange Avenue east of Nicholson Avenue and west of Barland Avenue. The maximum residential density in this category should not exceed 12 dwelling units per gross acre (elderly units may go up to 18 dwelling units per acre under the City's Zoning Ordinance). It is recommended that all multi-family residential uses in this Category meet the same design standards as those listed in the J.E. Jones and General Mitchell Neighborhood Recommendations. A primary objective of this Category should be to enhance transit service to the multi-family areas by adjusting transit routes if necessary and to improve bicycle (bicycle routes) and pedestrian facilities (sidewalks, paths, etc.) that serve these areas.

4. Proposed Mitchell International Business Park Land Use Category: This land use category is recommended for a significant portion of the Parkview Neighborhood as depicted on the Land Use Plan Map and the Target Area Map. The proximity of the area to the Airport, existing rail lines, the Interstate Highway System, the new Lake Parkway, and the Port of Milwaukee make it an ideal location for a high-quality business park facility. The proposed Business Park is recommended to include light industrial, warehousing, research and development, office and related commercial and service uses. Protective covenants should be developed for the proposed Business Park to ensure high quality development and maintain a safe and aesthetically pleasing environment for current and future occupants. The covenants should address such items as site design, landscaping, building architecture and signage. The types of uses allowed in the

proposed new Business Park should be guided by a new Business Park Zoning District. This new zoning district should establish a list of permitted, conditional and prohibited uses as well as establish minimum standards for lot size and building intensity/density (floor area ratio), building size (bulk and height), building and parking area setbacks, required greenspace, parking, access, loading, storage, landscaping, lighting, signage, and performance standards for noise, glare, etc.

In order to establish the proposed Business Park, several public/private improvements will be necessary. First, the Edgerton Channel project will need to be completed in order to remove a significant area of vacant land south of Edgerton Avenue from the floodplain. Second, lands currently under multiple ownership within the boundaries of the proposed Business Park will need to be assembled in order to establish the facility. Third, a local street and utility network will need to be constructed to serve the proposed Business Park. A conceptual street network for the Business Park is depicted on the Target Area Maps. Fourth, a new Business Park Zoning District will need to be established by the City in order to guide the type and quality of development that will be allowed in the facility. Fifth, a buffer yard system will need to be established to protect the established residential areas adjacent to the proposed Business Park from incompatible uses. Sixth, the County's plans to acquire residential properties in areas near the Airport that are subject to excessive aircraft noise and redevelop those sites with non-residential, noise-tolerant uses, will provide an opportunity to generate new tax base in the area, create new jobs and mitigate existing airport-related noise.

Where possible, the City should coordinate its efforts to develop the proposed Business Park with the efforts of Milwaukee County. The County is very interested in working with communities in the Mitchell International Airport area to establish a business park facility. There may be opportunities for the City to work with the County to assemble land, finance infrastructure improvements, and market the facility.

The City's proposed TIF district will be a key implementation tool as the proposed Business Park moves from concept to reality. It is recommended that as a follow-up to this Comprehensive Development Plan, more detailed plans be developed for the proposed Business Park. These detailed plans could be funded through the proposed TIF District. The detailed plans would include land assembly strategies, site plan development, protective covenant development, utility system planning and financing, and marketing.

5. Airport Related Business District Land Use Category: This Category includes those areas in the Park View Neighborhood whose highest and best use is driven by the proximity of the area to the Airport as well as the excellent visibility and accessibility of the area from Layton Avenue, Pennsylvania Avenue, and Whitnall Avenue. The following land uses are recommended in this Category: high-quality hotel and hospitality (dining, meeting and banquet facilities) uses; auto-oriented commercial uses including drive through facilities and uses requiring large sites such as auto show rooms, furniture and appliance stores, and discount stores; offices; and business services (photo copying, sales and service of business machines and products, restaurants, day care centers, etc.). The uses allowed in this Category should not directly compete with the economic viability of the central business district of Cudahy. In order to minimize competition between this area and the central business district, the lands within the Airport Related Business District Category should be comprehensively rezoned in conformance with the recommendations and policies of this Plan. Current zoning in this area allows too many different types of uses (e.g. various types of manufacturing, commercial, and residential uses) without adequate design controls to ensure a high quality, attractive development pattern. Special emphasis should be placed on redeveloping the major entryways into Cudahy (e.g. Layton Avenue, Pennsylvania Avenue and Whitnall Avenue). Design standards that require high quality building design, site design, landscaping, and signage should be established to improve the quality of development in this area.

Significant development constraints are present in this Category. The primary constraints are those associated with the former City and County landfills along the west side of Pennsylvania Avenue. These sites have limited potential for urban development at the present time given the nature of their past uses. Open Space and possibly a park and ride facility are the most appropriate uses for this area at the present time. There may be the opportunity in the future to use these lands for other urban uses, although not without extensive (and potentially costly) clean-up.

6. Institutional Land Use Category: This Category includes Park View Elementary School. The primary recommendation for this area is to improve pedestrian and bicycle connections between residential areas in the neighborhood and the school. Another important objective in this Category should be to reduce the exposure of the School to aircraft noise through appropriate sound-proofing measures.

Transportation System Recommendation For The City Of Cudahy

Long-range transportation system planning is needed to promote logical and efficient community development, foster economic development, and ensure safe and efficient movement of vehicular and non-vehicular traffic. Transportation system planning and land use planning must be coordinated given the complex interrelationships between these two elements of community development. For example, the highest and best land use of a specific parcel is determined by a number of factors including (and perhaps most importantly) its location in relation to major transportation facilities such as highways, transit routes, waterways, rail lines and airports.

Transportation system and land use interrelationships are also important from a capital improvements planning perspective. For example, in order to maximize the cost-effectiveness and efficiency of public investments in streets and related infrastructure, it is very important to coordinate land use planning with transportation systems planning. If a community knows what types of land use are proposed for a given area it can project traffic volumes on streets that serve the area as well as determine the sewer and water facilities that will be needed to serve the area. Cudahy's Comprehensive Development Plan, Official Map, Zoning Ordinance, Subdivision Ordinance and Capital Improvements Program provide the City with the community planning tools that are necessary to achieve coordination between transportation system planning and land use planning.

In a slow growing community such as Cudahy, transportation system planning is often focused on addressing deficiencies in existing facilities. For example, existing two lane streets may be carrying more traffic per day than they were originally designed to accommodate. In these situations, the street must be expanded in width so that more lanes can be added or some existing traffic must be diverted off of the street that is over capacity to an alternative relief route. In Cudahy, an example of a street that is functioning at or above its design capacity is Pennsylvania Avenue. In that situation, the selected option for increasing the traffic carrying capacity of the street was to expand the facility from two lanes to four lanes.

Not all transportation system recommendations for Cudahy are focused on existing facilities. Because there are some undeveloped parcels in Cudahy, recommended conceptual street system layouts are also included in this Plan. These recommendations are intended to supplement the target area land use plans that have been prepared for the west side of the City. It should be understood that the recommended street systems are conceptual and are intended to serve as general guidelines for new development. Detailed engineering studies will be needed in order to delineate the exact location of the future streets in the target areas.

Following are long-range transportation system recommendations for the City of Cudahy:

- 1) The City should incorporate the recommendations proposed in this Plan into its Official Map in order to reserve adequate rights-of-way for future transportation facilities. This includes street right-of-ways, transit facilities, rail facilities, bicycle and pedestrian facilities, etc.

2) The Official Map should be used by the City Plan Commission and City Council as all proposed land divisions (including subdivision plats and certified survey maps) are reviewed for approval by the City. Where recommended by the City's Official Map, additional right-of-way shall be dedicated by the developer to the City to ensure the future street construction or reconstruction projects can be completed in the most efficient and cost-effective manner possible.

3) In general, arterial and collector streets should be pre-identified on the Official Map and their alignments should be carefully followed and incorporated into new development projects. Proposed local streets may also be shown on the Official Map, although the City should allow greater flexibility in terms of how closely new development projects follow proposed local street alignments.

4) The Whitnall Avenue-Barland Avenue-Nicholson Avenue intersection should be redesigned to improve traffic safety and efficiency. It is recommended that a traffic circle be constructed at that intersection. A visual element such as a sculpture, statute, fountain or similar decorative feature should be included in the design of the traffic circle to create visual interest and improve the aesthetic quality of the area. This feature could be a component of a grand entrance to the proposed Mitchell International Business Park facility.

5) The Whitnall Avenue-Layton Avenue intersection should be reconstructed to improve safety. The current intersection angle leads to driver confusion, and therefore, it is dangerous as presently designed.

6) College Avenue should be widened to at least four lanes (and possibly six lanes) from Pennsylvania Avenue west to the City limits. This street is currently functioning over its design capacity along this segment. The proposed Mitchell International Business Park and continued development at Ace World Wide Industrial Park make improved access and safety along College Avenue essential for safety and economic development reasons. The City should work closely with Milwaukee County to ensure that this facility is designed in a manner that allows convenient and safe access to Ace World-Wide Industrial Park and the Proposed Mitchell International Business Park.

7) The primary function of arterial streets is to move high volumes of traffic through the community and connect the City with other communities and regions. Arterial streets should only provide limited access to adjacent lands in order to ensure safe and efficient traffic flow. Direct access should be limited to major facilities such as large shopping centers or other significant traffic generators. Arterial streets should be planned to have between 4 and 6 travel lanes. Arterials may allow limited on street parking (typically in downtown areas) and may be either divided or undivided highways. Arterial streets should be capable of carrying average traffic volumes of up to 25,000 vehicles per day. Arterial streets are typically spaced from 1/2 mile to 1 mile apart (in the case of freeways the spacing is usually 1 + miles). Intersections along arterial streets are usually signalized. Recommended rights-of-way for major arterial (freeway/expressway) facilities (such as IH 94 or IH 894) often range from 200 to 400 feet while minor Arterials such as Layton Avenue or Pennsylvania Avenue typically have right-of-ways in the 80 to 120 foot range (wider if bus lanes or bicycle lanes are added). The arterial street system in Cudahy should be planned to include the following streets: STH 32 (South Lake Drive), STH 62

(Kinnickinnic Avenue, Plankinton Avenue and South Packard Avenue), CTH Y (East Layton Avenue) and CTH ZZ (East College Avenue). In addition, the new Lake Park Arterial (STH 794), which will feed into a soon to be reconstructed South Pennsylvania Avenue (scheduled to be completed prior to completion of STH 794), will function as an arterial street and will provide greatly improved access between Cudahy and downtown Milwaukee.

8) Collector streets are intended to carry traffic and provide access to adjacent land. Collector streets are best suited for short trips (1/2 mile to 1 mile). Collector streets receive traffic from local streets and transfer it to arterial streets. Collector streets, which are usually spaced to relieve excessive traffic volumes on local streets, are typically designed to have 2 travel lanes and 2 parking lanes with a capacity to carry from 8,000 to 10,000 vehicles per day. Stop signs or traffic signals are often required at collector street intersections. The typical right-of-way width for collector streets ranges from 66 feet to 80 feet. Collector streets are usually spaced between 1/4 to 1/2 mile apart. Collector streets which should be planned to serve Cudahy include Whitnall Avenue, South Nicholson Avenue, E. Grange Avenue, East Ramsey Avenue and Barland Avenue.

9) Local streets are intended to provide access to adjacent land. They are usually used for trips of 1/2 mile or less. Local streets often have two travel lanes and one or two parking lanes. Traffic levels on local streets should be as low as possible, usually less than 1,000 vehicles per day. The typical local street has a right-of-way of 60 feet to 66 feet. Most neighborhood streets in Cudahy are classified as local streets.

10) The Lake Parkway Project and the Pennsylvania Avenue reconstruction project are very important to Cudahy's long-term transportation system and economic development needs. These projects will promote efficient traffic movement and foster economic growth. The City should work closely with WISDOT and Milwaukee County to ensure that the design of these projects is consistent with the City's land use and transportation system plans.

11) Plans to reconstruct Layton Avenue and Whitnall Avenue should include streetscape improvements. These improvements should include the strategic placement of canopy trees in street terraces, installation of historic theme-pedestrian scaled lighting, installation of banners, removal of excessive signage and installation of parking lot landscaping and screening.

12) Aesthetic improvements (lighting, landscaping, high quality signage, etc.) should be an essential component of all major transportation system improvements in the City of Cudahy whenever possible. Special emphasis should be placed on improving the aesthetic quality of heavily travelled thoroughfares such as Layton Avenue, Packard Avenue, Whitnall Avenue, Pennsylvania Avenue and College Avenue. These enhancements are needed to help improve the community's image. Zoning Ordinance revisions will be needed to implement this recommendation.

13) Existing transit service on the west side of Cudahy should be adjusted so that direct service is provided to Ace Worldwide Industrial Park and the proposed Mitchell International Business Park. The City should work with Milwaukee County Transit to consider ways to improve or expand bus service in Cudahy, especially service to existing and proposed job centers.

14) Sidewalks should be required in all new subdivisions and along all new streets with the exception that in industrial areas this requirement should be considered on a case by case basis by the City.

15) The conceptual street system layouts depicted on the target area plan maps should be included on the City's Official Map. With the exception of arterial and collector streets, the City should allow some flexibility in terms of local street system design. This will give property owners and developers a greater number of design options for lot patterns and site plans while still achieving the City's basic transportation system objectives.

16) As redevelopment or infill development occurs along Layton Avenue and Pennsylvania Avenue, existing driveways onto these streets should be consolidated or eliminated where possible and alternative access drives should be developed off of new frontage roads or existing alleys. This will help to improve traffic flow and safety along these arterial streets while still providing adequate access to properties.

17) An official bicycle route system should be established in Cudahy. This system should include the Lakeshore trail system and it should link key destinations such as schools, shopping and employment areas, residential neighborhoods, churches and parks. A conceptual bicycle route has been depicted on the Transportation System Plan Map which is included in this document.

18) The following standards are recommended for bicycle facility development:

a) All new roadway construction should provide sufficient width of smoothly paved surface to accommodate the shared use of the roadway by bicyclists and motor vehicle operators.

b) When roadway resurfacing and/or reconstruction are undertaken, particular attention should be given to improving the surface condition and width of the outside (curb) lane to permit shared use, if currently inadequate.

c) Consider rail corridors, parks, greenways and other public access lands for locating future bikeways.

d) Whenever possible, drainage gates and utility covers should be located outside the travel path of bicyclists on both shared roadways and separate bicycle paths. If not possible, bicycle safe drainage gates should be flush with the pavement.

e) Railroad crossings should be as smooth as possible and where railroad tracks do not cross at right angles, the pavement should be widened at the crossing to provide bicyclists sufficient space to cross the tracks at a right angle.

f) In order to minimize the possibility of sand, gravel and other debris from migrating onto the pavement surface from unpaved streets and driveways, all unimproved intersections, streets and driveways should be paved back a minimum distance of 10 feet during new construction, reconstruction and resurfacing.

g) Beam guard rails, sign posts, utility poles, etc. should not be placed immediately adjacent to paved surfaces. Where feasible, they should be set back at least two feet from the pavement.

h) The needs of bicyclists should be considered in the initial planning of State, County and local roadway and bridge projects, with adequate funds included in project budgets to accommodate the identified needs both during the construction period and following the completion of the project.

i) Sidewalks should not be used as designated bicycle routes.

j) Bicycle facilities used as commuter routes, as well as underpasses, tunnels, and intersections on both commuter and recreational routes should be well lighted.

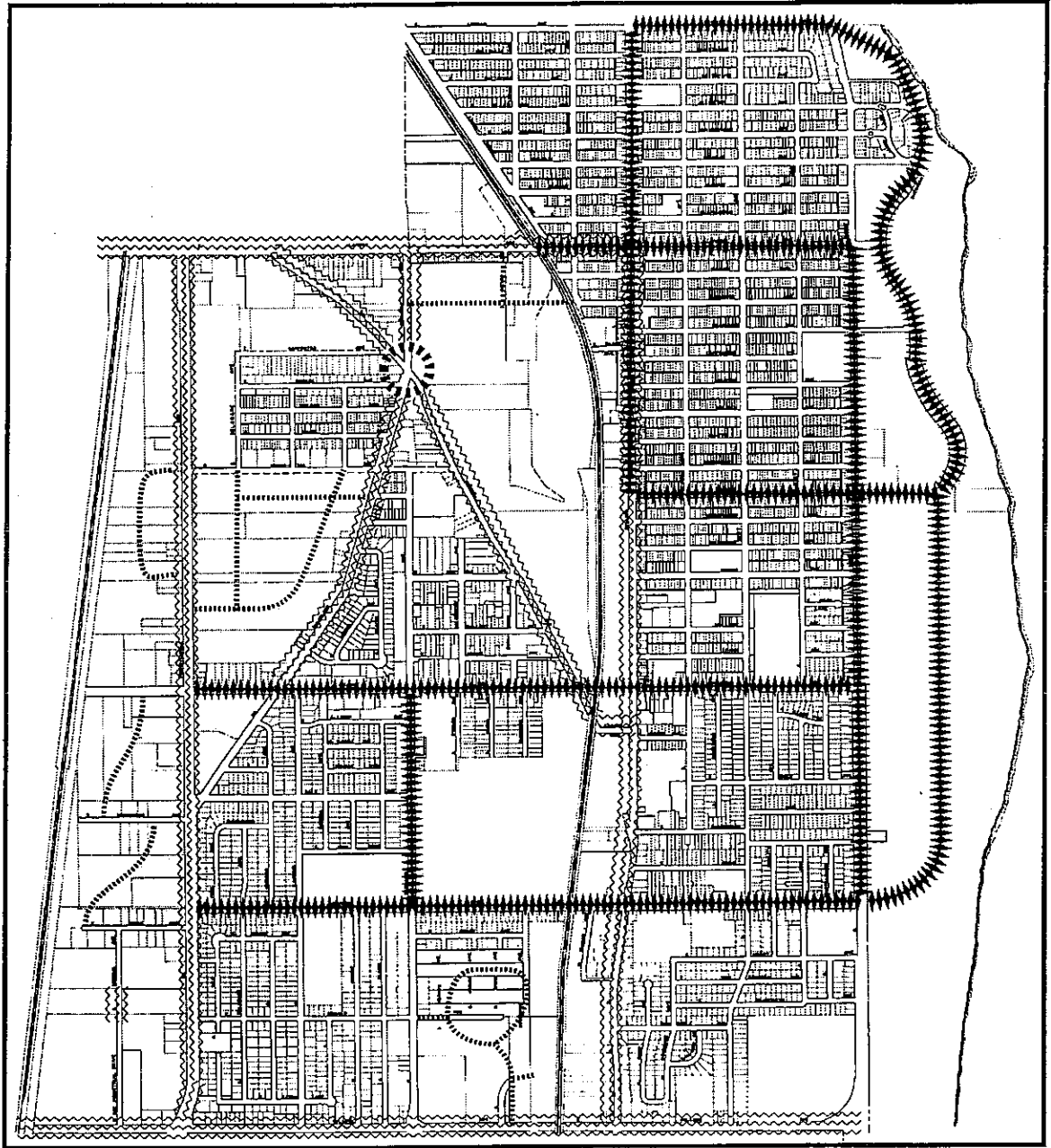
19) If in the future discontinuation of the Ladish facilities allows it, the Grange Avenue-Packard Avenue intersection should be re-established. This would provide a convenient, safe east-west route through the central portion of the City.

20) Pedestrian and bicycle improvements are recommended in the residential areas of the Park View Neighborhood. Many of the residences in this neighborhood are not adequately served with sidewalks and related improvements such as improved street lighting and handicapped accessible curb cuts. These improvements are especially important near schools and parks.

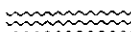



21) The recommended transportation improvements for the Downtown area of Cudahy should be incorporated into the City's Official Map and capital improvements program wherever possible.

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Transportation improvements



Base map — SEWRPC 1990

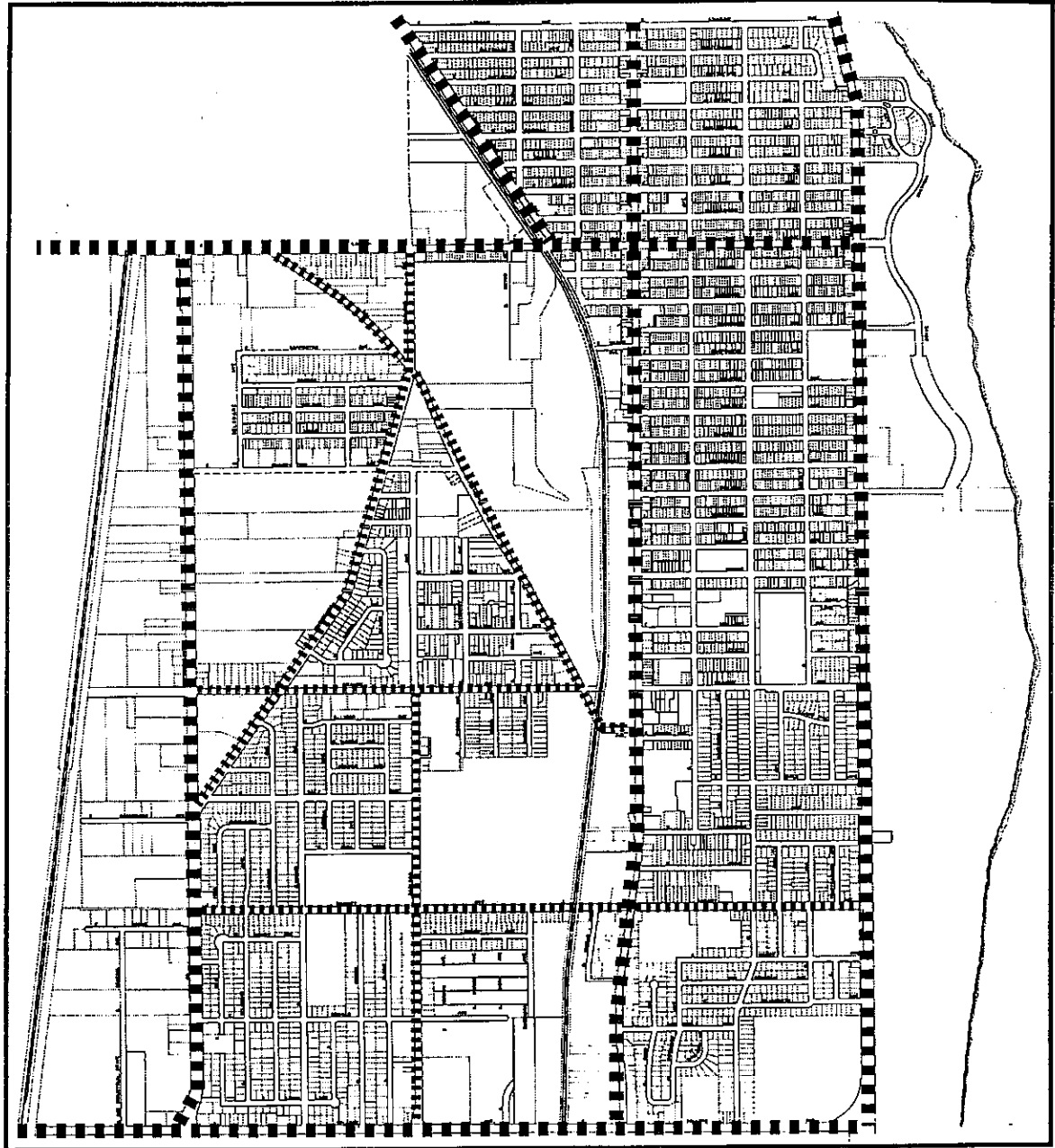
-  Image control corridor
-  Pedestrian circulation system
-  Proposed local streets
-  Traffic circle



Vandewalle & Associates
Member of The Lakeside Group
Madison & Milwaukee, Wisconsin

City of Cudahy, Wisconsin
Comprehensive Development Plan
March 1994

Transportation improvements



Base map — SEWRPC 1990

- Arterial
- Collector
- Local



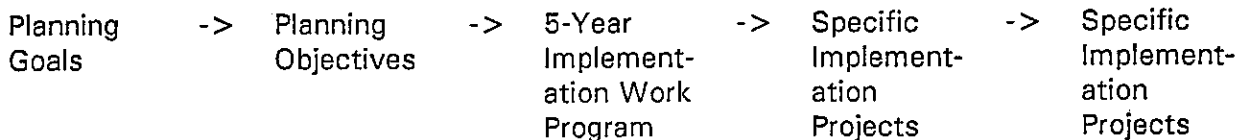
IV. PLAN IMPLEMENTATION

Many of the recommendations presented in this Plan can be implemented through specific City actions. These actions are described in the Plan, in part, to establish their legal defensibility. The goals, objectives and policies in this Plan are intended to link specific recommendations to specific implementation techniques such as zoning, official mapping and capital improvements programming.

The specific intent of a local master plan (comprehensive development plan) is described in Section 62.23 of the Wisconsin Statutes. Basically, the master plan is intended to guide the Planning Commission, Common Council, Zoning Board of Appeals, land owners and developers in their day to day activities which over time determine the land use and transportation pattern of the community. Community development related actions such as zoning, land subdivision, annexation and capital improvements programming should always be done in compliance with the master plan. In situations where the master plan has become out of date, the Planning Commission has the statutory responsibility to update the document to address current conditions. Any future amendments to the master plan should be completed through a formal public hearing process. This public hearing process requires a Class 2 notice in the local newspaper followed by a public hearing conducted by the Planning Commission. All amendments to the master plan should be approved by a resolution of both the Planning Commission and the Common Council.

It was noted above that the great majority of the planning goals and objectives identified for the City of Cudahy in this planning effort can be implemented through advanced zoning and land division controls. These controls can be designed to keep the cost of living as low as possible, the quality of life as high as possible, and provide an efficient, effective and equitable solution for property owners, developers, taxpayers and the environment.

The Plan implementation process is summarized by the following diagram:



If the City of Cudahy completes a comprehensive revision of its current Zoning and Subdivision Ordinances to be consistent with the recommendations of this Plan, much of the Plan will be implemented through the day to day actions of the Planning Commission, Common Council, City staff and landowners. Other actions which will facilitate implementation of this Plan include the following:

- Adopt overlay zoning standards for the central business district, community entryways; and environmental corridors.
- Revise the Official Map so that includes the recommendations of this Plan;
- Utilize federal and state grant programs such as Stewardship, LAWCON, ADLP, CDBG, EDA and ISTEA to help fund recommended improvements and public land acquisition in this Plan;
- Develop a capital improvements program which is consistent with the recommendations of this Plan;
- Coordinate City planning and implementation projects with those of surrounding municipalities, SEWRPC, WISDOT, WISDNR and other agencies and organizations;
- Complete a thorough update of this Plan once every 10 years with smaller refinements as current conditions warrant;
- Ensure that all decisions of the Planning Commission, Common Council, and Zoning Board of Appeals are consistent with the goals, objectives, policies and recommendations of this Plan.
- Adopt a Community Planning and Implementation Workbook which combines the Comprehensive Development Plan, Land Subdivision Ordinance, Sign Code, Official Map, landscaping standards and related community development oriented plans and ordinances. This workbook should then be used by Planning Commission and Common Council members in their day to day planning related activities.
- Adopt quantitatively based (such as landscape ratios, impervious surface ratios) aesthetic standards for landscaping, parking, reduced signage, traffic impact studies, building exterior review, etc.
- Adopt detailed environmental protection regulations and zoning districts that are designed to implement this Plan.

RESOLUTION NO. 071294-03

A RESOLUTION REGARDING A "COMPREHENSIVE DEVELOPMENT PLAN" FOR THE CITY OF CUDAHY AND RECOMMENDING APPROVAL OF SAME TO THE COMMON COUNCIL

WHEREAS, the City of Cudahy Planning and Zoning Commission has studied and considered the draft of the "Comprehensive Development Plan" (April, 1994), for the City of Cudahy, and

WHEREAS, the City of Cudahy Planning and Zoning Commission, together with the City of Cudahy Common Council, on June 14, 1994, held a public hearing for the purpose of receiving public input on said "Comprehensive Development Plan".

NOW, THEREFORE, BE IT RESOLVED by the Planning and Zoning Commission of the City of Cudahy as follows:

1. That pursuant to Wisconsin Statutes, § 62.23(3), the Planning and Zoning Commission, as an aid to the Commission and Common Council, does hereby approve and adopt the City of Cudahy "Comprehensive Development Plan" (April, 1994), as amended.
2. That the Planning and Zoning Commission hereby recommends, that the Common Council adopt the "Comprehensive Development Plan" (April, 1994), as amended.
3. That the Secretary is hereby authorized and directed to provide the Mayor and Common Council with certified copies of this resolution, upon its adoption by the Planning and Zoning Commission.

Moved by Daniel H. Witkowski Seconded by: Walter Bythip

Passed and approved this 12th day of July, 1994.

Raymond S. Glowacki
Mayor Raymond S. Glowacki, Chairman

Prepared by and Attest by:

Craig Faurett
Craig Faurett, Secretary

A Resolution Regarding A "Comprehensive Development Plan"
for the City of Cudahy

WHEREAS, the City of Cudahy Planning and Zoning Commission has studied and considered the "Comprehensive Development Plan" for the City of Cudahy, and

WHEREAS, the City of Cudahy Common Council, together with the City of Cudahy Planning and Zoning Commission, on June 14, 1994, held a public hearing for the purpose of receiving public input on said "Comprehensive Development Plan", and

WHEREAS, the City of Cudahy Planning and Zoning Commission, at their meeting of July 12, 1994 approved Resolution No. 071294-03, copy attached, A Resolution Regarding a "Comprehensive Development Plan" for the City of Cudahy and Recommending Approval of Same to the Common Council.

NOW, THEREFORE, BE IT RESOLVED, THAT, pursuant to Wisconsin Statutes 62.23(3), the Common Council, as an aid to the Planning and Zoning Commission and the Common Council in the performance of their duties, does hereby approve, adopt and certify the "Comprehensive Development Plan", (April, 1994), as amended.

Introduced at a meeting of the Common Council of the City of Cudahy, held this 19th day of July, 1994.

Introduced by Alderperson Angelina M. McKelvie

Passed and approved this 19th day of July, 1994.

Raymond S. Glowacki
Raymond S. Glowacki, Mayor

Attest:

Joseph R. Bukowski
Joseph R. Bukowski, City Clerk

Prepared by: Jams E. Boren
City Attorney
Bar Member No. 01007517