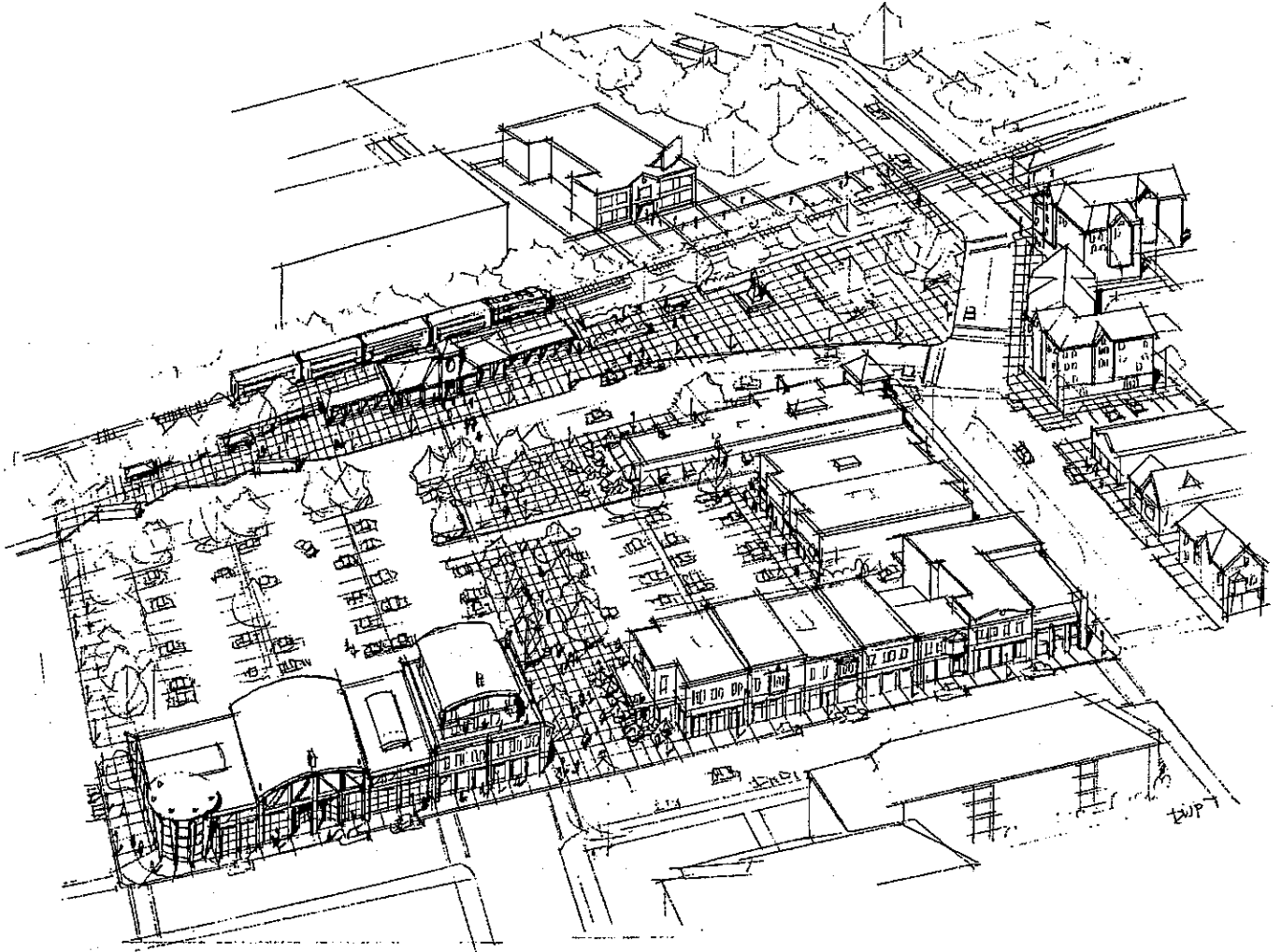


A planning document for the...

City of Cudahy



Downtown Master Plan

Draft: April 19, 1999

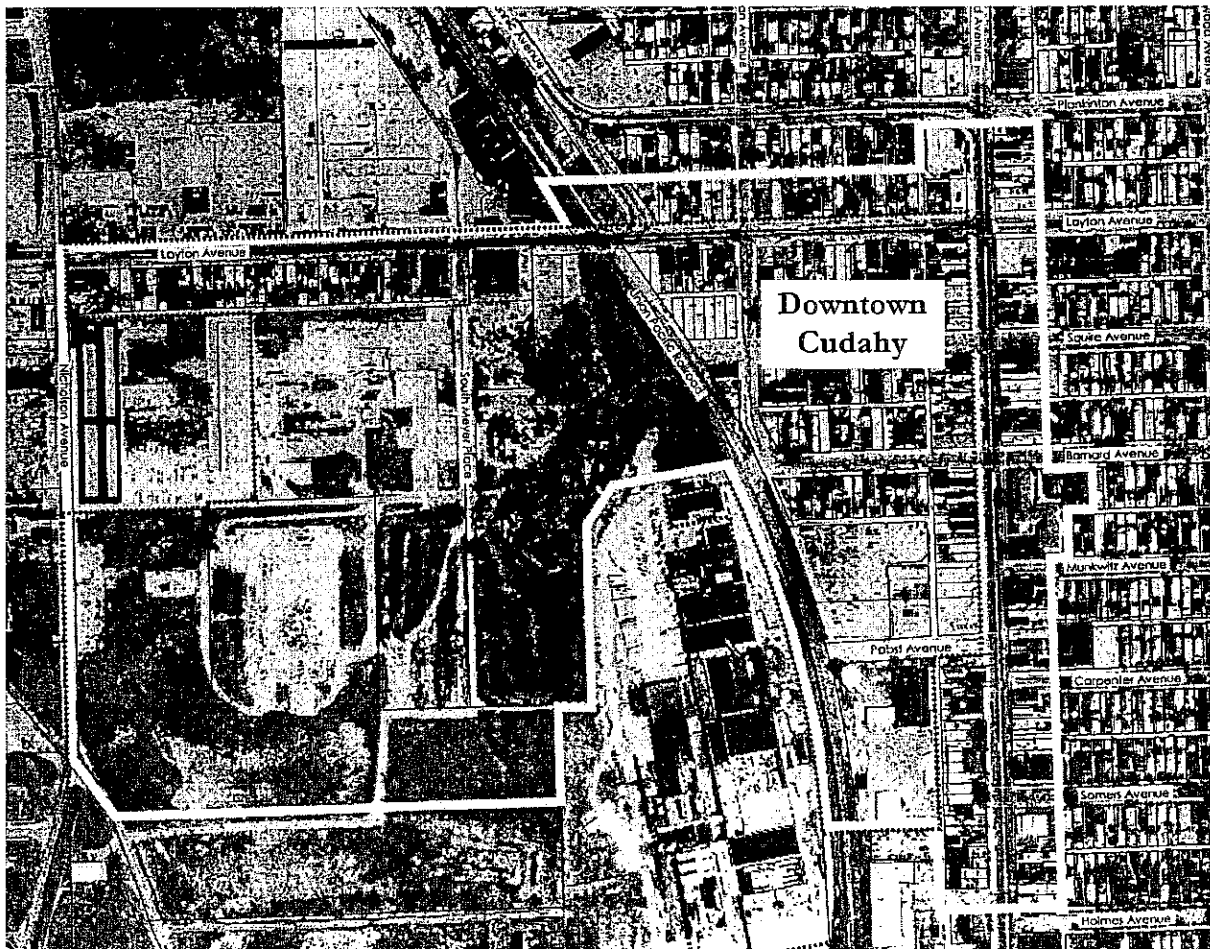


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Draft

I. Introduction

In the Spring of 1999, the City of Cudahy commissioned Vandewalle & Associates, a planning, urban design, and economic development firm, to prepare a master plan for Downtown Cudahy. The Downtown is located within the Lincoln Neighborhood and is generally bounded by Plankinton Avenue to the north, Kirkwood Avenue to the east, Somers Avenue to the south, and the Chicago and Northwestern Lake Shore Rail Line to the west (See Map One). Prior to this, the City had initiated a redevelopment strategy that included the creation of a tax increment finance district and a redevelopment district. Before the full implementation of these two project plans, however, it is necessary to develop a master plan specifically for the Downtown. The purpose of this document, *The City of Cudahy Downtown Master Plan*, is to provide a guide for the redevelopment of the Downtown in order to ensure that the redevelopment activities meet the long-term goals of the City.



Map One
Redevelopment Plan Boundary

The Process

Since 1997, the City of Cudahy has been actively involved in creating a comprehensive strategy to revitalize the Downtown. In April 1994, a tax incremental financing district (*Tax Increment Finance District No. 3 Project Plan*) was created to provide the funding for public infrastructure improvements and the redevelopment of blighted properties. In 1997, the City engaged the planning firm of Vandewalle & Associates to create and implement the *Redevelopment Area No. 1 District and Project Plan*, which was adopted in the summer of 1998. Prior to the creation of the redevelopment district, Vandewalle & Associates completed an opportunity analysis of Downtown Cudahy in order to determine the economic and redevelopment opportunities for the Downtown. To date, the following tasks have been identified and accomplished:

- Creation of the *Tax Increment Finance District No. 3 Project Plan*
- Development of the *City of Cudahy Downtown Opportunity Analysis* (Appendix A)
- Establishment of a Community Development Authority (CDA)
- Establishment of a Project Management Team (PMT)
- Hiring of a Downtown Manager with an office located in the center of Downtown
- Establishment and funding of an Economic Development Master Fund
- Creation of the *Redevelopment Area No. 1 District and Project Plan*
- Creation of the *City of Cudahy Downtown Design Guidelines Manual*
- Creation of the *Downtown Cudahy Architectural Inventory* (Appendix B)

This master plan has incorporated and refined the goals and recommendations contained in the *City of Cudahy Downtown Opportunity Analysis* as well as those contained in the *Redevelopment Area No. 1 District and Project Plan*. These two documents were created and administered by the CDA, with assistance by the PMT. Membership on these two important committees includes representatives from the City Council, Plan Commission, City Staff, and representatives from the private sector (See Section III: Implementation). The public has had numerous opportunities to learn and respond to the goals and recommendations for the revitalization of the Downtown. The *City of Cudahy Downtown Opportunity Analysis* was fully presented in 1998 at a Quarterly Town Hall Meeting by Vandewalle & Associates. The public hearing for Redevelopment Area No. 1 provided a second opportunity for the public to participate in the process. In addition, as an official public body, all CDA meetings are open to the public. Finally, the Downtown Manager's Office is open to the public and the above mentioned documents have been available and on display throughout the redevelopment process.

Goals and Objectives of the Downtown Master Plan

The primary goal for the *City of Cudahy Downtown Master Plan* is to create a comprehensive long-range vision and implementation strategy to link the redevelopment of Downtown to Cudahy's economic future. That future includes the economic potential created by the proximity to General Mitchell International Airport, the Lake Parkway extension, and Lake Michigan. The key objectives of this master plan includes the following:

1. Create a unique sense of place in Downtown Cudahy.

2. Enhance the Downtown's regional presence and improve the transportation connections to the Lake Parkway extension, General Mitchell International Airport, and Lake Michigan.
3. Improve public access to the Downtown through improvements in traffic circulation, mass transit, pedestrian circulation, parking, and community wayfinding.
4. Improve the overall visual quality of Downtown entryways and built environment. Create a more pedestrian friendly environment throughout the Downtown through streetscaping, lighting, wayfinding, landscaping, and traffic calming improvements.
5. Develop a commuter rail station and create a transit-oriented urban center focused on the commuter rail station.
6. Improve and diversify the Downtown business mix in order to meet the needs of Cudahy residents, airport travelers, conventioners, and to create a niche market that is a regional draw.
7. Expand civic uses within the Downtown to establish the Downtown as a cultural destination for the community and the region.
8. Identify new tax base development within the Downtown to drive public investment in transit, parking, street improvements, pedestrian improvements, and public space development.
9. Build partnerships with the State, local government, and the private sector to accomplish the comprehensive redevelopment goals.
10. Capitalize on in-fill development opportunities.
11. Redevelop brownfields and reconnect those areas to the Downtown core.
12. Develop residential multi-family housing within the Downtown to provide more urban residential opportunities with easy access to shopping and transit facilities.
13. Increase development intensity and density in the Downtown area.

City of Cudahy Comprehensive Development Plan

In July of 1994 the City of Cudahy adopted the *City of Cudahy Comprehensive Development Plan*. The purpose of the plan is to serve as a guide for the physical development and redevelopment of the entire City of Cudahy through the year 2010. The plan provides a long-term community development strategy to guide City officials and other decision-makers in regards to development and redevelopment issues. The *Comprehensive Development Plan* provides specific goals and objectives that are relevant to the future redevelopment of the Downtown and to this master plan. This *Downtown Comprehensive Plan* incorporates the below listed goals and objectives and is consistent with the long-term redevelopment strategy for the City of Cudahy. The implementation of this document, in conjunction with the implementation of the *Downtown Redevelopment District No. 1 Project Plan* will facilitate the accomplishment of a significant number

of the below listed goals and objectives. Those goals and objectives are as follows:

Land Use

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.

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

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 and under-utilized lands.

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

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.

Transportation

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 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 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 45: Encourage persons owning developing 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. The City should add streetscape improvements such as canopy shade trees, lighting, banners, benches, and relocate or bury power lines along key entryways whenever feasible to do so.

Housing

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

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

Economic Development

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

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

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, and convenient transit routes that connect residential areas with shopping districts and job centers.

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

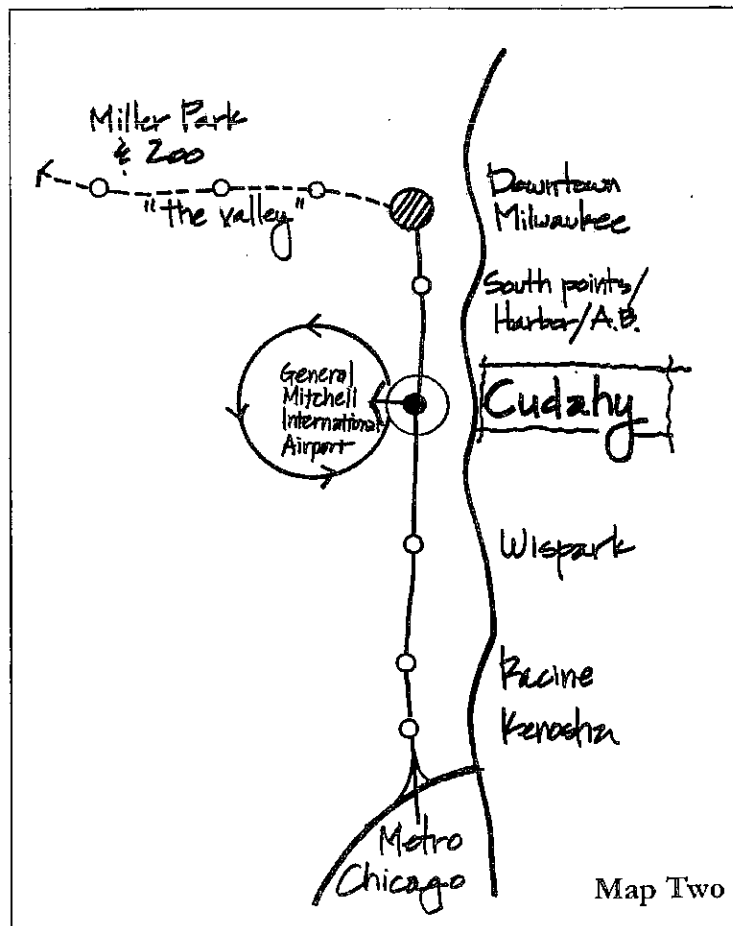
II. Downtown Master Plan Recommendations

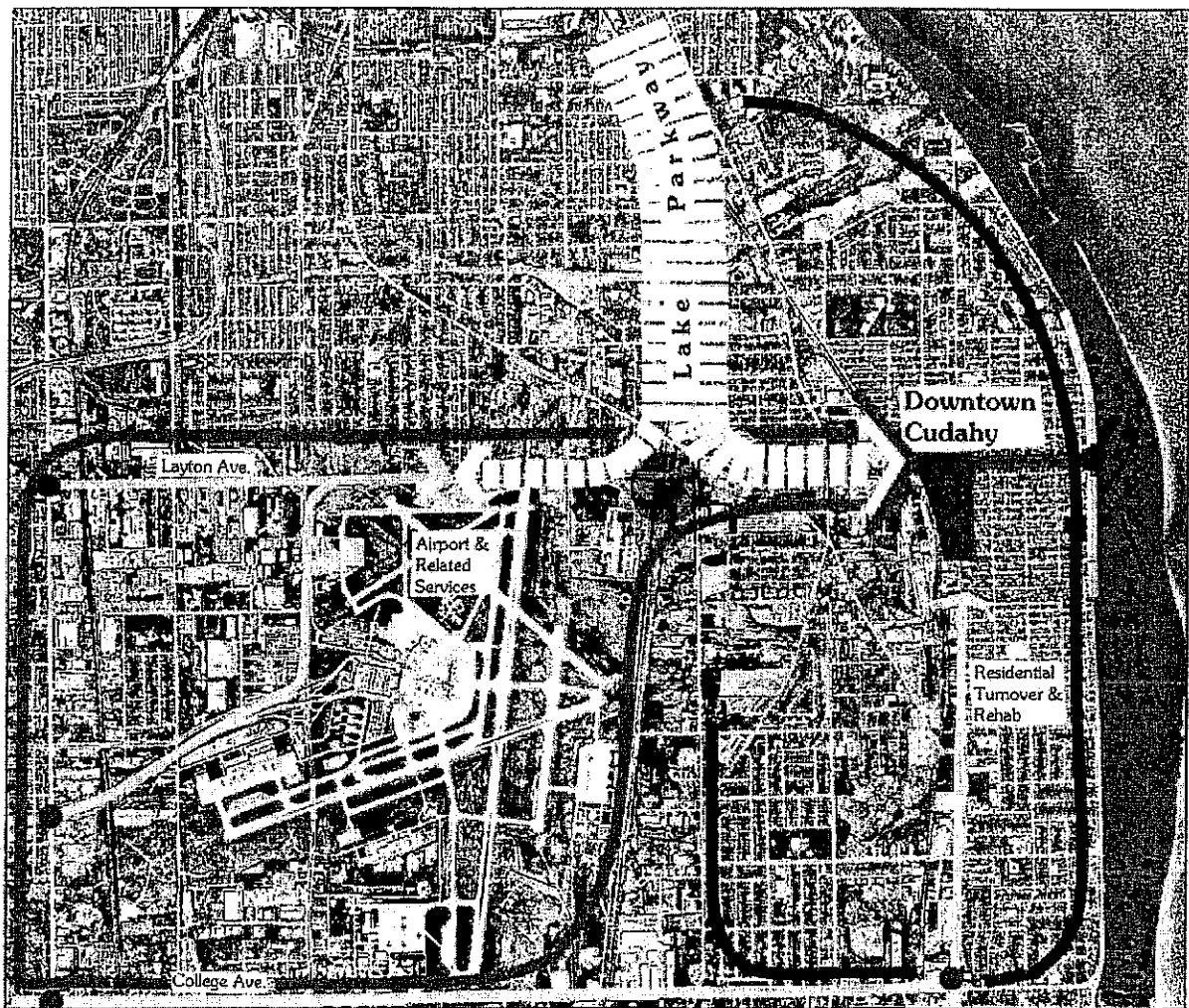
Overview of the City of Cudahy's Opportunities

The City of Cudahy is strategically located south of Milwaukee along the transportation corridor that runs between Milwaukee and Chicago (See Map Two). Currently, this transportation corridor is defined by Interstate 94; however, future rail initiatives between the two cities would significantly increase the importance of Cudahy's location. Future rail initiatives, for both commuter rail and high-speed rail, would necessarily include a station point in Cudahy due to its proximity to General Mitchell International Airport. In fact, recent studies, including *A Regional Transportation Plan for Southeastern Wisconsin: 2020* (SWRPC, 1997) and the *Feasibility Study of Commuter Railway Passenger Train Service: The Kenosha – Racine – Milwaukee Corridor* (SWRPC, 1998), have included a stop in Downtown Cudahy. This important transportation link would create a myriad of opportunities for the Downtown including increased retail, commercial, and residential development.

Downtown Cudahy is the closest downtown area to General Mitchell International Airport (See Map Three). The airport is a major regional airport for the State of Wisconsin and services a wide area throughout the state. In addition, the increasing importance of convention facilities around the airport and in the Milwaukee area in general, will bring additional people into the area. There are currently approximately fourteen hotels surrounding the airport with a total of approximately 2,200 rooms¹. As the nation's airport hubs, including Chicago, New York, and Dallas, become increasing congested, it is anticipated that regional international airports will have a greater role in the air transportation system. For General Mitchell International Airport this will mean an increase in visitor traffic and the need to expand visitor services such as hotels, restaurants, and retail opportunities. Downtown Cudahy has the opportunity to tap into this visitor traffic by providing the commercial and retail services that are needed.

The soon to be completed extension of the Lake Parkway will facilitate quick and easy transportation between Downtown Milwaukee and General Mitchell International Airport and Downtown Cudahy.²





Map Three

Downtown Cudahy will now be only ten minutes (approximately) from Downtown Milwaukee along a new, easy to drive transportation corridor. This new and better transportation connection, combined with Cudahy's location on Lake Michigan, will increase residential, retail, and commercial opportunities for the Downtown.

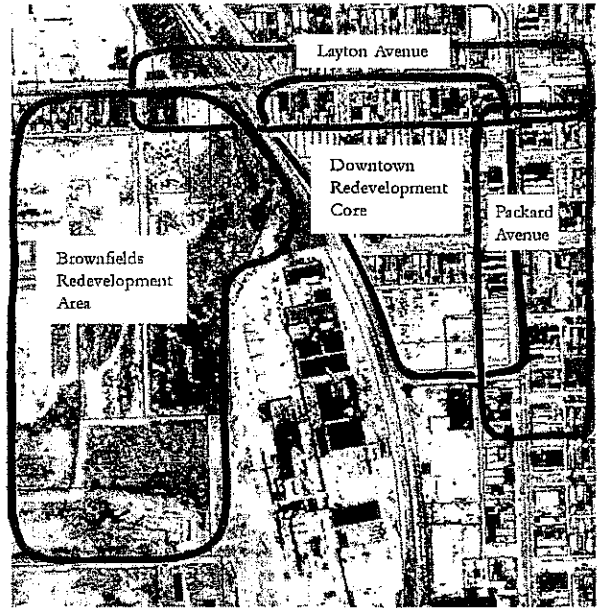
Currently, there are a number of opportunities within Downtown Cudahy due to vacant land, vacant businesses, and the presence of large brownfields west of the railroad tracks. There is the opportunity for significant infill development as well as redevelopment of historic buildings along Packard Avenue, Squire Avenue, and Barnard Avenue. The physical condition of the storefronts throughout the Downtown is in a state of deterioration. In order to capitalize on some of the historic buildings, the properties will require rehabilitation. In addition, there is a high vacancy rate among retail and commercial businesses; as of last count, there were twenty-six vacancies throughout the Downtown.³ Finally, the brownfields located west of the railroad tracks and south of Layton Avenue provide a significant opportunity for redevelopment; redevelopment would provide the opportunity for business expansion and development, both industrial and office. Infill development, the rehabilitation of historic

or significant properties, and the redevelopment of brownfields, combined with an aggressive business recruitment plan and the regional opportunities outlined above, would contribute to the revitalization of Downtown Cudahy.

Recommendations

The following text and graphics provide a summary of the redevelopment, transportation, parking, streetscape, and wayfinding recommendations for Downtown Cudahy. For the purpose of this discussion, the Downtown has been divided into the following districts (See Map Four):

- Layton Avenue
- Packard Avenue
- Downtown Redevelopment Core
- Brownfields Redevelopment Area



Map Four

General Recommendations (See Map Five)

Layton Avenue Recommendations

Layton Avenue is the primary transportation link between Downtown Cudahy and General Mitchell International Airport to the west, Lake Michigan to the east, and Downtown Milwaukee (via Lake Parkway) to the north (See Figure One). Since Layton Avenue serves as the entrance to the Downtown from the west, an entrance sign for the Downtown should be located at the intersection of Layton Avenue and South Meyers Avenue. Layton Avenue, in its capacity as a main thoroughfare to and through Downtown, should have pedestrian friendly streetscaping elements, parking buffers, and attractive building façades. Primary façade improvements include restoring building integrity, restoring transparent storefronts, and controlled use of signage. Streetscaping should include banners, lighting, street furniture, and landscaping.

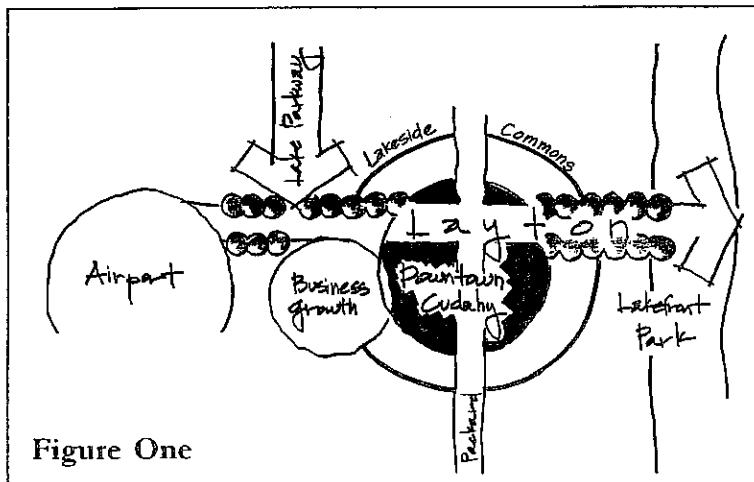
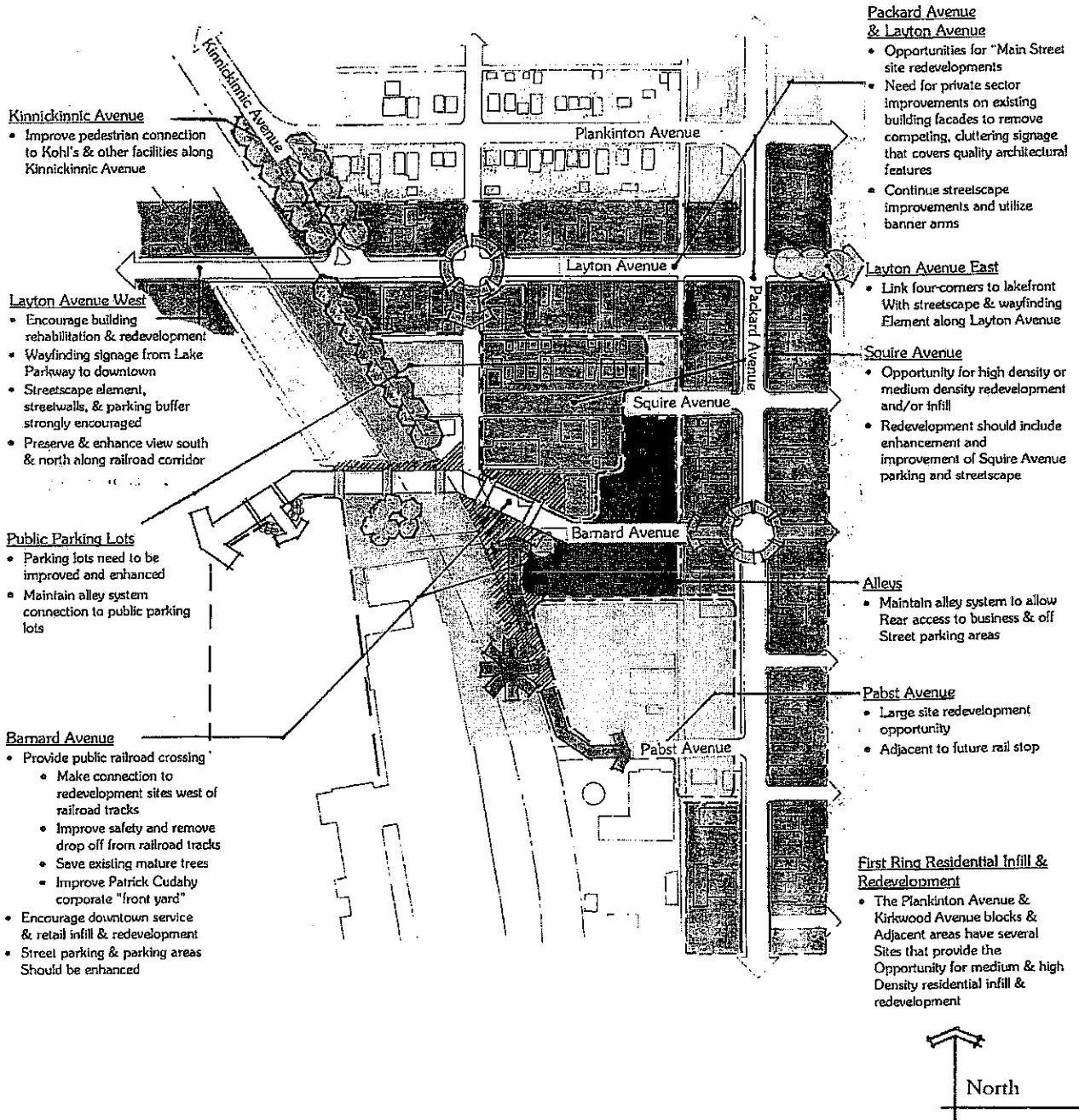


Figure One

Signage and wayfinding should provide a connection between the Downtown and the lakefront, the retail core and Packard Avenue, and shopping facilities along Kinnickinnic Avenue.

A number of redevelopment opportunities exist along Layton Avenue. In particular, the northeast and west corners of Layton Avenue and Packard Avenue should be redeveloped. The existing parking



lot should be developed as a mixed retail/office development, with retail on the first floor and office space on the upper floors. A small urban space is proposed on this corner between the corner and the new building. Trees, landscape, and street furniture should be included. The northwest corner should be redeveloped in order to tie in with the existing library; the building should be sited such that it creates a presence for the corner of Layton and Packard Avenues.

Packard Avenue Recommendations

Packard Avenue is the Downtown's "Main Street." It is the major north-south route through Cudahy, connecting the Downtown to the residential areas to the north and south, and currently has the highest concentration of retail and commercial businesses. Packard Avenue's role as a pedestrian friendly "Main Street" should be enhanced and emphasized through façade improvements, streetscaping, wayfinding, transportation improvements, and redevelopment. Primary façade improvements include restoring building integrity, restoring transparent storefronts, and controlled use of signage. Streetscaping should consist of banners, lighting, street furniture and landscaping. Signage and wayfinding should direct people to shopping and civic uses throughout the Downtown; a Downtown entrance sign should be located at the intersection of Packard Avenue and Plankinton Avenue to the north, and Packard Avenue and Somers Avenue to the South. Currently, Packard Avenue is designed as a wide two-lane street with parking on both sides. It is typically driven as a four-lane street. Parking on both sides should be maintained, and traffic calming improvements should be explored, such as a median, reduced cross section with expanded sidewalks or angled parking (See Figure Two). Improvements should be considered after analyzing traffic volume changes as a result of the Lake Parkway extension.

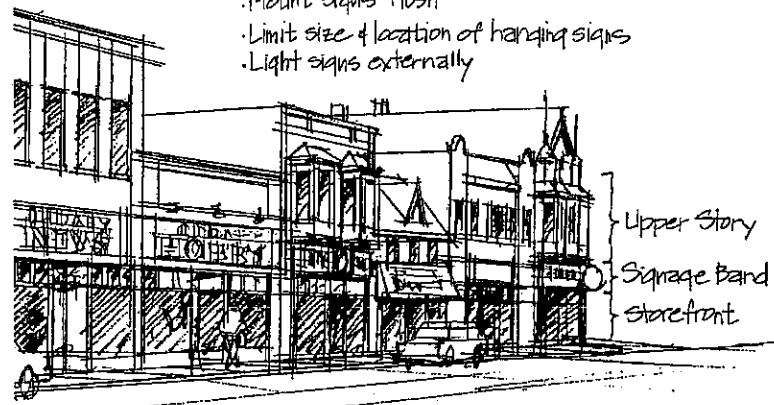
There are considerable redevelopment opportunities along Packard Avenue that would create the appropriate density for an urban shopping and service area. Mixed-use redevelopment should blend in with the surrounding significant architecture and should provide retail on the first floor and residential and/or office on the upper floors. There is a potential site for the new Cudahy Library on the northwest corner of Packard and Pabst Avenues. Development of this site should be carefully considered in order to maintain the appropriate block face while still meeting the parking and physical needs of a library and adjacent uses.

Packard and Layton Corridors

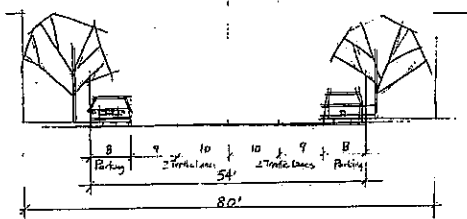
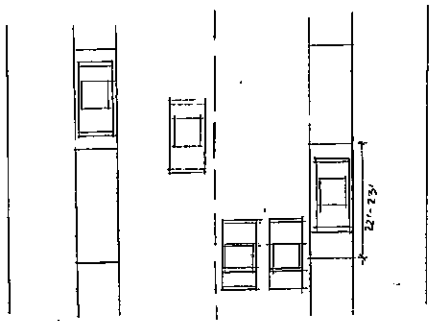
Land uses south of Downtown on Packard Avenue and west of Downtown on Layton Avenue have been developed in a conventional, auto-oriented suburban fashion. It is imperative that this development type not encroach on Downtown during the redevelopment process. Strong pressure from the development community to develop using auto-oriented development standards on the Packard and

Signage Treatment

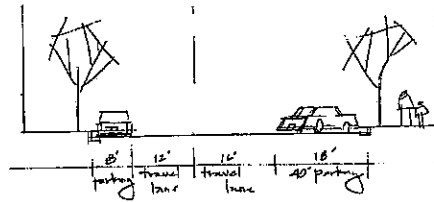
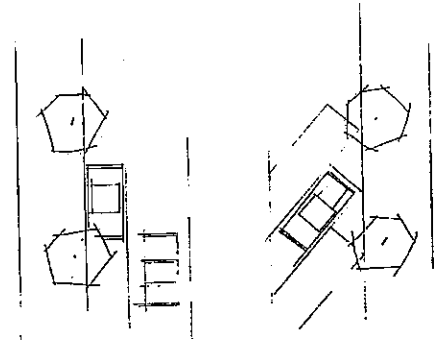
- Locate signs in "Signage Band"
- Mount signs flush
- Limit size & location of hanging signs
- Light signs externally



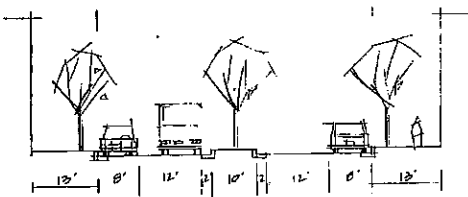
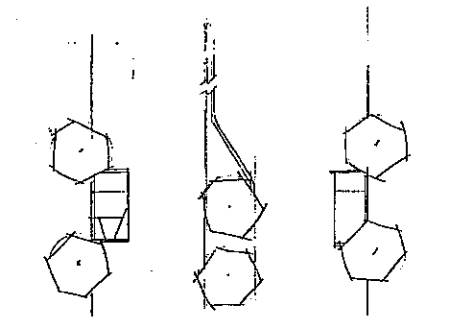
- Expose features of Upper Story
- Open Storefronts



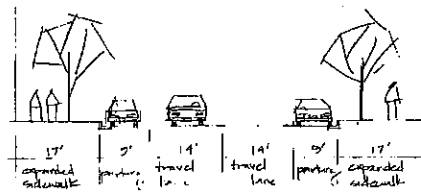
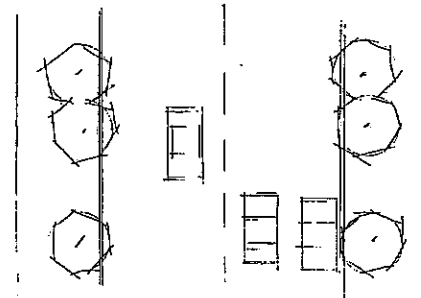
Packard Avenue
Existing Street Cross Section



Packard Avenue
Proposed Street Cross Section
Alternative 1



Packard Avenue
Proposed Street Cross Section
Alternative 2



Packard Avenue
Proposed Street Cross Section
Alternative 3

Figure Two

Layton Corridor will persist. The suburbanization of the urban Downtown district would constitute failure; the goal of the downtown redevelopment plan is to redevelop in a pedestrian-oriented fashion, higher in density and development intensity.

Downtown Redevelopment Core Recommendations

The area of Downtown bounded by the railroad tracks to the west, Packard Avenue to the east, Layton Avenue to the north, and Pabst Avenue to the south provides the greatest opportunity for the kind of mixed-use redevelopment that is indicative of a successful and thriving downtown. (See Figure Four) The centerpieces to this redevelopment are the development of the new transit center facilities, the Lakeside Commons Plaza, and the marketplace featuring Patrick Cudahy brand products surrounded by complementary retail establishments.

The new transit center would be located along the railroad tracks on the south end of Pabst Avenue. The transit center would serve as an inter-modal transit station with linkages for bus, rail, pedestrian and bicycles. In addition, the transit center would provide a direct trolley shuttle link to General Mitchell International Airport. A large, well-landscaped municipal parking lot would be located across the street for library users, Downtown visitors, adjacent business patrons, and commuters. A parking structure at this location should be considered to accommodate future parking needs.

The purpose of the Lakeside Commons Plaza, to be located at the intersection of Barnard Avenue and Pabst Avenue, is to provide outdoor public space for civic activities, public art, and other public uses. Amenities should include pedestrian friendly streetscape improvements such as benches, landscaping, and

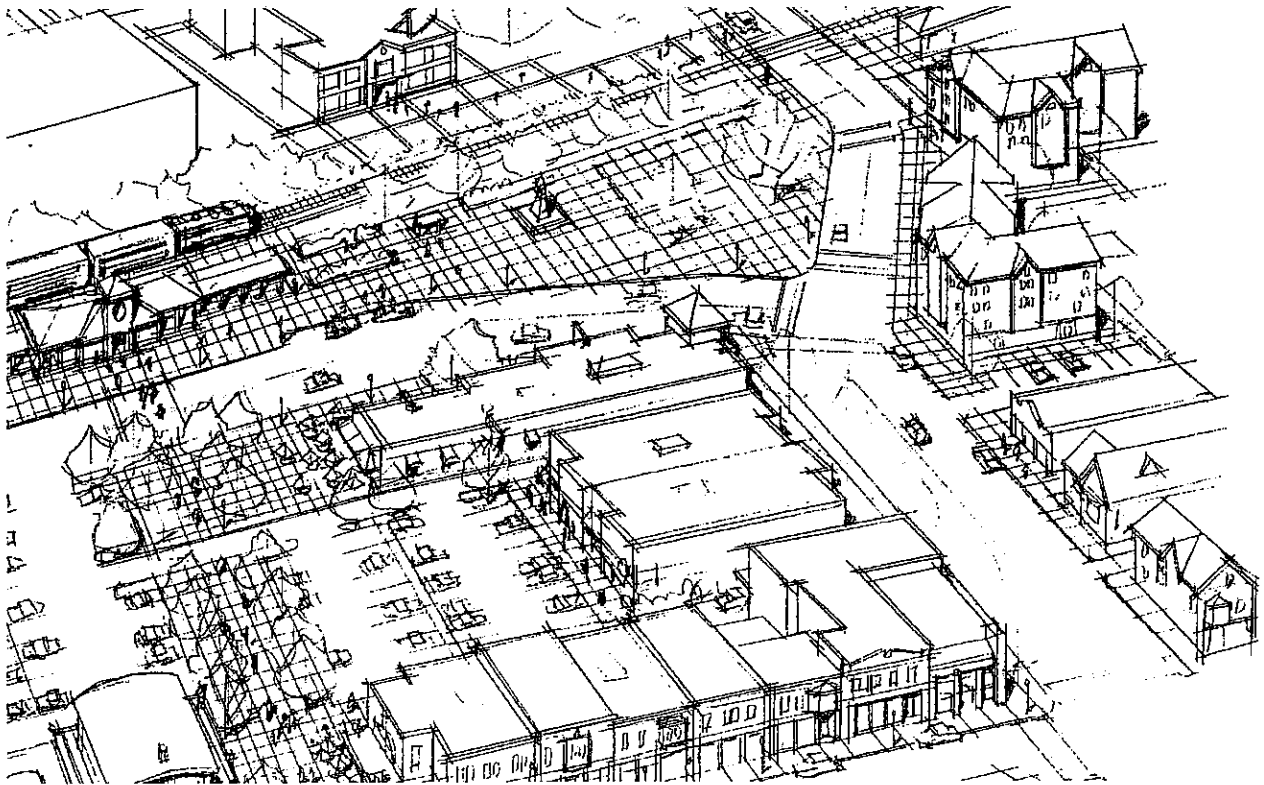


Figure Three

Downtown Cudahy

Downtown Redevelopment Core

Cudahy, Wisconsin

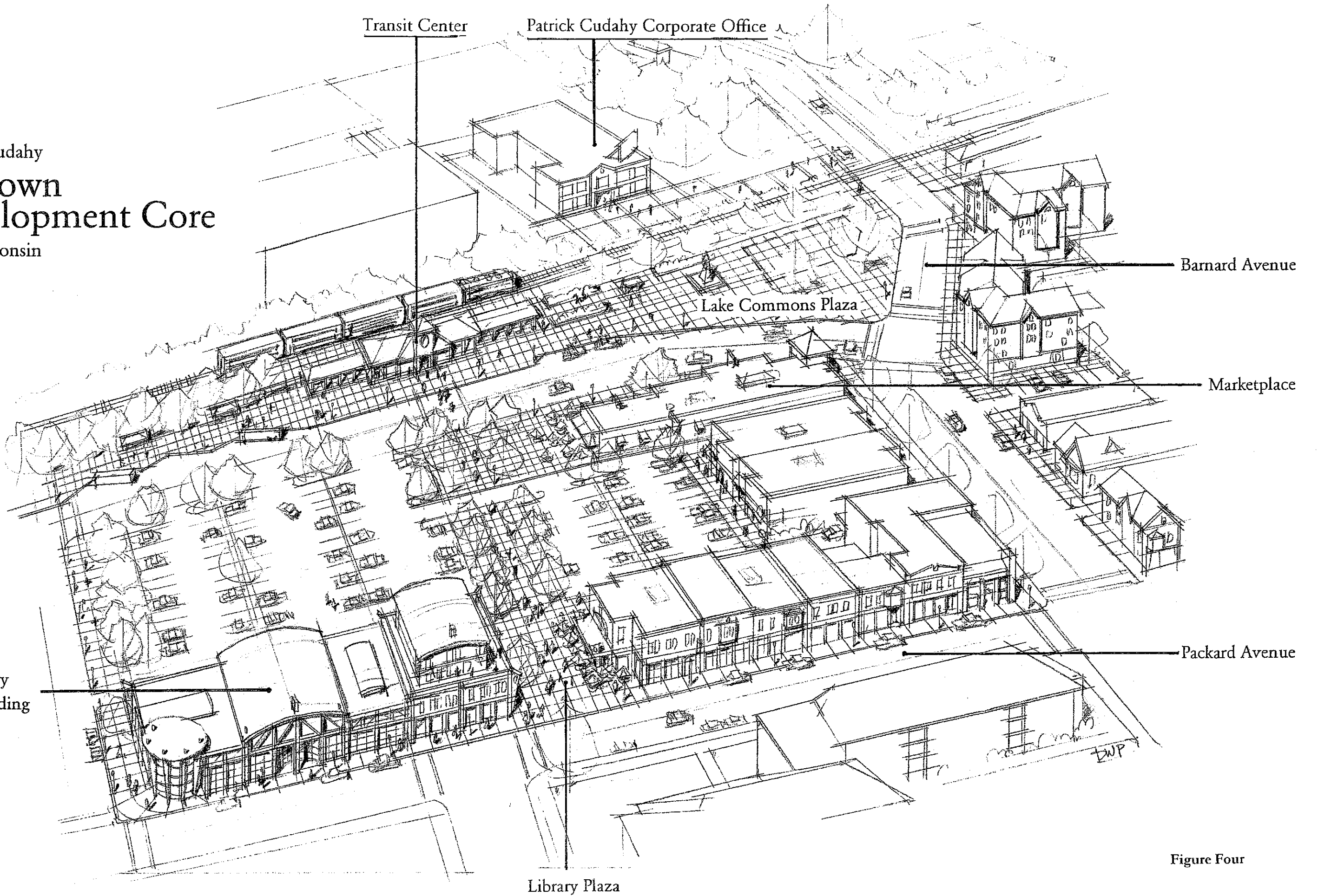


Figure Four

appropriate lighting. Future development of this site could also include a pedestrian-oriented public or private building for civic and retail uses. (See Figure Three)

The marketplace, located on Barnard Avenue across from the proposed Lakeside Commons Plaza, should feature a regional Patrick Cudahy brand store that would anchor a retail niche for the Downtown centered around restaurants and other specialty food businesses. This niche would also include hospitality and entertainment retail establishments that would attract and service the consumer traffic generated by the airport and the new transportation connection to

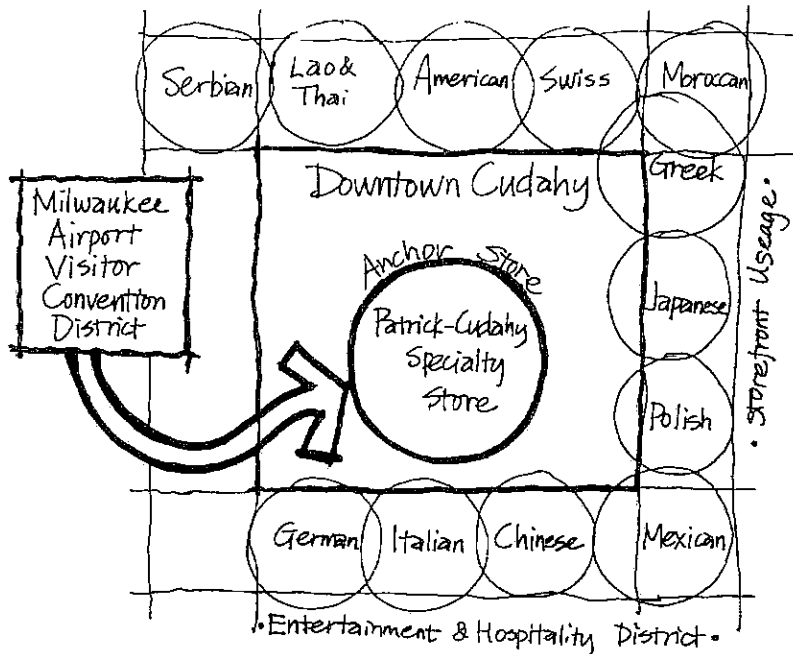


Figure Five

Downtown Milwaukee (See Figure Five). The character of the marketplace could reflect the local significance of rail and food productions (i.e., "Bacon Station").

The Downtown Redevelopment Core would also benefit from the creation of high density, quality residential development, particularly along Squire Avenue and across from Lakeside Commons Plaza (See Figure Six). Other redevelopment opportunities include mixed-use development to complement and enhance the marketplace. Parking throughout the core should be enhanced and improved through landscaping and lighting. Streetscaping and wayfinding, consistent with the streetscaping along Layton and Packard Avenues, should unify the Downtown and create a pedestrian friendly environment.



Squire Residential



Squire Townhomes

Figure Six

Brownfields Redevelopment Area Recommendations

The brownfields, located west of the railroad tracks and south of Layton Avenue, provide an excellent opportunity for light industrial and office development within the Downtown, with direct linkages to transportation systems, road, rail, and air. Development should also include the creation of complementary support services such as retail, commercial services, and childcare to support the workforce in addition to the residents of Cudahy (See Figure Seven). Design guidelines for this area should be created to ensure quality new business development.

In order to facilitate the connection between this new redevelopment area, Barnard Street should be extended across the railroad tracks to Nicholson/Whitnall. This site also has the potential to provide a significant parking area to service Patrick Cudahy (See Figure Eight). The development of parking should be of high design quality with adequate lighting, landscaping, and wayfinding improvements.

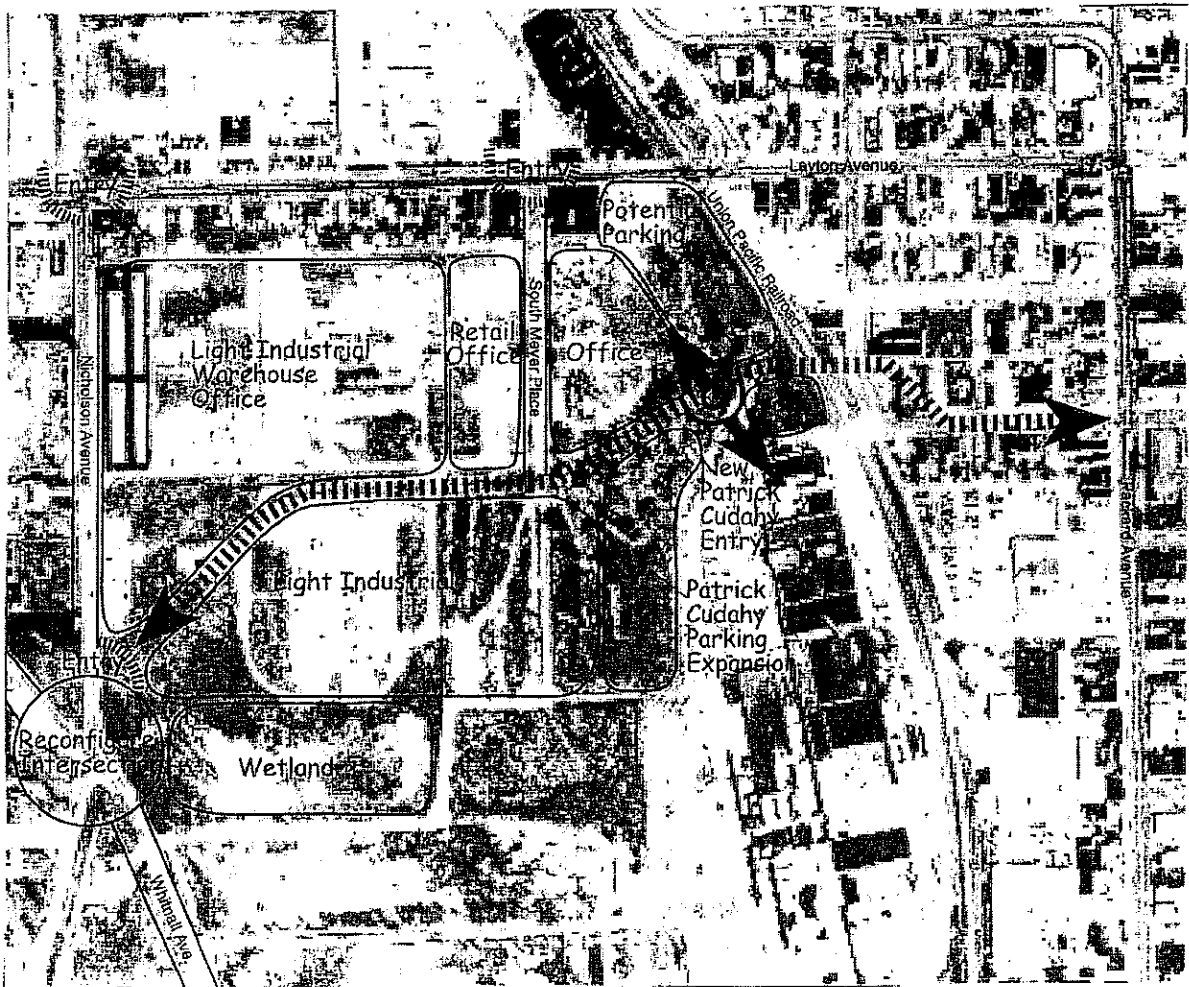


Figure Seven

Appendix A - Downtown Cudahy Opportunity Analysis

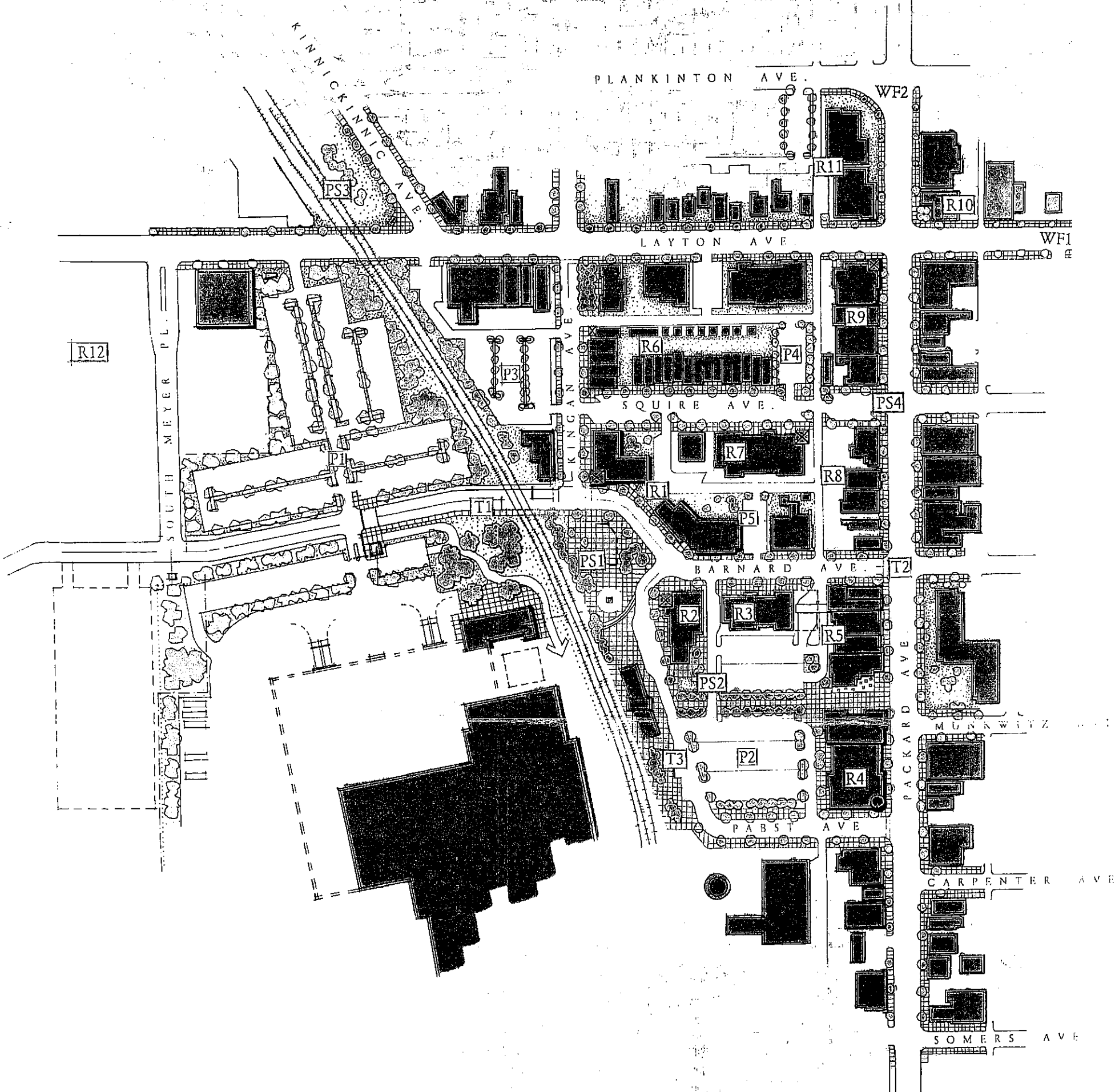
The following pages were created by Vandewalle & Associates during the opportunity analysis phase to help communicate Downtown Cudahy's opportunities in a graphic storybook.

Specific Recommendations (See Map Six)

The following specific site recommendations are based upon the general recommendations described above as well as the *Downtown Architectural Inventory* and *Opportunity Analysis* found in the Appendix.

Redevelopment

- R1 Develop quality high density residential
- Maximize site with densities of 40-60 units/acre
 - Provide underground parking
 - Developer should build to provide lake views for upper floors if feasible
 - Provide pedestrian oriented site and building design
- R2 Develop marketplace featuring Patrick Cudahy products and other regionally produced food products
- Facilities could include deli, Wisconsin cheese, wines/beer, bakery, candy, ice cream...
- R3 Mixed-use redevelopment, and reuse
- Provide first floor retail and upper floor residential or office uses
 - Buildings must orient towards Barnard with pedestrian orientation and transparent first floor design
 - Buildings must be designed to have quality rear facades facing rear parking area
- R4 Facilitate large scale site redevelopment
- Primary library redevelopment site
 - Site developer should investigate a mixed-use multi-floor development for this site
 - If library is developed on this site, portions of the building may need to be one story
 - Building should be located adjacent to Packard Avenue with minimal setback
 - Provide a visually inviting mid-block pedestrian access from Packard Avenue
 - Investigate a library entrance on the parking side of the building, and additional entry on Packard Avenue or the northeastern end of the building along the mid-block pedestrian access
- R5 Redevelop site(s) with retail/commercial on the first floor, residential or office on the upper floors
- Buildings should have pedestrian related retail uses along mid-block pedestrian access
 - Parking need would be served by the large shared use parking area in rear and stalls on Packard Avenue
- R6 Residential redevelopment and in-fill along the north side of Squire Avenue
- Urban style market rate townhomes or stacked flats are recommended for this area
 - Redevelopment of this area would be expected to be carried out in phases
 - Garages for townhomes could be accessed via the existing alley
 - Approximate 10' setback would provide space for urban landscape treatment
- R7 Residential redevelopment
- High-density apartment, condominiums, or townhomes could be developed on the site(s)

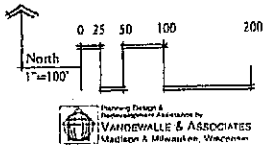


Downtown Cudahy Redevelopment Master Plan

Cudahy, Wisconsin

Feb. 19, 1964

Map Six



- on the south side of Squire Avenue
 - Redevelopment of the area would be expected to be carried out in phases
 - Commercial uses could be developed on the ground level
 - Building entries and general orientation should be to Squire Avenue
 - Underground parking is recommended
- R8 Mid-Block in-fill redevelopment
- More intensive development could be accommodated on the block face of Packard
 - No architecturally significant buildings were identified in the middle of this block
 - Two to three story mixed use redevelopment is recommended
- R9 Packard and Layton mixed use redevelopment
- Retail/commercial first floor use
 - Office or residential on upper floors
 - Developer of this site should provide lake views to upper stories when feasible
 - Building entry should address corner
- R10 Packard/Layton Northeast
- Develop underutilized parking lot into first floor retail/second and third floor offices
 - Building setback from Packard ~25-30' to provide a public urban green space with seating and tree canopy
- R11 Packard/Layton Northwest
- Provide attractive mixed-use redevelopment on this site
 - Building to address corner
 - Rear parking to be integrated with existing library
 - Building could tie into existing library
- R12 Facilitate comprehensive redevelopment of lands west of Meyers Place
- Business, light industrial, and office uses should be encouraged
 - A limited amount of support services could be provided adjacent to Layton Avenue to serve the business development to the south
 - Expansion of large-scale retail from the west on Layton is not recommended

Transportation

- T1 Extend Barnard Avenue west to Whitnall/Nicholson
- Cross tracks north of Patrick Cudahy park space
 - Phase 1 construction should include extension to Meyers Place Extended
 - Curve radii will need to be maximized to facilitate logical alignment to maximize redevelopment lands
 - Avoid destroying tow remaining mature Elm trees on the north side of existing Barnard Avenue
- T2 Explore Packard Avenue improvements such as providing median, angle parking, and/or terrace expansion

- Currently, Packard is designed as wide two lane facility with parking on both sides, driven as a four lane with parking on both sides
 - Parking should remain on both sides of Packard
- T3 Develop transit center facilities along the railroad corridor between Barnard Avenue and Pabst Avenue
- Provide for future rail transit, bus stop and other rubber tire vehicles
 - Facilitate the "Cudahy/Mitchell Shuttle", trolley, bus, bus or van shuttle from the downtown Cudahy rail transit hub and General Mitchell Field

Parking

- P1 Develop Patrick Cudahy parking area
- Provide access from Layton, Meyers, and Barnard Extended
 - Landscape treatment along the edges and tree islands will be critical to reduce the scale of the lot by defining the lot into sub area
 - Low scale Patrick Cudahy corporate identity signage at Layton access
- P2 Develop large shared parking between Pabst and Barnard
- Parking to serve adjacent businesses, potential Library redevelopment site, transit center, and Marketplace
 - Landscape treatment and tree planting will be critical to reduce the scale of the lot by defining the lot into sub areas
 - Design parking lot area to accommodate other uses. Parking stalls and pedestrian facilities should be designed to facilitate a farmers market, art fairs, and other suitable public events
 - A parking structure could be considered on the southern portion of the lot in the future
- P3,4,5 Improve Kingan, Layton and Squire Avenue public parking lots
- Add curbs, tree islands, and plantings along sidewalks
 - Provide public parking signage

Public Space, Streetscape, and Pedestrian Amenities

- PS1 Create Lakeside Commons Plaza between the transit center, Patrick Cudahy corporate offices and the realigned Barnard Avenue
- Plaza space should include seating, civic art, information kiosks, spaces that can facilitate a variety of public uses
 - Integrate the existing mature elms as a feature of the plaza space
 - A small building (2000-3000 square footprint), public or private could develop on this site in the future. The adjacent lots would accommodate parking. High quality 360 degree building.
- PS2 Provide defined pedestrian facilities between the proposed transit center, Market Place, and Packard Avenue
- Pedestrian linkage includes human scaled elements, and a colonnade of trees
 - The linkage should accommodate the needs of a Farmer's Market, downtown festivals, etc.

- PS3 Layton/RR/Kinnickinnic Improvements
- The aesthetic appearance of Layton/Kinnickinnic/Rail road corridor with landscape improvements, buffering of parking, street trees and pedestrian lighting, and parking lot paving as major entry to downtown.
- PS4 Streetscaping
- Pedestrian lighting should be included in street or streetscape projects throughout the entire study area
 - Packard and Layton streetscaping projects should include banners, lighting, and small scale street trees
 - Additional site amenities, such as benches, pavers, garbage containers, kiosks should be provided at key locations
 - Provide streetscaping improvements on the following street corridors
 - Layton Ave. from Meyers Pl. to Kirkwood Ave.
 - Packard Ave. from E. Somers to Plankinton Ave.
 - Barnard Ave. from Meyers to Packard
 - Pabst Ave. from railroad to Packard
 - Kingan Ave. from Barnard to Layton
 - Streetscape elements may vary on different streets
 - Remove overhead wires, where feasible, at the time of street improvements, streetscape improvements, or redevelopment.

Wayfinding

- WF1 Establish a new community signage system that directs visitors to the downtown on major arterial streets. Provide signage identifying the downtown area as a community destination at the following intersection areas:
- Lake Parkway/Layton
 - College Avenue/Packard
 - Lake Drive/Layton
 - Lake Drive/Packard
- WF2 Establish downtown entrance signs at the following intersection areas:
- Layton/South Meyers/Railroad area
 - Packard/Kinnickinnic/Plankinton
 - Packard/Somers

III. Implementation

The redevelopment of Downtown Cudahy includes a comprehensive strategy comprised of planning, financing, and implementation components. Figure Nine describes the necessary elements of the comprehensive redevelopment strategy; these elements include the following:

- Creation of guidelines for Downtown redevelopment;
- Creation of a redevelopment plan for the Downtown;
- Identification and creation of financing strategies, including tax increment finance, state and federal grant programs, and private donations;
- Creation and of a coherent implementation strategy to actively pursue and coordinate public and private redevelopment as well as economic development.

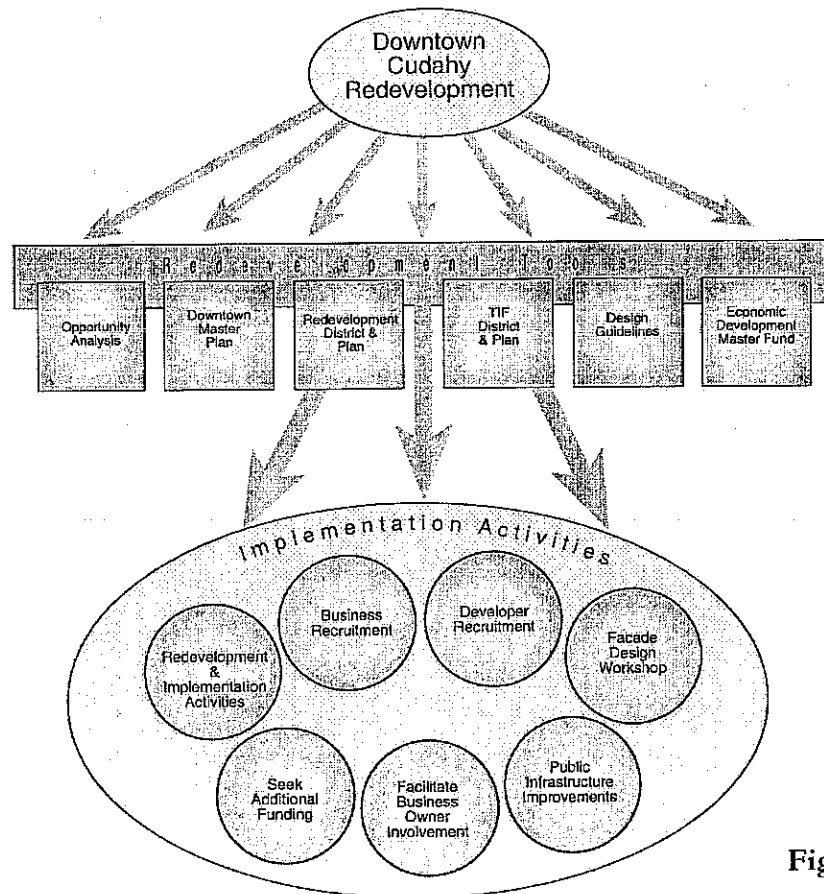


Figure Nine

To date, the City of Cudahy has created and implemented the following elements:

- *City of Cudahy Downtown Opportunity Analysis*
- *Redevelopment Area No. 1 District and Project Plan*
- *Tax Increment Finance District No. 3 Project Plan*
- *City of Cudahy Downtown Design Guidelines Manual*
- Economic Development Master Fund

With the creation and adoption of this document, *The City of Cudahy Downtown Master Plan*, the City will have the comprehensive redevelopment strategy in place.

Redevelopment District and Project Plan

Steps:

- Establish a Community Development Authority (CDA);
- Create a redevelopment district and project plan.

The purpose of the redevelopment plan, as authorized by Sections 66.431 and 66.435 of Wisconsin Statutes, is to identify blighted property for the purposes of qualifying as a redevelopment district, create a land use plan for the redevelopment district, and identify specific redevelopment projects, both public and private. The redevelopment project plan must be in conformance with the City's Master Plan and must follow a statutorily controlled process for creation that includes property owner notification, a public hearing, and adoption by the City Council. *The City of Cudahy Redevelopment Area No. 1 Project Plan* was adopted by the City the Summer of 1998 and is currently being implemented.

Prior to the creation of a redevelopment district, a Community Development Authority (CDA), if none exists, must be created. The redevelopment plan allows the City to participate in redevelopment activities via the CDA. The CDA has the power to work with the private sector to accomplish the redevelopment projects identified in the redevelopment project plan. Powers of the CDA, subject to City Council approval, can include the following:

- Own, lease, sell, acquire, rent, operate, and operate property/housing projects;
- Bond, borrow, invest, and raise funds;
- Acquire, assemble, relocate, demolish, and prepare sites in relation to redevelopment sites;
- Recruit developers;
- Administer redevelopment projects.

The City of Cudahy CDA was created in 1998 and is currently actively involved with the implementation of the redevelopment plan.

Financing Strategies

There are several avenues of financing that the City has explored to implement the comprehensive redevelopment strategies.

Tax Increment Financing (TIF)

TIF is a commonly used financing tool in downtown revitalization. Typical projects that are funded by TIF include redevelopment activities such as property assemblage, redevelopment-financing programs, land write down, planning and public infrastructure improvements. The general concept of TIF is to capture new development within the proposed district that might not otherwise occur without the use of TIF. The City Council must establish a district boundary and adopt a project plan in conformance with Sections 66.46 of Wisconsin Statutes.

State and Federal Grant Programs

There are numerous state and federal grants available for downtown revitalization projects. Some of

these include, but are not limited to, the Community Development Block Grant program (CDBG), historic tax credits, low interest loans, Community Based Economic Development program (CBED), and other programs administered through the State of Wisconsin Department of Commerce.

Special Assessment District

It may be necessary for the City to establish a special assessment district or districts to offset a portion of infrastructure improvements with the Downtown. The cost for these improvements are assigned on a basis of "benefit" derived from a specific improvement.

Private Donation Program

Private donation programs allow the private sector to participate in funding some of the improvements through the purchasing of specialty streetscape amenities in addition to larger features. A "buy a brick program" can be instituted so that all residents can participate. The corporate community should be approached to fund the large gift items.

The City of Cudahy is currently employing the following financing tools:

- TIF
- Grants (Senator Kohl, TEA21, T Grant, PFED, Milwaukee County Economic Development Grants)
- Private donation program (to be set up Summer 1999)

Implementation

Once a downtown redevelopment project plan has been created and the financing strategy has been implemented, it is necessary to set up an organizational framework to administer the plan. It should be noted that downtown revitalization is, at times, difficult and complicated, and a cohesive and comprehensive implementation structure is needed to actively pursue and coordinate the redevelopment activities. The organizational structure will necessarily include the following elements:

- City Council
- CDA
- Project Management Team Staff
- Community Organizations

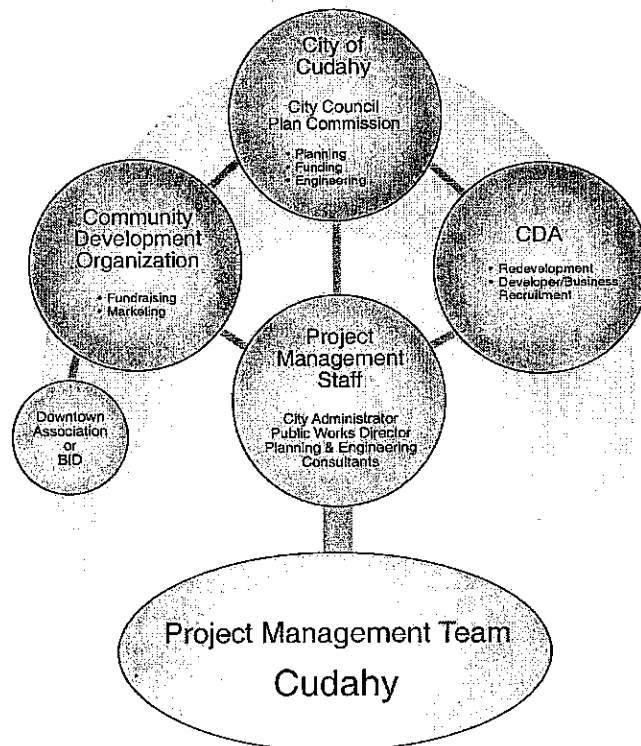


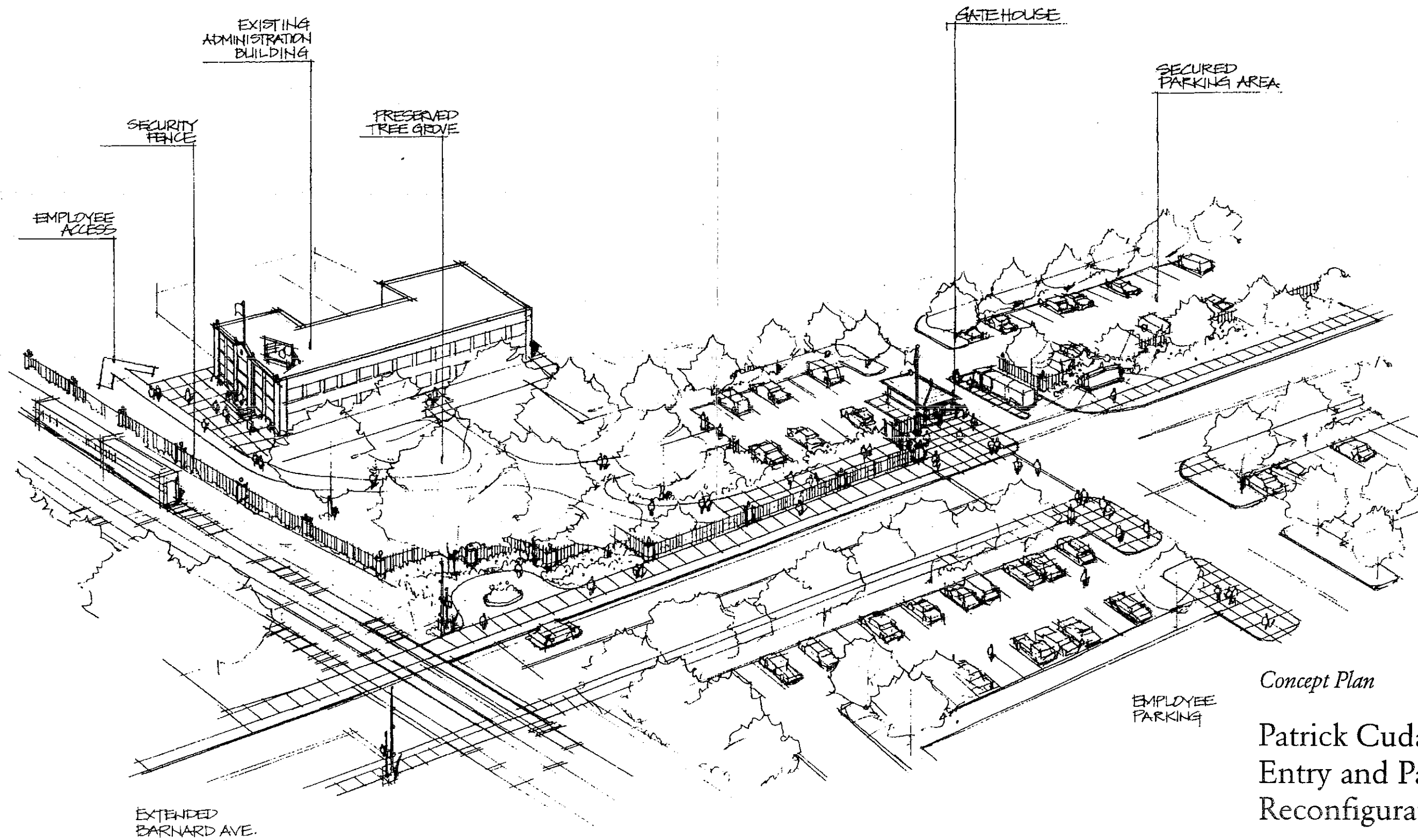
Figure Ten

Together, these organizations make up the Project Management Team (PMT) (See Figure Ten). The role of the PMT is to coordinate all the implementation activities, identify and prioritize projects, assist with developer and business recruitment, analyze the economic feasibility of the district, determine and seek other sources of financing, and other similar activities necessary for the implementation of the Downtown Redevelopment Project Plan. The City of Cudahy's PMT was established in 1998 and is actively overseeing the implementation of the City's TIF and redevelopment project plans.

¹ Data compiled by the City of Cudahy Downtown Manager, 1998.

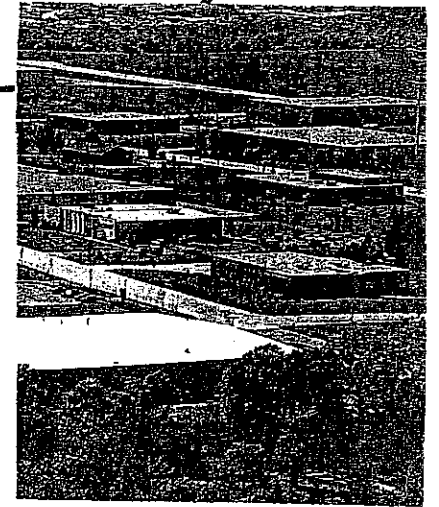
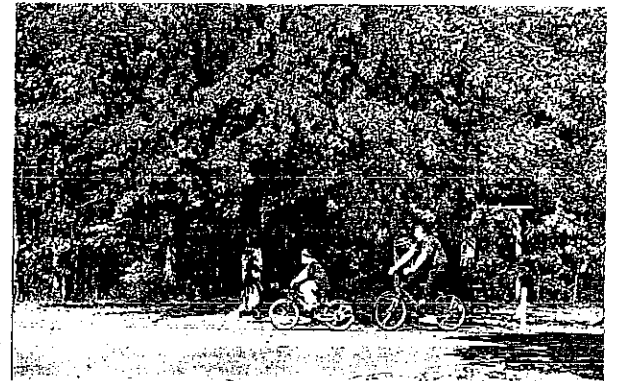
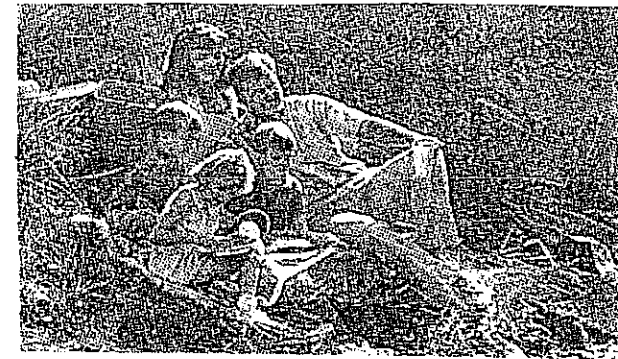
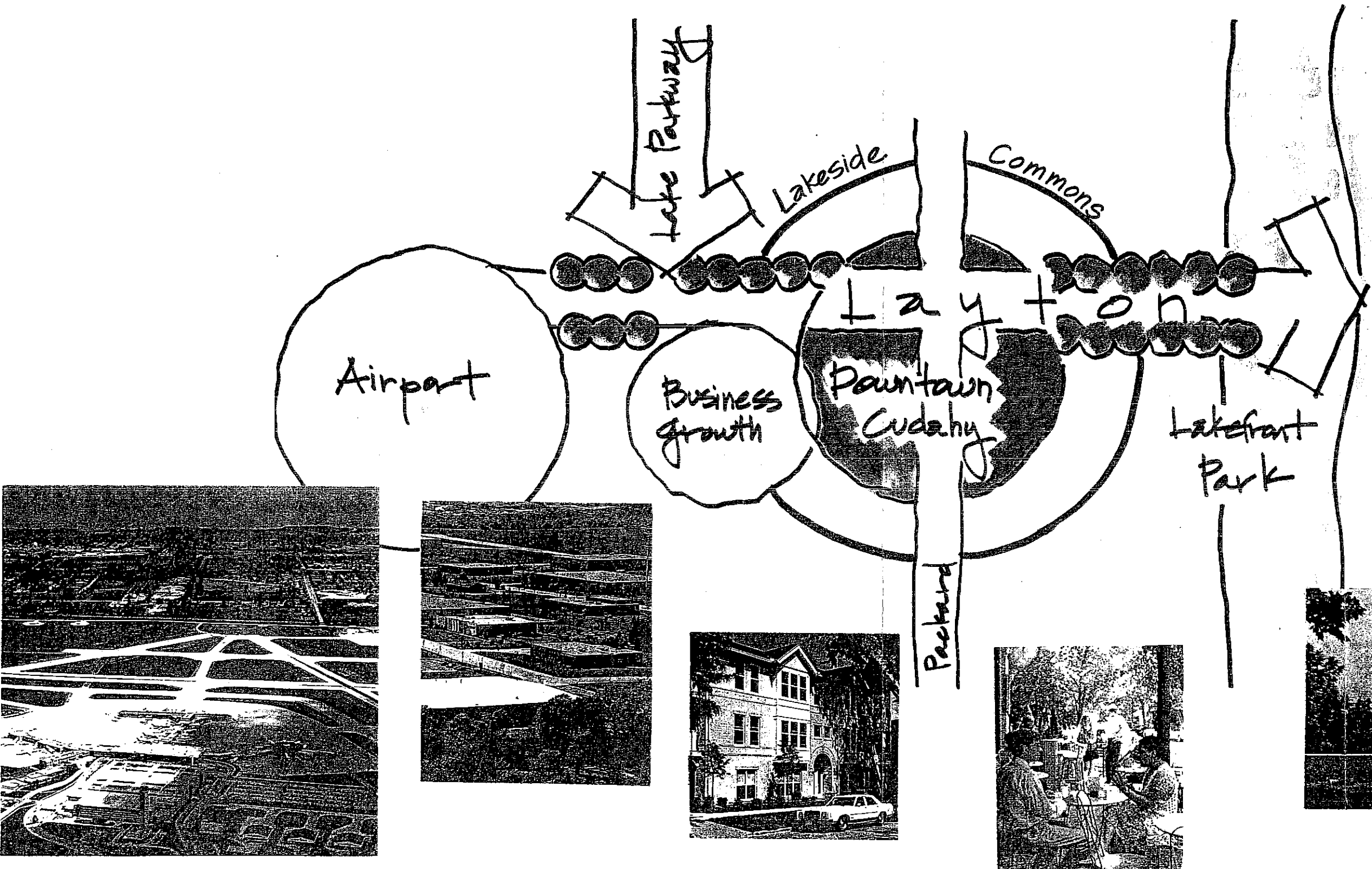
² According to the Department of Transportation, the Lake Parkway extension is scheduled for completion in late 1999. The extension will include a four-lane, grade-separated road with one stoplight between Cudahy and Downtown Milwaukee and design speed of 40 mph.

³ Data compiled by the City of Cudahy Downtown Manager, 1999.



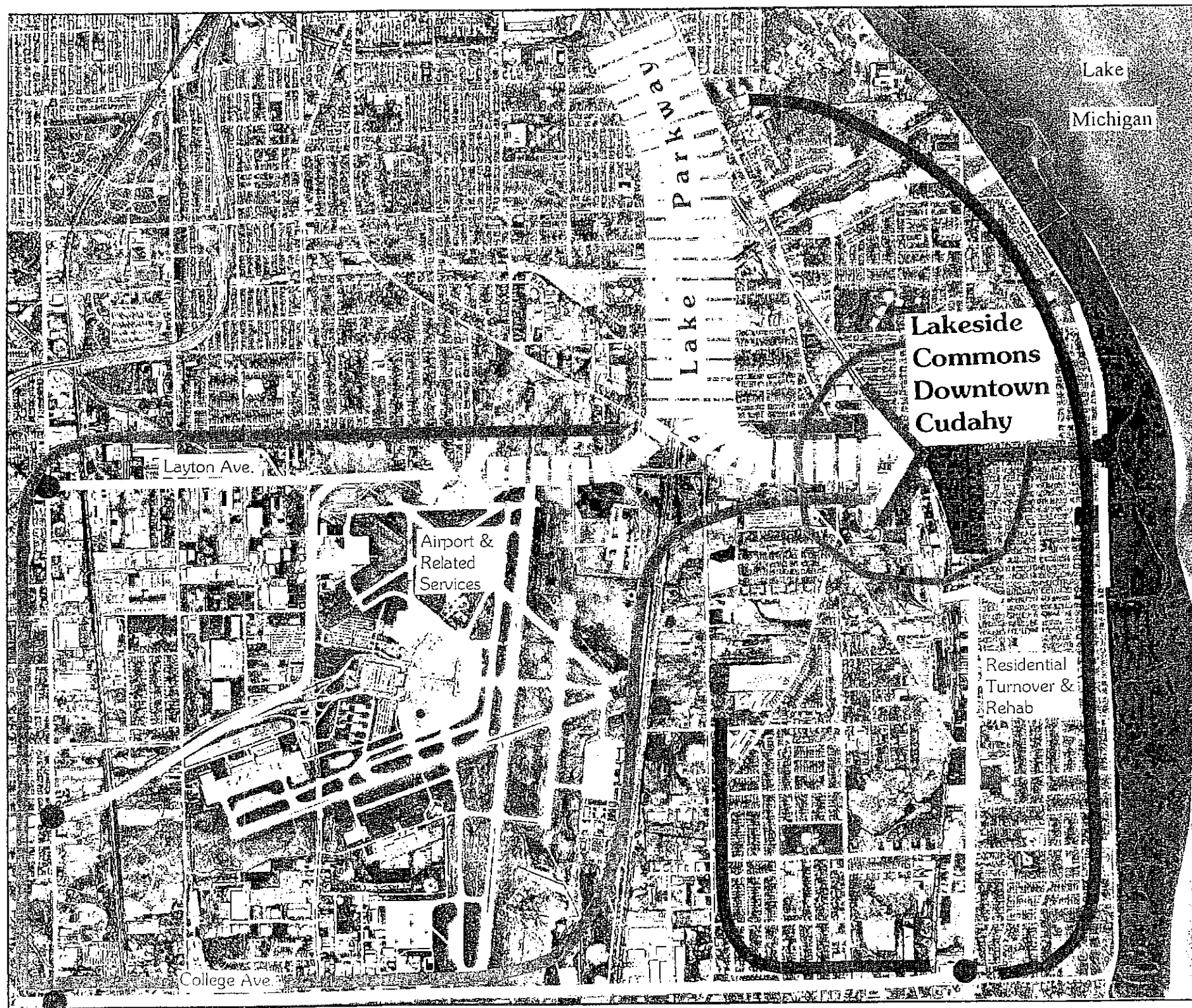
Concept Plan
**Patrick Cudahy
 Entry and Parking
 Reconfiguration**

Figure 8



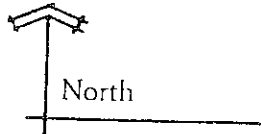
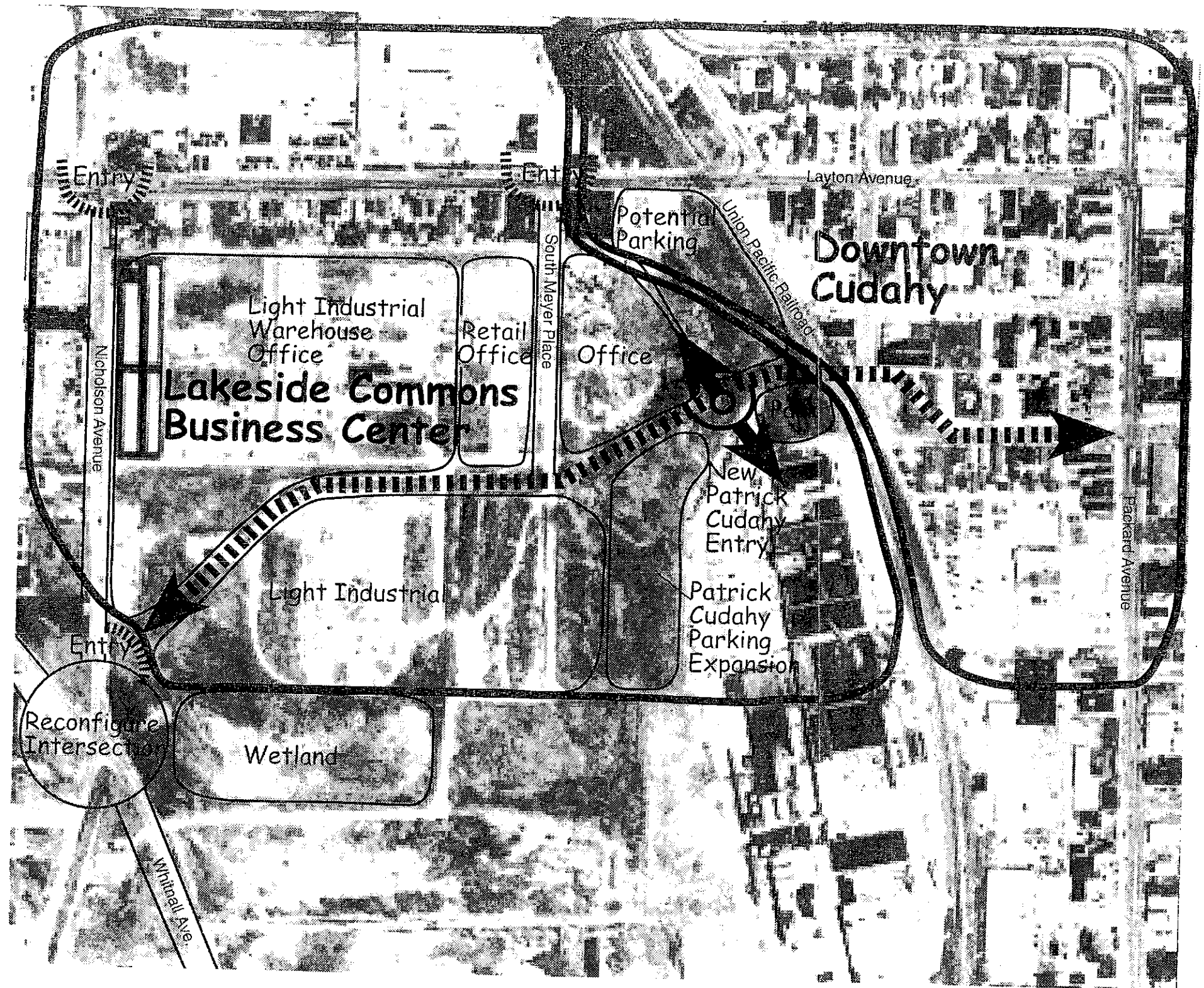
Lakeside Commons—Downtown Cudahy

Layton Avenue Connection



Lakeside Commons—Downtown Cudahy

Regional Opportunities

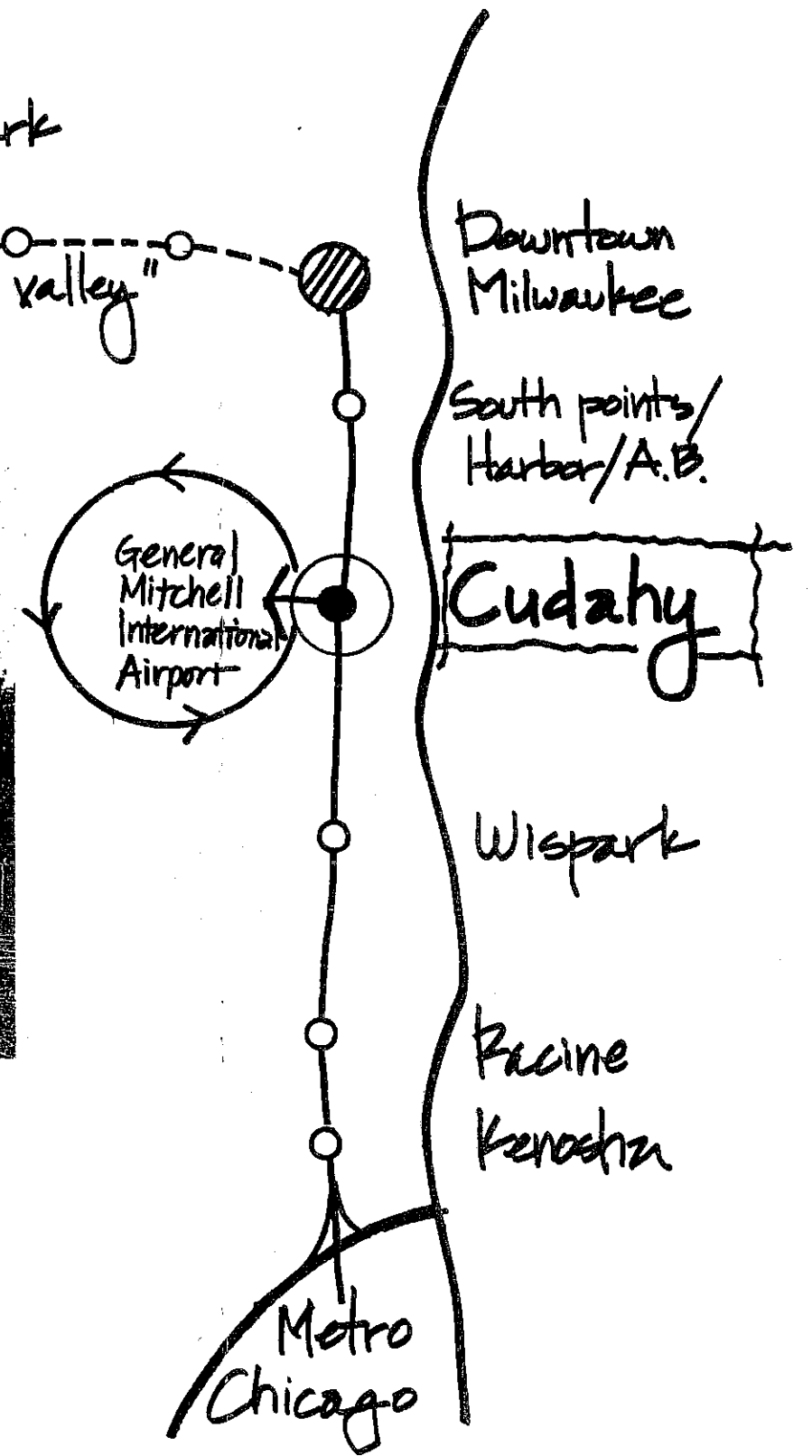


Lakeside Commons—Downtown Cudahy

Barnard Extension to New Business

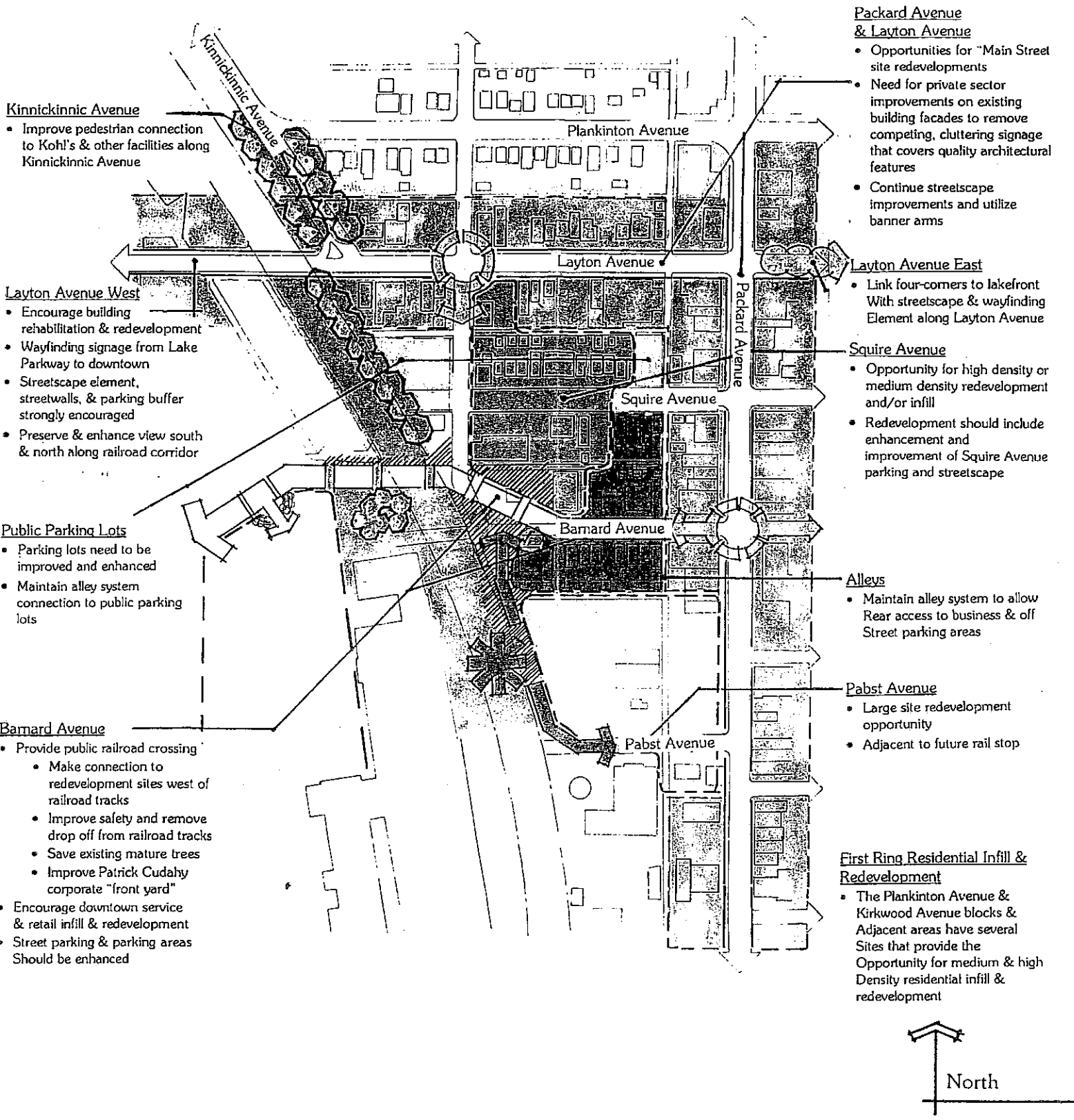
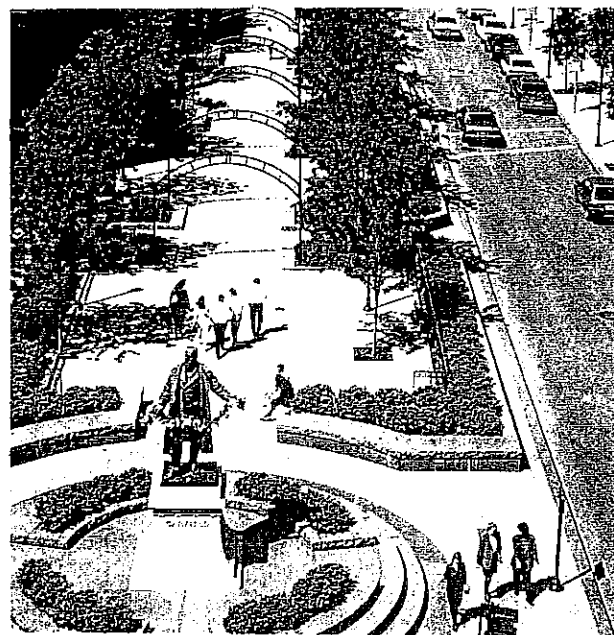


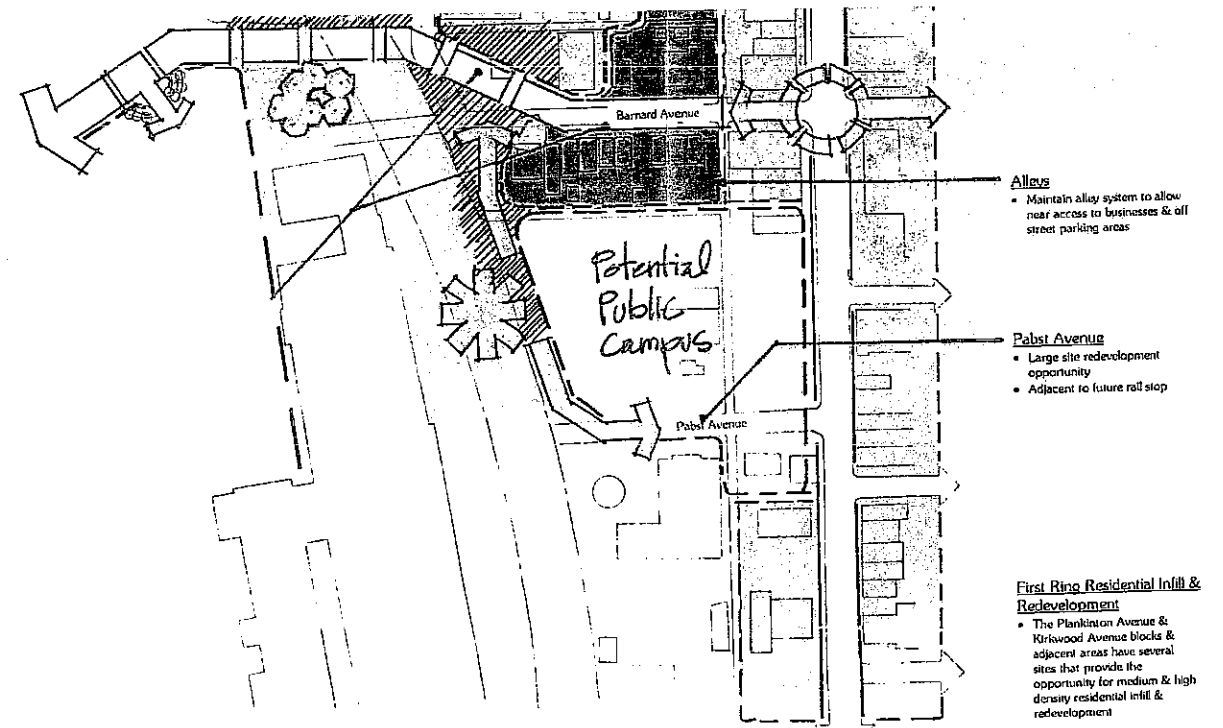
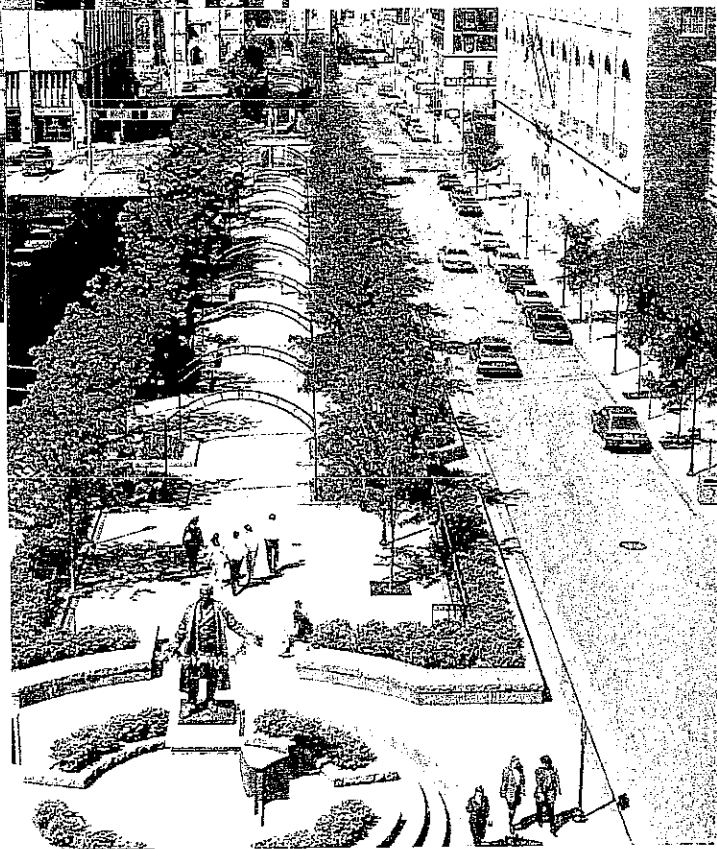
Miller Park
& Zoo
"the valley"



Lakeside Commons—Downtown Cudahy

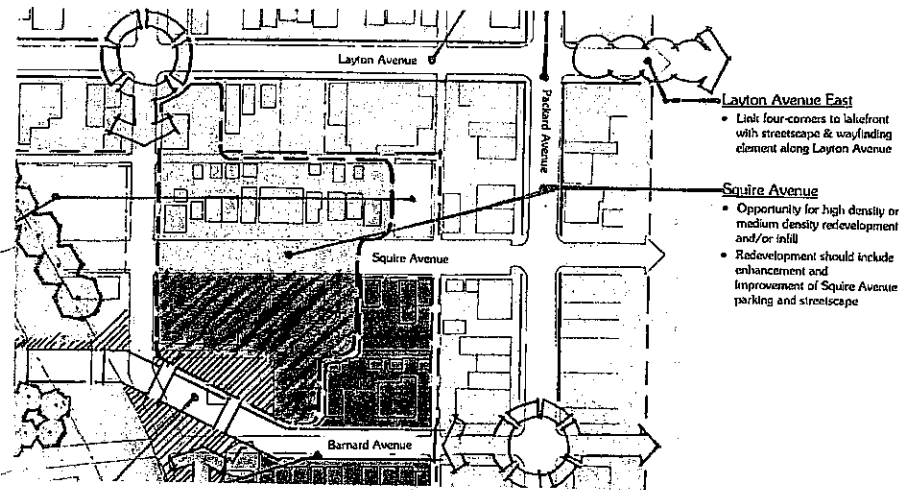
Intermodal Transit Service





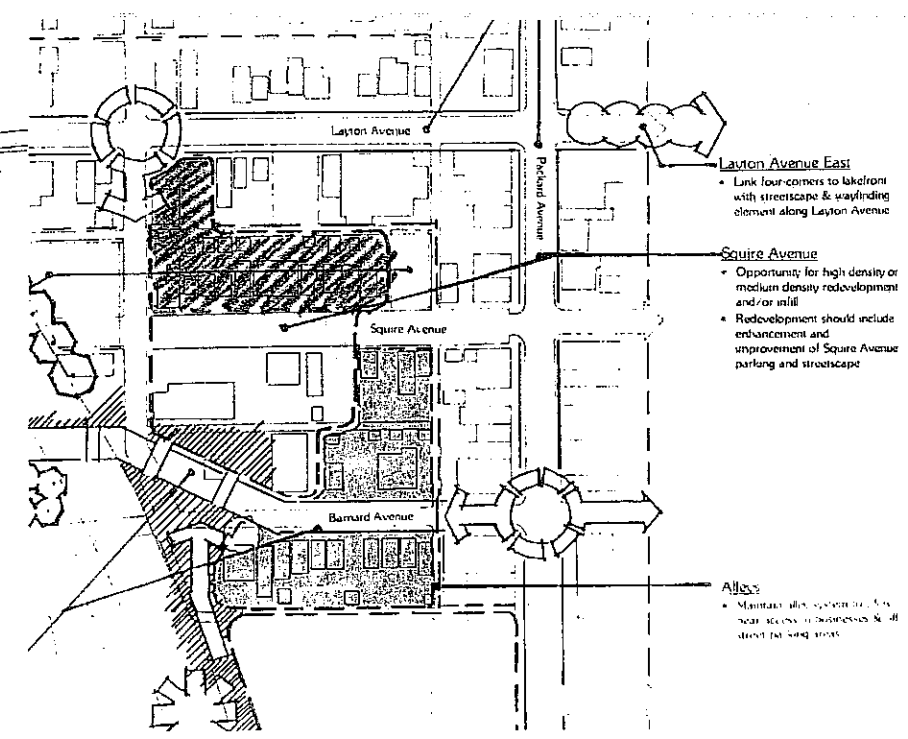
Lakeside Commons—Downtown Cudahy

Public Campus



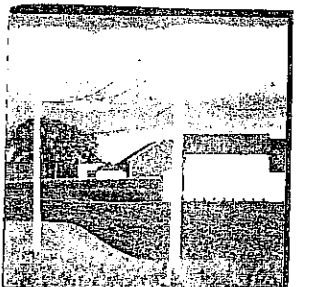
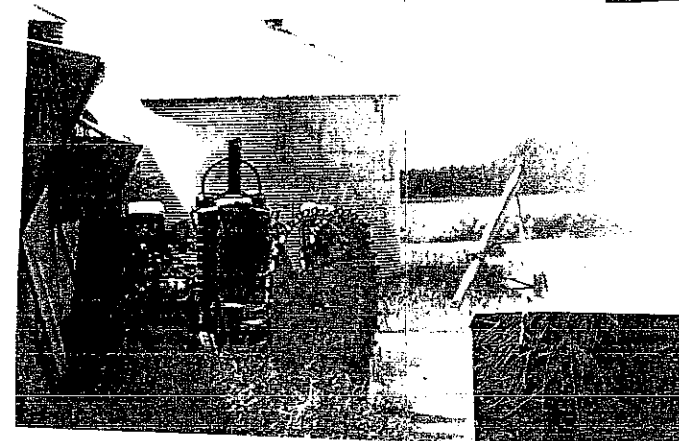
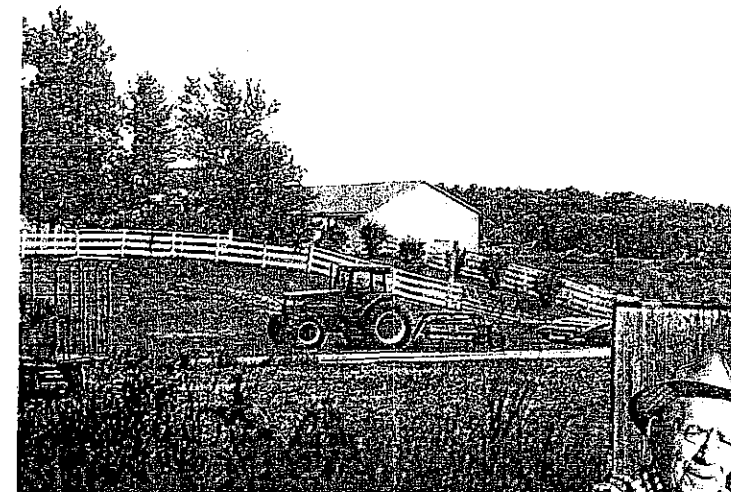
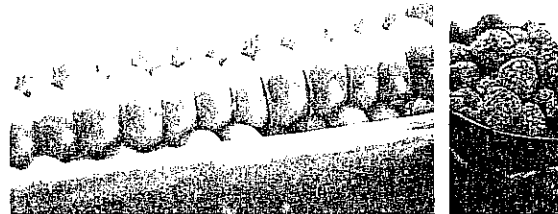
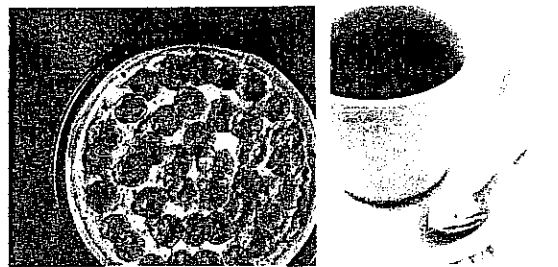
Lakeside Commons—Downtown Cudahy

Squire Apartments



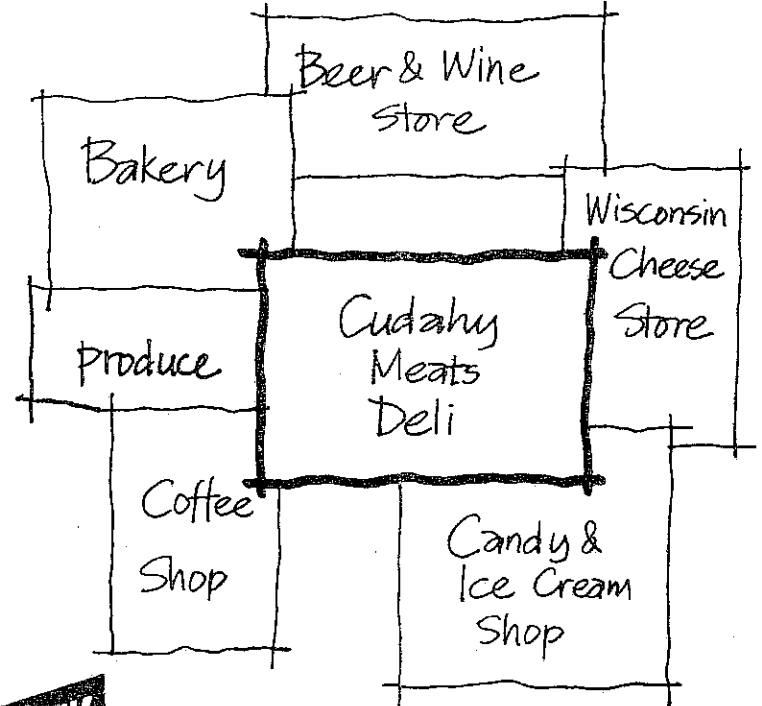
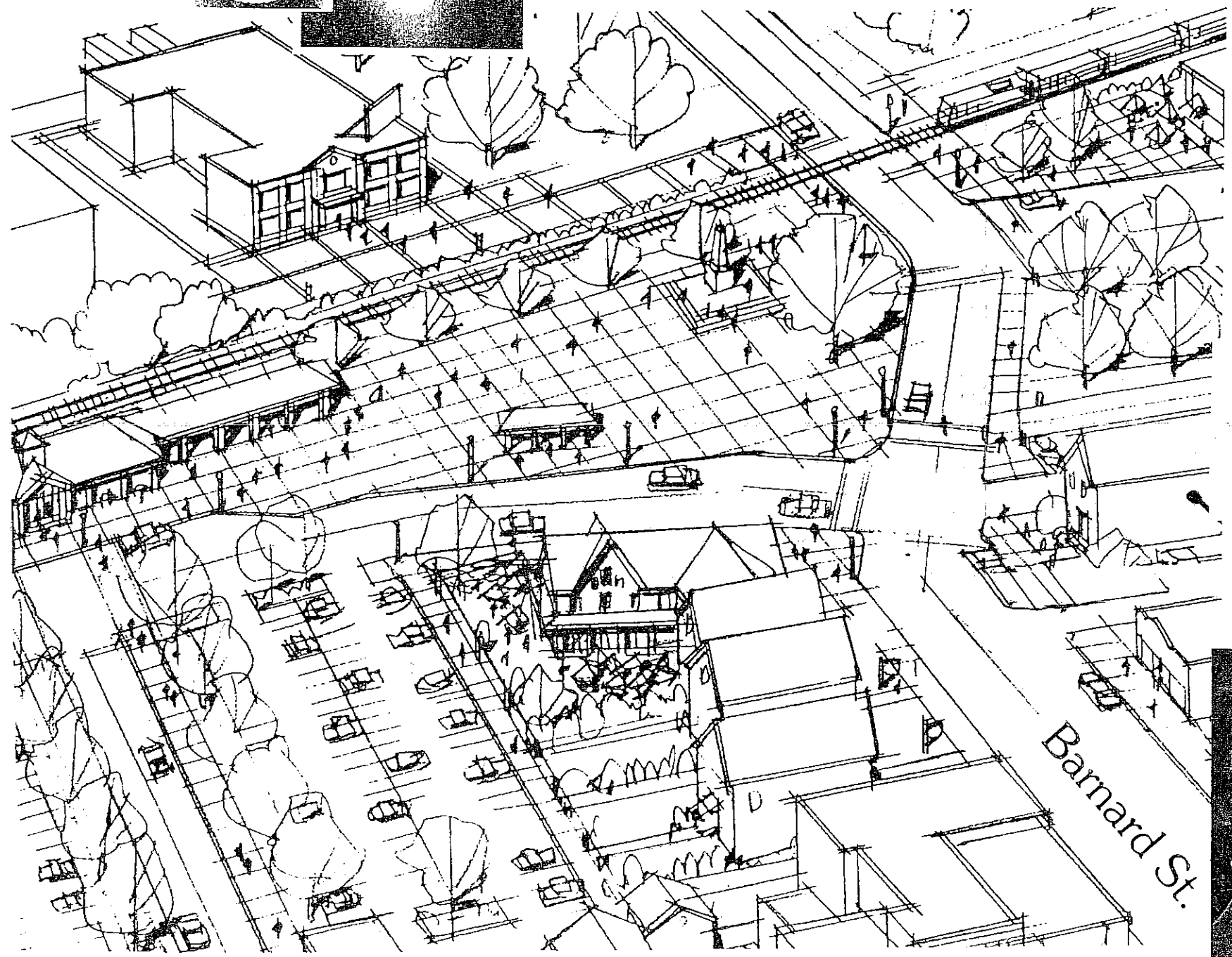
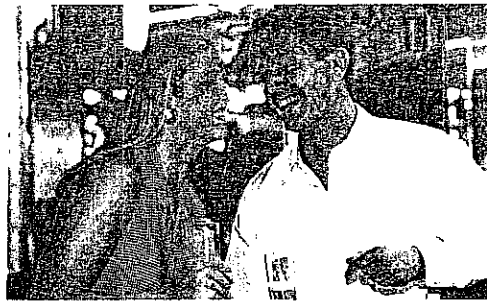
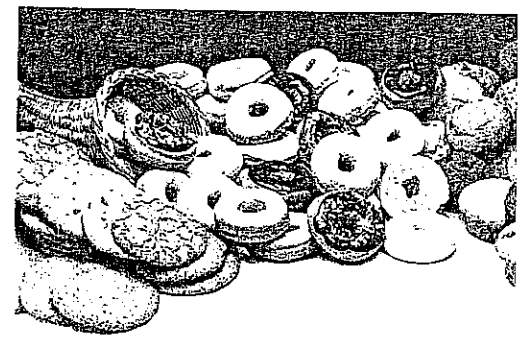
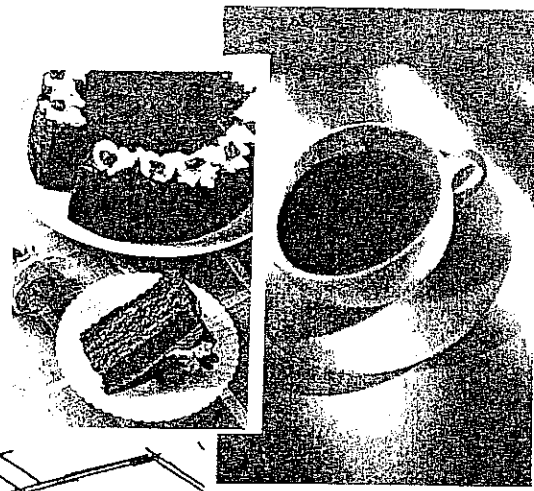
Lakeside Commons—Downtown Cudahy

Squire Townhomes



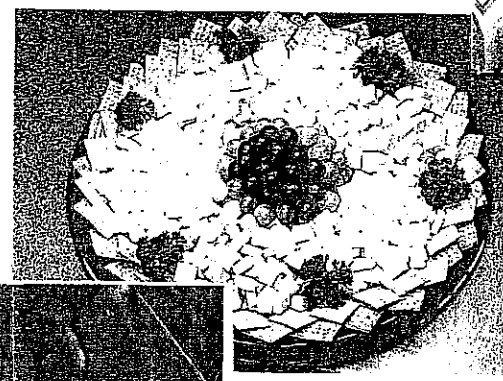
Lakeside Commons-Downtown Cudahy

Regional Retail Destination



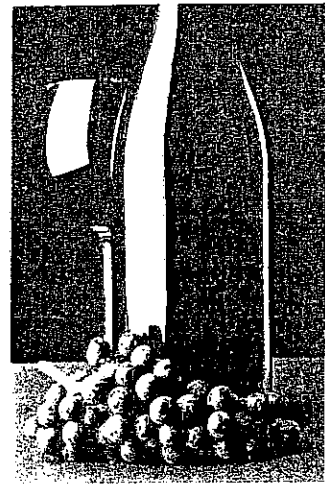
**PATRICK
CUDAHY**

Wisconsin's Best

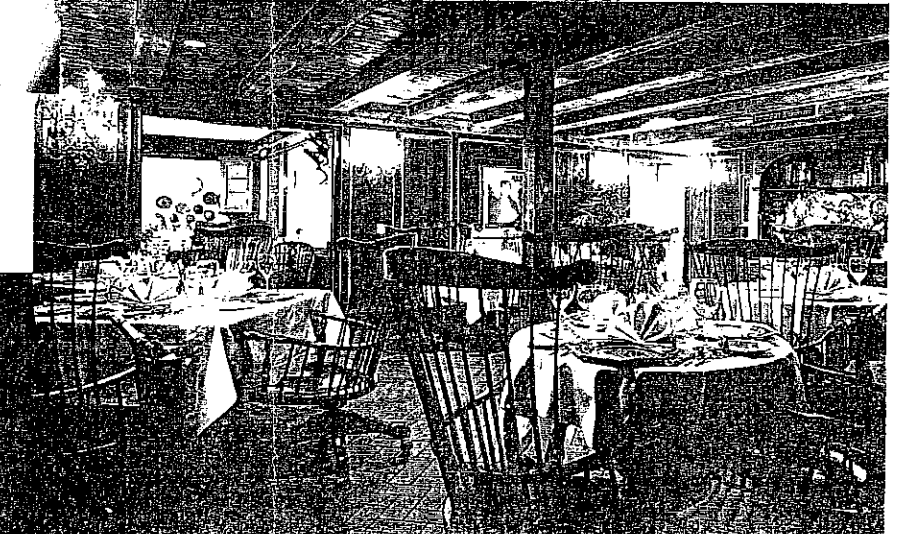
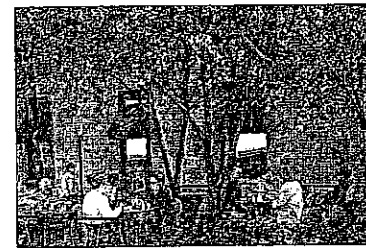
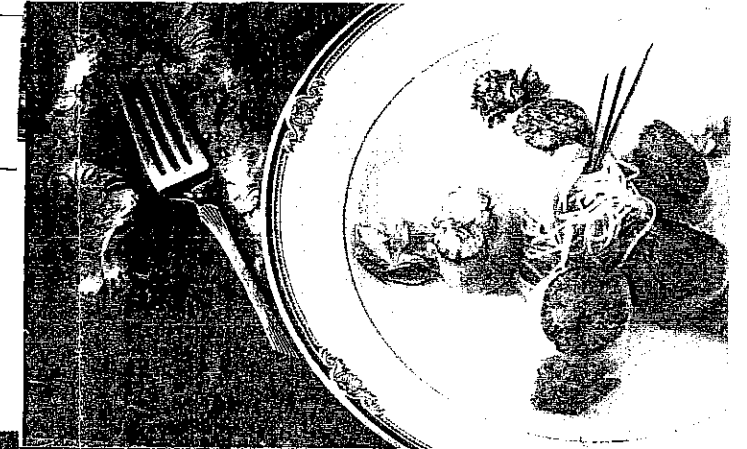
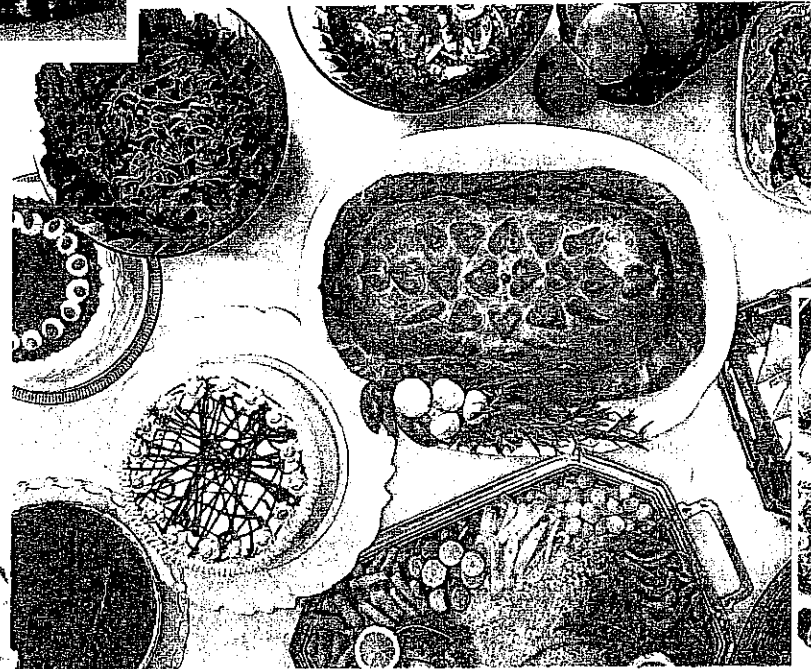
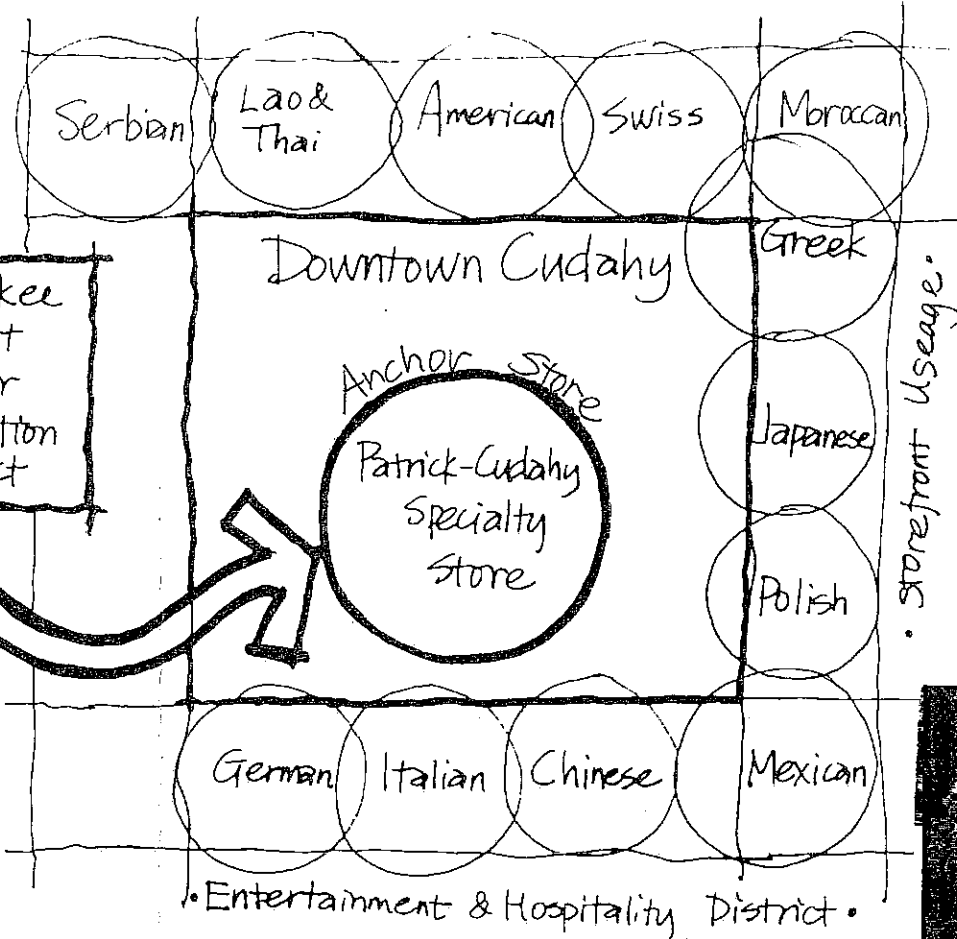


Lakeside Commons-Downtown Cudahy

The Anchor Store

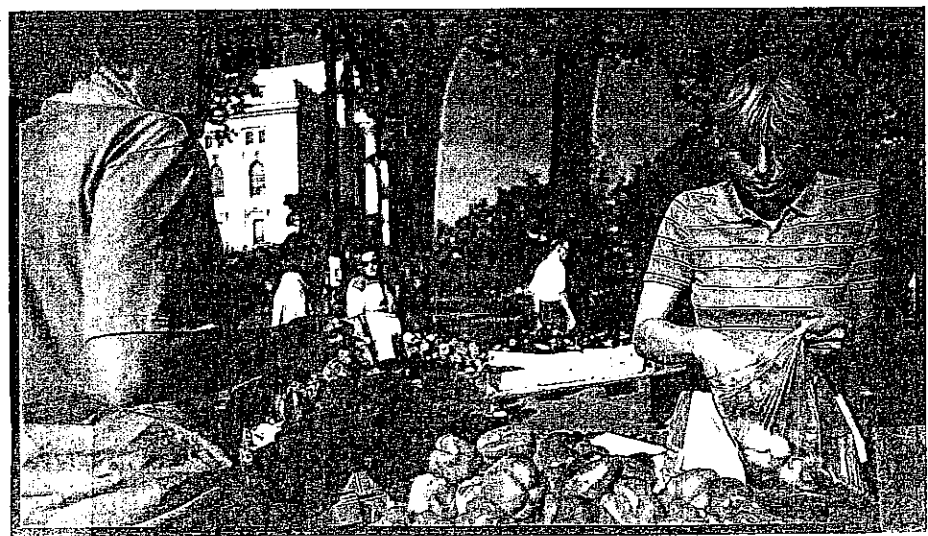
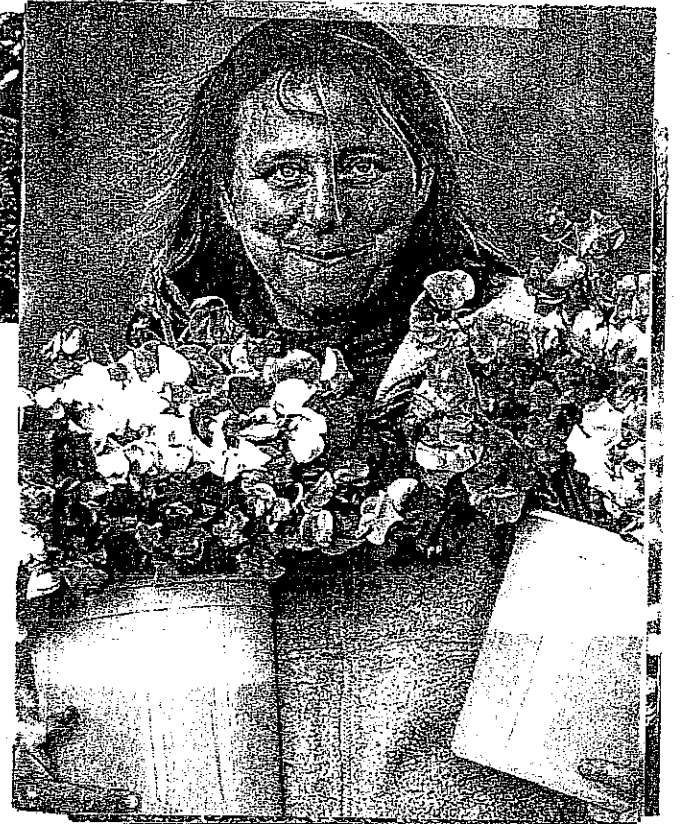
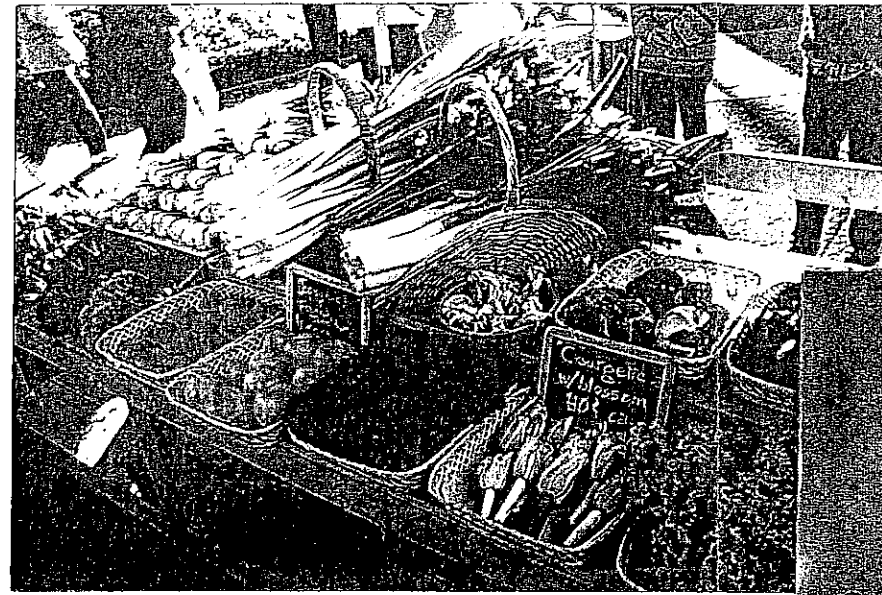
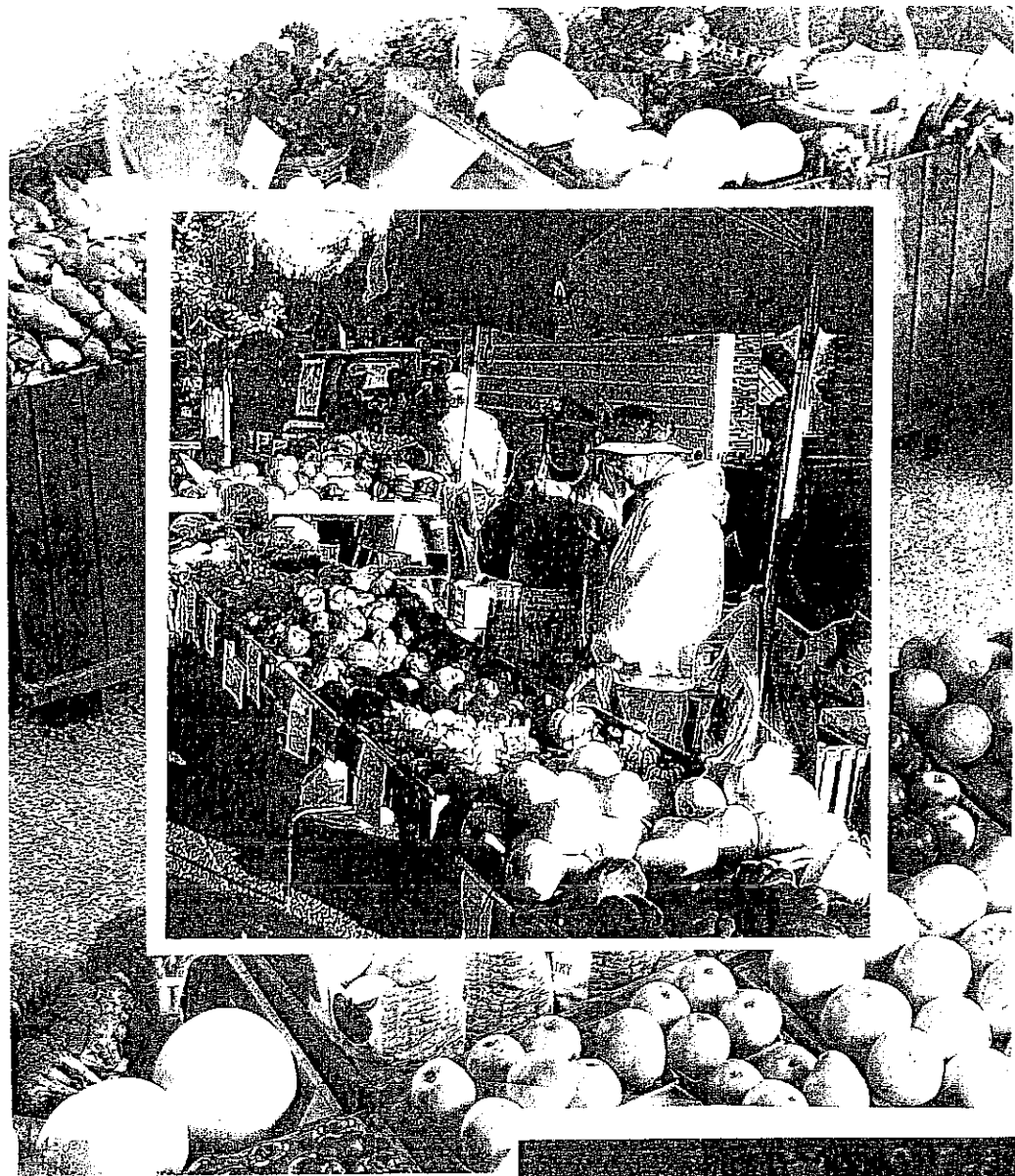


Milwaukee
Airport
Visitor
Convention
District



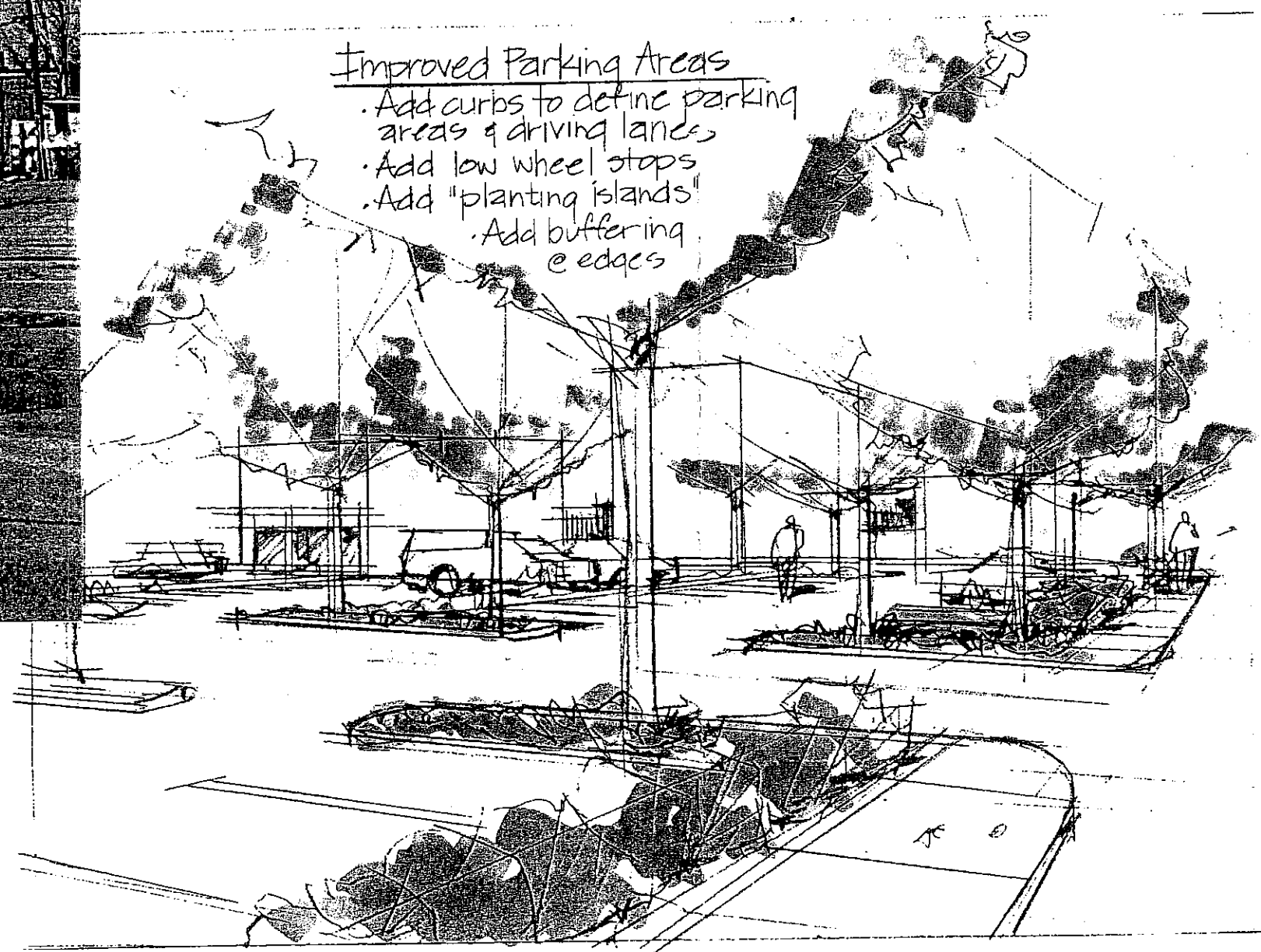
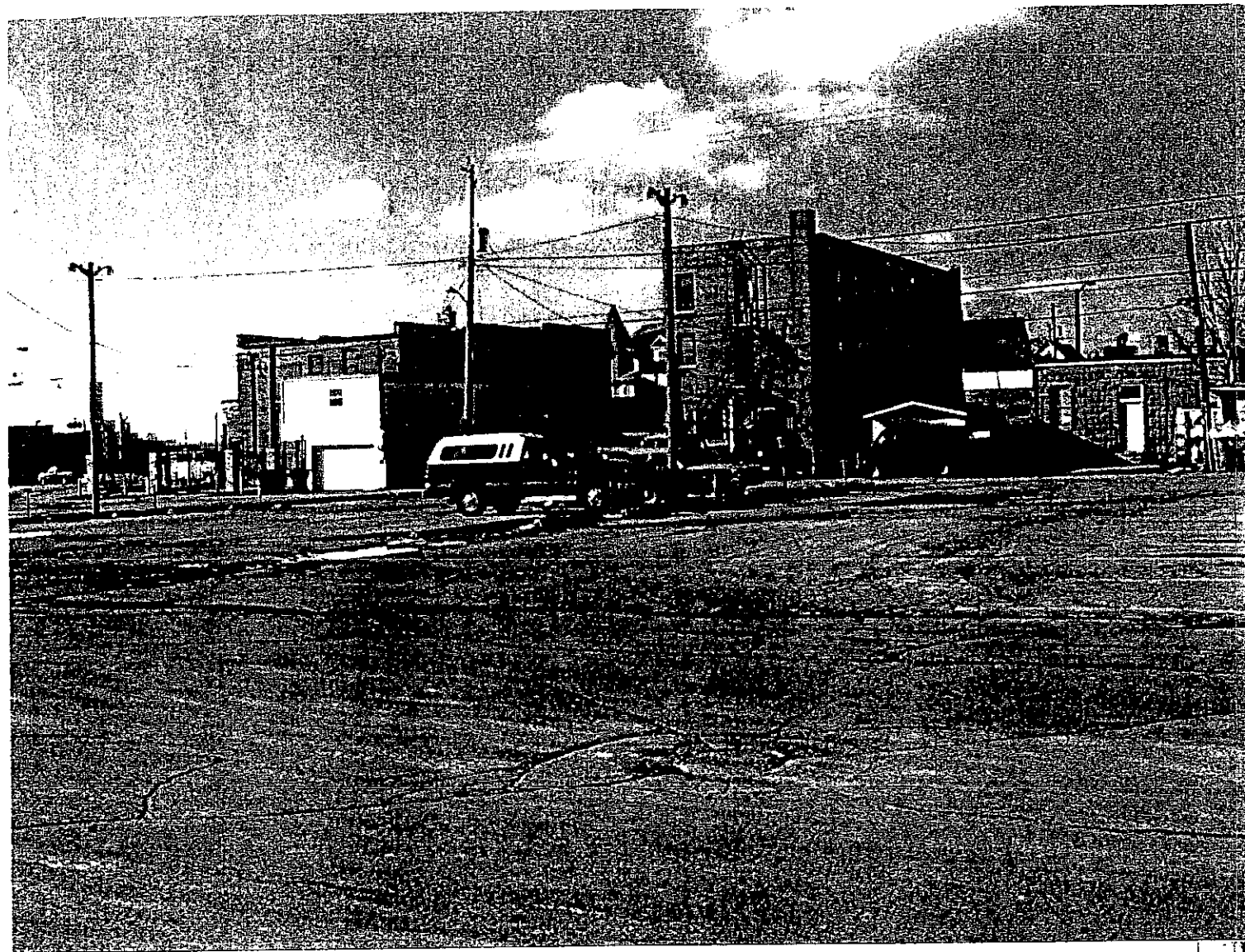
Lakeside Commons—Downtown Cudahy

Ethnic Restaurant District



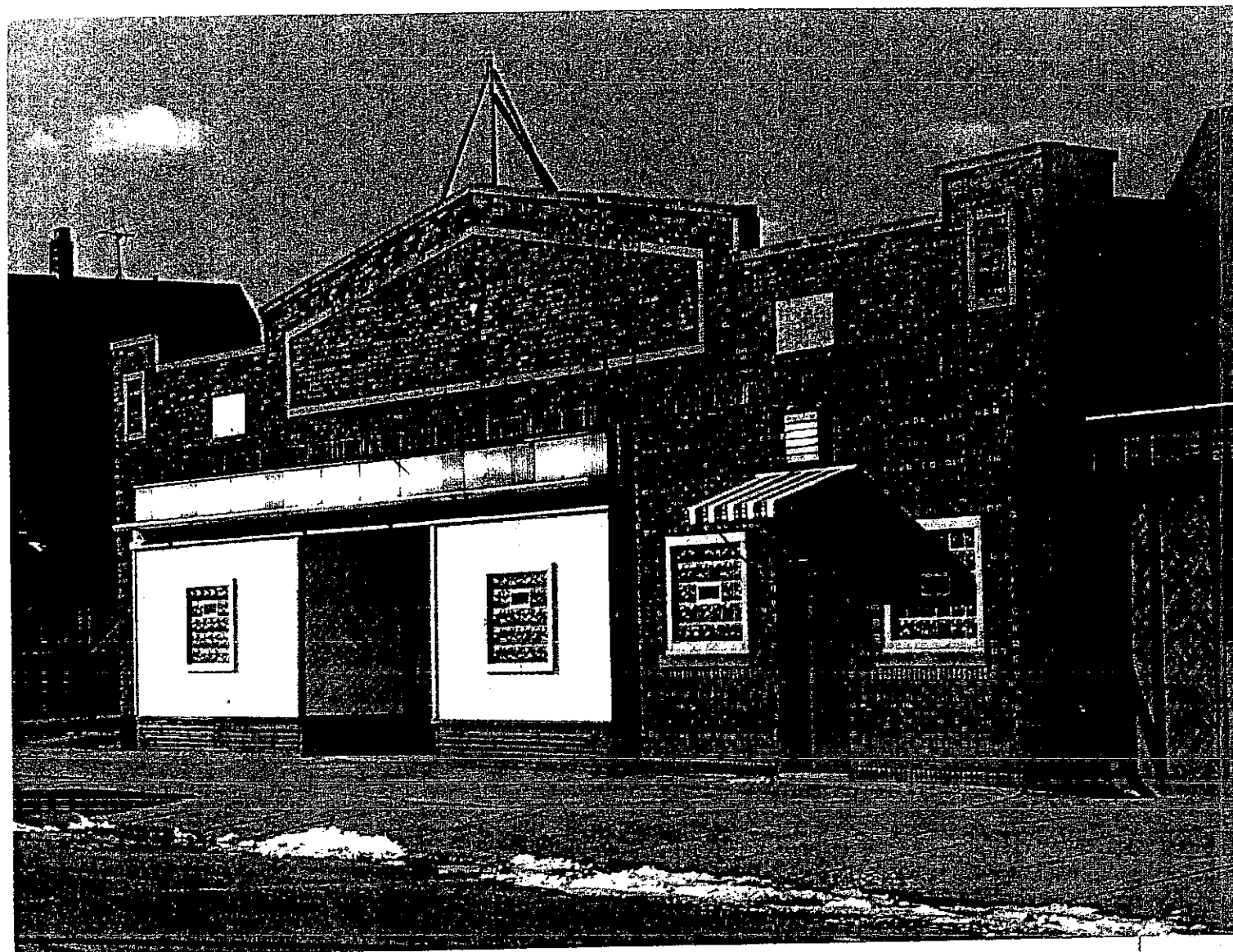
Lakeside Commons-Downtown Cudahy

Farmer's Market



Lakeside Commons—Downtown Cudahy

Public Parking Lot Improvements

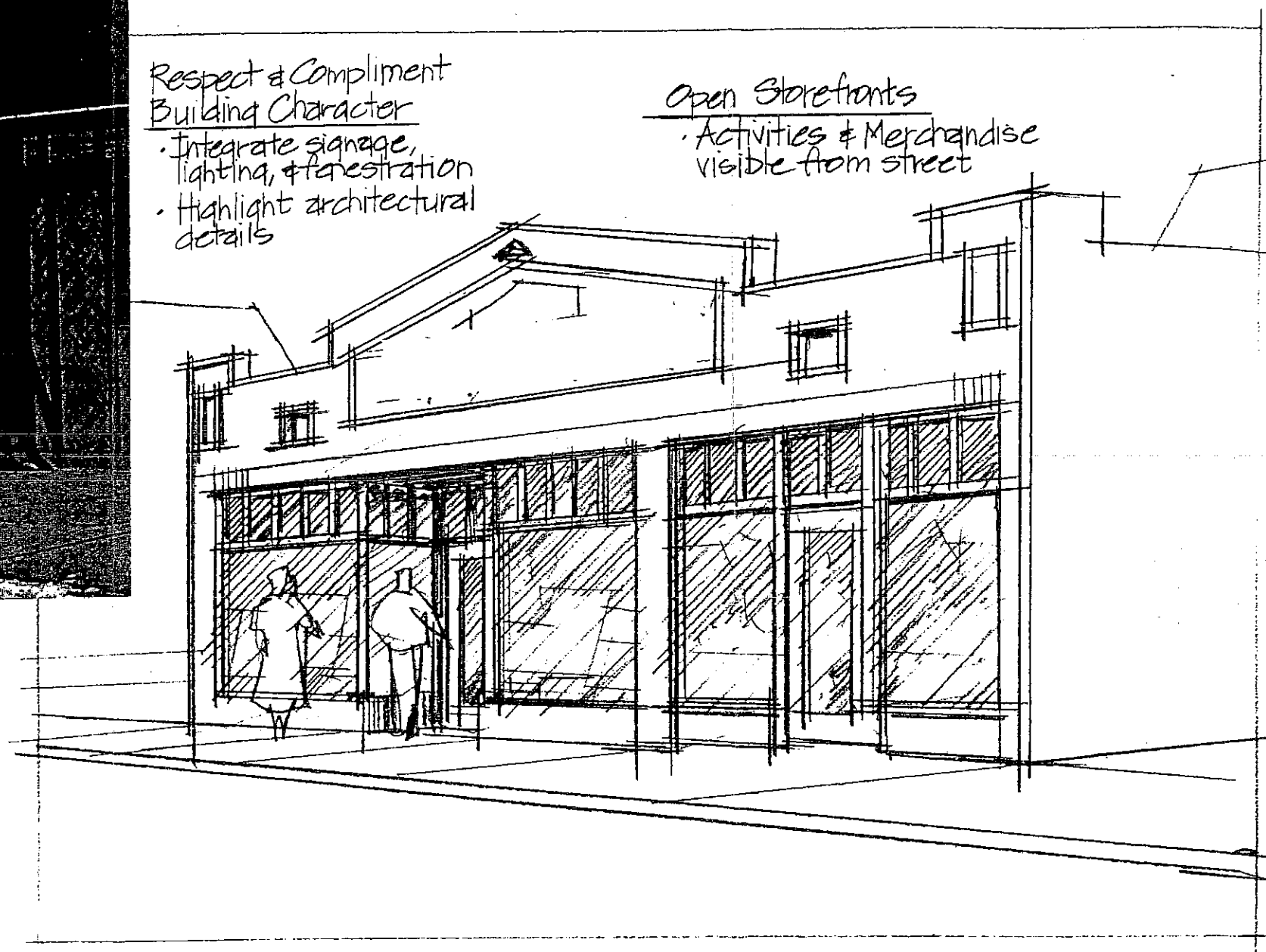


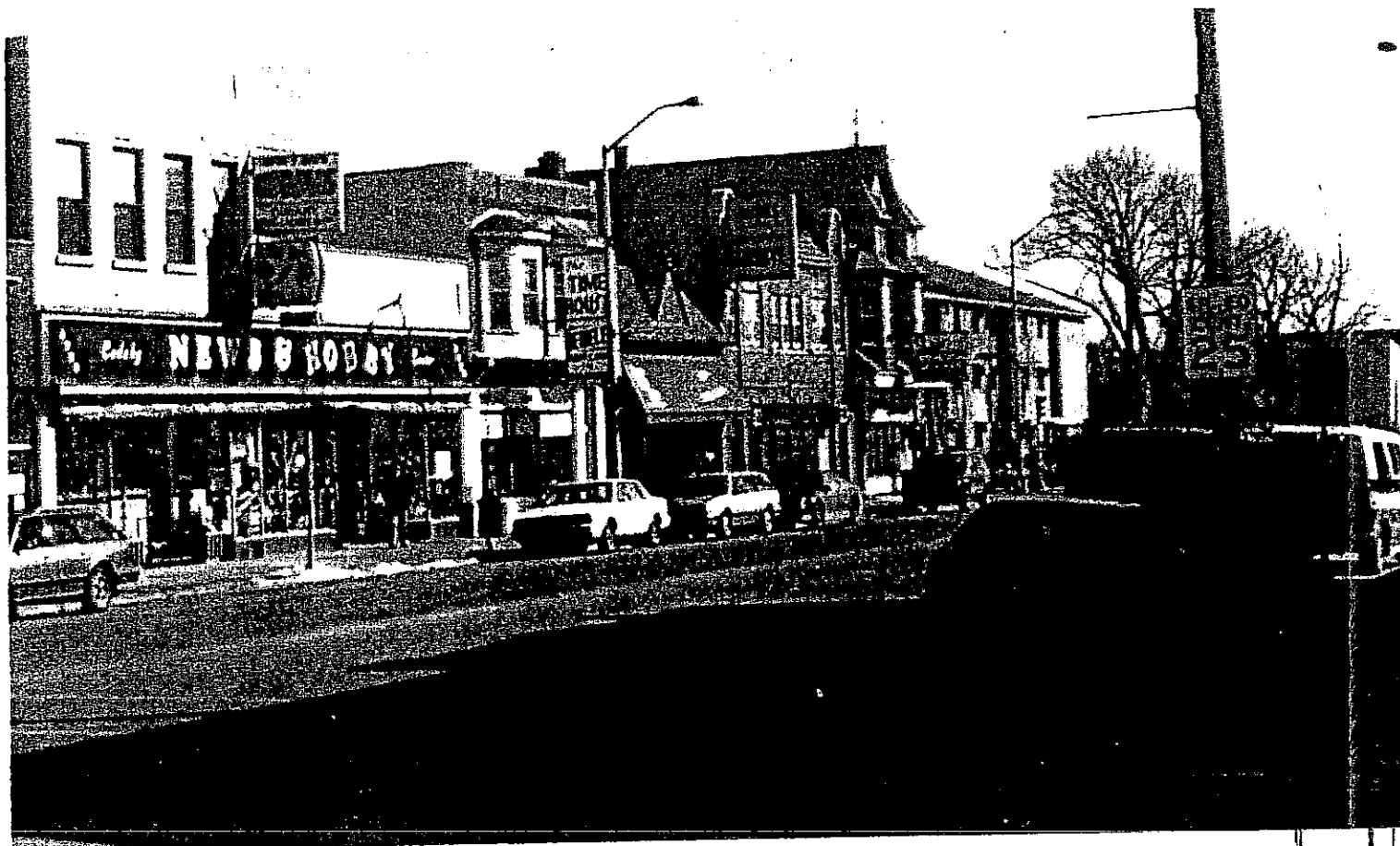
Respect & Compliment
Building Character

- Integrate signage,
lighting, & fenestration
- Highlight architectural
details

Open Storefronts

- Activities & Merchandise
visible from street





Signage Treatment

- Locate signs in "Signage Band"
- Mount signs flush
- Limit size & location of hanging signs
- Light signs externally



Appendix B - Architectural Evaluation

Downtown Cudahy Architectural Evaluation

The goal of the architectural evaluation is to assess the existing downtown building infrastructure in order to determine how each property, from an architectural and historical viewpoint, might best contribute to the goals of the downtown redevelopment plan.

Buildings were characterized in terms of their historic character and significance, possible "adapted" character, existing integrity of the structure's original or adapted character, and the current building condition. Other factors considered during the evaluations include building location, relationships of buildings, etc. Combinations of these traits determined the following general and specific recommendations.

General Recommendations

Structures were classified according to their architectural significance:

"Landmark Buildings" should be given high priority for preservation, restoration, and use. Landmarks are major architectural structures which are highly significant and/or symbolic to the community. Exterior facades should be restored and maintained, and interior character restored if significant. Landmarks should be used for community uses or viable business use which are compatible with the structure.

"Architectural Resources" should be recognized as valuable assets to the downtown and given priority for preservation and restoration. Architectural Resources are structures which have significant architectural character. The potential is high for enhancement. Exterior facades should be restored to enhance original architectural character.

"Potential" buildings should be renovated to restore accessible underlying architectural character. Potential buildings are structures which have been significantly modified, yet, still may have some accessible underlying architectural character. Typically these structures have been modified by covering entire facades with the materials of the period. Potential buildings have the promise of restoring their integrity and contributing to the architectural character of the downtown.

"Corner anchors" should be enhanced and the building massing preserved to create strong definition of the city blocks. Corner Anchors are structures located at the intersection of two streets with prominent architectural features at the corner. These structures are highly visible and help to define the urban blocks.

"Newer Institutions" should be well maintained while considering more appropriate architectural and human scale in future renovations. Newer Institutions are structures which, while not particularly architecturally significant or unique, are significant as an institution.

"Two-Period Structures" structures should be architecturally integrated or front additional removed. Two-Period Structures are structures with incompatible commercial addition/s on front of residence.

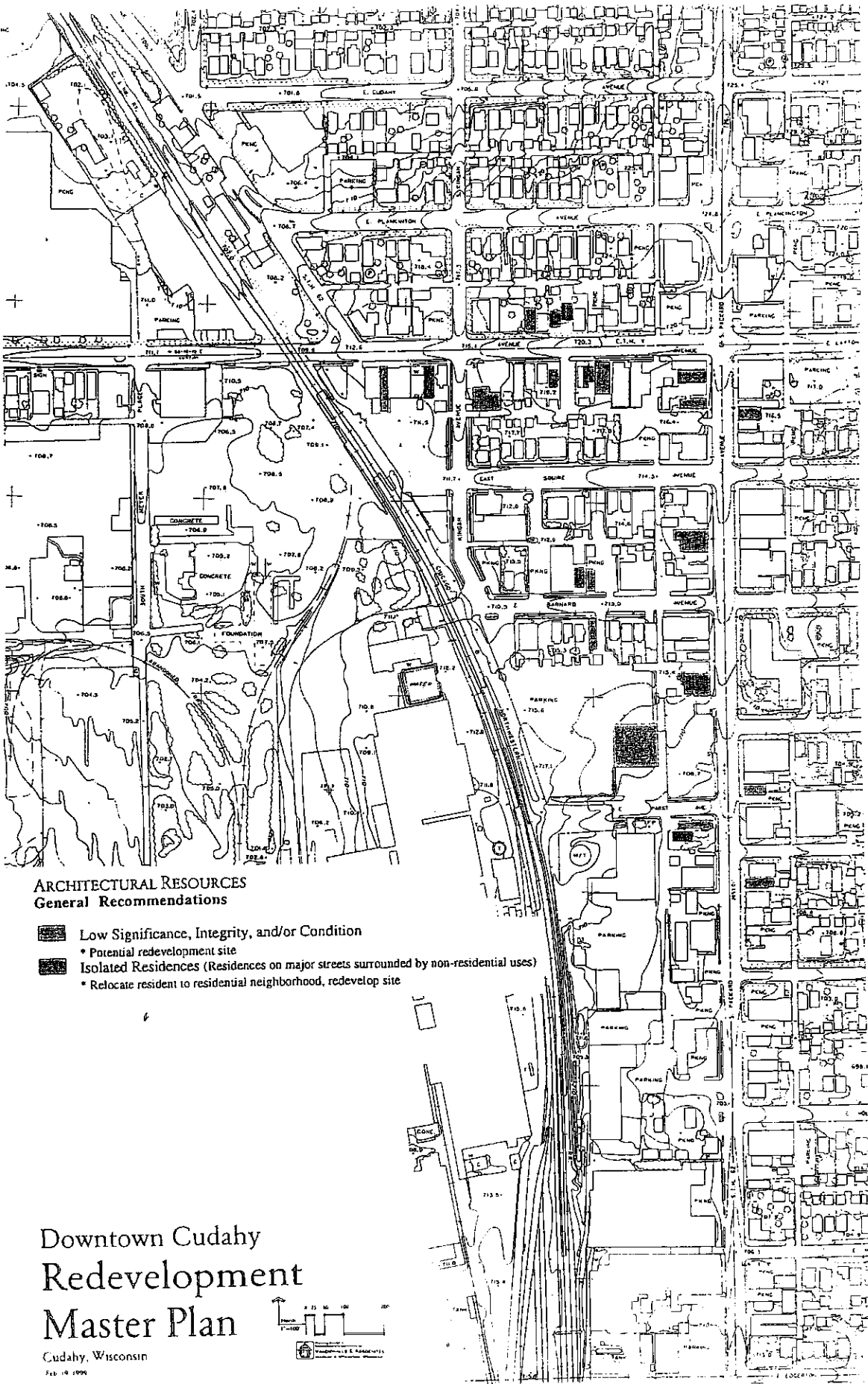
Structures with "low architectural significance and/or integrity" and "poor condition" may be potential redevelopment sites. Isolated residences (Residences on major streets surrounded by non-residential uses) may also be candidates for resident relocation and redevelopment sites.

It is typical for the upper & lower stories of commercial buildings. Through time storefronts have been reconstructed while upper story were relatively unmodified and maintain their integrity. The storefront of these structures should be restored to match the integrity of original upper-story architectural character.



*Many factors contribute to the architectural character and appearance of downtown Cudahy. There are, however, several practices which, together, can make a major contribution to improving downtown Cudahy. These include **building maintenance, restoring building integrity, opening up storefronts, and controlled use of signage.**

Specific Recommendations

- * Community landmark -- Preserve, restore exterior, reuse of interior
 - Lubbert Building
 - Depot
- * Prominent corner -- Restore facade and architectural elements
 - Kinnickinnic & Layton
 - Packard & Layton - Southwest
 - Packard & Carpenter - Northeast
 - Packard & Carpenter - Southeast
- * Prominent corner and entry to the downtown center area -- Redevelop
 - Kingan & Layton - Southeast
 - Packard & Pabst - Southwest
- * Prominent corner of new downtown center area -- Preserve
 - Packard & Barnard - Southwest
- * Mid block, low value structures -- Redevelop
 - 4700 Packard Ave. - West side
 - 4800 Packard Ave. - West side
- * Grouped high integrity properties -- Preserve, restore exteriors
 - 4600 Packard Ave. - East side
 - Packard & Munkwitz - Southeast
- * Grouped large residences -- Preserve, restore, compatible uses, coordinate access
 - Layton Ave. - Three Buildings
- * Neighborhood landmark -- Maintain facade, new signage
 - St. Pauli Club Building

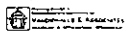
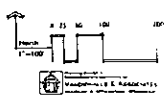


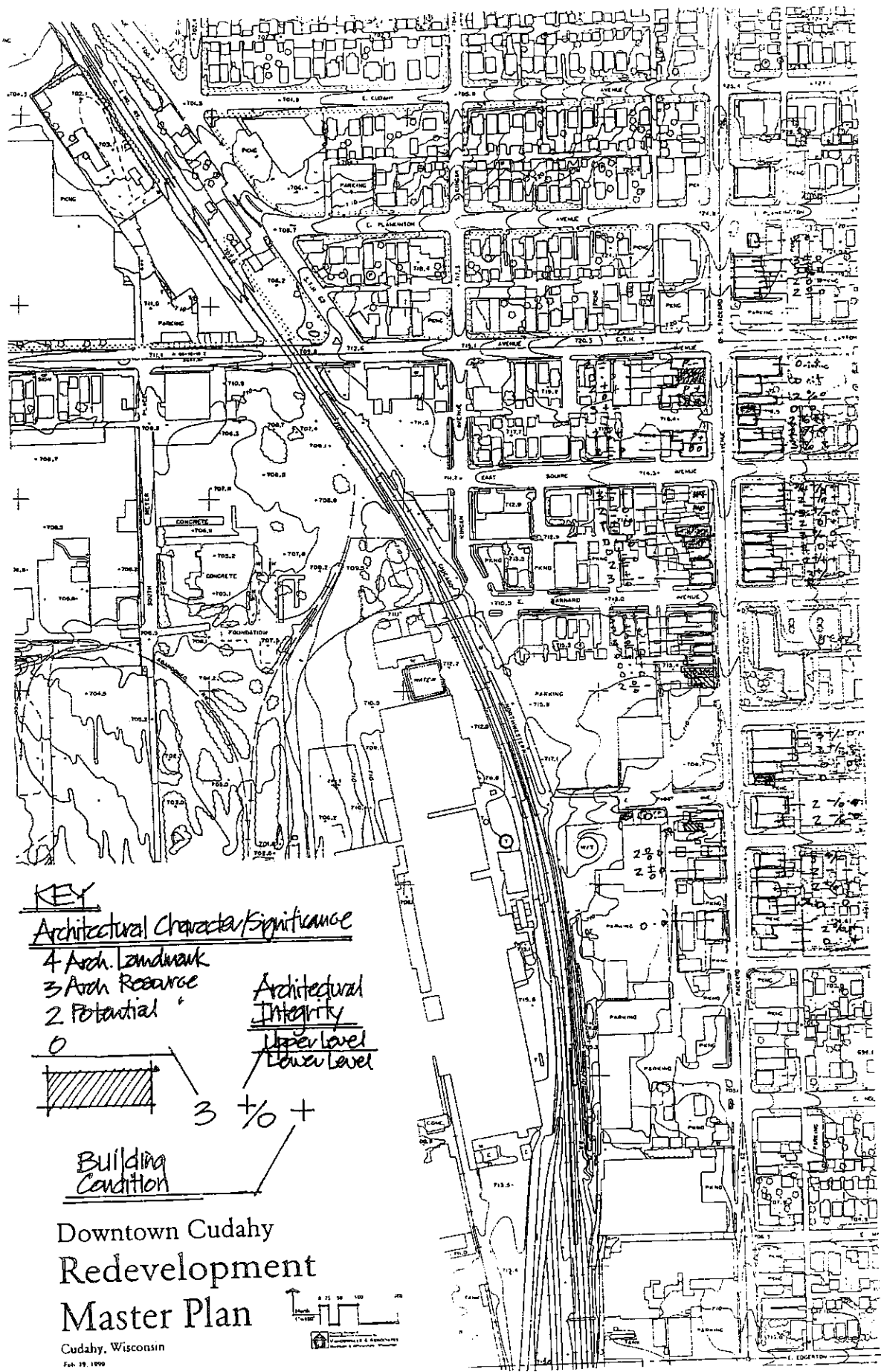
ARCHITECTURAL RESOURCES
General Recommendations

-  Low Significance, Integrity, and/or Condition
- Potential redevelopment site
-  Isolated Residences (Residences on major streets surrounded by non-residential uses)
- Relocate resident to residential neighborhood, redevelop site

Downtown Cudahy
 Redevelopment
 Master Plan

Cudahy, Wisconsin
 Feb. 19, 1999





KEY

Architectural Character/Significance

- 4 Arch. Landmark
- 3 Arch. Resource
- 2 Potential
- 0

Architectural Integrity

- Upper Level
- Lower Level

Building Condition

3 + 0 +

Downtown Cudahy
 Redevelopment
 Master Plan

Cudahy, Wisconsin

Feb 28, 1990

