

Earth Tech, Inc.

# Kenosha-Racine-Milwaukee Alternatives Analysis

Environmental Impact Statement &  
Project Development Phase

## Transit-Oriented Development Portfolio Cudahy, Wisconsin

in association with:

**HNTB**

**CAMBRIDGE**  
SYSTEMATICS

and

American Design

Bay Ridge Consulting

Connectics Transportation Group

Great Lakes Archeological Research Center

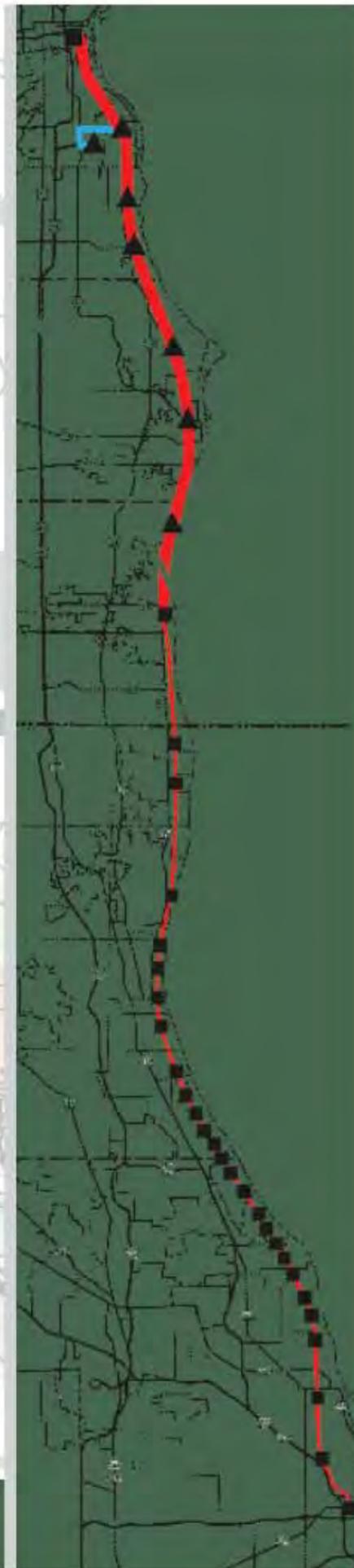
Heritage Research

Martinsek & Associates

Valerie Kretchmer Associates

Prepared for:

**Southeastern Wisconsin  
Regional Planning Commission**

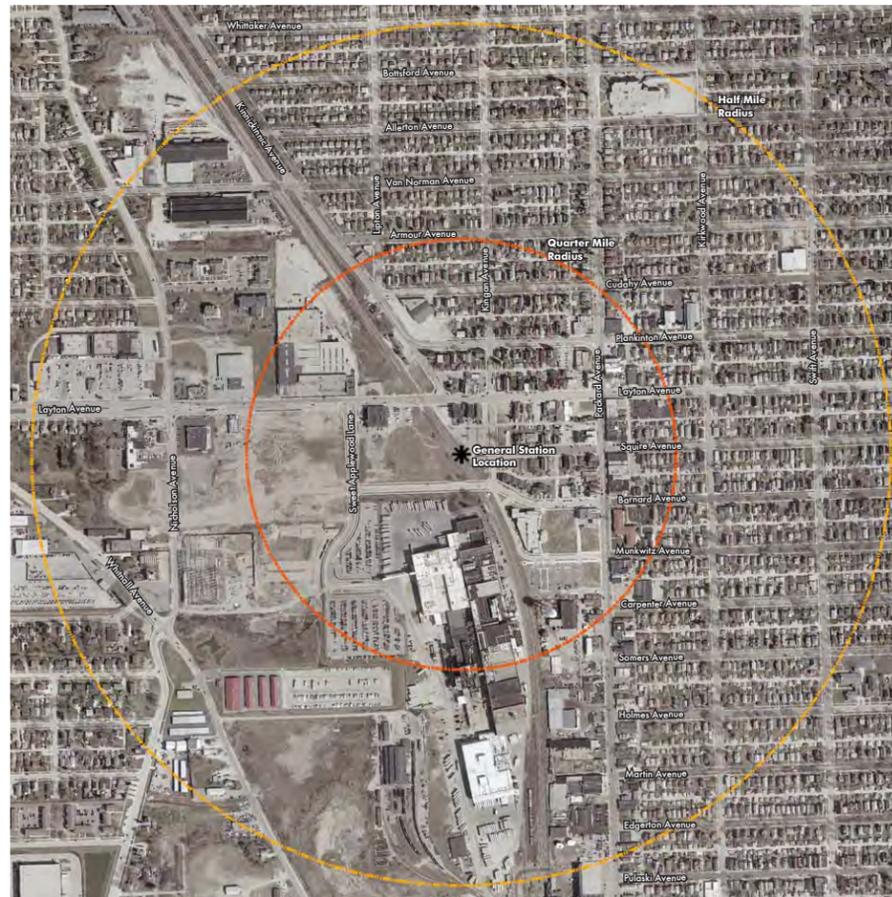


**Introduction**

The City of Cudahy has been actively planning for transit-supportive development within the station area over the last ten years. The program, as discussed in detail below, has resulted in a number of transit-supportive developments consistent with the KRM plan for the station area. Transit-oriented development (TOD) is typically focused within a ten minute walk or 1/2 mile of a transit facility with higher density uses concentrated within a five minute walk or 1/4 mile area.

In order to focus redevelopment and improvement efforts in the central business district south of Layton Avenue, the City is implementing a downtown master plan which recommends that the proposed KRM commuter passenger station be located approximately 1/4 mile south of Layton Avenue, on the west side of the Union Pacific (UP) Railroad tracks. The City has purchased land for the

**Cudahy - St. Francis' 1/2 Mile Station Area**



construction of a station and commuter parking lot. An historic passenger railroad station that formerly served the Chicago and Northwestern Railroad (now the Union Pacific Railroad) is located just north of Layton Avenue. The station is currently used for commercial purposes. A preliminary station layout plan that shows the location of the proposed new station, platforms and parking is located in the *Appendix*. According to data collected for the market assessment prepared by Valerie S. Kretchmer Associates, Inc., the 1/2 mile area surrounding the proposed station has an estimated 2005 population of 4,531 and 2,014 households. Based on 2005 estimates, the proposed station area also has 2,237 jobs. This is attributed in large part to the Patrick Cudahy Company which employs 2,000 people and is located next to the proposed station. Patrick Cudahy is the major employer in the City, and one of the top ten employers in the Milwaukee area. The full market assessment report is located in the *Appendix*.

**Community Issues and Opportunities**

Key stakeholders within the community were interviewed to obtain opinions on “issues” and “opportunities” within the station area. In addition, a public workshop was held on March 2, 2006 at the Cudahy City Hall to solicit community input. The primary issues and opportunities identified in both the workshop and interviews are summarized below. The complete summaries of the interviews and workshop are located in the *Appendix*.

**Key Issues:**

- Cudahy is in transition from an “industrial town” of the past to a “bedroom” community
- Major industrial employers in the past have gone out of business or reduced the number of employees
- The annual income levels in the City are declining
- Residents are concerned with increasing property taxes

**Key Opportunities:**

- The proposed station provides great access to downtown Milwaukee and General Mitchell International Airport
- There has been major transformation/development in the downtown
- Patrick Cudahy has created major employment opportunities for the community
- A new public library is a key asset in town

- New townhomes and condominiums in the downtown have provided new housing opportunities

**Existing Land Use**

*Existing Land Use* is illustrated in *Figure G.1* on page G3.

The station study area contains a mix of residential, industrial, civic, and commercial uses. Packard Avenue, which has historically been the downtown “Main Street” in Cudahy, is also within the station area. The Patrick Cudahy Company, now 126 years old, is the primary land use and employer in the immediate station area. In addition, there is a large vacant parcel commonly known as the Lakeport Village site.

In 1999, the City of Cudahy prepared a Downtown Master Plan for the area bounded by Plankinton Avenue on the north, Kirkwood Avenue on the east, Somers Avenue on the south, and the UP Railroad tracks on the west. The effort emphasized transit-supportive land use development patterns. This Plan was updated in 2005 to include properties west of the railroad. To implement the Plan, the City prepared a redevelopment strategy that included the creation of a tax increment finance (TIF) district. The City also purchased several properties for redevelopment within the downtown area and is undertaking streetscape and infrastructure improvements west of the railroad tracks. New developments supported by the Plan include townhomes on Barnard and Squire Avenues, a new public library, and employee parking lot and building expansion for the Patrick Cudahy Company. Additionally, condominium construction is about to commence adjacent to the new public library. The Master Plan update has targeted a site on the west side of the UP Railroad tracks, south of Layton Avenue, for mixed-use development, including a new train station, retail, and entertainment uses.

**Existing Access and Circulation Patterns**

*Existing Access and Circulation Patterns* are illustrated in *Figure G.11* on page G4.

The two major arterials serving the station area are Layton Avenue and Packard Avenue. Layton Avenue, an east-west arterial, provides access between downtown Cudahy and the Lake Michigan lakefront to the east and General Mitchell International Airport to the west. Packard Avenue is the north-south arterial

serving the main retail core of the City. The proposed station location can be accessed off of both of these streets via local roads. Regional automobile access between Cudahy and Milwaukee is provided by the newly constructed Lake Parkway which is accessed off of Layton Avenue to the west of the study area. Additionally, Interstate 94, approximately three miles west of the study area, provides regional access to both Milwaukee and Chicago.

With compact blocks and a traditional street grid, the proposed Cudahy Station is easily accessible by foot for those residents living north, east, and south of the downtown. The sidewalk system within the station area is largely complete. The signalized intersection of Layton and Packard Avenues provides a safe crossing for pedestrians and cyclists.

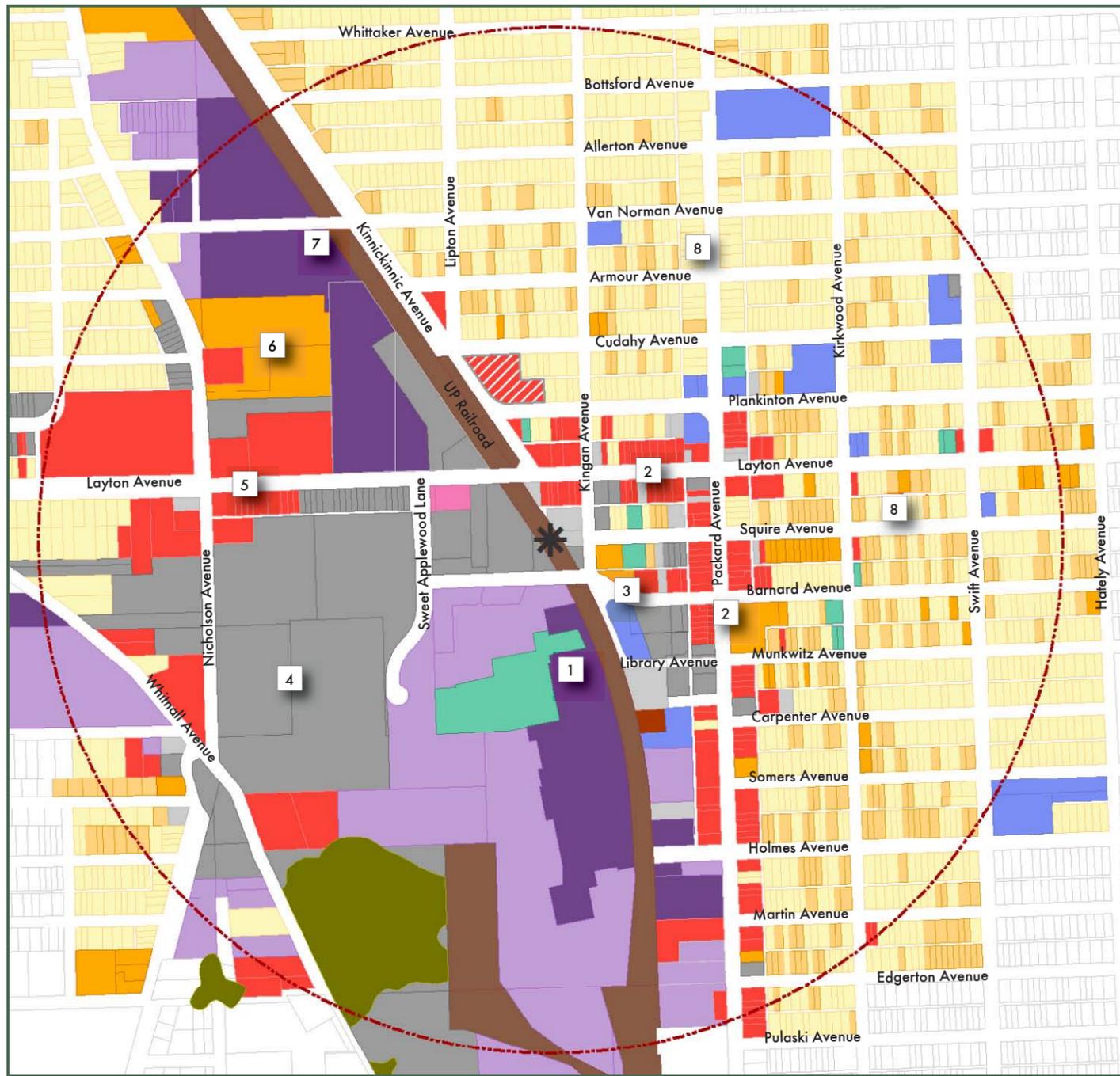
The Milwaukee County Transit Agency operates bus service within Cudahy. Bus Routes 55 and 15 serve the Layton Avenue and Packard Avenue corridors, respectively.

### Existing Urban Design Conditions

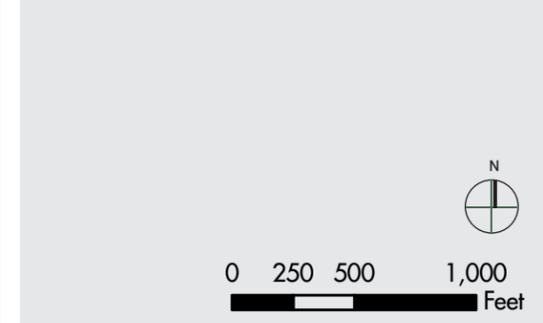
*Existing Urban Design Conditions* are illustrated in *Figure G.III* on page G5.

The east and west sides of the Union Pacific Railroad have different development and access patterns. East of the railroad, the station area has a traditional grid street pattern. Residential development consists largely of single-family residential dwellings that face the street. Many of the homes have front porches, and detached garages accessed off of alleys which create a pedestrian-friendly walking environment. The area west of the railroad was developed with large-scale industrial uses, breaking the grid street pattern which exists throughout much of the City. West of the large Patrick Cudahy facility which is immediately adjacent to the proposed station is a largely vacant area that is the site of former industrial buildings that have been demolished for redevelopment. As the area redevelops, it is important that the grid street fabric be reinitiated in the area west of the proposed station location.

Most of the existing retail uses within the station area are located along the major street corridors of Packard and Layton Avenues. The building pattern along these street frontages are aligned as a pedestrian "street wall" with storefronts oriented to public sidewalks, supporting a walking environment.



Existing Land Use	Acres
<b>Residential</b>	
Single Family	108 acres
Two Family	29 acres
Multi-Family (1-3 stories)	13 acres
<b>Commercial</b>	42 acres
Office	7 acres
Mixed Use	< 1 acres
<b>Industrial</b>	34 acres
Wholesaling & Storage	46 acres
<b>Institutional</b>	10 acres
Utilities & Communications	< 1 acres
Railroad Right of Way	21 acres
Parking	5 acres
Vacant	71 acres
Vacant Buildings	



- Patrick Cudahy is a major food-processing employer, as well as, the City's namesake.
- Packard Avenue and portions of Layton Avenue serve as the City's traditional mixed-use downtown, and focus for revitalization efforts.
- A new public library was recently constructed to serve as a downtown focal point.
- This former industrial area has been cleared for future redevelopment
- Layton Avenue is an auto-orientated commercial corridor.
- New multi-family housing establishes a precedent as nearby commercial and industrial uses become obsolete or vacant in the future.
- Long-standing industrial uses serve as local employers and diversify the City's tax base.
- Single and two-family neighborhoods provide a customer base for downtown and a ridership base for the proposed station.

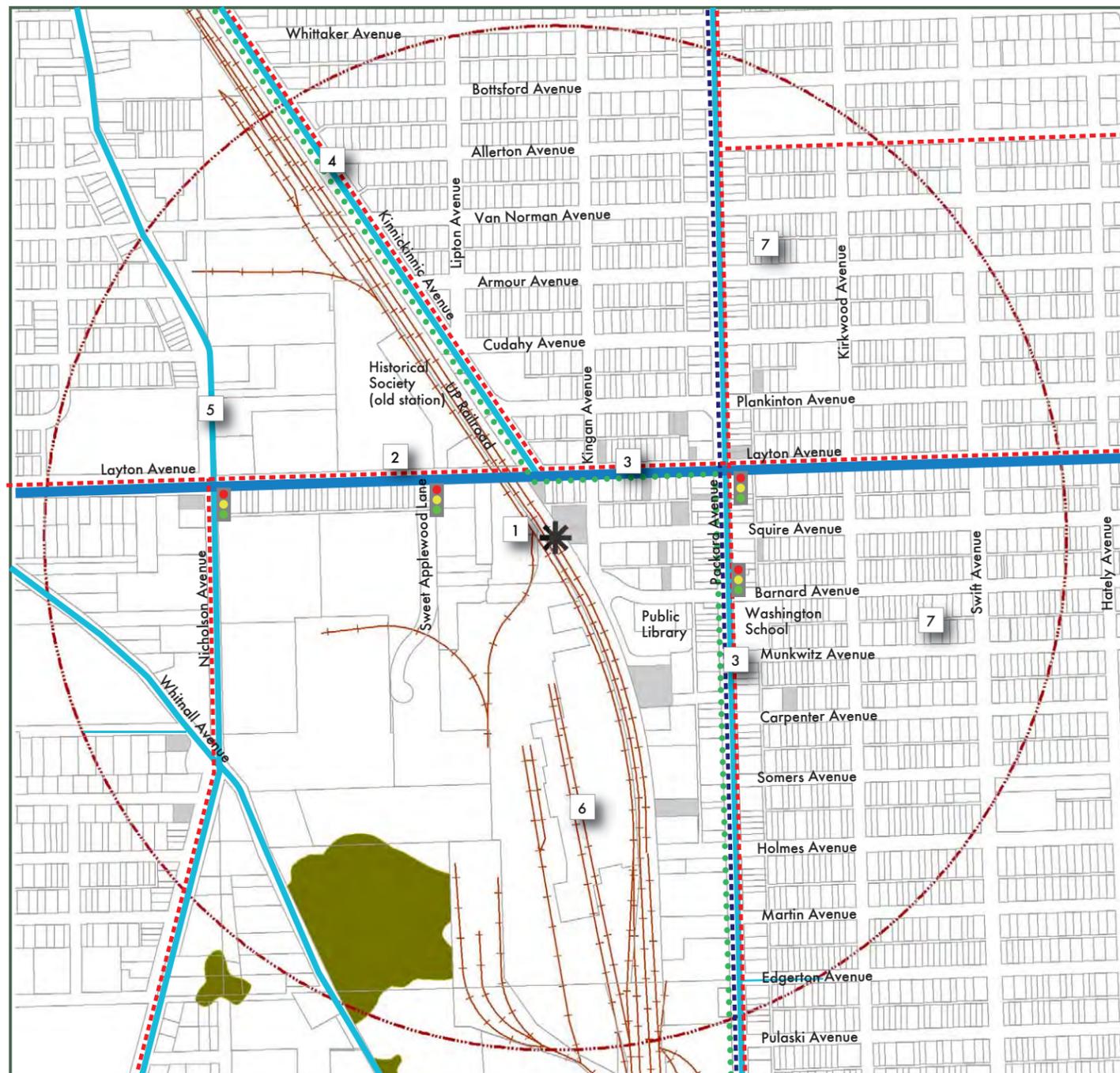
Figure G.1  
Existing Land Use  
Cudahy - St. Francis  
Station Area

Clockwise from right:  
Patrick Cudahy Offices  
Mixed-Uses on Packard Avenue  
New Public Library



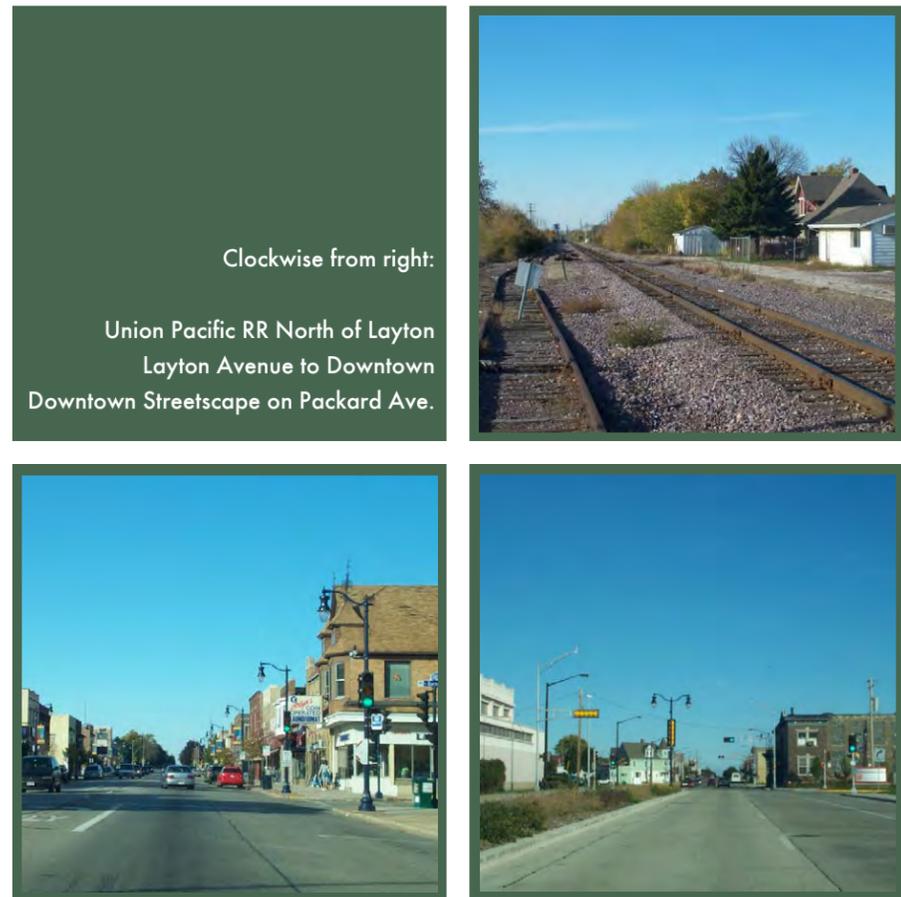
**KRM: A PLAN FOR**  
**THE KENOSHA - RACINE - MILWAUKEE**  
**COMMUTER LINK**

Figure No. G.II  
Existing Access and  
Circulation Patterns  
Cudahy-St. Francis  
Station Area



- General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments
- Parking
- Wetlands
- Street, Collector
- Street, Arterial
- Bus Route
- Bus Route - Park n' Ride
- Bike Route
- Railroad
- Existing Stop Lights

1. Cudahy's 2005 Redevelopment Master Plan proposes a new train station west of the railroad and south of Layton.
2. Layton Avenue is the primary arterial from I-94 to the proposed station and downtown Cudahy.
3. The traditional downtown streetscape on Packard Avenue and portions of Layton Avenue provides a pedestrian-friendly environment.
4. Kinnickinnic Avenue is the primary collector from the City of St. Francis to the proposed station in Cudahy.
5. Nicholson Avenue is an auto-orientated collector, and does not provide pedestrian-friendly connections to the proposed station.
6. Union Pacific Railroad spurs support Patrick Cudahy's distribution from its meat-processing facilities.
7. Pedestrian-orientated residential neighborhoods provide a pleasant walking environment to the proposed station.

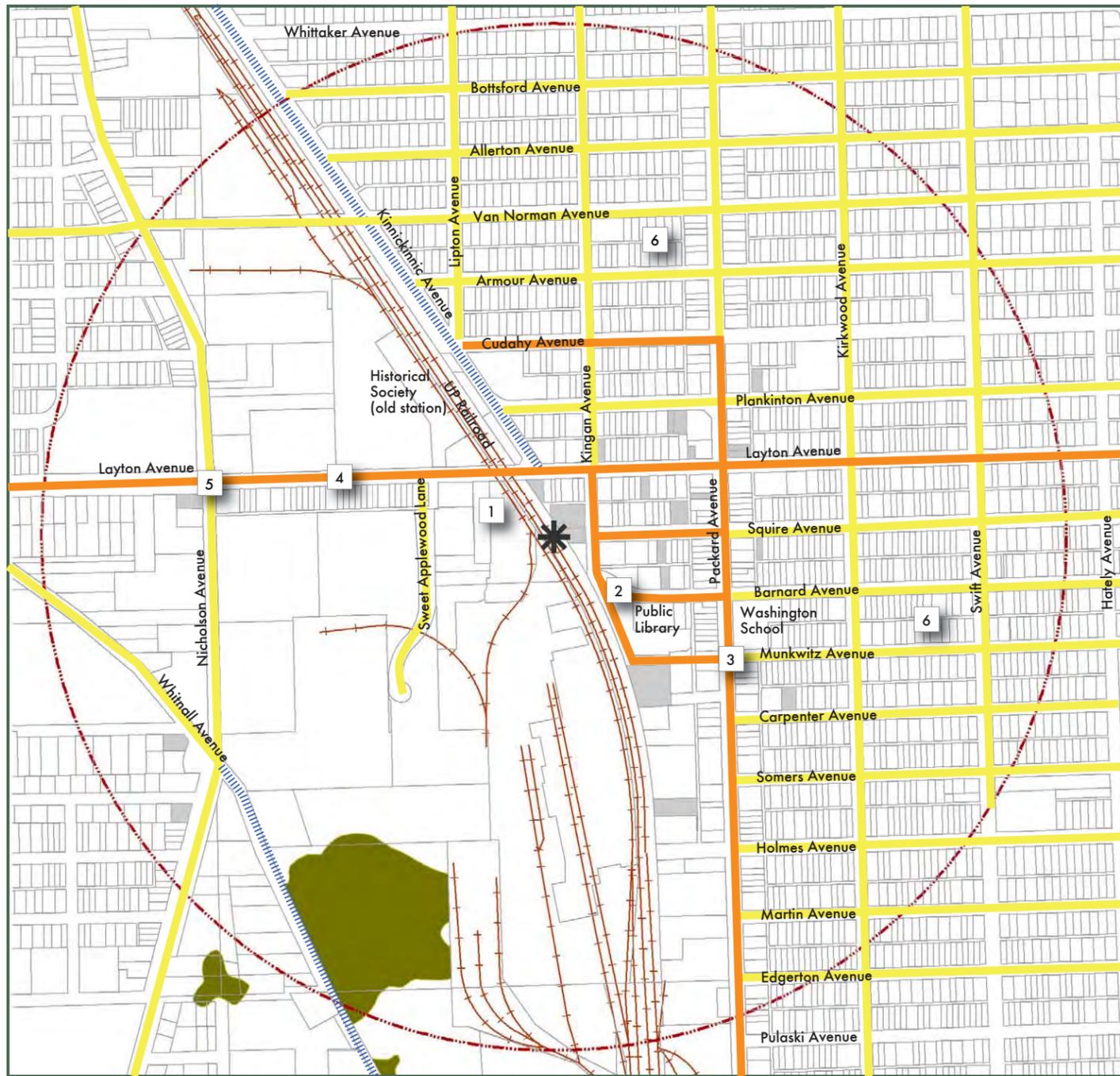


Clockwise from right:

Union Pacific RR North of Layton  
Layton Avenue to Downtown  
Downtown Streetscape on Packard Ave.

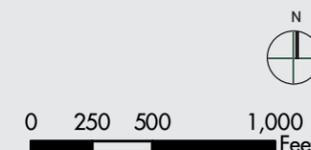
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**THE KENOSHA - RACINE - MILWAUKEE**  
**COMMUTER LINK**





- General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments
- Parking
- Wetlands
- Streetscape\*
- Sidewalks and Curb Ramps
- No Sidewalks
- Railroad

\*In addition to sidewalks and curb ramps, streetscape areas have created special pedestrian oriented environments including such amenities as lighting, landscaping, street furniture, signage and public art.



1. The proposed station west of the railroad and south of Layton Avenue is being used as a catalyst for redevelopment.
2. New townhomes and public library on Barnard Avenue establish a base for redevelopment projects.
3. Downtown Cudahy provides a pedestrian-friendly streetscape with mixed-uses, new lamp posts, sidewalk treatments and welcome banners.
4. Through the City's redevelopment efforts, Layton Avenue is transitioning from an auto-orientated environment to pedestrian-orientated environment.
5. The Layton/Nicholson Avenue intersection is unattractive and should be improved as a downtown entry way location.
6. Traditional residential neighborhoods contain a dense urban grid of single- and two-family homes.

Figure No. G.III

## Existing Urban Design Conditions Cudahy-St. Francis Station Area

Clockwise from right:

Cudahy Historic Rail Station  
Downtown Cudahy Streetscape  
New Townhomes in Downtown



## KRM: A PLAN FOR THE KENOSHA - RACINE - MILWAUKEE COMMUTER LINK



**Introduction**

The City of Cudahy has invested a great deal of time and financial resources to revitalize its downtown and the proposed station area. While Cudahy has a reputation as an industrial community, its redevelopment initiatives are changing this image. Younger residents are moving into the City because of its affordable housing stock and public amenities, such as lakefront parks, a new library, and its convenient access to downtown Milwaukee.

There are significant employers within and in close proximity of the station area. In addition to Patrick Cudahy which employs approximately 2,000 people, the Ladish Company located on Packard Avenue to the south of the station area and the St. Francis Business Park located to the west of the proposed station on Layton Avenue also employ a significant number of people. Ladish employs approximately 600 people.

While situated east of the station area, the proximity of Lake Michigan and the Milwaukee County parks along the lakefront are amenities that are likely to draw new residents and visitors to downtown Cudahy. Given the proximity to the lakefront approximately one mile away, connections between the station and this amenity should be a priority. General Mitchell International Airport, located west of the station area, could also be a major draw for transit riders. Additionally, access between Cudahy and Milwaukee, via Lake Parkway, is a key attraction within the station area.

The City of Cudahy has been instrumental in assembling land for new residential development within the station area. A townhouse development has recently been constructed and there are plans for additional multi-family development near the new library within the station area. As such, the momentum exists for increased residential construction.

**Market Potential**

As part of the station area planning process, a detailed market assessment was conducted to determine the City of Cudahy’s future market demand and development potential between 2005 and 2020 for the ½ mile station area. Based on currently development trends and long-term population and employment projections, Cudahy - St. Francis’ station area market demand has been determined for residential, retail, and office uses (see *Table 1*). The full market assessment report is located in the *Appendix*.

**Table 1  
Cudahy - St. Francis Station Area Market Demand, 2005-2020**

	2005-2010	2010-2015	2015-2020	TOTAL
<b>Residential Units</b>	82	130	146	358
<b>Retail (square feet)</b>	20,000-30,000	25,000-35,000	25,000-35,000	70,000-100,000
<b>Office (square feet)</b>	5,000-10,000	15,000-20,000	20,000-25,000	40,000-55,000

Source: Cudahy Market Assessment (June 2006), Valerie S. Kretchmer Associates, Inc.

The market assessment indicates a demand for 358 new housing units (24 per year on average) within the ½ mile station area by the year 2020. It is expected that retail space will be located primarily along Packard and Layton Avenues. A portion of the vacant Lakeport Village site west of the proposed station is also likely to be developed with retail use, most likely on the Layton Avenue frontage. It is further expected that a total of 70,000-100,000 square feet of retail uses could be absorbed in the downtown area within the next 15 years. Future office demand is limited, however; a small amount of space could be absorbed in small freestanding single- or multi-tenant office buildings, or as part of mixed-use structures.

It is important to point out that the market assessment is but one element to be considered in developing preliminary land use concepts for the station area. Community policies and preferences for future development, and the long-term nature of the transit-supportive land use program are among these factors. While the market analysis looked 15 years into the future, regional planning projections for the study area consider a 30-year planning horizon. Therefore, these market demand numbers are used as a basis for the build out 2035 scenario presented in *Table 3*, in “Economic Effects.”

**Future Land Use**

*Preliminary Future Land Use* is illustrated in *Figure G.IV* on page G8.

The proposed land uses within the station area are meant to support and build upon Cudahy’s key assets, including the concentration of civic facilities, the traditional “Main Street” retail core, public lakefront access, and affordable neighborhoods. The future land use recommendations are consistent with the approved Cudahy Downtown Master Plan (1999) and the Downtown Redevelopment Master Plan Update (2005). For areas outside of the downtown, (i.e. east

of Kirkwood Avenue and north of Plankton Avenue), the Plan suggests low- to medium-density multi-family development to encourage a wider variety of housing options closer to the central business district.

Land use recommendations within the Plan further suggest that the area west of the commuter station be comprised of commercial, mixed-use, office, entertainment and industrial uses. Mixed-use development opportunities are encouraged along both Packard and Layton Avenues, consistent with the downtown pedestrian-oriented character of the area.

A comparison of existing and future land use within the ½ mile station area is presented in *Table 2*.

**Table 2  
Comparison of Existing and Future Land Uses, 2005-2035**

	Existing Land Use (Acres)	Future Land Use (Acres)	Net Change
<b>Single Family/ Low Density Residential</b>	137	84	(39%)
<b>Multi-Family Residential</b>	13	79	508%
<b>Commercial</b>	42	43	2%
<b>Mixed Use</b>	0	34	N/A
<b>Office</b>	7	7	0%
<b>Entertainment</b>	0	12	N/A
<b>Institutional</b>	10	11	10%
<b>Industrial/ Warehousing and Storage</b>	80	79	(1.3%)
<b>Open Space</b>	0	15	N/A
<b>Vacant</b>	71	0	N/A

Source: HNTB Corporation (June 2006)

**Future Access and Circulation Patterns**

*Preliminary Future Access and Circulation Patterns* are illustrated in *Figure G.V* on page G9.

To facilitate pedestrian access to the station, improvements are recommended for nearby crosswalk areas. New sidewalks into the station area are necessary, particularly from the west where there are currently few pedestrian connections in place. Directional signage, clearly-marked crosswalks, and pedestrian light-

ing will improve accessibility to the station. Bicycle access could be improved through designated on-street routes to the station and the inclusion of bicycle storage facilities.

To improve vehicle access and parking at the station, an additional access road off of Layton Avenue is proposed and a parking facility is recommended on the west side of the Union Pacific (UP) Railroad tracks. Additional parking should also be provided in a shared parking structure as part of a future mixed-use development within the station area.

Access between the station and other attractions in Cudahy can be improved with enhanced bus and shuttle service. Bus and shuttle service could serve the station area and in particular, provide connections between the airport, employment areas, and the lakefront.

The preliminary station layout is located in the *Appendix*.

**Future Urban Design Framework**

The *Preliminary Future Urban Design Framework* is illustrated in *Figure G. VI* on page G10.

The urban design framework recommends a continuation of the grid street pattern which currently exists on the east side of the railroad, with streetscape enhancements, including decorative lighting and street trees. These treatments should also be applied to new development areas to the west to create a pedestrian-friendly environment. Maintaining a consistent “street wall” for new development is also important. Gateway features, including architectural elements, landscaping, street trees, as well as public art would be appropriate in areas entering the downtown from the north, south, east, and west. *Figure G. VII, Illustrative Perspectives*, depict potential urban design improvements in the station area.

**Economic Effects**

The future economic effects are based on the key areas “subject to change”. A map insert in *Figure G.IV* identifies key areas “subject to change” within the station study area. Areas subject to change include key vacant sites and under-utilized properties. When preliminary land use recommendations for the station

area are applied to these locations, a general “order of magnitude” station area development potential can be identified. Using this methodology, the Cudahy - St. Francis station area could accommodate an additional 2,140 residential units, 1.15 million square feet of commercial, and 87,000 square feet of office by the year 2035 (see *Table 3*). This results in a total projected 2035 population in the half mile area of 6,356, an increase of 44% from the 2005 population estimate of 4,531. Employment (number of jobs) is expected to almost double to 4,437, up from the 2005 estimate of 2,237. This future development would reflect an increase in assessed value (in 2006 dollars) amounting to \$645 million.

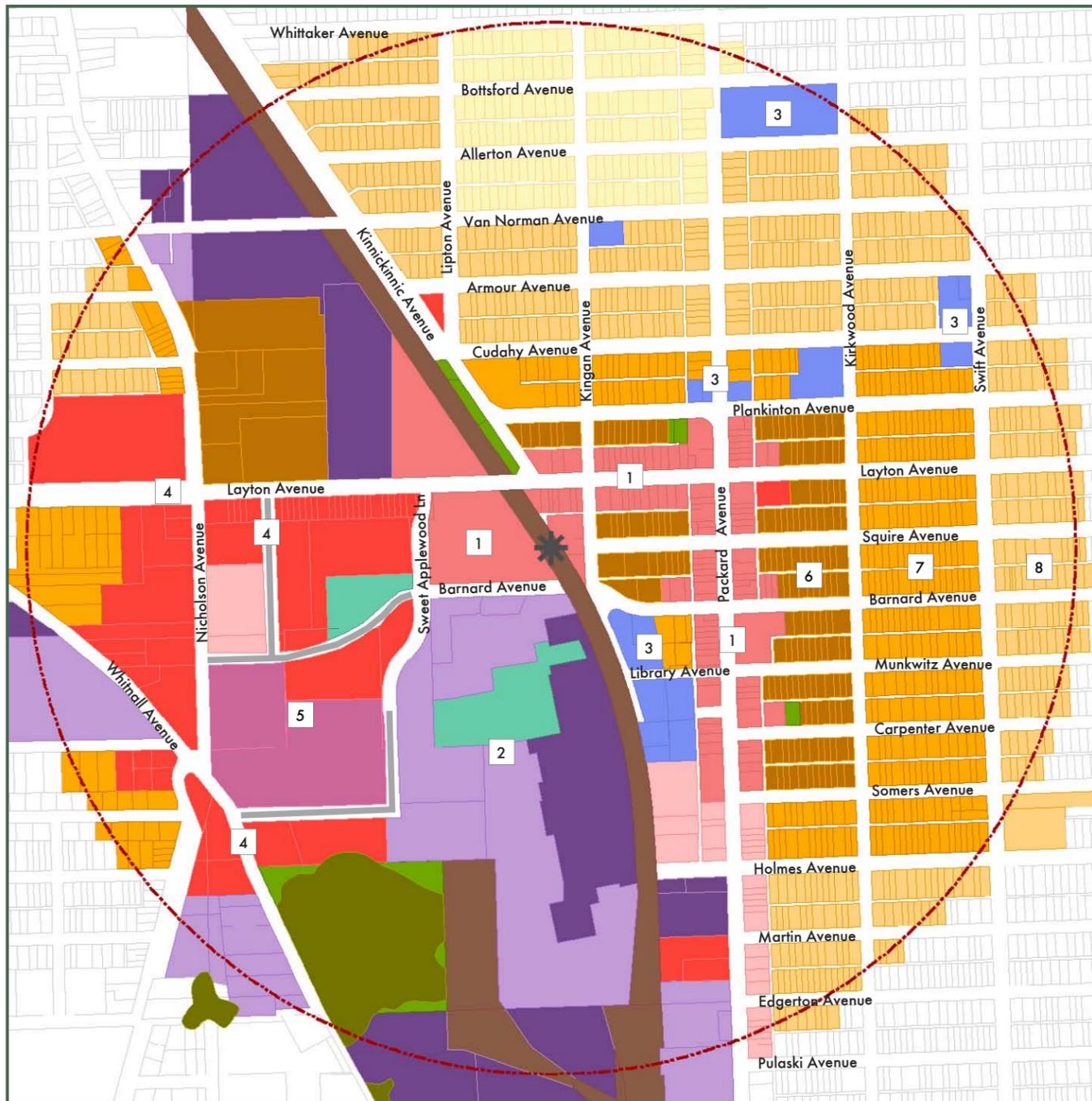
**Table 3: Year 2035 Development Potential**

	2020*	2035
<b>Total Residential (units)</b>	358	2,140
<b>Total Retail (square feet)</b>	70,000-100,000	1,145,000
<b>Total Office (square feet)</b>	40,000-55,000	87,000
<b>Total Industrial (square feet)</b>	-	-

\*Source: Cudahy Market Assessment (June 2006), Valerie S. Kretchmer Associates, Inc.

Further based on future retail development, retail sales would increase \$100 million per year. Retail sales tax revenues could reach \$5.6 million based on current retail sales tax rates; state rate is 5%, county rate is 0.5%, and 0.1% stadium rate. The sales tax revenues could be higher because of the additional taxes applicable on certain goods and services for communities within the Wisconsin Center District, contiguous with Milwaukee County.





Key Areas Subject to Change

**Legend:**

- \* General Station Location
- Study Area Boundary (1/2 mile radius)
- Wetlands
- Proposed Roadway
- # Comments

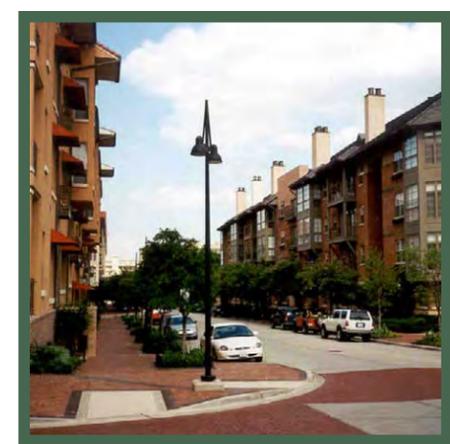
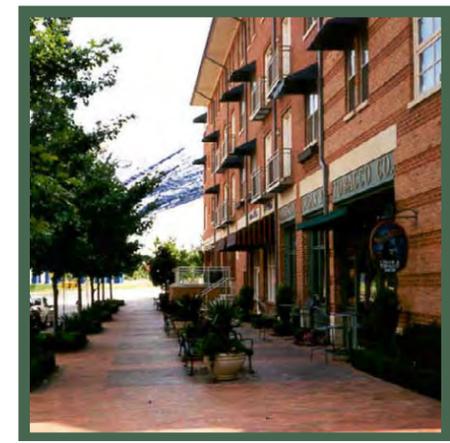
Future Land Use	Proposed Densities
Park/Open Space	
<b>Residential</b>	
Single Family	6 dus/ acre *
Multi-Family (Low Density)	10-14 dus/acre *
Multi-Family (Medium Density)	15-19 dus/acre *
Multi-Family (High Density)	20 or more dus/acre *
Commercial	FAR: 0.3 min. **
Office	FAR: 1.0 min. **
Mixed Use (Low Density)	FAR: 1.5 min. **
Mixed Use (High Density)	FAR: 2.0 min. **
Entertainment	FAR: 0.3 min. **
Industrial	
Wholesaling & Storage	
Institutional	
Railroad Right of Way	

- High density mixed uses are proposed to encourage more transit-supportive land uses, such as ground-floor retail with residential dwellings above.
- Major employment area is expected to attract transit ridership and support proposed mixed use developments.
- Institutional uses are to remain and serve as employment and civic centers within downtown Cudahy.
- New and existing commercial areas provide retail goods and services to commuters and residents.
- Entertainment / mixed use development is proposed for this site to draw people into downtown Cudahy.
- High density multi-family residential is proposed to increase housing options, potential ridership, and downtown customers.
- Medium density multi-family residential creates a transition between high density multi family residential and low density multi family residential.
- Low density multi-family allows for new housing stock in areas close to the downtown where older housing stock may need replacement.

\*dus/acre = dwelling units per acre  
 \*\*FAR = Floor Area Ratio

Figure No. G.IV  
 Preliminary Future Land Use  
 Cudahy-St. Francis Station Area

Clockwise from right:  
 High Density Mixed-Use  
 High Density Residential  
 Existing Employment Base



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Figure No. G.V

Preliminary Future Access and Circulation Patterns  
Cudahy-St. Francis Station Area



- General Station Location
- Study Area Boundary (1/2 mile radius)
- Comments
- Wetland
- Railroad
- Existing Bike Route
- Existing Public Transit
- Park/ Open Space
- Proposed Bike Route
- Proposed Crosswalk Improvements
- Proposed At-Grade Crossing Improvements
- Proposed Roadway
- Proposed Sidewalk/Pedestrian Access
- Proposed Public Transit

1. Bicycle paths would provide connections between the downtown, the lakefront and the neighborhoods.
2. New public transit connections to the commuter rail station would allow for easier access for all riders.
3. Crosswalk improvements, such as bump-outs and decorative paving, at key intersections along Packard Avenue and Layton Avenue, could be used to clearly define pedestrian access and calm traffic.
4. Sidewalks leading to the station from the west would encourage pedestrian access.



Clockwise from right:

- On-street Parking Bump-outs
- Enhance At-Grade Rail Crossings
- Introduce Additional Bike Routes



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THE KENOSHA - RACINE - MILWAUKEE  
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Figure No. G.VI  
 Preliminary Future  
 Urban Design Framework  
 Cudahy-St. Francis  
 Station Area



- General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments
- Existing Wetland
- Railroad
- Park/ Open Space
- Proposed Gateway Feature
- Enhanced Pedestrian Streetscape
- Maintain Streetwall

1. Gateway features, including decorative signage, would announce entry into the downtown at key entryway points along Layton Avenue and Packard Avenue.
2. Streetscape amenities, including lighting, street trees, banners, public art and special paving, would enhance downtown and all entry corridors.
3. A small public plaza west of the transit center would allow for open space in the downtown.
4. Urban streetwall buildings built at the sidewalk should be maintained along Layton Avenue, similar to existing buildings on Packard Avenue.



Clockwise from right:  
 Maintain Streetwall  
 Provide Gateway Features  
 Enhance Pedestrian Streetscape



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 THE KENOSHA - RACINE - MILWAUKEE  
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High Density  
Mixed-Use

Provide landscaping  
along and within  
public corridors



Provide sidewalks  
and other amenities  
to accommodate a  
pedestrian oriented  
environment

A - Landscape enhancement adjacent to rail corridor

Figure No. G.VII

Illustrative Perspectives  
Cudahy-St. Francis  
Station Area



A - Existing conditions for rail corridor(viewpoint not the same as perspective)

Infill development  
with High Density  
Mixed-Use

Encourage outdoor  
dining and activity



Maintain and encourage  
on-street parking

Provide landscaping  
along and within public  
corridors

B - Packard Avenue infill development and streetscape improvement



B - Existing conditions for Packard Avenue

**KRM: A PLAN FOR**  
THE KENOSHA - RACINE - MILWAUKEE  
COMMUTER LINK



**Transit Supportive Policies**

The City of Cudahy is actively pursuing and implementing a program to revitalize the Downtown, including future passenger commuter rail service as an integral component of the long range vision. The primary goal of the City of Cudahy Downtown Master Plan (1999) is to create a comprehensive long-range vision and implementation strategy to link the redevelopment of the Downtown to the City’s economic future. The Plan focuses on a number of infill development opportunities in the Downtown due to vacant land, vacant businesses, and the presence of large brownfields west of the Union Pacific Railroad tracks. The vision for the Downtown area emphasizes a pedestrian friendly, traditional business district, with the potential of a mixed-use transit center.

**Current Transit Supportive Policies**

**Transportation Infrastructure**

- The City of Cudahy Downtown Master Plan (1999) has identified a location for a new commuter rail station in the Downtown area that is expected to attract additional new mixed-use and higher density residential development. The station will be located near Barnard Avenue and the Union Pacific Railroad. Land has been set aside for a commuter station and parking.
- A streetscape program has been initiated along Packard Avenue. Decorative lights and landscaping are located in this main business district.

**Planning Initiatives**

- The City of Cudahy Downtown Master Plan (1999) provides for a mixed-use framework near the station area. There has been recent townhouse development on the east side of the railroad along Barnard and Squire Avenues with another proposed condominium development about to begin along Library Square. In addition, a new library has recently been built.
- The Plan has proposed mixed-use development, Lakeport Village, on the west side of the railroad. Although it is not known what type of development will occur in this area, the Village envisions a pedestrian oriented mixed-use development that would be appropriate for a Downtown area.

**Design Guidelines**

- The station area is within the “Lakeside Commons Overlay District”. Development within this overlay district is subject to a design review process through which detailed design standards are administered. The City also adheres to a Downtown Design Guidelines Manual that is also utilized as part of the design review process for developments in the station area. The Manual supports the Master Plan recommendations of incorporating streetscape and wayfinding improvements to visually connect the Downtown with the lakefront area.
- The Downtown Design Guidelines call for clearly marked pedestrian circulation routes through parking lots, “active” storefront facades to engage pedestrians; pedestrian-scaled streetscapes with parking in the rear or side yards or in the interior of buildings; inclusion of pedestrian amenities such as benches, waste receptacles, and pedestrian lighting; and measures to minimize curb cuts and clearly mark pedestrian accessways.
- The City administers a façade improvement program. It is a partial grant/partial loan program. Property owners can apply for a \$2,500 grant and then receive additional funds through a City loan program.

**Zoning**

- The intention of the Lakeside Commons Overlay District is intended to implement the urban design recommendations of the Downtown Master Plan by preserving and enhancing the historic quality of the area and by attaining a consistent, visually pleasing image. Guidelines are in place to control the site design and appearance of development in a manner which is consistent with sound land use, urban design and economic revitalization principles.
- Among the Lakeside Commons Overlay District zoning standards, there are several that promote and enhance the transit- and pedestrian-oriented character of the station area. These include the following requirements: a minimum of 80% of the front façade of buildings must be located up on the street; parking and loading must be located to the side or rear of sites and accessed off of alleys; parking lots must be screened from the public right-of-way to maintain a pedestrian-oriented character; and front building facades must

be designed with transparent doors and windows, articulation, architectural details, and signs that are oriented to pedestrians; lighting must complement the vehicular and pedestrian orientation of the district.

- The immediate station area and business district is classified B-3, Business which allows for mixed-use developments with residential dwellings permitted about the ground floor. The B-3 zoning district does not have a maximum residential density. Height allowances of 45 feet to 60 feet (the latter upon approval of a conditional use permit) permits taller buildings within close proximity to the Downtown area as well as within walking distance of the proposed station.
- The Cudahy Plan Commission can grant parking reductions on a case-by-case basis. Any use authorized within the Lakeside Commons Overlay District can be granted a parking reduction, provided that a property owner demonstrates that sufficient shared or off-site parking is available to serve the use. With a number of public parking lots within close proximity to the station area and Downtown, it is anticipated that many business uses could qualify for parking reductions.
- The area north of Layton and west of Nicholson Avenues is within the city limits of St. Francis. Zoning of property that fronts on Layton is B-2 General Business District. Property north of this is zoned R-1 Single-Family and R-2 Single-Family/Duplex Residential Districts. The B-2 district permits a full range of commercial uses and residential uses above the ground floor as a special use. The maximum building height is 45 feet or three stories and maximum residential density is 43 dwelling units per acre, which is supportive of mixed-use development at a scale that reflects current development patterns in the area. The residential zoning districts permit second floor dwelling units within mixed-use buildings, with a maximum building height of 35 feet or two stories. The density is controlled by maximum minimum lot width within the R-1 and R-2 districts. Minimum lot widths within these districts are 30 feet for existing lots and 50 and 45 feet for newly platted lots, respectively.



**Development Review Process**

- The City currently implements a streamlined development review process. For projects that are within the Lakeside Commons Overlay District, the projects go through design review prior to going to Planning and Zoning. The typical review time is thirty (30) days.

**Financial Incentives**

- In 1994, the City of Cudahy established Tax Incremental Financing (TIF) District No.1 for the purposes of installing public utilities to allow industrial development to take place as well as for the purposes of rehabilitation and renovation of commercial areas along Layton Avenue, including environmental remediation. The TIF was amended in 2000 to add development incentives including, but not limited to, relocation costs for the new buildings or industry, land write down, and site preparation. A large portion of the station area is included within this district
- The City has purchased land around the proposed station for transit and development purposes. The City is therefore, in position to facilitate transit oriented development by underwriting the land costs.
- The Cudahy Development Authority assists in identifying land that is appropriate for the City to purchase for redevelopment purposes. The Authority has been instrumental in assisting with the land purchases in and around the Downtown area.

**Transit Supportive Policy Recommendations**

The City of Cudahy has been actively engaged in implementing transit supportive policies in the Downtown area. Yet, a number of additional actions which support both the Downtown and transit supportive land use program may be appropriate for the City to consider. Securing basic acceptance and support of land use and development policies for the station areas is important as the KRM program moves forward.

**Transportation Infrastructure**

- The City supports multi-modal connections to and from the station area, and in particular, between the station area and General Mitchell International

Airport. The City of Cudahy could work with Milwaukee County and the Wisconsin Department of Transportation (WISDOT) to implement multi-modal connections recommended in the Downtown Master Plan. These would include a transit service bus to link the station with the airport, as well as an on-street bicycle routes linking various parts of the City and lakefront to the station area. A potential funding source for the recommended multi-modal connections is the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) which is the federal act that allocates highway and transit program funds to WISDOT. The transportation funds in place to help with station area development programs would include the Transportation Enhancement (TE) and Congestion Mitigation Air Quality (CMAQ) programs, which fund new parking, transit, bicycle and pedestrian improvements.

- The west side of the station area, was formerly used by large scale manufactures and disrupted the grid street pattern serving the Downtown area. As redevelopment occurs, the grid street system should be reintroduced into this area to reinforce automotive and pedestrian access patterns throughout the Downtown.

**Planning Initiatives**

- The Cudahy Development Authority should continue to work with the City on identifying properties in the station area that are appropriate for redevelopment. They should continue to work jointly on initiating Request for Proposals (RFPs) for publicly-owned property to attract developers interested in complying with the intentions of the station area plan.
- Using current financial tools in place, the City should continue to assist in the redevelopment process by assembling small parcels, land banking the parcels, and undertaking infrastructure improvements.

**Zoning**

- To implement the Plan in the long term, property to the east and west of the central business district would need to be rezoned to accommodate greater residential densities. Areas west of Packard and north of Cudahy are zoned R-1, R-2 and R-3, Single-Family Residential. Density requirements range

from up to 6 dwelling units (du) per acre for R-1 districts, and up to 12 du per acre for R-2 and R-3 districts. The Plan recommends residential densities in these areas from 15-19 du/acre for medium density residential to 20 or more du/acre for high density multi-family residential.

- Bicycle amenities could be incorporated into the zoning ordinance for the B-3 district. Commercial, industrial and residential uses in the district would be required to provide bicycle parking and shower facilities to enhance a pedestrian-friendly environment. A recommendation would be .5 bicycle parking spaces (either locker or rack space) per dwelling unit for residential units and .15 of the required automobile parking spaces for commercial and industrial uses.
- Auto related uses including auto repair shops and drive thrus are currently permitted as conditional uses in the B-3 zoning district. The City may want to consider restricting auto related uses within the Lakeside Commons Overlay District.

