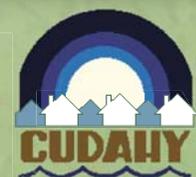


# City of Cudahy 2020 Comprehensive Plan Appendices



Adopted: December 15, 2009





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**Appendix A: Existing Conditions Report**



## Introduction

The City of Cudahy is a historic residential and industrial community located south of Milwaukee along the Lake Michigan shoreline. Originally, the area's proximity to the rapidly growing and industrializing City of Milwaukee and its accessibility by rail and water transport led to the development of a City centered on industry. Cudahy rapidly grew as the economy of southeastern Wisconsin thrived throughout much of the 20<sup>th</sup> Century, and was not immune to the economic hardship, manufacturing decline, and loss of population that plagued the region in the later decades of the century. Nonetheless, an industrial core has remained in the City, and Cudahy remains a community rich in both homes and workplaces. The City's strong work ethic, traditional neighborhoods, and cultural heritage have become trademarks of the community and points of distinction. Today, these same features, including connections to the City of Milwaukee, regional transportation facilities, hardworking residents, a sense of community, and place along the Lake Michigan shoreline serve as a draw for businesses and residents, allowing the City retain its core strengths.

### Purpose of this Document

In January 2008, the City began the effort to prepare the *City of Cudahy 2020 Comprehensive Plan* to provide vision and consistent direction for the City as it addresses future change, preservation, and redevelopment. This Appendix A presents background information related to the nine elements required by the State of Wisconsin's comprehensive planning legislation. This Appendix is intended to be referenced by individuals reviewing the *City of Cudahy 2020 Comprehensive Plan* document, provided as a separate document. The background information and trend analysis contained in this Appendix correspond to the focuses of the *Comprehensive Plan* and provide a snapshot into Cudahy's past and its current direction. This information was utilized during the drafting of the *Comprehensive Plan* and should continue to serve as a useful source of information as the *Plan* is implemented.

### General Regional Context

Figure A-1: Jurisdictional Boundaries shows the relationship of Cudahy to neighboring communities. Located along several miles of the Lake Michigan shoreline in eastern Milwaukee County, the City of Cudahy is bordered the City of St. Francis to the north, the City of Milwaukee to the west, and the cities of Oak Creek and South Milwaukee to the south. Cudahy lies approximately 7 miles south of downtown Milwaukee, 25 miles north of the City of Kenosha, and 85 miles north of Chicago, Illinois. Connecting the City of Cudahy to the region and beyond are nearby major transportation facilities, including General Mitchell International Airport and Interstates 94 and 43, all within a few miles of Cudahy. The Lake Parkway provides a direct connection to downtown Milwaukee.

### Selection of the Planning Area

State statutes enable the City to plan for those areas that bear relation to the City's development. The area that is the subject of this *City of Cudahy 2020 Comprehensive Plan* includes all lands currently within Cudahy's municipal limits. There are no unincorporated areas adjacent to the City; therefore, the City has no extraterritorial jurisdiction (ETJ) or possibility of annexations over the planning period.



Figure A-1: Jurisdictional Boundaries

*< Insert: Jurisdictional Boundaries Map >*



## Chapter One: Issues and Opportunities

This chapter of the Appendix contains pertinent demographic trends and background information for the City, providing an understanding of many of the trends currently influencing development and redevelopment in Cudahy. This chapter includes population, household, employment, age distribution, educational attainment, and income data and forecasts.

### Population Trends and Forecasts

Table A-1 provides historical population data for Cudahy from 1900 to 2000. The City's population grew remarkably between 1900 and 1970. Since 1970, Cudahy's population has declined, and it is now approaching 1960 levels. This trend is not unique to Cudahy; Table A-2 compares the City of Cudahy's population trends from 1970 to 2000 with several neighboring communities and the County.

Between 1970 and 2000, Cudahy experienced a 16.5 percent decrease in population. However, while the population continually declined since 1970, most of that decline occurred during the decade from 1970 to 1980, when the City lost over one-tenth of its population. During the subsequent twenty years, the City's population decline continually slowed.

A declining population was also felt by the cities of St. Francis, South Milwaukee, and Milwaukee, though each community's population declined in a somewhat different manner. Like Cudahy, St. Francis and Milwaukee lost about 17 percent of their respective populations between 1970 and 2000. Unlike Cudahy, neither St. Francis' nor Milwaukee's population decline has slowed since 1980. Meanwhile, South Milwaukee's population, which declined nearly 10% between 1970 and 1980 alone, has actually grown since 1990.

Milwaukee County's population has declined in a similar fashion to Cudahy, in that both had the greatest population losses between 1970 and 1980. Cudahy, like other Milwaukee County communities, faces challenges to growing its population given that other incorporated communities surround it, preventing the City from annexing additional land. Annexations between 1949 and 1954 added over 1,800 acres of land to Cudahy. While a variety of factors influenced population growth at that time, annexations were a significant factor in Cudahy's addition of over 5,500 residents between 1950 and 1960 alone. Today, to grow its population Cudahy must consider infill development and redevelopment; opportunities that are discussed in detail throughout the *Comprehensive Plan* document.

A notable exception in this group of communities with stagnant or declining populations is the City of Oak Creek, which grew rapidly as some of the population left Milwaukee and its older communities for newer suburban developments in recent decades.

The Wisconsin Department of Administration (WisDOA) has made population projections for Wisconsin municipalities through 2030 (see Table A-3). WisDOA's final population estimate for Cudahy as of October 2009 was 17,452.

Table A-1: Historic Population of the City of Cudahy, 1900-2000

| 1900  | 1910  | 1920  | 1930   | 1940   | 1950   | 1960   | 1970   | 1980   | 1990   | 2000   |
|-------|-------|-------|--------|--------|--------|--------|--------|--------|--------|--------|
| 1,366 | 3,691 | 6,725 | 10,631 | 10,561 | 12,182 | 17,975 | 22,078 | 19,547 | 18,659 | 18,429 |

Source: U.S. Census Bureau, 1990 – 2000

Table A-2: Historic Populations of Area Communities

|                         | 1970      | 1980    | 1990    | 2000    | Percent Population Change 1970-2000 | Percent Population Change 1990-2000 |
|-------------------------|-----------|---------|---------|---------|-------------------------------------|-------------------------------------|
| City of Cudahy          | 22,078    | 19,547  | 18,659  | 18,429  | - 16.5%                             | - 1.2%                              |
| City of St. Francis     | 10,489    | 10,095  | 9,245   | 8,662   | - 17.4%                             | - 6.3%                              |
| City of South Milwaukee | 23,297    | 21,069  | 20,958  | 21,256  | - 8.8%                              | + 1.4%                              |
| City of Oak Creek       | 13,928    | 16,932  | 19,513  | 28,456  | + 104.3%                            | + 45.8%                             |
| City of Milwaukee       | 717,372   | 636,295 | 628,088 | 596,974 | - 16.8%                             | - 5.0%                              |
| Milwaukee County        | 1,054,249 | 964,988 | 959,275 | 940,164 | - 10.8%                             | - 2.0%                              |

Source: U.S. Census Bureau, 1970-2000

Prediction of the rate of future population growth is challenging and somewhat inexact. Actual future population will depend on market conditions, attitudes toward density, growth, and development regulations. Because Cudahy is not able to annex additional land, population growth within the planning period will come through infill of underutilized parcels and increased density within the City.

Presented in the table below are WisDOA’s population projections for the City through 2030. WisDOA forecasts a population decline of approximately 5 percent between 2000 and 2030. It is important to note, however, that these figures are predictions based in large part on historic data. As 2010 Census data becomes available, the City may be able to more accurately project future population.

Table A-3: Population Projections

|               | 2000   | 2005   | 2010   | 2015   | 2020   | 2025   | 2030   | # Change, 2000-2030 | % Chang, 2000-2030 |
|---------------|--------|--------|--------|--------|--------|--------|--------|---------------------|--------------------|
| Wisconsin DOA | 18,429 | 18,347 | 18,170 | 18,153 | 18,077 | 17,850 | 17,452 | -977                | -5.3%              |

Source: U.S. Wisconsin Department of Administration, 2009

## Demographic Trends

### Age and Gender Distribution

The City of Cudahy’s demographic data from the year 2000 are presented in Table A-4, and age trends are presented in Table A-5. These data suggest that the City of Cudahy’s population is somewhat older than Milwaukee County and the cities of Milwaukee and Oak Creek, but slightly younger than the cities of South Milwaukee and St. Francis.

Demographic trends indicate that the City’s median age increased from 34.0 in 1990 to 37.7 in 2000. The proportion of residents over the age of 65 has also increased from 13.8 percent in 1990 to 15.8 percent in 2000, while the proportion of school-age children residing in the City has decreased slightly from 23.6 percent in 1990 to 23.0 percent in 2000. This loss is magnified somewhat by the corresponding overall population decline from 1990 to 2000, equating to a loss of about 165 school-age children between 1990 and 2000. Cudahy’s current proportion of school-age children is lower than that of all surrounding communities except for St. Francis.

Although the City of Cudahy and the Cudahy School District have identical boundaries, school-age population trends correspond imperfectly with school district enrollment trends because not all children under 18 are enrolled in their community’s public school system. However, it is worthwhile to note that in Cudahy, school district enrollment also declined in recent years. Chapter 5 presents school district enrollment trends.

Table A-4: Age and Gender Distribution, 2000

|                         | Median Age | Percent under 18 | Percent over 65 | Percent Female |
|-------------------------|------------|------------------|-----------------|----------------|
| City of Cudahy          | 37.7       | 23.0%            | 15.8%           | 51.1%          |
| City of St. Francis     | 40.0       | 19.3%            | 17.9%           | 51.0%          |
| City of South Milwaukee | 38.1       | 23.9%            | 16.6%           | 51.4%          |
| City of Oak Creek       | 34.5       | 25.0%            | 8.9%            | 50.2%          |
| City of Milwaukee       | 30.6       | 28.6%            | 10.9%           | 52.2%          |
| Milwaukee County        | 33.7       | 26.4%            | 12.9%           | 52.1%          |

Source: U.S. Census Bureau, 2000

Table A-5: Age Trends in the City of Cudahy, 1990-2000

| Percent over 65 (1990) | Percent over 65 (2000) | Increase in residents over 65 (1990-2000) | Percent under 18 (1990) | Percent under 18 (2000) | Decrease in residents under 18 (1990-2000) |
|------------------------|------------------------|---|-------------------------|-------------------------|--|
| 13.8%                  | 15.8%                  | + 337 adults over 65                      | 23.6%                   | 23.0%                   | - 165 children under 18                    |

Source: U.S. Census Bureau, 1990-2000

A more recent (and forward looking) data source than the 2000 Census is ESRI Business Data, which suggests that the population in Cudahy will remain relatively constant but the age distribution will change significantly in coming years. The greatest changes projected by this data set show the City' population between 35 and 55 years of age will decline by 532 persons from 2007 to 2012, while the 55 and greater age group will increase by about 500 during this period. The 20 to 35 year old age group is also projected to increase, but only by about 50 persons during this period, according to ESRI data. Projections for Cudahy consistently show a stabilizing population, decreasing school age population, and increasing "baby-boomer" population in coming years.

### Race and Ethnicity

Census 2000 data suggests that Cudahy's racial and ethnic diversity is comparable to its South Shore neighbors, namely St. Francis and South Milwaukee. The City of Milwaukee's racial and ethnic distribution is much more diverse than these communities, including Cudahy. Table A-6 compares the City of Cudahy's racial and ethnic distribution to neighboring communities and the County.

In 2000, Cudahy's non-white population was 6.1 percent, notably less diverse than the County, yet slightly more diverse than neighboring South Milwaukee.

The 2000 Census does not include Hispanic and Latino people in the racial distribution. Rather, Hispanic and Latino are considered to be an ethnicity. Hispanic and Latinos can be any race and/or Hispanic.

Table A-6: Race and Ethnicity in Cudahy and Neighboring Communities, 2000

|                         | Racial Distribution |         |         |              | Ethnicity            |                          |               |
|-------------------------|---------------------|---------|---------|--------------|----------------------|--------------------------|---------------|
|                         | % White             | % Black | % Asian | % Other Race | % Hispanic or Latino | % Not Hispanic or Latino | % White Alone |
| City of Cudahy          | 93.9                | 0.9     | 0.8     | 4.4          | 4.7                  | 95.3                     | 91.2          |
| City of St. Francis     | 93.8                | 1.0     | 1.1     | 4.1          | 4.5                  | 95.5                     | 91.4          |
| City of South Milwaukee | 94.8                | 1.0     | 0.7     | 3.5          | 4.0                  | 96.0                     | 92.6          |
| City of Oak Creek       | 92.0                | 1.8     | 2.4     | 3.8          | 4.5                  | 95.5                     | 89.7          |
| City of Milwaukee       | 50.0                | 37.3    | 2.9     | 9.8          | 12.0                 | 88.0                     | 45.4          |
| Milwaukee County        | 65.6                | 24.6    | 2.6     | 7.2          | 8.8                  | 91.2                     | 62.1          |

Source: U.S. Census Bureau, 2000

Cudahy's racial diversity has increased since 1990, with the percent of its population identifying as white decreasing from nearly 98 percent in 1990 to less than 94 percent in 2000. Meanwhile, the percent of residents identifying as Hispanic or Latino more than doubled over this period.

Table A-7: Race and Ethnicity Trends in Cudahy, 1990-2000

|                      | Racial Distribution |         |         |              | Ethnicity            |                          |
|----------------------|---------------------|---------|---------|--------------|----------------------|--------------------------|
|                      | % White             | % Black | % Asian | % Other Race | % Hispanic or Latino | % Not Hispanic or Latino |
| City of Cudahy, 1990 | 97.8                | 0.6     | 0.6     | 1.1          | 2.2                  | 97.8                     |
| City of Cudahy, 2000 | 93.9                | 0.9     | 0.8     | 4.1          | 4.7                  | 95.3                     |

Source: U.S. Census Bureau, 1990-2000

It is likely that Cudahy will remain an attractive place to live for various racial and ethnic groups because of its good schools and services, affordable housing stock and lifestyle, and its proximity to job opportunities. As is the case with many communities, it is expected that the City's population will become more diverse during the planning period. This presents both opportunities (e.g. new businesses, general cultural diversity) and challenges (e.g. language barriers) for the City.

### Educational Attainment

Educational attainment is one variable that is used to assess a community's labor force potential. According to 2000 Census data, 82 percent of the City's population ages 25 and older attained a high school degree or higher (Table A-8). This is higher than the City of Milwaukee and the County, yet it is lower than other neighboring communities. As of the year 2000, 13.6 percent of Cudahy's population over 25 had attained a bachelor's degree. This is lower than all neighboring communities including the City of Milwaukee and the County overall, within which 23.6 percent of the population over 25 had attained a bachelor's degree.

The gap between Cudahy's rate of high school graduates and college graduates may be worth exploring, as it affects the future of the City—particularly as the gap in earning potential between high school and college graduates continues to widen, and the availability of “blue collar” jobs declines in the region. Cudahy's history as a blue-collar community—in fact, its very founding around the predominately blue-collar meatpacking industry—allowed the City to thrive so long as the jobs that sustained it remained. In the future, the amount and quality of jobs available to workers without a college degree may not be enough to sustain the City's earlier successes.

The City's discrepancy between rates of high school and college graduates may be the result of a number of trends. For example, it may be that a large portion of Cudahy's high school graduates remain in Cudahy and do not go on to a 4-year college. It might also be that many adults with high school degrees, but not bachelor's degrees, are attracted to the jobs and relatively affordable housing available in the City.

Given the City's proximity and easy access to downtown Milwaukee's concentration of professional jobs, Cudahy may also be able to attract highly-educated residents even if the amount of white-collar jobs within Cudahy remains the same. The City of Milwaukee's concentration of 4-year colleges and white-collar jobs result in a large number of college graduates living in the area—not all desiring to live within the City of Milwaukee. Cudahy might be able to attract more residents who will commute to Milwaukee by promoting the City as a great place to live and providing the safety and amenities that all kinds of people desire.

Table A-8: Educational Attainment, 2000

|                         | High School Graduates | Bachelor's Degree or Higher |
|-------------------------|-----------------------|-----------------------------|
| City of Cudahy          | 81.9%                 | 13.6%                       |
| City of St. Francis     | 85.2%                 | 13.7%                       |
| City of South Milwaukee | 85.2%                 | 15.7%                       |
| City of Oak Creek       | 88.6%                 | 24.4%                       |
| City of Milwaukee       | 74.8%                 | 18.3%                       |
| Milwaukee County        | 80.2%                 | 23.6%                       |

Source: U.S. Census Bureau, 2000

## Employment Trends

Table A-9 presents income and labor characteristics for the City and surrounding communities. According to the 2000 Census, Cudahy's median household income was \$40,157; over \$2,000 more than reported for the County. Alternatively, Cudahy's per capita income of \$19,615 is slightly below that reported for the County. Per capita income divides the total personal income by the total population, rather than by the total number of households, and is often used as a measure of wealth. It is notable that although Cudahy's rate of bachelor's degree attainment is relatively low compared to area communities, its median household income remains high relative to the County.

A community's labor force is the portion of the population that is employed or available for work, including those who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 Census data, 67.2 percent of City residents aged 16 and older were included in the labor force, a figure that is comparable to the cities of St. Francis and South Milwaukee. In contrast, Oak Creek had a notably higher participation rate, likely the result of the Oak Creek's relatively low median age compared to other older communities in the area. Cudahy's unemployment rate, at 2.9 percent, was substantially lower than that of the County, which is greatly affected by the higher rate of unemployment within the City of Milwaukee.

Table A-9: Income and Labor Characteristics, 2000

|                         | Median Household Income | Per Capita Income | Percent in Labor Force | Percent Unemployed |
|-------------------------|-------------------------|-------------------|------------------------|--------------------|
| City of Cudahy          | \$40,157                | \$19,615          | 67.2%                  | 2.9%               |
| City of St. Francis     | \$36,721                | \$21,837          | 67.6%                  | 3.2%               |
| City of South Milwaukee | \$44,197                | \$20,925          | 67.9%                  | 2.8%               |
| City of Oak Creek       | \$53,779                | \$23,586          | 76.0%                  | 1.6%               |
| City of Milwaukee       | \$32,216                | \$16,181          | 63.9%                  | 6.0%               |
| Milwaukee County        | \$38,100                | \$19,939          | 65.4%                  | 4.5%               |

Source: U.S. Census Bureau, 2000

More recent income data compiled by ESRI Business indicate the City's median household income has risen since 2000, and remains above that of the Milwaukee County median, yet below that of the greater metro region. In 2008, the median household income in Cudahy was about \$53,000, compared to \$50,000 for the County and \$64,000 for the area delineated by a 50-mile ring around the City.

The Bureau of Labor Statistics (BLS) tracks average monthly unemployment rates and annual averages (not seasonally adjusted) for areas, but unfortunately does not track this data for individual communities with populations under 25,000. While more recent unemployment data is not available, it is probable that the City's unemployment is higher in 2009 than it was at the time of the 2000 Census. Economic conditions have become less favorable since 2000.

### Occupational Groups

The percentage of the City's labor force employed by sector in 2000 is shown in Table A-10. With nearly one-fourth of the labor force employed in manufacturing jobs, this sector remains the largest occupational group among City residents. Education, health and social services occupations also employ a large portion of Cudahy residents.

Table A-10: Percentage of Labor Force by Occupational Group, 2000

| Occupational Group  | Cudahy | Milwaukee County | Wisconsin |
|---|--------|------------------|-----------|
| Manufacturing   | 24.7%  | 18.5%            | 22.2%     |
| Educational, health, and social services                                | 16.0%  | 22.2%            | 20.0%     |
| Retail trade  | 11.6%  | 10.4%            | 11.6%     |
| Arts, entertainment, recreation, accommodation, and food services       | 7.4%   | 7.7%             | 7.3%      |
| Professional, scientific, administrative, and waste management services | 5.9%   | 9.3%             | 6.6%      |
| Construction  | 5.9%   | 4.0%             | 5.9%      |
| Transportation, warehousing, and utilities                              | 7.9%   | 5.3%             | 4.5%      |
| Wholesale trade   | 3.6%   | 3.2%             | 3.2%      |
| Finance, insurance, real estate, rental, and leasing                    | 7.2%   | 7.7%             | 6.1       |
| Other services (except public administration)                           | 3.7%   | 4.3%             | 4.1       |
| Public Administration   | 3.4%   | 3.9%             | 3.5       |
| Information   | 2.4%   | 3.0%             | 2.2       |
| Agriculture, forestry, fishing, hunting, and mining                     | 0.3%   | 0.3%             | 2.8       |

Source: U.S. Census Bureau, 2000

### Household Trends and Forecasts

Tables A-11 and A-12 present housing characteristics for the City of Cudahy as compared to its neighboring communities and Milwaukee County. A household is defined by the Census Bureau as

including “all the people who occupy a housing unit as their usual place of residence.” A housing unit is defined as “a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.”

As reported in Table A-11, a housing unit is considered owner-occupied if the owner or co-owner lives in the unit, regardless of whether the unit is mortgaged or fully paid for. A housing unit is vacant if no one is living in it at the time when it is counted. Units temporarily occupied at this time entirely by people who have a usual residence elsewhere are also classified as vacant. Single-family housing units are those structures—separate buildings that either have open space on all sides or are separated from other structures by dividing walls extending from ground to roof—that have only one housing unit within them.

In 2000, Cudahy’s average household size was relatively low for the County, though higher than that of St. Francis. Of the communities presented, St. Francis reported the smallest average household size and the greatest rate of single person households. While Cudahy’s rate of single person households is similar to the County average, Cudahy’s 2000 rate of single person households (32.5 percent) is much higher than its 1990 rate (27.0 percent). This is indicative of an increasing elderly population, and perhaps of new apartment development in the City.

Table A-11: Comparison of Housing Characteristics, 2000

|                         | Total Housing Units | Total Households | Average Household Size | Average Assessed Value* | Median Rent |
|-------------------------|---------------------|------------------|------------------------|-------------------------|-------------|
| City of Cudahy          | 8,273               | 7,888            | 2.32                   | \$165,668               | \$542       |
| City of St. Francis     | 4,193               | 4,050            | 2.11                   | \$162,320               | \$490       |
| City of South Milwaukee | 9,122               | 8,694            | 2.40                   | \$176,820               | \$569       |
| City of Oak Creek       | 11,897              | 11,239           | 2.52                   | \$224,429               | \$704       |
| City of Milwaukee       | 249,225             | 232,188          | 2.50                   | \$146,529               | \$527       |
| Milwaukee County        | 400,093             | 377,729          | 2.43                   | \$182,884               | \$555       |

Source: U.S. Census Bureau, 2000. Average Assessed Values provided by local assessors except where noted.

\* Dept. of Revenue, 2008

Table A-12: Housing Occupancy Characteristic Comparisons, 2000

|                         | Single Person Household | Vacant | Owner Occupied | Single Family Units |
|-------------------------|-------------------------|--------|----------------|---------------------|
| City of Cudahy          | 32.5%                   | 4.7%   | 59.5%          | 52.4%               |
| City of St. Francis     | 40.8%                   | 3.4%   | 52.1%          | 49.8%               |
| City of South Milwaukee | 30.1%                   | 4.7%   | 61.9%          | 58.9%               |
| City of Oak Creek       | 25.3%                   | 5.5%   | 60.9%          | 57.2%               |
| City of Milwaukee       | 33.5%                   | 6.8%   | 45.3%          | 45.4%               |
| Milwaukee County        | 33.0%                   | 5.6%   | 52.6%          | 50.9%               |

Source: U.S. Census Bureau, 2000

Household size is an important factor in comprehensive planning as it affects the number of residential units necessary to house a particular population. A trend toward smaller household sizes is being felt in many communities nationwide, as individuals increasingly remain single, marry later, have fewer children, and live longer after children have left home. In Cudahy, as shown in Table A-13, the average household size has been decreasing since at least 1970.

Table A-13: Average Household Size in Cudahy, 1970-2000

|                | 1970 | 1980 | 1990 | 2000 |
|----------------|------|------|------|------|
| City of Cudahy | 3.20 | 2.75 | 2.50 | 2.32 |

Source: U.S. Census Bureau, 2000

Household projections prepared by WisDOA (Table A-14) suggest that between 2000 and 2030, the City’s number of households is projected to increase 14.2 percent. These projected numbers can help predict future housing unit demand in the City. As household sizes decrease, more housing units will be needed to meet housing demand and for the City to maintain a stable or increasing population. Households may also consist of single wage earners, dual-income/no kids (DINK) households, and empty-nester households more so than in the past. This may indicate a need for greater diversity in housing choices to accommodate these residents’ preferences. More information on the City’s housing characteristics is provided in the Housing and Neighborhood Development chapter of this Appendix.

Table A-14: Household Projections, 2005-2030

|                | Households 2000 | Projected Households |       |       |       |       |       | Change 2005-2030 |
|----------------|-----------------|----------------------|-------|-------|-------|-------|-------|------------------|
|                |                 | 2005                 | 2010  | 2015  | 2020  | 2025  | 2030  |                  |
| City of Cudahy | 7,888           | 8,004                | 8,063 | 8,148 | 8,235 | 8,220 | 8,159 | +1.9%            |

Source: Wisconsin Department of Administration, 2005

## Existing City Plans

The City did not “start from scratch” in the development of this *Comprehensive Plan*. Over the years the City has engaged in numerous planning efforts including the *1994 Comprehensive Plan*, the *1999 Downtown Master Plan*, and other planning and redevelopment initiatives. A summary of the most recent and relevant plans is included in the Intergovernmental Cooperation chapter of this Appendix.

## Summary of Key Issues and Opportunities

The City’s population is expected to stabilize following three decades of decline. Meanwhile, the City is getting older and more diverse and families are getting smaller. Combined with a finite amount of available land suitable for residential, retail, and job-generating commercial, professional, and manufacturing development, the City will need to work actively to enable residential development, and to attract new residents and jobs to Cudahy. Factors affecting the City’s population in coming years include the rate at which the City’s “baby boomers” remain in the community well into retirement, and the rate at which new housing options are developed.

It is important Cudahy’s current modest educational attainment levels will increase steadily. Younger generations may need to stay in school longer, given that education is increasingly necessary for economic stability in today’s economy. Still, the college graduate-rate may remain lower than some other communities given the continued concentration of “blue-collar” jobs in the City—a full one-fourth of the City’s labor force being employed in manufacturing.

Through their involvement in the comprehensive planning process, Cudahy residents shared both concerns and opportunities about the City’s future. Some focused opportunities include improving the housing stock, attracting new businesses, and continuing to revitalize downtown. Other opportunities present broader goals for further building upon a high quality of life, including maintaining the City’s high level of public services, improving safety, and supporting the school and parks systems. Significant opportunities also exist through the City’s miles of undeveloped lakefront, which residents continually expressed is somewhat underutilized, through the Kenosha-Racine-Milwaukee (KRM) commuter rail proposal and the potential for a commuter rail stop in downtown Cudahy, and through intergovernmental cooperation for the mutual benefit of the South Shore communities.

## Chapter Two: Agricultural, Natural, and Cultural Resources

This chapter of Appendix A contains background information related to agriculture, natural resource conservation, and historical and cultural resource protection.

### Agricultural Resource Inventory

#### **Assessment of Farmland Viability**

There are no remaining active farms in the City of Cudahy. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has determined there are no prime agricultural lands located within the City of Cudahy; in fact, within the entire County, the only prime agricultural land was in the southwestern portion of the City of Franklin.

#### **Farmland Preservation Efforts**

The Wisconsin Farmland Preservation Program was created in 1977 (and updated in 2009) to preserve agricultural resources by supporting local government efforts to manage growth. To participate in the program, the County must have an agricultural preservation plan that meets the standards of Chapter 91, Wisconsin Statutes, and has been certified by the state Land and Water Conservation Board (LWCB). Milwaukee County is one of just two counties in Wisconsin that do not have certified plans. There are no program participants in Cudahy.

#### **Summary of Key Agricultural Resource Issues and Opportunities**

While the land that became the City of Cudahy was once a rural outpost in an agricultural area located between rapidly emerging industrial cities, the area transitioned years ago into a developed industrial and residential community. With its fixed boundaries, agriculture is no longer part of the landscape, economy, or everyday lifestyle. Cudahy residents do enjoy the Cudahy Farmers Market, held from spring through fall at the Municipal Parking Lot, 4700 S. Packard Ave. The Market's vendors offer produce, baked goods, flowers, and crafts.

### Natural Resource Inventory

A survey of Cudahy's natural resources provides an important framework for guiding the *Comprehensive Plan*. As a land-locked, developed community, such information can help identify the appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, ground water protection, and quality of life. Maintenance of these natural features is also important for community appearance and for the ecological functions they perform. Figure A-2: Natural Features depicts the City's natural features, some of which are described in more detail below. The majority of Cudahy's natural resources are located along the lakeshore in permanently protected Milwaukee County parkland.



Figure A-2: Natural Features

*< Insert: Natural Features Map >*



## **Landscape and Topography**

The topography in the Milwaukee County region was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is generally characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. The topography within the City is generally flat; however, the lakeshore consists of dramatically high, steep bluffs. Slopes greater than 20 percent line the entire eastern edge of the City along the lakeshore, extending into the parkland that follows the entire shoreline of the City.

## **General Soils Information**

The Natural Resources Conservation Service (NRCS) groups hydrologic soil based on estimates of runoff potential. Soils are assigned to one of four groups (A,B,C, D) according to the rate of water infiltration when the soils are not protected by vegetation, are thoroughly wet, and receive precipitation from long-duration storms. This information is important for analyzing stormwater runoff issues in the City.

## **Metallic and Non-Metallic Minerals**

As a result of the area's former period of glaciation, Milwaukee County has numerous sand and gravel deposits. However, there is no mineral extraction activities located in Cudahy. Under State Statutes (295.20), landowners who want to register their property as a non-metallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered non-metallic mineral deposit. There are no registrations in Cudahy.

## **Environmental Corridors**

Environmental corridors are continuous systems of open space that include environmentally sensitive lands, floodplains and wetlands, natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. Within the City, the most significant environmental corridor is located along Lake Michigan, in areas that today are part of the Milwaukee County Parks System. Other isolated environmental corridors exist in the central and western portions of Cudahy, generally as wetlands. The largest environmental corridor west of the Lakeshore area extends into Cudahy from the west along the Edgerton Channel, a small channel that drains wetlands and floodplains and helps mitigate storm sewer flooding in this relatively low-lying area.

## **Water Supply**

The primary source of water for the City's drinking, commercial, and industrial needs is Lake Michigan. The City of Cudahy Water Utility operates a Water Filtration Plant at 5110 S. Lake Drive. The Water Utility pumps, treats, and provides Lake Michigan water to City residents and businesses. In 2006, Cudahy Water Utility provided an average of 2.8 million gallons of treated water per day, as well as an average of 1.1 million gallons of untreated water per day which it provides to three industrial companies for use in their processes.

## Surface Waters and Shoreline

By far the most notable natural feature in Cudahy, Lake Michigan, is the sixth largest freshwater lake in the world. Its 22,300 square miles of surface area make Lake Michigan the third largest of the five Great Lakes by surface area. Combined, the Great Lakes hold one-sixth of the world's freshwater. Lake Michigan itself has a volume of 1,180 cubic miles.

The State of Wisconsin and the other seven states which lie partially within the Great Lakes Basin enacted the Great Lakes Basin Compact into State law between 2007 and 2008. The Compact provides clarified guidelines and processes, synchronized across the eight states, through which communities can withdraw and use Great Lakes' water. Because Cudahy lies completely within the Great Lakes Basin, its access to Lake Michigan would not be inhibited by the Compact.

According to SEWRPC, the Cudahy enjoys 14,240 feet of Lake Michigan shoreline. However, erosion along the Lake Michigan shoreline and bluffs is a serious community issue. A SEWRPC study of Lake Michigan shoreline erosion found that in 1987, 78 percent of the City's shoreline was found to have bluff toe erosion. Shoreline protection structures provided some protection to the bluff toe along 23 percent of the shoreline. Bluff slope failure observed within Cudahy was found to be primarily caused by groundwater seepage and wave erosion.

The Milwaukee County Parks Department, which manages the bluffs in Cudahy, has explored bluff stabilization options with SEWRPC for bluffs throughout the County, and has implemented a bluff stabilization project at Bender Park, south of Cudahy. Unfortunately, bluff stabilization projects are inhibited by their high cost. SEWRPC's Lake Michigan Shoreline Erosion Management Plan for Milwaukee County, published in 1989, and its Lake Michigan Shoreline Recession & Bluff Stability in Southeastern Wisconsin technical report, published in 1997, studied management scenarios and projected costs, which were high even then. The Parks Department suggested that the community could work with SEWRPC to determine the costs of bluff stabilization in Cudahy in today's dollars.

Other streams, creeks, and rivers lying within the City of Cudahy total approximately 3,870 feet, none of which is named. The City also has an additional 4.7 acres of larger unnamed water bodies. The Sheridan Park Pond, at 1.3 acres, is the only named water body in Cudahy besides Lake Michigan.

## Watersheds

Situated along Lake Michigan's western shore, Cudahy is located entirely within the Lake Michigan drainage basin, meaning that water falling anywhere within Cudahy will ultimately drain into Lake Michigan. The City crosses three watersheds; which watershed water lands in determines the natural channel through which the water will reach Lake Michigan. Watershed boundaries have an integral role in stormwater planning as they demonstrate the natural flow of water across land and through the ground.

The eastern half of the City is located within the Lake Michigan watershed. The western half of the City lies within the Kinnickinnic River and Oak Creek watersheds. Roughly, the northwestern quadrant of the City lies in the Kinnickinnic River watershed, and the southwestern quadrant of the City lies within the Oak Creek watershed.

## **Floodplains**

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a one percent chance of happening in any given year). The State requires local regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage. In the City of Cudahy, floodplains are located along the Edgerton Channel. The Edgerton Channel project was completed in the mid-1990s as a way to reduce the size of the adjacent floodplain and address areas facing stormwater issues.

## **Steep Slopes**

Generally, slopes that have between 12 percent and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development. In Cudahy, the slopes exceeding 20 percent grade are all located in the bluff area along the lakeshore. This area is unsuitable for development and is owned by Milwaukee County and managed as County parkland. A small portion of the shoreline where the 20 percent grade does not extend out as far is owned by the City and is used by the Cudahy Water Utility.

## **Rare Species Occurrences**

According to the Wisconsin Department of Natural Resources (WisDNR), there are occurrences of aquatic and terrestrial endangered species within Cudahy. Endangered species in Cudahy are primarily located along the lakeshore, but extend throughout portions of the City. Detailed information regarding the types of endangered animals, plants, and natural communities can be found at the WisDNR's website.

## **State Natural Areas/Wildlife Areas**

There is one State Natural Area within the City of Cudahy. The Warnimont Bluff Fens, located along the shoreline in Cudahy's Warnimont Park and extending into South Milwaukee's Grant Park, is owned by Milwaukee County and features highly unusual alkaline wetlands situated on 100-foot high clay banks along Lake Michigan. Another State Natural Area, Cudahy Woods, is located nearby, just west of Cudahy on the south side of College Avenue. Cudahy Woods features an outstanding example of the hardwood forests that covered most of Milwaukee County prior to European settlement. Cudahy Woods is owned by Milwaukee County. There are no State Wildlife Areas within Milwaukee County.

## **Vegetation**

Prior to European settlement, much of Milwaukee County was covered with dense hardwood forests of basswood and sugar maple, oak savanna, prairies, and wetlands. Since that time, the majority of the land was converted to agricultural, followed by urban, land uses. The City retains a significant of parkland and open spaces, the majority of which is owned by the County; however, much of this area is landscaped and used for recreational areas and does not provide large range for a variety of native vegetation. Currently, the most abundant concentrations of native vegetation in Cudahy can be found along Lake Michigan, where there are also a fair number of invasive species. The Milwaukee County Parks Department has ongoing efforts to control the invasive species in parklands in Cudahy and through the County.

## **Air Quality**

The City of Cudahy lies within a moderate 8-hour ozone non-attainment area that covers Milwaukee County and other southeast Wisconsin counties. In 2007, Wisconsin Department of Natural Resources (WisDNR) submitted a request to EPA for redesignation to attainment status for this area. WisDNR petitioned to remove this area off the list following previous two-year measurements which met the attainment status. However, it was announced in May 2008 that by a very slight amount, southeast Wisconsin missed the federal attainment status and therefore remains listed as a non-attainment area. As a result, the area is subject to stricter environmental standards.

## **Key Natural Resource Issues and Opportunities**

Cudahy benefits from its plentiful freshwater, its preserved Lake Michigan shoreline and bluffs, and a landscape that has provided only limited hindrances to development over the years. Today, like many densely populated and industrialized communities, the City has lost some of its original natural characteristics, such as native vegetation, and faces less than ideal environmental health indicators such as air quality. However, Cudahy residents uniquely benefit from the large open space areas that have been preserved, the outdoor recreational opportunities provided by the City and County in and near to Cudahy, and from improving air quality throughout the region. The parks and trails facilitating enjoyment of many of these natural resources are described in the Utilities and Community Facilities chapter of this Appendix.

## **Historic and Cultural Resources**

### **Historical Overview**

The United States government purchased a vast area which included present-day Cudahy in 1833 through a treaty with the Potawatomi tribe. Originally part of the Township of Lake, the Cudahy area was known as Buckhorn Settlement, a geographic high point between the cities of Milwaukee and Chicago along the Chicago and Northwestern Railroad. Buckhorn grew to consist of a few homes, a general store, hotel and tavern.

During this time, several miles to the north, the industrialist Patrick Cudahy ran a successful meat-packing operation in downtown Milwaukee. In 1892, Patrick Cudahy decided to leave the rapidly-developing downtown Milwaukee for Buckhorn, a place with abundant water and land, a rail connection, and fewer regulatory ordinances than the City of Milwaukee. Purchasing 700 acres of land from the Eaton family, Patrick Cudahy quickly orchestrated the construction of not only his meat-packing facility, but also an entire small community surrounding it to attract and house employees.

In the Township of Cudahy, as it was recorded in 1892, Patrick Cudahy set up an Office of Land Development of Cudahy Brothers, proprietors of the original Town Site of Cudahy. Patrick Cudahy planned and engineered roads, directed zoning decisions, supplied the area's water, sold plots to newcomers, and encouraged additional industrialists to locate in Cudahy. Rapid development in Cudahy included single-family homes and workers' hotels, often located above first-floor taverns. Stores and other businesses and industries soon followed. Other early planning included reserving Van Norman Avenue and the Michigan Highlands, east of Lake Drive, as prime residential areas. Early streets, including Armour, Swift, Plankinton, and Layton, were named after Chicago and Milwaukee meatpackers, while other streets, such as Edgerton, were named for early residents. Patrick

Cudahy was also instrumental in persuading the Milwaukee Street Railway Company to extend a streetcar line to Cudahy beginning in 1895, providing greater access to the new Village.

By 1895, Cudahy had attracted over 1,300 residents, who decided to incorporate as the Village of Cudahy. In 1906, when Cudahy had grown to over 2,500 residents, the Village Board resolved to incorporate as a City. Employment fueled Cudahy's growth as several other industries came to settle in Cudahy, following Patrick Cudahy's lead. By 1930, over 10,600 individuals called Cudahy home. While the original settlers had been German and Irish, similar to those of Milwaukee, by 1940, over half of Cudahy's population was of Eastern European descent. The rich ethnic heritage of the City is celebrated in the City's Immigrant Park, Slovak Museum, and through other locations and events.

At its incorporation as a City in 1906, Cudahy comprised 1,232 acres. Annexations in 1949, 1952, and 1954, increased the City's area by 582 acres, 1,216 acres, and 14 acres, respectively. Today, Cudahy comprises 4.7 square miles. Future corporate boundary expansions are not possible because the City is now completely surrounded by other incorporated jurisdictions and Lake Michigan.

### **Districts and Buildings in the National Register of Historic Places**

The 1966 National Historic Preservation Act created the National Register of Historic Places, which recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their associations with particular persons or events, their architectural or engineering significance, or their importance to our history. Designation on the National Register confers certain benefits to private properties, including federal and state investment tax credits for historic preservation projects. Designation also provides limited protection from federally financed or licensed actions that may adversely affect such buildings. Still, there are currently no designated National Register historic places or districts within Cudahy.

### **Local Historic Landmarks and Resources**

Other historically significant sites, designated by the State of Wisconsin, Milwaukee County, and the City of Cudahy, are located in Cudahy. These historic sites are described in greater detail below.

Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the State. The AHI identifies seventeen documented historic sites in the City of Cudahy, including commercial and industrial sites, most of which no longer house their original uses, and a number of residential properties:

- Cudahy Depot, 4643 S. Kinnickinnic Ave., now the Cudahy Historical Society.
- Federal Rubber Co. Administration Building & Federal Rubber Co., 3383 E. Layton Ave., now known as the D.A. Lubbert Building.
- Miller Brewing Co. Tavern & Rooming House, 3431 E. Plankinton Ave., now Samano's Mexican Restaurant.
- Ponto Hotel, 3450 E. Layton Ave., now Gasthaus Nurnberg.
- Dretzka Block, 4750 Packard Ave.
- Henry C. Schade House, 3806 E. Van Norman Ave.
- Holy Family Catholic Church, 3775 E. Underwood Ave.
- Lincoln School, 4416 S. Packard Ave.
- 5300 Block of S. Packard Ave., Ladish Company.

- 4756 Packard Ave., now Drew's Discount Store.
- 4801 Packard Ave., now People's Credit Union.
- 3771 E. Van Norman Ave.
- 3909 E. Hammond Ave.
- 3667 Munkwitz Ave.
- 4575 Packard Ave.
- 4816 Packard Ave.

Reflecting the City's mix of industrial, commercial, and residential land uses, this list of documented historic sites similarly includes a wide range of properties. Most of these buildings are not formally recognized or preserved.

The Milwaukee County Historical Society was founded in 1935 and is located in Pere Marquette Park in the City of Milwaukee. Its mission is to "collect, preserve, and make available materials relating to the history of the Milwaukee community."

The Milwaukee County Historical Society designates County historic landmarks. County landmarks include both buildings and sites of significance. There are four County-designated historic landmarks within Cudahy, two of which are also on the Wisconsin AHI:

- Cudahy Depot, 4643 S. Kinnickinnic Ave., presently the Cudahy Historical Society. Designated in 1983.
- Schade-Liszewski House, 3806 East Van Norman Ave. Designated in 1989.
- Milwaukee County Park Statuary, including the statue of Patrick Cudahy in Sheridan Park (created 1965) and the statue of Casimer Pulaski in Pulaski Park (created 1932). Milwaukee County Park Statuary was designated as a County landmark in 1997.
- Kelly Senior Center, 6110 S. Lake Drive. This site was used as a construction and launching site for U.S. Army Nike missiles between 1955 and 1960, and was designated a landmark in 2002.

The Cudahy Historical Society was created to "keep alive the interesting history of our City and to share it with all its residents, young and old." The Society owns and houses its resources in the historic Cudahy Depot, a State and Milwaukee County historic landmark. Ceremonies, open houses, and seasonal events are organized or hosted by the Society throughout the year. Membership is open to the public for a nominal fee.

The City of Cudahy adopted a Historic Preservation Overlay District in its municipal zoning code. The intent of the district is to facilitate protection, enhancement, and perpetuation of the City's cultural, social, economic, political, and architectural history, to safeguard the City's heritage, to stabilize property values and improve the City's economy, to foster civic pride, and to enhance the City's appeal to both residents and visitors. Requests for permits which will affect property within the Overlay District are to be subject to Historic Preservation Commission review. The Commission is also granted authority to designate landmarks, sites, and historic districts within Cudahy.

City leaders and residents have been actively involved in documenting the City's history for many years. In celebration of the City's 50<sup>th</sup> "Golden" Anniversary in 1956, residents organized a celebration program and produced a Commemorative Booklet, available at the Public Library, which remains a thorough resource on Cudahy history today. More recent publications include *Cudahy: Gen-*

*erations of Pride*, by Joan Paul, published in 2002, and *Generations of Pride: A Centennial History of Cudahy, Wisconsin*, published in 2006. These resources are also available in the Public Library.

### **Archeological Resources**

According to the State Historical Society, there are no known archeological sites in the City of Cudahy. However, this inventory may not include all of the sites that might be present in the City. Few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance, or eligibility for listing on the State or National Register of Historic Places. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land, and may not be viewed by the general public.

### **Summary of Cultural Resources**

Cudahy residents have access to a wide variety of recreational and cultural offerings including parks and trails, and seasonal celebrations and events. Cudahy residents also have the opportunity to participate in various social groups and civic organizations. Other events and festivals join the City of Cudahy with neighboring South Shore communities. Furthermore, the City's proximity to downtown Milwaukee provides residents the opportunity to enjoy all the cultural amenities of a large City, such as museums, festivals, and sporting events. These cultural offerings are part of the fabric of the community and connect the City to the larger metropolitan area.

Residents of all ages have access to low-cost programming offered through the Cudahy Recreation Department. Run by the Cudahy School District, the Recreation Department aims to teach the fundamental skills of activities and sports and develop a sense of sportsmanship in participants. A wide variety of programming is offered for youth, such as swimming, basketball, golf, and adaptive arts programs for special needs children. Summer day camps are also offered. Programming for adults covers such diverse activities as Pilates, tennis, and computer use. The Recreation Department also provides information on other recreation opportunities available to residents such as safety-skills training available through the YMCA. Residents can watch for the seasonal recreation guides, or visit the District Administration Offices.

### **Civic Organizations**

Civic organizations add to the sense of community within Cudahy, help bring neighbors—and neighboring communities—together, and plan events for the entire community to enjoy. Active citizen organizations and volunteer groups within Cudahy include:

- Cudahy Lions Club
- Kiwanis Club of Cudahy-St. Francis
- Cudahy Historical Society
- Cudahy Neighborhood Watch
- Sheridan Park Friends
- Patrick Cudahy Park Friends
- Warnimont Park Friends

These organizations are responsible for many of the community-wide events Cudahy residents enjoy, such as the Cudahy Lions' Sweet Apple-Wood Festival, and help keep community amenities such as the parks safe and vibrant places.

### **Key Cultural Resource Issues and Opportunities**

The City of Cudahy has a unique history, much of which has been well-documented through printed resources for the benefit of present and future generations. The City's historic locations of industry and housing and cultural heritage continue to influence the City today. There may be an opportunity for additional preservation of resources within the City, focused on its historic sites and buildings, along with additional opportunities to celebrate the City's unique heritage.

## Chapter Three: Land Use

This chapter is intended to provide information on existing land use and land use trends in the City of Cudahy to aid the City in its long-range land use planning. This chapter contains a compilation and analysis of land use data, including a map illustrating existing land uses and a map showing airport height restrictions.

### Existing Land Use

An accurate depiction of the existing land use pattern is the first step in planning for the desired future land use pattern.

### **Existing Land Use Map Categories**

The existing land use pattern as of April 2008 is shown in the Existing Land Use Map (Figure A-3). The set of categories below was used to prepare the existing land use map for the City and the surrounding area.

- **Agricultural/Vacant Lands:** Open lands and vacant parcels that may be available for infill development or other future use.
- **Single-Family Residential:** Detached single-family residential development, generally on lots between 1/6 and 1/3 of an acre.
- **Multi-Family Residential:** A variety of residential uses including two-family residences, townhouses, duplexes, apartment complexes, and condominiums, generally built at densities of greater than six units per acre.
- **Commercial:** Indoor commercial, retail, office, and service uses with moderate landscaping and signage, built at a variety of suburban and urban intensities.
- **Institutional:** Public buildings (e.g. City Hall, police station), schools, religious institutions, hospitals, youth and elderly service facilities, and special care facilities.
- **Industrial:** Manufacturing, warehousing and similar land uses and occasional outdoor storage areas, built at a variety of suburban and urban intensities.
- **Extractive:** Quarries, gravel pits, clay extraction, peat extraction and related land uses.
- **Landfill:** Landfills, public and private.
- **Parks:** Parks and public open spaces devoted to active or passive recreational uses or conservation uses; these include public shoreline, parkland, preservation areas, playgrounds, play fields, trails, picnic areas, and other publicly-owned lands that have been preserved for their environmental sensitivity or for flood protection and stormwater management.
- **Surface Water:** Lakes, ponds, rivers, creeks, and perennial streams.
- **Wetlands:** Wetland areas.
- **Transportation & Utilities:** Publicly-owned land for roads, highways, railroads, or utility systems.

## Existing Land Use Pattern

The total acreage of lands within the City of Cudahy by existing land use category as of April 2008 is presented in Table A-15.

Table A-15: Existing Land Use Totals, City of Cudahy, 2008

| Land Use                     | Acres   | Percent |
|------------------------------|---------|---------|
| Agricultural/Vacant Lands    | 407.5   | 14.4%   |
| Single-Family Residential    | 761.9   | 26.9%   |
| Multi-Family Residential     | 207.0   | 7.3%    |
| Commercial                   | 126.9   | 4.5%    |
| Institutional                | 170.7   | 6.0%    |
| Industrial                   | 396.9   | 14.0%   |
| Parks                        | 642.8   | 22.7%   |
| Transportation and Utilities | 114.7   | 4.1%    |
| Total                        | 2,828.4 |         |

Source: Vandewalle & Associates GIS Inventory, 2008; SEWRPC, 2000

## Residential Development

Single-family residential development comprises about 27 percent of the City's land, making it the largest land user in the City. Single-family housing is common throughout large areas of the entire City, particularly the east and southwest sides. Compared to neighboring communities such as St. Francis, Oak Creek, and South Milwaukee, Cudahy has more areas where multi-family residential development is found side-by-side with single-family residences. This is especially true in the northern half of the City, east of the rail line. One exception is the wholly single-family residential area in the northeast corner of the City. This area is reflective of the more separated and defined areas of single-family and multi-family residential in neighboring communities.

For purposes of this existing land use inventory, multi-family residential development includes two-family residences, townhouses, duplexes, apartment complexes, and condominiums. Such areas total about 7 percent of land use in the City. Many multi-family residential lands in Cudahy are very small areas or single parcels mixed in with other land uses, such as single-family residential and commercial. However, there are larger areas of multi-family housing as well, generally in the southern and western portions of the City. Between 1990 and 2008, multi-family housing increased more significantly than did single-family housing in Cudahy.

## Commercial/Office Development

About 4.5 percent of the City's land is devoted to commercial uses (even though more land is zoned for commercial development). This figure includes all commercial, office, and service-oriented land uses in Cudahy. Commercial development in Cudahy varies in form throughout the City. Much of this development runs along the City's main commercial corridors, Layton and Packard Avenues. Along Layton and the southern portion of Packard, commercial development is generally auto-

oriented, with large stores and strip malls separated from the street by large parking lots. In contrast, the northern portion of Packard, the historic downtown of Cudahy, retains its more traditional, pedestrian-oriented layout.

### **Industrial Development**

Industrial land use covers about 14 percent of Cudahy's land area; a significant portion of the City, particularly for a "suburban" community. Manufacturing and industry continue to thrive in Cudahy. Large, well-established companies such as Patrick Cudahy and Ladish Company, joined by numerous newer employers, continue to dominate a large portion of the City's landscape. Industrial development in Cudahy was traditionally oriented along the rail corridor running north-south through the center of Cudahy. Newer developments are generally attracted to Cudahy's industrial parks on the western side of the City, readily accessible by road and air transportation. The Mitchell International Business Park, adjacent to General Mitchell International Airport, was created in 1999 and comprised 45 acres as of 2004. The Ace World Wide Industrial Park comprised 49 acres in 2004.

### **Other Land Uses in Cudahy**

Over 14 percent of the City's land is classified as agricultural or vacant. In the case of Cudahy, with no true farmland, essentially all of this land is vacant or otherwise underutilized. These underutilized acres, comprised of various large areas located throughout the City, provide Cudahy with a number of potential infill and redevelopment opportunities. However, in Cudahy, vacant lands are almost always former industrial properties with real or perceived environmental contamination, most notably Ladish Woods in the center of the community. Testing, monitoring, and remediation of contamination often requires a significant investment, and related legal and environmental issues can postpone redevelopment for many years. More information on brownfields can be found in the Economic Development chapter of this Appendix.

### **Airport Influences on Land Use**

General Mitchell International Airport, described in detail in the Transportation chapter of this Appendix, borders the City of Cudahy to the west. While outside Cudahy's boundaries, the Airport significantly affects land uses within adjacent areas of Cudahy which lay in the flight paths of aircraft.

General Mitchell International Airport's zoning map influences the City of Cudahy's zoning overlays and building height restrictions. Throughout Cudahy, height restrictions ranging between 35 and 150 feet are in affect. These restrictions are shown on Figure A-4, Airport Zoning Height Restrictions. Figure A-4 also indicates two Runway Protection Zones crossing into Cudahy, one existing and one future. Runway Protection Zones are delineated by the Federal Aviation Authority (FAA) and are subject to more stringent development standards due to their location directly under low-flying, landing or departing aircraft. The intent of Runway Protection Zones is to limit land uses which would concentrate people with these Zones to the greatest extent possible.

A number of airport-related plans and studies are described in the Transportation chapter of this Appendix. These plans explain how the Runway Protection Zones may change in the future, and discuss a variety of other airport-related planning issues as well.

### **Land Market Trends**

Between 2002 and 2006, the Wisconsin Department of Revenue (WDR) reported a 52 percent increase in the total equalized value of residential land in the City, a 45 percent increase in the equalized value of commercial land in the City, and an 87 percent increase in the equalized value of manufacturing land. These values include land only; when the total equalized value of improvements to the land, as well as the land itself, are included, the WDR reported a 41 percent increase in the total equalized value of residential property in the City, a 38 percent increase in the total equalized value of commercial property in the City, and a 7.5 percent increase in the total equalized value of manufacturing property in the City. These figures show the value of land in Cudahy, particularly industrial land, is increasing at a faster rate than the improvements made to them are increasing.

### **Existing and Potential Land Use Conflicts**

Existing land use conflicts in the City of Cudahy mainly occur where industrial uses are in close proximity to residential uses without adequate buffering. Large, heavy industrial development can also create noise and aesthetic impacts on the surrounding area, which can affect property enjoyment. Also, the presence of the airport immediately west of Cudahy, and the noise impacts it generates, can negatively affect the enjoyment of residential property in the City.

The City's *Comprehensive Plan* focuses on minimizing potential future land use conflicts through thoughtful placement of new uses, high quality design of redevelopment, promoting screening and improvement of unattractive and noisy industrial buildings and areas, and collaborating with Milwaukee County on airport planning.

### **Future Land Use Supply and Demand Interaction**

Through the year 2025, the City's consultants projected that the City would attempt to provide 131 additional or redeveloped acres for expected residential land use demand and 100 additional acres for expected commercial and industrial land use demand. This demand is expected to be consistent in the five year periods between 2010 and 2025, and for the years between 2025 and 2030 beyond that.

Much of this demand will be accommodated in mixed uses settings, and all of it through infill and redevelopment of vacant and underutilized lands. The most significant infill parcel in the City is the former Meyer property on the west edge of the downtown, but redevelopment opportunity sites are available elsewhere in the downtown and along and near the City's current commercial corridors, like Pennsylvania and South Packard Avenues. The *Comprehensive Plan* document addresses how an adequate supply of land is expected to be made available to accommodate projected future demands.

### **Key Land Use Issues and Opportunities**

This existing land use information reinforces that Cudahy is a traditional "live-work-play" community, in contrast to many suburban communities in the Milwaukee area that developed as bedroom communities rather than developing around employment opportunities. The combination of such diverse land uses in a relatively small area (Cudahy comprises just over 2,800 acres) presents land use planning challenges, but also affords the City opportunities to maintain a strong and diverse tax base and to attract young, working families looking to live near both employment and recreation in a vibrant, sustainable community.

Figure A-3: Existing Land Use

*< Insert: Existing Land Use Map >*



Figure A-4: Airport Zoning Height Restrictions

*< Insert: Airport Zoning Height Restrictions Map >*



## Chapter Four: Transportation

This chapter provides a compilation of background information on various modes of transportation in the City of Cudahy. The chapter also compares the City's transportation policies and programs to State and regional transportation plans. Access is a key component of growth because it facilitates the flow of goods and people.

### Existing Transportation Network

The City is very well connected to the region through the existing roadway, air, rail, and trail network. This network enables the flow of goods and people to, from, and through the City. The City's road network is essentially complete, and there is little room for expansion of the roadway system. The challenge for Cudahy is maintain and improve the efficiency of the existing system, complete the remaining capacity improvements and ensure that new development does not overwhelm the road network. This section describes the City's existing transportation facilities.

### **Major Roadways**

State Trunk Highway (STH) 794, the Lake Parkway, connects Cudahy directly to downtown Milwaukee. Completed in 1999, the Lake Parkway/STH 794 follows the Lakeshore south through Milwaukee and St. Francis to Cudahy, reaching as far south as Edgerton and Pennsylvania Avenues on Cudahy's western side. The Edgerton and Pennsylvania intersection is the terminus for the Lake Parkway, but STH 794 continues south along Pennsylvania Avenue into South Milwaukee. The City is studying ways to potentially improve the connection from 794 to other areas of the City, including connecting Edgerton's eastern and western sections, currently divided by the industrial corridor and rail line.

STH 32 (South Lake Drive) provides a convenient and scenic route from Cudahy's northern and southern borders. Beyond, this route continues toward Wisconsin's peninsula to the north and toward Illinois to the south. This was a historic roadway connecting Milwaukee to Chicago. In 2006, AADT was recorded at 5,800 on STH 32 near Cudahy's northern border, increasing to 6,100 on STH 32 near Cudahy's southern border.

Former STH 62 remains a vital north-south roadway running through downtown Cudahy. Until 1999, STH 62 stretched from South Milwaukee north to Milwaukee, running along Packard Avenue, Plankinton Avenue, and Kinnickinnic Avenue in Cudahy. Following completion of the Lake Parkway in 1999, STH 62 was redesignated, and the entire portion lying within Cudahy was transferred to local control. The route remains a key connection between communities to the north and south; AADT counts on this roadway were about 12,500 just north of Ramsey Avenue and 11,600 just south of Layton Avenue in 2006.

There are no Interstate Highways (ISH) within Cudahy. However, Interstate 43/94 runs parallel to Cudahy just a few miles west. ISH 43 will connect travelers and freight from Cudahy either southwest, to south-central Wisconsin, or north, to the lakeshore communities of eastern Wisconsin. I-94 connects with Chicago to the south and Madison and Minneapolis to the west. ISH 43/94 can be accessed via Layton Avenue or College Avenue a few miles west of Cudahy.



## **Truck Transportation**

Truck traffic in Cudahy results from the City's proximity to major highways, its industrial economy, and its connections to the Airport, among other factors. The network of both east-west and north-south truck routes facilitates truck as well as auto flow throughout the City. Maintaining arterial and collector roads in and near Cudahy for truck transport is critical for the City's economic success.

## **Bicycle and Pedestrian Facilities**

While there are currently no on-street bicycle lanes within the City, there is an off-road bicycle path in the City. The Oak Leaf Trail, managed by Milwaukee County, travels through Sheridan and Warnimont Parks in eastern Cudahy, continuing on in County Parkland beyond Cudahy's northern and southern border. The trail fills a recreational role for residents, and also fills a functional role for pedestrians and bicyclists traveling beyond Cudahy. The scenic Oak Leaf Trail is a 100+ mile system which winds throughout the County with both on- and off-road segments. The Oak Leaf Trail currently consists of 52 miles of paved off-road paths, 31 miles of parkway drives, and 25 miles on municipal streets. More information on trail network plans is described later in this chapter.

## **Bridges**

Bridges in Cudahy are maintained by the City, County, or State, and include the following:

- The bridge on South Pennsylvania Avenue over the Edgerton Channel. Built in 1996, this bridge is maintained by the City.
- The STH 794/Lake Parkway north- and south-bound bridges over the Edgerton Channel. Built in 2005, these bridges are maintained by WisDOT.
- The Union Pacific rail bridge over East College Avenue (CTH ZZ). Built in 1981, this bridge is maintained by Milwaukee County.
- The Layton Avenue (CTH Y) east- and west-bound bridges over multiple rail lines, at Cudahy's northwestern boundary. Built in 1984, these bridges are maintained by WisDOT.

## **Airports**

General Mitchell International Airport (MKE) is a medium-hub airport owned and operated by Milwaukee County. The airport is located in the City of Milwaukee, and forms the western border of Cudahy. Mitchell's thirteen airlines currently offer 235 departures and receive 235 arrivals daily. About 90 cities are served with nonstop or direct flights from General Mitchell International. The airport plays a significant role in Cudahy's economy by attracting transportation-oriented businesses and jobs to Cudahy, as well as providing hundreds of jobs at the airport itself which are very convenient to Cudahy residents. The airport's proximity also likely attracts new residents to Cudahy, and provides opportunities for additional commercial and retail businesses in Cudahy that would benefit from the thousands of travelers passing through or near to Cudahy daily. The 128<sup>th</sup> Air Refueling Wing also operates from its base along the western side of Pennsylvania Avenue.

## **Water Transportation and Related Facilities**

Although Cudahy is located along the Lake Michigan shoreline, there are no water transportation facilities within the City. However, the Port of Milwaukee is readily accessible from Cudahy via the Lake Parkway (STH 794), which has an exit for the Port just a few miles north of Cudahy. The Port of Milwaukee provides Cudahy business an opportunity for freight water transportation of materials

and products. The Port of Milwaukee also accommodates the Lake Express Ferry, a high-speed passenger ferry offering direct roundtrip passages daily to Muskegon, Michigan, from May through November.

## **Rail**

The Chicago & Northwestern Railroad provides the backbone for Cudahy's industrial corridor. In fact, the rail stop was the very nucleus around which Patrick Cudahy developed his new community. Today, the rail is under-utilized for freight, but provides the opportunity for passenger commuter service. The proposed Kenosha-Racine-Milwaukee (KRM) commuter rail line would stop at a planned transit stop in downtown Cudahy, as well as several other communities between downtown Milwaukee and Kenosha, where passengers could connect to Metra, Chicago's commuter rail system which has its northernmost stop in Kenosha.

Passenger rail via Amtrak is currently provided at General Mitchell International Airport. The regional Hiawatha Amtrak passenger trains connect travelers to Chicago, Minneapolis, and points beyond in both directions.

## **Public Transportation and Paratransit**

The Milwaukee County Transit System (MCTS) is a County entity which is operated by a contractor. MCTS provides bus service throughout the County. Presently, four routes travel through Cudahy:

- Route 15, Oakland-Kinnickinnic, travels between Bayshore Mall in Glendale and the South Milwaukee/Oak Creek area. Buses travel south on S. Pennsylvania and north on STH 62 in Cudahy.
- Route 88, Cudahy, is a local route making in a loop around Cudahy, with buses traveling down S. Nicholson Ave., STH 32, and connecting streets.
- Route 55, Layton, travels between Southridge Mall and the Kelly Senior Center.
- Route 48, the South Shore Flyer, provides commuter service from Oak Creek to downtown Milwaukee, travelling along Packard Avenue.
- Route 89, St. Francis, also runs along Cudahy's northern border of E. Lunham Avenue and travels through St. Francis.

MCTS is currently funded by several jurisdictions; locally, funds are raised through a property tax. Ongoing discussions are attempting to find new funding sources for the system to ensure a more sustainable, secure future for Milwaukee County transit. In the meantime, routes are subject to cut-backs and changes. The economic downturn, volatile fuel prices, and increased concern over the environment may serve to attract more riders and support to MCTS.

The Wisconsin Department of Transportation (WisDOT) is responsible for managing the Southeast Wisconsin rideshare program, which matches people with other commuters for carpooling.



## Review of State, Regional, and County Surface Transportation Plans

The following are State, regional, and county transportation plans and studies relevant to the City of Cudahy.

### **Wisconsin State Highway Plan 2020**

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of designated STH routes and administered by WisDOT. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction.

### **Wisconsin 6-Year Highway Improvement Program: 2008-2013**

WisDOT's *Six-Year Highway Improvement Program* recommends highway projects for specific locations. Roadways under WisDOT jurisdiction in Cudahy (USH & STH) include STH 794 and STH 32. There are no Cudahy-specific projects listed in the current *Six-Year Highway Improvement Program*.

### **A Regional Transportation System Plan for Southeastern Wisconsin: 2035**

Prepared by SEWRPC in 2006, this plan documents the fifth-generation regional transportation system plan for the Southeastern Wisconsin Region. This plan revisits earlier planning efforts, inventories existing facilities and services, reviews travel habits and patterns, anticipates regional growth and change, and studies travel simulation modes, before discussing updated recommendations for the 2035 transportation plan. The following recommendations are listed for roadways and transportation facilities within Cudahy:

#### Public Transit:

- A Cudahy transit station with a park and ride lot would connect to a rapid bus route from Kenosha to downtown Milwaukee (running on-freeway north of Cudahy; off-freeway south of Cudahy).
- An express bus route should also run through Cudahy to downtown Milwaukee.
- As the Kenosha-Racine-Milwaukee (KRM) commuter rail corridor study has been completed, the KRM plan should be advanced into preliminary engineering.

#### Bike accommodation:

- The current path along the Lakeshore (Oak Leaf Trail) would remain. Additionally, in general all the arterial streets within Cudahy should be considered for bicycle accommodations when they are resurfaced or reconstructed.

#### Roadway Expansion:

- STH 794 would remain at its existing capacity (no lane expansions anticipated).
- ISH-94/43, a short distance west of the City, would be expanded to eight lanes.

### **A Transportation Improvement Program for Southeastern Wisconsin: 2007-2010**

The *Transportation Improvement Program for Southeastern Wisconsin* is a federally-mandated listing of all arterial highway and public transit improvement projects proposed for implementation by State and

local governments through 2010. SEWRPC manages the program for southeastern Wisconsin. The TIP for 2007-2010 proposes a total of 638 highway and transit projects.

The City of Cudahy is the potential sponsor for one project—reconstruction of the S. Kinnickinnic and E. Plankinton Avenue intersection in Cudahy. This “highway safety” project is projected to require local funding of \$303,800 and federal funding of \$327,200.

Other projects affecting roadways leading into Cudahy are the proposed E. College Avenue reconstruction, with additional traffic lanes from S. Howell to S. Pennsylvania (1.3 mile stretch entering Cudahy). This “highway improvement” project, sponsored by Milwaukee County, is classified as “currently underway.”

The plan also updates the status of projects proposed in the 2005–2007 TIP. Projects in that plan affecting Cudahy are construction of the Pennsylvania Avenue connector to STH 794, a ½ mile “highway safety” project which has been completed; and the reconstruction of S. Whitnall Avenue from S. Packard Ave. to S. Nicholson Ave., a 1 mile “highway preservation” project.

### **KRM Corridor Transit Study Summary Report & Recommended Plan**

SEWRPC’s *KRM Corridor Transit Study Summary Report and Recommended Plan*, completed in 2003, identified the locally-preferred alternative for transit through the corridor to be a commuter rail alternative with a medium level of service. The report determined that the additional costs of commuter rail over commuter bus service would be offset by the significant potential advantages rail has over bus transit. The report provides an in-depth analysis of this alternative, as well as the alternatives it was selected against.

### **KRM Alternatives Analysis: Transit-Oriented Development (TOD) Portfolio: Cudahy**

Prepared by EarthTech for SEWRPC, Cudahy’s TOD Portfolio examines the proposed KRM passenger station, which City plans have recommended be located approximately ¼ mile south of Layton Avenue, on the west side of the rail line. The ½ mile radius from the station area stretches roughly from the intersection of Layton at Whitnall, east to Swift Avenue, and from Whittaker Avenue, south to Pulaski Avenue. The report found that in 2005, this ½ mile radius station area had an estimated population of 4,531 in 2005 and 2,237 jobs (including 2,000 at Patrick Cudahy). The TOD portfolio shows, for the ½ mile radius station area, existing land use, preliminary future land use, existing access and circulation patterns, preliminary future access and circulation patterns, existing urban design conditions, and preliminary future urban design framework.

### **Wisconsin Department of Transportation Connections 2030**

Currently under development, this multimodal transportation plan will help the state meet transportation needs of the 21<sup>st</sup> century. This plan focuses on strategies to maintain and enhance the state’s transportation system to support future mobility and economic growth. Key elements of this plan include: ensuring safety and security; preserving the existing and future system; optimizing investment in the system for continued safety, enhanced mobility, and efficiency; responding to local, regional, national, and international economic trends to maintain state economic competitiveness; considering environmental issues to maintain Wisconsin’s quality of life; and providing users with transportation choices. The policies in this plan will aid transportation decision-makers when evaluating transportation programs and projects.

Connections 2030 includes a series of multimodal corridors for each part of the state to assist the state in prioritizing investments and assist WisDOT transportation districts in identifying future segments for more detailed corridor plans.

### **Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21<sup>st</sup> Century**

This plan provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. At the time of writing the *City of Cudahy 2020 Comprehensive Plan*, WisDOT was in the process of updating the Translinks Plan in Connections 2030.

### **Wisconsin Rail Issues and Opportunities Report**

This report summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming *Connections 2030*, WisDOT's next multimodal transportation plan in progress at the time this report was written.

### **Wisconsin Bicycle Transportation Plan 2020**

This plan presents a blueprint for improving conditions for bicycling, clarifies WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. There are no recommendations specific to the City of Cudahy.

### **Wisconsin Pedestrian Plan 2020**

This plan outlines statewide and local measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs. Pedestrian facilities include sidewalks, walkways, street-scapes, crosswalks, traffic controls signals, overpasses and underpasses, bridges, multi-use paths, curb cuts and ramps, transit stops, and paved shoulders. Many of these types of facilities are found in the City.

### **Milwaukee County Trails Network Plan**

At the County Board's request, the Milwaukee County Parks Department drafted a planning document containing information necessary to improve and maintain all Milwaukee County trails to satisfy needs of the increasing number of users. The plan includes improvements to the Oak Leaf Trail System, which runs through Cudahy as described above. General proposed system-wide improvements include relocating all municipal street trail segments to off-road paths and connecting the Oak Leaf Trail System to Ozaukee and Racine Counties (currently, the Oak Leaf Trail System connects to Waukesha County). These improvements would facilitate bicycle travel for work and play throughout the region. In Cudahy, the County shows in the draft plan potential for a “Soft Multiple-Use Trail,” along the lakeshore in Cudahy and South Milwaukee (generally parallel to the existing

on-road Oak Leaf Trail through these parklands). Uses could include hiking, skiing, mountain biking, birding, running, and walking.

Two other connections lie outside of Cudahy but would offer greater bike transportation options:

- A Hoan-Bridge Alternative would take bicyclists off the congested and constricted Oak Leaf Trail section in Bay View between Russell Ave and Bay St. This would improve the connection between the South Shore communities and downtown Milwaukee.
- WE Energies East/West Connection would span the entire county as a valuable east-west connection, beginning in St. Francis and traveling through an existing WE Energies utility corridor.

## Review of Airport-Related Plans

### **General Mitchell International Airport Master Plan Update**

In 2007, the airport's five runways were utilized by a record 7.7 million passengers, an increase of 5.7 percent over the previous year. An *Airport Master Plan Update* was completed in 2007 to guide anticipated growth over the next 20 years. A significant expansion under consideration would add two new concourses and one new runway. The expansion would redevelop adjacent land previously used as the Air Force Reserve 440th Air Refueling Wing Base, which closed in January of 2008.

GMLA projected increases in passengers and flights will necessitate constructing the new runway, "C-1", between 2-16 and 2021. The future C-1 Runway will run in a northeastern direction through the south-central airport property. It is oriented directly toward Cudahy's western edge, and a Runway Protection Zone shown for the new C-1 Runway in the *GMLA Master Plan* will cross into Cudahy. It appears that a second Runway Protection Zone, which currently crosses into Cudahy, will recede slightly under the development plan.

In addition to this new runway and terminal building expansion, other projects include relocation of corporate hangars, expansion of the parking garage, reconfiguration of the College and Howell Avenue intersection, and taxiway and air cargo improvements.

In July 2008, Governor Doyle approved a \$3.5 million improvement project at the airport to facilitate the completion of various airfield safety improvements and right-of-way rehabilitations.

### **Airport Noise Compatibility Study Update**

A recent update to the airport's *FAR Part 150 Noise Compatibility Study* was completed in 2004. The update assessed current conditions and forecasted noise levels out to the year 2009 (a 5 year planning period). The 65 DNL noise contour, within which properties are eligible for FAA priority noise mitigation funding, was found to cross Cudahy roughly in the area of Edgerton Avenue, reaching about as far east as Lake Drive, in 2003. The 65 DNL was projected to shrink by 2009 to reach east only to the vicinity of Packard Avenue, indicating that residents in the affected area may enjoy reduced aircraft noise in the near future.

### **440th Air Force Reserve Base Redevelopment**

As noted above, the 440<sup>th</sup> Air Force base was closed, which was the result of the federal 2005 Military Base Realignment and Closure process. An *Alternatives Study* for redevelopment of the property has been completed. The 102 acre property has direct access to General Mitchell International and public entrances on E. College Avenue, west of Cudahy, and S. Howell Avenue.

The Milwaukee 440th Local Redevelopment Authority (LRA) selected aviation reuse as the most appropriate redevelopment use for the property. The redevelopment plan was submitted to the United States Department of Defense (DOD) for review. Once adopted by the federal government, the property will be conveyed to Milwaukee County. The preferred plan provides capacity for the future growth of passengers and operations as called for in the most recent *GMLA Master Plan* update. The preferred plan also provides opportunities for Milwaukee area educational institutions to expand teaching opportunities and to enhance research and development contracts, including those supported by DOD.

### **128th Air Refueling Wing Plans**

The Wisconsin Air National Guard's 128th Air Refueling Wing, based at 1919 E. Grange Avenue, announced a \$7 million, 100,000 square foot addition to an existing maintenance hangar in 2006, as a result of their gaining several aircraft through the 2005 Military Base Realignment and Closure.

### **Wisconsin State Airport System Plan 2020**

This plan includes a general inventory of existing airport facilities in the State and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the State. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, and does not identify any new locations for future airports.

### **Key Transportation Issues and Opportunities**

From its very founding at a rail station and its growth following the arrival of the Milwaukee Streetcar line, Cudahy has truly grown and developed according to the pattern and pace of transportation improvements. Today, the City is located ideally among roadway, air, rail, and water transportation networks. Being at the terminus of the Lake Parkway and directly adjacent to General Mitchell International Airport greatly contributes to Cudahy's superior access and economic opportunity. The potential for commuter rail (KRM) and its projected appeal could provide Cudahy another key opportunity to redevelop and grow as a result of the vital transportation links which sustain it.

## Chapter Five: Utilities and Community Facilities

This chapter describes the various utilities and community facilities that serve the City's existing population and development, including water, sewer, municipal buildings, libraries, police, and fire services, schools, and parks.

### Existing Utilities and Community Facilities

#### **City Facilities**

The City of Cudahy's municipal departments are housed at City Hall, located at 5050 South Lake Drive, south of Cudahy High School. The City maintains additional facilities elsewhere which aid in provision of City services. Locations of these additional facilities are specified elsewhere in this chapter.

#### **County Facilities**

Milwaukee County owns and operates four county parks located within Cudahy; these are described in detail later in this chapter. The County also owns and operates General Mitchell International Airport, located along Cudahy's western border and described in the Transportation chapter of this Appendix.

#### **Water Supply**

The City of Cudahy utilizes Lake Michigan as its freshwater source. The City of Cudahy Water Utility, established in 1954, provides potable water to residents through its conventional surface water treatment plant, and also provides untreated lake water to three industrial customers for use in their industrial processes. In 2004, the Water Utility installed the first ultraviolet disinfection system in the Midwest, adding an extra barrier against disease and infection, one of many upgrades the pumping station and filtration system have enjoyed over time.

As of 2008, the Water Utility has 8.5 full-time-equivalent (FTE) employees. Beyond routine maintenance, aging infrastructure, including 55 miles of water mains, will need to be addressed during the 20-year planning period.

#### **Sanitary Sewer Service**

Sewer service in Cudahy is provided by the Milwaukee Metropolitan Sewer District (MMSD), which is a regional government agency with taxing authority, established by the State. MMSD serves over 1 million people in 28 Milwaukee area communities. Cudahy's sanitary sewer lines discharge to either the Jones' Island Treatment Plant in Milwaukee or the South Shore Treatment Plant in Oak Creek, depending upon whether the sewage originated within the Jones' Island or the South Shore Service Area. Treated water from both plants is discharged back into Lake Michigan.

The Jones' Island Treatment Plant is on the National Register of Historic Places and is also designated as a National Historic Civil Engineering Landmark by the American Society of Civil Engineers.

## **Solid Waste Disposal**

The Department of Public Works handles collection of garbage and recyclables. Currently, recycling is collected bi-weekly and garbage, weekly. Waste Management manages disposal of the City's waste and recycling. Residents are also able to drop off waste, yard waste, and recycling at the Transfer Site, 5631 S. Pennsylvania Avenue, year round. The Department of Public Works maintains a garage on S. Packard Avenue near E. Carpenter Avenue. Potential relocation of the garage, which lies in downtown Cudahy, has been the subject of recent conversations.

## **Stormwater Management**

Within the past ten to fifteen years, the City has implemented several stormwater management projects designed to reduce the extent and severity of flooding during storms and to improve water quality. These have included stormwater projects on the City's east side. The Edgerton Channel also provides stormwater capacity and has helped reduce the extent of the floodplain within Cudahy.

## **Law Enforcement and Protection**

As of spring 2008, the Cudahy Police Department employed 41 officers and support staff. The Police Department is located at 5050 S. Lake Drive, in the same building as City Hall. The Police Department reported that its greatest opportunities for the planning period were technology upgrades and equipment and training improvements. Planning for succession and cross-training were noted as issues facing the Police Department.

## **Fire Protection and Emergency Medical Services**

The Cudahy Fire Department responds to "to any call for assistance when life, property, and the environment are threatened." All Cudahy firefighters are cross-trained in a variety of emergency response disciplines, providing a vast array of services to the community.

Services provided include emergency medical services (EMS), vehicular/industrial extrication, high angle rope rescue, confined space entry and rescue, trench/excavation collapse, hazardous materials spills/leaks, weapons of mass destruction/anti-terrorist response, and other non-emergency response services such as education and testing.

The Cudahy Fire Department was organized as a volunteer department in 1902. The Fire Department transitioned to a full-time professional department in the 1950s, when Fire Station No. 1 was built. Fire Station No. 1 is located at the northeast corner of S. Packard and E. Plankinton Ave. Fire Station No. 2, located at 3115 E. Ramsey Avenue, was built in 1969.

Currently, the Cudahy Fire Department consists of 24 full-time, professional fire-fighting personnel and one Fire Chief; however, budget constraints in recent years have necessitated leaving one to two positions vacant at times.

Consolidation of the Cudahy, St. Francis, and South Milwaukee Fire Departments has been investigated twice--first in 1996 via a committee investigating fire, EMS, and emergency dispatch service consolidation; and again in 2000, via a consolidation study for fire and EMS services. In each case, consolidation discussions were ultimately dropped.

## Library

The Cudahy Family Library is located at 3500 Library Drive. This modern library of 27,000 square feet was a \$5 million project financed through a combination of public funds and private donations from Cudahy citizens, corporations, and foundations. In addition to books, the library loans audio and video recording, provides access to online databases, and subscribes to many newspapers and magazines. Computers are available for community use at the library, and free wireless internet is available within the library for those bringing their own laptop computers. Library programs, such as story times and reading clubs, are held for children, young adults, and adults.

Because Cudahy Family Library is part of the Milwaukee County Federated Library System (MCFLS), Cudahy residents also enjoy access to all other public libraries in Milwaukee County. Residents can search other County collections through CountyCat, a computerized catalog of Public Libraries in Milwaukee County, from the Cudahy Library or anywhere they have an internet connection. Residents are also permitted to loan materials from any library within the Milwaukee County system.

## Telecommunication and Power Facilities

Cudahy is served by WE Energies, Ameritech, Time Warner Cable, US Cellular, and a number of wireless telecommunications providers. WE Energies provides electric power and natural gas to Cudahy residents and businesses. Telephone service is provided by Ameritech, Inc. Broadband cable service has been available to all developed lands in Cudahy by the year 2000, with service provided by Time Warner Cable.

SEWRPC completed a *Wireless Antenna Siting and Related Infrastructure Plan* for Southeastern Wisconsin in 2006. The City reported 6 antennae sites in 2005:

- 6260 S. Lake Drive (124.0 ft. high) – Nextel
- 5555 S. Packard Ave (101.0 ft. high) – AT&T
- 3555 E. Pabst Ave (88.6 ft. high) – AT&T
- 3555 E. Pabst Ave (95.1 ft. high) – Verizon
- 3555 E. Pabst Ave (114.8 ft. high) – T-Mobile
- No address provided (85.0 ft. high) – Sprint

In 2007, SEWRPC completed a *Regional Broadband Telecommunications Plan for Southeastern Wisconsin*. A regional wireless plan providing universal geographic coverage across the region at the 4<sup>th</sup> Generation (4G) performance level was selected as the primary broadband telecommunications plan for Southeastern Wisconsin. The network infrastructure consists of 141 antenna base stations installed at existing tower sites on a co-location basis. The plan suggests one antenna base station site in Cudahy.

Wireless service is provided throughout Cudahy by a number of telecommunications providers, with service classified as “good” for all companies throughout Cudahy, save for a few pocket areas of “marginal” service by some companies (e.g. U.S. Cellular) according to the SEWRPC report.

## Health Care Facilities

Cudahy is served by Aurora St. Luke's South Shore, formerly Trinity Memorial Hospital, located along S. Lake Drive in Cudahy. The full-service, in- and out-patient hospital also provides rehabilitation services and a full-service pharmacy. There are several other hospitals in the area as well, the largest of which is Aurora St. Luke's Medical Center at the corner of S. 27<sup>th</sup> Street and Oklahoma Avenue on Milwaukee's south side.

During public participation efforts, several residents expressed interest in attracting an Urgent Care Center to Cudahy. Urgent Care Centers are ideal for situations when immediate care without a scheduled doctor's appointment is warranted, yet an emergency room visit appears unnecessary.

## Child Care Facilities

In 2008, the Wisconsin Department of Children and Families launched an online resource which provides data on all licensed child care facilities in the state. Licensed child care providers in Cudahy, as of July 2008, included the following:

Family Child Care (licensed for up to 8 children):

- Jodi's Family Day Care, 5267 S. Elaine Avenue;
- Normita's Family Day Care, 3742 E. Layton Avenue;
- Sheryl's Family Childcare, 5556 S. Indiana Avenue;

Group Child Care (licensed for 9+ children):

- Gard N Angel Child Care, 3776 E. Hammond Avenue;
- St. John Evangelical Lutheran Child Day Care and Development Center, 4850 S. Lake Drive;

Cudahy also has a Social Development Commission Head Start Center, located at 3658 E. Plankinton Avenue, which offers care for 3-5 year olds between September and May. While four of these childcare providers were located east of downtown Cudahy in relative proximity, two of the smaller Family Child Care providers were located in Cudahy's western neighborhoods. Day Camp is also offered through the South Shore YMCA for 5-12 year old children between June and August.

## City and County Park and Recreational Facilities

Cudahy residents enjoy Ladish Park, home of the St. Francis-Cudahy Little Baseball Association (SFCLBA), at 3450 E. Ramsey Avenue. Improvements at the Park include a modern scoreboard, field, and concessions, and were possible through partnerships between the community, volunteers, and Ladish Company. Cudahy Immigrant Park was created outside the Cudahy Depot, home of the Cudahy Historical Society, at 4647 S. Kinnickinnic Avenue. The small park includes benches, landscaping, and the Cudahy Immigrant Statue.

Cudahy is also home to four Milwaukee County Parks offering a range of recreational amenities.

- Sheridan Park—located between S. Lake Drive and the lakeshore in the northern half of Cudahy. This park features picnic areas; baseball, softball, basketball, sand volleyball, and tennis facilities; swimming and wading pools; and tot lots. Wooded areas and park lands, and an exceptional native-plant community, exist within the park. The Oak Leaf Trail winds north-south

through the Park. The Sheridan Parks Friends volunteer group, founded in 2005, works to keep the park clean and safe and reduce the prevalence of invasive plant species.

- Warnimont Park—located directly south of Sheridan Park along the lakeshore. This park features a golf course, archery and in-line hockey facilities. Several exceptional native-plant communities exist amongst parkland, wooded areas, and sand beach. The Oak Leaf Trail winds north-south through the park.
- Pulaski Park—located in the east-central neighborhoods of Cudahy. Pulaski Park features picnic areas, softball and little league diamonds, a tot lot and a wading pool. The remainder of the park is a combination of wooded areas and parkland.
- Patrick Cudahy Park—located among the City’s south-central neighborhoods. Cudahy Park includes picnic areas, basketball facilities and a tot lot. The area includes parkland and shrub and tree cover. The Patrick Cudahy Park Friends volunteer group strives to keep the park well-maintained and appealing for all residents.
- Another County Park, Greene Park in St. Francis, borders Cudahy on its northern edge, along E. Lunham Avenue, an asset to Cudahy’s adjacent residential neighborhoods.

### **Cemeteries**

Two cemeteries are located within the City of Cudahy. Holy Sepulcher Cemetery is an active cemetery located at 3800 E. College Avenue at its intersection with S. Lake Drive, with burials from the 20<sup>th</sup> and 21<sup>st</sup> centuries. Agudas Achim, located at 3690 E. College Ave., is an active cemetery operated by the Jewish Orthodox synagogue, Congregation Agudas Achim of Milwaukee. The first interment occurred in 1923; around 700 burials have occurred to date.

### **Schools**

Most children residing in Cudahy attend the Cudahy School District, which includes one high school, one middle school, and five elementary schools. The School District offers Pre-Kindergarten (PK) and 4-year-old Kindergarten (K4) in addition to grades K-12. The District’s facilities are all located within the City limits, and the District boundary is identical to the City’s limits.

The Cudahy School District receives a net influx of students from other communities of the region through its participation in the Chapter 220 Voluntary Student Transfer Program, which aims to racially integrate schools throughout the region. Through Chapter 220, students from the City of Milwaukee have the opportunity to attend Cudahy schools, subject to seat availability. In exchange, students residing in Cudahy have the opportunity to attend Milwaukee Public Schools.

The Cudahy School District Administration Offices are located immediately east of J.E. Jones Elementary at 2915 E. Ramsey Drive. The location of all schools facilities and the elementary attendance areas are shown on Figure A-5, Neighborhood Analysis. These attendance areas form natural neighborhood boundaries in Cudahy.

Recent additions to the Districts’ facilities include a new state-of-the-art Art Studio at Cudahy High School and upgrades to Cudahy Stadium on the west side of S. Lake Drive, near Cudahy High School. The District notes that it has strong visual arts and music programs and works to ensure these programs are accessible to all students regardless of their family income.



Figure A-5: Neighborhood Analysis

*< Insert: Neighborhood Analysis Map >*



Cudahy also has several parochial schools within City limits, including St. Paul's Evangelical Lutheran School, an elementary school located at 3766 E Cudahy Ave., and Nativity of the Lord Elementary, located at 3776 E. Hammond Avenue.

### Cudahy School District Enrollment

Enrollment data for Wisconsin public schools is collected by each district every fall and provided to the Wisconsin Department of Public Instruction. Data for each of Cudahy's public schools is shown in Table A-16. According to this data, enrollment declined within the School District between school years 2005-06 and 2007-08, and has declined 6.7 percent overall since the 2003-04 school year. Most schools' enrollment fluctuated significantly during the 2004-2008 period, and do not demonstrate a clear trend. The exceptions were Cudahy Middle School and Lincoln Elementary, which had steadily declining enrollments. Lincoln Elementary was consistently the most populous of the district's five elementary schools.

Table A-16: Cudahy School District Enrollment, 2004-2008

| School                                | Location                  | 2004  | 2005  | 2006  | 2007  | 2008  |
|---------------------------------------|---------------------------|-------|-------|-------|-------|-------|
| Cudahy High School (9-12)             | 4950 South Lake Dr.       | 881   | 927   | 939   | 908   | 867   |
| Cudahy Middle School (7-8)            | 5530 South Barland Ave.   | 435   | 427   | 405   | 398   | 394   |
| General Mitchell Elementary (K4, K-6) | 5950 South Illinois Ave.  | 322   | 282   | 306   | 290   | 273   |
| J.E. Jones Elementary (PK, K4, K-6)   | 5845 South Swift Ave.     | 209   | 212   | 213   | 190   | 182   |
| Kosciuszko Elementary (PK, K4, K-6)   | 5252 South Kirkwood Ave.  | 317   | 314   | 360   | 319   | 317   |
| Lincoln Elementary (K4, K-6)          | 4416 South Packard Ave.   | 400   | 394   | 387   | 382   | 357   |
| Parkview Elementary (PK, K4, K-6)     | 5555 South Nicholson Ave. | 280   | 294   | 281   | 290   | 265   |
| Total                                 |                           | 2,849 | 2,850 | 2,891 | 2,777 | 2,657 |

## **Higher Education**

While there are no higher educational facilities located directly in the City, Cudahy residents can choose to attend one of the diverse higher educational offerings located in nearby communities, including Milwaukee Area Technical College (MATC), the University of Wisconsin-Milwaukee, and several private colleges and universities. MATC is a taxing authority; its taxing district includes the City of Cudahy. MATC's South Campus is located nearby, in Oak Creek.

Higher education offerings in the immediate area are likely to increase. In March of 2008, Concordia University Wisconsin, located in Mequon, and the Cudahy Chamber of Commerce announced an agreement through which Concordia will begin offering its accelerated Adult Education Business Management bachelor's degree program at the Cudahy Family Library beginning in September 2008. Classes will be held once weekly and aim to provide Cudahy, St. Francis, and South Milwaukee area residents with a practical and convenient opportunity to obtain a Business Management bachelor's degree. Financial aid will be available for qualified students.

## **Key Utilities and Community Facilities Issues and Opportunities**

Cudahy residents enjoy a high level of public services, provided by a combination of the City, the County, and other entities. As the City is an older community, its existing infrastructure presents challenges that will need to be addressed over the planning period. Because the City is a confined, built-out community of a steady population, the City generally enjoys sufficient capacity to meet service demands, particularly in its water system. Future energy can be focused on increasing efficiencies within and across services and departments, on collaborating with other South Shore communities and the County, and on updating physical infrastructure to meet 21<sup>st</sup> Century demands.

## Chapter Six: Housing & Neighborhood Development

A community's housing stock is its most significant long-term capital asset. As is typical in most communities, housing is the largest single land use in Cudahy. Housing not only provides shelter, but neighborhoods also help to establish a community's "sense of place." This chapter describes housing trends and existing conditions pertaining to housing.

### Existing Housing Framework

From 1990 to 2000, the City's total housing stock increased nearly 11 percent, from 7,353 to 8,155 housing units. On average, the City added about 80 new housing units per year over between 1990 and 2000. As shown in Table A-17, "Single Family Detached" remains the dominant housing type in Cudahy, although its percentage of total housing units decreased about 3 percent between 1990 and 2000. During this time, "Single Family Attached" and "Multi-Family" housing became more common in the City. While nearly 100 "Two Family (Duplex)" units were also added during this period, by 2000, duplexes represented a smaller portion of all housing units in Cudahy than they did in 1990.

Table A-17: Cudahy Housing Types, 1990-2000

| Units per Structure    | 1990 Units | 1990 Per-<br>cent | 2000 Units | 2000 Per-<br>cent | Change in<br>Units, 1990-<br>2000 |
|------------------------|------------|-------------------|------------|-------------------|-----------------------------------|
| Single Family Detached | 3,854      | 50.4              | 3,917      | 47.3              | + 63 units                        |
| Single Family Attached | 201        | 2.6               | 418        | 5.1               | + 217 units                       |
| Two Family (Duplex)    | 1,554      | 20.3              | 1,648      | 19.9              | + 94 units                        |
| Multi-Family           | 1,744      | 22.8              | 2,172      | 26.3              | + 428 units                       |
| Total Units            | 7,353      |                   | 8,155      |                   | +802 units                        |

Source: U.S. Census of Population and Housing, 1990 & 2000

### Housing Condition and Age

The percentage of owner-occupied housing units in the City was well above the County average in 2000, and comparable to South Milwaukee and Oak Creek. Table A-18 compares Cudahy's 2000 owner-occupancy rate with previous decades. Owner-occupancy in Cudahy in 2000 was near to the City's peak rate of owner-occupancy of 62.2 percent recorded in 1960.

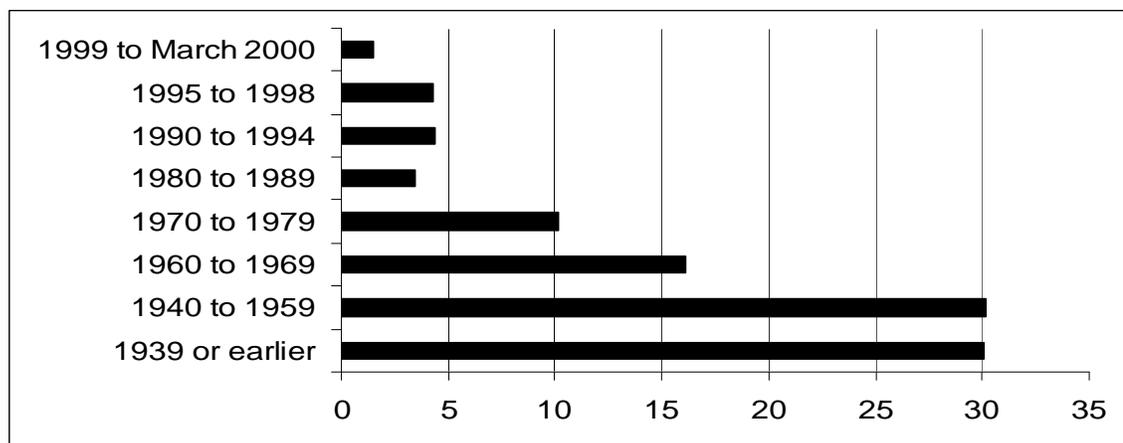
Table A-18: Owner-Occupancy in Cudahy, 1950 - 2000

|                   | 1950  | 1960  | 1970  | 1980          | 1990  | 2000  |
|-------------------|-------|-------|-------|---------------|-------|-------|
| % Owner-Occupancy | 51.6% | 62.2% | 59.7% | not available | 58.9% | 59.5% |

Source: U.S. Census of Population and Housing, 1950-2000

Table A-19 presents data on the age of the City’s housing stock based on 2000 Census data. The age of a community’s housing stock is sometimes used as a measure of the general condition of the local housing supply. One-third of Cudahy’s housing was built prior to World War I, and another one-third was built between 1940 and 1960. In the 40 years between 1960 and 2000, the remaining 40 percent of Cudahy’s housing stock was constructed. Over 10 percent of this housing stock was added between 1990 and 2000, a similar portion to that built between 1970 and 1979, suggesting that investment in housing in Cudahy continued at a strong pace following a slow-down between 1980 and 1989. The pace has certainly slowed in the late 2000s, in Cudahy and elsewhere throughout the nation.

Table A-19: Percent of Cudahy Housing Stock by Age, 2000



### Neighborhood Characteristics

The City’s neighborhoods include a mix of housing types and densities. Many of the older neighborhoods feature traditional layouts and predominately single-family homes, with some two- to four- family homes mixed in. There is also older, relatively small multi-family housing in some areas, such as the two- to three-story apartment buildings located along the northern portion of Lake Drive in Cudahy. Larger multi-family housing is more likely to be found in newer residential areas. The City has accommodated denser residential housing of good quality in recent years; examples include the popular Crosswinds of Cudahy, a 58-unit condominium community built on Cudahy’s south side in 1997, and the new Library Square townhomes.

The City’s Existing Land Use map, Figure A-3, shows scattered multi-family (two or more) housing throughout older north-central Cudahy neighborhoods. In contrast, the northern-most neighborhoods of Cudahy, including the areas set aside by Patrick Cudahy for prime residential develop-

ment—including Van Norman Avenue and the Michigan Highlands, east of Lake Drive—have remained more thoroughly single-family areas. In contrast are the neighborhoods in southern Cudahy, which tend to be post-World War II developments. These areas include both single- and multi-family housing, but the areas for each are much more distinct, with single-family housing covering the majority of such residential areas, yet with significant planned areas of multi-family housing adjacent to the single-family areas.

Participants in the Community Vision Workshop (described in Appendix B) expressed concern over the rate at which homes, particularly duplexes, were being converted from owner-occupancy to rental units.

### Housing and Neighborhood Development Programs

Numerous housing and neighborhood development programs are available to Cudahy residents, including, but not limited to, the following.

- **Wisconsin Housing and Economic Development Authority (WHEDA):** Offering home mortgage and improvement loans. Further information can be obtained by visiting the WHEDA website.
- **Community Development Block Grant (CDBG):** CDBG funds originate from the Department of Housing and Urban Development (HUD). The City receives a portion of Milwaukee County's annual allocation of CDBG funds for local use. Each year, the City must submit an application to Milwaukee County for each proposed activity for which it requests CDBG funds. Applications are received by Milwaukee County Administrative Services, Economic & Community Development Division. Program years run from January through December annually. There are 20 basic, federally-designated CDBG-eligible activity areas; these activities support home rehabilitation, programs to provide homeownership opportunities to renters, payment of relocation costs, small public facilities projects, demolition or removal of buildings, conversion of buildings to low or moderate income dwelling units, acquisition of property for the construction of low to moderate income dwelling units, site improvements for the construction of low to moderate income dwelling units, and related activities.
- **Care for Cudahy:** Started in 2000, this program provides exterior home improvement loans through the City's CDBG fund allocation from Milwaukee County. At the time of writing, the program had one staff member responsible for identifying Cudahy homes in need of exterior improvements.
- **Milwaukee County Home Repair Loan Program:** Offers low interest and zero interest loans to owner occupied, low income households for home repairs. In addition, qualifying elderly and low-income households may also be eligible for a deferred loan under this program, which does not require loan payment until the home is sold.
- **Housing Cost Reduction Initiative (HCRI):** Grantees can use funds to help eligible homebuyer purchase homes by providing down payment, closing cost, and/or gap financing assistance and to help low to moderate income homeowners prevent foreclosure. Eligible grantees include governments (local or county), Indian tribes, nonprofit corporations, for-profit corporations, a cooperative, a religious society, a housing authority, including a redevelopment authority or housing and community development authority.
- **HOME Investment Partnerships Program:** This is a federal grant that provides money to states and localities that can be used to fund a range of activities that build, buy, and/or rehabili-

tate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. In Wisconsin, the program is administered by the Wisconsin Department of Commerce, Division of Housing and Community Development.

- **United States Veterans Administration:** Provides low-cost loans and other housing assistance to veterans.

Other agencies providing housing services in the City include religious institutions and social service agencies that providing housing services to persons with disabilities, illness, and seniors. At the time of writing, the City was also commencing a relationship with a non-profit housing agency in the area to upgrade housing in the City. See the Wisconsin Department of Commerce, Division of Housing and Community Development webpage for more information on available housing programs.

### **Key Housing and Neighborhood Development Issues and Opportunities**

Cudahy's housing stock, 60 percent of which was built more than 50 years ago, will need significant reinvestment over the planning period. In particular, homes and neighborhoods which were designed to be affordable and practical at the time they were built may need significant maintenance and upgrades to remain safe and appealing housing choices. At the same time, Cudahy's neighborhoods, many of which feature traditional layout, high affordability, and good construction relative to many other metro-Milwaukee communities, coincide nicely with trends toward smaller families and more traditional neighborhoods. Cudahy may also work to maintain—and in some cases restore—the predominantly single-family character of several neighborhoods, particularly on the east side.

## Chapter Seven: Economic Development

This chapter contains a compilation of background information that will inform goals, policies, and programs to promote the retention, stabilization, and expansion of the economic base in the City of Cudahy. This chapter includes an assessment of the City's strengths and weaknesses with respect to attracting and retaining businesses and industries and an inventory of environmentally contaminated sites.

### Existing Economic Development Framework

This section details labor force trends, educational attainment, employment forecasts, income data and other economic development characteristics of the City. The City has a strong industrial base in several core companies; however it is diversifying to include a wider variety of industries and services which similarly leverage the area's strong work force and locational advantages near key transportation connections.

### **History of Economic Development Efforts in Cudahy**

The City has taken an active role in economic development for well over a decade. Redevelopment activities for Cudahy's downtown area began in 1992. In 1994, the City completed its first *Comprehensive Plan*, which included discussion of economic conditions and potential economic development activities the City could pursue. That 1994 plan addressed the downtown area, but was not focused on it specifically. The plan included fifteen economic development objectives, including establishing a new business park (Mitchell International Business Park, created in 1999); leveraging the City's proximity to transportation facilities; leveraging the lakefront; improving existing commercial and industrial aesthetics; utilizing all potential financing tools; and enhancing the aesthetics and safety of downtown and better aligning downtown uses and businesses with unmet demands.

Focus on the downtown area in particular as a catalyst for community-wide resurgence began in 1997. Planning activities conducted around this time included completion of a *Downtown Cudahy Architectural Evaluation*, a *Downtown Cudahy Opportunity Analysis*, and the *City of Cudahy Downtown Design Guidelines*. These efforts culminated in the creation and adoption of the *City of Cudahy Downtown Master Plan* in 1999. A design overlay district was also added to the City's zoning code to cover the downtown area.

### **Cudahy's Workforce and Major Employers**

Cudahy's economy benefits from an estimated 15,000 jobs in and near its borders and about 536 commercial properties within the City. Of Cudahy's employees, approximately one-third are employed in manufacturing and another one-third are employed in services. In comparison, manufacturing jobs comprise only about one-eighth of all jobs located in Milwaukee County.

Another concentrated source of jobs within Cudahy is through transportation-oriented businesses. In total, ESRI Business Solutions finds that about one-third of Cudahy's resident workforce was employed in manufacturing, transportation, warehousing, and utilities jobs in 2007, compared to a rate of about one-fourth of residents employed in these sectors County-wide.

Table A-20 lists Cudahy's largest employers as derived from the Wisconsin Department of Workforce Development (WisDWD). Cudahy's economic base is largely based around manufacturing, with education, transportation, and service industries also employing a substantial portion of the City's workforce.

Table A-20: Cudahy's Largest Employers

| Rank | Employer                                | Industry  | Number of Employees |
|------|---|---|---------------------|
| 1    | Patrick Cudahy, Inc.                    | Meat Processor  | 1000+               |
| 2    | Ladish, Company                         | Iron and Steel Forging                                    | 500-999             |
| 3    | School District of Cudahy               | Education   | 500-999             |
| 4    | Roundy's, Inc.                          | Perishable food manufacturing                             | 100-249             |
| 5    | Fed Ex Ground                           | Couriers/Express Delivery Services                        | 100-249             |
| 6    | Vilter Manufacturing, LLC               | HVAC Manufacturing  | 100-249             |
| 7    | Pioneer Commercial Cleaning             | Janitorial Services                                       | 100-249             |
| 8    | Roadrunner Transportation Services      | General Freight Trucking                                  | 100-249             |
| 9    | City of Cudahy                          | Executive and Legislative Offices                         | 100-249             |
| 10   | Intercontinental Transportation Systems | Freight Transportation Arrangement                        | 100-249             |
| 11   | Lucas Milhaupt, Inc.                    | Metal Heat Treating                                       | 100-249             |
| 12   | Young Men's Christian Association       | Civic and Social Organizations                            | 100-249             |
| 13   | DCS Sanitation Management, Inc.         | Janitorial Services                                       | 100-249             |
| 14   | Milwood, Inc.                           | Wood Container/Pallet Manufacturing                       | 100-249             |
| 15   | Allstates Trucking, Inc.                | General Freight Trucking                                  | 50-99               |
| 16   | Milwaukee Cylinders Division            | Machine Shops   | 50-99               |
| 17   | Mega Pick 'n Save                       | Supermarkets and Other Grocery                            | 50-99               |
| 18   | Ewald's Venus Ford, LLC                 | New Car Dealers   | 50 - 99             |
| 19   | Kmart                                   | Discount Department Stores                                | 50 - 99             |
| 20   | Superior Health Linens, LLC             | Drycleaning and Laundry Services                          | 50 - 99             |
| 21   | Yamaha Motor Corporation USA            | Motor Vehicle Supplies and New Parts Merchant Wholesalers | 50 - 99             |
| 22   | Wetzel Brothers Acquisition, LLC        | Commercial Lithographic Printing                          | 50 - 99             |
| 23   | R&M Freight Logistics, Inc.             | General Freight Trucking                                  | 50 - 99             |
| 24   | McDonald's Drive In                     | Limited-Service Restaurants                               | 50 - 99             |
| 25   | CLW, Inc.                               | Limousine Service   | 50 - 99             |

Source: Wisconsin Department of Workforce Development, 2009

## Workforce Flow

According to the 2000 Census, 82,457 workers in Milwaukee County commuted to places outside the County. Of these, 17 percent (57,291 workers) commuted to Waukesha County and roughly 5 percent commuted to the surrounding counties of Ozaukee, Washington, Kenosha, and Racine. Less than 1 percent of commuters worked in Illinois. While similar data is not available for Cudahy, anecdotal information suggests that many Cudahy residents who do not work in Cudahy commute to downtown Milwaukee or industrial jobs on Milwaukee County's south side.

## Employment Projections

Milwaukee County employment projections were provided by Woods & Poole Economics, Inc., a regional economic and demographics analysis firm. These data, shown in Table A-21, predict the County's total employment to grow approximately 30 percent by the year 2030. Over this time period, the most significant increase in jobs is projected to be in the service industry sector. Furthermore, by 2030 the percentage of employees working in manufacturing and retail is projected to decrease.

Table A-21: Milwaukee County Employment Forecasts by Sector, 2006-2030

|   | 2006      | 2010      | 2015      | 2020      | 2025      | 2030      |
|---|-----------|-----------|-----------|-----------|-----------|-----------|
| Farm Employment                                     | 0.83%     | 0.78%     | 0.73%     | 0.67%     | 0.63%     | 0.59%     |
| Agricultural Services                               | 1.04%     | 1.08%     | 1.11%     | 1.15%     | 1.17%     | 1.20%     |
| Mining  | 0.06%     | 0.06%     | 0.05%     | 0.05%     | 0.05%     | 0.05%     |
| Construction  | 4.49%     | 4.55%     | 4.60%     | 4.66%     | 4.70%     | 4.75%     |
| Manufacturing                                       | 16.80%    | 16.19%    | 15.50%    | 14.89%    | 14.34%    | 13.84%    |
| Transportation, Communication, and Public Utilities | 4.32%     | 4.28%     | 4.25%     | 4.21%     | 4.18%     | 4.15%     |
| Wholesale Trade                                     | 4.72%     | 4.72%     | 4.73%     | 4.73%     | 4.73%     | 4.73%     |
| Retail Trade  | 15.78%    | 15.54%    | 15.29%    | 15.06%    | 14.85%    | 14.66%    |
| Finance, Insurance, and Real Estate                 | 7.53%     | 7.47%     | 7.39%     | 7.33%     | 7.27%     | 7.22%     |
| Services  | 34.12%    | 35.15%    | 36.30%    | 37.33%    | 38.26%    | 39.09%    |
| Federal Civilian Government                         | 0.88%     | 0.84%     | 0.79%     | 0.75%     | 0.71%     | 0.67%     |
| Federal Military Government                         | 0.56%     | 0.54%     | 0.51%     | 0.49%     | 0.47%     | 0.45%     |
| State and Local Government                          | 8.85%     | 8.80%     | 8.74%     | 8.69%     | 8.64%     | 8.60%     |
| Total Employment: Milwaukee County                  | 1,422,940 | 1,495,620 | 1,586,260 | 1,676,640 | 1,766,700 | 1,856,400 |

Source: Woods & Poole Economics: 2006 State Profile, Wisconsin

The WisDWD Office of Economic Advisors projected industry employment for the Milwaukee and Waukesha, Ozaukee, and Washington (WOW) Wisconsin Workforce Development Areas. The 2006 study (completed before the recession) projected employment levels by industry in the year 2014, comparing these to 2004 baseline data. Their projections show employment in most industries will grow in the region through 2014. However, manufacturing—Cudahy’s largest occupational group—was projected to lose a net 1,730 jobs between 2004 and 2014. The greatest increase in jobs between 2004 and 2014 was projected to be in Education and Health Services (+39,420 jobs).

**Table A-22: Industry Projections for the Milwaukee and WOW Wisconsin Workforce Development Areas, 2014**

| Industry Title   | 2004 Estimated Employment | 2014 Projected Employment | 2004-2014 Employment Change |
|--|---------------------------|---------------------------|-----------------------------|
| Total Non-Farm Employment  | 824,170                   | 934,470                   | 110,300                     |
| Construction/Mining/Natural Resources  | 33,720                    | 39,960                    | 6,240                       |
| Manufacturing  | 135,940                   | 134,210                   | -1,730                      |
| Fabricated Metal Products  | 23,130                    | 23,730                    | 600                         |
| Machinery Mfg  | 22,100                    | 20,240                    | -1,860                      |
| Electrical Equipment, Appliance, and Component Mfg   | 12,860                    | 11,330                    | -1,530                      |
| Trade  | 122,210                   | 133,480                   | 11,270                      |
| Food and Beverage Stores   | 16,430                    | 17,120                    | 690                         |
| Transportation and Utilities (Including US Postal)   | 35,100                    | 39,450                    | 4,350                       |
| Financial Activities   | 57,150                    | 64,520                    | 7,370                       |
| Education and Health Services (Including State and Local Government Education and Hospitals) | 164,390                   | 203,810                   | 39,420                      |
| Ambulatory Health Care Services  | 31,750                    | 43,390                    | 11,640                      |
| Hospitals (Including State and Local Government)   | 34,080                    | 41,810                    | 7,730                       |
| Leisure and Hospitality  | 66,000                    | 76,030                    | 10,030                      |
| Information/Prof Services/Other Services   | 169,860                   | 201,570                   | 31,710                      |
| Government (Excluding US Postal, State and Local Education and Hospitals)                    | 39,790                    | 41,430                    | 1,640                       |

*Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, August 2006*

### **Educational Attainment**

Educational attainment is another characteristic of a community’s labor force. According to the 2000 U.S. Census, 81.9 percent of the City’s population age 25 and older had attained a high school level education or higher. About 13.6 percent of the population age 25 and older had attained a col-

lege level education (bachelor's degree or higher). These statistics are generally lower than surrounding communities.

### **Income Data**

According to 2000 U.S. Census data, the median household income in 1999 in the City was \$40,157. For comparison, the median household income reported for Milwaukee County in 1999 was \$38,100, and for the state it was \$43,791.

### **Environmentally Contaminated Sites**

Environmentally contaminated sites present opportunities for redevelopment and revitalization. WisDNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. WisDNR defines brownfields as "abandoned or underutilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the database are self-reported and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of May 2008, there were 222 documented sites in the City listed in WisDNR's system. Eighty of these sites are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were known in the past to be, contaminating the soil and/or groundwater with petroleum. Thirty-six sites in Cudahy area are classified as environmental repair, or ERP. These sites are often times older and have been releasing contaminants to the soil, groundwater, or air over a long period of time.

Brownfield redevelopment programs seek to return abandoned or underused industrial and/or commercial sites to active use through cleaning up environmental contamination and encouraging redevelopment of the sites. The Wisconsin Department of Commerce and WisDNR work together to administer a grant program that funds brownfields cleanup. This program provides funds for environmental studies that determine the nature and extent of contamination as well as for the actual remediation of contaminated sites. More information on the requirements a community must meet to receive these grants is available through the Department of Commerce and WisDNR.

### **Community and Economic Development Agencies**

The City has an active Community Development Authority (CDA) to pursue economic objectives and implement redevelopment plans. The CDA develops and implements economic redevelopment initiatives and programs and works to redevelop properties either through acquisition or private negotiation. The eight member CDA meets regularly.

The City also has an active Chamber of Commerce working to bring new development to the City and serve its existing business membership. The Cudahy Chamber of Commerce actively works to serve and promote existing business members, attract new development to the City, and facilitate other initiatives beneficial to the Cudahy business community, such as its successful effort to negotiate with Concordia University Wisconsin to provide Business Management accelerated bachelor's degree courses in Cudahy beginning in 2008.

In recent years, the City created a new job position, the Cudahy Economic Development Coordinator. Initially a part time position, the City in early 2009 hired a new full time Economic Development Coordinator.

### **Community Economic Development Incentives and Programs**

The City has implemented or has access to a number of tools and programs that can help foster economic development and to facilitate development and redevelopment in key areas of the City. With the hiring of the Economic Development Coordinator, these existing programs were evolving and new programs were being considered at the time of writing. Programs and incentives as they existed in early 2009 are described below.

#### **Economic Development Master Fund**

Designed for downtown Cudahy business start-ups and expansions, the Economic Development Master Fund was established to encourage development and redevelopment within downtown Cudahy and facilitate expansion of the tax base of Tax Incremental (TIF) District No. 1, described below.

The Master Fund program provides loans with below market interest rates and extended maturities that are designed to encourage business development, while providing for the re-capitalization and growth of the fund. For selected projects, financial assistance includes a grant. Master Fund programs include:

- Redevelopment Loan: Potential uses include acquisition, demolition, site preparation, or similar activities.
- Rehabilitation Loan: Potential uses include exterior and interior building rehabilitation.
- Business Redevelopment Loan: Potential uses include leasehold improvements, equipment purchase, or capital start-up costs. The maximum loan of \$10,000 per project must be matched by private funding.
- Façade Grant Building Façade Design Fund: Potential uses include design services related to exterior remodeling or restoration.

#### **Cudahy's Downtown Redevelopment Plan and District**

Adopted in 1998, the *Downtown Redevelopment Plan* and Downtown Redevelopment District were designed to build upon the City's community development efforts including the earlier *1994 Cudahy Comprehensive Plan* and TIF District No. 1. The plan seeks to address issues having a negative impact on the City such as vacant buildings; unplanned land uses; absentee ownership; unsightly development and poor maintenance, landscape and streetscape; and other challenges. Two additional sites were added to the 102-acre district in 1999.

#### **Tax Incremental Financing (TIF) and Redevelopment Districts**

At present, the City benefits from one active traditional TIF District and one Redevelopment District. The large TIF District No. 1 was created in 1994; the project plan and boundary were amended and expanded in 2000 and will remain active through 2022. TIF 1 is designed to expand middle and upper-middle income employment opportunities in the City, facilitate infill development and redevelopment, and facilitate remediation and reuse of environmentally-contaminated sites. Recent

changes to state law enable TIF funds to be used up to one-half mile outside district boundaries, further expanding the reach of this large TIF district.

Redevelopment District No. 1 was similarly created to be consistent with the City's *1994 Comprehensive Plan* and TIF District No. 1. An assessment at the time of creation found that the Redevelopment Area, bounded generally by Layton Avenue, Pabst Avenue, Packard Avenue, and the rail line, met the 50 percent or greater blight criteria.

The City also formed an Environmental TIF (E-TIF) District in 2003 to fund cleanup of the former Crane Manufacturing and Service Corp. facility. The successful implementation of this District allowed for development of a \$19 million, 152-unit condominium project on the 10 acre former brownfield. Had the E-TIF not been created, the City felt the property would have remained an underutilized industrial site for many years.

### **County, Regional, State & Federal Initiatives**

In addition to local economic development programs and incentives, the following County, State, Regional and Federal initiatives are available to the City of Cudahy and its residents and businesses.

#### **The Milwaukee County Community Development Block Grant (CDBG)**

The Milwaukee County CDBG program, described in the Housing and Neighborhood Development chapter of this Appendix, funds eligible municipal and County projects related to economic development, such as providing loans, business counseling, training, and education to small businesses that are owned by or provide jobs for low- to moderate-income residents.

#### **Milwaukee 7**

Launched in 2005 to create a regional, cooperative economic development platform for the seven counties of southeastern Wisconsin: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Waukesha, and Washington. The City of Cudahy stands to benefit from Milwaukee 7's efforts to attract, retain and grow diverse businesses and talent throughout the region.

As part of Milwaukee County, Cudahy benefits from County-wide and regional initiatives on economic development. Milwaukee 7 promotes Milwaukee County and six neighboring counties as great places to live and do business. Over the past couple of years, this consortium developed an economic development strategy for the region, which it now actively works to implement.

#### **Wisconsin's Community Based Economic Development Program (CBED)**

CBED provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe, or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

### **State Infrastructure Bank Program**

Administered through WisDOT, the State Infrastructure Bank Program provides revolving loans to be used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.

### **Certified Development Company (504) Loan Program**

The U.S. Small Business Administration manages the 504 loan program which provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. The 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

### **Wisconsin Department of Commerce**

The Wisconsin Department of Commerce administers several financial assistance programs to communities to promote economic development by linking them to applicable programs within the Department of Commerce or other agencies.

- Community Development Zones are State programs that rewards job creation, specific industries, and environmental remediation through the provision of tax incentives.
- Wisconsin Enterprise Development Zones provide tax credits to specific employers based on significant job creation; location in a specific development zone is not required.
- Customized Labor Training Grants provide state funding for training unavailable through Wisconsin vocational schools employees on new technologies.

### **Strengths and Weaknesses for Economic Development**

This section summarizes those weaknesses challenging Economic Development efforts in Cudahy, and balances them with a summary of Cudahy's economic strengths for the future.

Key strengths for economic development in Cudahy include:

- Outstanding accessibility to multiple modes of freight and passenger transportation, including by air, rail, roadway, and ship;
- Key transportation connections providing easy accessibility to and from Cudahy from throughout the metro area;
- Uninhibited access to a massive freshwater resource, and excess capacity in existing water treatment systems;
- A history of providing of a high level of public services to businesses and residents;
- Excess capacity in the City's water system as a benefit to potential heavy water use industries;
- Healthy concentrations of manufacturing, transportation-oriented, and service-industry companies and workforce know-how within Cudahy;
- Highly successful business/light-industrial park developments in recent years;
- A history, and current City image, of a community of hard-working, industrious residents;
- A stabilizing population and rising median income in the City;

- An historic downtown, an asset not found in other neighboring communities;
- Quality K-12 public school system and proximity to diverse higher education institutions;
- High quality of life amenities including reasonable home prices, impressive park systems, and lakefront views and accessibility;
- Proactive leadership and citizen interest in economic development and in revitalizing Cudahy.

Key weaknesses to that should be addressed relative to economic development in Cudahy include:

- A shortage of undeveloped and environmentally clean sites on which to locate new business, given the community's built-out status and inability to expand its municipal boundaries;
- Numerous potential infill and redevelopment sites that are hindered by environmental contamination, for which remediation is likely extremely costly, and for which the responsible parties are either unknown or have ceased to operate;
- Numerous small, skinny or shallow sites located in key redevelopment areas such as the east side of S. Packard Avenue;
- Several large, aging retail complexes that may succumb to increased regional commercial competition in the near future;
- Challenges from modern commercial development in more outlying areas, easily accessible to Cudahy residents, and keen competition for commercial development throughout the region;
- A lingering negative image of Cudahy's business climate.



## Chapter Eight: Intergovernmental Cooperation

This chapter of the Appendix contains a compilation of background information on neighboring and overlapping jurisdictions relevant to the City's planning effort. Intergovernmental cooperation is defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and in an era of diminished local government resources, it is increasingly important to coordinate decisions that affect neighboring communities.

### Neighboring Communities' Plans

#### **City of St. Francis**

The City of St. Francis adopted its present comprehensive plan in 2003. St. Francis and Cudahy share a common border along E. Layton and E. Lunham Avenues. In its plan, the City of St. Francis addressed that its retail corridors are auto-dependent and not pedestrian friendly. The plan found that retail activity in St. Francis is generally scattered along Layton and Kinnickinnic Avenues. Several sites along E. Layton, including one crossing into Cudahy, were noted as high-priority sites for redevelopment. Redevelopment sites noted included the current Layton Mart shopping center and Blockbuster Video retail store.

St. Francis' proposed land uses for the St. Francis-Cudahy border area are overwhelmingly residential neighborhoods, with a retail/office district along Layton Avenue. Specific recommendations are made for the Layton corridor in St. Francis' plan, including a Layton Avenue Commercial District redevelopment plan and conducting a market study aimed at attracting desired businesses.

#### **City of South Milwaukee**

The City of South Milwaukee adopted its present comprehensive plan in 2003. South Milwaukee's plan emphasizes a renewed emphasis on its central business district (Milwaukee Avenue at 10<sup>th</sup> Avenue/STH 32) and addresses transportation issues in the City. Transportation/land use issues addressed in South Milwaukee's plan affecting Cudahy are listed below.

- Regarding Nicholson Road (a.k.a. Pennsylvania Avenue), the plan states that the City is opposed to SEWRPC's recommended widening of Nicholson from 2 to 4 lanes (between College Avenue and E. Forest Hill Avenue.) South Milwaukee's plan asserts that traffic demand on Nicholson is high due to the failures of regional traffic flow in the vicinity. That City prefers, and identifies as a key goal, southern extension of STH 794 to South Milwaukee. South Milwaukee's plan also advises that a portion of Nicholson extending south to Rawson be transferred from local to state control.
- Regarding the South Shore Flyer (MCTS), South Milwaukee's plan recommends this commuter route should run on S. Pennsylvania, rather than S. Packard/N. Chicago between Cudahy, South Milwaukee and Oak Creek.
- Along South Milwaukee's side of College Avenue, land uses are projected to change little over the planning period. Changes could include transition of the sporadic multi-family residential areas into single-family residential areas west of the rail line, transition of multi-family residential

areas and Institutional areas into single-family residential or industrial uses east of the rail line, and expanded areas of light industrial and commercial just south of College Avenue, between the rail line and STH 32.

### **City of Milwaukee**

The City of Milwaukee has divided its comprehensive plan into thirteen area plans. The portion of Milwaukee adjacent to Cudahy lies within the *Southeast Side Area Plan*.

Key commercial corridors identified for analysis in the plan are Layton and Kinnickinnic Avenues. According to the plan, Layton is experiencing scattered retail redevelopment from former industrial and commercial uses. Most retail redevelopment thus far has occurred on a piece-meal basis all along the corridor. The plan considers this scattered, linear retail redevelopment to be a challenge, yet sees potential for the corridor to become a more significant commercial corridor oriented toward travelers and travel-sector employees.

The plan indicates that Milwaukee has street paving planned for College Avenue (from 13<sup>th</sup> Street to Cudahy) for 2008. This adjacent area brands itself as the “Gateway to Milwaukee” and recently created the Airport Gateway Business Association (AGBA) in 2005 to provide leadership in planning, promoting, and developing the airport area. In 2006, the City of Milwaukee approved the Airport Gateway BID #40 that is managed by AGBA. Funding began in 2007.

### **City of Oak Creek**

The City of Oak Creek adopted its present comprehensive plan in 2002. Cudahy abuts the City of Oak Creek for a small stretch along E. College Avenue, from Pennsylvania Avenue west to the railroad line. Within Oak Creek, the adjacent area is identified on that City’s planned land use map as appropriate for future business development.

Oak Creek’s comprehensive plan also includes transportation recommendations that could potentially affect the City of Cudahy. Key recommendations included expansion to four lanes of College Avenue, from the City limits west to Howell Avenue, and Pennsylvania Avenue, from the City limits south to Ryan Road.

## **Regional and Other Governmental Agencies’ Plans**

### **Milwaukee County**

The City of Cudahy is located in eastern Milwaukee County. In 2000, the County’s population was 940,164 – down 2 percent from 1990. While no comprehensive plan will be prepared for the County, SEWRPC conducts a number of regional planning efforts, some of which have been identified in this Appendix. Certain County Departments also produce development plans, such as the *Trail Plan* referenced earlier in this Appendix. The County owns and operates General Mitchell International Airport; these plans have also been referenced throughout this Appendix.

Regional transportation issues will be increasingly prominent as growth continues in the region, and opportunities may exist to coordinate regionally on transit, whereas efforts such as public transit service are currently addressed at the County level. Environmental concerns, including air and water quality will also remain important regional issues in the coming decades, which will require coordination with Milwaukee County and other local and regional entities.

## **Southeastern Wisconsin Regional Planning Commission (SEWRPC)**

SEWRPC was established in 1960 as the official area-wide planning agency for the highly urbanized southeastern region of the State. The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. SEWRPC was created to provide the basic information and planning services necessary to solve problems which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region.

SEWRPC recently updated the *Regional Land Use Plan* and the *Regional Transportation System Plan*. The new *Land Use* and *Transportation System Plans* replace earlier plans, and serve as guides to land use development and redevelopment and transportation system planning at the regional level through the year 2035. The *Transportation System Plan* is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs.

SEWRPC also acts as the Metropolitan Planning Organization (MPO) for the Kenosha, Milwaukee, Racine, and Round Lake Beach urbanized areas, including the City of Cudahy. As the designated regional policy body responsible for cooperative, comprehensive regional transportation planning and decision making, the MPO prepares a long-range transportation plan and a five-year Transportation Improvement Program (TIP). Projects must be listed in these documents to obtain federal funding support. More details regarding the current TIP are included in the Transportation chapter.

## **Important State Agency Jurisdictions**

The Wisconsin Department of Transportation (WisDOT) Southeast Region office in Waukesha serves Cudahy. The Wisconsin Department of Natural Resources (WisDNR) Southeast Region, headquartered in Milwaukee, includes the City of Cudahy. Plans and reports relative to Cudahy have been discussed in the appropriate chapters of this Appendix.

## **Milwaukee Metropolitan Sewerage District**

As a regional government agency providing wastewater treatment and flood management services for 28 communities, the Milwaukee Metropolitan Sewerage District (MMSD) serves 1.1 million people in a 420 square-mile service area including the City of Cudahy. Established by state law, the MMSD is governed by 11 commissioners and has taxing authority. MMSD also conducts and provides water quality research, laboratory services, household hazardous waste collection, mercury collection, industrial waste monitoring, and Milorganite production and marketing. Services provided are discussed in the Utilities and Community Facilities chapter of this Appendix.

## **School Districts**

Residents of the City of Cudahy are mainly served by the Cudahy School District, which is coterminous with the City's jurisdictional boundaries. District trends are discussed in the Utilities and Community Facilities chapter earlier in this Appendix.

## **Summary of Intergovernmental Cooperation Issues and Opportunities**

Intergovernmental issues and opportunities have been discussed where relevant throughout this Appendix, and include opportunities to cooperate on specific issues such as public service provision, as well as opportunities to collaborate on broader initiatives such as a joint branding initiative for the

South Shore. In large part, the plans of overlapping and adjacent jurisdictions are consistent with City plans.

Key collaboration opportunities identified frequently throughout the City of Cudahy's planning process included:

- Cooperating with St. Francis along Layton Avenue and with South Milwaukee and Oak Creek along College Avenue. Coordinated redevelopment efforts may result in more unified, appropriate, and orderly redevelopment scenarios than if each community acts alone, and may result in a greater return on investment.
- Coordinating on economic development initiatives with other South Shore and airport area communities.
- Working to find common ground on County, regional, and state transportation issues and present a unified approach toward addressing concerns and promoting opportunities.

**Appendix B: Public Participation Results**



The City's planning process was guided by several participation events and regular meetings of the Comprehensive Planning Steering Committee. The Steering Committee was comprised of citizens that were appointed by the Mayor, plus the Mayor himself. The role of the Steering Committee was to oversee the comprehensive planning process through monthly meetings and ongoing communication with the City's planning consultants.

The following is a summary of the public participation events that took place during the information gathering, issues identification, and priority identification components of this planning process.

### **Cudahy Comprehensive Plan Kick-off Meeting**

On January 30, 2008 the City of Cudahy hosted a public meeting to launch the City's comprehensive planning process. More than 70 residents and city officials attended the meeting. Participants were asked to identify the City's key issues and opportunities to help guide the comprehensive planning process. The following information is a summary of the participants responses organized by topic (not in order of importance).

#### **City Image**

- Consider Cudahy's image and public relations.
- Update/revamp the City's website and develop a City "calling card" via marketing materials, etc.
- Develop a *Comprehensive Plan* logo to market the project.

#### **Downtown**

- Ensure that Cudahy has a safe and viable downtown.
- Clean up existing businesses and attract new businesses to fill downtown storefronts.
- Provide additional parking downtown.
- Address areas of concern, including the corner of Layton and Pennsylvania.
- Clean up the area east of Packard Avenue.

#### **General Development**

- Develop better standards for new buildings.
- Understand that not every property needs to be developed.
- Consider mandatory refill or tear down of abandoned buildings.
- Focus on properties that are priorities for building restoration.
- Promote "Live, Work, and Play" principles within the *Comprehensive Plan*.
- Learn from model cities of comparable size, such as Beloit.
- Collaborate with neighboring communities for the betterment of both communities.
- Explore lakeshore development opportunities and public-private partnerships (Kenosha-Racine).
- Consider the relocation of City Hall and the High School to better utilize lakefront property.
- Link the airport and hotels to increase passenger and guest activity for both.

#### **Housing**

- Address rental housing concerns including quality and tenant and landlord issues.
- Develop a good housing rehabilitation program.

## **Safety and Quality of Life**

- Work to address crime in the City.
- Increase park and recreation opportunities for youth.
- Retain the City’s youth and support the school system.
- Maintain the City’s services and provide adequate services for new development.
- Initiate a beautification (e.g., tree planting) program.
- Attract higher income residents to balance the demographics of Cudahy residents.

## **Transportation**

- Capitalize on the City’s proximity to transportation assets, including the airport, interstate system, parkway, etc.
- Promote commuter rail with ample parking and access.
- Extend the parkway to the south.

## **Community Vision Workshop**

The City of Cudahy held a Community Vision Workshop in Spring 2008 to provide an opportunity for residents to share what they value most about Cudahy, identify key goals and directions they feel the City should pursue in the future, brainstorm strategies for achieving top goals and directions, and identify areas within the City they feel are ripe for redevelopment, reinvestment, preservation, or other improvement. The overarching goals were to encourage the public to think broadly about Cudahy’s assets and opportunities and to provide the City with valuable input, ideas, and suggestions. The workshop was attended by approximately 55 people.

### **Activity One: Identifying Key Values, Goals, and Directions**

For this exercise individuals were asked to work independently to answer two questions:

- What are the top five things you value most about the City of Cudahy?
- What do you believe should be the City’s most important goals/directions for the future?

Immediately following this individual exercise, participants worked with their table groups to prioritize a list of about 5-10 top responses to each of the questions. Each group then presented their responses to all other meeting attendees. As the groups presented, the facilitators recorded their responses on large flip charts, taking care to not repeat similar responses. This “master list” was posted on the wall.

Each participant was given five sticky-dots, which they used to “vote” on their top goals/directions amongst all those recorded on the master list. The results of this voting activity are below as well as key values, for which voting was not conducted.

### **What Participants Value About Cudahy**

Participants considered the City’s location and accessibility to be two of the City’s most valuable assets. Specifically, many groups noted the City’s proximity to downtown Milwaukee, Lake Michigan, General Mitchell International Airport, freeways/parkways, rail transit (both the current Amtrak and the proposed KRM), bike and pedestrian trails, parks, and the numerous outdoor recreation opportunities in and near to Cudahy.

Participants also valued the City's natural resources, specifically Lake Michigan and the City's parks and green spaces. The City's family-friendly environment was also considered highly valuable. Participants noted how involved the City's residents are in the community, the City's small-town feel, and traditional development design. The majority of the participants also valued the City's high-quality, neighborhood-oriented schools, as well as reliable City services such as water; waste management; and safe, clean streets.

In general, participants valued the City's stability, but also that the City had opportunities for growth and enhancement. Following are the complete lists of values identified by each of the small groups.

#### **Group A**

- Parks and green space
- Location
- Schools and churches
- Proximity to Lake Michigan
- Small-town lifestyle
- Neighborhood schools
- Water supply; City services
- Safety
- Sense of community
- Community involvement

#### **Group B**

- Location
- Parks
- Stable-setting (Cudahy is developed)
- Moderate cost of living
- Potential for growth and change
- People (stability) small town
- Pride in heritage and history
- Clean neighborhoods
- Lake Michigan
- Quiet and comfortable
- Low taxes, yet a high level of service

#### **Group C**

- Location and accessibility
- Sense of community
- Committed industrial base
- Parks
- Schools and family-friendliness

#### **Group D**

- Location

- Good housing value
- Parks and green areas
- Water—clean, safe, affordable, and unlimited availability
- Active community with small-town atmosphere
- New library
- Decent and safe roads
- Good, safe schools with quality teachers
- Senior center and nearby hospital

#### **Group E**

- Traditional neighborhood design
- Parks and outdoor activities, such as bike/pedestrian trails and golf courses
- Lake Michigan and Sheridan Park
- Enhancing historical areas (entertainment)
- Airport; Amtrak; downtown Milwaukee
- Reduced crime (low-rate)
- City services, including water, street cleaning, garbage, water, recycling
- Clean
- Health indexes are high
- Friendly neighbors
- Locally-owned, small businesses (makes for a small-town atmosphere)
- Potential for education
- Access to other parts of City
- Traditional main street
- Low poverty rate
- Normal death rate
- Low teen pregnancy rate
- Involved citizens

**Group F**

- Location
- Lake Michigan
- Parks
- Access to train, parkway, bike trails, and other transport modes
- Self-contained
- Growth potential
- Library
- Small-town atmosphere
- Proximity to downtown Milwaukee and surrounding communities
- Civic and community-based organizations
- Diversity
- Lots of neighborhood schools
- City services

**Participants’ Top Goals and Directions for the Future**

When examining the results below, please keep in mind that each goal/direction was placed on this list because it was originally identified by at least one table group as a priority goal/directions for Cudahy. So, even if a goal/direction received few or no votes (sticky-dots placed next to it), it was still considered a priority by at least some of the workshop participants.

| Goals/Directions  | Votes Received |
|---|----------------|
| Increase homeownership and reduce absentee landlords  | 27             |
| Achieve quality development (i.e. commercial, office, residential)  | 21             |
| Promote and market the City   | 19             |
| Connect to and capitalize on Metra/KRM commuter rail  | 18             |
| Keep Cudahy safe  | 15             |
| Focus on “Live-Work-Play” development   | 14             |
| Raise the social and economic status of the City  | 12             |
| Focus on new business attraction and downtown development   | 10             |
| South Shore (St. Francis/Cudahy/South Milwaukee) intergovernmental co-operation—working to improve together | 10             |
| Capitalize on the lake and improve access   | 8              |
| Maintain the City’s infrastructure (i.e. roads, sewers, etc.)   | 8              |
| Be a “business-friendly” community  | 7              |
| Remove old commercial and residential blight  | 7              |
| Add youth/teen recreation facilities  | 6              |
| Promote a diverse community   | 6              |
| Expand commercial/industrial tax base to lower property taxes   | 5              |
| Attract outside income and dollars into Cudahy  | 4              |
| Support quality shopping venues   | 4              |
| Support locally-owned businesses  | 4              |
| Create a tangible image   | 3              |
| Ease City process to housing improvements   | 3              |

|   |   |
|---|---|
| Capitalize on “low-hassle-living”   | 2 |
| Coordinate with nearby communities to promote unique aspects of area                          | 2 |
| Develop airport fringe—Pennsylvania Avenue area   | 2 |
| Enhance greenspace system   | 2 |
| Make government more effective and more responsive  | 2 |
| Develop Iceport area  | 1 |
| Promote “green” development   | 1 |
| Improve education system  | 1 |
| Leverage location, proximity, and local assets  | 1 |
| Lower taxes   | 1 |
| Bring in more high-scale commercial development and civic events to attract new demographics  | 1 |
| Move City Hall downtown   | 1 |
| Promote alternative transportation within Cudahy (e.g. bikes, etc.)                           | 0 |
| Attract new residential development   | 0 |
| Community organizations stay strong—grow as community changes/promote non-profit coordination | 0 |
| Improve road corridors into the City—better access (e.g. College, Layton)                     | 0 |

### Activity Two: Identify Issues, Opportunities, and Strategies

While participants took a short break, the meeting facilitators reorganized the tables. Four tables were organized around each of the five key goals/directions that had received the highest number of votes during the previous activity (indicated in the table above). These included the following:

- Increasing homeownership and reducing absentee landlords.
- Achieving quality development/focusing on “Live-Work-Play” development.
- Promoting and marketing the City.
- Keeping Cudahy safe.

Another four tables were organized around each of City’s four designated planning areas, geographic sub-areas within the City. These planning areas included the Layton/Pennsylvania Avenue corridor, South Packard Avenue corridor, downtown, and the eastside neighborhood.

### Results from Key Goals/Directions Focus Tables

Tables that were assigned a key goal/direction were provided a worksheet, a City-wide (aerial) map, and pens and markers. The participants were instructed to work with their table groups to brainstorm specific ideas and strategies for achieving the particular goals/directions they were selected to discuss. Following are the results for each goal/direction:

### **Increasing Homeownership and Reducing Absentee Landlords**

This group's ideas and strategies focused on enforcing and raising awareness of existing housing codes, promoting higher property values, marketing rent-to-buy units, promoting owner-occupation of a variety of housing types (i.e., not just single-family homes), attracting new residents by promoting the lakefront, and better linking residential improvements with commercial improvements. The group suggested that the following ideas be explored as part of the Comprehensive Planning process.:

- Licensing program for landlords and business owners
- Inspections to minimum housing codes
- Purchase duplexes and replace with single-family homes
- Promote owner-occupied duplexes
- Remove tax incentives on absentee landlords to keep value low
- Make rental properties more attractive/higher value to help "sell" Cudahy
- Use TIF money outside of TIF districts
- Market a "rent-to-buy" program
- Position Cudahy for Bay View-style revival (don't make bad moves, attract investment)
- Improve lakeshore access in Cudahy (stairs, improved path, easement access)
- Market area with South Milwaukee, St. Francis
- Target a specific area to improve
- Sell Marquette University on Cudahy
- Market to boaters and improve the beach
- Coordinate residential improvement with commercial improvement

### **Keep Cudahy Safe**

This group was focused on various approaches to improve safety and cleanliness in the community, raise the profile of City and County patrols within Cudahy, encourage participation in public safety activities, and keep Cudahy orderly and clean. The group suggested that the following ideas be explored as part of the Comprehensive Planning process:

- Additional City beat officers and officers in schools
- Regulate absentee landlords
- Install garbage cans throughout City to keep a "clean City"
- Join Neighborhood Watch and the Cudahy Citizens Police Academy
- Additional sheriff patrol at County parks

### **Promote & Market City**

This group focused on more aggressively advertising the City's assets, including its accessibility, heritage, and natural resources. This group emphasized developing a stronger sense of place through consistent, memorable signage. As promotional tools, they suggested hiring a public relations firm and making better use of the City website. The group suggested that the following ideas be explored as part of the Comprehensive Planning process:

- Advertising the ease of access into and within the City
- Use various methods to aggressively promote the City's benefits

- Create a major attraction highlighting the City’s natural resources
- Capitalize on eastern European immigrant heritage
- Construct consistent, spectacular entry-points into the City
- Use attractive, consistent signage (e.g. pubs, downtown “Village”)
- Select one major development project that highlights lake and parks
- Highlight one historical renovation and market its beauty
- Develop new cultural venues (i.e. entertainment, music, films)

### **Achieve Quality Development**

This group’s ideas focused on attracting new commercial activity, including both local and regional/national businesses. The group stressed targeting specific areas of the City that are ripe for redevelopment and facilitating business funding. They suggested coordination with other communities and successful business owners on the south side. The group suggested that the following ideas be explored as part of the Comprehensive Planning process:

- Actively talk up Cudahy to trendy businesses
- Drill into franchise firms for new opportunities
- Streamline/speed TIF and business funding
- Concentrate on Layton Ave. corridor
- Potential youth center at the old Kohl’s building
- Frequent collaboration with the Cities of St. Francis and South Milwaukee
- Neighborhood-based conveniences (in light of gas prices)
- Rejuvenate Packard Plaza

### **Focus on Live-Work-Play Development**

This group’s ideas were focused on the creation of new family-friendly recreational attractions including City-funded, privately-funded, and neighborhood-based events and facilities. They suggested increased use of the parks and lake, and noted programs that have been implemented in nearby communities. The group suggested that the following ideas be explored as part of the Comprehensive Planning process:

- Utilize parks more for activities
- More block days
- Community events (e.g. St. Francis Days)
- Promote access to Lake, similar to South Milwaukee
- City-funded arts and cultural program
- Establish a water park or a mini-golf course (inside and outside)

### **Planning Area Focus Tables**

The groups that were assigned a planning area were provided a worksheet, an aerial map focused on a particular planning area, and color-coded stickers and markers. Participants worked with their table group to identify specific concerns, issues, and opportunities within or affecting their specific planning area that they thought should be addressed or acknowledged in the *Comprehensive Plan*. The color-coded stickers and markers were used to indicate individual sites and delineate specific areas or corridors of interest or concern. The following were the results from each planning area table group.

**Eastside Neighborhood Planning Area**

This planning area stretches roughly from S. Packard Avenue east to S. Lake Drive and from E. Underwood Avenue north to E. Cudahy Avenue. The table group focused primarily on the two blocks adjacent to S. Packard Ave., noting key commercial infill sites that should be redeveloped and many sites within the first two residential blocks east of S. Packard Ave where they saw opportunity for residential reinvestment. They also suggested that sites near Cudahy High School and the municipal building along S. Lake Drive could be redeveloped as a new residential area if suitable sites could be found to relocate the existing public buildings.

**Downtown Planning Area**

This planning area overlapped slightly with the Eastside Neighborhood Planning Area's western edge, extending through downtown to S. Barland Avenue. Along S. Packard from E. Pulaski to E. Somers, this group recommended sites for residential redevelopment, with the idea of promoting greater density in the area. North of E. Somers, they generally indicated that the eastern side of S. Packard could use some reinvestment, while the western side of S. Packard could use mixed-use redevelopment. The infill and redevelopment areas adjacent to E. Layton were recommended for commercial development, with residential infill recommended for areas to the north and south of this commercial strip. They commented that higher residential and commercial density in the downtown area would be attractive to businesses and would promote a classic "downtown" atmosphere. The group also noted a few transportation issues along S. Packard, and suggested that the planned KRM station could be moved slightly south to ensure that train traffic does not block Layton Avenue.

**South Packard Planning Area**

This planning area extended roughly two blocks to the east and west of S. Packard Ave, from College to Grange Avenues. This group focused on ideas to clean up an old vacant, industrial area west of the rail line, and possibly promote the site for mixed-use redevelopment. They also suggested mixed-use redevelopment for parts of the area between Packard and the rail line, south of E. Ramsey. They suggested the redevelopment would consist of smaller buildings than those presently on the site. They finally recommended a bike path along or paralleling S. Packard Avenue.

**Layton/Pennsylvania Avenue Corridor**

This group suggested expanding the Layton/Pennsylvania planning area to include the entire area encompassed by S. Barland Avenue and the City's northwest limits. Along Pennsylvania, they indicated the entire area south of E. Edgerton was appropriate for industrial infill or redevelopment, except for an area along Pennsylvania at Grange Avenue where mixed-use redevelopment was suggested. Along Pennsylvania from E. Edgerton to St. Francis, and along Layton from the City limits to Whitnall Avenue, commercial infill and redevelopment was proposed. They suggested that a small area at the City's northwest corner be preserved for a City "gateway" feature. The group advised that existing residential development along Layton should remain, as should the neighborhood bounded by S. Delaware, S. Barland, E. Edgerton and E. Carpenter, although the neighborhood may have potential for residential infill. They would like to see Edgerton extended through to the east, and for the City Garage to be relocated to an area near the corner of Edgerton and Whitnall Avenues.

**Compilation of Community Vision Workshop Evaluation Forms**

Participants had the opportunity to complete a written evaluation form before leaving the meeting. The following are the responses given by those who filled out the evaluation:

- Do not buy whole duplexes for \$250,000 or so each—buy out duplex units at \$25,000 each.
- Do it—don't just talk about it!!
- Take suggestions and try to put them to work.
- Have a comment page on the website where people can offer suggestions.
- Nice job—thanks for your time.
- Need to know what, if any, restrictions exist from state, county, or other entities on areas under concern.
- I would like to hear some case studies.
- Make sure people know about these events in advance—this was not well-announced in advance.
- Do more with this input than you did with the *1994 Comprehensive Plan*.
- Require all members of CDA, Planning/Zoning; Alderpersons and any other members responsible for development.

### Downtown Business Owner Focus Group Summary

The following summary represents the general topics of discussion at the Downtown Business Owner Focus Group held on August 13, 2008. These thoughts contributed to the downtown planning area recommendations and implementation strategies within the *Comprehensive Plan*.

- Improving Cudahy's image with residents and surrounding/regional communities (removing the "stigma") and improving Cudahy's low self-esteem should be a top goal. Existing businesses need to work hard to differentiate themselves from stereotypical Cudahy businesses to draw customers. A start to improving the City's image could be the installation of large attractive gateway features and noticeable streetscape improvements.
- The downtown should resemble other urban business districts, such as Brady Street, Third Ward, Water Street, South Milwaukee, and Bay View. It was suggested that Cudahy already has the open-air mall concept many communities are trying to create—it just needs to be cleaned up and made more vibrant. The City's plan could target key areas (such as wards or districts) and focus on or "finish" one area at a time.
- Downtown is not likely to have a big box appeal. It is too far from interstate. It is better to focus on shopping and destination attractions like the bike shop, the old hobby shop, and businesses that draw from a larger geographical area. Desired downtown uses were discussed and included businesses that are complementary to bike trail and lakefront users; uses that generate foot traffic; an anchor tenant surrounded by niche businesses and services that can thrive despite large-scale competition; diverse retail and restaurants, since downtown currently has a lot of service uses; businesses to attract the higher end of Cudahy's market (these residents are now spending elsewhere); and an updated post office.
- Redevelopment progress has been made; that is evident. However, there is a sense that many projects were started and buildings removed and now there is no progress. At the same time further acquisition is being discussed, which has property owners wondering if their building will be next. This may be creating a disincentive to property improvement/upkeep.
- The City can be challenging to work with because it does not have a process in place for working with business and property owners. Businesses new and old have not had success in communicating with or getting information they feel they need. More communication is desired and

they hope the new economic development processes being discussed, and economic development staff can assist in this area.

- It has been difficult to work with the zoning code, TIF, façade improvement grant, and the development review process in Cudahy. (The City was compared to other cities that they felt were easier to work with in these areas). In addition, the sign code seems unfriendly to business operations, potential customers cannot see business name because signs lie flat against the buildings— can this be more flexible?
- Issues discussed concerning downtown viability include the following: a feeling that the downtown business district suffers because it is divided by industrial uses; Wal-Mart will either detract from downtown or attract more shoppers to the area; businesses need to have consistent hours to thrive off one another.
- Other specific considerations included a discussion on the rise in insurance costs due to vandalism and theft, it was discussed that a youth center or activities might help curb incidents; apartment rental rates are significantly cheaper in this area compared to surrounding communities, this is not good for downtown.

### **New Resident/Homeowners Focus Group Summary**

The following summary represents the general theme of the discussion at the New Resident/Homeowners Focus Group held on August 13, 2008.

#### **Attraction to Cudahy**

The majority of residents in attendance were originally from outside of the Milwaukee area, only one person was originally from Milwaukee's south shore area. When asked what attracted them to homeownership in Cudahy they responded:

- Tremendous housing value per square foot compared to other areas they considered.
- Location on Lake Michigan, walkable with parks and lakeshore paths.
- The Cudahy School District, which they have more confidence in than Milwaukee Public Schools.
- The undiscovered small-town feeling—more akin to a “classic” community than an urban community (like others they considered Wauwatosa, Bay View, East Side).
- Access to jobs and other amenities in Milwaukee (downtown) via Lake Parkway.
- Investment in the new library and maintenance of a lakefront park show civic areas are valued assets.
- Feeling of safety and family-oriented neighborhoods.
- Sense that Cudahy is similar to Bay View ten years ago, and buying a house in Cudahy now allows them to get a great deal before the property values rise.
- The neighborhoods north of Layton are most appealing where the houses and lots are larger and have better access to neighboring communities and downtown Milwaukee.

#### **Vision for Downtown**

A vibrant Packard Avenue, with family-friendly, daytime activities. This group is not looking for active nightlife in Cudahy.

## Areas for Improvement or with Potential

The attendees were generally surprised by the negative image Cudahy is suggested to have in the greater Milwaukee area and feel optimistic about Cudahy's future. Areas in which they thought improvement is needed include:

- The realtors they worked with were not familiar with the Cudahy market; they had to bring their realtors to Cudahy.
- The community is a hidden gem, but a lot more could be done to showcase, brand, and market the traditional community appeal.
- Currently they need to leave Cudahy to meet virtually every daily need. If there were businesses to walk to they would. The wish list for new (or updated) uses include: café, coffee shop, bakery, and lunch spot with convenient hours; pharmacy, specialty grocery, hardware store, flower shop, ice cream shop, bookstore, theater, farmers' market with weekend hours.
- They are a minority as young couples in their neighborhoods – they would like to see more young people in their neighborhoods.
- The City, community groups, or neighborhood groups could increase formal and informal communication (newsletter, listserv) with residents (they wondered if there was already something that they just aren't aware of).
- Improve Layton's image—you don't get the sense that you're entering a community. Layton and Packard should be more pedestrian & bike-friendly, with streetscape. City and commercial property owners should maintain vacant lots (as homeowners maintain their lawns).
- Residential rental rates are too low in Cudahy compared to the metro area and duplex floor plans are too small. A potential strategy might be to encourage new homeowners to come to Cudahy by encouraging multi- to single-family residential conversions (down-zoning).
- More inspections and better code enforcement of bars and restaurants is needed—unkempt properties contribute to the negative image. Some businesses are unwelcoming and would encourage new business if the exterior were more up-to-date or approachable.
- Younger residents (20-somethings) not likely to be attracted to Cudahy now. The future KRM stop might change that and might provide new renters.

## Interviews Summary

In Summer 2008, interviews were held with key stakeholders and government entities and agencies to discuss their plans, initiatives, ideas and concerns as they relate to *City of Cudahy 2020 Comprehensive Plan*. Topics varied by interview, including land use, pace and location of development and redevelopment, housing, transportation, economic development, community resources, facilities, and services. Results suggested the following:

- There is significant potential for South Shore collaboration on housing improvement programs; redevelopment, safety and aesthetics improvements along shared corridors; and joint marketing of the South Shore communities as great places to live and do business.
- Citizen groups, the City, the School District, Cudahy Recreation Department, and the Milwaukee County Parks Department can work together to increase nature-based activities and uses in Cudahy's County Parks, particularly those along the Lakeshore. Creative partnerships and shared funding opportunities increase the viability of projects.

- The flight paths over Cudahy and the anticipated new runway at General Mitchell International Airport (2021) challenge particular land uses (residential within the 65 DNL noise contour, and development in general within the Runway Protection Zones) but land use conflicts can be mitigated through insulation and development standards and City zoning that responds to flight paths. Meanwhile, the City benefits through airport-supporting land uses and the 6,000 jobs concentrated at the airport. Unfortunately, due to the Airport's existing layout, a backdoor entrance to the Airport through Cudahy is unlikely.
- The School District and Board of Education are responding to the District's declining enrollment by exploring alternatives, and working to address deferred maintenance while nickel-and-diming operations due to finite funds.
- The District's quality of education is strong, but challenged somewhat by rising turnover within its schools each year—its schools score highly compared to peer schools and the state, but there is a general disparity between the scores of students who continue all the way through the K-12 District and those of more transient students. Cudahy benefits from neighborhood schools, strong art and athletic programs, and strong parental support and involvement in its schools.
- The airport-area communities can capture more of the associated spending and engage in additional business outreach. Area municipalities should determine what they want from their airport proximity, and then make a concentrated push toward that end.
- Downtown Cudahy's vitality should be restored through additional daily-needs destinations serving adjacent residential areas.

### Draft Comprehensive Plan Open House Public Comment Summary

On March 4, 2009, the City of Cudahy held a Public Open House to share and gather input on the Draft *Comprehensive Plan*. In attendance were City staff, Comprehensive Plan Steering Committee Members, the City's consultants, and over two dozen members of the public.

Attendees were asked to complete a comment form and provide additional input to staff, the Steering Committee, and the consultants. A total of 10 response sheets were received from the public. Their input, combined with additional comments received from the public outside of the Open House, is provided below.

#### **Written Evaluation Summary:**

Question 1. After reviewing the materials displayed around the room, how would you rate your overall support for Plan recommendations in the following areas?

- The average support indicated by responders for each Plan element is shown in the table below, as is the number of responses received for each ranking.
- All Plan elements received an average support value of at least 8.0 out of 10.0. The most highly supported element was the Lakefront Concept Plan, followed by the Cudahy Vision.

|   | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | Average |
|---|---|---|---|---|---|---|---|---|---|----|---------|
| Cudahy Vision   |   |   |   |   |   |   | 1 | 3 | 1 | 5  | 9.0     |
| Cudahy Future Land Use Map                                |   |   |   |   | 1 |   | 2 | 2 |   | 4  | 8.3     |
| Cudahy Future Transportation and Community Facilities Map |   |   |   |   |   |   | 3 | 2 |   | 5  | 8.7     |
| Downtown Conceptual Future Land Use                       |   |   |   |   |   | 1 | 1 | 3 |   | 4  | 8.6     |
| Downtown Districts  |   |   |   |   |   | 1 |   | 4 |   | 4  | 8.7     |
| Downtown Plan   |   |   |   | 1 |   | 1 |   | 3 |   | 4  | 8.2     |
| Layton/Pennsylvania Gateway District Concept Plan         |   |   | 1 |   |   | 1 | 2 | 1 |   | 5  | 8.1     |
| South Packard Corridor Concept Plan                       |   |   |   |   | 1 | 1 | 2 | 1 |   | 5  | 8.3     |
| Lakefront Concept Plan                                    |   |   |   |   |   |   |   | 1 | 1 | 7  | 9.7     |

Additional comments related to Question 1:

- “Starting with the downtown, moving East to Lakefront, then South, and finally west would be my suggested order”
- “Looks really good and provides a great road map.”
- “There seems to be a lot of focus on creating a community that is great for individuals who live in Cudahy. How does Cudahy plan to increase business growth, provide incentive for new businesses and increase population since employment and population are key drivers of growth. If one avenue were taxes, taxes are already one of highest in Milwaukee County and how do you sell a plan without talking about how it will be paid for”
- “In general looks like a good plan.”
- “There seems to be a lack of a major stimulus idea that could serve as a fuel to ignite things. Is that practical or “too Iceport” to pursue?”
- “It’s great to have a plan and such beautiful plans at that. Let’s get moving on this!!”
- “Bike trail on Layton would be great.”

Question 2. What aspects of the Plan do you support the most?

- “Downtown districts with transportation hub; lakefront access improvements”
- “New roads or rebuilding of roads. Improvement of Packard Ave. Southside. Improving focus on Lakefront and parks usage.”
- “Parks; Transportation; Housing”
- “Creation of a vibrant downtown and lakefront. If resources are limited the rest will follow to a degree.”
- “Downtown Redevelopment
- “Rezoning East side neighborhoods”
- “KRM; Downtown Development... Parks”

Question 3: If there are aspects of the Plan do you have questions about or do not support, please explain:

- “Farthest west, near edge of airport, seems least attractive at the time.”
- “Even if commuter train has a stop in Cudahy, does that make the plan work. Soo (sic) much focus around “commuter station/rail”. It’ll be sad to see a community plan that has rail as its focus when no rail comes. And maybe it will come, but more discussions on what if it doesn’t come.”
- “The future piece. We don’t get shops in here now. People will increasingly purchase goods through the internet. Need to unify the downtown area with a theme.”
- “Gateway commerce. Not sure what the benefit is. I’d rather see smaller businesses thrive, this feels like big box chain areas.”

Question 4. Please feel free to provide any other comments or opinions you have on the City’s Draft Comprehensive Plan:

- “Seems like overall, well done work”
- “Can you provide lake access for putting in canoe or kayak etc?”
- “A lot of time and effort seemed to have been put into the plan. It’s good to have vision for future. The inside community may be supportive, but how do outsiders and even some insiders change their reaction of Cudahy (from dirty, more bars per sq. miles, blue collar, rental) get changed.
- What is plan on renewing some of the bar liquor license? Has health dept been in all these bars. Check out Duke’s on Packard, that is embarrassing.”
- “Lots of work. Be sure to look at the plans the 100 people did.”
- “It has been well-thought out and it all seems so logical. So what do we need to do to get the ball rolling?”

A draft of the implementation table from the *Plan*, below, was posted for review. Open House attendees were encouraged to indicate using dot-stickers the implementation activities they are in support of. This was not a controlled ranking as attendees were free to select as many or few activities to support as desired—but provides general insight into how well-aligned the Plan’s priorities are with citizen’s priorities for implementation.

| Major Implementation Activities   | Chapter Reference   | Timeframe       | # Votes |
|---|---|-----------------|---------|
| Continue Downtown streetscape improvements through South Packard Corridor to College Avenue.                          | 3.3 South Packard Corridor                                  | Medium Priority | 2       |
| Actively participate in the Airport Area Economic Development Task Force and related initiatives.                     | 2.2 Economic Development<br>3.8 South Pennsylvania Corridor | High Priority   | 2       |
| Set a high standard of property maintenance through improved upkeep of City properties, buildings, and public spaces. | 2.5 Utilities and Community Facilities                      | High Priority   | 4       |

|   |  |   |   |
|---|--|---|---|
| Improve key roads in the City, including Whitnall Avenue, College Avenue, and Packard Avenue.   | 2.4 Transportation   | Whitnall—<br>High Priority<br>Others—<br>Medium Priority        | 6 |
| Improve Downtown design review guidelines, and consign creating design standards for other key planning areas.  | 3.1 Downtown<br>3.2 Layton/ Pennsylvania Gateway<br>3.3 South Packard Corridor | Downtown—<br>High Priority<br>Others—<br>Medium Priority        | 4 |
| Reinstate and promote active use of the Downtown façade improvement program; build upon this program to incorporate lands further south along South Packard Avenue.                 | 3.1 Downtown<br>3.3 South Packard Corridor                                     | Downtown—<br>High Priority<br>South Packard—<br>Medium Priority | 3 |
| Create mechanisms that enhance the City’s developer review process to make it more transparent, coherent, and efficient.  | 2.2 Economic Development   | High Priority   | 2 |
| Actively prepare and advance the redevelopment of the Meyer property downtown for mixed-use development.  | 3.1 Downtown   | High Priority   | 1 |
| Actively promote KRM commuter rail and design a station site plan, rendering to position Cudahy as a major stop, and financial plan.  | 2.4 Transportation<br>3.1 Downtown   | High Priority   | 4 |
| Collaborate with South Shore communities on efforts that will promote economic development in all communities including regular CDA meetings across communities.                    | 2.2 Economic Development<br>2.8 Intergovernmental Cooperation                  | High Priority   | 1 |
| Explore potential for increased educational programming, public/private development, natural amenities, and trails along the lakefront in cooperation with County Parks Department. | 3.4 Lakefront  | High Priority   | 5 |
| Install gateway entrance features at key entrances to the City.   | 2.7 Cultural Resources<br>3.1 Downtown<br>3.2 Layton/ Pennsylvania Gateway     | Medium Priority   | 1 |
| Pursue an assertive Neighborhood Investment Strategy, focusing first on targeted areas within the City’s East Neighborhoods.  | 2.3 Housing and Neighborhood Development<br>3.5 East Neighborhoods             | High Priority   | 2 |

|  |  |                    |   |
|--|--|--------------------|---|
| Develop a more assertive approach to dealing with absentee landlords and explore landlord training or certification programs.  | 2.3 Housing and Neighborhood Development   | High Priority      | 2 |
| Develop and implement strategies to increase homeownership, in cooperation with public and private sector partners, through seminars, resources, and related programs.   | 2.3 Housing and Neighborhood Development<br>3.5 East Neighborhoods<br>3.6 Southwest Neighborhoods          | Medium Priority    | 3 |
| Develop and implement a phased strategy to better market Cudahy to prospective businesses and residents.   | 2.2 Economic Development   | Medium Priority    | 2 |
| Create mechanisms for communicating with the public about the <i>Plan</i> , developing <i>Plan</i> ownership, and advancing the community vision.  | 2.2 Economic Development   | High Priority      | 0 |
| Update the City’s Zoning Map to reflect recent rezonings and improve usability.  | 2.1 Land Use   | High Priority      | 0 |
| Adopt minor text amendments to zoning and subdivision regulations as necessary to best implement the <i>Plan</i> . Rezone portions of the City, particularly in the East Neighborhoods, to be in better alignment with the <i>Plan’s</i> land use recommendations. | 2.1 Land Use<br>3.5 East Neighborhoods   | Medium Priority    | 3 |
| Actively facilitate development of retail and employment opportunities in priority areas of the community.   | 3.1 Downtown<br>3.2 Layton/ Pennsylvania Gateway<br>3.7 Core Industrial<br>3.8 South Pennsylvania Corridor | High Priority      | 5 |
| Actively facilitate mixed-use redevelopment in the South Packard Corridor, transforming that area over time.   | 3.3 South Packard Corridor   | Medium Priority    | 2 |
| Create Edgerton Avenue extension.  | 2.4 Transportation   | Long Term Priority | 1 |
| Commence development of citywide bikeway network.  | 2.4 Transportation   | Medium Priority    | 4 |
| Develop public initiatives for community sustainability.   | 2.6 Natural Resources and Sustainability   | Medium Priority    | 0 |

|  |   |                    |   |
|--|---|--------------------|---|
| Partner with the Cudahy School District to facilitate facility sharing, recreational, and community development opportunities. | 2.5 Utilities and Community Facilities<br>2.8 Intergovernmental Cooperation | Medium Priority    | 2 |
| Explore creation of a Downtown “civic node” centered on community and public services.   | 3.1 Downtown  | Long Term Priority | 2 |

The above table was modified substantially before being incorporated in Part Four of the accompanying *Comprehensive Plan* document.



## **Appendix C: Plan Approval Resolution and Ordinance**



**ORDINANCE NO. 2336**

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE  
CITY OF CUDAHY, WISCONSIN**

**WHEREAS**, the City Council of the City of Cudahy, Wisconsin, does ordain as follows:

**Section 1.** Pursuant to sections 60.22(3) and 62.23(2) and (3) of Wisconsin Statutes, the City of Cudahy is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1011(1)(a) and 66.1001(2) of Wisconsin Statutes.

**Section 2.** The City Council of the City of Cudahy has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes, and has utilized a Comprehensive Plan Committee as a conduit for public input and direction.

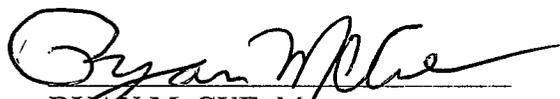
**Section 3.** The Plan Commission of the City of Cudahy, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending the City Council the adoption of the document entitled "CITY OF CUDAHY 2020 COMPREHENSIVE PLAN", containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes, and also including two appendices.

**Section 4.** The City of Cudahy has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

**Section 5.** The City Council of the City of Cudahy, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "CITY OF CUDAHY 2020 COMPREHENSIVE PLAN", pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

**Section 7.** This ordinance shall take effect upon passage by a majority vote of the members-elect of the City Council and publication/posting as required by law.

Adopted this 15<sup>th</sup> day of December, 2009.

  
RYAN McCUE, Mayor

Attest:

  
\_\_\_\_\_  
ROBERT GOSS, City Clerk

ADOPTED: 12-15-10  
APPROVED: 12-15-10  
PUBLISHED: 1-21-11

Prepared By: PAUL T. EBERHARDY City Attorney  
Wis. State Bar No. 1045304



PLAN COMMISSION RESOLUTION 2009-01  
RECOMMENDING THE COMPREHENSIVE PLAN  
FOR THE CITY OF CUDAHY IN MILWAUKEE COUNTY, WISCONSIN

WHEREAS, section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, the City of Cudahy Plan Commission has the authority to recommend that the City Council adopt a "comprehensive plan" under section 66.1001(4)(b); and

WHEREAS, under the guidance of the Comprehensive Plan Committee, the City has prepared the attached document (named *City of Cudahy 2020 Comprehensive Plan*), containing all required maps, appendices, and other descriptive materials, to be the comprehensive plan for the City under section 66.1001, Wisconsin Statutes; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Cudahy hereby recommends that the City Council adopt an ordinance to constitute official City approval of adopts the attached *City of Cudahy 2020 Comprehensive Plan*, including its appendices, as the City's comprehensive plan under section 66.1001(4), Wisconsin Statutes.; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that, following a public hearing, the City Council adopt an ordinance to constitute official City approval of the *City of Beloit Comprehensive Plan* as the City's comprehensive plan under section 66.1001, Wisconsin Statutes.

Adopted this 10<sup>th</sup> day of November, 2009.

  
Plan Commission Chair

Attest:

  
Plan Commission Secretary