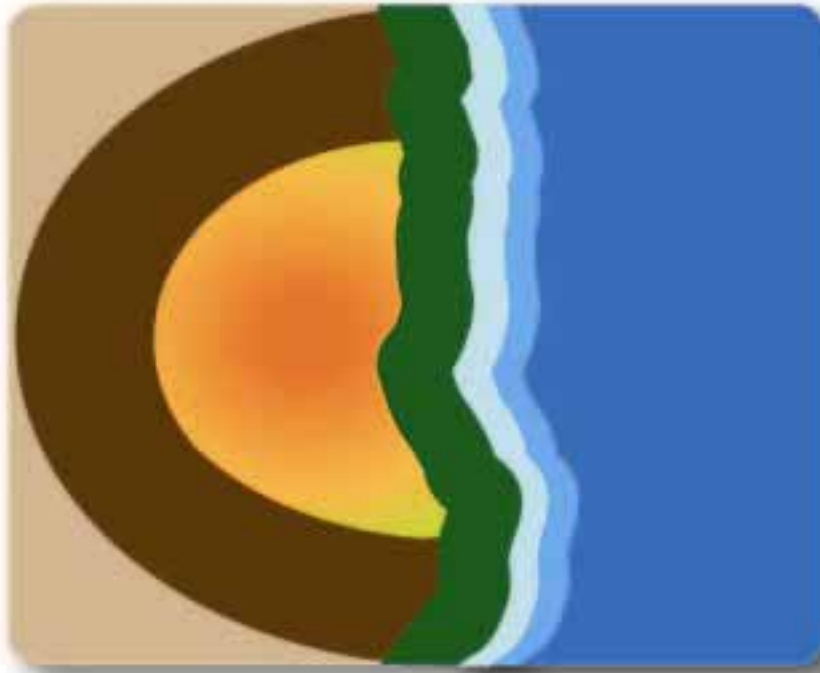


# Background Conditions Report



**Appendix A**  
**Draft: July 2008**

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## Appendix A Table of Contents

APPENDIX A TABLE OF CONTENTS.....	1
INTRODUCTION .....	3
Purpose of this Document.....	3
General Regional Context.....	3
Selection of the Planning Area.....	3
<b>Map A-1: Jurisdictional Boundaries.....</b>	<b>4</b>
CHAPTER ONE: ISSUES AND OPPORTUNITIES .....	5
Population Trends and Forecasts .....	5
Demographic Trends.....	6
Employment Trends.....	9
Household Trends and Forecasts.....	11
Existing City Plans.....	13
Summary of Public Participation.....	13
Summary of Key Issues and Opportunities.....	14
CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES.....	16
Agricultural Resource Inventory.....	16
Summary of Key Agricultural Resource Issues and Opportunities .....	16
Natural Resource Inventory.....	16
<b>Map A-2: Natural Features.....</b>	<b>17</b>
Key Natural Resource Issues and Opportunities.....	20
Historic and Cultural Resources .....	20
Key Cultural Resource Issues and Opportunities.....	24
CHAPTER THREE: LAND USE .....	25
Existing Land Use.....	25
Key Land Use Issues and Opportunities .....	28
<b>Map A-3: Existing Land Use.....</b>	<b>29</b>
<b>Map A-4: Airport Zoning Height Restrictions .....</b>	<b>30</b>
CHAPTER FOUR: TRANSPORTATION.....	31
Existing Transportation Network.....	31
Review of State, Regional, and County Transportation Plans.....	33
Key Transportation Issues and Opportunities .....	37
<b>Map A-5: Existing Transportation &amp; Community Facilities .....</b>	<b>38</b>
CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES.....	39
Existing Utilities and Community Facilities .....	39
Key Utilities and Community Facilities Issues and Opportunities.....	44
CHAPTER SIX: HOUSING & NEIGHBORHOOD DEVELOPMENT.....	46

Existing Housing Framework .....46  
Housing Condition and Age.....46  
Neighborhood Characteristics .....47  
Housing and Neighborhood Development Programs.....48  
Key Housing and Neighborhood Development Issues and Opportunities.....49  
**CHAPTER SEVEN: ECONOMIC DEVELOPMENT .....50**  
Existing Economic Development Framework .....50  
Economic Development Programs, Agencies, and Plans .....56  
Strengths and Weaknesses for Economic Development.....59  
**CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION .....60**  
Neighboring Communities’ Plans .....60  
Regional & Other Governmental Agencies’ Plans.....61  
Summary of Intergovernmental Cooperation Issues & Opportunities.....62

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## Introduction

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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. The City 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 proximity to Lake Michigan, serve as a draw for businesses and residents, allowing the City retain its core strengths.

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### Purpose of this Document

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In January 2008, the City began the effort to prepare this City of Cudahy Comprehensive Plan to provide vision and consistent direction for the City as it addresses change, preservation, and redevelopment in Cudahy.

This Appendix presents background information related to the nine elements required by the State of Wisconsin Comprehensive Planning Legislation. The Appendix is intended to be referenced by individuals reviewing the City of Cudahy Comprehensive Plan. 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.

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### General Regional Context

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Map 1 shows the relationship of the City of Cudahy to neighboring communities. Located along several miles of 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.

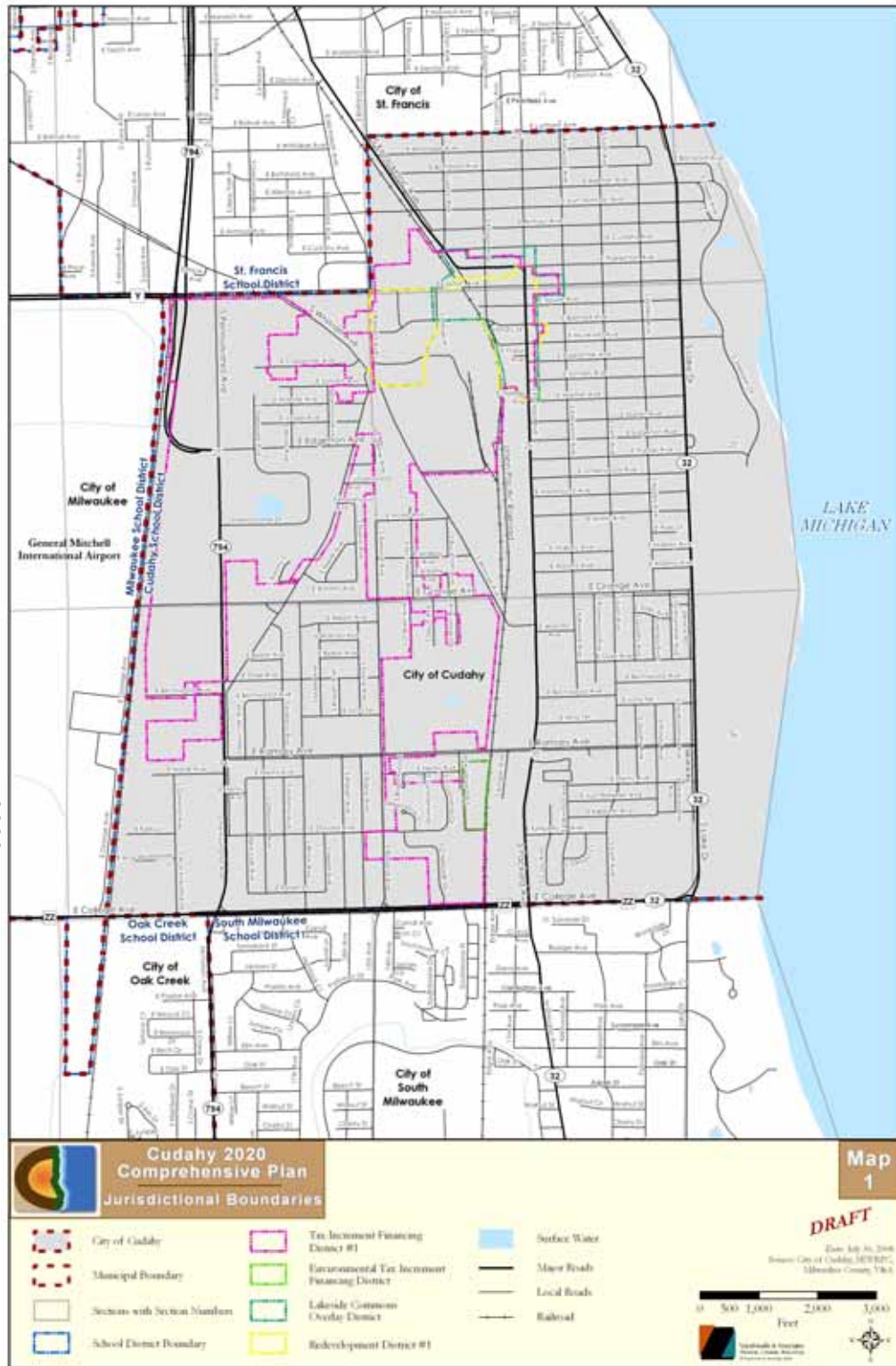
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### Selection of the Planning Area

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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 Comprehensive Plan includes all lands currently within the City of 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.

### Map A-1: Jurisdictional Boundaries



## 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 1 (below) 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, now approaching 1960 levels. This trend is not unique to Cudahy; Table 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 has 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.

Overall, the County's population has declined similarly to Cudahy, in that both suffered 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, discussed in detail throughout the Comprehensive Plan.

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 (DOA) has made population projections for Wisconsin municipalities through 2030 (see Table 3). DOA also publishes Final Population Estimates. DOA's final population estimate for Cudahy as of January 1, 2007 was 18,530. If the upcoming 2010 Census shows that Cudahy's population has indeed increased since 2000, it would be an important turning point for the City, ending 30 years of population decline.

Table 1: Historic Population of the City of Cudahy

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 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 the DOA's population projections for the City through 2030, the intended time horizon of the Comprehensive Plan. The DOA forecasted population growth of 7.6 percent between 2000 and 2025. However, it is important to note that the DOA's population projections have historically been high for Cudahy. For example, Cudahy's 1994 Comprehensive Plan noted that DOA's projected population for Cudahy was 19,293 and 19,597 for 2000 and 2005, respectively, both of which proved to be higher than actual population levels.

Table 3: Population Projections

	2000	2005	2010	2015	2020	2025	2030	# Change, 2000-2025	% Change, 2000-2025
State Department of Administration (DOA) Projection	18,429	18,734	19,049	19,437	19,818	19,940	n/a	+ 1,511	+ 7.6%

### Demographic Trends

#### **Age and Gender Distribution**

The City of Cudahy's demographic data from the year 2000 are presented in Table 4, and age trends are presented in Table 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 is also on the decline. Chapter 5 presents a more detailed look at school district enrollment trends.

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

Percent over 65	Percent over 65	Increase in residents over 65, based on Census population	Percent under 18	Percent under 18	Decrease in residents under 18, based on Census population
1990	2000	1990 - 2000	1990	2000	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 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’s 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 20-35 year old age group will also increase, but only by about 50 persons during this period, according to ESRI data. Regardless of data set, 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 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 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 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 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 notably lower than 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 traditionally lower-skilled 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 low-skilled 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 8: Education, 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 9 presents income and labor characteristics for the City of Cudahy and the surrounding communities. According to 2000 U.S. Census data, the City's median household income was \$40,157, over \$2,000 more than the median household income reported for the County. However, Cudahy's per capita income of

\$19,615 is slightly below the median 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, as described above, 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. The labor force includes people 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 these older communities. 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 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 the Milwaukee County median, yet below 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 many jurisdictions and planning 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 possible that the city's unemployment is higher now than it was at the 2000 Census. Economic conditions have become less favorable in many areas of the County since 2000. Milwaukee County's unemployment rate, for example, increased steadily from a rate of 4.2% in 2000 (per BLS calculation—Census 2000 reported 4.5%) to peak at 7.0% in 2003. Since, annual average unemployment in Milwaukee County has decreased annually, but remains well above 2000 levels, with an annual average unemployment of 5.9% for 2007.

### **Occupational Groups**

The percentage of the City's labor force employed by sector in 2000 is shown in Table 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 10: Occupational Groups, 2000

Occupational Group	Cudahy	Milwaukee County	Wisconsin
	<b>Percent of Labor Force (2000)</b>		
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

### **Education and Employment Trends**

Additional information on education and employment trends can be found in the *Economic Development* chapter of this Appendix.

### **Household Trends and Forecasts**

Tables 11 and 12 present housing characteristics for the City of Cudahy as compared to its neighboring communities and Milwaukee County. A household is defined by the U.S. Department of the Census 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 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 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 appears right on par with the

County average, it is notable that 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 apartment development in the City.

Table 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		\$542
City of St. Francis	4,193	4,050	2.11		\$490
City of South Milwaukee	9,122	8,694	2.40		\$569
City of Oak Creek	11,897	11,239	2.52		\$704
City of Milwaukee	249,225	232,188	2.50	\$133,100	\$527
Milwaukee County	400,093	377,729	2.43	\$143,477*	\$555

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

\* Dept. of Revenue, 2005

Table 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 size 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 13, the average household size has been decreasing since at least 1970.

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

	1970	1980	1990	2000
City of Cudahy	3.20	2.75	2.50	2.32

Household projections prepared by the Wisconsin Department of Administration (Table 14) suggest that between 2000 and 2030, the City's number of households is projected to increase 14.2% over the base year of

2000. 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 14: Household Projections, 2005-2025

	Households 2000	Projected Households						Change 2005-2025
		2005	2010	2015	2020	2025	2030	
City of Cudahy	7,888	8,141	8,383	8,607	8,877	9,011	n/a	+ 10.7%

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 and 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 Public Participation

The City's planning process was guided by several participation events and tools and regular meetings of a Comprehensive Planning Steering Committee. The Steering Committee included citizens recommended by the Mayor and was assigned the task of overseeing the Comprehensive Planning process through monthly meetings and ongoing communication with the City's planning consultants. The following is a summary of those activities conducted during the early information gathering, issues identification, and priority identification components of this planning process.

#### **Project Kick-off Meeting**

This meeting was held January 30, 2008 to introduce the planning process and timeline, review the Public Participation Plan and early efforts of the planning process, and to brainstorm key issues, opportunities, and priorities for the City of Cudahy. This meeting was attended by the City's Comprehensive Plan Steering Committee as well as more than 70 members of the public.

Identified issues, opportunities and priorities included (in no particular order):

- Improve the image and increase positive marketing of Cudahy;
- Ensure a safe, viable, and attractive Downtown Cudahy;
- Strengthen building standards for new developments and enforce standards for existing structures;
- Balance preservation, redevelopment, infill and green space demands;
- Focus Cudahy as a Live, Work, Play community, working with neighboring communities to maximize benefits and leveraging nearby amenities;
- Develop a strong housing rehab program and address negligent landlord issues;
- Improve safety, maintain quality City services, and provide support for the schools and for youth recreation opportunities, making Cudahy attractive to a wider variety of people;
- Leverage transportation facilities and the City's accessibility.

### **Community Vision Workshop**

A community-wide Vision Workshop was held April 30, 2008. This interactive meeting included a discussion of the City's previous planning efforts, individual and group brainstorming of key values, goals and directions for the City of Cudahy, group voting on identified key goals and directions, and strategizing of ways the City can achieve top goals and directions and improve key planning areas in the City.

The geographic planning areas addressed in particular were the Pennsylvania/Layton Corridor, the S. Packard Corridor, the Eastside Neighborhood, and Downtown Cudahy.

Top goals and directions were prioritized through voting by Workshop participants. Top responses included:

1. Increase homeownership and reduce absentee landlords;
2. Achieve quality development (commercial; office; residential; jobs);
3. Promote and market the City;
4. Connect to and capitalize on Metra/KRM commuter rail;
5. Keep Cudahy safe;
6. Focus on "Live-Work-Play" development;
7. Raise the social and economic status of the City;
8. Focus on new business attraction and Downtown development;
9. South Shore (St. Francis-Cudahy-South Milwaukee) intergovernmental cooperation—working to improve together;
10. Capitalize on the Lake and improve access.

### **Focus Groups and Community Leader Interviews**

Two focus groups were coordinated. A Downtown Business focus group included business owners operating in Downtown Cudahy. A recent first-time homebuyer's focus group included residents who purchased their first home in Cudahy within the past few years.

### **Intergovernmental Meetings**

To facilitate intergovernmental cooperation, inform neighboring communities and government departments of Cudahy's planning process, and gather information on planning activities in and around Cudahy, meetings were coordinated with the City of St. Francis, the City of South Milwaukee, the Milwaukee County Parks Department, and General Mitchell International Airport (owned and operated by Milwaukee County).

### **Downtown Implementation Team**

The Comprehensive Planning consultants met with Cudahy's Downtown Implementation Team, a group which meets regularly on Downtown improvement, preservation, and redevelopment efforts, several times throughout the planning process to gather their insight and discuss ideas and opportunities related to Cudahy's Downtown, a key component of the Comprehensive Plan.

### **Draft Plan Open House**

NOT YET HELD

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

According to DOA projections, the City's population is slated to rise following three decades of decline. Meanwhile, the City is getting older and families, smaller. Both these trends are likely to continue. 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, urban housing options are developed.

Fewer adults in Cudahy have graduated high school than in neighboring communities, with the exception of the City of Milwaukee. Furthermore, fewer adult residents of Cudahy have graduated college than in any of the neighboring communities, including the City of Milwaukee. It is likely Cudahy's education levels will rise steadily as younger generations stay in school longer, given that education is increasingly necessary for economic stability in today's economy and the days of abundant low-skill, family-supporting jobs have passed, and due to Cudahy's proximity to Downtown Milwaukee, a concentrated source of professional jobs, colleges and universities. Still, the college graduate-rate may remain lower than other communities given the concentration of "blue-collar" jobs in the City—a full one-fourth of the City's labor force being employed in manufacturing.

Through public involvement in the Comprehensive Planning process, it became apparent that Cudahy's residents generally have some concerns regarding their community but also see numerous opportunities through which they can improve their community and quality of life. Some of these opportunities present tangible goals such as 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 Lakefront, which residents continually expressed is somewhat underutilized, through KRM and the potential for a commuter rail stop in Downtown Cudahy, and through intergovernmental cooperation for the mutual benefit of the South Shore communities.

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

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This chapter of the Appendix contains background information related to agricultural preservation, natural resource conservation, and historical and cultural resource protection.

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### Agricultural Resource Inventory

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#### **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 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. As the City has no prime agricultural lands and no lands zoned for agricultural use, Cudahy is not engaged in farmland preservation efforts.

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### Summary of Key Agricultural Resource Issues and Opportunities

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While the land that became the City of Cudahy was once a rural outpost in an agricultural area, with its location 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.

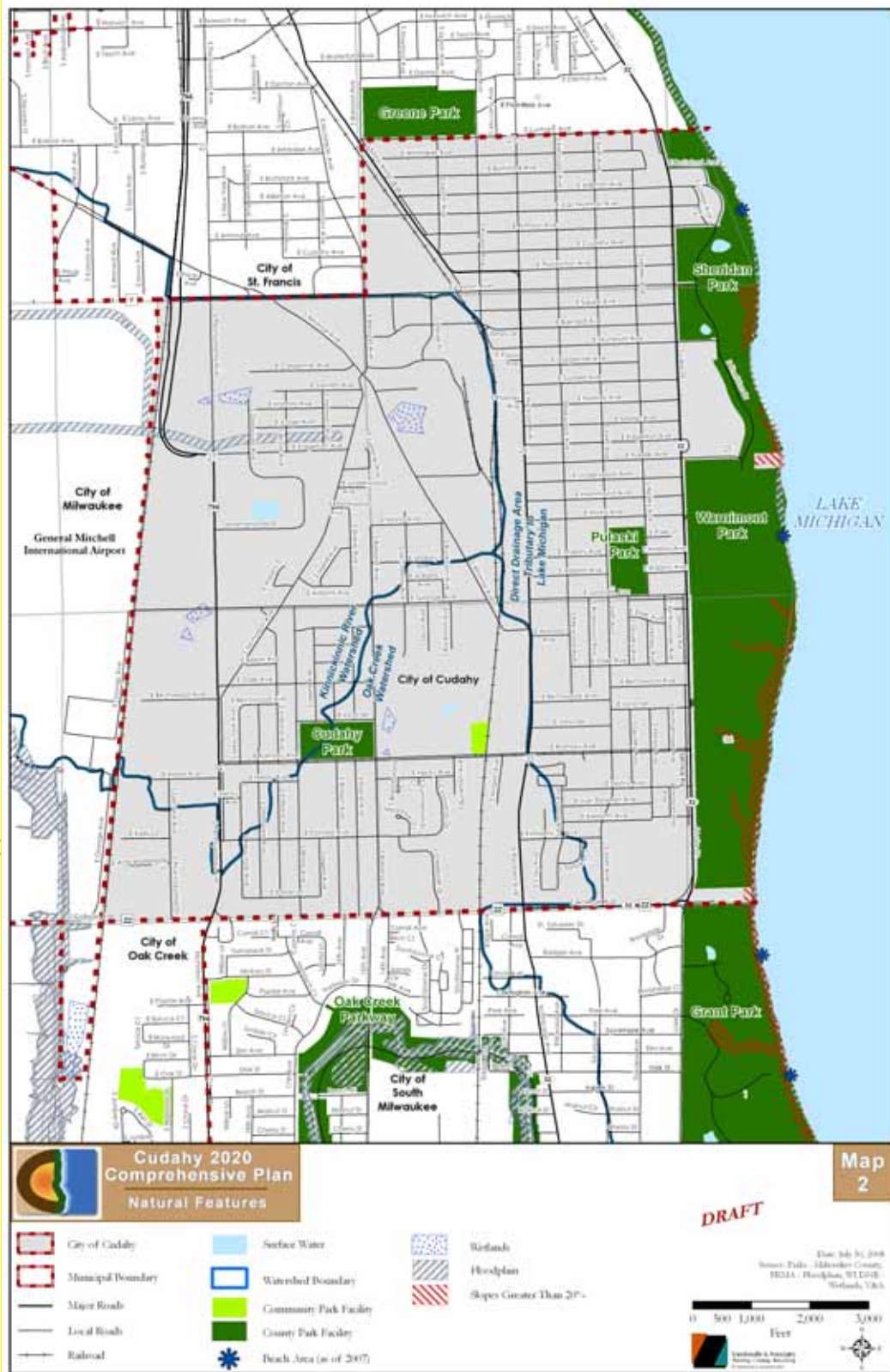
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### Natural Resource Inventory

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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. Map A-2 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.

Map A-2: Natural Features



### **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 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 are currently no mineral extraction activities located in Cudahy. Under State Statutes (295.20), landowners who want to register their property as a nonmetallic 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 nonmetallic 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**

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 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. The Compact must be signed into federal law, where it is currently pending, to become legally withstanding. 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 City of 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.

Discussions with the Milwaukee County Parks Department, which manages the bluffs, found they have explored bluff stabilization options with SEWRPC for bluffs throughout the County, and have 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 SE WI* technical report, published in 1997, studied management scenarios and projected costs. 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 1 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 DNR, 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 DNR's website:

[http://dnr.wi.gov/org/land/er/nhi/countymaps/pdfs/Milwaukee\\_County.pdf](http://dnr.wi.gov/org/land/er/nhi/countymaps/pdfs/Milwaukee_County.pdf).

### **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 the City 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 now 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 nonattainment area that covers Milwaukee County and other southeast Wisconsin counties. In 2007, Wisconsin DNR submitted a request to EPA for redesignation to attainment status for this area. WDNR 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.

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## Key Natural Resource Issues and Opportunities

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The City of 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 natural characteristics, such as native vegetation, and faces less than ideal environmental health indicators such as air quality. However, Cudahy residents 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.

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## Historic and Cultural Resources

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### **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 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.

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 anticipated because the City is now surrounded by other incorporated jurisdictions.

## **Summary of Historic Resources**

### **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.

There are 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 listed below and are labeled on Map A-4, *Transportation and Community Facilities*.

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 were designated as County landmarks 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: Generations 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 cultural offerings. Within the City of Cudahy, residents enjoy parks and trails, seasonal celebrations and events, and 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, such as museums, festivals, and sporting events, of a large City. 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 at 2915 E. Ramsey Ave.

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

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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 patterns of development and cultural heritage continue to influence the City's very layout, as well as its lifestyle, today. There may be an opportunity for additional preservation of resources within the City such as historic sites, buildings, and facilities.



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## Chapter Three: Land Use

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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

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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 Map 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:** open lands and vacant parcels that may be available for infill development or other future use;
- ◆ **Single-Family Residential:** detached single-family residential development;
- ◆ **Multi-Family Residential:** a variety of residential uses including two-family residences, townhouses, duplexes, apartment complexes, and condominiums;
- ◆ **Commercial:** indoor commercial, retail, office, and service uses with moderate landscaping and signage;
- ◆ **Community Facilities:** 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;
- ◆ **Extractive:** Quarries, gravel pits, clay extraction, peat extraction and related land uses;
- ◆ **Landfill:** Landfills, public and private;
- ◆ **Parks & Recreational Areas:** 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 15.

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

Land Use	Acres	Percent
Agricultural/Vacant	407.5	14.4%
Single-Family Residential	761.9	26.9%
Multi-Family Residential	207.0	7.3%
Commercial	126.9	4.5%
Industrial	396.9	14.0%
Governmental	170.7	6.0%
Public Parks and Open Space	642.8	22.7%
Right of Way	114.7	4.1%
<b>Total</b>	<b>2828.4</b>	<b>99.9%</b>
<i>Source: Vandewalle &amp; Associates GIS Inventory, 2008; SEWRPC, 2000</i>		

### Residential Development

Single-family residential development comprises about 27 percent of the City's land, making it the largest land use 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 mixed 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. 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 development covers about 14 percent of Cudahy's land, a significant portion of the City, particularly for a "suburban" community. Manufacturing and industry continue to thrive in Cudahy, and large, well-established companies such as Patrick Cudahy and Ladish Co., 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 Air-

port, 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**

It is notable that 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. In fact, there is slightly more acreage of vacant land than there is active industrial land in Cudahy. These underutilized acres, comprised of various large areas located throughout the City, provide Cudahy with a number of significant redevelopment opportunities. However, in Cudahy, vacant lands are almost always former industrial properties with real or perceived environmental contamination. Testing, monitoring, and remediating brownfields 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.

### **Adjacent Airport 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 Map A-4, *Airport Zoning Height Restrictions*. Map 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. While Runway Protection Zones are regulated somewhat differently across airports, the intent 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 Chapter 4 of this Appendix, *Transportation*. 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 State Department of Revenue 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 Department of Revenue 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.

### **Assessment Trends**

According to the City Assessor's office, the average sale price of existing homes in the City of Cudahy was \$ [tbd] in 2007. ESRI Business Data estimates for 2008 show the median value of a home in Cudahy to be about \$153,000, with a stable housing market but greater affordability than many other parts of the region.

### **Development Permit Trends**

[to be added]

### Key Land Use Issues and Opportunities

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In sum, presently about 34 percent of Cudahy is devoted to housing, 19 percent is devoted to commercial or industrial uses, and 23 percent is devoted to parks and open spaces.

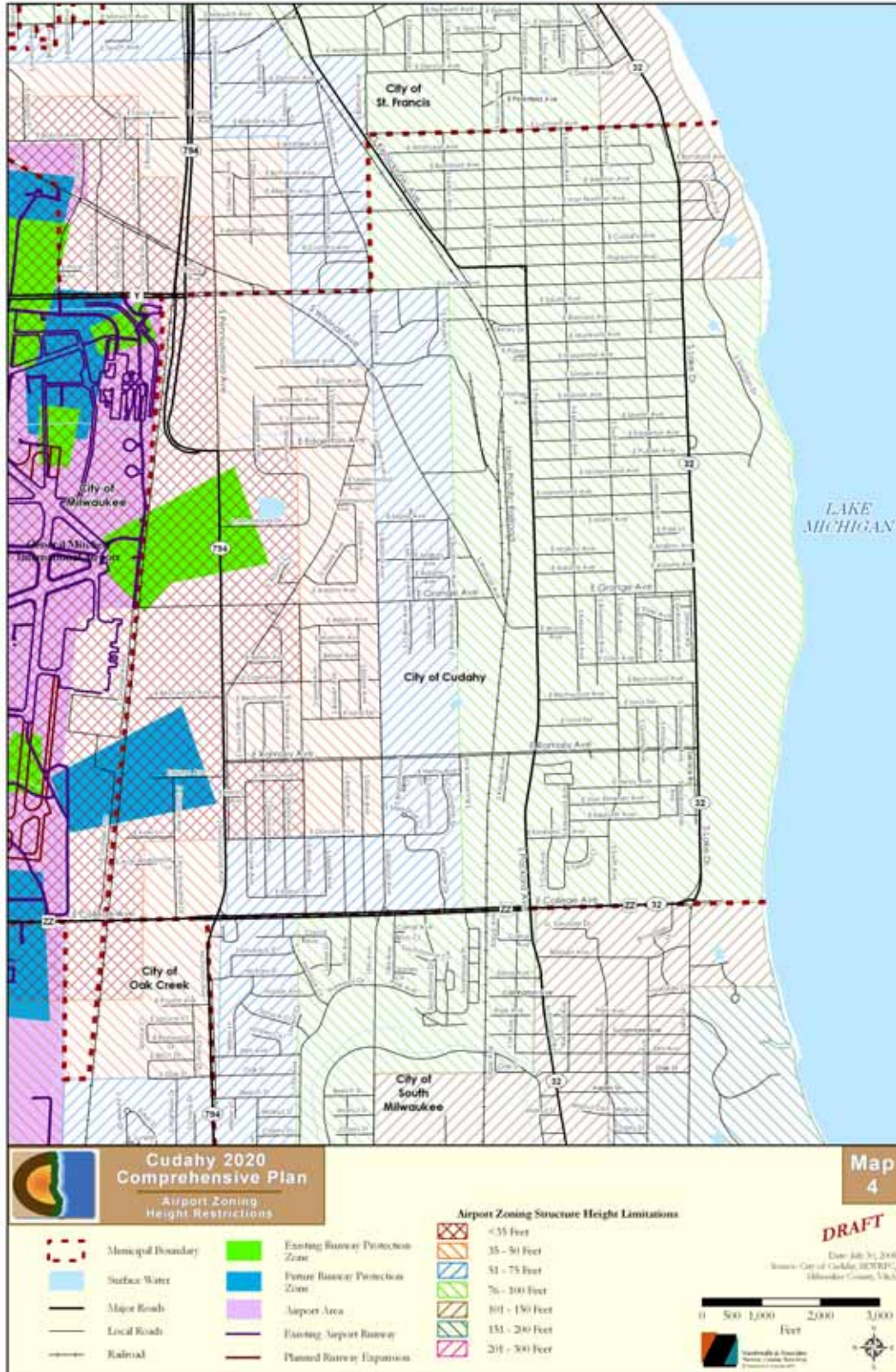
This existing land use information reinforces that Cudahy is a traditional “live-work-play” community, in contrast to many suburban communities in the Milwaukee area that developed as bedroom communities rather than developing around employment opportunities. The combination of such diverse land uses 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.



Map A-3: Existing Land Use



Map A-4: Airport Zoning Height Restrictions



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## Chapter Four: Transportation

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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. This section describes the City's existing transportation facilities.

#### **Major Roadways**

State 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 & 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 (S. Lake Dr.) 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.

County Trunk Highways (CTH) connecting to or through Cudahy are CTH Y (E. Layton Avenue) and CTH ZZ (E. College Avenue) These roadways connect Cudahy's northern and southern borders, respectively, to points west of the City. They are very heavily traveled relative to other roadways in Cudahy. In 2006, Layton saw AADT of 15,500 just east of Barland Avenue. On Layton and College, AADT counts increase westward. College Avenue's AADT reached 18,600 just east of Pennsylvania Avenue in 2006. Pennsylvania also experiences very heavy traffic, including AADT of 18,000 just north of College Avenue, 20,600 just south of the Lake Parkway terminus and 10,600 just north of this terminus.

#### **Truck Transportation**

Truck traffic in Cudahy results from the City's proximity to major Interstate 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**

Within Cudahy, there is one off-road path. 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 is shown on Map A-5, *Transportation & Community Facilities*. The trail fills a recreational role for residents, and also fills a functional role for pedestrians and bicyclists travelling 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. For more information on trail network plans in and around Cudahy, see the Review of Transportation Plans below.

There are currently no on-street bicycle lanes within the City.

### **Bridges**

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

- The bridge on S. Pennsylvania Ave 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 E. 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 non-stop or direct from General Mitchell International, which has received the nickname "Chicago's Third Airport". 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 Ave.

### **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 provides Cudahy business an opportunity for freight water transportation of materials and products. The Port also accommodates the Lake Express Ferry, a high-speed passenger ferry offering two to three direct roundtrips daily to Muskegon, Michigan, between May and 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, and also 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 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**

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 Ave.

Route 89, *St. Francis*, also runs along Cudahy's northern border of E. Lunham Avenue and travels through St. Francis. These MCTS routes are shown on Map A-5, *Transportation & Community Facilities*.

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 and increased concern over the environment may serve to attract more riders and support to MCTS.

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

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

The following are State, regional, and County transportation plans and studies relevant to the Cudahy Comprehensive Plan.

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

Wisconsin has nearly 112,400 miles of public roads, from Interstate freeways to city and village streets. The Wisconsin State Highway Plan focuses on the 11,800 miles designated as State Trunk Highway 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 also has a six-year highway improvement program recommending specific projects for Wisconsin highways. This highway improvement program covers the 11,800 mile state highway system. The state highway system includes 750 miles of Interstate freeways and 11,010 miles of state and US-marked highways.

Roadways under WisDOT jurisdiction in Cudahy (USH & STH) include STH 794 and STH 32.

Projects under WisDOT include Major Projects and Minor State Highway Rehabilitation Projects. There are no major or minor projects listed for roadways in or directly connecting to Cudahy in the 2008-2013 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.

Recommendations are made 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) should 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 (TIP) 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 Ave. 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 Ave. reconstruction, with additional traffic lanes from S. Howell to S. Pennsylvania (1.3 mi 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 Ave. connector to STH 794, a .5 mile "Highway Safety" project which has been completed; and the reconstruction of S. Whitnall Ave. from S. Packard Ave. to S. Nicholson Ave., a .99 mile "Highway Preservation" project which was indefinitely postponed due to the inability to secure outside funding support at the time.

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

SEWRPC's KRM Corridor Planning Report, 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, WI**

Prepared by EarthTech for SEWRPC, Cudahy's TOD Portfolio examines the proposed KRM passenger station, which the City's Master Plan recommends be located approximately ¼ mile south of Layton Ave, on the west side of the rail line. The ½ mile radius from the station area stretches roughly from the intersection of Layton @ Whitnall, east to Swift Ave, and from Whittaker Ave, south to Pulaski Ave. 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.

### **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 this *Comprehensive Plan*, WisDOT is in the process of updating the Translinks Plan in Connections 2030.

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

This plan presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that, according to a University of Wisconsin survey conducted in August of 1998, 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.

### **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, streetscapes, 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 Draft (2007)**

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 *Milwaukee County Trails Network Plan Draft* was under review in 2008.

The Plan includes improvements to the Oak Leaf Trail System, which runs through Cudahy as described above and shown on Map A-5. General system-wide improvements proposed 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 to residents:

- 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 travelling through an existing WE Energies utility corridor.

## **Airport Plans**

### **General Mitchell International Airport**

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.

GMIA 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 GMIA 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 & Howell Ave intersection, and taxiway and air cargo improvements.

The Airport also completed a *FAR Part 150 Noise Compatibility Study Update* 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 Federal Aviation Authority (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.

In July 2008, Governor Doyle approved a \$3.5 million improvement project at the Airport which will facilitate the completion of various airfield safety improvements and right-of-way rehabilitations. Work is expected to be complete by December 2008.

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

As noted above, the 440<sup>th</sup> Air Force base was closed, the result of the federal 2005 Military Base Realignment & 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 for the property. The redevelopment plan was submitted to Department of Defense for review. Once adopted by the federal government, the property will be conveyed to Milwaukee County. Alter-

native A focuses on economic development through job retention/generation using the existing base facilities, and long-term airport growth. The preferred plan provides capacity for the future growth of passengers and operations as called for in the most recent GMIA 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**

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

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

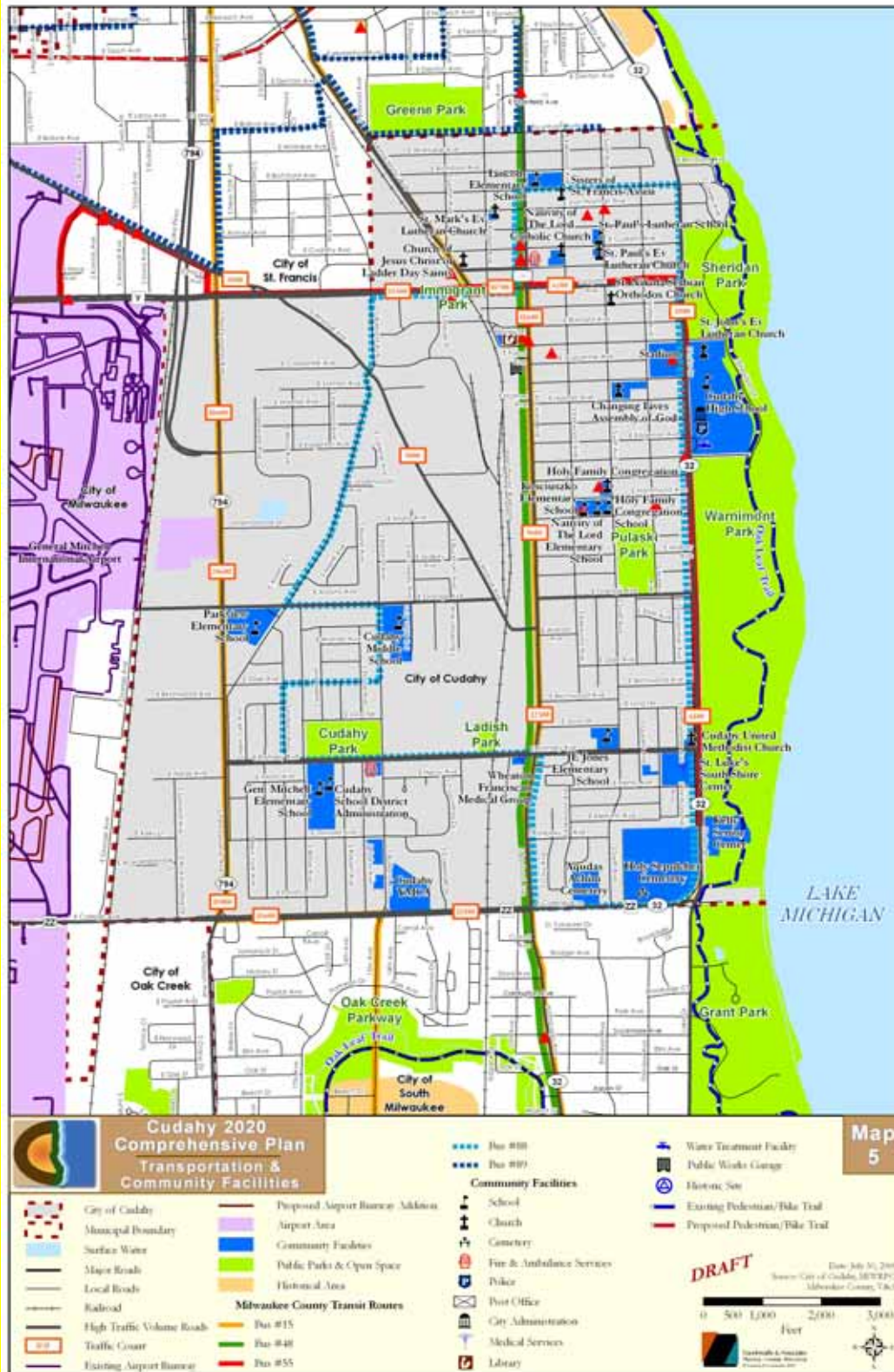
This report summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming Connections 2030, WisDOT's next multimodal transportation plan in progress at the time this report was written.

## **Key Transportation Issues and Opportunities**

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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. Today, the City is located ideally among roadway, air, and rail 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 appeal to potential residents and businesses provides Cudahy another key opportunity to redevelop and grow as a result of the vital transportation links which sustain it.

Map A-5: Existing Transportation & Community Facilities



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## Chapter Five: Utilities and Community Facilities

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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.

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### Existing Utilities and Community Facilities

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#### **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 below. 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 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 of Wisconsin. 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 included 41 FTE employees. The Police Department is located at 5050 S. Lake Drive, in the same building as City Hall. The 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 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. In the 1950s, when Fire Station No. 1, located at the northeast corner of S. Packard and E. Plankinton Ave. was built, the Department shifted towards a full-time, professional department. Fire Station No. 2, located at 3115 E. Ramsey Ave., was built in 1969. These facilities are depicted on Map A-5, *Transportation & Community Facilities*.

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.

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.

### **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 foundation.

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**

WE Energies provides electric power and natural gas to Cudahy residents and businesses.

Telephone service is provided by Ameritech, Inc.

According to SEWRPC, broadband cable service was 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) – Cingular
- 3555 E. Pabst Ave (88.6 ft. high) - Cingular
- 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 shows 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.

### **Schools**

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 Map A-5, *Transportation & Community Facilities*.

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. 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.

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 16. According to this data, enrollment declined within the School District between school years 2005-06 and 2007-08, and has declined 6.7% 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 15: School District Enrollment, 2004-2008**

Located in Cudahy (Y/N)	School	Location	2004	2005	2006	2007	2008
<b>Cudahy School District</b>							
Y	Cudahy High School (9-12)	4950 South Lake Dr.	881	927	939	908	867
Y	Cudahy Middle School (7-8)	5530 South Barland Ave.	435	427	405	398	394
Y	General Mitchell Elementary (K4, K-6)	5950 South Illinois Ave.	322	282	306	290	273
Y	J.E. Jones Elementary (PK, K4, K-6)	5845 South Swift Ave.	209	212	213	190	182
Y	Kosciuszko Elementary (PK, K4, K-6)	5252 South Kirkwood Ave.	317	314	360	319	317
Y	Lincoln Elementary (K4, K-6)	4416 South Packard Ave.	400	394	387	382	357
Y	Parkview Elementary (PK, K4, K-6)	5555 South Nicholson Ave.	280	294	281	290	265
	Academy of Learning Competency Based School (11)		--	--	--	--	2
	Passage Middle School (9)		1	--	--	--	--
	Connects Learning Center (10-11)		4	--	--	--	--
	<b>Total</b>		<b>2849</b>	<b>2850</b>	<b>2891</b>	<b>2777</b>	<b>2657</b>

Source: Wisconsin Department of Public Instruction, 2003-2008

### **Higher Education**

There are no higher education institutions located within the City. However, 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.

Cardinal Stritch University, based in Glendale/Fox Point, announced in July 2008 its plan to purchase the Cousins Center directly north of Cudahy along S. Lake Drive, in St. Francis. Plans for the site include... [complete as plans unfold].

## **Parks and Recreation Facilities**

### **County Parks**

Cudahy is home to four County Parks offering a range of recreational amenities. Parks are indicated on Map A-5, *Transportation and Community Facilities*, and include:

- **Sheridan Park**, located between S. Lake Drive and the lakeshore in the northern half of Cudahy. This park features reservable picnic areas; baseball, softball, basketball, sand volleyball, and tennis facilities; a swimming and wading pool; 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 reservable 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 in the south-central neighborhoods. Cudahy Park includes a reservable 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, in St. Francis, borders Cudahy on its northern edge, along E. Lunham Avenue, an asset to Cudahy's adjacent residential neighborhoods.

### **Local Parks**

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 Co.

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.

### **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 & 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, include:

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 & 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.

### **Cemeteries**

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, 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.

### **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. Information of active civic organizations within Cudahy is provided in the *Agricultural, Natural, & Cultural Resources* chapter of this Appendix.

## **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. 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 in Cudahy and its neighboring communities.

### 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 16, "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 16: Cudahy Housing Types, 1990-2000**

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent	Change in Units, 1990-2000
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
<b>Total Units</b>	<b>7,353</b>		<b>8,155</b>		<b>+802 units</b>

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

### Housing Condition and Age

As noted in Chapter One, *Issues & Opportunities*, in the year 2000 the percent of owner-occupied housing units in the City was well above the County average, and comparable to South Milwaukee and Oak Creek. Table 17 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%, recorded in 1960.

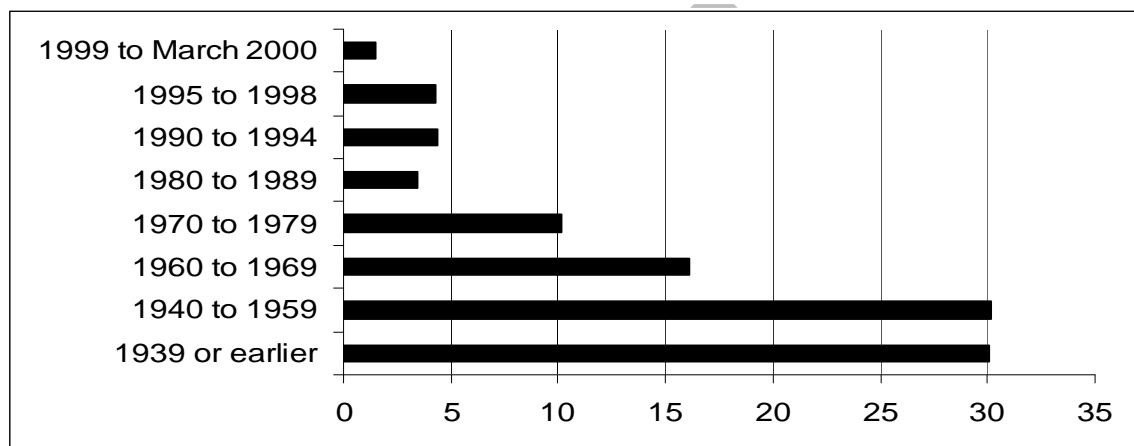
**Table 17: Owner-Occupancy in Cudahy, 1950 - 2000**

	1950	1960	1970	1980	1990	2000
<b>% Owner-Occupancy</b>	51.6%	62.2%	59.7%	n/a	58.9%	59.5%

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

Table 18 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 has continued at a strong pace following a slow-down between 1980 and 1989.

**Table 18: 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 welcomed more dense 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, Map A-3 in this Appendix, 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 development—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 expressed concern over the rate at which homes, particularly duplexes, were being converted from owner-occupancy to rental units.

## Housing and Neighborhood Development Programs

Several housing programs are available to Cudahy residents, including, but not limited to, the following. See the Wisconsin Department of Commerce, Division of Housing and Community Development webpage ([www.commerce.state.wi.us/cd/](http://www.commerce.state.wi.us/cd/)) for more information on available housing programs.

- **Wisconsin Housing and Economic Development Authority (WHEDA):** WHEDA offers home mortgage and improvement loans. Further information can be obtained by visiting the WHEDA website at [www.wheda.com](http://www.wheda.com).
- **Community Development Block Grant (CDBG):** CDBG funds originate from the Department of Housing and Urban Development (HUD). The City of Cudahy 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.
- **The 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. For information contact the Wisconsin Department of Commerce, Division of Housing and Community Development at 608-267-6904 or visit the website at [www.commerce.state.wi.us/cd/](http://www.commerce.state.wi.us/cd/)
- **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 rehabilitate 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.
- The **U.S. 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.

## Key Housing and Neighborhood Development Issues and Opportunities

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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 today. However, Cudahy's neighborhoods, many of which feature traditional layouts, high affordability and small homes relative to many other metro-Milwaukee communities, coincide nicely with trends toward smaller families and more traditional neighborhoods. Cudahy will also need to work to maintain—and in some cases restore—the predominantly single-family character of several neighborhoods, particularly on the east side.



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## Chapter Seven: Economic Development

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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 air, rail, and roadway connections.

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

The City has taken an active role in economic development for 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. The 1994 Plan addressed the downtown area, but was not focused on it specifically. The plan included 15 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 has also been added to the City's zoning code to cover the downtown area.

At present, the City benefits from one active Tax Increment Financing 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. The District will remain active through 2022. 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 District in 2003 to fund cleanup of the former Crane Manufacturing & 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.

The City has an active Community Development Authority, Downtown Implementation Team, and a Design Review Board to pursue the objectives and implement the plans described above.

The City also has an active Chamber of Commerce located in Downtown Cudahy working to bring new development to the City and serve its existing business membership.

As part of Milwaukee County, Cudahy also 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 years, this consortium developed an Economic Development strategy for the region, which it now actively works to implement.

### **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 in Milwaukee County's south side.

### **Labor Force Trends**

The City's labor force is the portion of the population employed or available for work and includes people who are in the armed forces, employed, unemployed, or actively seeking employment. In 2000, the City of Cudahy's labor force participation rate (for adults age 16 and over) was 67.2 percent. Manufacturing was the dominant sector of employment for Cudahy residents, as shown in Table 19.

Table 19: Occupational Groups Comparison, 2000

<b>Occupational Group</b>	<b>Cudahy</b>	<b>Milwaukee County</b>	<b>Wisconsin</b>
	<b>Percent of Labor Force (2000)</b>		
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

### **Major Employers**

Cudahy's Economic Profile, last revised by the City in 2005, provides a list of major private-sector employers in Cudahy. The list provides a good idea of the type and variety of private-sector jobs available within Cudahy. While specific numbers regarding the number of positions at each employer were not available, the City's major employers correspond well with Cudahy residents' largest occupational groups. As manufacturing is an overwhelmingly private-sector industry, it's logical that the majority of Cudahy's major employers would be in manufacturing fields. Cudahy residents' second largest occupational group, education, health and social services, is also reflected in the list of largest employers in Cudahy, although many of the jobs in this occupation group are in the public sector.

**Major Manufacturing Employers:**

- **Machinery, Except Electrical**
  - Astro Tool & Die Corp.
  - Finn Pattern Company, Inc.
  - Herdeman Corp.
  - Lippmann-Milwaukee, Inc.
  - MJP Tool Corp.
  - Masik Tool & Die Corp.
  - Milwaukee Cylinder-Fluid Power Division
  - Milwaukee Deburring Company
  - Progressive Tool & Die Corp.
  - Quad Manufacturing Corp.
  - Riedel Tool & Machine Company
  - Rite-Hite Corp.
  - Vilter Manufacturing Corp.
  
- **Fabricated Metal Products**
  - American Welding & Engineering
  - C. R. Industries, Inc.
  - Ladish Company, Inc.
  - Lakeside Fasteners
  - Lucas-Milhaupt, Inc.
  - Rexnord/Stearns Division
  - United Welding & Manufacturing Company
  
- **Electrical and Electronic Equipment**
  - Metric Corp.
  - Sonic, Inc.
  - Teledex Industries, Inc.
  
- **Food and Kindred Products**
  - Patrick Cudahy, Inc.
  - Porkie Company of Wisconsin, Inc.
  
- **Printing and Publishing**
  - Reminder Printing, Inc.
  - Tiprint, Inc.
  - Wetzel Printing

**Major Service Industry Employers**

- **Health**
  - Cudahy Dental Associates
  - Fine Lando Clinic
  - St. Luke's South Shore Hospital
  
- **Business**
  - Ace World Wide Moving and Storage Company
  - Aramark

- Fed-Ex Ground
- National Tissue
- Cudahy Roofing and Supply Company
- Pioneer Commercial Cleaning, Inc.
- Steren Management
- Transportation International Pool
- X-Per-T's Services, Inc.

- **Social**

- Alternative Living Services
- Family Living Services
- Lutheran Social Services of Wisconsin

ERSI Business Solutions data from 2007 finds that Cudahy's economy benefits from an estimated 8,000 jobs within its borders, offered by the approximately 550 different businesses operating in Cudahy. Of Cudahy's 8,000 jobs, approximately one-third are in manufacturing and another one-third are 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. These results correspond closely with the U.S. Census results from 2000.

### **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 20, 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 sector. Furthermore, by 2030 the percentage of employees working in manufacturing and retail are projected to decrease. These forecasts are not available at the City level.

Table 20: Milwaukee County Employment Forecasts by Sector, 2006-2030

	2006	2010	2015	2020	2025	2030
<b>Total Employment: Milwaukee County</b>	<b>1,422,940</b>	<b>1,495,620</b>	<b>1,586,260</b>	<b>1,676,640</b>	<b>1,766,700</b>	<b>1,856,400</b>
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 Gov- ernment	0.88%	0.84%	0.79%	0.75%	0.71%	0.67%
Federal Military Gov- ernment	0.56%	0.54%	0.51%	0.49%	0.47%	0.45%
State and Local Gov- ernment	8.85%	8.80%	8.74%	8.69%	8.64%	8.60%

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

The Wisconsin Department of Workforce Development, Office of Economic Advisors projects industry employment for the Milwaukee and Waukesha, Ozaukee, and Washington (WOW) Wisconsin Workforce Development Areas. Its' most recent study, in 2006, 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 21: 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 college level education (bachelor's degree or higher). These statistics are generally lower than surrounding communities, as discussed in Chapter 1.

### **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. The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. The WisDNR defines brownfields as "abandoned or under-utilized commer-

cial 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 WisDNR 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.

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### Economic Development Programs, Agencies, and Plans

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The following list provides information on programs designed to stimulate economic development:

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

The City has implemented or has access to a number of tools, programs, and agencies that can help foster economic development. These programs 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 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. The maximum loan of \$50,000 per project must be matched by private funding.
- Rehabilitation Loan. Potential uses include exterior and interior building rehabilitation. The maximum loan of \$25,000 per project must be at least 60 percent matched by private funding.
- 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. The maximum grant is \$2,500. The cost of the proposed improvement, excluding design cost, must exceed five times the proposed grant. Applicants may receive funds from this program only once.

#### **Economic Development Coordinator**

In recent years, the City created a new job position, the Cudahy Economic Development Coordinator. Initially a part time position, at the time of writing, the City was considering hiring a full time Economic Development Coordinator. Among other things, this position focuses on managing the City's Economic Development Master Fund.

#### **Community Development Authority (CDA)**

The City of Cudahy Community Development Authority develops and implements economic redevelopment initiatives and programs and works to redevelop properties either through acquisition or private negotiation. The 8-member Cudahy CDA meets regularly at least once a month, and holds special sessions when pressing issues are brought before the Committee.

### **Cudahy Chamber of Commerce**

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. The Chamber of Commerce is located at 3569 E. Barnard Avenue in Downtown Cudahy.

### **Cudahy Downtown Implementation Team (DIT)**

Cudahy DIT members meet monthly to discuss downtown issues ranging from streetscape to pending developments. The DIT may also meet with potential developers and other key contacts, and provides advice and guidance to the CDA on downtown issues.

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

**The Milwaukee County Community Development Block Grant (CDBG)** program, described in the *Housing & 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** was 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.

**Wisconsin's Community Based Economic Development Program (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.

The **State Infrastructure Bank Program** is administered through the Wisconsin Department of Transportation to provide revolving loans used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.

**The U.S. Small Business Administration's Certified Development Company (504) Loan Program** provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 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.

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.

### **Economic Incentive Programs**

The City of Cudahy has engaged a number of financing tools to facilitate development and redevelopment in key areas of the City.

**Tax Increment Financing (TIF) District No. 1**, adopted in 1994 and amended in 2000 and 2002, 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. The large district covers a large portion of Cudahy; in addition, recent changes to state law enable TIF funds to be used up to one-half mile outside district boundaries, further expanding the reach of Cudahy's Tax Increment Financing.

**Cudahy's Environmental TIF** was created to fund environmental cleanup of the former Crane Manufacturing & Service Corp at 6000 S. Buckhorn Ave. The TIF district facilitated over \$2 million in environmental cleanup and redevelopment as a condominium community.

**Cudahy's Downtown Redevelopment Plan and District**, adopted in 1998, was 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.

## Strengths and Weaknesses for Economic Development

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Weaknesses for Economic Development in Cudahy have been mentioned throughout this chapter, as have the ongoing efforts to mitigate these challenges and potential opportunities for greater economic development in the near future. This section summarizes those weaknesses challenging Economic Development efforts in Cudahy, and balances them with a summary of Cudahy's economic strengths.

Key **weaknesses** 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 jurisdiction;
- 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 somewhat pervasive negative image of Cudahy's business climate.

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;
- 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 lake-front views and accessibility;
- Proactive leadership and citizen interest in revitalizing Cudahy.

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## Chapter Eight: Intergovernmental Cooperation

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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.

This chapter of the Appendix contains a compilation of background information on neighboring and overlapping jurisdictions relevant to the City's planning effort.

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### Neighboring Communities' Plans

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#### **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 Comprehensive 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.

Proposed land uses for the St. Francis-Cudahy border area were overwhelmingly residential neighborhoods, with a retail/office district along Layton Avenue. Specific recommendations are made for the Layton Corridor, 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 Comprehensive Plan emphasizes a renewed emphasis on its CBD (Milwaukee Ave at 10<sup>th</sup> Ave/STH 32) and addresses transportation issues in the City. Transportation issues affecting Cudahy include:

Regarding Nicholson Ave (a.k.a. Pennsylvania Ave), 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.) The City asserts that traffic demand on Nicholson is high due to the failures of regional traffic flow in the vicinity. The City prefers, and identifies as a key goal, southern extension of STH 794 to South Milwaukee.
- That a portion of Nicholson extending south to Rawson be transferred from local to state control.

Regarding the South Shore Flyer (MCTS):

- The 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 Ave, land uses are projected to change little over the planning period. Changes could include:

- West of the rail line—transition of the sporadic Multi-Family Residential areas into Single-Family Residential areas.
- East of the rail line —transition of Multi-Family Residential areas and Institutional areas into Single-Family Residential or Industrial Uses, as appropriate.
- 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 13 Area Plans. The portion of Milwaukee adjacent to Cudahy lies within the Southeast Side Area Plan. The Southeast Side Area Plan timeline anticipates the review and approval phase will be complete by September 2008. Draft chapters were available online at the time of this writing.

Key commercial corridors identified for analysis in the Plan are Layton and Kinnickinnic Avenues. According to the draft 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 Draft Plan indicates that Milwaukee DPW has street paving planned for College Ave (from 13<sup>th</sup> St 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 Ave, from Pennsylvania Avenue west to the railroad line. Within Oak Creek, the adjacent area is identified on the City’s Planned Land Use Map as appropriate for Planned Business development. The adjacent area within Cudahy was planned for industrial development per Cudahy’s 1994 Comprehensive Plan, and currently exists as a combination of industrial and vacant lands.

Oak Creek’s Comprehensive Plan included 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.

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

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### **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 in this Appendix. The County owns and operates General Mitchell International Airport; these plans have also been referenced in 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**

The City of Cudahy is part of the 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. The Commission was created to provide the basic in-

formation 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. Specific planning services include comprehensive and land use planning; transportation improvements and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; and Geographic Information Systems services and aerial photography distribution.

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 & Community Facilities* chapter of this Appendix.

### **School Districts**

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

## **Summary of Intergovernmental Cooperation Issues & 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. Key opportunities that have been identified or discussed frequently throughout the planning process include:

- ✓ Cooperate with St. Francis along Layton Avenue and with South Milwaukee and Oak Creek along shared corridors. 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.
- ✓ Coordinate on economic development initiatives and "South Shore" and Airport Area marketing efforts.
- ✓ Work to find common ground on County, regional, and state transportation issues and present a unified approach toward addressing concerns and promoting opportunities.