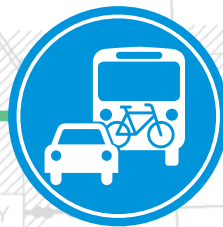


A COMPREHENSIVE PLAN UPDATE FOR THE CITY OF CUDAHY: 2050



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COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 339

**A COMPREHENSIVE PLAN UPDATE
FOR THE CITY OF CUDAHY: 2050**

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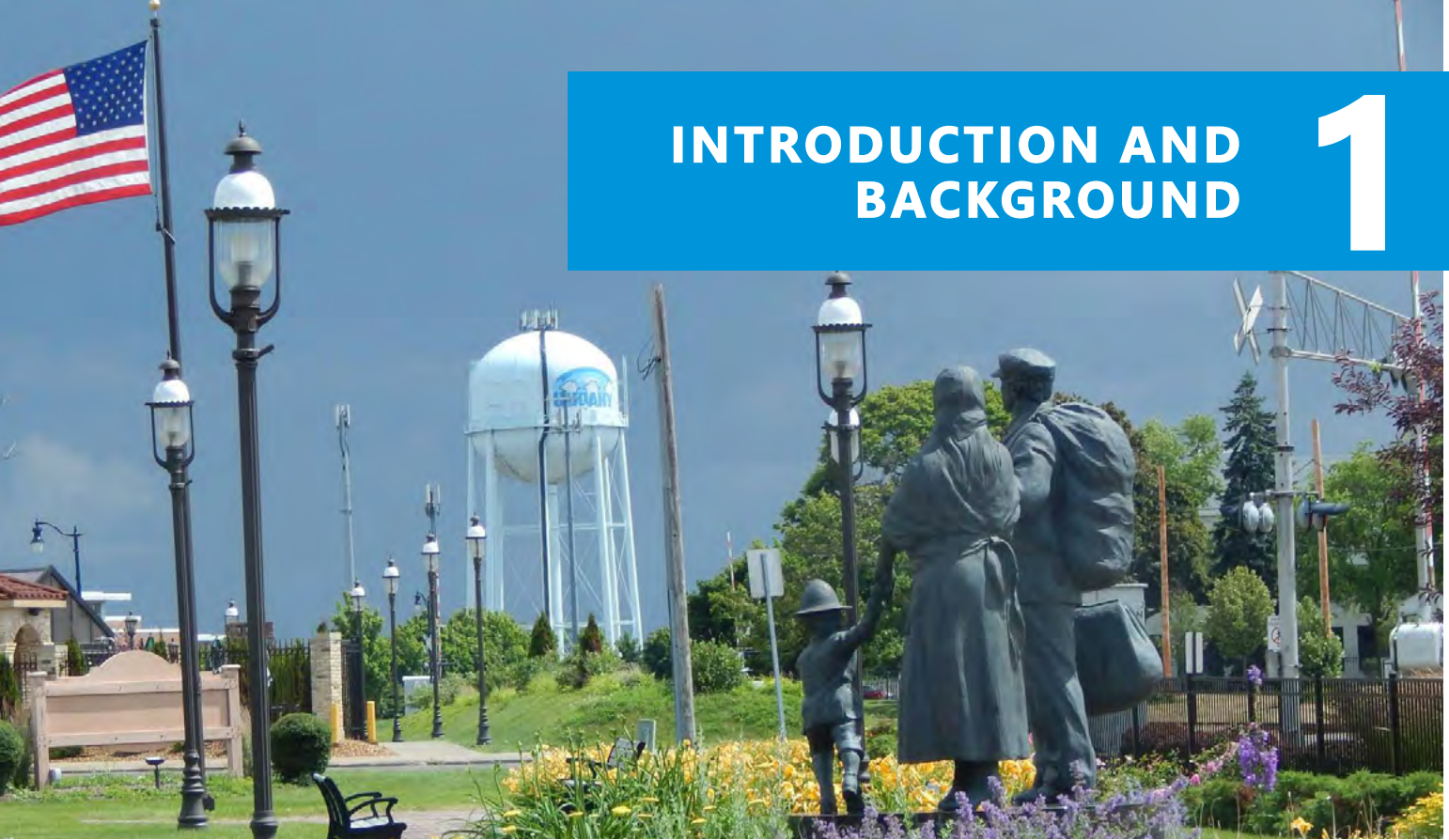
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INTRODUCTION AND BACKGROUND

1



Credit: Cudahy Historical Society

1.1 INTRODUCTION AND BACKGROUND

The City of Cudahy adopted a comprehensive plan under Section 66.1001 of the *Wisconsin Statutes* by ordinance on December 15, 2009. The Wisconsin comprehensive planning law requires that comprehensive plans be updated no less than once every 10 years (Section 66.1001(2)(i) of the *Wisconsin Statutes*). The City's Community Development Authority and Plan Commission reviewed the comprehensive plan in 2019. It was determined that the recommendations and land use plan map included in the plan are sound and continue to meet the City's vision, which includes investing in its neighborhoods and promoting home ownership throughout the City; securing the economic health of the City by invigorating the commercial corridors and maintaining and attracting new businesses to the industrial base; and revitalizing the downtown into a vibrant center for residents, businesses, and civic activities, while preserving the City's historic character. In addition, the City's vision seeks to enhance and improve public visibility and accessibility to Lake Michigan. The City has not significantly changed its policies regarding land use development, natural resource protection, or zoning or land division since adopting the plan in 2009.

The City's Plan Commission therefore recommended to the Common Council that a supplemental report be prepared to update population, household, and employment projections and key inventory information included in the 2009 report; review and document new plans that have been adopted that may affect land use in the City, including a Gateway and City Center Plan underway as this plan was being prepared; address challenges facing the Packard Avenue corridor; and update the City land use plan map to reflect updated information.

The Gateway and City Center Plan is intended to promote redevelopment within the City's Layton Avenue corridor and a portion of the Pennsylvania Avenue corridor.¹ Such redevelopment is envisioned to compliment surrounding aesthetics, including those of Cudahy's historic downtown, and to capitalize on access to Lake Parkway (State Highway 794), the City's proximity to Mitchell International Airport, and the potential for a commuter rail transit station. Efforts to address challenges facing the Packard Avenue corridor are intended to promote redevelopment and revitalization of underused commercial areas.

¹ *These portions of the plan area are identified as the Layton/Pennsylvania Gateway District and the Downtown planning areas in the City's 2009 comprehensive plan.*

The Common Council concurred with these recommendations and entered into an agreement with the Southeastern Wisconsin Regional Planning Commission (SEWRPC)² to work with the Community Development Authority and Plan Commission to prepare an update of the City of Cudahy comprehensive plan.

² *The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official metropolitan planning organization (MPO) and regional planning commission (RPC) for the seven county southeastern Wisconsin area, which includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.*

Credit: SEWRPC Staff

Existing and projected population, household, and employment levels and demographic data are important considerations in comprehensive planning. These data can be used to help determine the future demand for land, services, and housing in the City. The City's 2009 comprehensive plan included population, housing, household, and employment data through the year 2007, and population, household, and employment projections to the year 2025. This chapter provides updated population, household, and employment information, incorporating data from the U.S. Census Bureau's 2014-2018 American Community Survey (ACS)³ and extends population, household, and employment projections to the year 2050. Projections were developed by the Southeastern Wisconsin Regional Planning Commission (SEWRPC)⁴ for VISION 2050, the year 2050 regional land use and transportation plan.⁵ It should be noted, due to the timing of the 2020 Decennial U.S. Census, an addendum to this plan may be prepared to present key data from the 2020 Census after this plan is adopted.

2.1 POPULATION

Data on the historical, existing, and anticipated resident population of the City, County, and Region⁶ are presented in Table 2.1. The resident population of the City increased with every census through 1970, at which point the population declined through 2010. In 2018, the City's population was 18,349, a modest increase of less than one percent since 2010. The slow growth rate in the City from 2010 to 2018 is consistent

³ *The ACS is intended to be a nationwide, continuous survey designed to provide communities with a broad range of timely demographic, housing, social, and economic data. The data may, however, have a relatively large margin of error due to limited sample size.*

⁴ *SEWRPC provides basic information and planning services necessary to provide focus and attention on key issues of regional consequence and solve problems that transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the seven-county Southeastern Wisconsin Region.*

⁵ *The projections are based on VISION 2050, which was prepared using past trends and 2010 Census data. While the VISION 2050 projections were prepared to support systems-level regional planning and therefore do not align exactly with City of Cudahy boundaries, the projected data have been approximated to the City.*

⁶ *The Southeastern Wisconsin Region includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha counties.*

Table 2.1
Historical and Forecast Population Levels for the City, County, and Region: 1910-2050

Year	City of Cudahy			Milwaukee County			Region		
	Population	Change		Population	Change		Population	Change	
		Number	Percent		Number	Percent		Number	Percent
1910	3,691	--	--	433,187	--	--	631,161	--	--
1920	6,725	3,034	82.2	539,459	106,272	24.5	783,681	152,520	24.2
1930	10,631	3,906	58.1	725,263	185,804	34.4	1,006,118	222,437	28.4
1940	10,561	-70	-0.7	766,885	41,622	5.7	1,067,699	61,581	6.1
1950	12,182	1,621	15.3	871,047	104,162	13.6	1,240,618	172,919	16.2
1960	17,975	5,793	47.6	1,036,047	165,000	18.9	1,573,614	332,996	26.8
1970	22,078	4,103	22.8	1,054,249	18,208	1.8	1,756,083	182,469	11.6
1980	19,547	2,531	-11.5	964,988	-89,261	-8.5	1,764,796	8,713	0.5
1990	18,659	-888	-4.5	959,275	-5,713	-0.6	1,810,364	45,568	2.6
2000	18,429	-230	-1.2	940,164	-19,111	-2.0	1,931,165	120,801	6.7
2010	18,267	-162	-0.9	947,735	7,571	0.8	2,019,970	88,805	4.6
2018 ^a	18,349	82	0.4	954,209	6,474	0.7	2,042,648	22,678	1.1
2050 ^b	19,020	671	3.7	1,019,100	64,891	6.8	2,421,600	378,952	18.6

^a Data are based on the 2014-2018 ACS.

^b Projections are based on VISION 2050, the regional land use and transportation plan for the Southeastern Wisconsin Region, which was prepared using past trends and 2010 Census data. While the VISION 2050 projections were prepared to support systems-level regional planning and therefore do not align exactly with City of Cudahy boundaries, the projection data has been approximated to the City.

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

with those observed in both the County and the seven-county Region as a whole. The City's slow growth rate may be attributable to the overall development status of the City. Much of the land within the City that is suitable for residential use is already developed, and infill or redevelopment may be the primary means for adding new housing units in the City.

A modest increase in the City's population is expected by 2050. The projected population for the City in 2050 is approximately 19,020 people. As noted on Table 2.1, the 2010 population of 18,267 was the population base used to develop the 2050 projection. The projected growth is based, in part, on the City's 2009 comprehensive plan and input from City officials regarding potential redevelopment projects obtained while preparing VISION 2050.

2.2 HOUSEHOLDS

The number of households, or occupied housing units, is important to land use and public facility planning. Households directly influence the demand for housing as well as the demand for transportation and other public facilities and services, such as police and fire protection and parks. Historical and projected household levels for the City, County, and Southeastern Wisconsin Region are shown in Table 2.2.

As of 2018, there were 7,656 households in the City. That number is projected to increase to 8,659 by 2050. As noted on Table 2.2, the number of households in 2010 (8,059)⁷ was the household base used to develop the 2050 projection. Additional information regarding household size and type is presented in the City's 2019 housing affordability report, which is posted on the City website. Information regarding existing housing stock is presented in Chapter 3 of this report and in the housing affordability report.

⁷ The decline in households in the City from 2010 to 2018 as shown in Table 2.2 may be attributed to the relatively large margin of error associated with using 2014-2018 ACS data due to the limited sample size of the ACS.

Table 2.2
Historical and Forecast Household Levels for the City, County, and Region: 1960-2050

Year	City of Cudahy			Milwaukee County			Region		
	Number of Households	Change		Number of Households	Change		Number of Households	Change	
		Number	Percent		Number	Percent		Number	Percent
1960	5,288	--	--	314,875	--	--	465,913	--	--
1970	6,807	1,519	28.7	338,605	23,730	7.5	536,486	70,573	15.1
1980	7,080	273	4.0	363,653	25,048	7.4	627,955	91,469	17
1990	7,440	360	5.1	373,048	9,395	2.6	676,107	48,152	7.7
2000	7,888	448	6.0	377,729	4,681	1.3	749,039	72,932	10.8
2010	8,059	171	2.2	383,591	5,862	1.6	800,087	51,048	6.8
2018 ^a	7,656	-403	-5.0	382,070	-1,521	-0.4	809,560	9,473	1.2
2050 ^b	8,659	1,003	13.1	427,800	45,730	12.0	1,001,200	191,640	23.7

^a Data are based on the 2014-2018 American Community Survey. The decline in households in the City from 2010 to 2018 may be attributed to the relatively large margin of error associated with using 2014-2018 ACS data due to the limited sample size of the ACS.

^b Projections are based on VISION 2050, the regional land use and transportation plan for the Southeastern Wisconsin Region, which was prepared using past trends and 2010 Census data. While the VISION 2050 projections were prepared to support systems-level regional planning and therefore do not align exactly with City of Cudahy boundaries, the projection data has been approximated to the City.

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

2.3 EMPLOYMENT

Total Employment

Total employment in the City of Cudahy, or the total number of jobs located in the City, has historically been very consistent. Between 1970 and 2010 the number of jobs in the City ranged between 11,000 and 11,500. Over the same time period, total employment in the County increased by approximately 10 percent and that of the seven-county Region increased by approximately 50 percent. It should be noted that during the same time period, there was a significant shift in the proportion of jobs located in the more historically urbanized portions of the Southeastern Wisconsin Region, such as Milwaukee County, to areas of the Region with more undeveloped land.

Occupation

The occupational make-up of the City's residents (presented in Table 2.3) can provide useful insight into the nature of work the City's labor force is best suited to, the type of industry that the area may be most successful in retaining and attracting, and the types of new businesses and industries most desired by the City. According to the 2014-2018 ACS, the largest proportion of City residents were employed in the Sales and Office sector and the second largest proportion of residents were employed in the Production, Transportation, and Material Moving sector. The third largest proportion of residents were employed in the Management, Business, and Financial Sector.

Employment Projections

Under employment projections prepared by SEWRPC for VISION 2050, the City's total employment would increase by 360 jobs, or about 3 percent, from approximately 11,010 jobs in 2010 to approximately 11,370 in 2050. SEWRPC projections also indicate that changes may be expected in the types of jobs available in the years ahead. A large regionwide increase is projected in the service industry group and employment in the manufacturing industry group is projected to continue to decrease on a regionwide basis due to loss of manufacturing establishments in the Southeastern Wisconsin Region and increased productivity per worker.

The VISION 2050 employment projections were developed prior to the onset of the COVID-19 pandemic in 2020, and the long-term impacts of the pandemic on the economy and employment by industry are unknown. It should be noted that the Commission projections are intended to provide an indication of the long-term trend in future employment levels, irrespective of short-term business cycles, and are prepared in tandem with the Commission's population projections.

Table 2.3
Occupation of Residents in the City of Cudahy

Occupation	Number	Percent of Total	Average Annual Wages^a (\$)
Management, Business, and Financial	1,087	12.6	59,914
Computer, Engineering, and Science	360	4.2	63,818
Education, Legal, Community Service, Arts, and Media	626	7.3	42,397
Healthcare Practitioners and Technical	451	5.2	54,892
Healthcare Support	395	4.6	20,820
Protective Service	158	1.8	48,623
Food Preparation and Serving Related	456	5.3	15,080
Building and Grounds Cleaning and Maintenance	399	4.6	20,659
Personal Care and Service	219	2.6	17,136
Sales and Office	2,043	23.8	31,201
Farming, Fishing, and Forestry	92	1.1	23,876
Construction and Extraction	374	4.4	39,570
Installation, Maintenance, and Repair	425	4.9	41,029
Production, Transportation, and Material Moving	1,513	17.6	29,744
Total	8,598	100.0	35,044

Note: Data are based on the 2014-2018 American Community Survey.

^a Wages are based on Milwaukee County workers.

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

2.4 DEMOGRAPHICS

This section includes information regarding the existing demographic characteristics of City residents. Understanding the demographic characteristics of the City’s population is essential to understanding the needs of its residents and to the comprehensive planning process. Demographic information compiled using data from the 2014-2018 ACS includes information on age distribution, race/ethnicity composition, education, income, and labor force.

Age Distribution

The age distribution of the population, presented in Table 2.4, has important implications for planning and the formation of public policies in the areas of education, health, housing, transportation, and economic development. The median age of City residents was 43 years of age, which was higher than both the median age of County residents (35 years of age) and of residents of the seven-county Region as a whole (40 years of age). Furthermore, approximately 20 percent of the City’s population was age 65 and above, which is higher than in Milwaukee County (13 percent) and the Southeastern Wisconsin Region (15 percent).

Based on regional, State, and national trends and regional projections prepared under VISION 2050, the proportion of City residents age 65 and older can be expected to increase significantly over the planning period. In addition, VISION 2050 projections show that the Region, and likely the City, will not be able to grow its labor force from existing population for the first time since the 1950s due, in part, to the aging of the Baby Boomer generation. The Southeastern Wisconsin Region, and City, will need to attract new residents from outside the Region to grow jobs in the future.

Race/Ethnicity Composition

Table 2.5 presents the racial and ethnic composition of the City, County, and Southeastern Wisconsin Region. According to the 2014-2018 ACS, the non-Hispanic white population share of the City’s total population was approximately 86 percent and the minority share of the City’s population was approximately 14 percent. The County and seven-county Region both have a higher share of minority population than the City.

Table 2.4
Age Distribution of Residents in the City, County, and Region

Age	City of Cudahy		Milwaukee County		Region	
	Population	Percent of Total	Population	Percent of Total	Population	Percent of Total
Under 5 Years	1,077	5.9	66,640	7.0	126,079	6.2
5 to 9 Years	813	4.4	65,356	6.9	131,167	6.4
10 to 14 Years	1,073	5.8	62,478	6.6	135,560	6.6
15 to 19 Years	875	4.8	63,045	6.6	137,333	6.7
20 to 24 Years	803	4.4	67,697	7.1	134,875	6.6
25 to 29 Years	1,134	6.2	82,314	8.6	139,202	6.8
30 to 34 Years	1,464	8.0	73,610	7.7	136,266	6.7
35 to 39 Years	1,242	6.8	64,112	6.7	129,604	6.4
40 to 44 Years	1,102	6.0	56,549	5.9	121,962	6.0
45 to 49 Years	1,177	6.4	56,386	5.9	130,749	6.4
50 to 54 Years	1,073	5.8	58,510	6.1	143,496	7.0
55 to 59 Years	1,528	8.3	59,442	6.2	145,787	7.1
60 to 64 Years	1,266	6.9	55,057	5.8	128,782	6.3
65 to 69 Years	1,133	6.2	41,692	4.4	101,516	5.0
70 to 74 Years	854	4.7	27,168	2.8	69,593	3.4
75 to 79 Years	531	2.9	18,866	2.0	48,850	2.4
80 to 84 Years	407	2.2	15,160	1.6	38,151	1.9
85 Years and Over	797	4.3	20,127	2.1	43,676	2.1
Total	18,349	100.0	954,209	100.0	2,042,648	100
Median Age	42.9	--	34.7	--	38.1	--

Note: Data are based on the 2014-2018 American Community Survey.

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

Table 2.5
Race and Ethnicity Composition of Residents in the City, County, and Region

Race or Ethnicity	City of Cudahy		Milwaukee County		Region	
	Number of Residents	Percent of Residents	Number of Residents	Percent of Residents	Number of Residents	Percent of Residents
Non-Hispanic						
White Alone	14,724	85.6	493,723	51.7	1,411,586	69.1
Black or African American Alone	582	2.9	249,011	26.1	292,199	14.3
American Indian and Alaskan Native Alone	103	0.2	4,647	0.5	7,214	0.4
Asian Alone	126	6.1	40,443	4.2	63,717	3.1
Native Hawaiian and Other Pacific Islander Alone	0	-- ^a	183	-- ^a	560	-- ^a
Some Other Race Alone	20	0.1	1,403	0.1	2,095	0.1
Two or More Races	454	2.0	24,224	2.5	41,267	2.0
Non-Hispanic Subtotal	16,009	96.9	813,634	85.3	1,818,638	89.0
Hispanic	2,340	3.1	140,575	14.7	224,010	11.0
Total	18,349	100.0	954,209	100.0	2,042,648	100.0

Note: Data are based on the 2014-2018 American Community Survey

^a Less than 0.05 percent.

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

Education

Educational attainment is an indicator of the type of occupations the City workforce is best suited to fill. This information is useful for formulating strategies to both retain and expand existing businesses in the City and to attract new businesses to the City over the planning period. Table 2.6 shows the educational attainment of City residents 25 years of age and older according to the 2014-2018 ACS.

Table 2.6
Educational Attainment of Residents Age 25 and Older in the City, County, and Region

Level of Educational Attainment	City of Cudahy		Milwaukee County		Region	
	Number	Percent	Number	Percent	Number	Percent
No high school diploma	1,061	7.7	76,720	12.2	125,489	9.1
High school graduate ^a	5,091	37.1	177,153	28.2	381,034	27.7
Some college, no degree	3,252	23.7	134,192	21.3	294,549	21.4
Associate's degree	1,377	10.1	49,043	7.8	122,483	8.9
Bachelor's degree	2,050	15.0	121,579	19.3	293,682	21.3
Master's degree or higher	877	6.4	70,306	11.2	160,397	11.6
Total	13,708	100.0	628,993	100.0	1,377,634	100.0

Note: Data are based on the 2014-2018 American Community Survey.

^a Includes equivalency.

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

Approximately 92 percent of City residents at least 25 years of age had attained a high school or higher level of education. Approximately 55 percent of the population 25 years of age and older in the City had attended some college or earned either an associate, bachelor, or graduate degree. This level of education suggests that the City's workforce is fairly well suited for a wide range of jobs including, management, professional, business, and financial occupations and skilled and high-tech production positions.

Household Income

Income should be considered when developing policies as economic prosperity has an effect on resident needs, such as housing and transportation. Table 2.7 sets forth the average household income for the City. According to the 2014-2018 ACS, the median household income in the City was approximately \$52,590, which was about \$3,850 greater than the County's annual median household income and about \$7,340 less than that of the seven-county Region. The relative economic prosperity of City residents in relation to the County can in part be explained through the higher educational attainment of City residents in comparison to the County as a whole and the corresponding ability of the City's residents' ability to compete for higher paying jobs located in the City and neighboring communities.

Although there is relative economic prosperity in the City compared to the rest of Milwaukee County, about 1,050 households in the City, or approximately 14 percent, have an annual income below the poverty level according to the 2014-2018 ACS.⁸ Family households with an annual income below the poverty level accounted for approximately 10 percent of family households in the City while nonfamily households with an annual income below the poverty level accounted for 19 percent of the City's nonfamily households.

Labor Force

The labor force is defined as those residents of the City aged 16 years and older who are employed, or are unemployed and actively seeking employment, or are in the armed forces. The labor force is not equated with the number of employment opportunities, or jobs, in the City because some of the resident labor force is employed outside the City, some have more than one job, some are unemployed, and some jobs in the City are held by non-residents.

Table 2.8 presents the employment status of residents 16 years of age or older for the City based on the 2014-2018 ACS. There were approximately 8,600 employed residents in the City and 8,930 City residents in the labor force. Residents in the labor force comprised about 59 percent of the City's population 16 years of age and older. Approximately 340 City residents age 16 or older, or 4 percent, were unemployed. By comparison, approximately 6 percent of the County's labor force and 5 percent of the Region's labor force were unemployed, based on the ACS data. The 2014-2018 ACS incorporates employment status data from across that time period and does not fully reflect the historically low unemployment rates

⁸ Multiple thresholds exist to determine if a household is under the poverty level. An example of the types of variables used to determine poverty thresholds include the age of householder, age of family members, number of family members, and number of children present in a household related to the householder.

Table 2.7
Household Income of Residents in the City, County, and Region

Household Income	City of Cudahy		Milwaukee County		Region	
	Number	Percent	Number	Percent	Number	Percent
Less than \$10,000	540	7.1	32,225	8.4	48,499	6.0
\$10,000 to \$14,999	322	4.2	24,839	6.5	37,654	4.6
\$15,000 to \$19,999	529	6.9	21,737	5.7	37,165	4.6
\$20,000 to \$24,999	478	6.2	22,274	5.8	39,887	4.9
\$25,000 to \$29,999	285	3.7	20,364	5.3	36,644	4.5
\$30,000 to \$34,999	415	5.4	20,233	5.3	38,220	4.7
\$35,000 to \$39,999	344	4.5	18,567	4.9	34,983	4.3
\$40,000 to \$44,999	433	5.7	18,921	4.9	36,252	4.5
\$45,000 to \$49,999	302	3.9	15,998	4.2	31,476	3.9
\$50,000 to \$59,999	787	10.3	30,771	8.0	64,419	8.0
\$60,000 to \$74,999	794	10.4	37,737	9.9	80,349	9.9
\$75,000 to \$99,999	1,131	14.8	43,879	11.5	105,268	13.0
\$100,000 to \$124,999	639	8.4	27,893	7.3	74,472	9.2
\$125,000 to \$149,999	339	4.4	18,187	4.8	49,872	6.2
\$150,000 to \$199,999	154	2.0	15,190	4.0	48,631	6.0
\$200,000 or More	164	2.1	13,255	3.5	45,769	5.7
Total	7,656	100.0	382,070	100.0	809,560	100.0
Median Household Income	\$52,594		\$48,742		\$59,935	

Note: Data are based on the 2014-2018 American Community Survey.

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

Table 2.8
Employment Status of Residents 16 Years of Age and Older in the City, County, and Region

Employment Status	City of Cudahy		Milwaukee County		Region	
	Number of Residents	Percent of Residents	Number of Residents	Percent of Residents	Number of Residents	Percent of Residents
In Civilian Labor Force	8,934	58.8	489,050	65.5	1,079,050	66.6
Employed	8,598	56.6	458,805	61.4	1,025,548	63.3
Unemployed	336	2.2	30,245	4.0	53,502	3.3
Unemployment Rate	3.8	--	6.2	--	5.0	--
Not in Labor Force	6,267	41.2	258,015	34.5	542,229	33.4
Total	15,201	100.0	747,065	100.0	1,621,279	100.0

Note: Data are based on the 2014-2018 ACS.

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

that have been seen in the City, County, and Southeastern Wisconsin Region prior to the COVID-19 pandemic. Conversely, unemployment has increased significantly because of the pandemic, which is also not reflected by the ACS data.

2.5 CONCLUSIONS

This chapter presents baseline information on population, household, employment, and demographic data for the City's use in reaffirming or updating comprehensive plan goals, objectives, and policies and considering potential development/redevelopment opportunities as part of the comprehensive planning process. Conclusions that can be drawn from the information in this chapter follow.

- Approximately 20 percent of the City's population is 65 years of age or older, and this proportion is expected to increase significantly over the planning period. To support the needs of the future population, the City may benefit from housing options, transportation alternatives, and promoting additional policies to accommodate the anticipated increase in its aging population.

- VISION 2050 projections show that the seven-county Region, and likely the City, will not be able to grow its labor force from existing population for the first time since the 1950s due, in part, to the aging of the Baby Boomer generation. The Southeastern Wisconsin Region, and City, will need to attract new residents from outside the Region to grow jobs in the future.
- From 1970 to 2010, the total number of jobs located in the City has been very consistent while jobs in the County and Southeastern Wisconsin Region have increased. This dynamic illustrates the significant shift of jobs from more historically urbanized areas to areas of the County and Region that have more undeveloped land. Accordingly, the City may benefit from identifying underutilized parcels suitable for employment supporting redevelopment.
- The educational attainment of the City's residents suggests that the labor force is well suited for a wide range of jobs. While projection data indicates job increases are likely in the service sector, the City may also be an attractive location for employers in other industry sectors based on its labor force. Continued job opportunities across various industry sectors may maintain the demand for workforce housing in the City.



Credit: SEWRPC Staff

In addition to the demographic, economic, and projection data presented in Chapter 2, the proper formulation of a comprehensive plan necessitates the collection and collation of data related to existing land uses, natural resources, infrastructure, and housing stock. These data provide an important basis for determining the City's needs and for identifying potential development policies necessary to meet those needs. The inventory findings are presented in this chapter. The base year for inventory data presented in this chapter ranges from 2015 to 2020. Much of the inventory data has been collected through planning activities conducted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC).⁹ Additional inventory data has been collected from and by the City, the County, and State and Federal government agencies including the Wisconsin Department of Natural Resources (WDNR); the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP); the State Historical Society of Wisconsin; and the U.S. Department of Agriculture (USDA).

3.1 EXISTING LAND USES

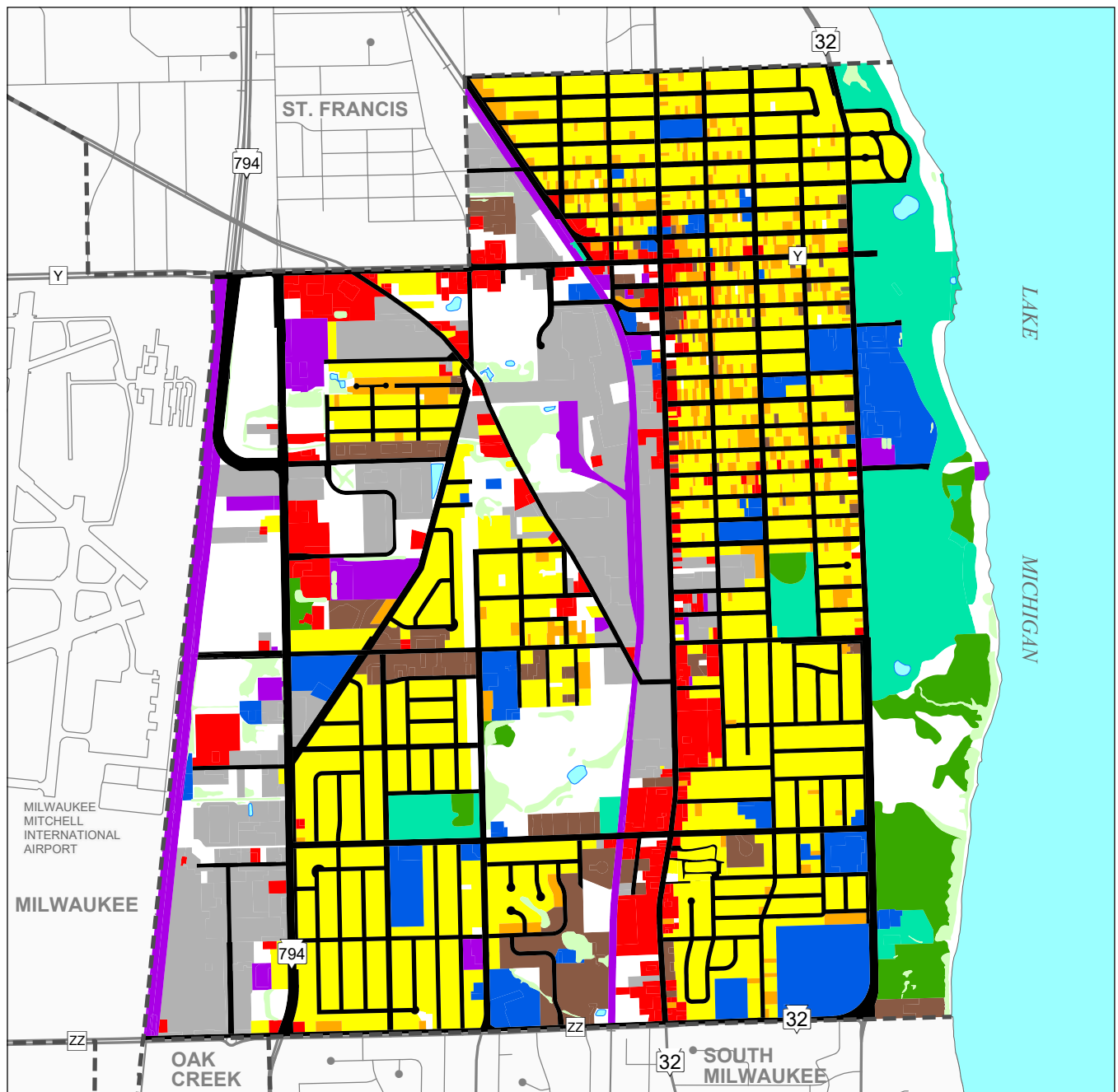
Information on the amount of land devoted to various types of land uses in the City is shown on Map 3.1 and presented in Table 3.1. These data are based on the latest existing land use inventory completed by SEWRPC, which is based on aerial photography taken in 2015.


Residential uses are the predominate land uses in the City of Cudahy, accounting for approximately 32 percent of lands in the City. Much of the residential land in the City is comprised of single-family homes; however, there is also a significant amount of land dedicated to two-family structures and multifamily housing. Single-family homes in the City are generally found on parcels ranging from approximately 7,200 square feet to 14,500 square feet in size.

There is also a significant amount of land in the City in industrial use (about 11 percent) and commercial use (about 5 percent). Industrial uses include manufacturing, warehousing, outdoor storage areas, and other similar uses. Industrial parcels are generally large in size and are clustered between Packard and Whitnall Avenues

⁹ SEWRPC maintains such inventories as important references for public officials at the local level, as well as at the Federal and State levels, for use when considering important development decisions, and publishes planning reports to provide a focus for generating enlightened citizen interest in, and action on, plan recommendations.

Map 3.1
Existing Land Uses in the City of Cudahy: 2015



	SINGLE-FAMILY RESIDENTIAL		STREETS AND HIGHWAYS		MUNICIPAL BOUNDARY
	TWO-FAMILY RESIDENTIAL		OTHER TRANSPORTATION, COMMUNICATION, AND UTILITIES		OPEN SPACE AND UNUSED URBAN LANDS
	MULTIFAMILY RESIDENTIAL		WETLANDS		WOODLANDS
	COMMERCIAL		SURFACE WATER		
	INDUSTRIAL				
	GOVERNMENTAL AND INSTITUTIONAL				
	RECREATIONAL				





Source: SEWRPC

along a spur of the Union Pacific Railroad line, which provides access for multiple industrial facilities. Additional industrial uses are situated in the western portion of the City abutting Mitchell International Airport. Commercial uses include a broad range of office, retail, and service establishments.

In addition to residential, industrial, and commercial uses, there is a large amount of land dedicated to serving these uses with recreational opportunities; transportation, communication, and utility services; and governmental and institutional facilities, such as buildings and grounds for which the primary function involves administrative, safety, assembly, or educational purposes.

All of these uses are connected by streets and highways, which occupy about 18 percent of the land in the City and are discussed in Section 3.4 of this chapter.

In addition to land devoted to different types of urban development, approximately 6 percent of the City is devoted to natural resource areas. As indicated in Table 3.1, natural resource areas include wetlands, woodlands, and surface water, which are described in the next section of this chapter. There is also unused land in the City that includes undeveloped portions of park sites, excess transportation rights-of-way, and undeveloped portions of commercial and industrial parcels.

Table 3.1
Existing Land Use Within the City of Cudahy: 2015

Land Use Category	Acres	Percent of Total
Developed Land		
Residential		
Single-Family Residential ^a	758	24.8
Two-Family Residential	92	3.0
Multifamily Residential	115	3.8
Residential Subtotal	965	31.6
Commercial	158	5.2
Industrial	346	11.3
Transportation, Communications, and Utilities	671	22.0
Government and Institutional	174	5.7
Recreational	198	6.5
Developed Land Subtotal	2,512	82.3
Undeveloped Land		
Open Space		
Natural Resource Areas	33	1.1
Wetlands	65	2.1
Woodlands	98	3.2
Surface Water	7	0.2
Natural Resource Areas Subtotal	170	5.5
Unused Urban Lands	340	11.1
Undeveloped Land Subtotal	543	17.7
Total	3,055	100.0

^a Includes mobile homes.

Source: SEWRPC

3.2 NATURAL AND CULTURAL RESOURCES

Surface Water Resources

Surface water resources, consisting of lakes, ponds, rivers, creeks, and perennial streams—and their associated wetlands, floodplains, and shorelands—form important elements of the natural resource base. Surface water resources provide recreational opportunities, influence the physical development of the City, enhance the City’s aesthetic quality, and contribute to the City’s economic development.

Surface waters are susceptible to degradation through improper land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads; sanitary sewer overflows; and from construction and other urban runoff (e.g., sediment, road salt, heavy metals, oil, and trash). The water quality of lakes and streams may also be adversely affected by streambank failure and the filling of wetlands, the latter of which removes valuable nutrient and sediment traps while adding nutrient and sediment sources. It is important to manage existing and future development in wetland buffer areas carefully to avoid further water quality degradation and to enhance the recreational and aesthetic values of surface water resources.

Map 3.2 depicts watersheds and surface water resources within the City. The City of Cudahy is situated within several watersheds, including the Kinnickinnic River and Oak Creek watersheds and the Lake Michigan direct drainage area, each of which drains into Lake Michigan. The entire eastern boundary of the City consists of Lake Michigan shoreline. County-owned park land encompasses the City's approximately 14,200-foot coastline. As result, Milwaukee County manages the coastline bluffs within the City of Cudahy, which are susceptible to bluff toe erosion associated primarily with groundwater seepage and wave erosion.¹⁰

Wetlands

Wetlands are important resources for ecological health and diversity. They provide essential breeding, resting, and feeding grounds and escape cover for many forms of fish and wildlife. Wetlands also contribute to flood mitigation, because such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows. Wetlands may also serve as groundwater recharge and discharge areas. In addition, wetlands help to protect downstream water resources from siltation and pollution by trapping sediments, nutrients, and other water pollutants. The location and extent of wetlands in the City in 2015, as identified by SEWRPC, are shown on Map 3.2. Onsite field investigations may be needed to precisely identify the presence and boundaries of wetlands. One wetland in the City, the Warnimont Bluff Fens in Warnimont Park, has been designated as a "Wetland Gem" by the Wisconsin Wetland Association, which identifies the wetland as critically important to the State's biodiversity.

Floodplains

Floodplains are the wide, gently sloping areas contiguous to, and usually lying on both sides of, a stream or river channel and often containing wetlands. For planning and regulatory purposes, floodplains are normally defined as the areas adjacent to rivers, streams, and lakes that are inundated during the 1-percent-annual-probability (100-year recurrence interval) flood event. Floodplain areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and, generally, of soils poorly suited to urban uses. Floodplain areas often contain important natural resources, such as high-value riparian woodlands, wetlands, and refuges for wildlife habitat, and, therefore, are compatible with park and open space uses. While the resources involved may not be suitable for intensive recreation uses (e.g., ballfields, tennis courts), they can be valuable for nature-based uses such as hiking, bird watching, and nature study. In addition, ecologically functional floodplains have numerous quality of life benefits to a community, such as flood mitigation, water filtration, fish spawning areas, dispersal corridors for wildlife, and travel corridors for people in the form of hiking and biking trails.

Floodplains identified by the Federal Emergency Management Agency (FEMA) within the City are shown on Map 3.2. Documentation for FEMA study reaches are summarized in a flood insurance study dated March 2018.

Woodlands

Woodlands are defined as upland areas of one acre or more in size, having 17 or more trees per acre, with each deciduous tree measuring at least four inches in diameter 4.5 feet above the ground, and having canopy coverage of 50 percent or greater. The majority of the City's woodlands are situated within County-owned parks along the lakefront.

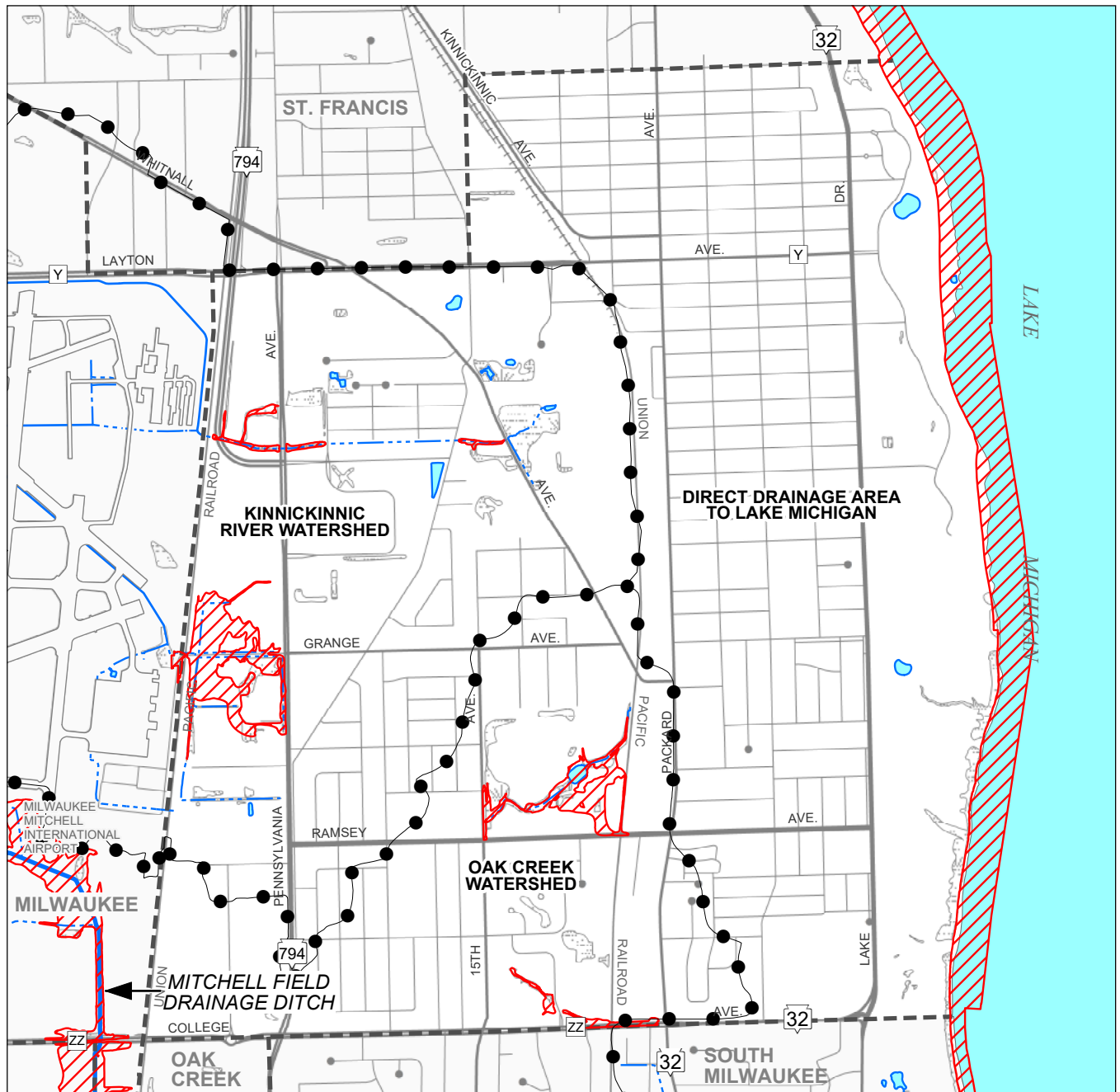
Natural Areas, Critical Species Habitat Areas, and Geological Sites

A comprehensive inventory of natural areas, critical species habitat sites, and geological sites in Southeastern Wisconsin was completed by the Wisconsin Department of Natural Resources (DNR) and SEWRPC in 1994 and updated in 2009.¹¹ The Commission was in the process of updating the natural areas plan as this report was being prepared. Natural areas, critical species habitat sites, and significant geological sites identified by the comprehensive inventory and inventory updates are shown on Map 3.3 and listed in Table 3.2.

¹⁰ *Community Assistance Planning Report No. 155: A Lake Michigan Shoreline Erosion Management Plan for Northern Milwaukee County Wisconsin, SEWRPC 1988.*

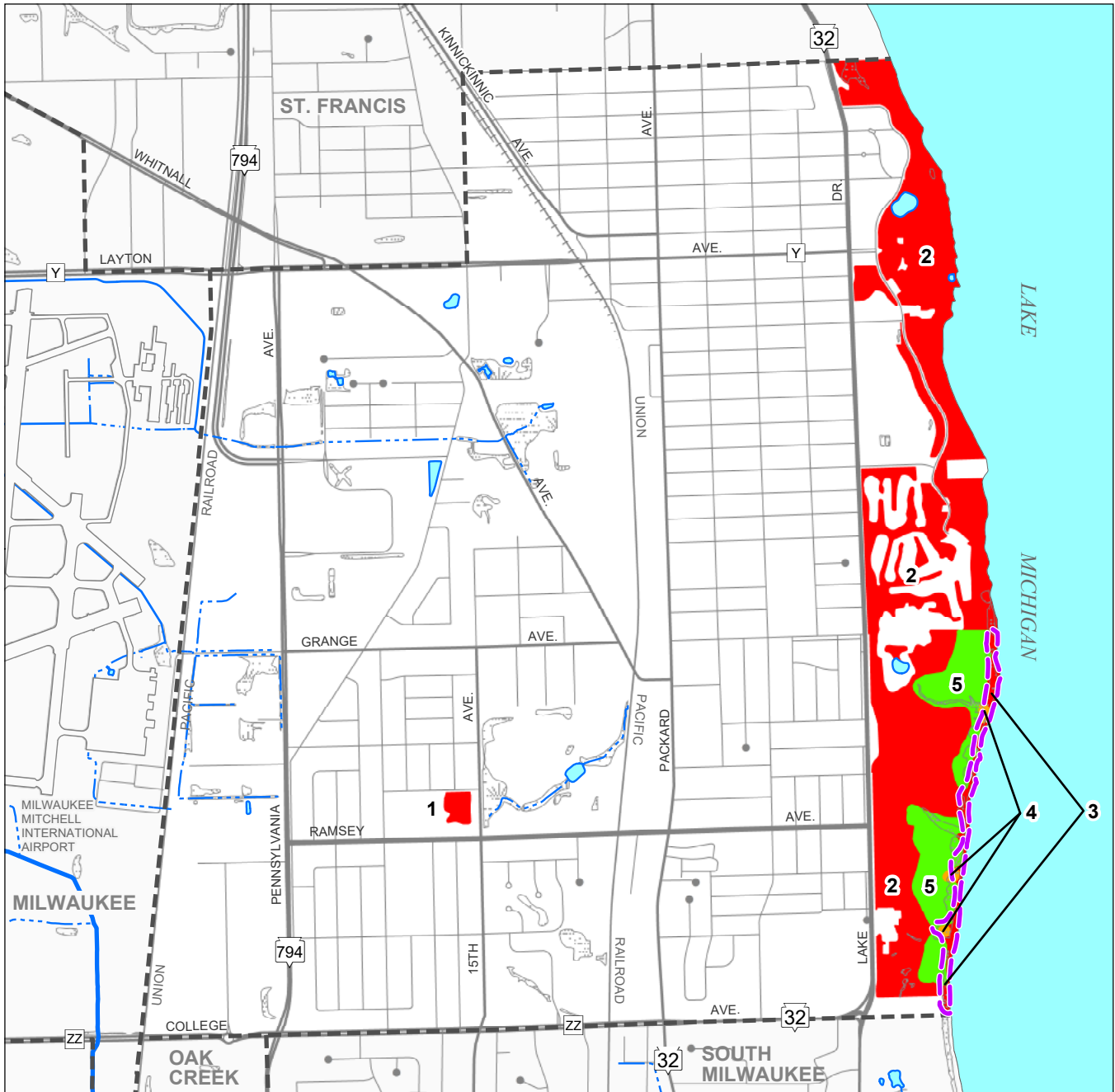
¹¹ *The results of the 1994 inventory are documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997. The plan update is documented in SEWRPC Amendment to Planning Report No. 42, Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, December 2010.*

Map 3.2
Surface Water Resources, Wetlands, and Floodplains in the City of Cudahy

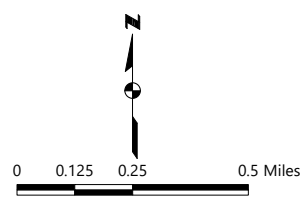


Map 3.3

Natural Areas, Critical Species Habitat Sites, and Geological Sites in the City of Cudahy: 2019



- NATURAL AREA OF COUNTYWIDE OR REGIONAL SIGNIFICANCE (NA-2)
- NATURAL AREA OF LOCAL SIGNIFICANCE (NA-3)
- CRITICAL SPECIES HABITAT SITE
- GEOLOGIC SITE OF REGIONAL SIGNIFICANCE (GA-2)
- 2** REFERENCE NUMBER (SEE TABLE 3.2)
- PERENNIAL STREAMS
- INTERMITTENT STREAMS
- WETLANDS
- SURFACE WATER
- MUNICIPAL BOUNDARY



Source: SEWRPC

**Table 3.2
Natural Areas, Critical Species Habitat Sites, and Significant
Geological Sites Within the City of Cudahy: 2019**

Number on Map 3.3	Site Name	Site Type ^a	Size (acres)	Site Description or Species of Concern ^b
1	Cudahy Park Woods	CSH	4	Blue-stemmed goldenrod (<i>Solidago caesia</i>)(E)
2	Oak Leaf Habitat Area	CSH	233	-- ^c
3	Warnimont Park Clay Banks	GA-2	17	Clay Banks along the Lake Michigan shore
4	Warnimont Park Fens	NA-2	2	Clay bluffs with spring seepages along Lake Michigan support calcareous fens that contain an unusual flora, including regionally uncommon plants and a State-designated threatened species
5	Warnimont Park Woods	NA-3	47	Mix of mesic and dry-mesic woods located on bluffs along Lake Michigan, traversed by ravines that provide cooler and moister micro-habitats

^a Site types are defined as follows:

- NA-1 Natural area of Statewide or greater significance
- NA-2 Natural area of countywide or regional significance
- NA-3 Natural area of local significance
- CSH Critical species habitat site
- GA-1 Geological site of Statewide or greater significance
- GA-2 Geological site of countywide or regional significance
- GA-3 Geological site of local significance

^b Species of concern are classified as follows:

- E - refers to species designated as endangered
- T - refers to species designated as threatened
- R - refers to species designated as rare or special concern.

^c Data on species of concern not yet published.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC

Natural Areas

Defined as tracts of land or water little modified by human activity, or sufficiently recovered from the effects of such activity, natural areas contain intact native plant and animal communities believed to be representative of the pre-European-settlement landscape. Natural areas are classified into three categories based on a number of considerations: natural areas of Statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), or natural areas of local significance (NA-3).

Two natural areas have been identified in the City: Warnimont Park Fens (NA-2) and Warnimont Park Woods (NA-3). The Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin recommends preserving both sites, which total approximately 50 acres, through acquisition. Both sites are protected under the ownership of Milwaukee County.

Critical Species Habitat Sites

Critical species habitat sites are defined by SEWRPC as areas outside natural areas that support rare, threatened, or endangered plant or animal species. One critical species habitat site, Cudahy Park Woods, has been identified in the City. The four-acre site is recommended to be preserved through acquisition and is protected under Milwaukee County ownership. An additional critical species habitat site, the Oak Leaf Habitat Area, has been identified and is being considered for inclusion in the current natural areas plan update.

Significant Geological Sites

Significant geological sites were also identified as part of the natural areas plan on the basis of scientific importance, significance in industrial history, natural aesthetics, ecological qualities, educational value, and public access potential. Geological sites are classified as being of statewide significance (GA-1), countywide or regional significance (GA-2), and of local significance (GA-3). The City contains one bedrock geology

site of geological importance: Warnimont Park Clay Banks (GA-2). The natural areas plan recommends preserving the 17-acre site through acquisition; the site is protected under Milwaukee County ownership.

Environmental Corridors and Isolated Natural Resource Areas

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in the seven-county Region¹² in which concentrations of remaining natural resources occur. Protecting and preserving such areas in essentially natural, open uses is crucial to maintaining both the ecological balance and natural beauty of the City, the County, as well as Southeastern Wisconsin as a whole.

Identification of environmental corridors is based upon the presence of one or more of the following important natural resources: 1) rivers, streams, lakes, and associated shorelands and floodplains; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high relief topography. Certain other features with recreational, aesthetic, ecological, and natural resource values, including existing and potential parks, open space sites, natural areas, historic sites, and scenic viewpoints, are also considered in the delineation of environmental corridors.

Delineating these natural resource and resource-related elements on a map results in an essentially linear pattern of relatively narrow, elongated areas, which were termed “environmental corridors” by the Southeastern Wisconsin Regional Planning Commission.¹³ Primary environmental corridors include a wide variety of important natural resource and resource-related elements and are at least 400 acres in size, two miles in length, and 200 feet in width. Secondary environmental corridors serve to link primary environmental corridors, or encompass areas containing concentrations of natural resources between 100 and 400 acres in size and at least one mile long. Where secondary corridors serve to link primary environmental corridors, no minimum area or length criteria apply. Isolated natural resource areas are areas at least five acres in size that contain important natural resource base elements, but are separated physically from primary and secondary environmental corridors by intensive urban or agricultural land uses. As of 2015, the City had about 196 acres in primary environmental corridors and 10 acres in isolated natural resource areas; there are no secondary environmental corridors within the City.

Environmental corridors and isolated natural resource areas within the City are shown on Map 3.4. Primary environmental corridors within the City are located along Lake Michigan on County owned park land.

Historic Places

Historic places often have important recreational, educational, and cultural value. Certain sites of known historic significance are listed on the National Register of Historic Places. Created by the 1966 National Historic Preservation Act, the National Register recognizes sites and districts of local, State, and National significance. Sites and districts are listed in the National Register because of their associations with particular people or events, their architectural or engineering significance, or their historical importance. Sites and districts determined to be significant to Wisconsin’s heritage and located within the State are listed on the State Register of Historic Places. Historic places listed on the National and State Registers have an increased measure of protection against degradation and destruction.¹⁴

One site within the City, the Cudahy Chicago and North Western Railway Depot, is designated as a historic site on both the State and National Registers. The Wisconsin Historical Society’s Architecture and History Inventory (AHI) identifies other sites in the City that have been considered for their historical significance, including County-owned park lands and facilities.

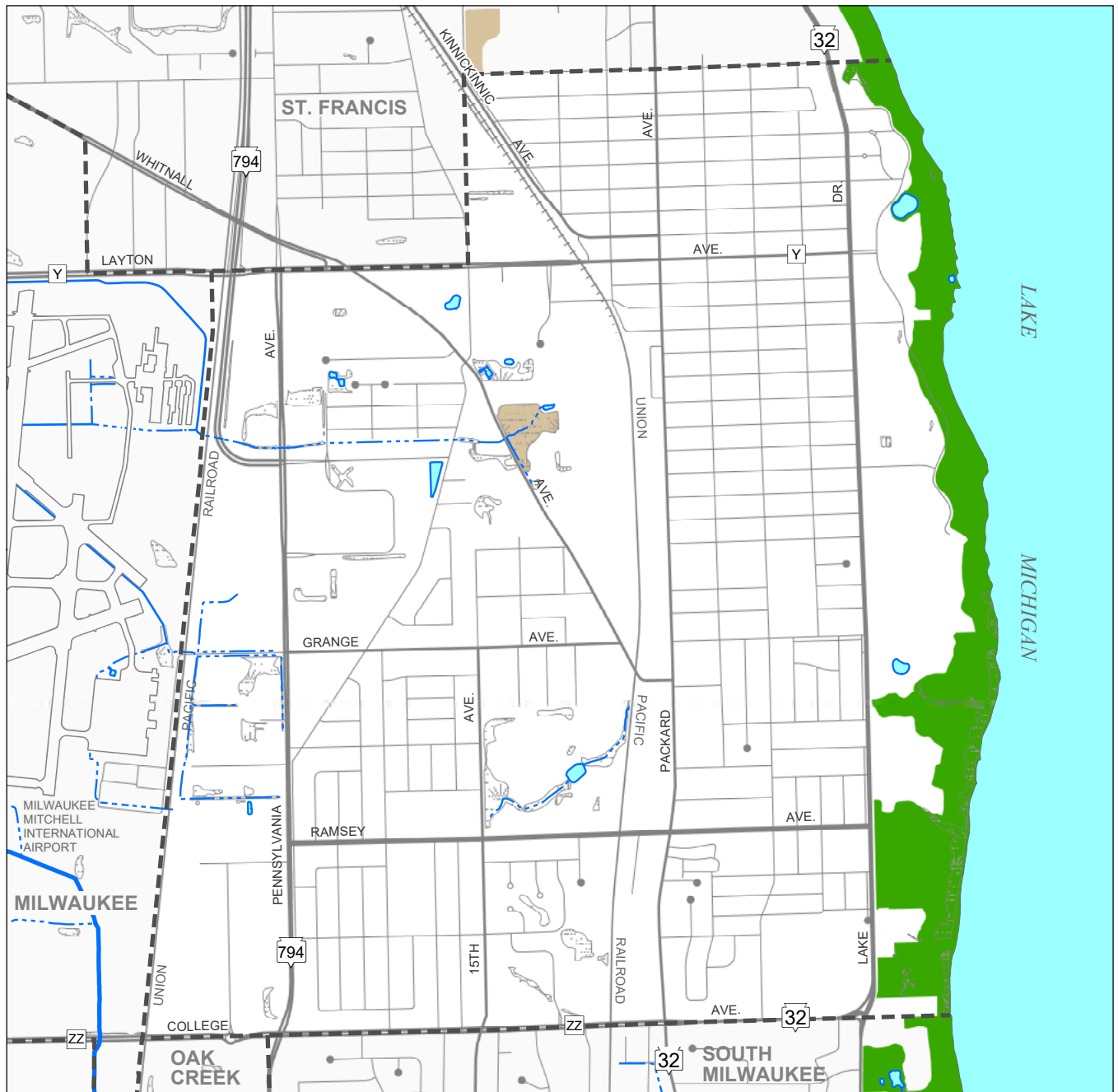
¹² *The seven-county Southeastern Wisconsin Region includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha counties.*

¹³ *A detailed description of the process of refining the delineation of environmental corridors in Southeastern Wisconsin is presented in SEWRPC Technical Record, Vol. 4, No. 2 (March 1981).*

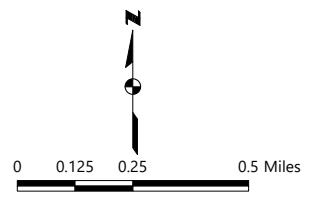
¹⁴ *Listing on the National or State Register requires government agencies to consider the impacts of their activities, such as the construction or reconstruction of a highway or issuing permits, on the designated property. If a property on the National or State Register would be adversely affected by such activity, the government agency must work with the State Historic Preservation Officer to attempt to avoid or reduce adverse effects.*

Map 3.4

Environmental Corridors and Isolated Natural Resource Areas in the City of Cudahy: 2015



- PRIMARY ENVIRONMENTAL CORRIDORS
- ISOLATED NATURAL RESOURCE AREAS
- PERENNIAL STREAMS
- INTERMITTENT STREAMS
- WETLANDS
- SURFACE WATER
- MUNICIPAL BOUNDARY



Source: SEWRPC

3.3 UTILITIES AND COMMUNITY FACILITIES

Sanitary Sewer Service

The entire City of Cudahy is served by public sanitary sewers. Sanitary sewer service for the City is provided by the Milwaukee Metropolitan Sewerage District (MMSD). The City's wastewater is treated at one of two sewage treatment facilities: the Jones Island Water Reclamation Facility located in the City of Milwaukee or the South Shore Water Reclamation Facility located in the City of Oak Creek. Both facilities discharge the treated water to Lake Michigan.

Stormwater Management Facilities

The dispersal of urban land uses throughout the City creates stormwater runoff that must be accommodated by the City's network of creeks and streams or by engineered storm sewer systems. Stormwater management facilities in the City include curbs and gutters, catch basins and inlets, and storm sewers, which capture and direct stormwater. The City also contains detention and retention ponds, which serve to moderate peak runoff following rainstorms, and bioswales. Bioswales installed along Packard Avenue as part of a reconstruction project to revitalize the City's historic downtown in 2015 capture and infiltrate runoff, helping to prevent pollutants from accumulating in surface waters. The bioswales and additional green infrastructure installed as part of the project, including permeable pavers that infiltrate stormwater on site, promote sustainable stormwater management in the City.¹⁵

Water Supply Service

The Cudahy Water Utility, established in 1954, provides the City's water supply. The utility uses Lake Michigan as its freshwater source and supplies the water it treats to City residents and businesses. In addition, multiple industrial customers in the City receive untreated lake water from the utility. As noted in the City's 2009 comprehensive plan,¹⁶ the utility will need to conduct routine maintenance and address aging infrastructure over the planning period.

Police Services

Police protection in the City is provided by the Cudahy Police Department (CPD), which consisted of 53 full- and part-time officers and support staff as of 2017. The CPD, as shown on Map 3.5 and listed in Table 3.3, is housed out of City Hall. The City's 2009 comprehensive plan notes that technology upgrades and equipment and training improvements were among the greatest opportunities for the Police Department to undertake. Since 2009, the Police Department has upgraded the emergency services dispatch radio system, implemented a new system to manage police records, upgraded officer equipment to better interface with computers, and conducted in-service trainings in multiple fields.

Fire Services

The Cudahy Fire Department (CFD) provides fire protection and emergency medical services (EMS) in the City and operates out of two stations, which are shown on Map 3.5 and listed in Table 3.3. In 2018 the Department had a staff of one part-time secretary and 25 full-time fire fighters that responded to over 2,200 requests for services.¹⁷ A significant majority of the responses, approximately 84 percent, were EMS responses. The remaining responses were responses to false calls (approximately 5 percent), hazardous response (4 percent), fire responses (3 percent), service responses (2 percent), and rescue responses and responses to other calls (2 percent).

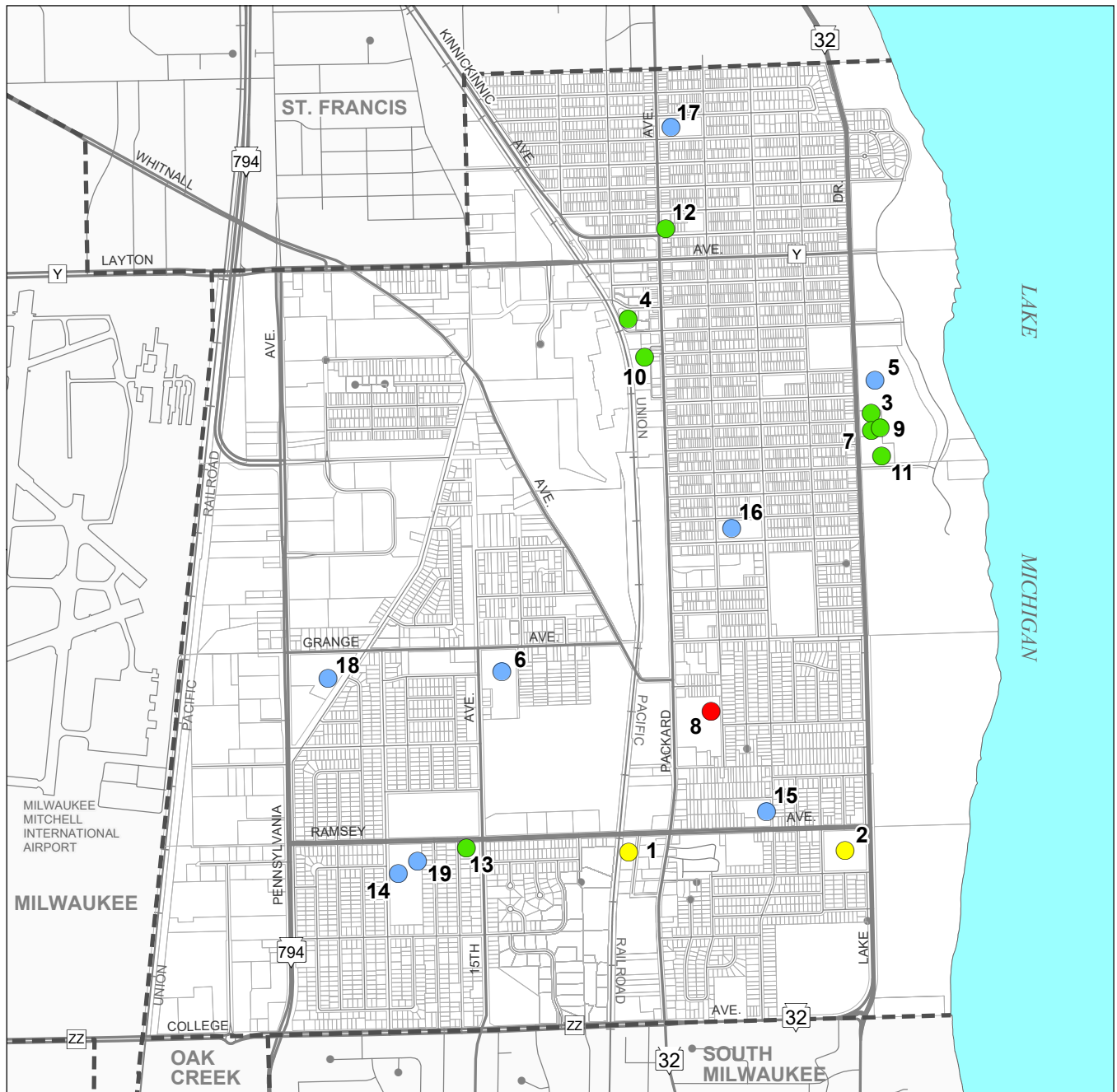
The Division of Special Operations organizes ongoing training opportunities that account for existing conditions within the City to best prepare CFD staff to respond to the types of calls the Department may receive. Specialized gear and training are required for hazardous response calls, which may relate to materials used in industrial facilities located within the City as well as to those being transported through the City. Specialized gear and training are also required for calls for rescue associated with natural surroundings (such as from Lake Michigan or coastline bluffs) or for rescue calls associated with equipment malfunctions or mishaps in industrial facilities located within the City.

¹⁵ Additional details on the Packard Avenue Reconstruction Project are set forth in Chapter 4.

¹⁶ City of Cudahy 2020 Comprehensive Plan, *Vandewalle & Associates, 2009*.

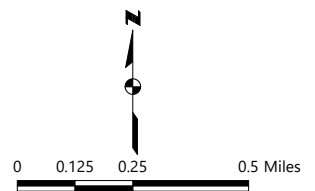
¹⁷ According to the Cudahy Fire Department 2018 Annual Report.

Map 3.5
Community Facilities in the City of Cudahy: 2020



- FEDERAL GOVERNMENT
- LOCAL GOVERNMENT
- SCHOOL DISTRICT SITE
- HOSPITAL
- 2 REFERENCE NUMBER (SEE TABLE 3.3)

--- MUNICIPAL BOUNDARY



Source: SEWRPC

Library

The Cudahy Family Library is a 27,000-square foot facility offering traditional resources, including books, periodicals, and audio and video resources, and had approximately 98,500 volumes in its collection as of March 2020.¹⁸ As part of the Milwaukee County Federated Library System (MCFLS), which entitles users to borrowing privileges from other MCFLS libraries in Milwaukee County, the library's annual circulation is approximately 326,900 items.¹⁹ The library also offers community programming and access to digital media for users on- and off-site. The location of the Cudahy Family Library is shown on Map 3.5 and listed in Table 3.3.

Schools

The City of Cudahy is located entirely within the Cudahy School District. The District operates a total of seven schools in the City, providing education from pre-kindergarten and 4-year-old kindergarten to twelfth grade. The District includes one high school, one middle school, and five elementary schools, which are shown on Map 3.5 and listed on Table 3.3. The Cudahy School District had a total enrollment of approximately 2,300 students for the 2019-2020 school year.²⁰

Table 3.3

Community Facilities in the City of Cudahy: 2020

Number on Map 3.5	Site Name
1	Ascension Medical Clinic
2	Aurora St. Luke's South Shore Hospital
3	Cudahy City Hall
4	Cudahy Family Library
5	Cudahy High School
6	Cudahy Middle School
7	Cudahy Police Department
8	Cudahy Post Office
9	Cudahy Public Works Department Administration
10	Cudahy Public Works Department Garage
11	Cudahy Water Utility
12	Fire Station One
13	Fire Station Two
14	General Mitchell Elementary School
15	J.E. Jones Elementary School
16	Kosciuszko Elementary School
17	Lincoln Elementary School
18	Park View Elementary School
19	School District of Cudahy Administration Building

Source: SEWRPC

Post-secondary educational opportunities are available at the Milwaukee Area Technical College (MATC), South Campus approximately two miles southwest of the City of Cudahy in the City of Oak Creek. The South Campus offers a wide variety of associate degrees and technical diplomas. The University of Wisconsin-Milwaukee, located in the City of Milwaukee, offers opportunities for higher education in proximity to the City as do private colleges and universities within the Southeastern Wisconsin Region, such as Alverno College, Marquette University, and the Milwaukee School of Engineering (MSOE). Together, these institutions offer a wide variety of undergraduate and graduate programs.

Park and Open Space Sites

As of 2020, the City of Cudahy owned one park and open space site: Immigrant Family Park, a one-acre site for passive recreation. The City contains numerous additional public and private park and open space sites, which amount to more than 470 acres of park and open space lands. The majority of these lands are County-owned parks located along the City's Lake Michigan shoreline. Park and open space sites in the City are shown on Map 3.6 and listed in Table 3.4.

Telecommunications

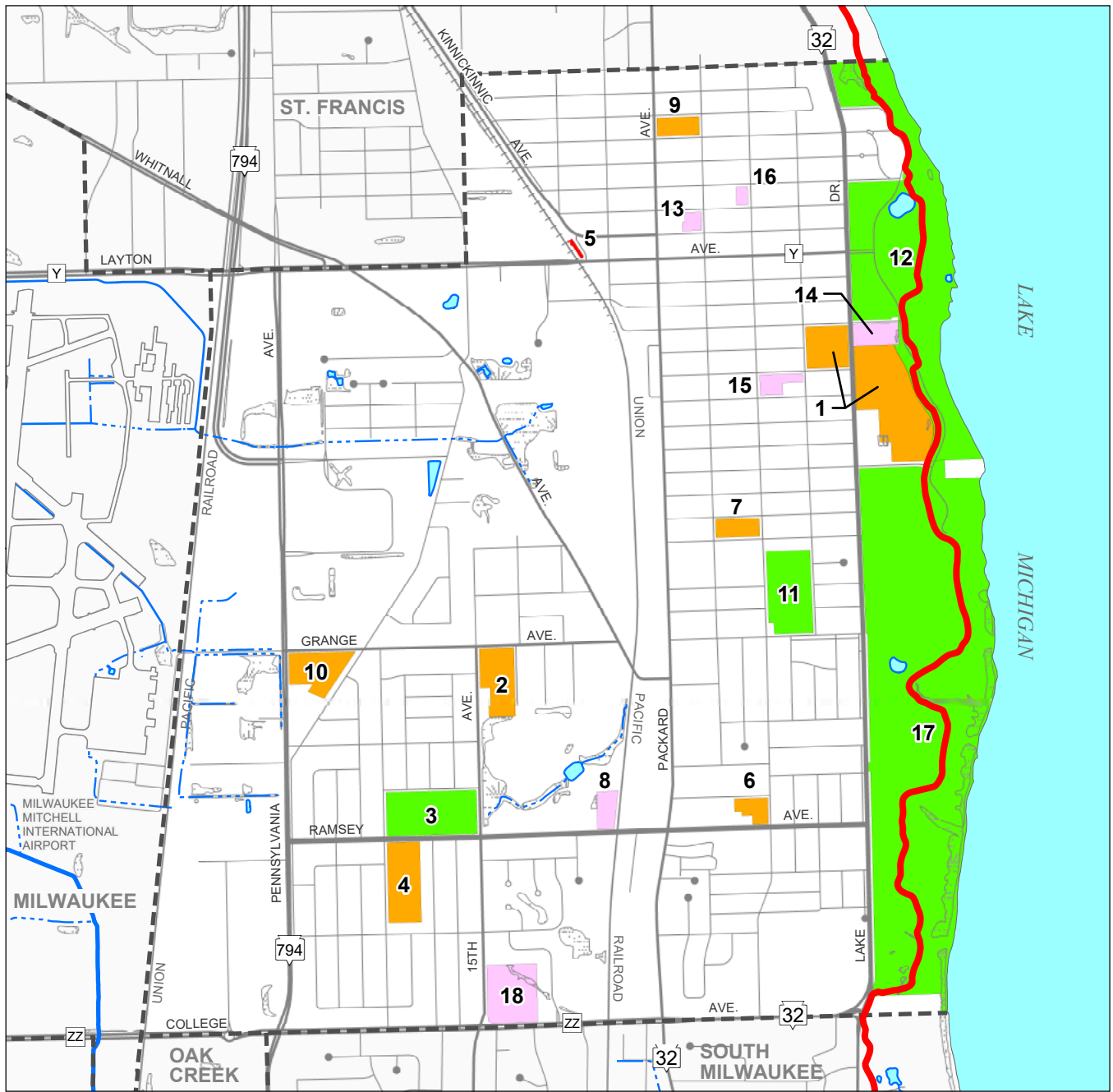
As an urbanized area, the City has a well-established telecommunications network. The potential for establishing a 5G network, which offers opportunities for data to travel faster and may support improved connectivity, may have significant advantages for the City, such as improving conditions for remote—and potentially virtual—working. Implementing 5G over the course of this planning period could have land use and other implications for the City, including the need to consider replacing existing infrastructure. While the telecommunications network has conventionally involved cell towers 50-200 feet in height located miles apart in industrial or commercial areas, 5G infrastructure involves smaller utility boxes situated on shorter poles and in closer proximity than 4G infrastructure in order to support the range of the new technology.











¹⁸ According to *Library Technology Guides* published by Marshall Breeding (librarytechnology.org/library/25632).

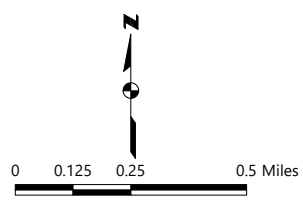
¹⁹ *Ibid.*

²⁰ National Center for Education Statistics (nces.ed.gov/ccd/districtsearch/district_detail.asp?ID2=5503060)

Map 3.6
Park and Open Space Sites in the City of Cudahy: 2019



	COUNTY SITE		PERENNIAL STREAMS		MUNICIPAL BOUNDARY
	CITY SITE		INTERMITTENT STREAMS		WETLANDS
	SCHOOL DISTRICT SITE		SURFACE WATER		
	PRIVATE ORGANIZATIONAL SITE				
2	REFERENCE NUMBER (SEE TABLE 3.4)				
	OAK LEAF RECREATION TRAIL				



Source: SEWRPC

Table 3.4
Park and Open Space Sites in the City of Cudahy: 2019

Number on Map 3.6	Site Name	Ownership^a	Acreage
1	Cudahy High School	Cudahy School District	20
2	Cudahy Middle School	Cudahy School District	3
3	Cudahy Park	Milwaukee County	18
4	General Mitchell School	Cudahy School District	4
5	Immigrant Family Park	City of Cudahy	1
6	J.E. Jones School	Cudahy School District	2
7	Kosciuszko School	Cudahy School District	2
8	Ladish Little League Park	ATI Ladish. LLC (Allegheny Technologies)	3
9	Lincoln School	Cudahy School District	2
10	Parkview School	Cudahy School District	8
11	Pulaski Park	Milwaukee County	16
12	Sheridan Park	Milwaukee County	132
13	St. Frederick's School	Nativity of the Lord Congregation	1
14	St. John Lutheran Church	St. John's Evangelical Lutheran Congregation	5
15	St. Joseph School	Changing Lives Assembly of God	1
16	St. Paul's Lutheran School	St. Paul's Evangelical Lutheran Church	1
17	Warnimont Park	Milwaukee County	248
18	YMCA	Federation of Balkan American Associations, Inc.	13
Total		18 Sites	480

Source: SEWRPC

An order designed to promote the development of 5G infrastructure issued by the U.S. Federal Communications Commission (FCC) in 2018 (FCC-18-133) limits the regulatory power of local governments related to 5G. As required by the FCC, ordinances regulating 5G must be reasonable, no more burdensome than regulations applied to other types of infrastructure, and objective and published in advance of receiving applications for developing 5G infrastructure. In addition, the order requires local governments to act on applications for 5G development within 60 or 90 days of receiving an application for developing 5G infrastructure.

In addition to the Federal order, the City is subject to regulations regarding 5G as set forth by 2019 Wisconsin Act 14. The Act sets forth provisions related to the placement of 5G infrastructure within the public right-of-way and to the processing of applications and requirement of permit fees. Potential considerations in relation to implementing 5G infrastructure, based on those that have surfaced among residents and businesses in other communities, are related mostly to aesthetics and neighborhood character.

Cemeteries

There are two cemeteries located within the City of Cudahy: Holy Sepulcher Cemetery and Agudas Achim.

Health Care Facilities

Aurora St. Luke's South Shore Hospital is located in the City, which is shown on Map 3.5. The full-service in- and out-patient hospital offers emergency and rehabilitation services. City residents can also access clinical services focused on preventing illness and disease offered by the Cudahy Health Department. Numerous other health care facilities in the seven-county Region are available to serve City residents.

3.4 PUBLIC STREETS AND HIGHWAYS

The street and highway system serves several important functions, including the movement of through vehicular traffic; providing vehicular access to abutting land uses; providing pedestrian and bicycle circulation; and serving as the location for utilities and stormwater management facilities. The three functional classifications of streets and highways are: arterial streets, collector streets, and local streets. The arterial street and highway system is intended to provide a high degree of travel mobility, serving the movement of traffic between and through urban areas. Collector streets are primarily intended to serve

as connections between the arterial street system and the local streets and usually perform a secondary function of providing access to abutting property. Providing access to abutting property is the primary function of local streets.

Public streets and highways in the City are shown on Map 3.7. On the City's north and south sides, County Trunk Highway (CTH) Y, i.e., Layton Avenue, and CTH ZZ, i.e., College Avenue, provide direct access to Interstate Highway (IH) 94/41 approximately three miles west of the City. State Trunk Highway (STH) 794, known as the Lake Parkway, becomes IH 794 north of the City near the Port of Milwaukee. Existing roadway mileage by function and jurisdiction as of 2020 is presented in Table 3.5.

3.5 PUBLIC TRANSPORTATION

Public transportation is the transportation of people by publicly operated vehicles between trip origins and destinations. Public transportation may be divided into service provided for the general public and service provided to special population groups. Public transportation service to the general public in the City falls into two categories: intercity or interregional public transportation and urban public transportation commonly referred to as public transit.

Interregional Public Transportation

Interregional or intercity public transportation provides service across regional or city boundaries, such as railway passenger, bus, ferry, and airline service.

Railway Passenger Service

Intercity passenger rail service provided by Amtrak is accessible to City residents at Milwaukee Mitchell International Airport. Using track owned by Canadian Pacific Railway, Amtrak's regular operations include daily trips between Milwaukee and Chicago via its Hiawatha service, with additional stops at the Milwaukee Intermodal Station, in the Village of Sturtevant in Racine County, and in Glenview, Illinois. More than 882,000 riders used the Hiawatha Service in 2019, which was a record high for ridership.

Past studies have recommended commuter rail service in the Kenosha, Racine, and Milwaukee corridor, referred to as Kenosha-Racine-Milwaukee (KRM) Commuter Link. There were nine commuter rail stations proposed for the corridor, including a station in the City of Cudahy and stations in Milwaukee (Intermodal Station and Bayview), South Milwaukee, Oak Creek, Caledonia, Racine, Somers, and Kenosha. The KRM service was also proposed to connect to Chicago via Metra's Union Pacific North line at the Kenosha station. These studies were initiated in 2005 by an Intergovernmental Partnership of the County Executives and Mayors of Kenosha, Milwaukee, and Racine, the Secretary of the Wisconsin Department of Transportation (WisDOT), and the Chairman of the Southeastern Wisconsin Regional Planning Commission. In July 2009, the studies were continued by the Southeastern Regional Transit Authority (SERTA), which was created by the Wisconsin State Legislature and Governor in the 2009-2011 Wisconsin State budget specifically to oversee the development of the KRM commuter rail service. In June 2011, the State Legislature and Governor repealed the State law creating SERTA, requiring SERTA to dissolve in September 2011, and resulting in the indefinite postponement of the KRM commuter rail studies. Commuter rail service continues to be recommended for the KRM corridor by VISION 2050, the seven-county Southeastern Wisconsin Region's long-range land use and transportation plan.

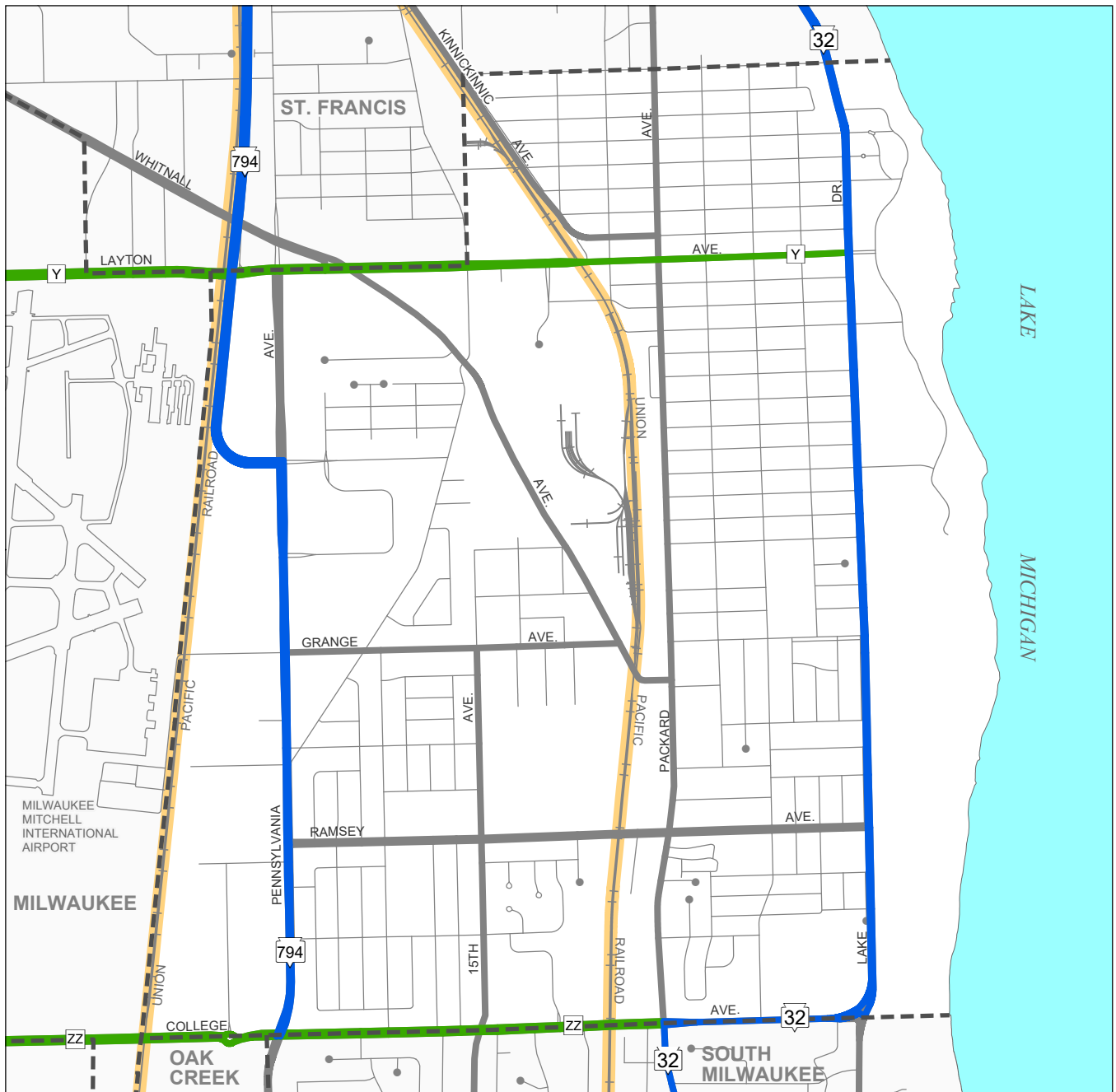
Intercity Bus Service

A total of six carriers provided scheduled intercity bus services to the seven-county Region as of 2020. Three of these carriers are accessible to City residents via Mitchell International Airport, including Badger Coaches, Lamers Coaches, and Wisconsin Coach Lines/Coach USA, and provide service to Chicago, Madison, and elsewhere in the State. Additional interregional bus service is accessible via the Intermodal Station in Milwaukee and is provided by Badger Coaches, Greyhound, Jefferson Lines, Lamers, Megabus, and Wisconsin Coach Lines/Coach USA.

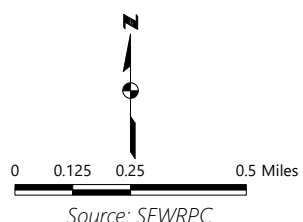
Ferry Service

The Lake Express provides lake ferry passenger service to Muskegon, Michigan via a terminal in the Port of Milwaukee, approximately four miles from the City. The high-speed service is available from June to October.

Map 3.7
Existing Arterial Streets and Highways and Freight Rail in the City of Cudahy: 2020



- STATE HIGHWAYS
- COUNTY TRUNK HIGHWAYS
- MAJOR LOCAL ROADS
- MINOR LOCAL ROADS
- FREIGHT RAILROADS
- MUNICIPAL BOUNDARY



**Table 3.5
Street and Highway Mileage by Jurisdictional Classification in the City of Cudahy: 2020**

Classification	Municipal Jurisdiction	County Jurisdiction	State Jurisdiction	Total Miles
Arterial	8.9	2.0	4.9	15.8
Collector	2.9	0.0	0.0	2.9
Local	43.8	0.9	0.0	44.7
Total	55.6	2.9	4.9	63.4

Source: Wisconsin Department of Transportation and SEWRPC

Air Service

Seven carriers provide passenger air service from Milwaukee Mitchell International Airport offering dozens of nonstop flights to a wide variety of destinations. As noted in the City’s 2009 comprehensive plan, the airport’s proximity has a substantial impact on the City, notably for the airport’s potential to attract residents to the City to take advantage of convenient access to air travel and employment opportunities. Additional information relating to planning considerations relative to the airport is presented in Chapter 4 of this plan.

Public Transit

Public transit is open to the general public and provides service within and between large urban areas. Public transit is essential in any metropolitan area to meet the travel needs of people unable to use personal automobile transportation; to provide an alternative mode of travel, particularly in heavily traveled corridors within and between urban areas and in densely developed urban communities and activity centers; to provide choice in transportation modes as an enhancement of quality of life; and to support and enhance the economy.

Bus Service

The Milwaukee County Transit System (MCTS) provides local fixed-route bus service in the City and County, including routes to destinations in Waukesha County and express freeway service to Ozaukee County. As of 2020, MCTS operated four bus routes that travelled through the City: Routes 15, 48, 52, and 55. These routes generally operate from 6 am to midnight²¹ with 20 to 40 minute headways, travelling through the City along Layton, Packard, and Pennsylvania Avenues and Lake Drive. Significant destinations in the County that these routes connect to include Bayshore Town Center, Drexel Town Center, Warnimont Park and Kelly Senior Center, St. Luke’s South Shore Hospital, Southridge Shopping Center, Milwaukee Mitchell International Airport, and to numerous destinations in Downtown Milwaukee. MCTS NEXT, a phased system redesign to provide enhanced efficiency and faster service underway as this plan was being developed, is expected to be fully implemented in 2021. Bus service as of 2020 in the City is shown on Map 3.8.

Paratransit

In association with American United Taxicab Services, First Transit, and Transit Express, MCTS also provides paratransit services, which are designed to provide door-to-door transportation for individuals with disabilities who are unable to use the MCTS’s fixed-route bus service.²²

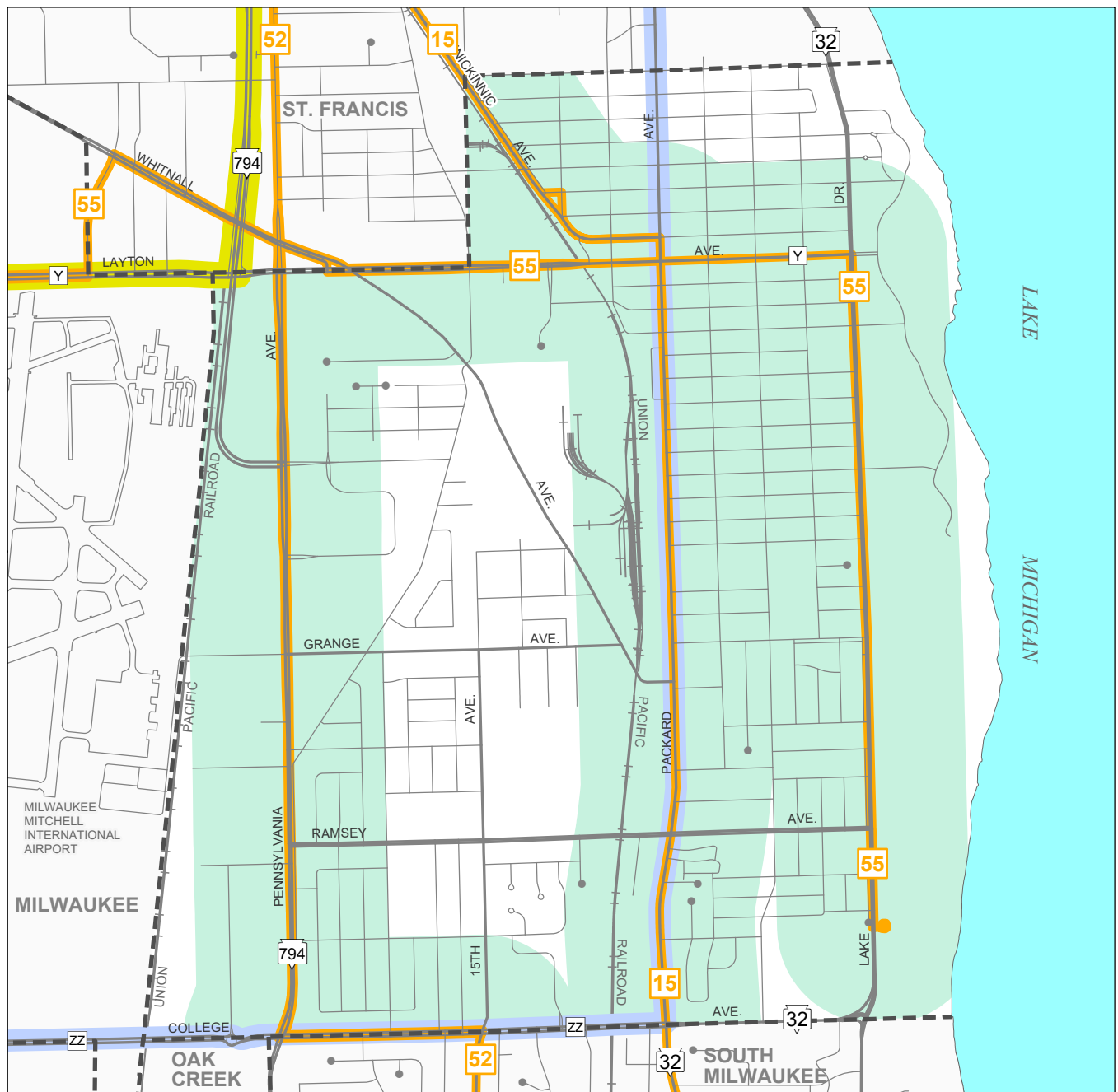
3.6 FREIGHT TRANSPORTATION NETWORK

Map 3.7 depicts components of the City’s freight transportation network, which is bolstered by the City’s proximity to Mitchell International Airport and Port Milwaukee. The freight transportation network includes several major highways, including Layton Avenue (CTH Y), which provides direct access to IH 94/41 approximately 3 miles west of the City, and STH 794 (Lake Parkway), which provides access to Port Milwaukee. Another component of the freight transportation network is the Union Pacific Railroad, which bisects the City. Oriented within a concentration of industrial development between Packard and Whitnall Avenues, the Union Pacific Railroad line is considered underutilized. A second Union Pacific Railroad line abuts the City’s western border adjacent to the airport. As noted in the City’s 2009 comprehensive plan, maintaining the




²¹ Service for Route 48, shown on Map 3.8 as a commuter bus route operated by MCTS, is more limited, with service only on weekdays that ends around 6:00 p.m., while the hours of operation for Route 15 begin as early as 3:30 a.m. and end as late as 2:00 a.m. during the week.

²² The contractors providing paratransit service change regularly based on annual awarding of contracts.



Map 3.8
Local and Commuter Bus Service in the City of Cudahy: 2020



LOCAL BUS ROUTES

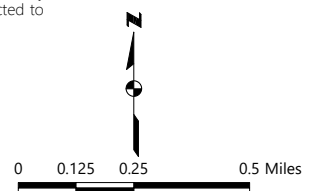
-  MILWAUKEE COUNTY TRANSIT SERVICE (MCTS)
-  MCTS ROUTE NUMBER
-  ONE-QUARTER MILE WALK ACCESS SERVICE AREA FOR LOCAL TRANSIT ROUTES WITHIN THE CITY OF CUDAHY

COMMUTER BUS ROUTES

-  KENOSHA-RACINE-MILWAUKEE (KRM)
- Note: The closest KRM service stop is at Mitchell International Airport in Milwaukee.
-  MILWAUKEE COUNTY TRANSIT SERVICE (MCTS)

--- MUNICIPAL BOUNDARY

Note: MCTS NEXT, a phased system redesign to provide enhanced efficiency and faster service underway as this plan was being developed, is expected to be fully implemented in 2021.



Source: SEWRPC

freight transportation network is especially important considering the role of industrial development on the City's economy.

3.7 ENVIRONMENTALLY CONTAMINATED SITES

Section 66.1001 of the *Wisconsin Statutes* requires that a comprehensive plan economic development element promote redeveloping environmentally contaminated sites for commercial and industrial use. The Wisconsin Department of Natural Resources (WDNR) Bureau for Remediation and Redevelopment identifies and monitors environmentally contaminated, or brownfield,²³ sites in the State.²⁴

Contaminated sites include leaking underground storage tank (LUST) sites and environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and cancer-causing substances. Over time, petroleum contamination naturally breaks down in the environment through biodegradation. This may result in some LUST sites emitting potentially explosive vapors. An ERP site is a site other than a LUST site that has contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that require long-term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. ERP sites also include areas with petroleum contamination from above-ground (but not from underground) storage tanks. Environmentally contaminated sites in the City as of 2020 are shown on Map 3.9. These sites include two LUST and 17 ERP sites that have not been remediated.

Federal and State resources are available to support communities undertaking the remediation and reuse of brownfield sites, including the Environmental Protection Agency (EPA) Brownfields Program, which offers grants for site assessment, planning efforts, and clean-up. Additional financial resources are identified by the WDNR's Remediation and Redevelopment Program, which manages efforts to clean and redevelop contaminated sites.

3.8 HOUSING CHARACTERISTICS

It is important to understand the characteristics of the City's existing housing stock to help determine the number and type of housing units that will best suit the current and future needs of Cudahy's residents. This plan therefore includes an inventory of total housing units by tenure, the vacancy rate by tenure, value of owner-occupied housing units, and monthly housing costs by tenure, incorporating data from the 2014-2018 American Community Survey (ACS) from the U.S. Census Bureau.²⁵ This section also references data presented in Chapter 2 of this report to illustrate potential housing need. Additional information on housing characteristics is published in the City's 2019 housing affordability report, which is posted on the City's website.²⁶

Total Housing Units

The number and tenure (owner- or renter-occupied) of existing housing units is a necessary baseline inventory item in determining the number of additional housing units required to meet the anticipated future housing demand, which may have implications regarding future development or redevelopment in the City. Table 3.6 sets forth the number of housing units by tenure in the City based on the 2014-2018

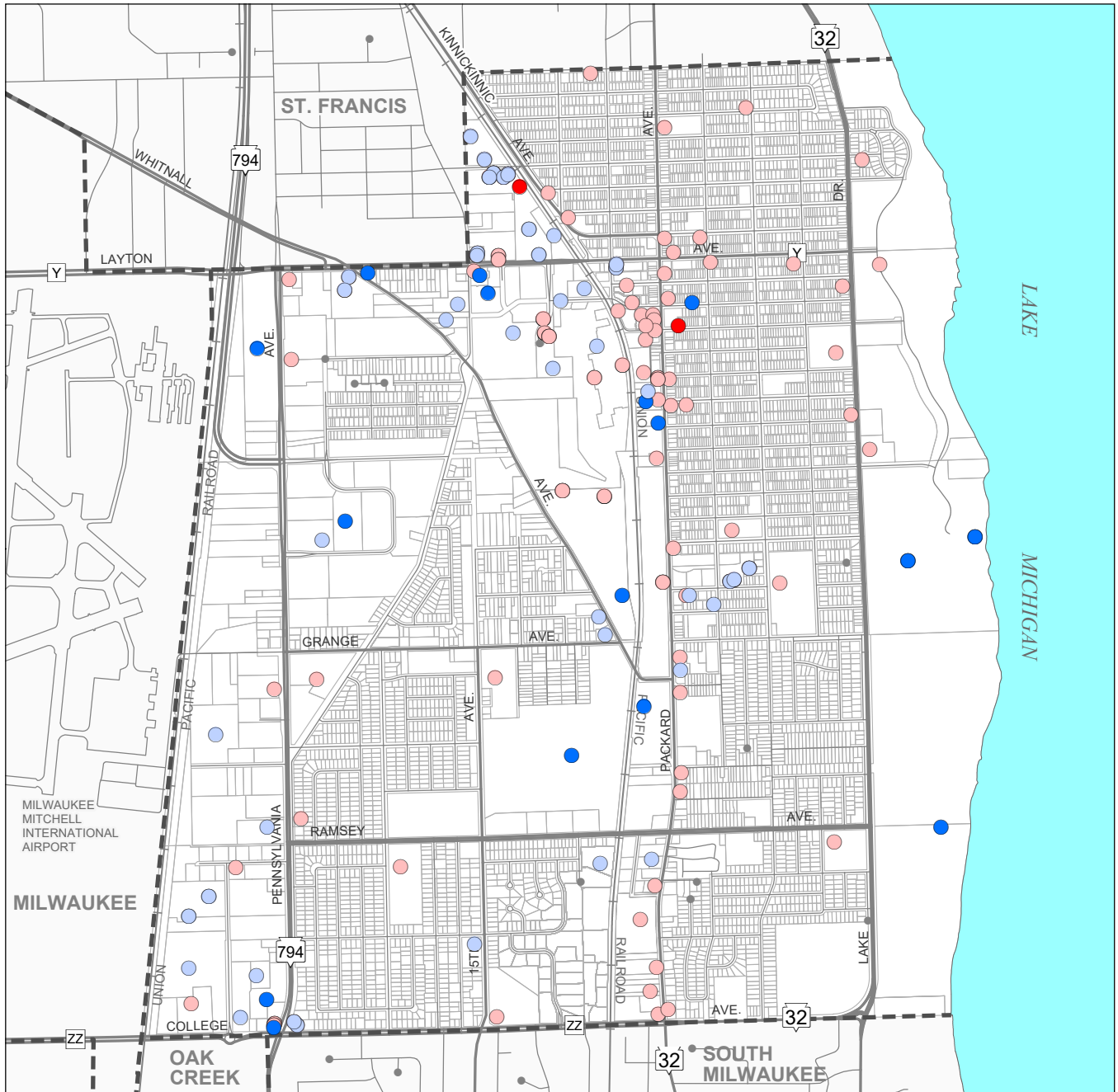
²³ *Brownfields are defined as abandoned, idle, or underused industrial or commercial properties where redevelopment is hindered by known or suspected environmental contamination.*

²⁴ *Contaminated sites include leaking underground storage tank (LUST) sites and environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and cancer-causing substances. As petroleum contamination naturally breaks down in the environment over time through biodegradation, some LUST sites may emit potentially explosive vapors. An ERP site is a site other than a LUST site that has contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that require long-term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. ERP sites also include areas with petroleum contamination from above-ground (but not from underground) storage tanks.*

²⁵ *The ACS is intended to be a nationwide, continuous survey designed to provide communities with a broad range of timely demographic, housing, social, and economic data. The data may, however, have a relatively large margin of error due to limited sample size.*

²⁶ *City of Cudahy Housing Affordability Report: 2019, Southeastern Wisconsin Regional Planning Commission (2019).*

Map 3.9
Environmentally Contaminated Sites in the City of Cudahy: 2020



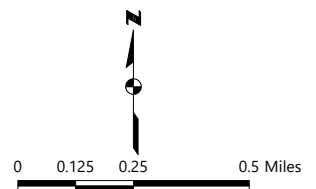
ERP SITES

- OPEN SITE
- CLOSED SITE

LUST SITES

- OPEN SITE
- CLOSED SITE

--- MUNICIPAL BOUNDARY



Source: SEWRPC

Table 3.6
Number of Housing Units by Tenure in the City, County, and Region

Area	Owner-Occupied		Renter-Occupied		Vacant		Total	
	Number of Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
City of Cudahy	4,405	52.6	3,251	38.9	710	8.5	8,366	100.0
Milwaukee County	189,080	45.2	192,990	46.1	36,305	8.7	418,375	100.0
Region	499,250	56.6	310,310	35.2	71,986	8.2	881,546	100.0

Note: Data are based on the 2014-2018 American Community Survey.

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

ACS. There were approximately 8,370 housing units in the City according to the ACS data. Approximately 53 percent of these units were owner-occupied, 39 percent were renter-occupied, and 8 percent were vacant.

It should be noted that one of the stated goals in the City’s 2009 comprehensive plan is to accomplish an equal balance of owner-occupied and renter-occupied units in each of the City’s neighborhoods. The City’s overall vacancy rate includes a significant number of units that are not for sale or rent but are held vacant by their owners, including abandoned units. The City could consider developing a program that would assist potential homeowners with purchasing and rehabilitating vacant or abandoned units as a method of increasing home ownership in the City’s neighborhoods while preserving decent and affordable rental units. The City could explore using tax increment financing (TIF) as a mechanism to facilitate such a program. Wisconsin TIF law (Section 66.1105(6)(g) of the *Wisconsin Statutes*) allows municipalities to extend the life of a TIF district for one year after paying off the district’s project costs to benefit affordable housing and improve the municipality’s housing stock.

Vacancy

The vacancy rate of owner- and renter-occupied housing units is another key to a housing supply inventory. Some vacancies are necessary for a healthy housing market to ensure that there are enough vacant properties for people to move into, but not so many as create an oversupply of vacancies. The U.S. Department of Housing and Urban Development (HUD) has historically recommended an area to have a minimum overall vacancy rate of 3 percent to ensure adequate housing choices—ideally with a homeowner housing unit vacancy rate of between 1 and 2 percent and a rental housing unit vacancy rate of between 4 and 6 percent. As shown in Table 3.7, the homeowner vacancy rate and rental vacancy rate for the City are generally in line with the HUD recommended range, with the City’s vacancy rate for homeowner housing units slightly below the HUD-recommended level and the City’s rental unit vacancy rate within the HUD-recommended range.

Housing Value and Cost

The value of owner-occupied housing units for the City is presented in Table 3.8. The 2014-2018 ACS data indicate that the median value of owner-occupied housing units in the City was \$152,000. With approximately 87 percent of owner-occupied homes valued below \$200,000, owner-occupied units in the City are generally more affordable than in the remainder of the County or the seven-county Region as a whole.

Monthly housing costs for owner-occupied and rental housing units within the City are shown in Tables 3.9 and 3.10, respectively. The median monthly cost for homeowners in the City with a mortgage is approximately \$1,375 while the median monthly cost for renters is approximately \$802. Nearly 60 percent of homeowners with a mortgage in the City pay less than \$1,500 a month for housing and 78 percent of renters pay less than \$1,000 a month for housing—comparatively low costs that could be an indicator of adequate workforce housing in the City.

The City of Cudahy 2019 housing affordability report indicates that residents had a relatively low housing cost burden compared to residents of the County or the Southeastern Wisconsin Region. Households are considered to have a high housing cost burden when monthly housing costs exceed 30 percent of gross household income. About 22 of homeowners and about 41 percent of renters in the City had a high housing cost burden, compared with about 27 percent of homeowners and about 49 percent of renters within the County and about 24 percent of homeowners and about 47 percent of renters within the seven-county Region.

The relatively low housing cost burden rates in the City may indicate that the City has an adequate supply of workforce housing when compared to other areas of the Region. It is notable, however, that about 2,200 households in the City, or approximately 30 percent, do experience housing cost burdens. As noted in the housing affordability report, workforce housing within the City of Cudahy included a total of about 250 units for family households within three developments in 2019. Four additional developments in the City provide 180 affordable housing units for senior residents.

Table 3.7
Housing Vacancy Rates in the City, County, and Region

Area	Homeowner (percent)	Rental (percent)	Overall ^a (percent)
City of Cudahy	0.9	4.8	8.5
Milwaukee County	1.6	5.4	8.7
Region	1.3	5.0	8.2

Note: Data are based on the 2014-2018 American Community Survey.

^a Includes abandoned units and vacant units not for sale or rent.

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

Considering the housing cost burden data along with age distribution, occupation, and household income data presented in Chapter 2 of this plan, it appears that a full spectrum of housing types and sizes would best meet the housing demands of the City's existing residents. Smaller homes and multifamily housing tend to be more affordable and require less upkeep than larger homes, which would benefit lower-income households and the City's aging population (Federal and State fair housing laws also require many multifamily housing built after the early 1990s to have basic accessibility features such as zero step entrances and wider doorways). Larger homes, while more costly, may be desirable to higher income households and larger family households living in the City.

Structure Type

Structure type, or residential building type, is one of the most important considerations in providing market-rate housing that may be more affordable to a wider range of households. The most affordable market-rate housing tends to be multifamily housing, such as apartment buildings, while single-family homes tend to be more costly. Table 3.11 presents the number of units by structure type in the City according to the ACS data. About 52 percent of the housing units in the City were single-family homes, about 18 percent were in two-family buildings, and about 30 percent were in multifamily buildings.

Year Built

The age of the City's housing stock provides some insight into the character and condition of the existing units in the City. According to the ACS data, about 29 percent of the City's housing units were built after 1970, about 39 percent of the units were built between 1950 and 1970, and about 32 percent of the units were built before 1950. This indicates that much of the City's housing stock should generally be in good shape for some time; however, the City's aging housing stock may need to be rehabilitated or replaced over time in order to incorporate newer amenities, technology, and safety features.

3.9 CONCLUSIONS

Existing Land Uses

- The City of Cudahy is primarily residential and has a substantial amount of land devoted to industrial uses. Industrial uses, as well as commercial uses located in the City, may create a demand for workforce housing.

Natural and Cultural Resources

- Creeks, perennial streams, and groundwater in the City and the City's stormwater drain into Lake Michigan. The City's entire eastern lakefront boundary is within County-owned parks that contain all of the primary environmental corridors in the City. Milwaukee County manages coastline bluffs in the City, which are susceptible to erosion.

Utilities and Community Facilities

- The City is an urbanized area that is well-served by utilities and community facilities.
- The Cudahy Water Utility will need to conduct routine maintenance and address aging

Table 3.8
Value of Owner-Occupied Housing Units in the City, County, and Region

Value	City of Cudahy		Milwaukee County		Region	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$50,000	176	4.0	12,017	6.4	20,823	4.2
\$50,000 to \$99,999	287	6.5	32,606	17.2	51,037	10.2
\$100,000 to \$149,999	1,648	37.4	46,411	24.5	86,495	17.3
\$150,000 to \$199,999	1,708	38.8	40,143	21.2	96,573	19.4
\$200,000 to \$299,999	453	10.3	35,106	18.6	129,647	26.0
\$300,000 to \$499,999	116	2.6	16,943	9.0	85,006	17.0
\$500,000 to \$999,999	0	0.0	4,857	2.6	25,031	5.0
\$1,000,000 or more	17	0.4	997	0.5	4,638	0.9
Total	4,405	100.0	189,080	100.0	499,250	100.0
Median Value	\$152,000		\$153,600		\$197,000	

Note: Data are based on the 2014-2018 American Community Survey.

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

Table 3.9
Monthly Costs of Owner-Occupied Housing Units with a Mortgage in the City, County, and Region

Area	City of Cudahy		Milwaukee County		Region	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$500	7	0.3	638	0.5	1,521	0.5
\$500 to \$999	441	17.7	20,337	16.1	42,544	12.6
\$1,000 to \$1,499	1044	41.8	46,665	37.0	108,173	32.2
\$1,500 to \$1,999	801	32.1	34,004	26.9	94,448	28.1
\$2,000 to \$2,499	169	6.8	13,483	10.7	45,854	13.6
\$2,500 to \$2,999	27	1.1	5,416	4.3	22,003	6.5
\$3,000 or more	6	0.2	5,708	4.5	21,868	6.5
Total	2,495	100.0	126,250	100.0	336,411	100.0
Median Monthly Cost	\$1,375		\$1,453		\$1,585	

Note: Data are based on the 2014-2018 American Community Survey.

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

Table 3.10
Monthly Costs for Renters the City, County, and Region

Monthly Cost	City of Cudahy		Milwaukee County		Region	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$500	391	12.2	16,905	9.0	25,311	8.4
\$500 to \$999	2,107	65.8	109,976	58.5	169,106	56.1
\$1,000 to \$1,499	641	20.0	48,418	25.7	83,968	27.9
\$1,500 to \$1,999	62	2.0	9,400	5.0	16,725	5.5
\$2,000 to \$2,499	--	--	2,395	1.3	4,311	1.4
\$2,500 to \$2,999	--	--	565	0.3	1,075	0.4
\$3,000 or more	--	--	449	0.2	1,011	0.3
Total ^a	3,201	100.0	188,108	100.0	301,507	100.0
Median Monthly Cost	\$802		\$864		\$883	

Note: Data are based on the 2014-2018 American Community Survey.

^a Excludes rental units with no rent paid.

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

infrastructure over the planning period as it provides the City's water supply, using Lake Michigan as the source. The City's wastewater, which is treated by the Milwaukee Metropolitan Sewerage District (MMSD), is discharged back to the Lake. Green infrastructure projects in the City can mitigate potential flooding associated with storms and help prevent pollutants from entering Lake Michigan and surface waters in the City's watersheds.

**Table 3.11
Residential Structure Types
in the City of Cudahy**

Structure Type	Number of Units	Percent of Total
1-Unit - Detached	3,877	46.3
1-Unit - Attached	501	6.0
2 Units	1,513	18.1
3 or 4 Units	407	4.9
5 to 9 Units	707	8.4
10 to 19 Units	217	2.6
20 or More Units	1,031	12.3
Mobile Homes	113	1.4
Boat, RV, Van, etc.	--	--
Total	8,366	100.0

Note: Data are based on the 2014-2018 American Community Survey.

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

Public Streets and Highways

- Public streets and highways within the City provide a high degree of travel mobility, including direct access to STH 794 (Lake Parkway) and access to IH 94/41 approximately 3 miles west of the City.

Public Transportation

- Public transit options within the City include four bus routes and paratransit services provided by the Milwaukee County Transit System (MCTS). Public transit service improves access to jobs, healthcare, education, and other daily needs for City residents without a car and provides employers in the City with access to a larger labor force.
- Public transportation elements accessible from Milwaukee Mitchell International Airport and/or the Milwaukee Intermodal Station include intercity passenger rail service provided by Amtrak to Chicago, Minneapolis, and beyond with stops in between; intercity bus service to Chicago, Madison, and elsewhere in the State and beyond; lake ferry passenger service to Muskegon, Michigan; and access to nonstop flights to dozens of destinations.

Freight Transportation Network

- Components of the freight transportation network within the City include Layton Avenue (CTH Y), which connects to IH 94/43, and STH 794 (Lake Parkway). The Union Pacific Railroad is also an important part of the freight transportation network that serves the City. The City benefits from proximity to Mitchell International Airport and the Port of Milwaukee.

Environmentally Contaminated Sites

- There were 19 environmentally contaminated sites in the City that had not yet been remediated as of 2020, which may be opportunities for redevelopment.

Housing Characteristics

- Homeowner and rental vacancy rates are generally in line with the HUD-recommended vacancy rate ranges, with the homeowner vacancy rate slightly below the recommended level.
- The City could consider developing a program that would assist potential homeowners with purchasing and rehabilitating vacant or abandoned units as a method of increasing home ownership in the City's neighborhoods while preserving decent and affordable rental units.
- Monthly homeowner and rental costs are lower in the City than the rest of Milwaukee County and Southeastern Wisconsin.
- Most of the City's housing was built before 1970, and some of the aging housing may need to be rehabilitated or replaced.
- The City's 2009 comprehensive plan recommends a number of programs to improve the housing stock and encourage homeownership. Additional housing related analyses and recommendations are presented in the City's 2019 housing affordability report.

EXISTING PLANS AND ORDINANCES

4



Credit: RINKA*

4.1 INTRODUCTION

As discussed in Chapter 1 (Introduction), this 10-year comprehensive plan update is intended to be a supplemental report to the City of Cudahy's 2009 comprehensive plan, and to ensure that the comprehensive plan complies with the State comprehensive planning law (Section 66.1001 of the *Wisconsin Statutes*). Accordingly, a review of the existing framework of local plans and related land use regulations, as well as areawide plans and programs, is an important step in the planning process. This chapter presents a summary of that review. Plans and ordinances described in this chapter were adopted during or prior to 2020 and are summarized as they existed in 2020. The summaries presented in this chapter constitute an inventory of plans, regulations, and programs and should not be confused with the recommendations developed and adopted as part of this comprehensive plan. Recommendations established during this plan update process are presented in Chapter 5 (Land Use Element Update and Plan Recommendations) of this report.

4.2 LOCAL PLANS AND ORDINANCES

City Planning and Development Efforts

The City of Cudahy has undertaken numerous planning and development efforts since adopting the City's first comprehensive plan in 2009. Organized into four parts, the 2009 comprehensive plan presents the opportunities within the City and the City's vision (Part One); a City-wide analysis organized around the nine elements required by *State Statutes* (Part Two); and the City's comprehensive plan implementation strategy (Part Four). The 2009 plan also contains detailed recommendations related to planned land uses for specific geographic areas (Part Three). These recommendations, and additional recommendations set forth in the *Cudahy Gateway and City Center Plan*, are described in greater detail in Chapter 5 (Land Use Element Update and Plan Recommendations) of this report.

Cudahy Gateway and City Center Plan

In 2020, the City undertook an effort to create a document summarizing the City's vision for growth in a northern portion of the City designated in this plan update as the Gateway and City Center Plan (GCCP) Planning Area, which is generally bounded by IH 794 (Lake Parkway), Layton Avenue, and Packard Avenue with variations in its southern boundary from Edgerton Avenue to the west, along Carpenter and Barnard

Avenues in the central Gateway City Center Plan Planning Area, to Holmes Avenue to the east. The resulting document, the *Cudahy Gateway & City Center Plan (GCCP)*,²⁷ utilizes organizing principles to set forth strategies and recommendations for future land uses, design guidelines, and development. Featuring a planning area that builds upon past planning efforts for redevelopment, the GCCP is described in greater detail in Chapter 5 (Land Use Element Update and Plan Recommendations) of this report.

Zoning Regulations

A zoning ordinance is a public law that regulates the use of property in the public interest. Local zoning regulations include general zoning regulations and special-purpose regulations governing floodplain and shoreland areas. General and special-purpose zoning regulations may be adopted as a single ordinance or as separate ordinances, and may or may not be included in the same document. General zoning divides a community into districts for the purpose of regulating the use of land, water, and structures; the height, size, shape, and placement of structures; and the density of population. Cities in Wisconsin are granted authority to enact general zoning under Section 62.23 of the *Wisconsin Statutes*.

State law requires cities to adopt special-purpose zoning regulations related to floodplains and shoreland areas. Cities are required to adopt floodplain zoning under Section 87.30 of the *Wisconsin Statutes*. The minimum standards for floodplain zoning ordinances are set forth in Chapter NR 116 of the *Wisconsin Administrative Code*. Under Section 62.231 of the *Wisconsin Statutes*, cities are required to enact regulations that protect wetlands five acres in size lying in shoreland areas; rules pertaining to city shoreland-wetland zoning are set forth in Chapter NR 117 of the *Wisconsin Administrative Code*.

The City of Cudahy's zoning ordinance includes general zoning regulations and special-purpose zoning regulations. Prior to the adoption of this comprehensive plan update, the City's zoning regulations were most recently updated in August 2020 and are being considered for a holistic update after adoption of this report.

Consistency Requirement

The State comprehensive planning law establishes a close link between comprehensive plans, including comprehensive plan amendments and updates, and zoning by requiring consistency between zoning ordinances enacted or amended on or after January 1, 2010, and comprehensive plans and plan amendments or updates. Per Section 66.1001 (1) (am) of the *Statutes*, 'consistent with' means "furtheres or does not contradict the objectives, goals, and policies contained in the comprehensive plan." Zoning is the primary tool available for implementing the City's comprehensive plan.

As of 2020, the City's zoning ordinance supported a range of development. Examples of development permissible under the City's zoning ordinance include residential development in the form of single-family, two-family, and multifamily residential buildings and manufactured homes; commercial development from large-scale community-oriented businesses to small, neighborhood-oriented businesses, including mixed-use structures with commercial street-level uses and office/professional or residential upper story uses; and industrial uses within limited and less restrictive general manufacturing districts. The City's zoning ordinance also allows PUD development within an overlay district to encourage development and redevelopment by allowing for flexibility in site and building design and overall density. As noted earlier in this chapter, the City may undertake updating its zoning ordinance to promote the type of development and redevelopment described in Chapter 5 (Land Use Element Update and Plan Recommendations) of this report and to foster implementation of this comprehensive plan update.

4.3 ECONOMIC DEVELOPMENT AGENCIES AND PROGRAMS

The City of Cudahy Department of Economic Development is responsible for economic development efforts within the City, including community planning and adopted plan implementation, marketing city-owned land for development, and zoning analysis and enforcement. The Department focuses on development that promotes neighborhood improvement, business growth, and strengthening the economic base of the City.

²⁷ RINKA+, 2020.

Key efforts undertaken by the City since adopting the 2009 comprehensive plan include preparing redevelopment plans and encouraging development within TID #1, the City's tax-increment financing (TIF) district anticipated to close in the spring of 2021, which supported revitalization efforts along the Pennsylvania, Layton, and Packard Avenue corridors. These efforts have promoted redevelopment and provided beneficial information relating to potential redevelopment sites. The City intends to continue efforts to attract new business development and assist in the growth of existing businesses. Moving forward, the City plans to update plans for redevelopment, revise the zoning ordinance to make the City more attractive to developers, and explore business grant and/or loan programs to assist existing businesses.

Numerous agencies and programs in the County, Southeastern Wisconsin Region,²⁸ and State provide tools that the City can utilize for economic development. Examples include the Milwaukee County Economic Development Division; Employ Milwaukee, the local workforce development board serving Milwaukee County; the Milwaukee 7 Regional Economic Partnership (M7), which provides a regional, cooperative economic development platform for the seven counties in the Southeastern Wisconsin Region; the Wisconsin Economic Development Corporation (WEDC), which collaborates with EDOs throughout the State that work at the local, regional and statewide level; and the Wisconsin Housing and Economic Development Agency (WHEDA), which works with lenders, developers, local governments, non-profit organizations, community groups and others to provide low-cost financing programs for affordable housing and small businesses.

Comprehensive Economic Development Strategy (CEDS)

The purpose of the Comprehensive Economic Development Strategy (CEDS) is to bring together members of the public and private sectors to develop a strategy-driven plan for regional economic development. A new CEDS should be prepared at least every five years for communities and organizations within their respective region to qualify for funding through the U.S. Economic Development Administration's (EDA) Public Works and Economic Adjustment assistance programs. Led by M7 with assistance from SEWRPC, development of the 2021-2025 CEDS for Southeastern Wisconsin was underway as this report was being prepared.

4.4 COUNTY PLANS

Milwaukee County Park and Open Space Plan

An update to the Milwaukee County park and open space plan was in progress as this report was being prepared. The plan includes an open space preservation element and an outdoor recreation element. The open space preservation element recommends protecting environmental corridors, natural areas, and critical species habitat and significant geological sites. The outdoor recreation element addresses the need for maintaining and improving existing outdoor recreation sites and for developing new park facilities, lake and river access areas and facilities, and trails. Natural and cultural resources in the City that are associated with the County's park and open space plan recommendations are identified in Chapter 3 (Update of Inventory Information) of this report. Recommendations related to protecting environmental corridors in the City are set forth in Chapter 5 (Land Use Element Update and Plan Recommendations) of this report.

Milwaukee County Coastline Management Guidelines

The County was in the process of establishing a set of coastline management guidelines as this report was being prepared. The guidelines will serve to help the County to evaluate projects affecting County-owned assets, such as County-owned lands, recreational facilities, and infrastructure, with respect to coastline area impacts, including Sheridan and Warnimont Parks. The County will utilize the guidelines as follows:

- To maintain the unique coastline resources that support recreational opportunities within County-owned lakefront lands
- To proactively manage the risks that coastline impacts present to the public, to County-owned assets, and to other publicly owned infrastructure
- To mitigate adverse coastline impacts and protect County-owned assets adjacent to Lake Michigan

²⁸The seven-county Southeastern Wisconsin Region includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

- To standardize and expedite the process by which the County responds to local government requests to conduct land-disturbing activities while managing municipally owned infrastructure within County-owned lakefront lands
- To address the interests of the public and owners of property in proximity to County-owned lakefront land in maintaining a view of Lake Michigan through County-owned land; and
- To prioritize programs and activities in a manner that accounts for the vulnerability and value of coastline resources and County-owned assets

As City-owned infrastructure such as stormwater outfalls along the City of Cudahy's Lake Michigan coastline may be impacted by the coastline management guidelines, the City would benefit from working with the County to plan for managing such infrastructure.

4.5 REGIONAL AND AREA PLANS

Regional Plans

The Southeastern Wisconsin Regional Planning Commission has prepared and adopted a number of regional plans that together provide a comprehensive plan for the seven-county Region. While the regional land use and transportation plan (VISION 2050) is the most basic regional plan element, additional regional plans contain extensive and detailed information relating to natural resources, housing, and population and employment information and projections, all of which provide an areawide, or metropolitan, planning framework for preparing county and local comprehensive plans.

The regional plans are prepared cooperatively, with the involvement of county and local governments, State agencies, and private sector interests. Plans prepared by SEWRPC are advisory to County and local governments. Although there is no requirement that County and local plans conform to regional plans, county and local plans often refine and detail the recommendations set forth in the regional plan. The recommendations and implementation actions related to county and local plans are taken into account when elements of the regional plan are updated. As a result, there is a continuous feedback loop that seeks to fully integrate local, county, and regional planning in Southeastern Wisconsin. Detailed information on regional plans can be found on the SEWRPC website at www.sewrpc.org.

VISION 2050

VISION 2050, the Region's advisory long-range land use and transportation plan, sets forth the fundamental concepts that are recommended to guide the development of the seven-county Southeastern Wisconsin Region. VISION 2050 includes two major components, a recommended land use component and a recommended transportation component. Implementation of the plan ultimately relies on the actions of local, county, State, and Federal agencies and units of government in conjunction with the private sector. VISION 2050 recognizes that the Region has reached a pivotal time in its development, and more than ever the Region will need to compete with other areas to attract residents and businesses. In that light, VISION 2050 proposes to build on the Region's strengths and seeks to improve where the Region does not compete well with its peers.

Land Use Component

The VISION 2050 land use component presents a compact development pattern including high-density transit-oriented development and neighborhoods with homes within walking distance of amenities. The development pattern accommodates projected population, household, and employment growth in the Region largely as infill, redevelopment, and new development within areas like the City of Cudahy. Such development is recommended at densities that can be efficiently served by public services and promote walkability. The land use component recommends that residential development within the City of Cudahy occur at a density of more than 7.0 dwelling units per acre or approximately 4.3 to 6.9 dwelling units per acre, which is consistent with existing densities in the City as well as densities designated on the land use plan map in Chapter 5 (Land Use Element Update and Plan Recommendations) of this report.

Transportation Component

Advisory recommendations within the VISION 2050 transportation component relate to six elements: public transit, bicycle and pedestrian facilities, transportation systems management (TSM) and travel demand management (TDM), arterial streets and highways, and freight transportation. Key recommendations include significantly improving and expanding public transit, enhancing the Region's bicycle and pedestrian network, keeping existing major streets in a good state of repair and efficiently using the capacity of existing streets and highways, and strategically adding capacity on congested roadways and incorporating "complete streets" design concepts.

Regional Housing Plan

A regional housing plan²⁹ was adopted by the Regional Planning Commission in March 2013. The vision of the plan is to provide decent and affordable housing for all residents of the Southeastern Wisconsin Region. The advisory plan sets forth a series of general objectives to address the provision of affordable and accessible housing throughout the Region. Local government and State and Federal agency implementation of the plan recommendations set forth in the regional housing plan will be necessary to achieve the objectives, which follow:

- Provide decent, safe, sanitary, and financially sustainable housing for all current residents of the Region and for the Region's anticipated future population
- Improve links between jobs and affordable housing by providing additional affordable housing near major employment centers; increasing employment opportunities near concentrations of existing affordable housing; and providing improved public transit between job centers and areas with affordable housing
- Maintain and expand the stock of subsidized housing in the Region to meet the anticipated need for such housing
- Provide accessible housing choices throughout the Region, including near major employment centers
- Eliminate housing discrimination in the Region
- Reduce economic and racial segregation in the Region
- Encourage the use of environmentally responsible residential development practices throughout the Region
- Encourage neighborhood design principles that provide housing in a physical environment that is healthy, safe, convenient, and attractive

A key recommendation of the housing plan is that local governments like the City of Cudahy review their comprehensive plans and zoning ordinances and consider changing the plans and ordinances, if necessary, to address the potential need for affordable housing. The City of Cudahy's comprehensive plan and zoning ordinance do not present barriers to the development of housing that could be affordable to a wide-range of households. More detailed information is presented in the City's Housing Affordability Report, which is posted on the City website.

Regional Water Quality Management Plan

In 1979, the Regional Planning Commission adopted an areawide water quality management plan for Southeastern Wisconsin as a guide to achieving clean and healthy surface waters within the seven-county Region.³⁰ The plan was designed, in part, to meet the Congressional mandate that the waters of the United States be made "fishable and swimmable" to the extent practical. The plan has five elements: a land use

²⁹ Documented in *SEWRPC Planning Report No. 54*, A Regional Housing Plan for Southeastern Wisconsin: 2035, March 2013.

³⁰ Documented in the three-volume *SEWRPC Planning Report No. 30*, A Regional Water Quality Management Plan for Southeastern Wisconsin – 2000, June 1979.

element; a point source pollution abatement element; a non-point source pollution abatement element; a sludge management element; and a water quality monitoring element. The point source pollution abatement element of the regional water quality management plan is of particular importance to land use planning as this plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must conform to the water quality management plan. In 1995, the Commission completed a report documenting updates to the regional water quality management plan, reflecting amendments made over the plan's first 15 years.³¹

Area Plans

Milwaukee Metropolitan Sewerage District Facilities Plan

In 2002, the Milwaukee Metropolitan Sewerage District (MMSD) partnered with the Wisconsin Department of Natural Resources (WDNR) and SEWRPC to establish the Water Quality Initiative (WQI) as a basis for a facilities-planning effort. The purpose of the plan is to document existing MMSD facilities and needs, identify future needs based on projected conditions and demand, and provide an implementation plan for projects and programs to address those needs. The resulting document, the 2020 Facilities Plan, incorporated scientific analysis and public and community input to assess water resources within the Greater Milwaukee Watersheds. Information from communities within the MMSD service area, including the City of Cudahy, used to develop the plan consists of buildout conditions based on population and land use data from SEWRPC's regional land use planning program and an analysis of community comprehensive plans. The primary focus of the plan is to achieve the highest level of water quality improvement in the most cost-effective manner while meeting existing regulatory and permitting requirements. Thus, the plan presents recommendations for facility, program, and operational improvements and policies and includes measures to be undertaken by municipalities served by MMSD that are intended to prevent increases in infiltration and inflow through the plan design year. An update to the facilities plan is expected to be completed in 2021.³²

Airport Plans

MKE Master Plan

An airport master plan is part of a systematic airport planning process, created under the Federal Airport and Airway Development Act of 1970, which calls for participation by every affected element of government, the aviation industry, and the users of the aviation system, who create the demand for such facilities.³³ An airport master plan, which is the last and most detailed and exact of the plans created as part of the cooperative airport planning process, provides information specific to and encompasses the service area of an individual airport facility. Accordingly, the MKE Master Plan, which was being updated as this report was being prepared, will contain site-specific recommendations for the long-range development of Milwaukee Mitchell International Airport³⁴ within the framework of the regional or metropolitan airport system plan.³⁵

The most recent master plan for the airport, adopted by the Milwaukee County Board of Supervisors in 2009, involved key stakeholders, citizens, business groups, and community leaders, including airport tenants; the Federal Aviation Administration (FAA) and other public agencies; Milwaukee County officials; and officials

³¹ In 2007, in coordination with a parallel sewerage facilities planning program carried out by the Milwaukee Metropolitan Sewerage District (MMSD), SEWRPC published an update to the regional water quality management plan—SEWRPC Community Assistance Planning Report No. 50, A Regional Water Quality Management Plan Update for the Greater Milwaukee Watersheds—pertaining to the Kinnickinnic River, Menomonee River, Milwaukee River, Root River, and Oak Creek watersheds; the Milwaukee Harbor estuary; and the adjacent nearshore areas draining to Lake Michigan.

³² The 2050 MMSD facilities plan was adopted in March 2021 while this report was under preparation.

³³ This airport planning process was reaffirmed under the Federal Airport and Airway Improvement Act of 1982 and amended by the Airport and Airway Safety and Capacity Expansion Act of 1987

³⁴ Formerly known as the General Mitchell International Airport (GMIA).

³⁵ SEWRPC Planning Report No. 38, A Regional Airport System Plan for Southeastern Wisconsin (1996), was developed to meet applicable Federal update planning requirements for system level airport planning and provides a sound basis for the preparation of airport facility master plans necessary for the approval of State and Federal grants in support of airport improvements, and investment in airport improvement, within the Region.

from surrounding municipalities, including the City of Cudahy. As result, the 2009 plan supported economic development opportunities within the City, including the Mitchell International Business Park and the business/industrial park located near Pennsylvania and College Avenues.

440th Air Reserve Base Redevelopment Plan

The 440th Air Reserve Base Redevelopment Plan was developed following closure of the former 440th Air Reserve Base in 2005. The plan was developed through a collaboration between the City of Milwaukee, Milwaukee County, and the Milwaukee 440th Local Redevelopment Authority and adopted in 2008. The plan supports long-term growth of the Milwaukee Mitchell International Airport and of the former 440th Air Reserve Base site, which is located in the City of Milwaukee on County-owned land approximately one mile west of the City of Cudahy. The plan recognizes the need for a future parallel runway as documented in the 2009 master plan update for the airport and provides the following recommendations for the reuse of the former 440th Air Reserve Base site:

- Preserve existing buildings and facilities deemed to be in sufficient condition for immediate reuse and market facilities for lease and redevelopment
- Provide site cleanup to remove restrictions of future land uses
- Make utility upgrades to accommodate desired future land uses
- Preserve land to allow for the future construction of the proposed runway 7R/25L (i.e., Runway C1).

The former 440th Air Reserve Base has been branded as the MKE Regional Business Park and is described as a catalytic area in the *MKE Aerotropolis Development Plan*, which is discussed elsewhere in this chapter. The site offers unique inside-the-fence access to Milwaukee Mitchell International Airport and features an extensive inventory of available office and industrial flex space. Development within the site could benefit the City of Cudahy by providing City businesses with unique airport access and City residents with valuable employment opportunities.

Development Height Restrictions

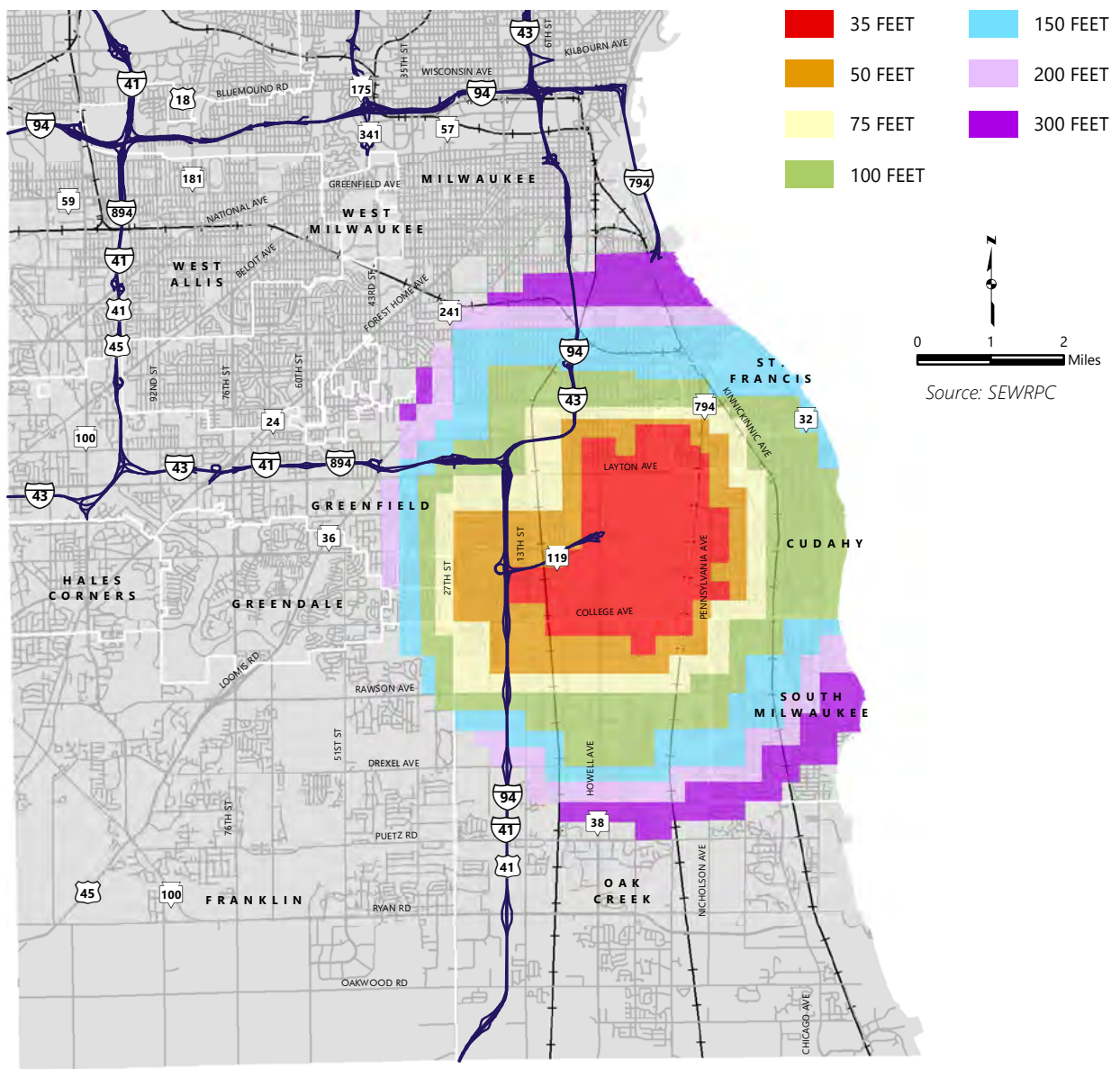
The Federal Aviation Administration (FAA) has established standards and requirements for the safe, efficient use, and preservation of navigable airspace. These standards include building height restrictions that impact potential development within a certain area surrounding the airport, as defined in Chapter 84 of the Milwaukee County Code of Ordinances. To illustrate general building height restrictions and act as a first screening for proposed development around the airport, the County developed a companion map to the ordinance in 1999. Figure 4.1 depicts a simplified version of that map, which was created by taking the median elevation of each quarter section defined in the ordinance. Neither map provides parcel-level accuracy. To obtain accurate height restrictions on a parcel-level, developers must go through a potentially lengthy process that requires a development proposal be submitted to the FAA for review and acceptance. Milwaukee Mitchell International Airport staff and/or representatives may provide assistance to shepherd the process of preparing such proposals.

A notice must be filed with the FAA if requested by the FAA or upon proposing any of the following types of construction or alterations under the Code of Federal Regulations (14 CFR Part 77):

- Any construction or alteration exceeding 200 feet above ground level
- Any construction or alteration that exceeds an imaginary surface extending outward and upward at specified slopes based on airport characteristics
- Any highway, railroad, or other traverse way for mobile objects, of a height that would exceed specified standards
- Any construction or alteration located on any airport³⁶

³⁶As specified by 14 CFR Part 77.9 (d).

Figure 4.1
Development Height Restrictions Surrounding Milwaukee Mitchell International Airport



Note: This map is a generalization of development height restrictions described in Chapter 84 of the Milwaukee County Code of Ordinances and does not provide accurate parcel-level data. Parcel-level accuracy for height restrictions can be obtained through a process involving the Milwaukee Mitchell International Airport and the Federal Aviation Administration (FAA).

MKE Aerotropolis Development Plan

Adopted in 2017, the *MKE Aerotropolis Development Plan* recognizes Milwaukee Mitchell International Airport as a driver for economic growth and urban development and establishes a vision to capitalize on the airport to stimulate economic investment, promote job growth, and enhance the quality of life in nine Aerotropolis Milwaukee communities, including the City of Cudahy. Aerotropolis Milwaukee is a defined region of economic significance that incorporates coordinated multimodal freight and passenger transportation. Developed through a public-private partnership consisting of business leaders and local representatives, including City of Cudahy representatives, the plan was designed as a reference tool for local governments and agencies to aid in decision making relative to future land use changes and strategic investments. The plan promotes concentrated land use and transportation planning efforts to support airport services and

improve Aerotropolis Milwaukee’s ability to attract aviation-oriented businesses.³⁷ More specifically, the plan identifies potential growth areas and promotes appropriate land uses and airport-related development to support Aerotropolis Milwaukee; recommends transportation infrastructure enhancements to improve connectivity and increase capacity and services; and presents strategies to address barriers to development.

The aerotropolis plan identifies numerous contributing areas, or clusters of land uses that support the overall aerotropolis concept. These areas include industrial clusters along Pennsylvania and Packard Avenues within the City of Cudahy. Plan recommendations for contributing areas include the following:

- Attracting and growing aerotropolis-supporting businesses
- Increasing density, including encouraging infill and development of outlots
- Redeveloping incompatible uses
- Improving attractiveness
- Strengthening connections to Milwaukee Mitchell International Airport through transportation improvements, wayfinding signage, and cohesive streetscape design
- Enhancing amenities that contribute to a better quality of life for airport-area workers and residents and a more enjoyable experience for visitors

This comprehensive plan update for the City of Cudahy incorporates limited and general manufacturing uses; promotes infill and redevelopment of appropriate and compatible uses, including uses that can meet residents’ and visitors’ daily needs without requiring a vehicle; and recommends enhanced aesthetics and streetscaping in a manner that is consistent with *MKE Aerotropolis Development Plan* recommendations for contributing areas.

In addition to identifying contributing areas, the aerotropolis plan identifies six Aerotropolis Growth Areas, shown in Figure 4.2, that are significant for their proximity to the airport, their ability and prospects to accommodate aerotropolis-supporting land uses, and for the amount of vacant or underutilized land within each area. Two Aerotropolis Growth Areas are partially located within the City of Cudahy: the Layton/Lake Parkway Area and the MKE South Industrial Area. Located within a two-mile radius of the airport, both areas are within Aerotropolis Milwaukee’s Primary Impact Area. Aerotropolis Growth Areas located inside the Primary Impact Area are most likely to include aerotropolis-supporting land uses, including high concentrations of hospitality, industrial-, and transportation-oriented uses, that serve the Milwaukee Mitchell International Airport. The *MKE Aerotropolis Development Plan* sets forth specific land use recommendations, developed in collaboration with local officials, including representatives from the City of Cudahy, for the Layton/Lake Parkway and MKE South Industrial Aerotropolis Growth Areas.

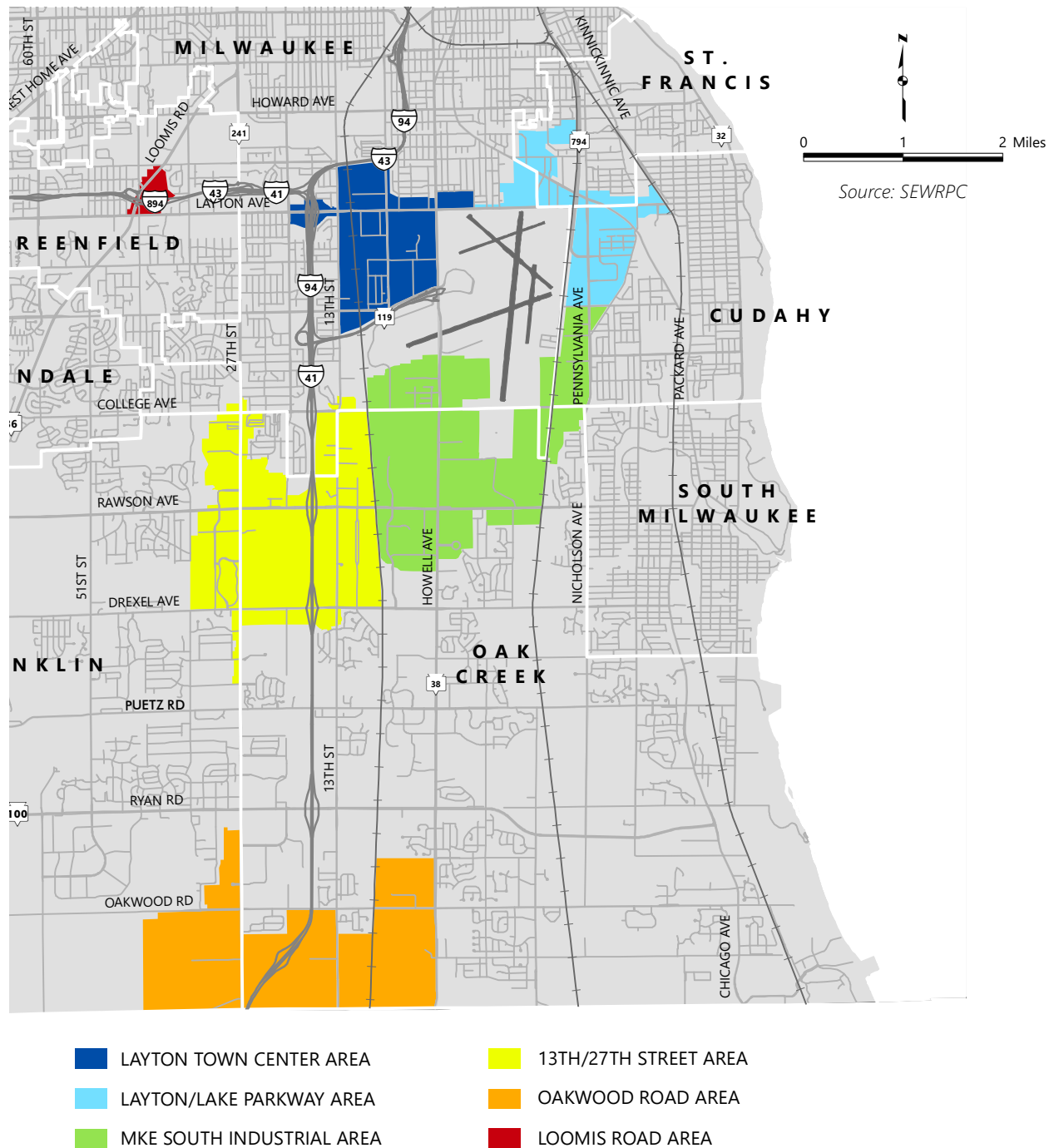
State Transportation Plans

Statewide transportation planning efforts conducted by the Wisconsin Department of Transportation (WisDOT) address interregional travel within and through Southeastern Wisconsin, and within and through the other regions of the State. As WisDOT’s statewide transportation planning specifically addresses travel through the State, between the State of Wisconsin and other states, and between the regions of the State, such planning, efforts focus on commercial and general aviation, intercity bus and passenger rail service, freight railways, ports, and on streets and highways that carry interstate and interregional traffic.³⁸ Coordination between statewide transportation planning and regional transportation planning allows for consistency between Commission traffic forecasts of interregional travel by personal vehicles and commercial trucks on state trunk highways with statewide transportation plans and forecasts.

³⁷ *Airport-oriented businesses include cargo-oriented and time-sensitive manufacturing and distribution facilities, convention centers, hotels, and retail and entertainment businesses dependent on passenger travel.*

³⁸ *Such streets and highways include the highest level of highways, such as freeways and other state trunk highways.*

Figure 4.2
Aerotropolis Growth Areas



WisDOT adopted the state’s long-range multimodal transportation plan, *Connections 2030*, in 2009. As noted in the plan, *Connections 2030* links statewide transportation policy to a range of WisDOT activities, including planning, programming, and implementation. To acknowledge the need for flexibility as priorities and financial resources related to transportation infrastructure needs can vary between budget cycles, *Connections 2030* sets forth a framework of policy statements specifying implementation activities as short, mid, and long-term priorities to help decision-makers. Recommendations set forth in *Connections 2030* are integrated into the Region’s land use and transportation plan, *VISION 2050*. An update to the State transportation plan, *Connect 2050*, was under development as this report was being prepared.

4.6 CONCLUSIONS

A review of existing local, County, and regional and area plans, planning efforts, and ordinances is an important part of the comprehensive plan update process. This chapter summarizes relevant information from those resources as they existed in 2020. Information from the plans and planning efforts presented in this chapter has been incorporated into the updated land use plan and recommendations presented in Chapter 5 (Land Use Element Update and Plan Recommendations) of this report.

LAND USE ELEMENT UPDATE AND PLAN RECOMMENDATIONS

5



Credit: SEWRPC Staff

The updated land use element consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the needs of the City's residents through the year 2050. The land use element is intended to help guide the physical development of the City by providing a means of relating day-to-day development decisions to long-range development needs and goals, helping to ensure that today's decisions support long term development goals for the future. This chapter also presents the updated land use plan map for the City. The land use plan map serves as a visual guide to aid development decisions and serves to support related comprehensive plan goals, objectives, policies, and programs. In addition, this chapter includes updates and revisions to recommendations related to other plan elements, including economic development, that will also aid in guiding future development.

5.1 GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

As noted in Chapter 1 of this report, the City of Cudahy has not significantly changed its policies regarding land use development since adopting the City's 2009 comprehensive plan. The following goals, objectives, policies, and programs related to land use and development have been included and updated from the 2009 plan as needed to reflect information from City planning efforts undertaken since adoption of the 2009 plan, input from City officials, and information from the *Cudahy Gateway and City Center Plan* (GCCP), which is described in Section 5.3 of this chapter.³⁹

Land Use Goal

Engage in thoughtful land use decision making to achieve economic growth, shopping opportunities, and vibrant neighborhoods in Cudahy.

³⁹ *The full scope of the City's comprehensive planning goals, objectives, policies, and programs, including those related to land use, economic development, housing and neighborhood development, transportation, utilities and community facilities, natural resources and sustainability, historic and cultural resources, and intergovernmental cooperation, are set forth in City of Cudahy 2020 Comprehensive Plan (Vandewalle & Associates, 2009).*

Land Use Objectives

- Accommodate a mix of uses in the City, including housing, quality commercial development, and light industrial development at appropriate densities and locations, incorporating pedestrian and vehicular connections that promote multimodal accessibility
- Maintain the City's existing neighborhoods and housing stock, while increasing the amount of quality housing opportunities in the City, including a mix of single-family housing types from starter or empty-nester homes to higher-end dwellings, and multifamily development like townhomes, apartments, and condominium developments, particularly within the GCCP Planning Area
- Promote catalytic new mixed use developments at key infill and redevelopment sites, including those identified in the GCCP, downtown, and within the South Packard Corridor⁴⁰
- Continue developing the City's downtown into a vital destination featuring civic, cultural, entertainment, and family-oriented activities for City and South Shore residents while honoring downtown's historical setting
- Maintain adequate acreage for light industrial and commercial office uses, incorporating buffers between residential areas, to ensure that the City remains a community of abundant employment opportunities
- Ensure that new development provides amenities to support the daily needs of the City's residents and workforce, positively impacts the quality of life for existing residents, and contributes to making the City a special and unique place to live and to raise a family

Land Use Policies and Programs

- Refer to the 2050 land use plan map in this report when considering development and land use decisions, such as rezoning requests
- Partner with private property owners, developers, and neighbors to realize the greatest potential for each new development and redevelopment site envisioned under this plan
- Actively promote infill development and redevelopment of aging or previously passed-over sites for productive, compatible uses, engaging in public/private partnerships to encourage investment in the City
- Ensure better transitions and connections between pre-existing, potentially conflicting, neighboring land uses, such as where industrial property abuts residential neighborhoods, through code enforcement, noise and odor controls, and landscaping and fencing for buffering
- Secure a mix of housing types and price ranges to meet the diverse needs of different sectors of the City's population, with an emphasis on the importance of owner-occupied housing
- Implement detailed development design guidelines that promote quality design for development projects and require that the developers of all new projects to submit a detailed site plan, which clearly and carefully addresses building design, building scale, parking, lighting, grading, stormwater management, landscaping, and signage, prior to development review
- Pursue zoning ordinance amendments or updates, as appropriate, to achieve the land use and design recommendations of this plan, including those that assure a clear development review process
- Focus neighborhood-oriented business uses in areas that will conveniently serve residential areas, enhance the traditional character of the City's neighborhoods, and provide viable reuse opportunities for older commercial structures nestled in neighborhoods

⁴⁰ *The South Packard Corridor is a planning area established by the City's 2009 comprehensive plan.*

- Encourage land use patterns and development intensities that facilitate and complement alternative forms of transportation, including walking, biking, bus service, and a potential future commuter rail stop in the City's downtown
- Implement master planning concepts as presented in the GCCP to guide private and public development, especially on sites of particular significance, such as the area around Barnard Avenue west of the Union Pacific (UP) Railroad
- Maintain the historic character of the City's downtown through restoration, adaptive reuse, compatible redevelopment, and strategic relocation of civic facilities, continuing to implement the community's vision for the downtown
- Foster greater cooperation/coordination between City, County, regional,⁴¹ and State planning and land management efforts
- Prioritize citizen involvement and residents' interests in the development process

Other Policies, Programs, and Initiatives

The following policies, programs, and initiatives, which were derived from the City's 2009 comprehensive plan, support objectives established by the City's recent planning efforts, including the GCCP and a strategy for the redevelopment of the Packard Avenue corridor.

Housing and Neighborhood Development

- Promote and increase homeownership and ensure rental housing is available throughout the City. Encourage the development of owner-occupied and rental housing where appropriate so that each neighborhood has a variety of housing options
- Increase residential density, including appropriate workforce housing and housing for the aging population, alongside complimentary uses in strategic locations where transportation and other services are accessible, including downtown and within potential redevelopment sites within the Packard Avenue corridor
- The City could consider extending a tax increment financing district (TID) to support affordable housing within the City

Transportation

- Provide a continuous multimodal connection linking the west and east sides of the City
- Create a green corridor, including landscaped pedestrian-oriented connections, for local community residents to access existing natural amenities (as identified in the GCCP)
- Promote a safe and efficient transportation network to maintain/operate vehicular circulation supporting surrounding development while incorporating new and improved roads, sidewalks, and paths; and utilizing alleyways and parking courts to minimize driveway curb cuts along major streets
- Develop the GCCP Planning Area as a vibrant, walkable district with appropriate integrated pedestrian and vehicular connections to adjacent development, IH 794, Milwaukee Mitchell International Airport, and Lake Michigan
- Encourage active transportation and minimize the need for vehicular use within the GCCP Planning Area by accommodating safe pedestrian connections and reinforce traffic calming at intersections to maximize pedestrian use of streets

⁴¹ Specifically to the Southeastern Wisconsin Region, including Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

- Accommodate safe bicycle connections within the GCCP Planning Area
- Improve vehicular, bicycle, and pedestrian connections between the neighborhoods to the east and west of Packard Avenue to encourage redevelopment within a pedestrian-friendly environment

Utilities and Community Facilities

- Advance community, personal, and environmental health by providing cultural and recreational opportunities
- Increase the visibility of and access to natural amenities within the City, including Lake Michigan
- Provide enhanced connections for bicyclists
- Create small parks, pocket plazas, or urban squares as focal points and gathering spots

Historic and Cultural Resources Initiatives

- Preserve the historic character of downtown
- Promote mixed use redevelopment and quality appearance along the City's commercial avenues
- Celebrate the City's manufacturing strength and heritage, potentially through an "Industry Walk of Honor" along Packard Avenue south of the City's historic downtown, incorporating façade improvements, interpretive displays, and utilizing monuments or murals to celebrate the individuals that helped build industry in the City

5.2 NEW/REVISED PLAN RECOMMENDATIONS

Economic development and its relationship with land use was a major focus of the City as this plan update was being prepared. Many of the City's economic development initiatives may have significant land use impacts as properties within the City are redeveloped and undergo potential land use changes. New and revised economic development recommendations that are directly related to the GCCP Planning Area recommendations and updated land use plan set forth in this report include the following:

- Align projects with recommendations presented in up-to-date City plans, including both the *Cudahy Gateway and City Center Plan (GCCP)*⁴² and *Design Guidelines*, and in accordance with recent redevelopment efforts, including strategies for revitalizing the Packard Avenue corridor⁴³
- Prioritize key redevelopment sites, including obsolete buildings
- Attract live-work residential development that features workspace connected to and/or within living quarters
- Promote mixed use development where appropriate, including such sites as Packard Plaza and the former Blast Fitness and K-Mart sites (See Figure 5.1 for a conceptual redevelopment scenario for the former K-Mart site)
- Implement streetscaping improvements, including welcoming and wayfinding signage

Other new and revised economic development initiatives based on City planning efforts since 2009 include the following:

- Create a network and cultivate relationships with strategic partners and stakeholders

⁴² Rinka, 2020.

⁴³ Winter & Company, 2011.

Figure 5.1
Conceptual Redevelopment Scenario for Former K-Mart Site



Source: Kahler Slater

- Serve as a catalyst to create a healthy business environment
- Conduct a market study analysis to gauge development and current real estate market potential
- Update the City's zoning code
- Establish business retention and recruitment programs, including loans, grants, and assistance with start-up business plans, to encourage the retention and expansion of existing businesses in Cudahy, attract high-quality and viable new businesses, and promote business development resources
- Create a tool kit and bundle incentives, including incentives for shovel-ready sites, to recruit developers
- Explore the creation of a Planned Unit Development (PUD) zoning district to implement the vision set forth in the *Cudahy Gateway and City Center Plan (GCCP)*
- Evaluate and prioritize projects based on tax-increment potential, highest and best use, and job creation
- Conduct brownfield remediation
- Address tax-delinquent properties, involving Milwaukee County as needed
- Enforce the City's zoning code, especially in relation to dilapidated buildings
- Explore acquiring blighted properties
- Offer a façade and signage program with associated grants

5.3 PLANNING AREAS

Based on discussions with City officials, two areas of focus for this plan update include incorporating GCCP recommendations into the comprehensive plan and developing recommendations for the Packard Avenue corridor. Implementing the land use recommendations for these areas could help the City achieve its economic development initiatives.

Cudahy Gateway and City Center Plan (GCCP) Planning Area

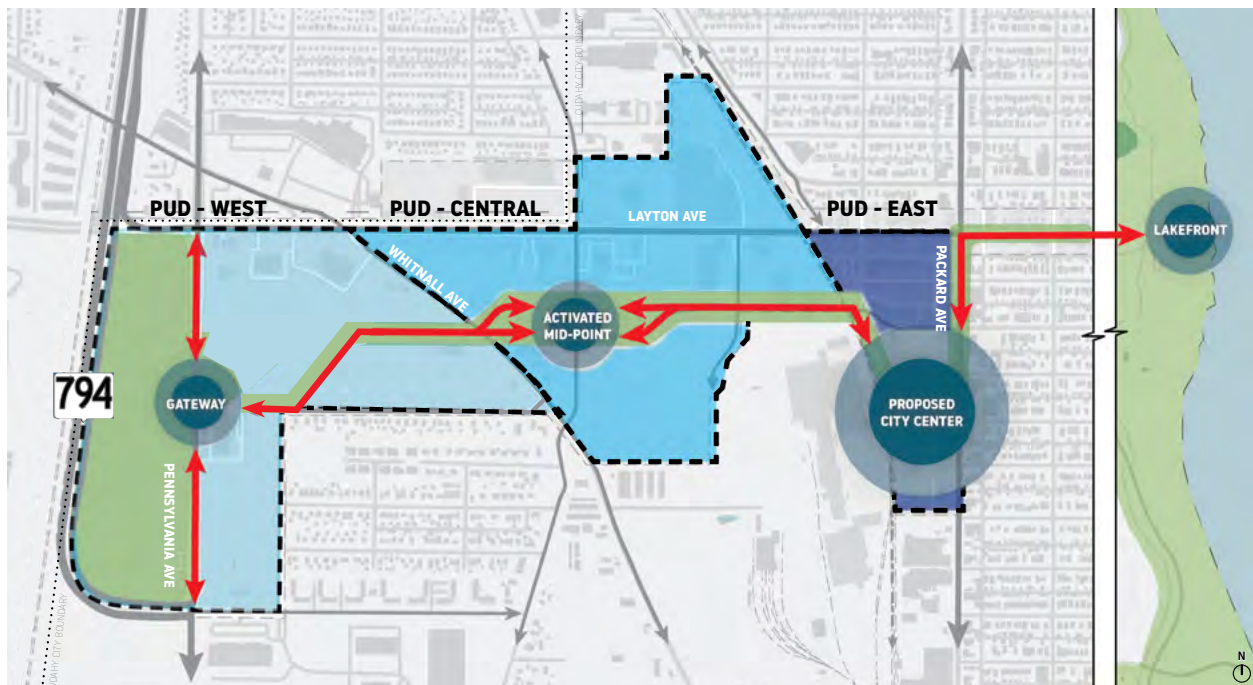
The purpose of the *Cudahy Gateway and City Center Plan* (GCCP) is to help City of Cudahy officials articulate a vision for developing the GCCP Planning Area using the Planned Unit Development (PUD) process. The PUD process allows for flexibility in development proposals where multiple parcels can be combined to promote development with an enhanced site plan and diverse building types, placements, and land uses. A PUD can incorporate pedestrian-oriented development, promote efficient infrastructure, and protect and enhance environmental features. The general development plan presented in the GCCP uses organizing principles for proposed development within individual geographical areas under a series of design goals that are described later in this section. Shown on Figure 5.2, the general development plan contains three PUD areas, including a western gateway around Pennsylvania and Carpenter Avenues (PUD-West), a proposed city center connecting with the City's historic downtown near Packard Avenue (PUD-East), and an activated mid-point around Nicholson and Barnard Avenues (PUD-Central). Strategies and recommendations for future land uses within the PUD areas, which are integrated into this comprehensive plan update, were developed under a series of design goals.

GCCP Design Goals

The design goals set forth in the GCCP are intended to re-energize and unify neighborhoods with interconnected green space and arts and cultural and entertainment uses to help promote the City as a unique family-friendly community. The design goals vary in scope: some relate to specific areas established by the GCCP, such as the Proposed City Center or Gateway; other design goals are applicable to the study area as whole. Figure 5.3 includes examples of the GCCP design goals, which follow:

- *Activate City Center* - Create a city center celebrating the past and future of the City of Cudahy, providing a nexus to grow and gather around
- *Create Gateway* - Give the City of Cudahy a true gateway, celebrating its history, industry, people, and arts, solidifying an identity for the future
- *Improve Walkability* - Develop a densely planned community that promotes active lifestyles and minimizes the need for vehicular use within the immediate area
- *Green Connection* - Build a development that serves to link the west and east sides of the City from the gateway, to the proposed city center, to the lakefront. Provide a new green connection for local community residents to access existing natural amenities
- *Enhanced Infrastructure* - Maximize, integrate, and complete infrastructure to achieve desired densities and support new, existing, and historical amenities
- *Enriched Identity* - Restore the historical identity of and create a positive perception of the City as a culturally rich, family-oriented, vibrant community
- *Diversify Culture* - Define development goals that will identify the City of Cudahy to be a progressive and diverse-minded community with arts, entertainment, and family-focused opportunities

Figure 5.2
Cudahy Gateway and City Center Plan (GCCP) Planning Area



Source: RINKA*

South Packard Corridor

Revitalizing the South Packard Corridor is among the key initiatives presented in the City's 2009 comprehensive plan and is a significant component of this plan update. The South Packard Corridor includes relatively large redevelopment sites with high traffic volumes that could support numerous building types and uses. Figure 5.4 shows the South Packard Corridor planning area along with other planning areas encompassing Packard Avenue as presented in the City's 2009 comprehensive plan.

Redevelopment within the South Packard Corridor is expected to include a mix of land uses, examples of which are presented in Figure 5.5, at key redevelopment sites. A planned mix of commercial and residential uses is envisioned to be a significant redevelopment component because it would help reinvigorate the area, and continue the momentum of the revitalization efforts in the northern, historic downtown portion of Packard Avenue. Key redevelopment sites in the South Packard Corridor include aging commercial centers such as the former K-Mart site and Packard Plaza. The areas around Ramsey and College Avenues are envisioned to feature moderate- to large-scale retail, service, and office uses. Continued neighborhood and community business uses, and light and general industrial uses are envisioned along Packard Avenue in the City's industrial core between the South Packard Corridor and the historic downtown.

To support redevelopment and revitalization efforts, the City intends to improve aesthetics within the Corridor. Means to improve aesthetics may include extending design goals and guidance presented in both the GCCP and the City's downtown design guidelines, and referencing examples from successful revitalization efforts in the downtown. Some such strategies, presented in Figure 5.6, include the following:

- Uphold high-quality design standards for redevelopment, potentially with sustainable features like those required for LEED certification,⁴⁴ that integrates the buildings and streetscapes within a redevelopment site and promotes an active and cohesive pedestrian-friendly atmosphere

⁴⁴ A sustainable building certification program established by the U.S. Green Building Council, LEED (Leadership in Energy and Environmental Design) certification signifies dedication to creating healthy and efficient buildings and development.

Figure 5.3
Cudahy Gateway and City Center Plan (GCCP) Design Goals



A proposed city center along Packard Avenue in the City's downtown would celebrate the City's history and industry with arts, culture, and family friendly entertainment.



Pocket plazas located throughout the GCCP Planning Area should integrate family-friendly, walkable green spaces with adjacent residential and mixed use destinations.



The City's western gateway at Layton and Pennsylvania Avenues should connect the City's access to Lake Parkway (IH 794) and the Milwaukee Mitchell International Airport area with the GCCP Planning Area's walkable development.



Public infrastructure within the GCCP Planning Area is envisioned to include City-led public investment opportunities for streetscape, public space, and bicycle and pedestrian networks that create an identifiable neighborhood atmosphere and a comprehensive, sustainable framework for development.



The GCCP Planning Area is envisioned to feature street parking, paved terraces with trees, and planted boulevards for improved walkability.



The GCCP Planning Area should celebrate Cudahy's historical industrial identity and promote vibrant, culturally rich, family-oriented development.

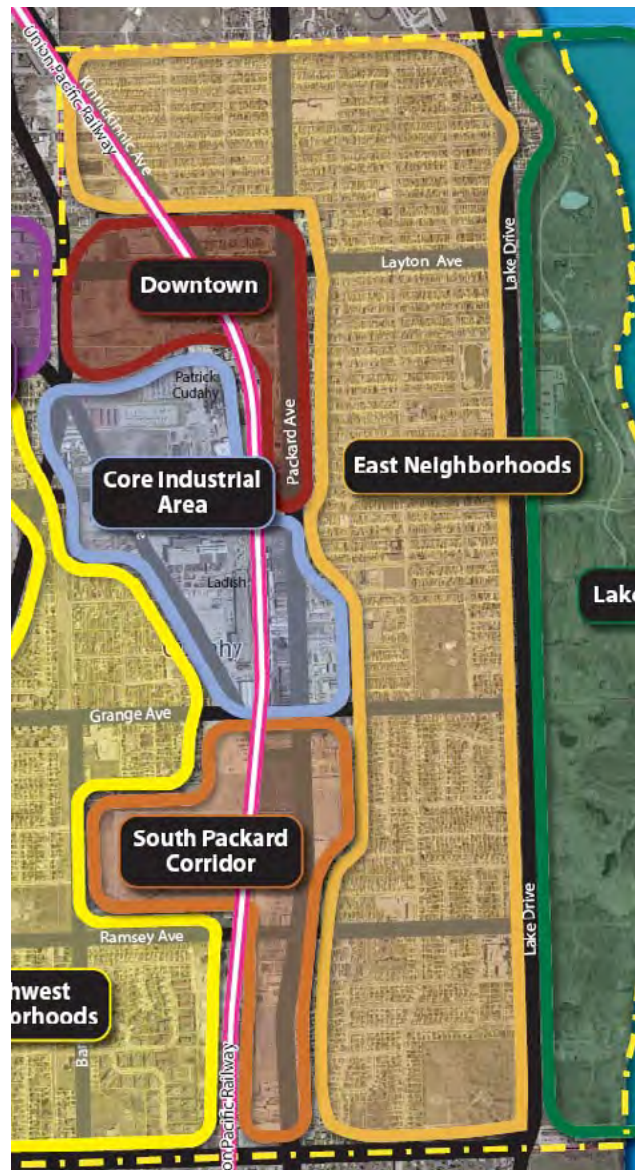
- Incorporate and improve the function and appearance of public spaces by designing such spaces to be connected to and shared by surrounding development, and integrating natural features and views, including taking advantage of solar heating, plantings to provide shade, and views open to the sky to ensure areas are usable for extended periods during the year
- Minimize the negative impacts of on-site parking areas by dividing large parking areas into smaller lots, locating parking to the side of or behind buildings rather than in front, and screening and shading parking areas with landscaping, potentially incorporating green infrastructure to manage stormwater on site

While it is anticipated that the South Packard Corridor’s appearance will improve as redevelopment occurs, the City also intends to improve the aesthetics of existing development along Packard Avenue in the industrial core between the South Packard Corridor and downtown. Strategies for improving the appearance of existing development include collaborating with local companies to encourage façade and site improvements and promote community involvement. The City will work to identify financial resources for small business owners, such as façade grants, to help with such improvements. As noted in the City’s 2009 plan, creating an “Industry Walk of Honor” or hosting an annual festival are some additional means by which the City may elevate Packard Avenue’s appeal and celebrate the City’s industrial heritage.

Strategies for improving Packard Avenue’s gateway functions and facilitating a safe multimodal transportation network under the vision for public infrastructure in the GCCP could be applied to the South Packard Corridor, and the entire length of Packard Avenue in the City. In addition to promoting a mix of land uses to encourage activity, pedestrian and bicycle infrastructure could be improved to create a walkable and bicycle-friendly environment. Incorporating streetscaping components like attention to signage design can also benefit the corridor by identifying significant gateways and development and aiding visitors with finding destinations.

In addition to efforts relating to redevelopment, design, and the transportation network, the City intends to pursue economic development initiatives that promote retaining existing businesses. Retaining businesses along Packard Avenue is important to maintaining a strong employment base in the City. Such economic development strategies emphasize active communication between the City and existing businesses to identify and address businesses’ concerns and to help them succeed and grow. Potential means of communication include conducting regular meetings with business owners along Packard Avenue and identifying financial resources, such as façade grants, for small business owners.

Figure 5.4
Planning Areas Encompassing the
Packard Avenue Corridor



Source: Vandewalle & Associates

Figure 5.5
Examples of Mixed Use Redevelopment Envisioned for South Packard Corridor

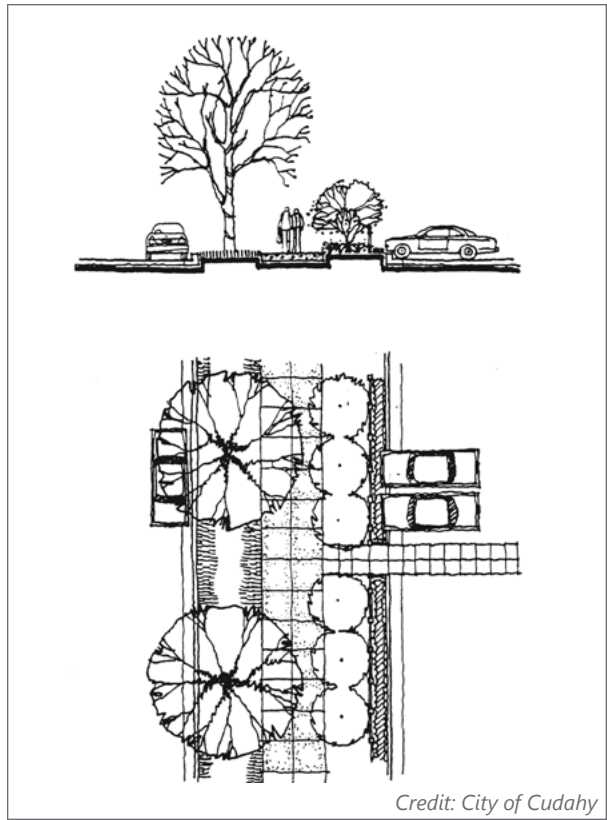


Quality mixed-use development within the South Packard Corridor should incorporate a variety of uses and be designed to enhance the streetscape to promote pedestrian activity and further the City's vision for a vibrant, attractive commercial avenue.

Figure 5.6
Design Strategies for the South Packard Corridor



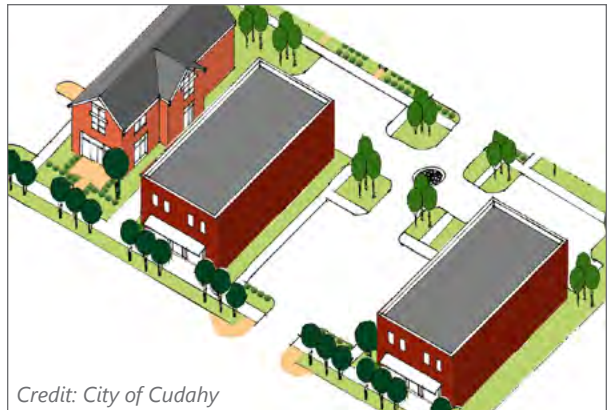
Credit: RINKA+



Credit: City of Cudahy



Credit: City of Cudahy

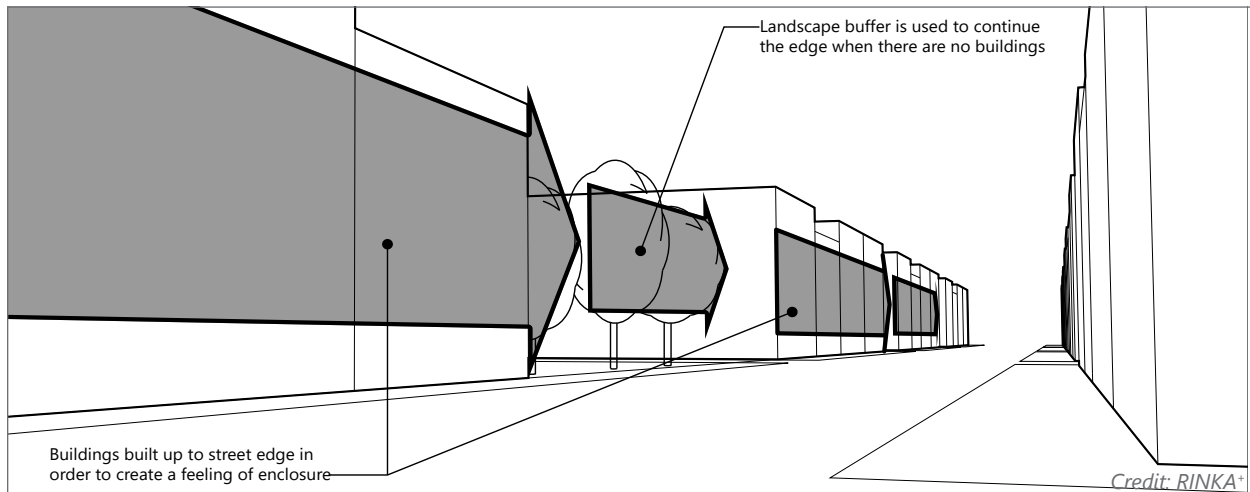


Credit: City of Cudahy



Credit: RINKA+

Figure 5.6 (Continued)



Active streets are critical to achieve a vibrant, integrated environment. To maximize pedestrian use of streets for customers, residents, and visitors, development within the South Packard Corridor should meet high-quality design standards to integrate buildings and streetscapes and define the street edge to create and enclose a pedestrian-oriented atmosphere with shared public spaces. Development can promote an active, cohesive pedestrian-friendly atmosphere using architectural features, vegetation, and additional streetscape features. Parking should be screened and organized into smaller, shared lots to enhance the street edge and enliven the streetscape. Building massing should be visually appealing and complement existing patterns while supporting architectural diversity featuring varied heights, articulated masses, and pedestrian-scaled street fronts. A sense of human scale (achieved when one can reasonably interpret the size of a building by comparing features of its design to comparable elements in one's experience) should be created through use of a building material or feature of a familiar dimension, such as brick or windows of a traditional similar dimension, or through moldings and detailing materials, like awnings.

5.4 LAND USE PLAN

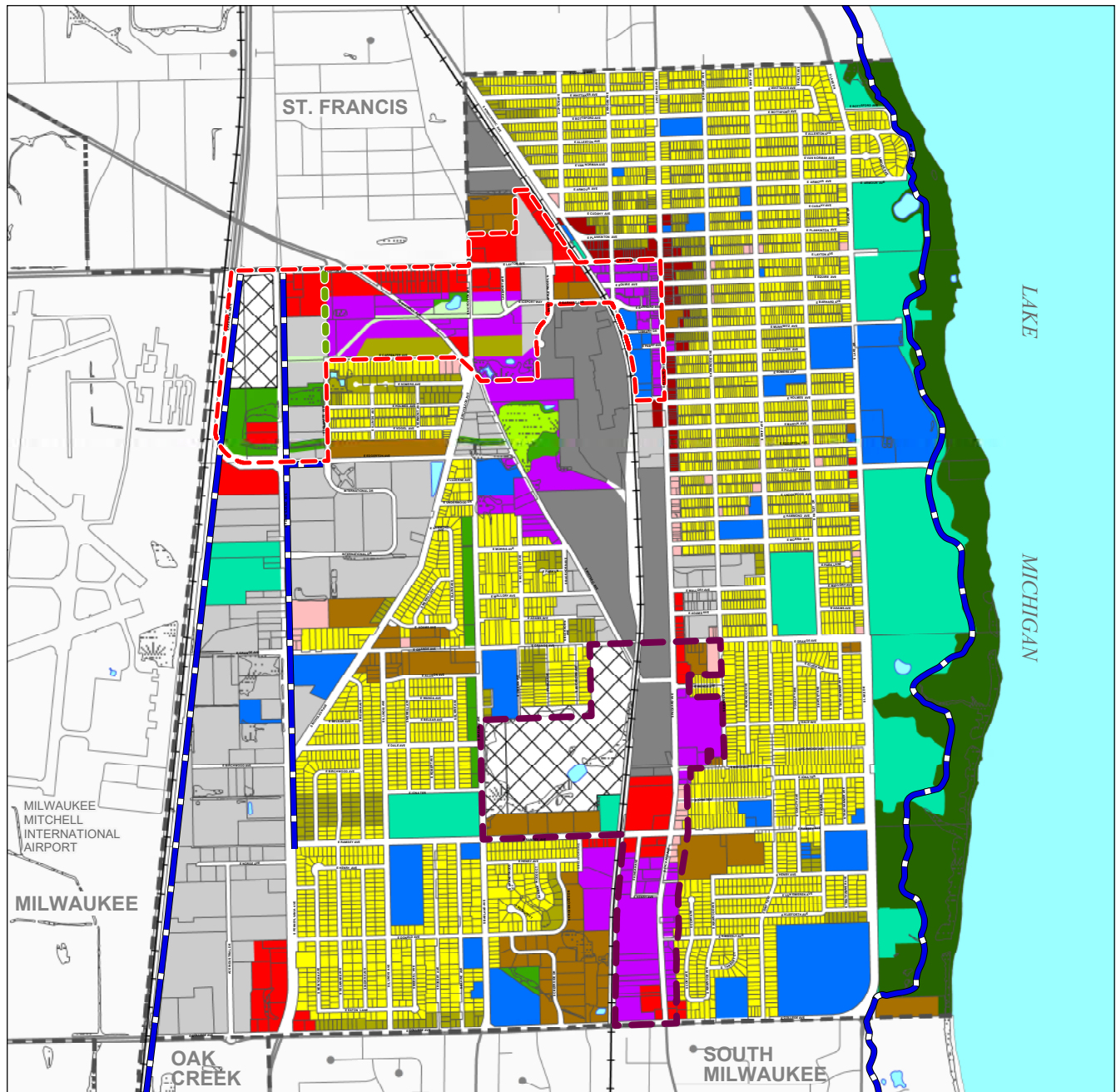
The 2050 land use plan map for the City of Cudahy is presented on Map 5.1. Related quantitative data are presented in Table 5.1. The basis for the map is the Future Land Use Vision Map set forth in the City's 2009 comprehensive plan. The following is a list of updates made to the 2050 land use plan map as part of this update to the City's comprehensive plan:

- Incorporation of the GCCP Planning Area as outlined in Table 5.2
- Updates to further promote redevelopment along Packard Avenue, particularly the South Packard Corridor
- Primary environmental corridors and isolated natural resource areas as of 2015 have been added to the map

Planned Land Uses

The City's 2050 land use plan map incorporates, and updates, planned land uses presented in the City's 2009 comprehensive plan. This section presents descriptions of the City's planned land uses.

Map 5.1
Land Use Plan for the City of Cudahy: 2050



PLANNED LAND USE CATEGORIES

- SINGLE-FAMILY RESIDENTIAL
- SINGLE- AND TWO-FAMILY RESIDENTIAL
- MULTIFAMILY RESIDENTIAL
- NEIGHBORHOOD BUSINESS
- CENTRAL BUSINESS
- COMMUNITY BUSINESS
- PLANNED MIXED USE
- LIMITED MANUFACTURING

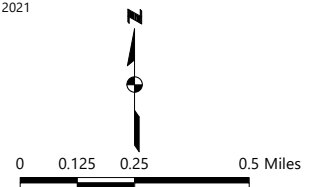
- GENERAL MANUFACTURING
- INSTITUTIONAL
- GREEN CONNECTION
- PARKS
- PRIMARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- LOWLAND CONSERVANCY
- FUTURE LAND USE STUDY AREA

ADDITIONAL MAP FEATURES

- SURFACE WATER
- WETLAND
- RIGHTS-OF-WAY
- RECREATION TRAILS
- DELAWARE STREET EXTENSION
- GATEWAY CITY CENTER PLAN (GCCP) PLANNING AREA
- SOUTH PACKARD CORRIDOR
- MUNICIPAL BOUNDARY

Note: Shapes on map represent a general vision for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the City's comprehensive plan document for specific policies related to the land use categories shown on this map and the City's zoning map/ordinances for a representation of what can be done with land at present. Natural features depicted on this map use generalized boundaries of environmental features.

Date of Currency: August 17, 2021



Source: City of Cudahy, Milwaukee County, Vandewalle & Associates, inc, and SEWRPC

Table 5.1
Planned Land Use in the City of Cudahy: 2050

Planned Land Use Category ^a	Acres	Percent
Single-Family Residential	747.5	24.5
Single- and Two-Family Residential	80.2	2.6
Multifamily Residential	113.7	3.7
Neighborhood Business	18.5	0.6
Central Business	15.4	0.5
Community Business	88.7	2.9
Planned Mixed Use	131.8	4.3
Institutional	173.5	5.7
Limited Manufacturing	338.9	11.1
General Manufacturing	137.8	4.5
Parks	218.2	7.1
Primary Environmental Corridor	193.7	6.3
Isolated Natural Resource Area	9.4	0.3
Lowland Conservancy	36.8	1.2
Future Land Use Study Area	91.3	3.0
Green Connection	7.5	-- ^b
Rights-of-Way	645.0	21.1
Surface Water	6.9	-- ^b
Total	3,054.8	100.0

^a Parking is included in associated planned land use.

^b Less than one percent.

Source: City of Cudahy and SEWRPC

Table 5.2
Planned Land Uses Within the GCCP Planning Area

GCCP Planning Area Development Zone	Planned Land Use
Mixed Civic Zones	Institutional
Mixed Commercial Zones	Community Business
Mixed Industrial Zones	Limited Manufacturing
Mixed Use Zones	Planned Mixed Use
Residential	Single-Family and Two-Family Residential

Note: From Cudahy Gateway and City Center Plan, RINKA+ (2020).

Source: RINKA+, City of Cudahy, and SEWRPC

Residential

Single-Family Residential

Areas classified as Single-Family Residential are intended to feature single-family detached residences. Parcels within this planned land use category generally have a minimum area of 9,000 square feet and a maximum density of up to 4.8 dwelling units per acre. The City promotes adapting Neighborhood Business sites located within or adjacent to residential neighborhoods for single-family residential use in a manner that is compatible with neighborhood surroundings. The City’s RS-1 and RS-2 zoning districts are most appropriate for areas classified as Single-Family Residential and the RD-1 zoning district is also acceptable for many areas classified as Single-Family Residential.



Credit: SEWRPC Staff

Single- and Two-Family Residential

Areas classified as Single- and Two-Family Residential feature single-family residences; two-family residences, like duplexes; and attached single-family residences with individual entries, such as townhomes and row houses. Parcels within this planned land use category generally have a minimum area of 7,200 square feet and a maximum density of up to 9.7 dwelling units per acre. Areas already in such use account for much of the single- and two-family residential uses shown on Map 5.1. The City's RD-1 and RD-2 zoning districts are most appropriate for areas classified as Single- and Two-Family Residential.



Credit: RINKA+

Multifamily Residential

Multifamily residential uses include multiple-family residences, or parcels with three or more residential units. Parcel size and density within this planned land use category can vary depending on the number of dwelling units within a parcel. Areas already in multifamily residential uses account for many of the areas classified as Multifamily Residential on Map 5.1. The City's RM-1, RM-2, and RM-3 zoning districts are the most appropriate zoning options for areas classified as Multifamily Residential, however, PUD overlay zoning may also be used.



Credit: SEWRPC Staff

Commercial and Mixed Use

Neighborhood Business

Areas classified as Neighborhood Business on Map 5.1 include small-scale retail, service, and office uses that primarily serve neighborhood residents. These areas are envisioned to be of a scale and appearance that preserve and compliment the character of surrounding residential areas. Parcels with neighborhood business uses may include coffee shops, boutiques, small-scale professional offices, convenience stores, and similar uses. The City's B-1 zoning district is most appropriate for areas classified as Neighborhood Business, though other zoning districts, including PUD overlay zoning, may also be used.

Central Business

The Central Business land use category is intended to include a mix of retail, service, office, and institutional uses. In the City's historic downtown and in similar portions of the City, buildings with central business uses may have residential units on upper stories. Parcels classified as Central Business, which are generally under one acre in size, are intended to be pedestrian-oriented, featuring on-street parking and development whose scale, setback, design, and materials are compatible with the historic character of existing buildings. The City's B-3 zoning district is generally the most appropriate zoning district option for areas classified as Central Business, though PUD overlay zoning may apply.



Credit: City of Cudahy

Community Business

Community business uses include a mix of retail, service, and office uses. Areas designated as Community Business include local, regional, and national businesses that serve the City of Cudahy and neighboring communities. New development classified as Community Business will be characterized by buildings with architectural detailing and quality materials, on sites with generous landscaping, controlled lighting, attractive signage, and little to no outdoor storage or display of merchandise. As shown on Map 5.1, parcels within areas classified as Community Business range from moderate to large in size and are generally located along the City's primary arterial streets. These locations, including along Layton Avenue with clusters near Pennsylvania and Packard Avenues and along Packard Avenue at Grange, Ramsey, and College Avenues, are generally areas with combinations of the largest and best positioned commercial sites, heaviest traffic volumes, and currently-viable commercial uses in the City. The City's B-2, B-4, and B-5 zoning districts are generally the most appropriate zoning districts for areas classified as Community Business, though PUD overlay zoning may also be used in such areas.



*Credit: RINKA**

Planned Mixed Use

Areas classified as Planned Mixed Use include commercial, office, institutional, and/or residential uses. Planned mixed use development may incorporate multiple uses within a singular development site or within individual buildings. Areas designated as Planned Mixed Use are envisioned to be vibrant urban places that will function as community activity centers and provide opportunities for a live-work-shop-play environment. As such, this planned land use category is intended for a carefully designed, but flexible, mix of uses that will frequently be integrated within the same development site and/or in the same building, such as ground floor retail with upper story housing or offices. The Planned Mixed Use designation is not intended to discourage single-use development that would be beneficial to City residents.



*Credit: RINKA**

Areas classified as Planned Mixed Use are adjacent to lands classified as Green Connection along Barnard Avenue and along Whitnall, and Packard Avenues—areas with the highest market potential and desirability for mixed use development options. These areas offer relatively large sites that could accommodate a variety of different buildings and land uses, but are typically in locations that will likely not support solely commercial uses in the future. Residential development of at least parts of these sites will help support nearby commercial uses and add new life to the City. Planned Mixed Use development along Packard Avenue is expected to evolve predominantly from the redevelopment of aging commercial centers.

Approvals for development within areas classified as Planned Mixed Use will be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans, usually part of a Planned Unit Development (PUD) project. The best option for future zoning of the lands classified as Planned Mixed Use is often the PUD overlay zoning district, which allows a desired mix of uses and provides flexibility in site planning and layout, in exchange for superior design. However, a mix of residential and business zoning districts may also be appropriate.

Industrial

Limited Manufacturing

The Limited Manufacturing planned land use category encompasses portions of the City intended for high-quality indoor manufacturing, warehousing and distribution, and ancillary office uses. New development in areas classified as Limited Manufacturing will include generous landscaping, screened storage areas, modest lighting, and limited signage. Limited Manufacturing areas may be close to neighborhoods; in such areas, careful attention to neighborhood impacts must be considered, including noise and traffic. Lands classified as Limited Manufacturing are primarily located within sites that are already developed for such use, including lands along the South Pennsylvania Avenue corridor, along Whitnall Avenue, around Layton Avenue and Sweet



Credit: RINKA+

Applewood Lane, and in older, small-scale industrial/contractor areas along Packard Avenue. The City's M-1 zoning district is generally the most appropriate zoning option for areas classified as Limited Manufacturing.

General Manufacturing

The General Manufacturing planned land use category includes areas envisioned for indoor manufacturing, warehousing, distribution, and ancillary office uses, often with outdoor storage areas and moderate attention to building design, landscaping, and signage. Areas classified as General Manufacturing are predominately sites with the largest and longest-standing industries in the City, such as Patrick Cudahy and Ladish. The City's M-2 zoning district is generally most appropriate for areas classified as General Manufacturing.

Other Uses

Institutional

Areas classified as institutional include larger-scale public buildings, including governmental uses, schools, religious institutions, utility buildings, hospitals, and special-care facilities—the majority of which are preexisting institutional sites. While the institutional uses shown on Map 5.1 include the current City Hall site, it is possible, in the long-term, that City Hall could be relocated downtown, potentially freeing the current site for park-side housing.⁴⁵ The City is open to working with the County to determine the site's potential for future residential uses. The City may, in the future, amend the planned land use classification for the current City Hall site to reflect any such potential transition.



Credit: SEWRPC Staff

More broadly, some sites classified as Institutional may, for whatever reason, cease to be viable for institutional use in the future. In such cases, the City will consider some type of use compatible with the site's setting; the process for considering such alternative uses will include consideration of an amendment to this plan. In addition, future small-scale institutional uses may also be located in areas classified for other uses on Map 5.1. The City's I-1 zoning district is generally most appropriate for areas classified as Institutional, though other zoning districts may also be appropriate, particularly downtown and for smaller-scale institutional uses in neighborhoods.

⁴⁵ Such redevelopment would be dependent upon collaboration with Milwaukee County per deed restrictions on the current City Hall site.

Green Connection

As proposed in the GCCP, the land use plan includes a green connection that serves to link the west and east sides of the City of Cudahy. The connection's western extent forms an airport-area gateway where Pennsylvania Avenue intersects with an extension of Carpenter Avenue. The connection traverses the GCCP Planning Area along Barnard Avenue to a proposed City Center at Packard Avenue in the City's historic downtown. To the east, the green connection continues along Layton Avenue to Lake Drive, culminating at lakefront park lands. While lands classified as Green Connection support vehicular traffic, the primary purpose of the green connection is to promote pedestrian activity. The green connection provides pedestrian links within the GCCP Planning Area that will serve future development and ensure access to existing natural amenities and planned outdoor spaces.



*Credit: RINKA**

Parks

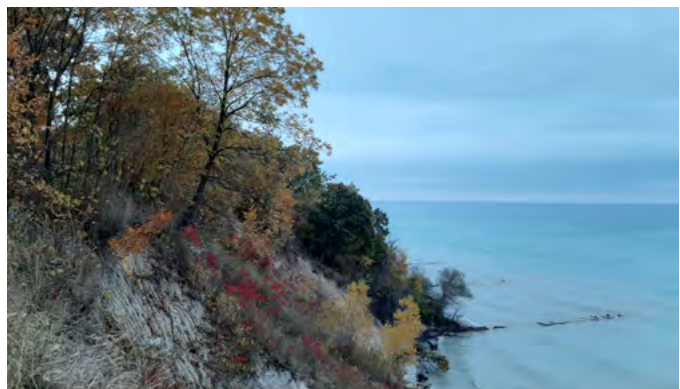
Lands classified as Parks within the City include publicly owned lands developed with playgrounds, play fields, trails, picnic areas, and related recreational facilities. The majority of land classified as Parks is along the City's eastern boundary, which is entirely within County-owned parks and contain all of the primary environmental corridors located within the City. The City's P-1 zoning district is generally most appropriate for areas mapped in this planned land use category, though residential zoning districts may also be considered.



Credit: SEWRPC Staff

Primary Environmental Corridors and Isolated Natural Resource Areas

Several important, high-value elements of the natural resource base are considered essential to maintaining the ecological balance and the overall quality of life in Southeastern Wisconsin. Such elements generally include woodlands, wetlands, and lakes, rivers, and streams and their associated riparian buffers. Additional important natural resource elements include floodplains and steeply sloped areas where intensive development would be ill-advised. In addition, certain natural resource-oriented features offer complimentary recreational, aesthetic, ecological, and natural value to the aforementioned high-value natural resource elements; these natural resource-oriented features include existing and potential park and open space sites, historic sites, scenic areas and vistas, natural areas, and critical species habitat sites. Concentrations of these high-value natural resource elements and related features often form a linear pattern of relatively narrow, elongated areas in the landscape and serve as the basis for identifying primary environmental corridors and isolated natural resource areas.



Credit: SEWRPC Staff

Primary environmental corridors are at least 400 acres in size, two miles in length, and 200 feet in width. Isolated natural resource areas are between five and 100 acres in size and are physically separated from

primary environmental corridors. Primary environmental corridors and isolated natural resource areas in the City as of 2015 are shown on Map 5.1. Areas within the City that are classified as Primary Environmental Corridor make up the City's entire eastern boundary and are situated wholly within County-owned parks. Lands classified as Isolated Natural Resource Area are limited to one site near lands classified as Lowland Conservancy west of Patrick Cudahy.

Preserving primary environmental corridors and isolated natural resource areas in essentially natural, open uses can help reduce flood flows and maintain air and water quality. Primary environmental corridors are important to the movement of wildlife and for the movement and dispersal of seeds for a variety of plant species. In addition, because of the many interacting relationships between living organisms and their environment, the destruction and deterioration of any one element of the natural resource base may lead to a chain reaction of destruction and deterioration. For example, destroying woodland cover may result in soil erosion and stream siltation, more rapid stormwater runoff and attendant increased flood flows and stages, as well as destruction of wildlife habitat. Although the effects of any single environmental change may not be overwhelming, the combined effects will eventually create serious environmental and developmental problems.

Development considered compatible with environmental corridors is set forth in Table 5.3. Examples of compatible development include essential transportation and utility facilities and compatible outdoor recreational facilities which could support improved access to Lake Michigan.

Lowland Conservancy

The Lowland Conservancy land use category includes lands intended to be preserved for their environmental significance or sensitivity, for flood protection and stormwater management, and/or for utility corridors, including electrical transmission lines. Such areas may feature limited passive recreational facilities, like trails. The City's C-1 zoning district is generally the most appropriate for areas classified as Lowland Conservancy.

Future Land Use Study Area

Lands classified as Future Land Use Study Area on Map 5.1 are so designated due to the City's need to investigate the potential contamination of such lands due to their historical uses prior to determining future use opportunities. There are two sites containing lands classified as Future Land Use Study Area within the City. One site, an area commonly known as "Ladish Woods" and under private ownership, is located between Barland Avenue and the UP Railroad. The other, owned by the City of Cudahy Community Development Authority (CDA), is located at the intersection of Layton and Pennsylvania Avenues. Given their historic uses, some soils in portions of the sites may be or are known to be contaminated; any potential future uses on lands within either site would require a detailed analysis of soil conditions and potentially remediation. In addition, as of 2020, the Ladish Woods site was intended to be retained under private ownership as a restricted open space for the foreseeable future. The City will explore possible reuse opportunities for lands classified as Future Land Use Study Area over the planning period. These lands may be redesignated on the land use plan map once the City achieves a better understanding of realistic future use opportunities.

5.6 CONCLUSIONS

The land use element update and plan recommendations presented in this chapter reflect planning efforts undertaken since the City's 2009 comprehensive plan was adopted, and serve to support the City's economic development initiatives. Most notably, this update reflects the City's vision for new development in the GCCP Planning Area, which is intended to be achieved through a PUD process, and the continued revitalization of Packard Avenue, including redevelopment within the South Packard Corridor. Planned land uses that integrate a variety of uses, including mixed use development and a green connection extending from Pennsylvania Avenue through the GCCP Planning Area to Lake Drive, promote the City's vision of being a vibrant, accessible lakefront community that incorporates an attractive mix of activities within a pedestrian-friendly setting. This plan reflects City initiatives to support and enhance existing viable commercial, residential, and industrial development, recognizing the value of the City's existing businesses, walkable neighborhoods, and innovative industries. The land use plan also recommends enhancing the visibility of and access to existing and improved natural features and amenities, including public urban green spaces and the lakefront, and preserving primary environmental corridors and isolated natural resource areas.

Table 5.3
Guidelines for Development Considered Compatible with Primary Environmental Corridors and Isolated Natural Resource Areas

Component Natural Resource and Related Features Within Environmental Corridors ^a	Permitted Development (see General Development Guidelines below)																Rural-Density Residential Development	Other Development
	Transportation and Utility Facilities				Recreational Facilities													
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities ^b	Trails ^c	Picnic Areas	Family Camping ^d	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard- Surface Courts	Parking	Buildings			
Lakes, Rivers, and Streams	-- ^e	-- ^{f,g}	--	-- ^h	-- ⁱ	--	--	X	X	--	--	--	--	--	--	--	--	--
Riparian Buffer ^j	X	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--	--	--
Floodplain ^k	-- ^l	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--	--	--
Wetland ^m	-- ^l	X	--	--	X ⁿ	--	--	--	X	--	-- ^o	--	--	--	--	--	--	--
Wet Soils	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--	--	--
Woodland	X	X	X ^p	--	X	X	X	--	X	X	X	X	X	X	X	X ^q	X	X
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	-- ^r	--	--	--	--	X ^s	X	--	--	--	--	--	--	--
Prairie	--	-- ^g	--	--	-- ^r	--	--	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--	--
Historic Site	--	-- ^g	--	--	-- ^r	--	--	--	--	--	--	--	--	X	--	--	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--	-- ^q	--	--	--	--	--	--	--	--	--	--	--	--	--

Note: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary environmental corridors and isolated natural resource areas. There are no secondary environmental corridors located in the City.

Under the regional plan:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

GENERAL DEVELOPMENT GUIDELINES

- Transportation and Utility Facilities: All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.

The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

Table continued on next page.

Table 5.3 (Continued)

- **Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- **Rural-Density Residential Development:** Rural-density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multifamily structures. When rural residential development is accommodated, cluster subdivision designs are strongly encouraged.
- **Other Development:** In lieu of recreational or rural-density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis.

Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered home sites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.

- **Pre-Existing Lots:** Single-family development on existing lots of record should be permitted as provided for under zoning at the time the Commission adopted the regional land use plan.
- All permitted development presumes that sound land and water management practices are utilized.

FOOTNOTES

^a *The natural resource and related features are defined as follows:*

Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U.S. Geological Survey quadrangle maps.

Riparian Buffer: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 1 percent annual probability flood event.

Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.

Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Steep Slope: Includes areas with land slopes of 12 percent or greater.

Prairies: Includes open, generally treeless areas which are dominated by native grasses; also includes savannas.

Park: Includes public and nonpublic park and open space sites.

Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as Native American settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.

^b Includes such improvements as stream channel modifications and such facilities as dams.

^c Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

Table continued on next page.

Table 5.3 (Continued)

^d Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles which remain at the site for short periods of time, typically ranging from an overnight stay to a two week stay.

^e Certain transportation facilities such as bridges may be constructed over such resources.

^f Utility facilities such as sanitary sewers may be located in or under such resources.

^g Electric power transmission lines and similar lines may be suspended over such resources.

^h Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

ⁱ Bridges for trail facilities may be constructed over such resources.

^j Previous editions of these guidelines identified this category as "Shoreland," rather than "Riparian Buffer." Riparian buffers, as defined in footnote "a" of this table, typically would be located within a State-defined shoreland area (see Chapters NR 115 and NR 117 of the Wisconsin Administrative Code).

^k Consistent with Chapter NR 116 of the Wisconsin Administrative Code.

^l Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

^m Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

ⁿ Only an appropriately designed boardwalk/trail should be permitted.

^o Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

^p Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

^q Only if no alternative is available.

^r Only appropriately designed and located hiking and cross-country ski trails should be permitted.

^s Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC



Credit: SEWRPC Staff

6.1 BACKGROUND

Section 66.1001(2)(i) of the Wisconsin Statutes requires that adopted comprehensive plans be reviewed and updated at least once every 10 years. Local governments may choose to update the plan more frequently. While there is no limit on the number or frequency of amendments that may be made to a comprehensive plan, the public participation, public hearing, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments and updates.⁴⁶

The comprehensive planning law sets forth procedures for a governing body to adopt a comprehensive plan or comprehensive plan amendment or update, the preparation of which may be guided by the governing body, plan commission, or an advisory committee created by the governing body for the purpose of overseeing preparation of the plan or plan amendment/update. The governing body must adopt written public participation procedures designed to foster public participation. The procedures must provide for the wide distribution of proposed plan elements and provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The governing body must hold at least one public hearing, which is to be preceded by a Class 1 notice published at least 30 days before the hearing.⁴⁷ Following a recommendation from the plan commission in the form of a resolution, a governing body may adopt an ordinance to approve a comprehensive plan or plan amendment/update.

The comprehensive planning law requires that an adopted comprehensive plan or a plan amendment/update be sent to all governmental units within and adjacent to a local government preparing a plan; the Wisconsin Department of Administration; the regional planning commission; and to the public library that serves the area in which the local government is located.

⁴⁶ Under the Wisconsin Statutes, a plan update is considered a plan amendment.

⁴⁷ These requirements were expanded by 2015 Wisconsin Act 391 to require each local government to maintain a list of persons who submit a request to receive notice of any comprehensive plan amendment/update affecting the allowable use of their property and to inform property owners annually that they may add their name to this list. Methods that may be used to provide the annual notice include publishing it as a Class 1 public notice, posting the information on the local government website, or mailing a notice to each property owner within the local government.

6.2 PLAN UPDATE APPROVAL PROCESS

Appendix A of this report sets forth public participation procedures adopted by the City of Cudahy during this plan update process in accordance with Section 66.1001(4)(a) of the *Statutes*. The City held a public hearing on the proposed comprehensive plan update on August 17, 2021, at the Cudahy Municipal Building.

On July 13, 2021, the City Plan Commission adopted a resolution to recommend that the Cudahy Common Council adopt the proposed comprehensive plan update and a presentation was provided to the Community Development Authority on July 27, 2021. Subsequently, the Cudahy Common Council adopted this comprehensive plan update by ordinance on August 17, 2021. Appendix B of this report includes the City Plan Commission resolution and Common Council ordinance.

Plan Distribution

In accordance with Section 66.1001(4)(b) of the *Statutes*, this plan update was shared with the Cities of Milwaukee, St. Francis, and South Milwaukee; Milwaukee County; the Wisconsin Department of Administration; the School District of Cudahy; Milwaukee Area Technical College (MATC); the Milwaukee Metropolitan Sewerage District (MMSD); the Southeastern Wisconsin Regional Planning Commission (SEWRPC);⁴⁸ the Cudahy Family Library; and Aerotropolis Milwaukee.

6.3 PLAN EVALUATION AND FUTURE PLAN AMENDMENTS/UPDATES

The City of Cudahy may evaluate the comprehensive plan at any time to ensure that the plan recommendations continue to meet the City's vision and/or to evaluate if the goals, objectives, and policies presented in the plan remain relevant. If such a review deems it necessary, the City may undertake amending/updating this comprehensive plan in accordance with Section 66.1001(4) of the *Wisconsin Statutes* and the City's adopted public participation procedures.

Implementation Evaluation

The City may evaluate implementation status of the plan on an ongoing basis. This may include evaluation of major implementation activities and other ongoing initiatives recommended in the first edition of this plan and recommendations set forth throughout this plan update.

Minor Amendments

Minor amendments to *A Comprehensive Plan Update for the City of Cudahy: 2050* may be appropriate over the planning period, particularly if new issues emerge or trends change. Such amendments should typically consist of minor changes to the plan text or maps. Large-scale changes or significant shifts in policy should be deferred to the periodic update process.

Periodic Updates

The City of Cudahy Community Development Authority (CDA) and Plan Commission (PC) will review and evaluate the City's comprehensive plan at least once every 10 years, and will recommend appropriate amendments to the City Council.

As part of their review, the CDA and PC will do the following:

- Review the comprehensive plan initiatives, goals, and objectives to ensure they are still relevant and reflect the overall goals of the City
- Review policies, programs, and neighborhood planning area efforts presented in the comprehensive plan to remove completed tasks and identify new approaches, if appropriate

⁴⁸ *The Regional Planning Commission (RPC) for Southeastern Wisconsin, which includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.*

- Review population, household, and employment data and projections and determine if the plan design year should be extended to reflect updated projections and/or if updates should be made to the plan to accommodate new or projected household and employment levels
- Review the land use plan map and inventory data and maps to determine if there is a need to update the maps and/or data
- Solicit input regarding amendments and updates from the public, using the procedures described in the public participation procedures adopted by the City Council

APPENDICES

PUBLIC PARTICIPATION PLAN

APPENDIX A

RESOLUTION NO. 7466

**ADOPTING PUBLIC PARTICIPATION PROCEDURES
FOR AMENDING THE COMPREHENSIVE PLAN FOR THE CITY OF CUDAHY**

WHEREAS, pursuant to Section 66.1001 of the *Wisconsin Statutes*, all units of government which enact or amend zoning, subdivision, or official mapping ordinances on or after January 1, 2010, must adopt a comprehensive plan; and

WHEREAS, the City of Cudahy adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the *Wisconsin Statutes* on December 15, 2009; and

WHEREAS, Section 66.1001(4)(a) of the *Wisconsin Statutes* requires that the Common Council adopt written procedures designed to foster public participation during the preparation or amendment of a comprehensive plan; and

WHEREAS, the Common Council of the City of Cudahy believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the comprehensive plan continues to reflect input from the public; and

WHEREAS, public participation procedures have been developed to foster public participation in the comprehensive plan amendment process.

NOW, THEREFORE, BE IT RESOLVED that the Common Council of the City of Cudahy hereby adopts the Public Participation Procedures for Amending the Comprehensive Plan attached hereto as Exhibit A to fulfill the requirements of Section 66.1001(4)(a) of the *Wisconsin Statutes*.

ADOPTED this 4th day of May, 2021.



Mayor Thomas Pavlic

Attest: 

City Clerk/Treasurer Dennis Broderick

Exhibit A
PUBLIC PARTICIPATION PROCEDURES
FOR AMENDING THE COMPREHENSIVE PLAN:
CITY OF CUDAHY

Introduction

On December 15, 2009, the City of Cudahy Common Council adopted a comprehensive plan under Section 66.1001 of the *Wisconsin Statutes*, which is documented in a report titled “City of Cudahy 2020 Comprehensive Plan.” The comprehensive plan was prepared in accordance with the public participation approaches described in Chapter 1.2 of the plan, and included activities to foster public participation in the preparation of the comprehensive plan. Under Section 66.1001(4)(a) of the *Wisconsin Statutes*, future amendments to the comprehensive plan must also be carried out in accordance with a public participation plan, adopted by the Common Council, designed to foster public participation in the amendment process. The balance of this document describes the process to be followed by the City to foster public participation in the consideration of amendments to the comprehensive plan.

Part 1: Public Participation Activities and Procedures for Comprehensive Plan Amendments

1. *Background Materials*

The City will provide opportunities for public review of materials describing all proposed amendments to the comprehensive plan, including the following:

- Printed copies of materials describing a proposed plan amendment will be made available at the City Hall.
- Electronic copies of materials describing a proposed plan amendment will be posted on the City website.

2. *Optional Public Informational Meeting*

An optional public informational meeting may be held prior to the required public hearing. The public informational meeting will provide an opportunity for the public to review maps and other information relating to the proposed amendment. No formal procedures or notice requirements are required for the informational meeting; however, the City will provide notice of the meeting through its website and through publication or posting.

3. *Community Development Authority and Plan Commission Recommendations*

The Community Development Authority and the Plan Commission will each make a recommendation to the Common Council to approve, deny, or modify the proposed amendment. The Plan Commission’s recommendation will be (and the Community Development Authority’s recommendation may be) in the form of a resolution approved by a majority of the full membership of the respective Boards or Commissions.

4. *Public Hearing*

As required by Section 66.1001(4)(d), the City will hold a public hearing on the proposed amendment to the comprehensive plan. The hearing will be held by the Plan Commission. The hearing will include a presentation describing the proposed plan amendment followed by an opportunity for the public to comment on the proposed amendment. The Plan Commission will consider public testimony provided at the hearing, and any written comments submitted to the City prior to the hearing, during their deliberations on the proposed plan amendment.

5. *Notice of Public Hearing*

The public hearing will be preceded by a Class 1 notice that is published or posted at least 30 days before the hearing is held. In accordance with Section 66.1001(4)(d), the notice will include the date, time, and place of the hearing; a brief summary of the proposed comprehensive plan amendment and/or a map illustrating the proposed amendment; a local contact who may be contacted for additional information on the proposed plan amendment and to whom written comments regarding the plan amendment may be submitted; and information regarding where and when the proposed plan amendment may be inspected before the hearing and how a copy of the proposed plan amendment may be obtained.

6. Notification to Interested Parties

The City Clerk/Treasurer will provide a copy of the public hearing notice and the proposed amendment at least 30 days prior to the public hearing to any person who submits a written request to receive notice of a proposed amendment under Section 66.1001(4)(f). The City may charge a fee to cover the cost of providing such notice. In accordance with Section 66.1001(4)(e), the City Clerk/Treasurer will also provide notice to nonmetallic mining operators within the City; to persons who have registered a marketable nonmetallic mineral deposit within the City; or to persons who own or lease property on which nonmetallic minerals may be extracted, if such person has requested notification in writing. The City Clerk/Treasurer will maintain a list of persons who have submitted a written request to receive notices of public hearings under Sections 66.1001(4)(e)(3) and 66.1001(4)(f).

7. Common Council Action

Following Community Development Authority and Plan Commission action, and the required public hearing, the Common Council will consider the amendment. Such consideration will include both the Community Development Authority's and Plan Commission's recommendations, as well as the comments provided at the public hearing. The Common Council would then approve, deny, or refer the proposed amendment back to the Plan Commission (and may refer the proposed amendment back to the Community Development Authority). If approved, the Common Council approval will be in the form of an ordinance adopted by a majority of the full membership of the Common Council.

8. Distribution of Plan Amendment

If approved by the Common Council, printed or electronic copies of the amendment will be sent by the City Clerk/Treasurer to the parties listed in Section 66.1001(4)(b).

Part 2: Additional Procedures for Comprehensive Plan Amendments Requiring a Rezoning

In some cases, an amendment to a comprehensive plan may be needed in order for a proposed rezoning to be consistent with the plan. In such cases, the Common Council may allow the public notice and public hearing for the proposed plan amendment and rezoning to be combined, if a combined hearing is acceptable to the applicant. In such cases, the following procedures shall apply in addition to or in combination with those set forth in Part 1:

The notice of the public hearing shall be published and distributed in accordance with the procedures set forth in paragraphs 4 and 5 in Part 1; however, the public notice will include notification that the proposed rezoning will also be considered at the hearing. The notice will include any information required in a public notice for a rezoning by the City zoning ordinance. The combined notice will constitute the first of the two (Class 2) public notices required for rezoning under the *Statutes*. The public notice will be published a second time one week after the first notice is published, unless a later time is specified in the zoning ordinance. The City will also notify parties-in-interest as required by the City zoning ordinance, and any parties that have filed a written request for rezoning notifications under Section 62.23(7)(d)(4) of the *Statutes*.

The Plan Commission will consider and act on a proposed plan amendment before considering the requested rezoning, and a separate motion will be made for a recommendation to the Common Council on the plan amendment, followed by a motion to make a recommendation to the Common Council on the rezoning.

The Common Council will consider and act on a proposed plan amendment before considering the requested rezoning. A separate motion will be made for action on the plan amendment, followed by a motion to act on the rezoning. If approved, separate ordinances will be adopted for the plan amendment and for the rezoning.

Part 3: Optional Procedures

The Common Council, at its option, may approve additional public participation procedures or a separately-documented public participation plan to provide for public informational meetings, the formation of advisory committees, the conduct of public opinion surveys, and/or other procedures to obtain public input on a proposed plan amendment.

**RESOLUTION AND ORDINANCE ADOPTING
THE COMPREHENSIVE PLAN UPDATE
APPENDIX B**

**A RESOLUTION TO APPROVE AN AMENDMENT AND UPDATE TO
THE CITY OF CUDAHY COMPREHENSIVE PLAN**

WHEREAS, the City of Cudahy, Wisconsin, pursuant to Sections 62.23 and 66.1001(4)(b) of the *Wisconsin Statutes*, adopted a comprehensive plan on December 15, 2009; and

WHEREAS, the City of Cudahy is hereby updating the City comprehensive plan to incorporate key data and projection updates, a review of plans that may affect land use in the City, updated recommendations, and updates to the City's land use plan map and to extend the design year of the plan to 2050, as set forth in "A Comprehensive Plan Update for the City of Cudahy: 2050;" and

WHEREAS, the City Plan Commission finds that the City of Cudahy comprehensive plan, with the proposed update, addresses all of the required elements specified in Section 66.1001(2) of the Statutes and that the comprehensive plan, with the proposed update, is internally consistent; and

WHEREAS, the City has held an open house and will hold a duly noticed public hearing on the proposed plan update, following the procedures in Section 66.1001(4)(d) of the Statutes and the public participation procedures for comprehensive plan amendments adopted by the Common Council through Resolution No. _____.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Statutes, the City of Cudahy Plan Commission hereby adopts this Resolution approving "A Comprehensive Plan Update for the City of Cudahy: 2050" as the 10-year update to the City of Cudahy comprehensive plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Common Council enact an ordinance adopting "A Comprehensive Plan Update for the City of Cudahy: 2050."

Adopted by the City of Cudahy Plan Commission this 3 day of July, 2021.

Ayes 5 Noes _____ Absent 2



Chair
City of Cudahy Plan Commission

Attest:



Secretary
City of Cudahy Plan Commission

ORDINANCE NO. 2508

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

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

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

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


Section 3. The Plan Commission of the City of Cudahy, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending the City Council the adoption of the document entitled "CITY OF CUDAHY 2050 COMPREHENSIVE PLAN", containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes, and also including two appendices.

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

Section 5. The City Council of the City of Cudahy, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "CITY OF CUDAHY 2050 COMPREHENSIVE PLAN", pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

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

Adopted this 17th day of August, 2021.



Thomas Pavlic, Mayor

Attest:



Dennis Broderick, City Clerk

ADOPTED September 1, 2021
APPROVED August 17, 2021
PUBLISHED September 1, 2021

Approved as to form:
Eric Larson, City Attorney
WI. State Bar No. 1023297