

CITY OF CUDAHY REDEVELOPMENT DISTRICT #1 PROJECT PLAN UPDATE



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Nakeisha N. Payne Public Involvement and
Outreach Manager
Dr. Thomas M. Slawski Chief Biologist

Special acknowledgement is due to City of Cudahy staff Joyce McArdle, Business Development Specialist; and SEWRPC staff Rochelle Brien, AICP, Senior Land Use Planner; Megan Deau, Senior Graphic Designer; Tim Gorseger, GIS Specialist; and Kaleb Kutz, Planner, for their efforts in the preparation of this report.

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City Clerk

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MEMORANDUM REPORT
NUMBER 262

**CITY OF CUDAHY REDEVELOPMENT DISTRICT #1
PROJECT PLAN UPDATE**

Prepared by the
Southeastern Wisconsin Regional Planning Commission
W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, Wisconsin 53187-1607
www.sewrpc.org

June 2023

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1.1 BACKGROUND

This report is an update to a project plan for Redevelopment District #1 adopted by the City of Cudahy in 1998.¹ This project plan update, and the previous edition of this report, are components of the City's ongoing community planning and development efforts, which build on the City's history, strengths, and ambitions. Located adjacent to Lake Michigan and the Cities of Milwaukee, Saint Francis, and South Milwaukee, the City cannot grow through annexation. Thus, the City's economic development efforts focus on promoting the highest and best use of lands within its existing boundaries through infill development and redevelopment.

Project Plan Development

As one component of the City's ongoing community planning and development efforts, the 1998 edition of this report incorporated information established through earlier planning and development efforts. Those efforts included the 1994 adoption of a comprehensive development plan for the City and the concurrent establishment of Tax Incremental District #1 (TID #1) and a Community Development Authority (CDA), each of which was undertaken by the City to foster economic development activities.

The City's 1994 comprehensive development plan established conceptual foundations for the City, which were incorporated into the City's subsequent planning efforts, including the 1998 project plan for Redevelopment District #1.² TID #1 was established with a narrower scope, specifically to assist with the rehabilitation of the south side of Layton Avenue and the west side of Packard Avenue as well as the commercial neighborhood between Pabst, Layton, and Packard Avenues—lands within the boundaries of Redevelopment District #1.³ To assure that redevelopment in TID #1 would align with City goals and objectives, plans for TID #1 called for the creation of a CDA, which the City established in April 1994.⁴

Consistency with Local Planning and Development Efforts

The City recognizes the need to orient all its planning and development efforts within the same framework to ensure that all such efforts align with the City's principal goals and objectives. Thus, in accordance with State law,⁵ the 1998 Redevelopment District #1 project plan and this report complement and are consistent with relevant local planning and development efforts.

City of Cudahy Comprehensive Plan

A comprehensive plan is a key component of a community's planning and development efforts. The City adopted its first comprehensive plan in December 2009.⁶ The 2009 comprehensive plan incorporated the conceptual foundations for the City's community planning and redevelopment efforts established by the 1994 comprehensive development plan. As required by State law, the 2009 comprehensive plan included extensive information, goals, and objectives related to nine key elements, including land use and economic development, which are major components of this report.⁷

¹ *Vandewalle and Associates, City of Cudahy Downtown Redevelopment District Number One Project Plan (August 1998).*

² *As required by Section 66.1331(5)(b)2 of the Wisconsin Statutes.*

³ *Information on TID #1, which closed in April 2021, is set forth in Tax Incremental District Number One Project Plan (1994).*

⁴ *Section 66.1335 of the Statutes authorizes cities to establish a community development authority.*

⁵ *Section 66.1331(5)(b)2 of the Statutes.*

⁶ *The 2009 plan was prepared by Vandewalle and Associates and had a design year of 2020.*

⁷ *Section 66.1001 of the Statutes establishes requirements for comprehensive plans.*

State law further requires that a comprehensive plan be updated no less than once every ten years.⁸ To reflect the numerous planning and development efforts undertaken by the City over the decade following adoption of its first comprehensive plan, the City adopted a comprehensive plan update in 2021 as a supplementary report to the City's 2009 comprehensive plan.⁹ Contents of the 2021 comprehensive plan update include updates of key inventory information; population, household, and employment projections for the year 2050; a review of plans prepared since 2009 that affect land use in the City; an assessment of challenges facing the Packard Avenue corridor; and updates to the City land use plan map to reflect newer information.¹⁰

This report was prepared after, and incorporates information from, the City's 2021 comprehensive plan update to ensure that plans for Redevelopment District #1 remain consistent with the City's adopted comprehensive plan as required under State law. Contents from the comprehensive plan update integrated into this report include objectives, inventory data, and planned land use information related to Redevelopment District #1.

Gateway and City Center Plan

The Cudahy Gateway and City Center Plan (GCCP) documents the City's vision for a planning area in the northern portion of the City, some of which lies within Redevelopment District #1. Completed in 2020, the GCCP uses organizing principles to set forth strategies and recommendations for future land uses, design guidelines, and development within a planning area that build upon past redevelopment planning efforts. Information from the GCCP is thoroughly integrated into the City's 2021 comprehensive plan update and this report.

City of Cudahy Community Development Department

The City's Community Development Department is responsible for economic development efforts within the City, focusing on promoting development to improve neighborhoods, fostering business growth, and strengthening the City's economic base. These efforts include preparing and implementing plans, including the 1998 project plan for Redevelopment District #1, and marketing City-owned land for development, including lands within Redevelopment District #1. The Department intends to continue efforts to attract new residential, commercial, and industrial development. These efforts include creating and implementing redevelopment strategies and plans, reviewing the City's zoning ordinance, and assisting in the growth of existing businesses, including exploring business grants and/or loan programs. Information on the Department's strategies for implementing this project plan update is in Chapter 4 (Implementation) of this report.

Statutory Authority

This project plan update for Redevelopment District #1 has been prepared under Section 66.1331(4)(a)1 of the *Wisconsin Statutes*, which authorizes the City to prepare redevelopment plans and implement redevelopment projects within the City. State law further authorizes the City to establish redevelopment programs¹¹ and create a community development authority to implement such programs¹² to address blight.

As recognized by State law, the condition or usefulness of areas of the City with blight may pose a threat to the public health, safety, morals, and welfare of Wisconsin residents.¹³ The law recognizes that private investments in such areas may, on their own, be insufficient to eliminate or prevent blighted conditions and that it may be necessary for cities to expend public funds to address such conditions. Thus, the blighted area law establishes a means for cities to use public funds to acquire property, remove structures, and improve sites. Chapter 2 of this report (Analysis of Existing Conditions) includes information on blighted conditions within Redevelopment District #1.

⁸ Section 66.1001(2)(i) of the Statutes.

⁹ The City's updated comprehensive plan, A Comprehensive Plan Update for the City of Cudahy: 2050, was prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as Community Assistance Planning Report (CAPR) No. 339 (August 2021) and has a design year of 2050.

¹⁰ The City's comprehensive plan update also integrates information from VISION 2050, the regional land use and transportation plan for the seven-county Southeastern Wisconsin Region.

¹¹ Wisconsin's blighted area law is set forth in Section 66.1331 of the Statutes.

¹² Section 66.1335 of the Statutes authorizes cities to establish a community development authority to carry out blight elimination.

¹³ Section 66.1333 of the Statutes.

1.2 REDEVELOPMENT DISTRICT #1

Map 1.1 shows Redevelopment District #1 within the context of the City and in relation to the City of Cudahy TID #5 and a major economic activity center as identified in regional planning efforts, both of which are described in greater detail in Chapter 2 (Existing Conditions) of this report. Redevelopment District #1 is generally situated between Layton, Nicholson, Holmes, and Packard Avenues, extending eastward to include parcels along Packard Avenue's eastern right-of-way.¹⁴

Redevelopment Goals

This plan update for Redevelopment District #1 aims to achieve the same goals as the previous edition of this report. These goals are to remove blighted conditions in the downtown area, promote economic development, enhance community character, and increase the quality of life in the City.

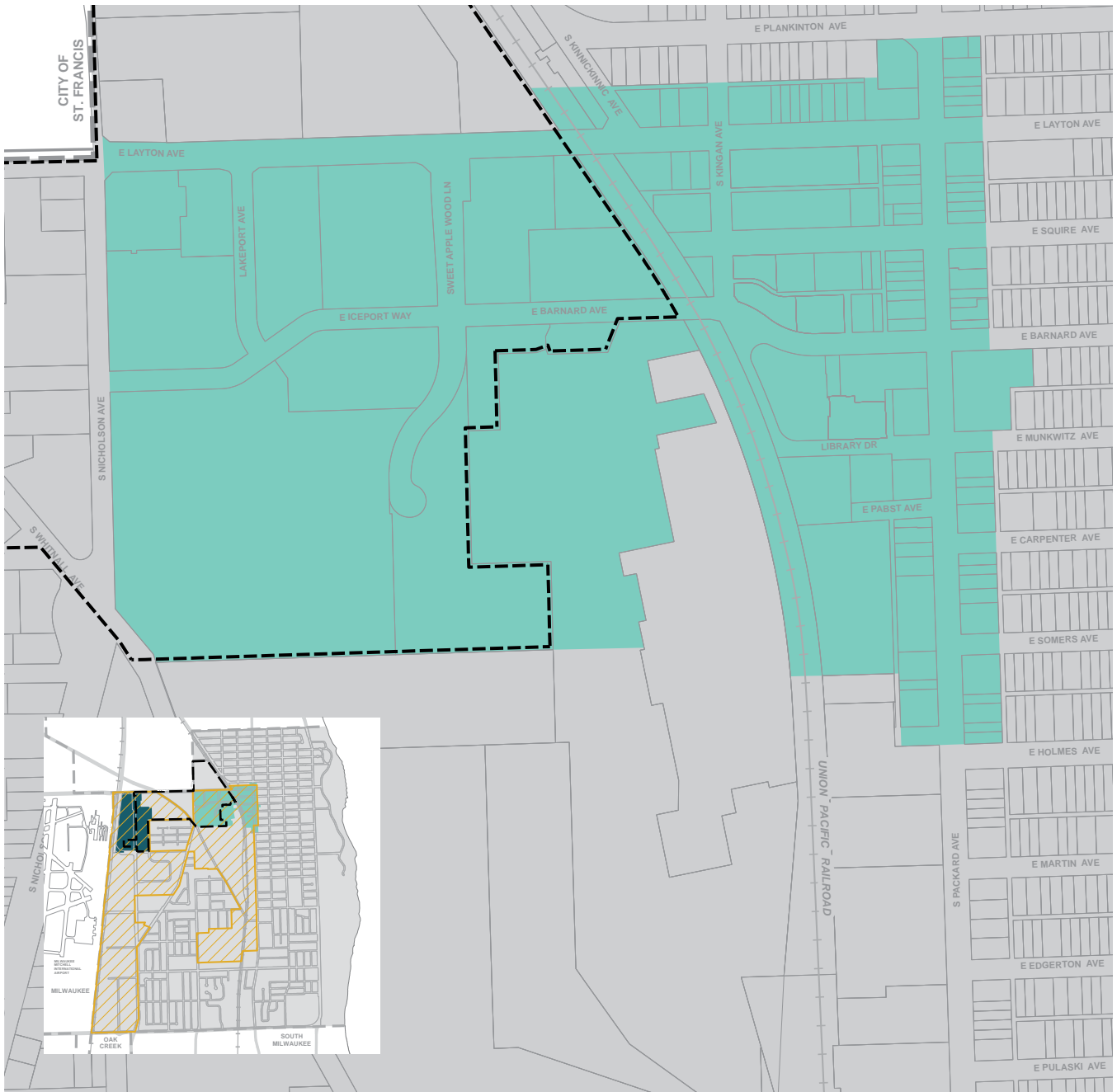
Redevelopment Objectives

The following objectives are designed to fulfill the aforementioned goals for Redevelopment District #1. The objectives have been revised from those established in the previous edition of this report. These revisions update information from planning and development efforts undertaken by the City since 1998, including information from the City's 2021 adoption of a comprehensive plan update, to ensure that redevelopment efforts relative to Redevelopment District #1 continue to correspond with the City's long-range vision.

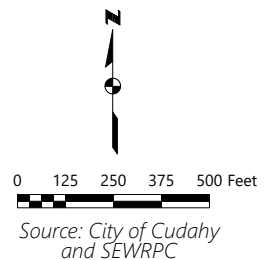
- Eliminate conditions of blight, including eliminating economic blight by creating an appropriate mix of businesses, while honoring the City's historical features
- Provide cleared, fully improved sites for infill redevelopment and new catalytic projects
- Encourage private reinvestment, property improvements, and compliance with City codes
- Promote the highest and best use of lands at appropriate densities and locations, including mixed-use projects, a variety of housing types, and quality commercial and light industrial development
- Create an appropriate mix of businesses to diversify the local economy and provide a range of employment opportunities
- Create a well-planned, safe area that includes civic/cultural recreational uses and promotes multimodal accessibility, including pedestrian, nonmotorized, and vehicular connections
- Ensure the City's downtown serves as a unique and vital cultural and civic destination

¹⁴A legal description of Redevelopment District #1 is set forth in Appendix A and information on the condition and use of lands within the District is set forth in Chapter 2 (Existing Conditions Analysis) of this report.

Map 1.1
City of Cudahy Redevelopment District #1: 2022



- REDEVELOPMENT DISTRICT #1
- REDEVELOPMENT DISTRICT #2
- MAJOR ECONOMIC ACTIVITY CENTER
- TAX INCREMENT DISTRICT #5
- MUNICIPAL BOUNDARY



2.1 INTRODUCTION

This chapter documents existing conditions within Redevelopment District #1, including land use, property values, zoning regulations, environmental constraints, transportation components, and site analyses.¹⁵ This information is necessary to support the City's findings of blight within Redevelopment District #1, which are also presented in this chapter.¹⁶

2.2 EXISTING CONDITIONS

Urban land cover within Redevelopment District #1 in 2020 is shown on Map 2.1. As the map indicates, development within the District varies in scale. This variety is attributable to the City's longtime local employers and traditional neighborhood design, important facets of the City's cultural and industrial heritage. Significant features within the District include large impervious surfaces, expansive buildings, and open space or unused lands. Smaller-scale development within the District includes fine-grained development south of the intersection of Layton and Packard Avenues and extends into neighborhoods north and east of the District. This pattern affords the District an advantageous position to promote both large- and small-scale redevelopment.

Land Use

Land use in Redevelopment District #1 as of 2020 is shown on Map 2.2.¹⁷ As shown on the map, much of the District is comprised of open space and unused urban lands. These lands include undeveloped portions of commercial and industrial parcels, including vacant and brownfield sites,¹⁸ surface water, and wetlands. Overall, open space and unused urban lands within the District account for a large proportion of the City's open space and undeveloped urban lands.

Significant proportions of the District are also devoted to transportation, communication, and utility (TCU) uses and industrial uses. TCU uses within the District include streets and highways, railways, and lands with utilities. Industrial uses include manufacturing, warehousing, outdoor storage areas, and other similar uses. Commercial uses, including a broad range of office, retail, and service-oriented establishments. Most of the smaller-scale commercial uses in the District are in the City's historic downtown, some of which are within mixed-use buildings that feature commercial uses on the ground floors and residential uses on the upper floors.

Governmental and institutional uses and residential uses in the District are also notable. Governmental and institutional uses, which include buildings and grounds whose primary function involves administrative, safety, assembly, or educational purposes, occupy larger areas individually than most of the District's commercial uses. The District's governmental and institutional uses include the Cudahy Family Library, the City's Public Works Department, and a senior housing facility. Various multifamily developments make up the bulk of the District's residential uses. Existing land uses within the District are further considered alongside other existing conditions in the analysis and assessment section of this chapter.

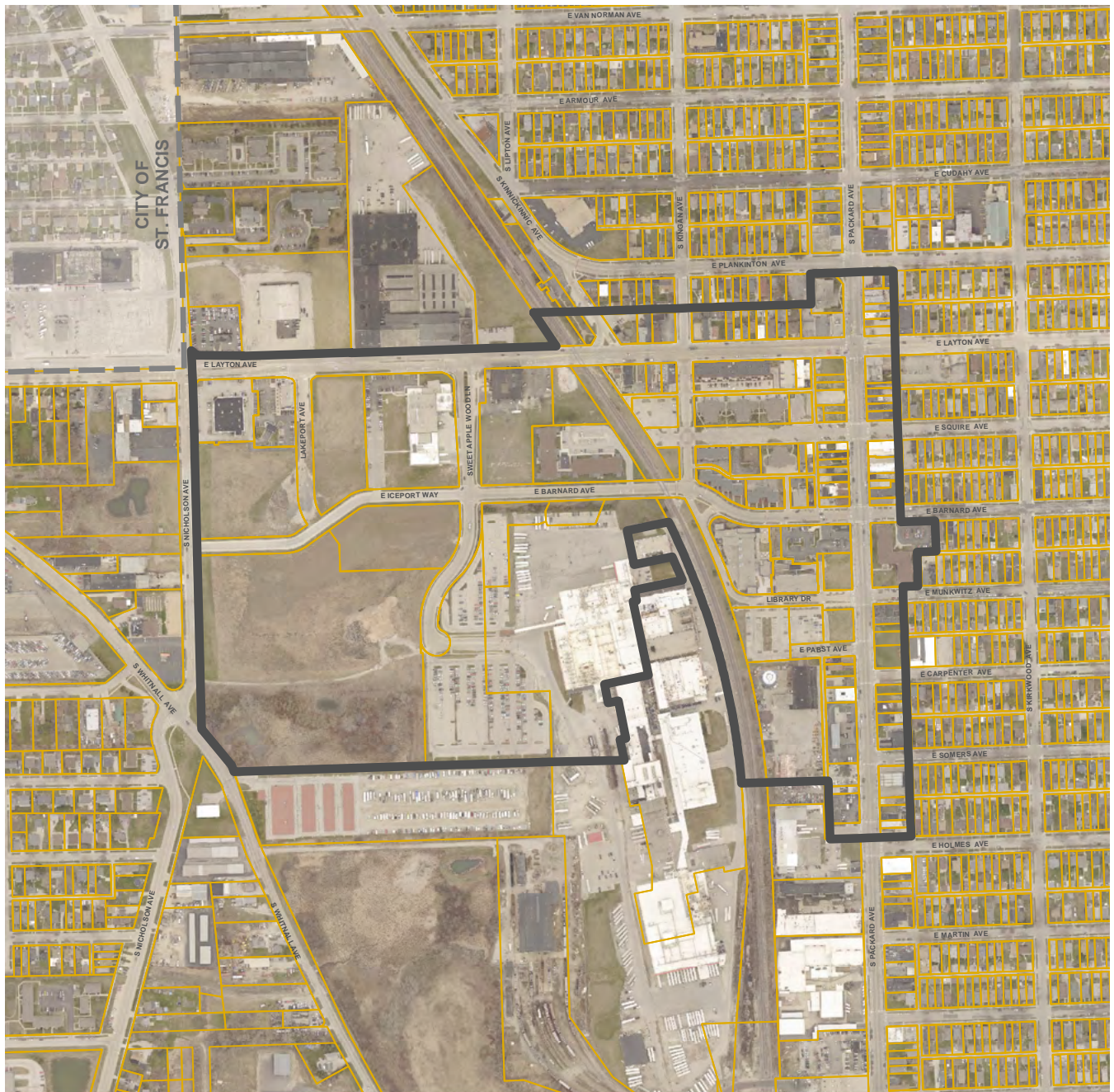
¹⁵ As required under Section 66.1303(1) of the Wisconsin Statutes.




¹⁶ As defined under Section 66.1333(2m) of the Statutes.

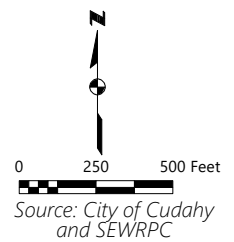
¹⁷ This report uses data from the most recent land use inventory completed by SEWRPC based on 2015 aerial photography and reflects changes in land use for parcels within the District since 2015.

¹⁸ Brownfields are abandoned, idle, or underused industrial or commercial properties where redevelopment is hindered by known or suspected environmental contamination.

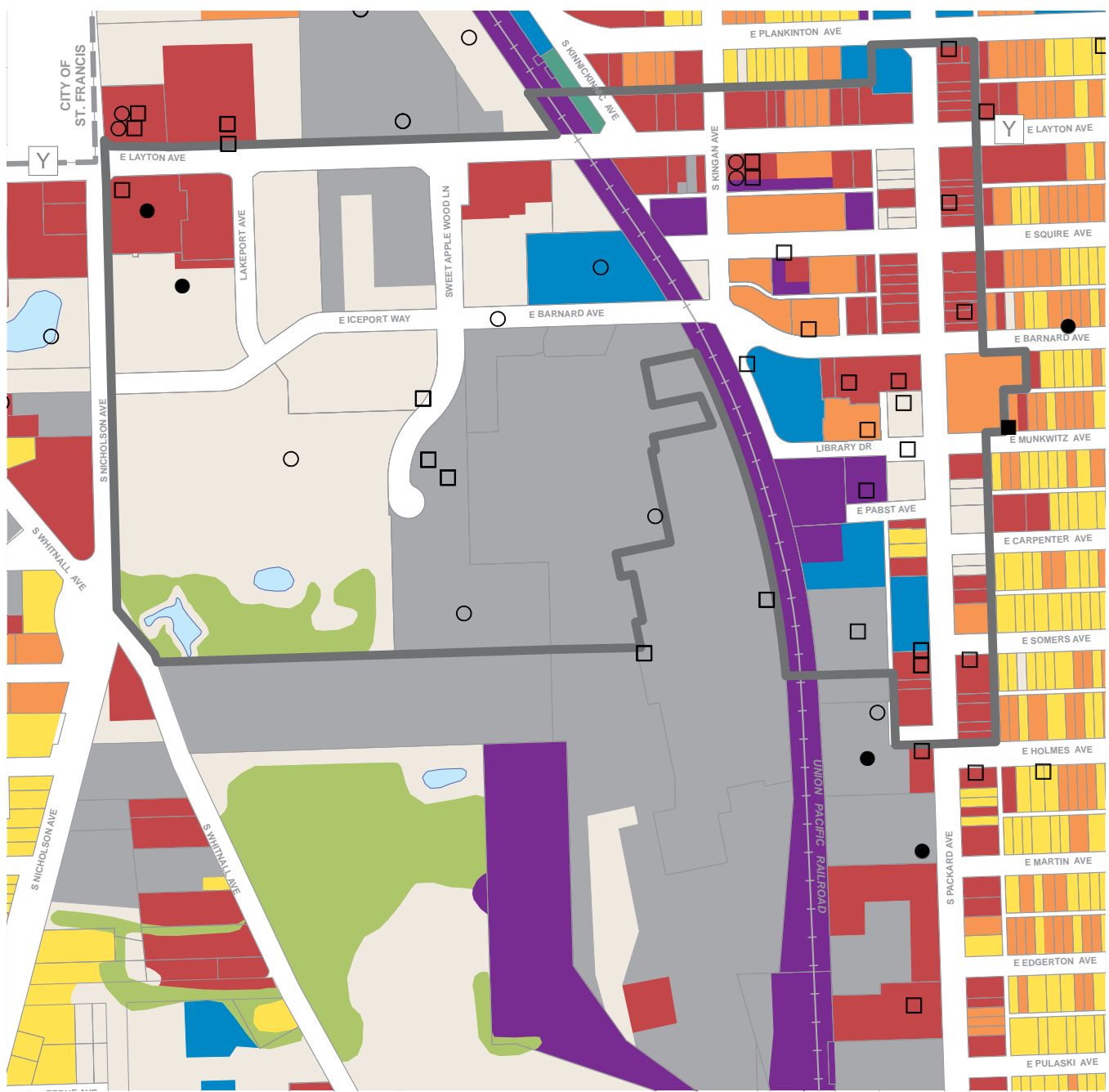
Map 2.1
 City of Cudahy Redevelopment District #1 Context: 2020



-  REDEVELOPMENT DISTRICT #1
-  PARCEL BOUNDARIES
-  MUNICIPAL BOUNDARY

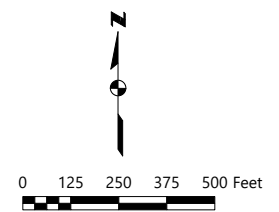


Map 2.2
City of Cudahy Redevelopment District #1 Existing Land Use: 2020



- | | |
|----------------------------|--|
| REDEVELOPMENT DISTRICT #1 | GOVERNMENTAL AND INSTITUTIONAL |
| PARCEL BOUNDARIES | RECREATIONAL |
| LAND USE CATEGORIES | OTHER TRANSPORTATION, COMMUNICATION, AND UTILITIES |
| SINGLE-FAMILY RESIDENTIAL | OPEN SPACE AND OTHER UNUSED LANDS |
| MULTIFAMILY RESIDENTIAL | WOODLANDS |
| COMMERCIAL | WETLANDS |
| INDUSTRIAL | SURFACE WATER |

- ERP SITES**
- OPEN SITE
 - CLOSED SITE
- LUST SITES**
- OPEN SITE
 - CLOSED SITE



Source: Wisconsin Department of Natural Resources, City of Cudahy, and SEWRPC

Regulations, Restrictions, and Designations

City of Cudahy Zoning Ordinance

Chapter 44, Article II of the City's municipal code sets forth descriptions of the City's zoning districts, which provide standards and use requirements to regulate and restrict the use of structures, lands, and waters within each district. Zoning designations in Redevelopment District #1 as of July 2019 are shown on Map 2.3. As required under Section 66.1001(3) of the *Wisconsin Statutes*, the City's zoning ordinance is consistent with the City's comprehensive plan.¹⁹ While the ordinance will not substantially compromise the City's ability to achieve its goals, the City's planned land use and zoning may be brought into even closer alignment over time, through developer- or property-owner sponsored planned unit developments (PUDs) and rezonings.

As shown on Map 2.3, zoning in Redevelopment District #1 includes eight base designations. A brief description of the intent of each follows:

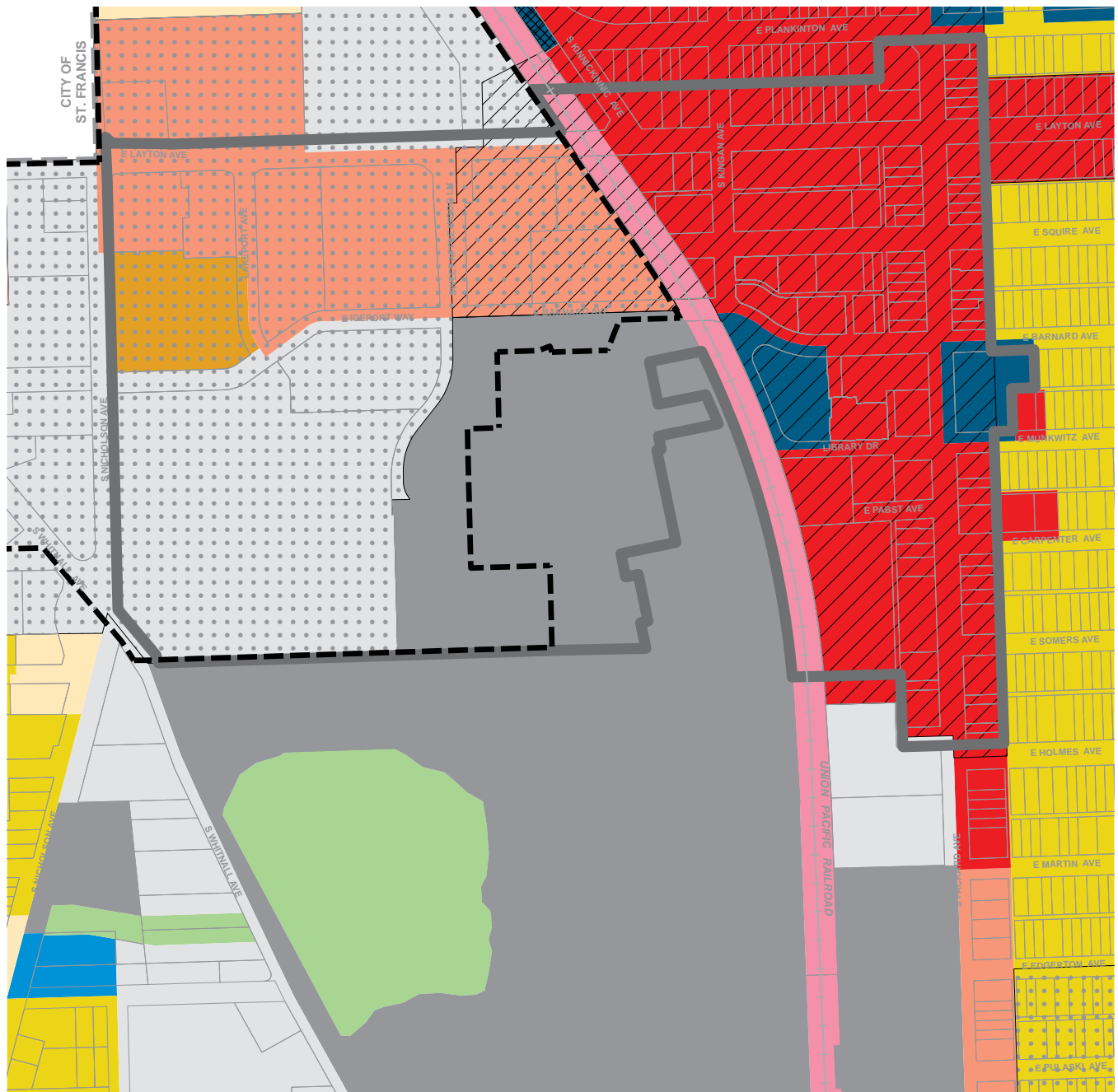
- RM-2 Multifamily Residential District provides for multifamily residential development at varying maximum densities by dwelling type²⁰
- B-2 Community Business District provides for businesses offering comparison shopping and a wider range of retail products/services than B-1 Neighborhood Business Districts
- B-3 Central Business District provides regulations to ensure the compatibility of diverse downtown uses without inhibiting commercial, cultural, entertainment, and other urban activities
- M-1 Limited Manufacturing District provides for manufacturing, industrial, and related uses of a limited nature and size in locations where their physical and operational characteristics would not be detrimental to their surroundings or to the City
- M-2 General Manufacturing District provides for manufacturing and industrial development of a more general and less restrictive nature than the M-1 Limited Manufacturing District in areas with fewer compatibility conflicts
- TUC-1 Transportation and Utility Corridor District is intended to eliminate the ambiguity of maintaining, in unrelated use districts, corridors devoted to transportation and utility uses
- P-1 Park District is intended to provide for areas where the open space and recreational needs of City residents can be met without undue disturbance of natural resources or adjacent uses
- I-1 Institutional District provides for areas under public or public-related ownership where the use for public purpose is anticipated to be permanent

Redevelopment District #1 also includes lands within two overlay zoning districts: the PUD Planned Unit Development Overlay District and LKC Lakeside Commons Overlay District. The PUD Overlay District is intended to facilitate flexible and creative mixed-use development while maintaining standards and use requirements, including land use density and intensity, set forth in the underlying basic use zoning district. The PUD Overlay District designation is intended to permit developments that will be enhanced by coordinated area site planning, establish a safe and efficient system for pedestrians and vehicular traffic, and integrate recreation and open spaces. The PUD Overlay District designation is also intended to permit developments that will be enhanced by a mix of compatible uses and/or diversified building/structure types and locations while enabling the efficient economic design of public and private utilities and community facilities and ensuring adequate standards of construction and planning. PUD Overlay District designation is important for granting the City the flexibility needed to promote innovative new development given the limited opportunities for infill, redevelopment, and new development within the City.

¹⁹ *SEWRPC Community Assistance Planning Report (CAPR) No. 339, A Comprehensive Plan Update for the City of Cudahy: 2050 (August 2021).*

²⁰ *The maximum density of multifamily development is 21.8 dwelling units per net acre (du/ac) for efficiency apartments, 17.4 du/ac for one-bedroom apartments, 14.5 du/ac for two-bedroom apartments, and 12.4 du/ac for three-bedroom or larger apartments. The maximum density of a multifamily development with a variety of dwelling types would be calculated using a proportionate combination of ratios.*

Map 2.3
City of Cudahy Redevelopment District #1 Zoning: 2022



- | | | |
|--|--------------------------------------|---------------------------|
| REDEVELOPMENT DISTRICT #1 | B-2: COMMUNITY BUSINESS | ZONING OVERLAYS |
| PARCEL BOUNDARIES | B-3: CENTRAL BUSINESS | PLANNED UNIT DEVELOPMENT |
| ZONING CATEGORIES | M-1: LIMITED MANUFACTURING | HISTORIC PRESERVATION |
| RS-2: SINGLE-FAMILY RESIDENTIAL | M-2: GENERAL MANUFACTURING | LAKESIDE COMMONS |
| RD-2: SINGLE-FAMILY AND TWO-FAMILY RESIDENTIAL | I-1: INSTITUTIONAL | TAX INCREMENT DISTRICT #5 |
| RM-1: MULTIFAMILY RESIDENTIAL | C-1: LOWLAND CONSERVANCY | |
| RM-2: MULTIFAMILY RESIDENTIAL | TUC: TRANSPORTATION UTILITY CORRIDOR | |

0 125 250 375 500 Feet

 Source: City of Cudahy and SEWRPC

The LKC Lakeside Commons Overlay is intended to preserve and enhance the historic quality of the Lakeside Commons (LKC) Overlay District area and attain a consistent, visually pleasing image. The LKC Overlay District is designed to advance the aesthetic and economic objectives set forth in the City's comprehensive plan by controlling the site design and appearance of development in a manner that is consistent with sound land use, urban design, and economic revitalization principles. Provisions in the LKC Overlay District will be implemented using the City's design guidelines and urban design recommendations from the City's comprehensive plan.

Tax Incremental Financing District #5

Local governments commonly use tax increment financing (TIF) to encourage development. A community can designate an area as a TIF district to publicly fund infrastructure such as parks, parking facilities, streets, and streetscape elements. Improvements within a TIF district are financed through taxes collected on the increase in taxable property value within that district. The City of Cudahy Common Council approved the creation of Tax Increment Financing District (TID) #5, the only TIF district within the City, under the provisions of Section 66.1105 of the *Wisconsin Statutes* in September 2021.²¹ The City created TID #5 to provide a financial mechanism to fund public improvements, including needed investments in infrastructure, and facilitate redevelopment through development incentives. Comprising a total of approximately 154 acres, TID #5 encompasses lands recognized as needing rehabilitation or conservation, including, as shown on Map 2.3, a portion of Redevelopment District #1.²²

Major Economic Activity Center Designation

Redevelopment District #1 is located entirely within a major economic activity center identified in VISION 2050, the regional land use and transportation plan for Southeastern Wisconsin.²³ VISION 2050 identified the activity center based on existing employment, forecast employment growth, and input from local governments. Overall, the activity center contains a concentration of industrial land with at least 3,500 employees.

VISION 2050 recommends the continued development of major economic activity centers to encourage economic growth, including a focus on developing and redeveloping such long-established major centers like that encompassing Redevelopment District #1. VISION 2050 also recommends that local government land use policies allow a mix of housing types near major economic activity centers to promote accessibility between housing and jobs.

Airport Height Restrictions

Chapter 84 of the *Milwaukee County Code of Ordinances* sets forth building height restrictions that impact potential development within a certain area surrounding Milwaukee Mitchell International Airport, including Redevelopment District #1. These restrictions, and other standards and requirements, have been established by the Federal Aviation Administration (FAA) for the safe, efficient use and preservation of navigable airspace. The City's 2021 comprehensive plan provides additional information on these restrictions.

Noise Exposure Designation

The airport's alignment of runways, proximity, and aircraft flight patterns also result in much of the District being subject to significant noise exposure. As determined by noise contours delineated on noise exposure maps, properties in the District between Somers and Martin Avenues along Packard Avenue and southwesterly towards the airport are within the 65 decibel (dB) day-night noise level (DNL) noise contour.²⁴ The 65 dB DNL metric, a land use compatibility threshold, establishes residential and other noise-sensitive uses as non-compatible uses. District properties within the 65 dB DNL noise contour are eligible for federal funding for noise mitigation measures like sound insulation.

²¹ Additional information on TID #5 is available in a project plan prepared by Ehlers in August 2021.

²² TID #5, which also encompasses a portion of Redevelopment District #2, is shown on an inset of Map 1.1.

²³ VISION 2050 contains additional information on the designation of major economic activity centers. The major economic activity center in the City of Cudahy is shown in relation to Redevelopment District #1 on the inset of Map 1.1 of this report.

²⁴ Milwaukee Mitchell International (MKE) noise exposure maps are presented in MKE's Federal Aviation Regulation (FAR) Part 150 Noise Study. The study includes a Noise Compatibility Program (NCP), which contains noise mitigation and abatement recommendations approved by the Federal Aviation Administration (FAA) in 2009.

Environmental Constraints

Environmental constraints within the District are related to environmental contamination of sites and are distinctly different from constraints associated with natural features. The Wisconsin Department of Natural Resources (WDNR) Bureau for Remediation and Redevelopment identifies and monitors environmentally contaminated, or brownfield, sites in the State. Sites are categorized as LUST sites or as ERP sites. A LUST site contains one or more known leaking underground storage tanks and features soil and/or groundwater that is contaminated with petroleum.²⁵ An ERP (environmental repair) site is a site that has contaminated soil and/or groundwater, examples of which include industrial spills (or dumping) that require long-term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination.²⁶

Environmentally contaminated sites in Redevelopment District #1, shown on Map 2.2, include four open ERP sites, i.e., 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. WDNR's Remediation and Redevelopment Program, which manages efforts to clean and redevelop contaminated sites, may identify additional financial resources.

Transportation Network Components

Streets and Highways

The street and highway system serves several important functions, including the movement of vehicular through traffic, providing vehicular access to abutting land uses, providing pedestrian and bicycle circulation, and serving as the location for utilities and stormwater management facilities. Public streets and highways within and serving Redevelopment District #1 include arterial, collector, and local streets with varying capacities. The most significant streets and highways serving the District are Layton Avenue and Packard Avenue. As noted in the City's comprehensive plan, stormwater management facilities within the Packard Avenue right-of-way include bioswales, which, along with additional green infrastructure, promote sustainable stormwater management in the City.

Layton Avenue defines much of the District's northern boundary. Layton Avenue is an arterial street, intended to provide a high degree of travel mobility and serve traffic movement between and through the County's urban areas. Designated as County Highway (CTH) Y, Layton Avenue connects to State Highway (STH) 32 on the City's eastern side and connects to multiple Milwaukee County municipalities to the west. Layton also provides access to significant components of the regional transportation network. Less than one mile west of the District, Layton accesses STH 794, locally known as Lake Parkway, which becomes Interstate Highway (IH) 794 and provides a direct connection to downtown Milwaukee and access to IH 94/43. Within three miles west of the District, Layton offers direct access to IH 94/41 and provides access to Milwaukee Mitchell International Airport via Howell Avenue/STH 38.

Packard Avenue, an arterial street along the District's eastern edge, is designated STH 38 approximately two miles south of the District, outside the City. The intersection of Packard and Layton Avenues forms the northern entrance to the City's historic downtown, which is oriented around Packard Avenue. The Packard Avenue corridor features smaller-scale parcels and several intersecting local streets, including Barnard Avenue, along its eastern right-of-way; the western right-of-way is lined with larger parcels that abut the Union Pacific Railway. Barnard Avenue is the only street aside from Layton/CTH Y that traverses the railway and the full longitudinal extent of Redevelopment District #1, becoming Iceport Way in the west-central portion of the District. Iceport Way intersects with Nicholson Avenue, the District's western boundary, north of Whitnall Avenue, which bounds large parcels west of the railway before intersecting with Packard Avenue south of the District. As collector streets, Nicholson and Whitnall Avenues carry traffic from local streets and large abutting properties. Nicholson is also notable for connecting the District and City of Cudahy

²⁵ *Petroleum contains toxic and cancer-causing substances and can, over time, naturally biodegrade and emit potentially explosive vapors.*

²⁶ *ERP sites are sites other than LUST sites that can also include areas with petroleum contamination from above-ground (not underground) storage tanks.*

Redevelopment District #2²⁷ via its intersection with Edgerton Avenue to the south. Local streets within the District and a network of public alleys also provide access to large and small parcels within the District.

Public Transportation

Components of the regional public transportation systems that serve Redevelopment District #1 include interregional air, bus, rail, and ferry service as well as local bus service. Located approximately three miles from the District via Layton Avenue, Milwaukee Mitchell International Airport supports several modes of public transportation, including passenger air service carriers and cargo charter services, offering access to national and international markets and destinations. The airport also supports public access to intercity passenger rail service provided by Amtrak and to intercity bus services.²⁸ The Lake Express provides seasonal ferry passenger service from a terminal in Port Milwaukee, approximately four miles from the District via STH 794. The District is also served by local, fixed-route bus service provided by the Milwaukee County Transit System (MCTS), which connects passengers in the District to other portions of the City and County. MCTS also provides paratransit services to these same areas through numerous partnerships. Implementation of a phased system redesign, MCTS NEXT, was completed in 2021 and is intended to provide enhanced efficiency, faster service, and improved service hours.

In addition to these existing public transportation services, it is also worth noting that regional plans recommend expanding public transportation serving the City. A proposed commuter rail service would feature a station located within Redevelopment District #1 and connections between Chicago, Kenosha, Racine, Milwaukee, and other communities within and outside the Region.

Freight Transportation Network

Freight transportation network components serving Redevelopment District #1 include several major highways, including Layton Avenue/CTH Y, which provides direct access to IH 94/41 approximately 3 miles west of the City, and Lake Parkway/STH 794, which provides access to Port Milwaukee. The Union Pacific (UP) Railroad is another component of the freight transportation network. One UP Railroad spur bisects the District while another is located west of the City along STH 794; both spurs are considered underutilized. The freight transportation network is bolstered by the District's proximity to Milwaukee Mitchell International Airport and Port Milwaukee.

2.3 ANALYSIS AND ASSESSMENT

Layton and Packard Avenues are two of the most significant components of Redevelopment District #1. As the City's historic commercial corridor, Packard Avenue is among the most important elements in preserving the City's narrative and character. Layton Avenue connects the City to important local, regional, and more distant destinations, including Lake Michigan, neighboring communities, and national and international markets. The intersection of these arterials should complement and unite the City's historic and modern components. Instead, there is no coherent design or architectural theme within the District, despite that portions of the District have been redeveloped since the publication of the first edition of this report. Parcels that have undergone redevelopment are identified in Table 2.1, which documents site characteristics, including the land use, features, size, general condition, and value of existing structures and improvements, for each parcel within the District.²⁹

As indicated in the table, a substantial quantity of architecturally significant buildings within the District have been altered in ways that detract from their historic character. Some proximate development does not fit with the character of those historic buildings, while other older buildings have been left to deteriorate. Approximately one-third of the properties along Packard Avenue are vacant, including vacant structures and lands. It is also worth noting that some of the conditions listed as contributing to blight for properties with issues may be due to property maintenance problems associated with absentee ownership.

²⁷ See *SEWRPC Memorandum Report (MR) No. 263, City of Cudahy Redevelopment District #2 Project Plan Update (DATE TBD) for information on Redevelopment District #2.*

²⁸ *The Intermodal Station in downtown Milwaukee, approximately seven miles from the District, also offers public access to these intercity bus services and offers access to additional interregional bus services.*

²⁹ *Except for valuation data, which reflect the assessed value of land and improvements as of 2020, data in Table 2.1 are based on a detailed physical analysis undertaken during the preparation of the first edition of this report and have been amended to reflect redevelopment that has occurred since that report's adoption.*

Parcels in a wide range of sizes host a mix of structures and uses in the District. Older buildings within the District, especially within the City's historic commercial corridor, occupy relatively small lots and often feature multiple uses, such as commercial and residential uses, as is typical of such corridors and help maintain the vibrancy of the historic downtown. Some properties host noncomplimentary uses or are generally underutilized, particularly parcels that provide outdoor storage. Larger properties supporting commercial and industrial uses, many of which are clustered along a spur of the Union Pacific Railroad line, have played a significant role in the City's economy and provide excellent opportunities for more modern development. Such a mixture of uses, which has made it difficult for the District to achieve its best and highest use, can be best accommodated with an intentional District-wide focus on design. While redevelopment efforts conducted since publication of the first edition of this report have established infrastructure to integrate parcels of various sizes, the District would benefit from additional improvements.

Portions of the District are characterized by deteriorated parking facilities, alleys, and sidewalks. Pedestrian amenities, such as pedestrian-scale lighting, canopy shade trees, benches, bump-outs at crosswalks, and directional signage, are confined to limited parts of the District, discouraging pedestrian activity. Most non-residential uses within the District also lack landscaping in parking areas, along building foundations, and elsewhere. Poor quality signage proliferates in the District, and portions of the District have overhead utility lines. Overall, the District is visually cluttered with disordered elements that detract from its aesthetic quality and do not reinforce its role as the northern gateway to the City's historic downtown.

2.4 CONCLUSIONS

Section 66.1333(2m) of the *Wisconsin Statutes* establishes definitions relative to blight elimination. Under State law, a blighted area is defined as follows:

An area which by reason of the presence of a substantial number of substandard, slum, deteriorated or deteriorating structures, predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a city, retards the provision of housing accommodations or constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use.

Findings of Blight

Table 2.1 presents blight findings within Redevelopment District #1.³⁰ As shown in the table, 53 of the 112 parcels within Redevelopment District #1 have been identified as blighted, in need of rehabilitation, or otherwise meet the definition of blight as established by criteria set forth in Section 66.1331(3) of the *Wisconsin Statutes*. These parcels encompass 69.5 acres, constituting approximately 87 percent of the District.³¹ Thus, not less than a preponderance of the properties within the District is blighted and in need of rehabilitation; demonstrates deteriorating architecture, faulty lot layout, unsafe buildings or circulation areas, economically obsolete use that do not comply with adopted city planning documents, or poor or unsafe access and circulation for vehicles and pedestrians; or meets other statutory factors meeting the definition of blight. In addition, a substantial portion of the District contains vacant, underutilized, and visually blighted property and a disordered assortment of land uses.

All these factors contribute to existing blight in the District that impacts the City's future development potential, including substantial impairments to the continued revitalization of the City's downtown area. Redevelopment efforts, including conducting appraisals and environmental examinations, conducted as this report is implemented will likely identify additional information on existing blight within the District.

³⁰ *Blight findings are based on a detailed physical analysis undertaken during the preparation of the first edition of this report as documented in that report.*

³¹ *Based on the total acreage of parcels within the District, which, as outlined in Table 2.1, is approximately 80 acres.*

**Table 2.1
Redevelopment District #1 Characteristics by Parcel**

Site ID	Land Use and Selected Features	Size (acres)	Condition	Notes	Blight Findings	Valuation		
						Land	Improvements	Total
1	Commercial	0.06	--	--	X	24,100	86,000	110,100
2	Commercial - Vacant building	0.12	Poor	--	X	59,000	32,300	91,300
3	Commercial	0.17	Fair/Good	M	--	72,000	317,000	389,000
4	Commercial	0.08	Fair/Good	M	--	36,000	83,300	119,300
5	Commercial	0.08	Fair/Good	P	--	39,600	75,400	115,000
6	Commercial - Parking lot	0.08	--	--	X	--	--	--
7	Commercial - Parking lot	0.10	--	--	X	--	--	--
8	Commercial	0.44	Good	--	--	191,200	56,400	247,600
9	Commercial	0.41	Good	--	--	228,200	969,400	1,197,600
10	Commercial	0.15	Fair/Good	P	--	72,600	140,100	212,700
11	Commercial	0.11	Fair/Good	M	--	44,000	274,000	318,000
12	Residential	0.11	Fair/Good	M	--	52,800	93,400	146,200
13	Residential	0.11	Fair/Good	P	--	52,800	176,700	229,500
14	Residential	0.08	Fair/Good	P	--	43,200	72,000	115,200
15	Residential	0.08	Fair	M, P	X	43,200	100,000	143,200
16	Commercial	0.08	Fair/Good	P	--	39,600	60,200	99,800
17	Commercial	0.08	Fair/Good	M	--	39,600	116,400	156,000
18	Commercial - Vacant lot	0.37	--	--	X	108,000	85,600	193,600
19	Commercial	0.29	Fair	M, R	X	124,400	108,900	233,300
20	Commercial	0.17	Fair/Good	F	--	79,200	128,700	207,900
21	Commercial	0.25	Fair/Good	L	--	110,800	107,200	218,000
22	Transportation, Communication, and Utilities (TCU)	0.34	--	--	--	--	--	--
23	Open Lands	0.18	Good	U,+	X	--	--	--
24	Open Lands	0.08	Fair/Good	F	--	--	--	--
25	Open Lands	0.08	Good	--	--	--	--	--
26	Open Lands	0.17	--	--	X	--	--	--
27	Open Lands	0.07	--	--	--	--	--	--
28	Open Lands	0.07	Fair/Good	--	--	--	--	--
29	Open Lands - Parking lot	0.05	--	--	--	--	--	--
30	TCU	0.25	--	--	X	--	--	--
31	Residential	1.03	--	--	X ^a	70,500	1,303,900	1,374,400
32	Commercial	0.17	Fair/Good	U	--	79,200	124,600	203,800
33	Commercial	0.17	Good	--	--	79,200	295,800	375,000
34	Commercial	0.17	Good	U,+	--	73,500	156,100	229,600
35	Commercial - Vacant building	0.39	Fair	NL,P,+	X	140,500	261,300	401,800
36	TCU - Parking lot	0.47	--	--	X ^a	--	--	--
37	TCU	0.16	Poor/fair	--	X	--	--	--
38	Commercial - Vacant building	0.10	Good	NL	--	53,300	193,000	246,300
39	Commercial - Vacant building	0.08	Fair/Good	F	--	39,600	197,500	237,100
40	Commercial	0.08	Good	NL,B	--	39,600	92,600	132,200
41	Commercial	0.08	Fair/Good	P	--	39,600	83,400	123,000
42	Commercial - Vacant building	0.08	Good	--	--	--	--	--
43	Commercial	0.16	Good	B	--	79,200	138,300	217,500
44	Commercial - Vacant building	0.10	Fair	M,+	--	57,700	42,600	100,300
45	Commercial	0.08	Good	--	--	36,000	170,600	206,600
46	Commercial	0.19	Good	--	X	74,700	260,500	335,200

Table continued on next page.

Table 2.1 (Continued)

Site ID	Land Use and Selected Features	Size (acres)	Condition	Notes	Blight Findings	Valuation		
						Land	Improvements	Total
47	Commercial	0.33	Good	--	--	95,100	138,300	233,400
48	Residential	0.41	Fair/good	P	--	66,000	381,400	447,400
49	Commercial	0.08	Fair/good	NL,F	--	36,000	117,000	153,000
50	Commercial	0.08	Good	S	--	36,000	59,900	95,900
51	Residential	0.12	Fair	M, P	X	54,200	56,700	110,900
52	Commercial	0.17	Fair/good	L,M,P	--	72,000	310,900	382,900
53	Gov./Institutional	0.66	Fair/good	L	--	203,900	223,500	427,400
54	Commercial	0.25	Fair	L,P	X	113,400	49,900	163,300
55	Commercial	0.08	Fair/good	A	--	37,800	139,900	177,700
56	Commercial - Vacant building	0.32	Poor	L,A	X	147,400	140,700	288,100
57	Industrial - Parking lot	5.34	--	--	X ^a	422,700	2,900	425,600
58	Open Lands - Undeveloped	2.68	--	--	X ^a	--	--	--
59	Open Lands - Undeveloped	16.75	--	--	X ^a	--	--	--
60	Commercial	1.00	--	--	X ^a	502,100	561,500	1,063,600
61	Commercial	1.38	--	--	X ^a	911,700	1,498,900	2,410,600
62	Commercial - Undeveloped	3.44	--	--	X ^a	--	--	--
63	Open Lands - Undeveloped	2.37	--	--	X ^a	--	--	--
64	Industrial	3.72	--	--	X ^a	500,600	2,363,600	2,864,200
65	TCU - Parking lot	0.98	--	--	X ^a	--	--	--
66	Governmental/Institutional	1.25	--	--	X ^a	--	--	--
67	Governmental/Institutional - Parking lot	0.13	--	--	X ^a	--	--	--
68	Open Lands - Vacant lot	0.37	--	--	X ^a	--	--	--
69	Open Lands - Vacant lot	0.35	--	--	X	--	--	--
70	TCU	0.46	--	--	X ^a	--	--	--
71	Residential	0.42	--	--	X ^a			
71 - 3530						30,000	164,700	194,700
71 - 3532						30,000	163,600	193,600
71 - 3534						30,000	163,600	193,600
71 - 3536						30,000	163,600	193,600
71 - 3538						30,000	163,600	193,600
71 - 3540						30,000	164,700	194,700
72	Residential	0.26	--	--	X ^a			
72 - 3501						30,000	164,700	194,700
72 - 3503						30,000	163,600	193,600
72 - 3507						30,000	163,600	193,600
72 - 3509						30,000	163,600	193,600
72 - 3513						30,000	163,600	193,600
72 - 3515						30,000	164,700	194,700
73	Residential	0.37	--	--	X ^a			
73 - 3502						30,000	164,700	194,700
73 - 3504						30,000	163,600	193,600
73 - 3508						30,000	163,600	193,600
73 - 3510						30,000	163,600	193,600
73 - 3516						30,000	163,600	193,600
73 - 3518						30,000	163,600	193,600
73 - 3524						30,000	163,600	193,600
73 - 3526						30,000	190,000	220,000
74	Residential	0.52	--	--	X ^a			
74 - 101						10,000	--	10,000
74 - 102						10,000	--	10,000
74 - 103						10,000	--	10,000
74 - 104						10,000	--	10,000

Table continued on next page.

Table 2.1 (Continued)

Site ID	Land Use and Selected Features	Size (acres)	Condition	Notes	Blight Findings	Valuation		
						Land	Improvements	Total
74	Residential (continued)							
74 - 105						10,000	--	10,000
74 - 106						10,000	--	10,000
74 - 107						10,000	--	10,000
74 - 108						10,000	--	10,000
74 - 201						10,000	--	10,000
74 - 202						10,000	--	10,000
74 - 203						10,000	--	10,000
74 - 204						10,000	--	10,000
74 - 205						10,000	--	10,000
74 - 206						10,000	--	10,000
74 - 207						10,000	--	10,000
74 - 208						10,000	--	10,000
74 - 302						10,000	--	10,000
74 - 303						10,000	--	10,000
74 - 304						10,000	--	10,000
74 - 306						10,000	--	10,000
74 - 307						10,000	--	10,000
74 - 308						10,000	--	10,000
74 - 401						10,000	--	10,000
74 - 402						10,000	--	10,000
74 - 403						10,000	--	10,000
74 - 404						10,000	--	10,000
74 - 405						10,000	--	10,000
74 - 406						10,000	--	10,000
74 - 407						10,000	--	10,000
74 - 408						10,000	--	10,000
75	Residential	0.56	--	--	X ^a	169,600	2,179,900	2,349,500
76	Commercial	0.82	--	--	X	--	--	--
77	Industrial	11.13	--	--	X ^a	1,654,900	5,091,900	6,746,800
78	Commercial	2.54	Fair/good	--	X	547,400	373,200	920,600
79	Industrial - Parking lot	0.46	--	--	X ^a	50,400	--	50,400
80	Industrial - Parking lot	1.07	--	--	X ^a	96,700	--	96,700
81	Open Lands - Vacant lot	0.77	--	--	X	--	--	--
82	Governmental/Institutional	1.97	--	--	X ^a	300,000	3,400,000	3,700,000
83	TCU	2.78	--	--	X	--	--	--
84	Residential	0.13	Good	--	X	60,500	78,100	138,600
85	Commercial	0.08	Good	--	X	37,800	70,100	107,900
86	Commercial	0.29	Good	--	X	176,400	573,600	750,000
87	Commercial	0.06	Good	--	X	29,000	75,200	104,200
88	Commercial	0.08	Fair/good	--	X	39,600	97,100	136,700
89	Commercial	0.08	--	--	X	39,600	141,200	180,800
90	Commercial - Vacant building	0.08	Fair/good	M,P	X	39,600	108,700	148,300
91	Commercial	0.10	Fair/good	M	--	53,300	86,700	140,000
92	Commercial	0.18	Fair/good	M,P,+	--	93,000	249,000	342,000
93	Commercial	0.18	Fair/good	M,P	X	82,200	243,200	325,400
94	Commercial	0.08	Good	--	--	39,600	131,000	170,600
95	Commercial	0.06	Good	--	--	29,300	72,600	101,900
96	Commercial	0.13	Fair/good	P	--	62,900	185,400	248,300
97	Commercial	0.07	Fair	P	--	42,100	130,900	173,000
98	Residential	1.26	Good	--	--	462,000	1,321,800	1,783,800
99	Commercial	0.22	--	--	--	91,700	286,900	378,600
100	Open Lands	0.08	Fair	--	--	--	--	--

Table continued on next page.

Table 2.1 (Continued)

Site ID	Land Use and Selected Features	Size (acres)	Condition	Notes	Blight Findings	Valuation		
						Land	Improvements	Total
101	Open Lands	0.15	Fair	--	--	--	--	--
102	Open Lands - Vacant building	0.25	Fair/good	M	--	--	--	--
103	Open Lands	0.10	Fair/good	--	--	48,800	--	48,800
104	Open Lands	0.08	Fair/good	--	--	--	--	--
105	Commercial	0.12	Fair/good	--	--	56,700	132,900	189,600
106	Commercial - Vacant building	0.12	Poor/fair	M,P	--	56,700	176,000	232,700
107	Residential	0.27	Good	--	--	198,000	441,700	639,700
108	Commercial	0.34	Good	--	--	165,000	435,000	600,000
109	Commercial	0.08	Good	--	--	37,800	98,900	136,700
110	Commercial	0.17	Fair/good	P	--	75,600	114,400	190,000
111	Commercial	0.08	Good	P	--	37,800	75,000	112,800
112	Commercial - Vacant building	0.10	Fair/good	M,P	--	47,500	98,300	145,800
Total		79.63	--	--	--	11,343,300	32,220,900	43,564,200

Note: Data in this table reflects conditions related to each parcel and taxable property within Redevelopment District #1 as follows:

- Site ID – reflects the parcel number and, for parcels with multiple owners, the address or unit number, associated with each tax key number as of 2021 as shown in Table A.1 of this report
- Land Use and Features – the land use of each parcel is based on SEWRPC’s 2020 regional land use inventory. Listed features are based on selected data from the first edition of this report to reflect features that may have contributed to blight findings.
- Size – the acreage of each parcel as of 2021, each of which is associated with one or more taxable properties as shown in Table A.1 of this report
- Condition – taken directly from the first edition of this report
- Notes – adapted from the first edition of this report for consistent presentation as indicate below. Consult the previous edition of this report for full details:
 - A – Aesthetic issues
 - B – Issues with building scale or style
 - F – Issues with façade
 - L – In need of landscaping
 - M – In need of maintenance
 - NL – Nonconforming lot
 - P – In need of painting
 - S – Substandard features
 - U – Issues related to use
 - + – Has rehabilitation potential
- Blight Findings – taken from the first edition of this report with a footnote to reflect parcels that have been reconfigured or redeveloped since publication of the first edition of this report
- Valuation – indicates the 2020 assessed value of each parcel, including improvements

^a This parcel has been reconfigured or redeveloped since publication of the first edition of this report.

Source: City of Cudahy, Milwaukee County, and SEWRPC

3.1 INTRODUCTION

This chapter presents a proposed redevelopment plan for Redevelopment District #1 that leverages opportunities within the District and complements economic development efforts to promote the highest and best land use within the City. The proposed redevelopment plan realizes opportunities within the District and accounts for City goals and objectives as established through relevant local planning and development efforts. These planning efforts include the comprehensive plan, the Gateway and City Center Plan, and Department of Economic Development endeavors to promote development that enhances neighborhoods, fosters business growth, and strengthens the City’s economic base.³²

3.2 OPPORTUNITIES

Every challenge, including those posed by the District’s existing conditions, can be seen as an opportunity. As indicated in the existing conditions analysis and blight findings in Chapter 2 of this report (Analysis of Existing Conditions), existing conditions pose several challenges within the District. One such challenge is the contrast in the scale of District features, which range from large impervious surfaces and buildings and expansive undeveloped lands to smaller lots and buildings typical of a community’s historic main street. This variety contributes to an assortment of noncomplementary uses, faulty layouts, and obsolete platting within the District. Additional challenges that characterize the District are vacant and deteriorating buildings, brownfield sites, and undeveloped lands with and without natural resources.

The City can strategize for promoting sound growth by acknowledging these challenges, which are counterbalanced by a wealth of opportunities related to the District’s locations, land use pattern, transportation network components, and more.

Location and Land Use Pattern

Redevelopment District #1 is advantageously located relative to numerous features, including the City’s historic commercial corridor, long-time local employers, civic uses, and traditional residential neighborhoods. Redevelopment within the District can prosper from and complement the City’s identity and heritage by combining historic and modern components, honoring small businesses and industry, and by creating community spaces and connections. The District is suitable for a wide variety of uses that can promote and profit from density and activity. With a range of parcel sizes, the District provides opportunities for large, medium, and small-scale redevelopment projects. There is also potential for remediating contaminated sites within the District using available Federal and State resources. In addition, the District’s natural resource areas offer opportunities to expand green infrastructure and provide open space for passive recreation in conjunction with development.

Transportation Network Components

The District has convenient access to State Trunk Highway (STH) 794, Interstate Highway (IH) 94/41, Milwaukee Mitchell International Airport, Port Milwaukee, and the United Pacific (UP) Railroad, which together support a variety of regional, interstate, and international passenger and freight services.³³ The District also has important direct and indirect connections to adjacent traditional neighborhoods and large lakefront parks. Valuable local transportation network components serving the District include fixed-route

³² Additional information on these planning and development efforts is presented in Chapter 1 of this report (Introduction) and in the City’s comprehensive plan, SEWRPC Community Assistance Planning Report (CAPR) No. 339, A Comprehensive Plan Update for the City of Cudahy: 2050 (August 2021).

³³ The District also encompasses an area that regional plans have identified as a location for a potential commuter rail transit station to serve the Kenosha-Racine-Milwaukee (KRM) Commuter Link, which is proposed to connect to Chicago via Metra’s Union Pacific North line in the City of Kenosha. Additional information is presented in the City’s comprehensive plan.

bus service and multiple major arterials, the latter of which could be enhanced with green infrastructure to protect the water quality of the Wilson Park Creek tributary.

Zoning

The City's zoning ordinance supports opportunities for a wide range of development. The District can accommodate multifamily residential development of varying scales and densities, including mixed-use development with residential uses above ground-floor commercial retail, service, or office uses. The District can accommodate community- and neighborhood-oriented development as single- or mixed-use structures within large and small sites. Zoning in the District also supports limited industrial uses. The District offers opportunities for public and private parks with open space and active and passive recreational facilities to complement natural resources and adjacent uses. In addition, the Planned Unit Development (PUD) ordinance supports flexibility in design, density, and uses to capitalize on the City's limited opportunities for infill, redevelopment, and new development. The PUD ordinance promotes unifying uses through improved site planning, streetscaping, landscaping, and other techniques to establish a consistent, visually pleasing appearance within the District that can preserve and enhance the historic downtown. The PUD process also promotes establishing a multimodal transportation network that safely and efficiently accommodates pedestrians, bicycles, and vehicles while providing amenities that serve and unify new and existing residents and businesses.

Tax Increment District #5

Tax Increment District (TID) #5, which encompasses much of the District, provides a financial mechanism to fund public improvements, including needed infrastructure, and to incentivize catalytic redevelopment.

Major Economic Activity Center Designation

The District is within a major economic activity center as designated under regional plans. Regional plans include a focus on the development and redevelopment of such long-established major economic activity centers to encourage economic growth.

3.3 PROPOSED DEVELOPMENT PLAN

The proposed development plan for Redevelopment District #1 incorporates numerous components from the City's comprehensive plan, including goals, objectives, and policies, recommendations, planning areas and planned land uses, and design strategies. One such planning area is the Gateway and City Center Plan (GCCP) Planning Area, which encompasses much of the District as shown on Map 3.1. Comprehensive plan components incorporated into this report capitalize on opportunities within the District and are consistent with the City's vision for developing much of the District, and the remaining GCCP Planning Area, using the PUD process.³⁴ Key elements of this vision for are to establish a city center that connects with the City's historic downtown and additional, complementary mixed-use development.

Proposed development should enhance the District's identity, functionality, and aesthetics by creating a high-quality, mixed-use, urban destination. Development should support an active, vibrant atmosphere for the City's residents, workforce, and visitors. Project plans should feature site and street layouts designed to create a safe and comfortable multimodal network with pedestrian, bicycle, and vehicular connections within the District and to surrounding areas. Project plans should also maximize permeable surfaces, expand functional and recreational open space, and improve the performance of stormwater management systems. Ultimately, development should contribute to an overall increase in property values in the District.

Proposed Land Uses

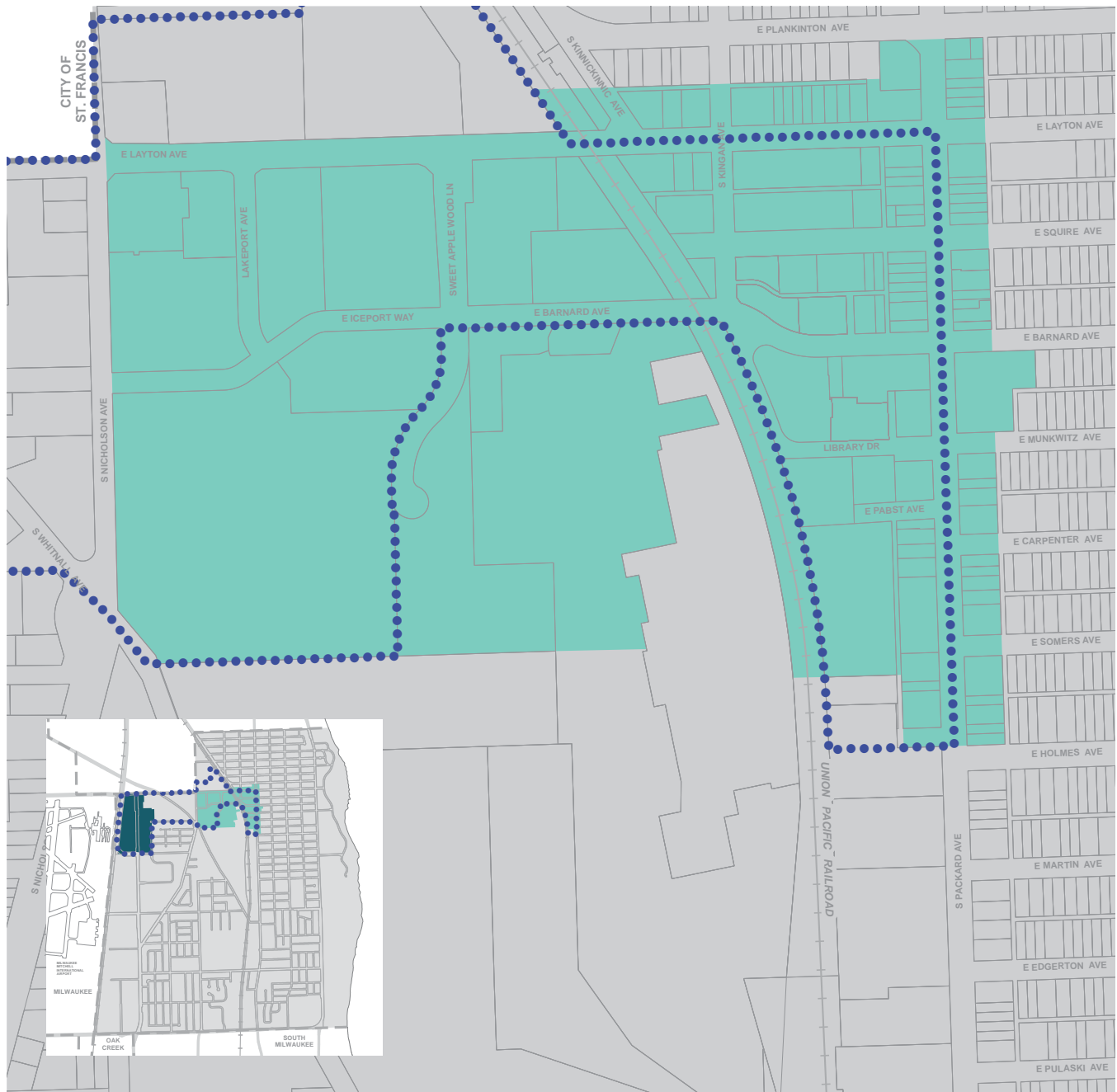
Proposed uses are intended to help guide the District's physical development and are based on planned land uses set forth in the City's comprehensive plan. It is important that project plans be prepared with consideration for the entire GCCP Planning Area to ensure that development aligns with the City's comprehensive plan. Proposed land uses for Redevelopment District #1 are shown on Map 3.2 and summarized as follows.³⁵

³⁴ *The GCCP Planning Area also encompasses all of City of Cudahy Redevelopment District #2.*

³⁵ *Additional information on proposed/planned land uses is presented in the City's comprehensive plan.*

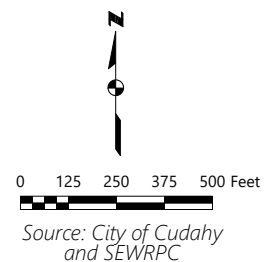
Map 3.1

City of Cudahy Redevelopment District #1 Within the Gateway and City Center Plan (GCCP) Planning Area

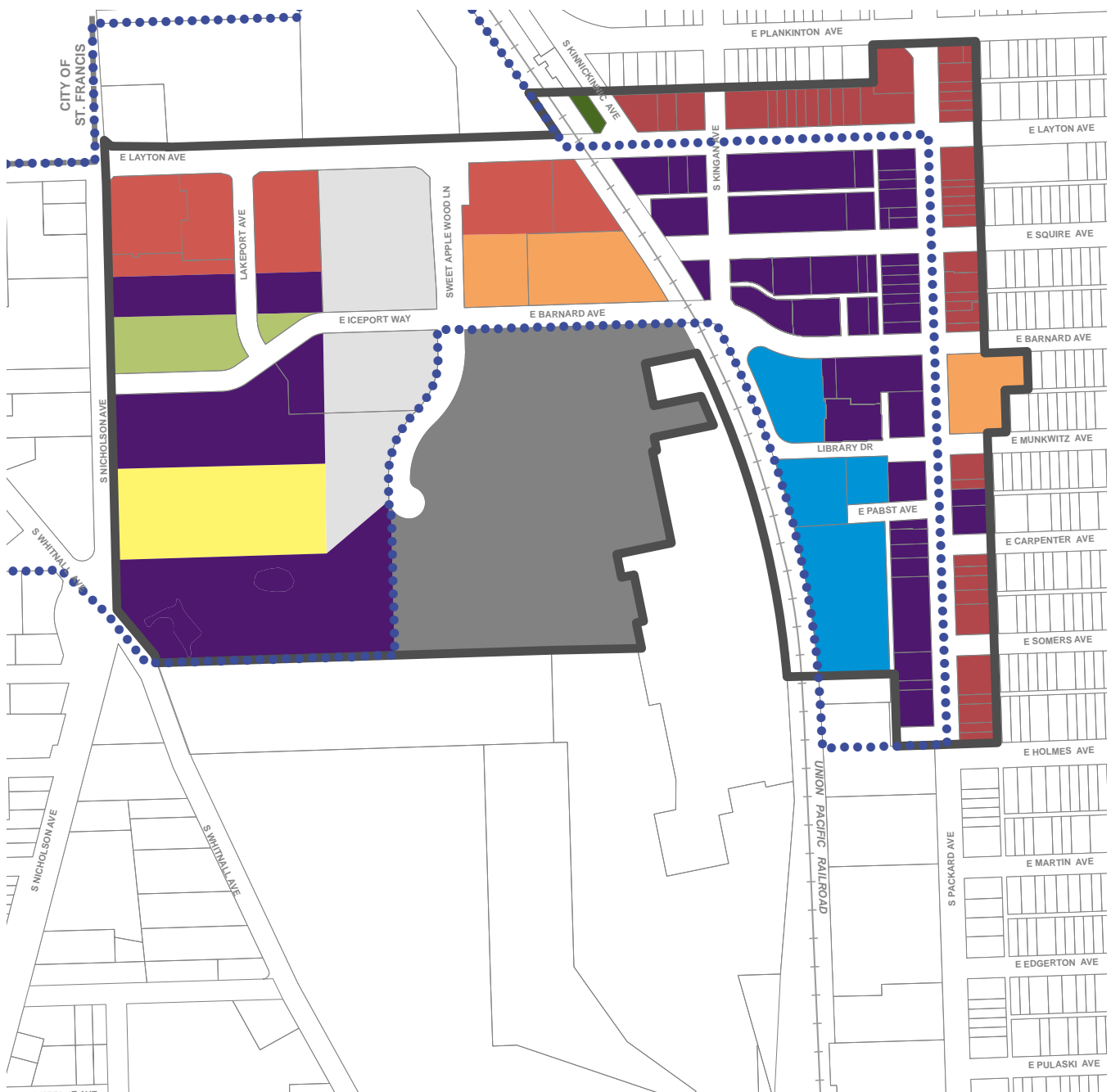


- REDEVELOPMENT DISTRICT #1
- REDEVELOPMENT DISTRICT #2
- GATEWAY AND CITY CENTER PLAN (GCCP) PLANNING AREA

Note: The Gateway and City Center Plan (GCCP) Planning Area was established by the City's comprehensive plan; see SEWRPC Community Assistance Planning Report (CAPR) No. 339, *A Comprehensive Plan Update for the City of Cudahy: 2050* (August 2021) for more information.



Map 3.2 City of Cudahy Redevelopment District #1 Proposed Development Plan



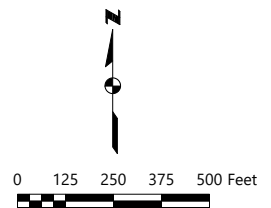
PLANNED LAND USE CATEGORIES

- SINGLE-/TWO-FAMILY RESIDENTIAL
- MULTIFAMILY RESIDENTIAL
- COMMUNITY BUSINESS
- CENTRAL BUSINESS
- INSTITUTIONAL
- PLANNED MIXED USE
- LIMITED MANUFACTURING
- GENERAL MANUFACTURING
- GREEN CONNECTION
- PARKS
- GATEWAY CITY CENTER PLAN (GCCP) PLANNING AREA
- REDEVELOPMENT DISTRICT #1

Notes: Shapes on map represent a general vision for future land use. Actual boundaries between land use categories 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.

This proposed development plan incorporates information presented in the City's comprehensive plan, including information related to the Gateway and City Center Plan (GCCP) Planning Area. See SEWRPC Community Assistance Planning Report (CAPR) No. 339, *A Comprehensive Plan Update for the City of Cudahy, 2050* (August 2021) for more information.

Date of Currency: August 17, 2021



Source: City of Cudahy and SEWRPC

Multifamily Residential

Multifamily residential areas feature residences or parcels with three or more residential units.

Central Business

Areas designated for central business feature a mix of retail, service, office, and institutional uses, which are typically limited to the ground story of buildings that feature upper-story residential uses. Areas designated for central business are concentrated within and adjacent to the City's historic downtown. Development within central business areas should be pedestrian-oriented with no on-site parking and should feature a scale, setback, design, and materials compatible with the historic character of existing neighboring buildings.

Community Business

Community business areas feature a mix of retail, service, and office uses, including local/regional/national businesses serving the City and neighboring communities. Areas designated for community business should feature architecturally detailed buildings constructed using quality materials on landscaped sites with controlled lighting, attractive signage, and minimal/no outdoor storage/display.

Planned Mixed Use

Areas designated as planned mixed use feature a carefully designed mix of residential and commercial, office, or institutional uses within one site or building. While planned mixed use areas are not intended to discourage beneficial single-use development, areas designated for planned mixed use are generally located where development is likely unable to support solely commercial uses. Residential development within the District's planned mixed use areas will help support commercial uses.

Limited Manufacturing

Limited manufacturing includes high-quality indoor manufacturing, warehousing, distribution, and ancillary office uses on sites with generous landscaping, screened storage, modest lighting, and limited signage comprise limited manufacturing uses.

General Manufacturing

General manufacturing includes indoor manufacturing, warehousing, distribution, and ancillary office uses on sites that may feature outdoor storage and moderate attention to building design, landscaping, and signage.

Institutional

Areas designated as institutional feature governmental uses and publicly owned facilities such as schools, utility buildings, hospitals, religious institutions, and special-care facilities.

Green Connection

The green connection is a corridor providing links to promote pedestrian activity and ensure access to natural amenities and planned outdoor spaces throughout the GCCP Planning Area and beyond.³⁶

Parks

Parks encompass publicly owned land developed with recreational facilities for active and/or passive use.

Proposed Zoning

It is essential that the City's zoning ordinance, which plays a significant role in implementing the City's comprehensive plan, complements the proposed development plan for Redevelopment District #2. Information on zoning regulations in place as this report was under preparation is set forth in Chapter 2 (Analysis of Existing Conditions). As noted in the City's comprehensive plan, the City's zoning regulations have been relatively consistent since 2009. While the regulations will not substantially compromise the City's ability to achieve its goals, the zoning ordinance may be brought into closer alignment with proposed land uses to better promote desirable development and redevelopment.

³⁶ *The green connection links the District with a western gateway within Redevelopment District #2, the lakefront, and additional areas of activity. See the City's comprehensive plan for additional information.*

Changes to zoning regulations may be made over time through developer- or property owner-sponsored PUDs and rezonings and/or with revisions to the City's zoning code. The City began considering preparing a holistic update to its zoning regulations prior to adopting their comprehensive plan update in 2021. Such an update could directly support implementation of the City's comprehensive plan and the proposed development plan presented in this report.

Proposed Site Improvements and Utilities

Proposed public site improvements within the District include City-led public investment opportunities for streetscaping, public spaces, and bicycle and pedestrian network components. District improvements should advance multimodal accessibility, including pedestrian and vehicular connections, throughout the GCCP Planning Area. Improvements should create an identifiable neighborhood atmosphere; maintain a comprehensive, sustainable framework for development; and promote business retention/recruitment and private redevelopment. Given that enhanced aesthetics within the City and District are a high priority, it is anticipated that the City will make significant financial commitments in project spending for public streetscape elements, including furniture, landscaping, lighting enhancements, and welcoming and wayfinding signage. The City will likely make additional financial commitments in project spending for property assemblage.

Infrastructure improvements will also be necessary within the District. These may include improvements to accommodate safe pedestrian connections and reinforce traffic calming at intersections. It may also be necessary to improve existing water, sewer, and stormwater facilities or construct new facilities to stimulate redevelopment or serve new development. Such improvements or construction could positively impact wetlands and stormwater management within the District and elsewhere in the City.

Additional Changes

It is recommended that the City develop detailed ordinances related to land division, official mapping, capital improvements, and design standards to implement this proposed development plan.

4.1 ADOPTION

Section 66.1303 of the *Wisconsin Statutes* sets forth requirements for redevelopment plans and their adoption. In accordance with State law, redevelopment plans may be modified at any time.³⁷ The modification process requires that property owners or lessees within the area subject to modification consent to the proposed modification. The proposed modification requires a public hearing and adoption by the Community Development Authority (CDA), after which the CDA must submit the proposed modification to the local legislative body for their approval.

To initiate approval of this report and its modifications to the 1998 report, the City of Cudahy CDA conducted a public hearing on June 6, 2023. This plan was subsequently adopted by the Common Council on June 7, 2023 (see Appendix B).

4.2 PROJECT IMPLEMENTATION

The City anticipates that redevelopment and/or public improvement activities will occur on the District's most shovel-ready sites over the first few years following this plan's adoption. Private sector redevelopment projects and activities, which will likely take place in phases over the five to ten years following this report's adoption, would include property assemblage, demolition, site preparation, and construction of new development and/or rehabilitation of existing buildings within the District. The new, high-quality development is expected to inspire interest and demand for additional private redevelopment within the District in the years that follow these investments and improvements. Public improvements and private redevelopment must be carefully coordinated to ensure that redevelopment incorporates key features of the proposed development plan for Redevelopment District #2, including mixed uses. Thus, the timing of the improvements and financing are important.

The City is willing to engage in informal discussions with developers interested in projects on municipally owned land and may conduct additional proactive efforts to identify and select developers for specific project components. Project site plans and individual development components, such as building types and design, should be based on the goals, objectives, and proposed development plan presented in this report. Proposed projects will be subject to a development agreement with the City that specifies the project type, quality, and density/intensity; the development schedule; the potential use of TIF and/or other public investments; and any other terms and conditions that will ensure high-quality, financially feasible projects.

Land Disposition

It is anticipated that the City or the CDA will acquire land as this plan is implemented. All negotiations will follow the legal requirements imposed on the City and CDA for land acquisition.

Occupant Relocation

People and businesses to be displaced by project activities will be relocated in accordance with applicable Federal and State laws and regulations. Relocation plans for a project will be filed with the Department of Administration (DOA), Division of Legal Services. The DOA must approve a relocation plan prior to initiating negotiations for property acquisition. As the City recognizes the need to provide certain benefits and services to people and businesses to be displaced to ensure minimum loss and inconvenience, relocation plans will aim to do the following:

- Ensure that people are not required to vacate dwellings without reasonable opportunity to find replacement dwellings
- Help displaced owners and tenants find suitable replacement dwellings or business locations

³⁷ Section 66.1331(10) of the Statutes.

- Inform displaced people about available State, Federal, and local assistance programs
- Determine costs of relocation payments and services

Approved relocation plans will be the basis for all relocation payments made as part of the project.

Project Financing

Sources of revenue for project expenses may include, but are not limited to, private capital and loans, tax increments, taxes from a potential business or neighborhood improvement district that could be established in the District, State and Federal grants, private foundation grants, utility funds, and other City funds as authorized by the City Council. Project financing can be accomplished in multiple ways. One potential method of financing includes bonding on behalf of the City's Community Development Authority (CDA) as provided in Section 66.1333(5) of the *Statutes*. Principal and interest can be paid through the following three methods:

- Revenue generated from the sale or lease of the property
- Payments made to the CDA from tax increment revenues from new development within Tax Increment District (TID) #5, which encompasses much of the District
- Revenue from the TID #5 redevelopment fund expenditure

In addition, the City may choose to bond separately for improvements through its normal borrowing channels. While the necessary anticipated governmental services will be provided to project areas, public debt and expenditures should be made at the same pace as private development. Development agreements between the City and property owners should be in place prior to major public expenditures. These agreements can provide for development guarantees or a payment in lieu of development. To further assure contract enforcement, these agreements might include levying of special assessments against benefited properties. The order in which public improvements are made should be adjusted in accordance with development and execution of developer agreements. The City reserves the right to alter the implementation of this plan to accomplish this objective.

Projected interest rates, which are based on current market conditions, are subject to constantly changing market conditions. Other factors, such as the loss of tax-exempt status of municipal bonds or broadening the purpose of future tax-exempt bonds, may also affect market conditions. Actual interest expense will be determined once the methods of financing have been approved and securities or other obligations are issued.

The City reserves the right to use alternate financing solutions for projects as they are implemented if financing as outlined in this report is unfeasible.

Changes in Zoning

As noted in Chapter 3 of this report (Proposed Redevelopment Plan), it is recommended that the City develop an update to its zoning regulations. The update should include detailed ordinances that will directly support implementation of the City's comprehensive plan and the proposed development plan presented in this report.

Performance Standards

Throughout the project, developers and contractors will adhere to the provisions of applicable municipal ordinances and codes, including but not limited to, the zoning ordinance, subdivision and platting ordinance, building and construction codes, traffic ordinances, site plan review regulations, and deed restrictions.

Termination

This redevelopment plan and designation of Redevelopment District #1 will terminate when the CDA determines that the goals for the District as set forth in this report have been met.

APPENDICES

**REDEVELOPMENT DISTRICT #1
BOUNDARIES AND PARCELS
APPENDIX A**

This appendix sets forth a legal description for City of Cudahy Redevelopment District #1. Table A.1 lists parcels within the District and the extent of the District is shown in relation to the City in its entirety on Map 1.1 of this report.

Beginning at the Northeast corner of Parcel No. 589-0618-000; thence south along the East lot line of said Parcel and said line extended to the Southeast corner of Parcel No. 632-0125-000; thence continuing south along said line further extended to a point of intersection with the North lot line of Parcel No. 632-0280000 and the Southern Right-of-Way of East Barnard Avenue; thence east to the Northeast corner of said Parcel; thence south approximately 120 feet; thence west approximately 75 feet; thence south approximately 135 feet; thence west along the South lot line of said Parcel and the Northern Right-of-Way of East Munkwitz Avenue to the intersection of the East lot line of Parcel No. 632-0303-001 extended; thence south along the East lot line of said Parcel extended to the Southeast corner of Parcel 632-0612-000; thence west along the South lot line of said Parcel and said line extended to the Southwest corner of Parcel No. 6310086-000; thence north approximately 170 feet; thence west along the South lot line of Parcel No. 6319994-000 extended and said South lot line to a point on the West Right-of-Way of the Union Pacific Railroad tracks; thence northerly along said West Right-of-Way to a point on said Right-of-Way approximately 1,070 feet to the northeast corner of Parcel 631-9977-002; thence westerly approximately 170 feet; thence southeasterly approximately 135 feet; thence easterly approximately 153 feet; thence southeasterly approximately 100 feet; thence westerly approximately 193 feet; thence southerly approximately 43 feet; thence westerly approximately 14 feet; thence southerly approximately 298; thence westerly approximately 177 feet; thence southerly approximately 75 feet; thence westerly approximately 40 feet; thence southerly approximately 150 feet; thence westerly approximately 25 feet; thence southerly approximately 83 feet; thence west along the South lot line of Parcel No. 631-997-003 approximately 1545 feet to a point on the South lot line of Parcel 631-0114-013; thence northerly approximately 30 feet thence westerly approximately 90 feet; thence north along the West lot line of Parcel No. 631-0114-013 and said line extended to the Northeast corner of the intersection of the Rights-of-Way of South Nicholson Avenue and East Layton Avenue; thence east along the North Right-of-Way of East Layton Avenue to a point on said North Right-of-Way at the intersection with the West Right-of-Way of the Union Pacific Railroad; thence northwest along said West Right-of-Way approximately 150 feet to the intersection of said West Right-of- Way and the North Right-of-Way of the alley intersecting the block between East Layton Avenue and East Plankinton Avenue extended; thence east along said North Right-of-Way to the intersection of said North Right-of-Way and the West lot line of Parcel No. 5890636000; thence north to the Northeast corner of said Parcel; thence east along the North lot line of said Parcel extended to the Point of Beginning, all in the City of Cudahy, State of Wisconsin.

Table A.1
Redevelopment District #1 Parcels: 2021

Parcel No.	Tax Key	Address	Owner	Size (acres)
1	589-0618-000	3613 E. Plankinton Avenue	Wade M Mueller	0.06
2	589-0619-000	4648 S. Packard Avenue	Kozaczok, Samuel M	0.12
3	589-0620-001	4654-4656 S. Packard Avenue	Kozaczok, Daniel M	0.17
4	589-0622-000	4664 S. Packard Avenue	Kozaczok, Samuel M	0.08
5	589-0623-000	4666-4668 S. Packard Avenue	Tifron LLC	0.08
6	589-0624-000	4670 S. Packard Avenue	City of Cudahy Community Development Authority (CDA)	0.08
7	589-0625-000	4676 S. Packard Avenue	City of Cudahy CDA	0.10
8	589-0636-000	4665 S. Packard Avenue	BMO Harris Bank NA	0.44
9	589-0637-001	4677 S. Packard Avenue	BMO Harris Bank NA	0.41
10	589-0640-000	3552 E. Layton Avenue	Edward J & Delores Tomasik	0.15
11	589-0641-000	3546 E. Layton Avenue	Curt Real Estate LLC	0.11
12	589-0642-000	3540 E. Layton Avenue	Azzarello, Peter	0.11
13	589-0643-001	3536 E. Layton Avenue	Georgakakis Properties, LLC	0.11
14	589-0644-000	3530-3530A E. Layton Avenue	Totka, Clarice O & Vincent Jr	0.08
15	589-0645-000	3526-3526A E. Layton Avenue	Quinones, Armando L	0.08
16	589-0646-000	3524 E. Layton Avenue	Donna Straseski	0.08
17	589-0647-000	3518 E. Layton Avenue	Mohammad Rafaqat	0.08
18	589-0648-001	3508 E. Layton Avenue	Sidello, Kenneth R	0.37
19	589-0670-001	3450 E. Layton Avenue	Stenglein, John G & Pearl	0.29
20	589-0672-000	3460-3462 E. Layton Avenue	Bruce A Look; Ruth A Look	0.17
21	589-0673-000	3470 E. Layton Avenue	Georges- Cudahy LLC	0.25
22	589-0675-003	4671 S. Kinnickinnic Avenue	Cudahy Historical Society	0.34
23	631-0001-000	4707 S. Packard Avenue	City of Cudahy CDA	0.18
24	631-0002-000	4711 S. Packard Avenue	City of Cudahy CDA	0.08
25	631-0003-000	4713 S. Packard Avenue	City of Cudahy CDA	0.08
26	631-0004-001	4721 S. Packard Avenue	City of Cudahy CDA	0.17
27	631-0006-000	4727-4729 S. Packard Avenue	City of Cudahy CDA	0.07
28	631-0007-000	4731-4733 S. Packard Avenue	City of Cudahy CDA	0.07
29	631-0008-000	3564 E. Squire Avenue	City of Cudahy CDA	0.05
30	631-0009-001	3556 E. Squire Avenue	City of Cudahy CDA	0.25
31	631-0020-003	4718, 4722, 4730 S. Kingan Avenue	Cudahy Development LLC; Carmody, Daniel J	1.03
32	631-0031-000	3555 E. Layton Avenue	Damian & Kathleen Dominski	0.17
33	631-0033-001	3475 E. Layton Avenue	Purpora, Salvatore	0.17
34	631-0035-001	3465 E. Layton Avenue	Peter Piparo	0.17
35	631-0038-002	3455-3457 E. Layton Avenue	3455 E. Layton LLC	0.39
36	631-0040-000	3462 E. Squire Avenue	City of Cudahy (parking lot)	0.47
37	631-0041-001	4747 S. Kingan Avenue	City of Cudahy CDA	0.16
38	631-0042-000	4749 S. Packard Avenue	Efstathois Sidirokastritis	0.10
39	631-0043-000	4753 S. Packard Avenue	Sidirokastritis, Efstathios; Sidirokastritis, Steve	0.08
40	631-0044-000	4755-4755A S. Packard Avenue	Proeber, Glen F Jr	0.08
41	631-0045-000	4757 S. Packard Avenue	Mario R. Torres Sanchez &; Matilde Ramirez Serrano	0.08
42	631-0046-001	4763 S. Packard Avenue	Milwaukee Transit Archives & Museum Inc	0.08
43	631-0047-001	4771 S. Packard Avenue	Bay View Investment Group, LLC	0.16
44	631-0048-000	4775 S. Packard Avenue	Ebrahim Jaber	0.10
45	631-0049-000	3558 E. Barnard Avenue	Milo O Basina	0.08
46	631-0050-003	3552-3556 E. Barnard	3552 E. Barnard	0.19
47	631-0058-000	3527 E. Squire Avenue	Wisco Brothers LLC	0.33
48	631-0062-001	3553 E. Squire Avenue	Cudahy Developments LLC; Dan Carmody - Squire Avenue Village Apartments	0.41
49	631-0063-000	3555-3557 E. Squire Avenue	T&D Property Holdings LLC	0.08
50	631-0064-000	3561-3567 E. Squire Avenue	Tschohl, Kevin	0.08
51	631-0081-000	4883 S. Packard Avenue	4883 S Packard LLC	0.12
52	631-0082-000	4903-4905 S. Packard Avenue	Accent Properties, LLC	0.17

Table continued on next page.

Table A.1 (Continued)

Parcel No.	Tax Key	Address	Owner	Size (acres)
53	631-0083-000	4925 S. Packard Avenue	Gard Enterprises	0.66
54	631-0084-000	4949 S. Packard Avenue	Gregory J. Siech	0.25
55	631-0085-000	4953-4953a S. Packard Avenue	L&J Enterprises Inc; Medivan	0.08
56	631-0086-000	4969 S. Packard Avenue	Plimpton, James J & Melonie L	0.32
57	631-0114-009	4860 Sweet Applewood Lane	Patrick Cudahy LLC; Smithfield Foods Inc	5.34
58	631-0114-012	3333 Iceport Way	City of Cudahy CDA	2.68
59	631-0114-013	3233 Iceport Way	City of Cudahy CDA	16.75
60	631-0114-014	3233 E. Layton Avenue	North Shore Bank	1.00
61	631-0114-015	3201 E. Layton Avenue	Walgreens Co; Walgreens #09066	1.38
62	631-0114-016	3200 E. Barnard Avenue	City of Cudahy CDA	3.44
63	631-0114-017	3235 E. Layton Avenue	City of Cudahy CDA	2.37
64	631-0114-018	3275 E. Layton Avenue	JMJ Real Estate Acquisition II LLC; DBA Angelic Bakehouse	3.72
65	631-0119-002	3515 E. Library Drive	City of Cudahy (parking lot)	0.98
66	631-0119-005	3500 E. Library Drive	City of Cudahy (Cudahy Family Library)	1.25
67	631-0119-010	3541 E. Barnard Avenue	City of Cudahy CDA; Cudahy Library Square LLC	0.13
68	631-0120-001	4825 S. Packard Avenue	City of Cudahy CDA	0.37
69	631-0120-002	4849 S. Packard Avenue	City of Cudahy CDA	0.35
70	631-0120-003	3550 E. Pabst Avenue	City of Cudahy (parking lot)	0.46
71	Multiple	Multiple	Multiple	0.42
	631-0121-000	3530 E. Barnard Avenue	Ned D & Carol A Redding Tod	
	631-0122-000	3532 E. Barnard Avenue	Thomas J Phillips	
	631-0123-000	3534 E. Barnard Avenue	Hertter, Douglas Reed	
	631-0124-000	3536 E. Barnard Avenue	Courtney R.B. Nenn	
	631-0125-000	3538 E. Barnard Avenue	Chapleau, Matthew J	
	631-0126-000	3540 E. Barnard Avenue	Calder, Kevin S	
72	Multiple	Multiple	Multiple	0.26
	631-0135-000	3501 E. Squire Avenue	Brzoskowski, Randall & Diana	
	631-0137-000	3503 E. Squire Avenue	Conrad A Nenn; Bruch-Nenn, Kathlene J	
	631-0139-000	3507 E. Squire Avenue	Lee, Sangha	
	631-0141-000	3509 E. Squire Avenue	Scott C Kraus	
	631-0143-000	3513 E. Squire Avenue	Kelly A Petitjean	
	631-0144-000	3515 E. Squire Avenue	Carlos Juan And Rachida M. Torres	
73	Multiple	Multiple	Multiple	0.37
	631-0136-000	3502 E. Barnard Avenue	Wiklin, Ronald J & Helen G	
	631-0138-000	3504 E. Barnard Avenue	Kelly Vichos	
	631-0140-000	3508 E. Barnard Avenue	Knash, Justin M	
	631-0142-000	3510 E. Barnard Avenue	Kielpinski, Kenneth J	
	631-0145-000	3516 E. Barnard Avenue	Matthew A Muse	
	631-0146-000	3518 E. Barnard Avenue	Choi, Richard C	
	631-0147-000	3524 E. Barnard Avenue	Anthony Chan	
	631-0148-000	3526 E. Barnard Avenue	Sean E. Donovan	
74	Multiple	3540 E. Library Drive	Multiple	0.52
	631-0149-000	Unit 101	Cudahy Library Square Condominium Association, Ltd	
	631-0150-000	Unit 102	The Secretary of Housing and Urban Development	
	631-0151-000	Unit 103	Clemens, Gerald S	
	631-0152-000	Unit 104	Paul E & Sandra K Qualls	
	631-0153-000	Unit 105	Cudahy Library Square Condominium Association, Ltd	
	631-0154-000	Unit 106	Cudahy Library Square Condominium Association, Ltd	
	631-0155-000	Unit 107	Stacie D Koole	
	631-0156-000	Unit 108	Patrick J & Rebecca A Morgan	
	631-0157-000	Unit 201	Cudahy Library Square Condominium Association, Ltd	
	631-0158-000	Unit 202	Good Hope Residence, LLC	
	631-0159-000	Unit 203	Sweeties LLC	
	631-0160-000	Unit 204	Cudahy Library Square Condominium Association, Ltd	

Table continued on next page.

Table A.1 (Continued)

Parcel No.	Tax Key	Address	Owner	Size (acres)
74	631-0161-000	Unit 205	Cudahy Library Square Condominium Association, Ltd	
	631-0162-000	Unit 206	Cudahy Library Square Condominium Association, Ltd	
	631-0163-000	Unit 207	Sweeties, LLC	
	631-0164-000	Unit 208	Cudahy Library Square Condominium Association, Ltd	
	631-0165-000	Unit 302	Cudahy Library Square Condominium Association, Ltd	
	631-0166-000	Unit 303	Sweeties LLC	
	631-0167-000	Unit 304	Cudahy Library Square Condominium Association, Ltd	
	631-0168-000	Unit 306	Cudahy Library Square Condominium Association, Ltd	
	631-0169-000	Unit 307	Rita M Bruce	
	631-0170-000	Unit 308	Cudahy Library Square Condominium Association, Ltd	
	631-0171-000	Unit 401	Serge Amelyan	
	631-0172-000	Unit 402	Cudahy Library Square Condominium Association, Ltd	
	631-0173-000	Unit 403	Cudahy Library Square Condominium Association, Ltd	
	631-0174-000	Unit 404	Serge Amelyan	
	631-0175-000	Unit 405	Jody M Bleisch	
	631-0176-000	Unit 406	Gary And Betsy Checkai	
	631-0177-000	Unit 407	Cudahy Library Square Condominium Association, Ltd	
	631-0178-000	Unit 408	Cudahy Library Square Condominium Association, Ltd	
75	Multiple	3553 E. Layton Avenue	Layton Square Cudahy, LLC; C/O Bear Development, LLC	0.56
	631-0179-000			
	631-0180-000			
76	631-2001-000	--	--	0.82
77	631-9977-003	One Sweet Applewood Lane	Patrick Cudahy LLC; Smithfield Foods Inc	11.13
78	631-9985-001	3383 E. Layton Avenue	Lubbert Investment Corp.	2.54
79	631-9986-014	3401 E. Barnard Avenue	Patrick Cudahy LLC; Smithfield Foods Inc	0.46
80	631-9986-016	4800 Sweet Applewood Lane	Patrick Cudahy LLC; Smithfield Foods Inc	1.07
81	631-9986-021	3411 E. Layton Avenue	City of Cudahy CDA	0.77
82	631-9986-022	3460 E. Barnard Avenue	Oakview LLC	1.97
83	631-9994-000	3555 E. Pabst Avenue	City of Cudahy (Garage); (E.xempt)	2.78
84	631-9995-000	4875 S. Packard Avenue	Griese, Robert A & Roberta C Rev Trust 2/2/18	0.13
85	631-9996-000	4871-4871A S. Packard Avenue	Dombrowski, Josefina M &; Felix Jr, Guido	0.08
86	632-0089-001	4702 S. Packard Avenue	Chase Bank JP Morgan; LCG-Industry Consulting Group C/O	0.29
87	632-0091-001	4714 S. Packard Avenue	Ripstein Realty LLC	0.06
88	632-0092-000	4716 S. Packard Avenue	Griffith, Randy J & Kristeen L	0.08
89	632-0093-000	4720 S. Packard Avenue	Christopher Thompson	0.08
90	632-0094-000	4724-4726 S. Packard Avenue	Southpaw LLC	0.08
91	632-0095-000	4728-4730 S. Packard Avenue	Randy J & Kristeen L Griffith	0.10
92	632-0120-001	4746-4750 S. Packard Avenue	Tamsen, Mary Alice Life Estate	0.18
93	632-0121-001	4752-4758 S. Packard Avenue	Wilke Wheel Works LLC	0.18
94	632-0122-000	4760-4762-4764 S. Packard Avenue	Marius Bankowski	0.08
95	632-0123-000	4766-4768 S. Packard Avenue	Mohammad Zaal	0.06
96	632-0124-000	4770-4772 S. Packard Avenue	Shoreline Properties LLC	0.13
97	632-0125-000	4774-4776 S. Packard Avenue	Arlyn W & Fern R Kolbe	0.07
98	632-0280-000	4816 S. Packard Avenue	Washington Square Apartments; Metropolitan Associates	1.26
99	632-0303-001	4844-4850 S. Packard Avenue	Jaber, Ebrahim A	0.22
100	632-0305-000	4854 S. Packard Avenue	City of Cudahy CDA	0.08
101	632-0529-000	4858-4860 S. Packard Avenue	City of Cudahy CDA	0.15
102	632-0530-000	4866-4874 S. Packard Avenue	City of Cudahy CDA	0.25
103	632-0548-000	4902-4904 S. Packard Avenue	Mont, Daniel	0.10
104	632-0549-000	4906 S. Packard Avenue	City of Cudahy CDA	0.08
105	632-0550-000	4910-4912 S. Packard Avenue	Gary Lee Gordon	0.12
106	632-0551-000	4916-4918 S. Packard Avenue	4918 S Packard LLC	0.12
107	632-0552-000	4932 S. Packard Avenue	Packard Hall Inc	0.27

Table continued on next page.

Table A.1 (Continued)

Parcel No.	Tax Key	Address	Owner	Size (acres)
108	632-0607-001	4944-4956 S. Packard Avenue	Speedway LLC; Emro Marketing Co	0.34
109	632-0608-000	4960-4960A-4960B S. Packard Avenue	Weber, Joseph G	0.08
110	632-0610-001	4968-4970 S. Packard Avenue	Maria Merced	0.17
111	632-0611-000	4972 S. Packard Avenue	Super Clean Inc	0.08
112	632-0612-000	4978 S. Packard Avenue	Zamarron, Janet	0.10

Note: Parcel numbers have been established for reference in comparing data between tables in this report. Tax keys are not directly comparable to parcel data in the previous edition of this report due to parcel changes that have occurred as result of redevelopment since publication of that report. Acreage data in this table indicates the parcel's acreage within Redevelopment District #1, not total parcel acreage.

Source: *City of Cudahy, Milwaukee County, and SE.WRPC*

**RESOLUTION ADOPTING AN UPDATED PROJECT
PLAN FOR REDEVELOPMENT DISTRICT #1**

APPENDIX B

RESOLUTION NO. 7531

**A RESOLUTION AMENDING THE RULES AND BYLAWS OF
THE COMMUNITY DEVELOPMENT AUTHORITY AND
REDEVELOPMENT DISTRICTS 1 & 2 OF THE CITY OF CUDAHY**

WHEREAS, the City of Cudahy is a municipal corporation organized and existing under the laws of the State of Wisconsin, and is authorized under Section 66.1335 of the Wisconsin Statutes to create a Community Development Authority; and

WHEREAS, as set forth in Section 66.1333 of the Wisconsin Statutes, it is the policy of the State of Wisconsin to protect and promote the health, safety, morals and general welfare of the people of the state by the prevention and elimination of substandard and deteriorated areas and properties through the utilization of all means appropriate, thereby encouraging well-planned, integrated, stable, safe and healthful neighborhoods, the provision of healthful homes, a decent living environment and adequate places of employment for the people of the State of Wisconsin; and

WHEREAS, the Common Council originally created the Community Development Authority through the passage of Resolution 5291 on November 28, 1994; and

WHEREAS, the Community Development Authority has endeavored since its creation to work towards blight elimination and redevelopment of substandard and deteriorated properties within the City; and

WHEREAS, changes within the City have occurred in the twenty nine years since the adoption of the original resolution creating the Community Development Authority that necessitate updates to the controlling documents for the Community Development Authority; and

WHEREAS, the City has determined that is necessary to update the bylaws and redevelopment districts of the Community Development Authority;

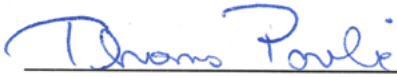
NOW THEREFORE BE IT RESOLVED by the Common Council of the City of Cudahy, Wisconsin as follows:

1. The Common Council hereby reaffirms, determines and declares that the undertaking of programs and projects for blight elimination and prevention, urban renewal and redevelopment and community development and redevelopment (collectively, "qualified redevelopment projects") will continue to encourage well-planned, integrated, stable, safe and healthful neighborhoods, the provisions of healthy homes, a decent living environment, adequate places of employment for the people of the City and an increase in the general property tax base of the City.

2. The Common Council finds, determines and declares that there still exists within the City a need for qualified redevelopment projects, and that the continuation of a Community Development Authority is the City will serve the public interest.
3. Pursuant to Wis. Stats. Section 66.1335 the Common Council hereby affirms the Community Development Authority in the City which shall continue to be known as the "Community Development Authority of the City of Cudahy, Wisconsin." Said authority (the "Authority") shall be a separate body politic for the purpose of carrying out qualified redevelopment projects, and shall have all the powers and duties and function of community development authorities within Wisconsin Statutes.
4. The powers and rules of procedure for the Community Development Authority shall be revised through the By-Laws and Rules of Procedure document attached for reference to this resolution, and provides for the general policy and duties of the Community Development Authority.
5. The project plans for Cudahy Redevelopment District #1 and Cudahy Redevelopment District #2 shall be revised through the documents attached for reference to this resolution and are to be used as components to the City's ongoing community planning and development efforts.

By the Common Council of the City of Cudahy,

Passed and approved this 7 day of June, 2023



 Thomas Pavlic, Mayor

Attest:



 KELLY SOBIESKI, City Clerk

ADOPTED June 7, 2023
 APPROVED June 7, 2023
 PUBLISHED June 7, 2023

Approved as to form:

Eric Larson, City Attorney
 WI. State Bar No. 1023297