

CITY OF CUDAHY REDEVELOPMENT DISTRICT #2 PROJECT PLAN UPDATE



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MEMORANDUM REPORT
NUMBER 263

**CITY OF CUDAHY REDEVELOPMENT DISTRICT #2
PROJECT PLAN UPDATE**

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1.1 BACKGROUND

This report is an update to a project plan for Redevelopment District #2 adopted by the City of Cudahy in 2016.¹ 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 is unable to 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 2016 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, 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 later planning efforts, including the 2016 plan for Redevelopment District #2.² TID #1 was established with a narrower scope, relating to specific lands, some of which are within the boundaries of Redevelopment District #2.³ 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 2016 plan for Redevelopment District #2 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 Redevelopment District #2 (February 2016).*

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 incorporated information from, the City's 2021 comprehensive plan update to ensure that plans for Redevelopment District #2 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 #2.

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 #2. Completed in 2020, the GCCP uses organizing principles to set forth strategies and recommendations for future land uses, design guidelines, and development 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 2016 plan for Redevelopment District #2, and marketing City-owned land for development, including lands within Redevelopment District #2. 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 plan update is in Chapter 4 (Implementation) of this report.

Statutory Authority

This plan update for Redevelopment District #2 has been prepared under Section 66.1331(4)(a)1 of the *Wisconsin Statutes*, which authorizes the City to prepare and implement redevelopment plans and 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 (Existing Conditions) includes information on blighted conditions within Redevelopment District #2.

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 #2

Map 1.1 shows Redevelopment District #2 within the context of the City and in relation to the City of Cudahy TID #5 and a major economic activity area as identified in regional planning efforts, both of which are described in greater detail in Chapter 2 (Existing Conditions) of this report. As shown on the map, the District is generally situated between Lake Parkway/State Highway (STH) 794 and Layton, Edgerton, Delaware, and Carpenter Avenues, including parcels along Pennsylvania Avenue’s eastern right-of-way north of Carpenter Avenue.¹⁴

Redevelopment Goals

This plan update for Redevelopment District #2 aims to eliminate blight and foster site remediation, encourage appropriate uses, promote physical and economic vitality, improve connectivity and cohesion; and create a vibrant, mixed-use gateway to the City. These goals have been updated from the vision and project goals established in the previous edition of this report to incorporate information from the City’s 2021 comprehensive plan update and ensure that redevelopment efforts relative to Redevelopment District #2 continue to correspond with the City’s long-range vision.

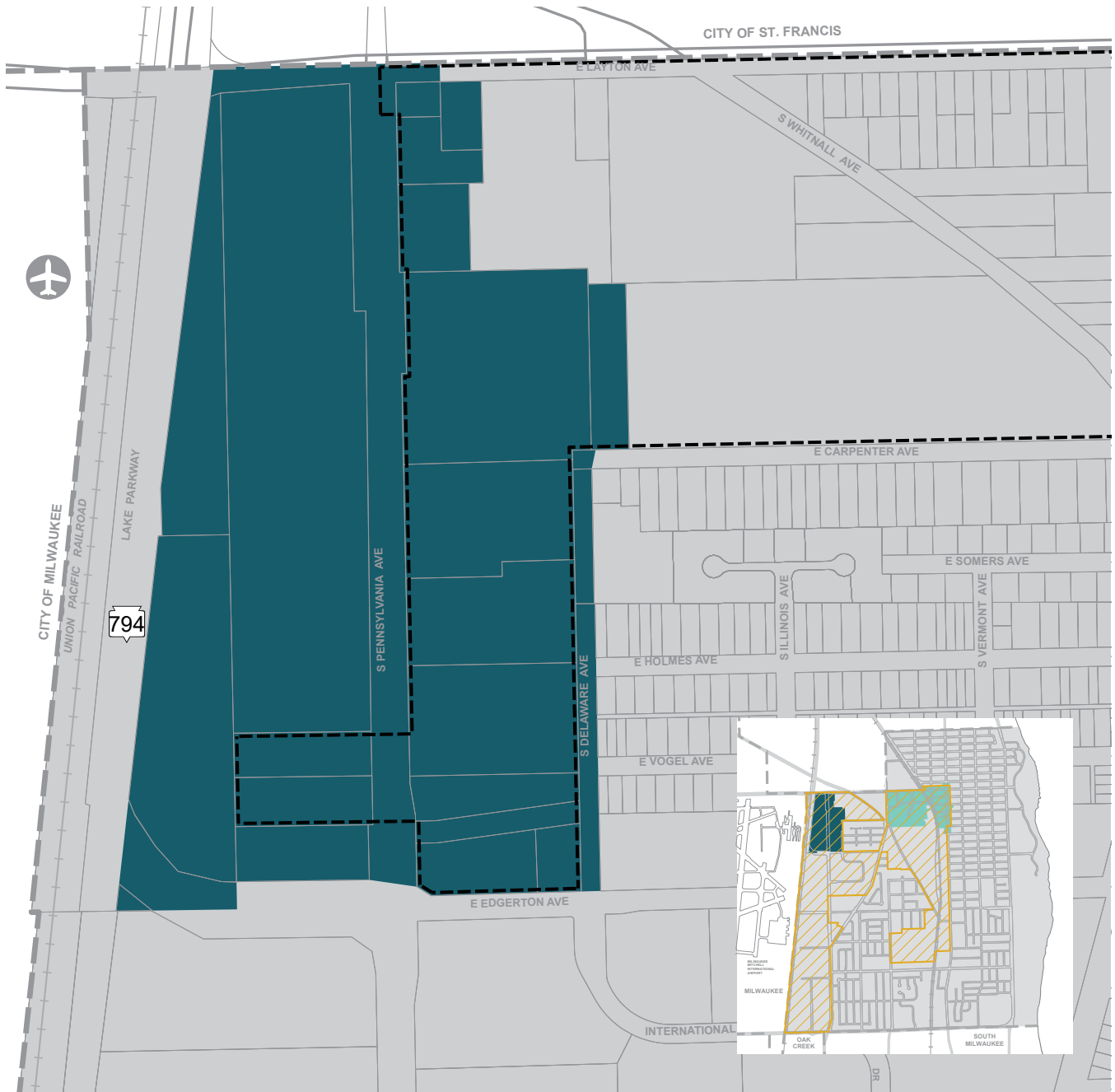
Redevelopment Objectives

The following objectives are designed to fulfill the aforementioned goals for Redevelopment District #2. Like the goals presented in this plan update, these objectives are based on objectives established in the previous edition of this report and have been revised to incorporate information from planning and development efforts undertaken by the City since 2016.

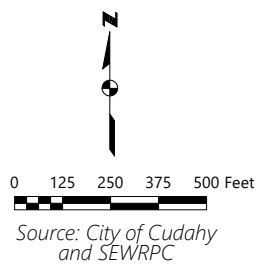
- Eliminate conditions of blight, including eliminating economic blight by creating an appropriate mix of businesses, while honoring the City’s historical features
- Provide cleared, fully improved sites for infill redevelopment and new catalytic projects
- Encourage private reinvestment, property improvements, 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 #2 is set forth in Appendix A and information on the condition and use of lands within the District is set forth in Chapter 2 (Analysis of Existing Conditions) of this report.

Map 1.1
City of Cudahy Redevelopment District #2: 2022



-  REDEVELOPMENT DISTRICT #2
-  REDEVELOPMENT DISTRICT #1
-  MAJOR ECONOMIC ACTIVITY CENTER
-  TAX INCREMENT DISTRICT #5
-  MUNICIPAL BOUNDARY
-  MILWAUKEE MITCHELL INTERNATIONAL AIRPORT



2.1 INTRODUCTION

This chapter documents existing conditions within Redevelopment District #2, 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 #2, which are also presented in this chapter.¹⁶

2.2 EXISTING CONDITIONS

Urban land cover within Redevelopment District #2 in 2020 is shown on Map 2.1. As the map indicates, development within the District varies in scale. Expansive buildings, impervious surfaces, and undeveloped lands are the predominant components of the District; several smaller-scale buildings and parcels are located at the edges of the District. The District is adjacent to Lake Parkway/State Highway (STH) 794 and extends from the northern intersection of Layton and Pennsylvania Avenues to the southern intersection of Pennsylvania and Edgerton Avenues. These components, and other features addressed in this chapter, present unique opportunities for redevelopment in the District.

Land Use

Existing land use in Redevelopment District #2 as of 2020 is shown on Map 2.2.¹⁷ As shown on the map, transportation, communication, and utilities (TCU) uses and open space and other unused lands are the District's most expansive land uses. Lands classified as TCU include logistics facilities and vacant buildings that previously hosted similar uses. Open space and other unused lands are primarily vacant and brownfield sites,¹⁸ some of which contain the remnants of former commercial, industrial, or TCU facilities. Open space and other unused lands are also where the District's wetlands, surface water, and floodplains, shown on Map 2.3, are located.

Commercial, industrial, and residential uses account for small proportions of the District. Parcels with these uses feature industrial buildings and auto-oriented commercial uses, including a gas station and used car sales facilities, some of which are vacant. The District also includes one parcel with a single-family home situated along Carpenter Avenue between much larger TCU, industrial, and commercial uses. Land uses within the District and the compatibility of adjacent uses are considered further in relation to other existing conditions in the analysis and assessment section of this chapter.

Regulations and Restrictions

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 #2 as of July 2019 are shown on Map 2.4. As required under Section 66.1001(3) of the *Wisconsin Statutes*, the City's zoning ordinance is consistent

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




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

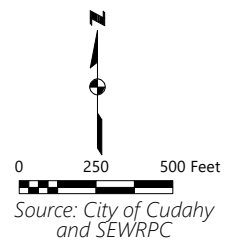
¹⁷ This report uses data from the most recent land use inventory completed by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) based on 2015 aerial photography and reflects changes in land use since 2015 for parcels within the District.

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

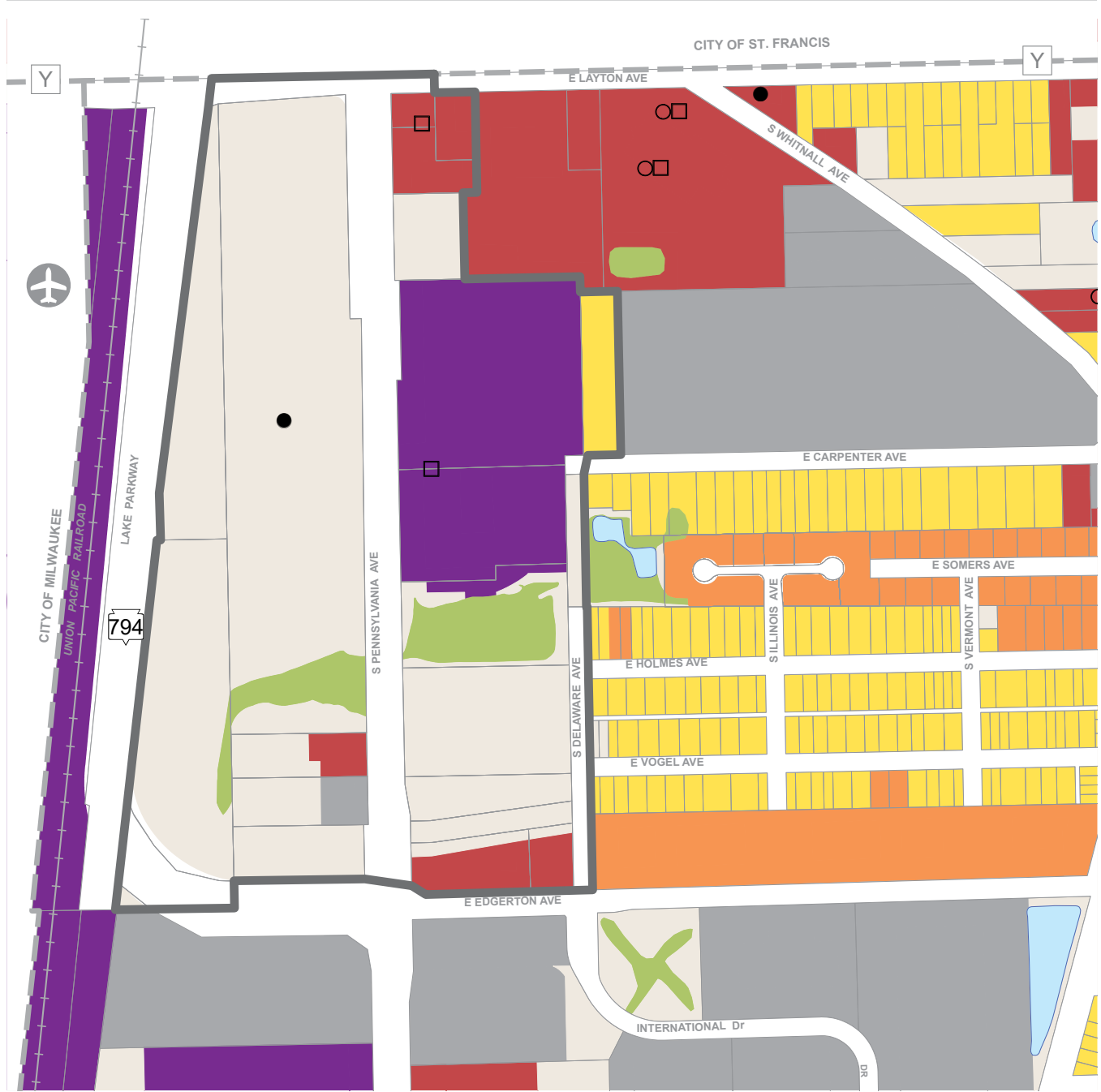
Map 2.1
City of Cudahy Redevelopment District #2 Context: 2020



-  REDEVELOPMENT DISTRICT #2
-  PARCEL BOUNDARIES
-  MUNICIPAL BOUNDARY

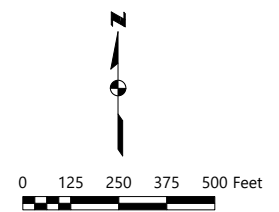


Map 2.2
City of Cudahy Redevelopment District #2 Existing Land Use: 2015



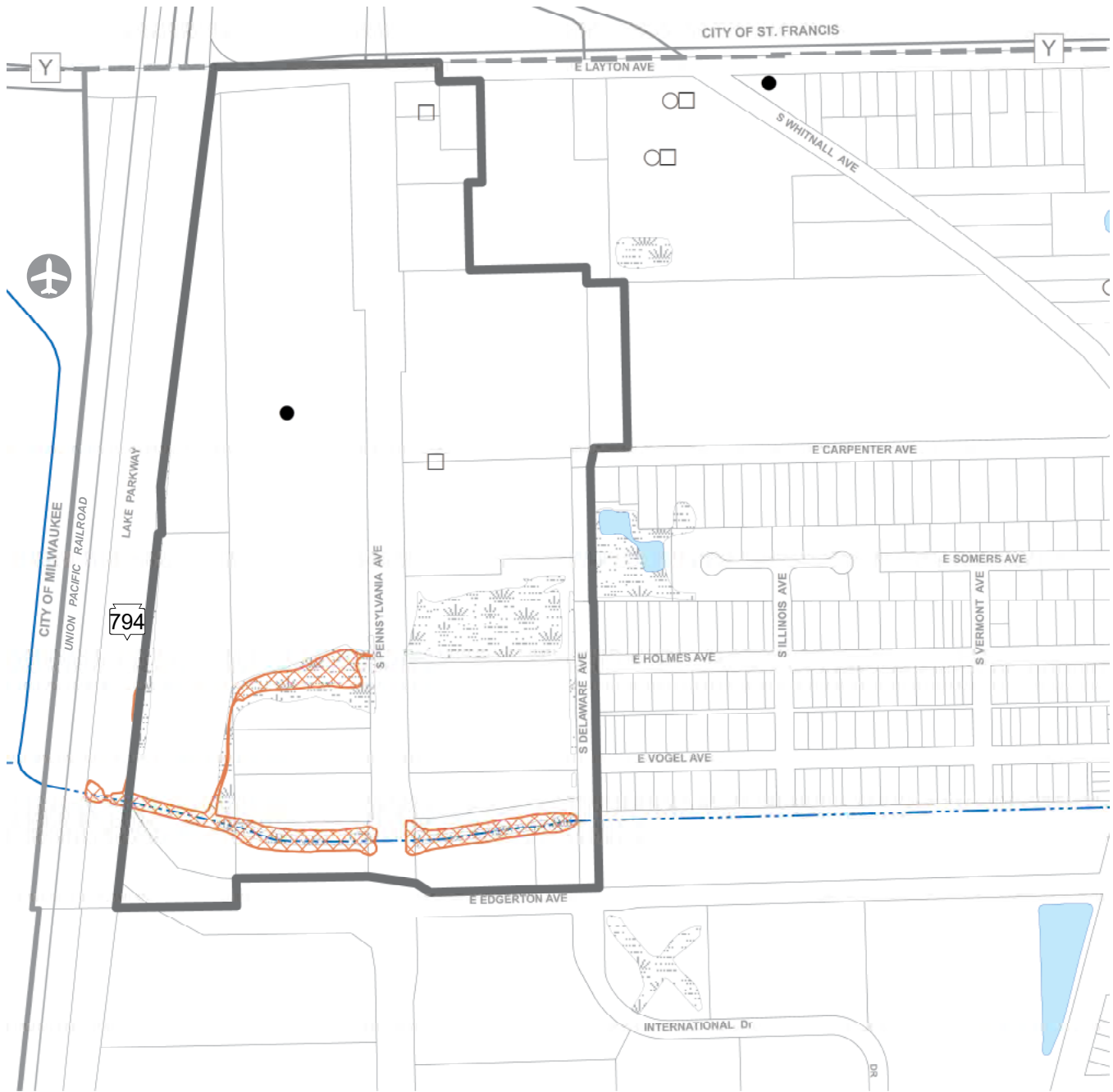
- REDEVELOPMENT DISTRICT #2
- PARCEL BOUNDARIES
- LAND USE CATEGORIES**
- SINGLE-FAMILY RESIDENTIAL
- MULTIFAMILY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- GOVERNMENTAL AND INSTITUTIONAL
- RECREATIONAL
- OTHER TRANSPORTATION, COMMUNICATION, AND UTILITIES
- OTHER OPEN LANDS
- WOODLANDS
- WETLANDS
- SURFACE WATER

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

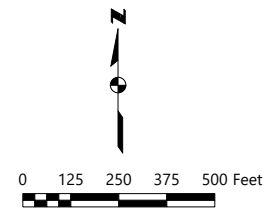


Source: Wisconsin Department of Natural Resources, City of Cudahy, and SEWRPC

Map 2.3
City of Cudahy Redevelopment District #2 Environmental Considerations: 2022

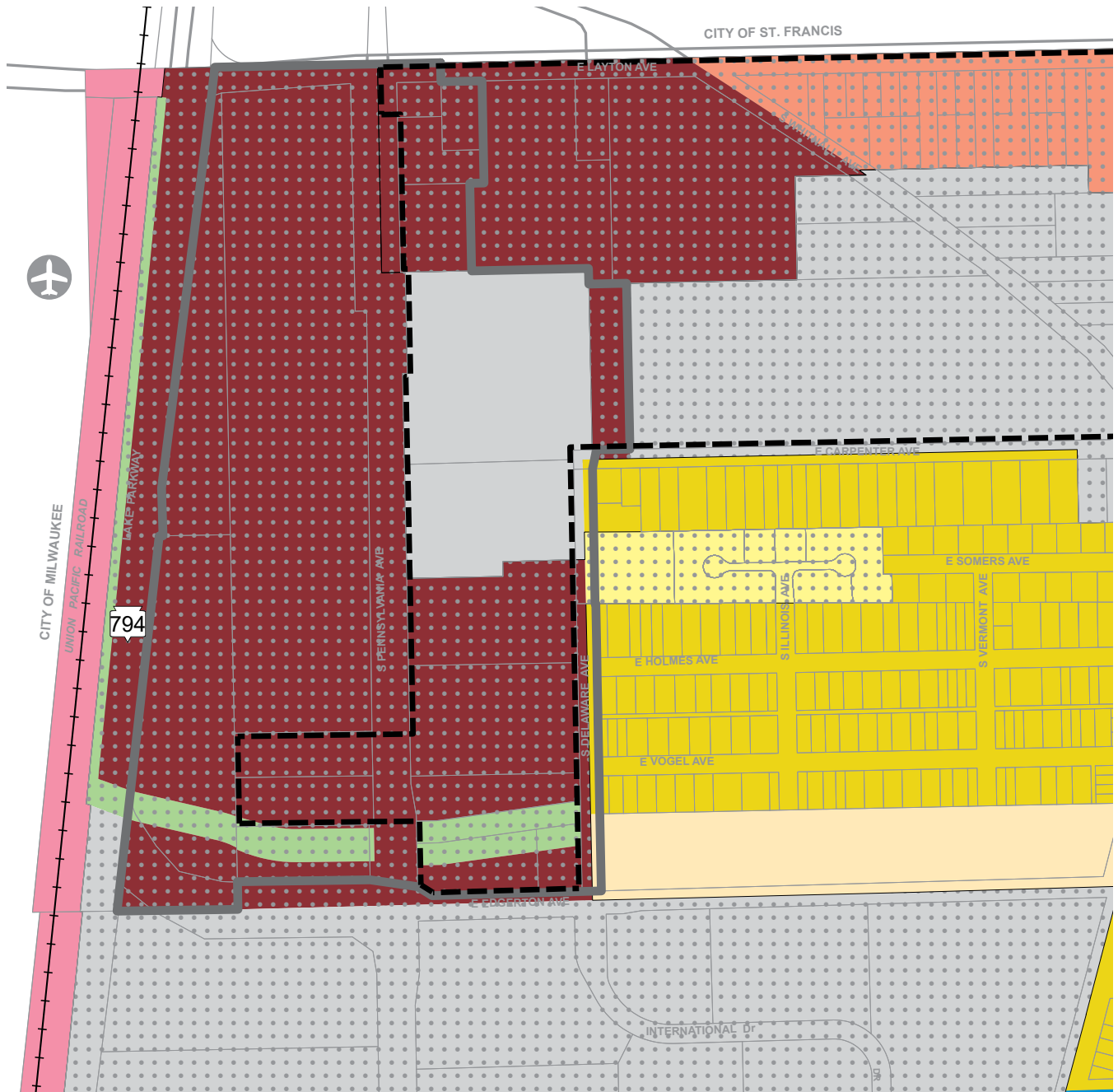


- REDEVELOPMENT DISTRICT #2
- PARCEL BOUNDARIES
- 1-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAINS (FEMA FIS, OCT 2020)
- PERENNIAL STREAM
- INTERMITTENT STREAM
- WETLANDS
- SURFACE WATER
- ERP SITES**
- OPEN SITE
- CLOSED SITE
- LUST SITES**
- OPEN SITE
- CLOSED SITE



Source: Federal Emergency Management Administration, Wisconsin Department of Natural Resources, City of Cudahy, and SEWRPC

Map 2.4
City of Cudahy Redevelopment District #2 Zoning: 2022



- REDEVELOPMENT DISTRICT #2
- PARCEL BOUNDARIES
- ZONING CATEGORIES**
- RD-1: SINGLE-FAMILY AND TWO-FAMILY RESIDENTIAL
- RD-2: SINGLE-FAMILY AND TWO-FAMILY RESIDENTIAL
- RM-1: MULTIFAMILY RESIDENTIAL
- B-2: COMMUNITY BUSINESS
- B-5: HIGHWAY BUSINESS
- M-1: LIMITED MANUFACTURING
- C-1: LOWLAND CONSERVANCY
- TUC: TRANSPORTATION UTILITY CORRIDOR
- ZONING OVERLAYS**
- PLANNED UNIT DEVELOPMENT
- TAX INCREMENT DISTRICT #5

N

0 125 250 375 500 Feet

Source: City of Cudahy and SEWRPC

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 2.4, zoning in Redevelopment District #2 includes three base designations. A brief description of the intent of each follows:

- B-5 Highway Business District provides for businesses and services that are related to and dependent upon highway traffic, serve the market interests of the City and the Region, and are specifically designed to serve the needs of such traffic at appropriate locations
- M1 Limited Manufacturing District provides adequate and appropriate space for manufacturing, industrial, and related uses of a limited nature and size
- C-1 Lowland Conservancy District is intended to preserve, protect, and enhance ponds, streams, shorelands, and wetland areas, for the purpose of maintaining safe and healthful conditions; controlling stormwater runoff; avoiding the location of structures on soils generally not suitable for development; preventing flood damage; and protecting water-based recreational resources²⁰

In addition, the entire District is within the PUD Planned Unit Development Overlay District, which aims 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 enhanced by a mix of compatible uses and/or diversified building/structure types and locations while promoting efficiency. PUD Overlay District designation is important for granting the City the necessary flexibility to promote innovative new development given the limited opportunities for infill, redevelopment, and new development.

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, or TID, 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 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 2.4, a portion of Redevelopment District #2.²²

Major Economic Activity Center Designation

Redevelopment District #2 is located entirely within a major economic activity center as identified in VISION 2050, the regional land use and transportation plan for Southeastern Wisconsin.²³ VISION 2050 identified the

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

²⁰ *Boundaries of the C-1 District, which includes all shoreland wetlands five acres or greater in area as delineated by SEWRPC wetland inventory maps, should be based on precise wetland delineations conducted during a field investigation prior to development.*

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 #1, is shown in its entirety on an inset of Map 1.1 of this report.*

²³ *VISION 2050 includes 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.*

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 centers like that encompassing Redevelopment District #2. 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 #2. 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.

Environmental Constraints

Environmental constraints within the District are related to the 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 has soil and/or groundwater that is contaminated with petroleum.²⁴ An ERP (environmental repair) site 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.²⁵

Environmentally contaminated sites in Redevelopment District #2 are shown on Map 2.2. The District includes one ERP site located southwest of the intersection of Layton and Pennsylvania Avenues. The site was used as a municipal landfill in the 1960s and has not yet 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 up and redevelop contaminated sites, may identify additional financial resources.

Transportation Network

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 around Redevelopment District #2 include arterial, collector, and local streets with varying capacities. The most significant streets and highways serving the District are Layton Avenue; Pennsylvania Avenue; and State Highway (STH) 794, or Lake Parkway.

As arterial streets, Layton and Pennsylvania Avenues are intended to provide a high degree of mobility and serve traffic movement between and through the County's urban areas. Layton Avenue, designated as County Highway (CTH) Y, defines the District's entire northern boundary. Layton Avenue connects STH 32 on the City's eastern side to multiple Milwaukee County municipalities to the west. Layton Avenue also offers access to significant components of the regional transportation network west of the District, including direct access to Interstate Highway (IH) 94/41 and provides access to Milwaukee Mitchell International Airport via Howell Avenue/STH 38. Pennsylvania Avenue is located at the center of Redevelopment District #2, providing direct access to most parcels within the District. Pennsylvania Avenue also provides direct access to STH 794

²⁴ *Petroleum contains toxic and cancer-causing substances and can, over time, naturally biodegrade and emit potentially explosive vapors.*

²⁵ *ERP sites are sites other than LUST sites that can also include areas with petroleum contamination from above-ground (not underground) storage tanks.*

at the District's southern edge.²⁶ STH 794 defines the District's western boundary and is accessible via Layton Avenue northwest of the District. Approximately four miles north of the District, STH 794 becomes IH 794, offering connections to downtown Milwaukee, IH 94, and IH 43.

The southern boundary of the District is partially defined by Edgerton Avenue, a collector street that extends a total of one-half mile. Edgerton's western terminus is located within the District at its junction with Pennsylvania Avenue and STH 794 and its eastern terminus is located outside the District at Nicholson Avenue, which accesses City of Cudahy Redevelopment District #1.²⁷ Two local streets, each with only one outlet, serve parcels within the District. One such street is Delaware Avenue, which extends north from Edgerton Avenue to define a portion of the District's eastern edge. The other is the western cul-de-sac of Carpenter Avenue, which provides access to one of the two parcels in the District that are not directly accessible from Pennsylvania Avenue.

Public Transportation

Components of the regional public transportation systems that serve Redevelopment District #2 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 one mile of the District, in Redevelopment District #1, with connections between Chicago, Kenosha, Racine, Milwaukee, and other communities within and outside the Region.

Freight Transportation Network

Freight transportation network components serving Redevelopment District #2 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 spur bisects the City east of the District, while another is located west of the District 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

The Pennsylvania Avenue corridor and its intersections with Layton Avenue and Lake Parkway/STH 794 serve as the City's gateway to local, regional, national, and other visitors and markets, justifying high aesthetic standards for development along the corridor. Instead, the District's development potential is significantly inhibited by large areas of underutilized land, including undeveloped and vacant land; parcels with substandard and faulty layouts and access; deteriorated structures; and inappropriate and obsolete uses. These conditions are set forth in a parcel-by-parcel analysis in Table 2.1, which documents site

²⁶ *Pennsylvania is designated as STH 794 south of the District, from the intersection of Pennsylvania and Edgerton Avenues and STH 794 to College Avenue/County Highway (CTH) ZZ.*

²⁷ *See SEWRPC Memorandum Report (MR) No. 262, City of Cudahy Redevelopment District #1 Project Plan Update (TBD) for information on Redevelopment District #1.*

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.*

characteristics, including the land use, features, size, general condition, and value of existing structures and improvements, for each parcel within the District.²⁹

The most prominent components of the District are open space and other unused lands, including undeveloped and vacant lands. Parcels with such lands were initially included within the District because of their contributions to blight, the importance of the intersection of Layton and Pennsylvania Avenues in supporting an active commercial district and community gateway, and the relatively large amount of land available for redevelopment. However, a variety of factors can constrain development of parcels with open space or other undeveloped and vacant lands. These factors include topography, wetlands, and other natural features as well as known and potential contamination that may require substantial time and monetary investments for remediation. Such parcels comprise much of the western half of the District and have frontage along Layton Avenue, Pennsylvania Avenue, and Lake Parkway that is largely vacant and unimproved. A small, wooded area and berm screen lands under ownership of the Community Development Authority (CDA) from adjacent underutilized properties and lands within the 1-percent-annual-probability (100-year) floodplain of a Wilson Park Creek tributary. Much of Pennsylvania Avenue's western right-of-way is also undeveloped, vacant, or unimproved, including parcels with natural features such as wooded areas, steep slopes, and wetlands, or swaths of unused pavement from former logistics or commercial facilities. Sites with known or potential contamination as result of their historical use, shown on Map 2.4, include CDA-owned parcels whose potential contamination requires further investigation.³⁰

Conditions vary on developed lands within the District. While some developed parcels appear well-maintained, others exhibit signs of wear, ineffective layouts, poor access, and/or obsolete platting. The District's sole residential parcel features a single-family residence on a one-and-one-half-acre lot surrounded by industrial uses. Larger than most residential parcels within the City, the parcel is a vestige of obsolete platting and is subject to poor drainage. The northern portion of the District, southeast of the intersection of Layton and Pennsylvania Avenues, has additional parcels with relatively poor access and platting. This area is also dominated by paved surfaces, which affect stormwater management and require engineering and landscaping to adequately mitigate. Vacant and outmoded buildings suffer from inadequate signage, poor visibility, and insufficient landscaping. Additionally, the District's streetscape, traffic patterns, and parking areas are inadequately designed for a multi-modal urban business district on par with the District's potential.

2.4 CONCLUSION

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.

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

³⁰ *Classified as future land use study area in a comprehensive plan update adopted by the City in 2021, these lands were most recently used as a landfill.*

Findings of Blight

Blight findings within Redevelopment District #2 are presented in Table 2.1.³¹ As shown in the table, 11 of the 19 parcels within Redevelopment District #2 have been identified as blighted. These parcels encompass approximately 50 acres, constituting approximately 72 percent of the District.³² Overall, the District exhibits obsolete platting, faulty street/lot layout, and poor access. Numerous developed parcels within the District have aged, deteriorating, or vacant structures; deteriorating site improvements; and economically undesirable uses. While open space and other unused lands, including undeveloped and vacant lands, are among the District's most predominant features, the District also has known or suspected environmental contamination and excessive paving. All these factors contribute to existing blighting influences in the District that impact the City's future development potential.

While lands within the District are significantly underutilized overall, the District has extensive opportunities for redevelopment given the importance of the District's orientation as a gateway to the City. As presented in Chapter 3 of this report (Proposed Redevelopment Plan), lands within the District could be redeveloped to higher and better uses that are compatible with the community's long-term vision and that foster the City's growth instead of inhibiting it.

³¹ *It is likely that redevelopment efforts, including conducting appraisals and environmental examinations, will identify additional information on existing blight within the District.*

³² *Based on the total acreage of parcels within the District, which, as set forth in Table 2.1, is approximately 70 acres.*

**Table 2.1
Redevelopment District #2 Characteristics by Parcel**

Site ID	Land Use and Selected Features	Size (acres)	Notes	Blight Findings	Valuation		
					Land	Improvements	Total
1	Open Space and Unused Urban Lands - Undeveloped	3.7	C	X	--	--	--
2	Open Space and Unused Urban Lands and Wetlands - Undeveloped	23.8	C, FP	X	--	--	--
3	Open Space and Unused Urban Lands, Surface Water, and Wetlands - Undeveloped	7.9	C, E, FP	X	--	--	--
4	Commercial and Industrial	1.4	M, U	X	151,000	162,100	313,100
5	Industrial and Open Space and Unused Urban Lands	1.5	M, U	X	167,200	86,200	253,400
6	Open Space and Unused Urban Lands, Surface Water, and Wetlands - Undeveloped	1.7	E, FP	--	--	--	--
7	Commercial	0.4	M, U	X	300,300	754,200	1,054,500
8	Commercial	0.7	B, U	X	425,100	17,300	442,400
9-10	Commercial - Vacant	1.0	S, U	X ^a	253,000	175,100	428,100
11	Open Space and Unused Urban Lands and Wetlands - Undeveloped/ Open Space	1.4	E	--	314,800	--	314,800
12	Transportation, Communication, and Utilities - <i>Warehouse facility under development</i>	8.2	0	-- ^a	998,900	251,100	1,250,000
13	Single-Family Residential	1.5	S, U	X	47,000	48,300	95,300
14	Transportation, Communication, and Utilities	4.2	M, U	X ^a	448,200	1,851,800	2,300,000
15	Wetlands; Open Space and Unused Urban Lands; and Transportation, Communication, and Utilities - Undeveloped	3.7	E	--	49,300	--	49,300
16	Open Space and Unused Urban Lands - Vacant	4.3	B	X	57,800	--	57,800
17	Commercial - <i>Greenhouse and landscape business under development</i>	1.4	C	--	--	--	--
18	Open Space and Unused Urban Lands and Surface Water - <i>Greenhouse and landscape business under development</i>	0.8	E, FP, S	--	4,400	--	4,400
19-A	Commercial and Open Space and Unused Urban Lands	1.6	FP	-- ^a	381,000	--	381,000
20-A	Open Space and Unused Urban Lands and Commercial	0.7	FP, L	-- ^a	3,500	--	3,500
Total		69.9	--	11	3,601,500	3,346,100	6,947,600

Note: Data in this table reflects conditions related to each parcel and taxable property within Redevelopment District #2 as follows:

- Site ID – adapted from the first edition of this report due to parcel reconfigurations that have occurred since publication of that report. Associated with tax key numbers 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

Table continued on next page.

Table 2.1 (Continued)

- 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:
 - B – Issues with building scale or style
 - C – Possible site contamination
 - E – Environmental considerations
 - FP – Within 100-year floodplain
 - L – In need of landscaping
 - M – In need of maintenance
 - S – Substandard features
 - U – Issues related to use
- 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 or under redevelopment as this report was being prepared.
- Valuation – indicates the 2020 assessed value of each parcel, including improvements

^a *This site has been reconfigured or redeveloped since publication of the first edition of this report or was under redevelopment as this report was being prepared.*

Source: City of Cudahy, Milwaukee County, and SEWRPC

3.1 INTRODUCTION

This chapter presents a proposed redevelopment plan for Redevelopment District #2 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.³³

3.2 OPPORTUNITIES

Every challenge, including those posed by the District's existing conditions, can be seen as an opportunity. As presented in the existing conditions analysis and blight findings in Chapter 2 of this report (Analysis of Existing Conditions), challenges within the District are exemplified by contrasts in the scale of features. Large parcels with transportation-oriented uses and facilities, including expansive impervious surfaces, have opportune frontage along Layton Avenue, Pennsylvania Avenue, and Lake Parkway. These parcels are interspersed with significantly smaller parcels with unsuitable or obsolete uses and faulty or substandard layouts and access. Another challenge in the District is the potential for vacant and deteriorating structures and properties to detract from those that are well-maintained. Environmental contamination within brownfield sites and obstacles associated with natural resource features, including wooded areas, steep slopes, and wetlands, on undeveloped lands present additional challenges.

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 location, land use pattern, transportation network components, and more.

Location and Land Use Pattern

Redevelopment District #2 is advantageously located for redevelopment that complements transportation, communication, and utility-oriented uses within and in proximity to the District. The range of parcel sizes in the District can accommodate large, medium, and small-scale redevelopment projects. There is also potential for remediating contaminated sites within the District using available Federal and State resources. Overall, there is considerable potential to establish within the District an aesthetically impressive gateway corridor that unifies new and existing elements, including natural resource areas.

Transportation Network Components

The District has direct access to State Trunk Highway (STH) 794 and convenient connections to Interstate Highway (IH) 94/41, Milwaukee Mitchell International Airport, and Port Milwaukee, which together support regional, interstate, and international passenger and freight services.³⁴ Valuable local transportation network components in the District include fixed-route 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.

³³ Additional information on these planning and development efforts is presented in Chapter 1 (Introduction) of this report 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).

³⁴ 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.

Zoning

The City's zoning ordinance provides opportunities for highway-related businesses/services that serve local and regional markets and limited manufacturing, industrial, and related uses, which capitalize on the District's highway access and the City's strong industrial heritage. The Planned Unit Development (PUD) ordinance also supports flexibility in design, density, and uses, which can unify new and existing elements, and provides for conserving natural resource areas, supporting the preservation and greater use of the Wilson Park Creek tributary.

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 #2 incorporates numerous components from the City's comprehensive plan, including goals, objectives, and policies, recommendations, planning areas and planned land uses, and design strategies. These comprehensive plan components are consistent with the City's vision for developing the District. A key element of this vision is to establish a western gateway to the City within the District. The comprehensive plan identifies additional important elements within the District, and the GCCP Planning Area that encompasses the District as shown on Map 3.1. These elements use the PUD process to capitalize on opportunities within the District.³⁵

Proposed development should enhance the District's identity, functionality, and aesthetics by creating a high-quality, mixed-use, urban destination. Development should support active, vibrant atmospheres 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 #2 are shown on Map 3.2 and summarized as follows.³⁶

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.

Limited Manufacturing

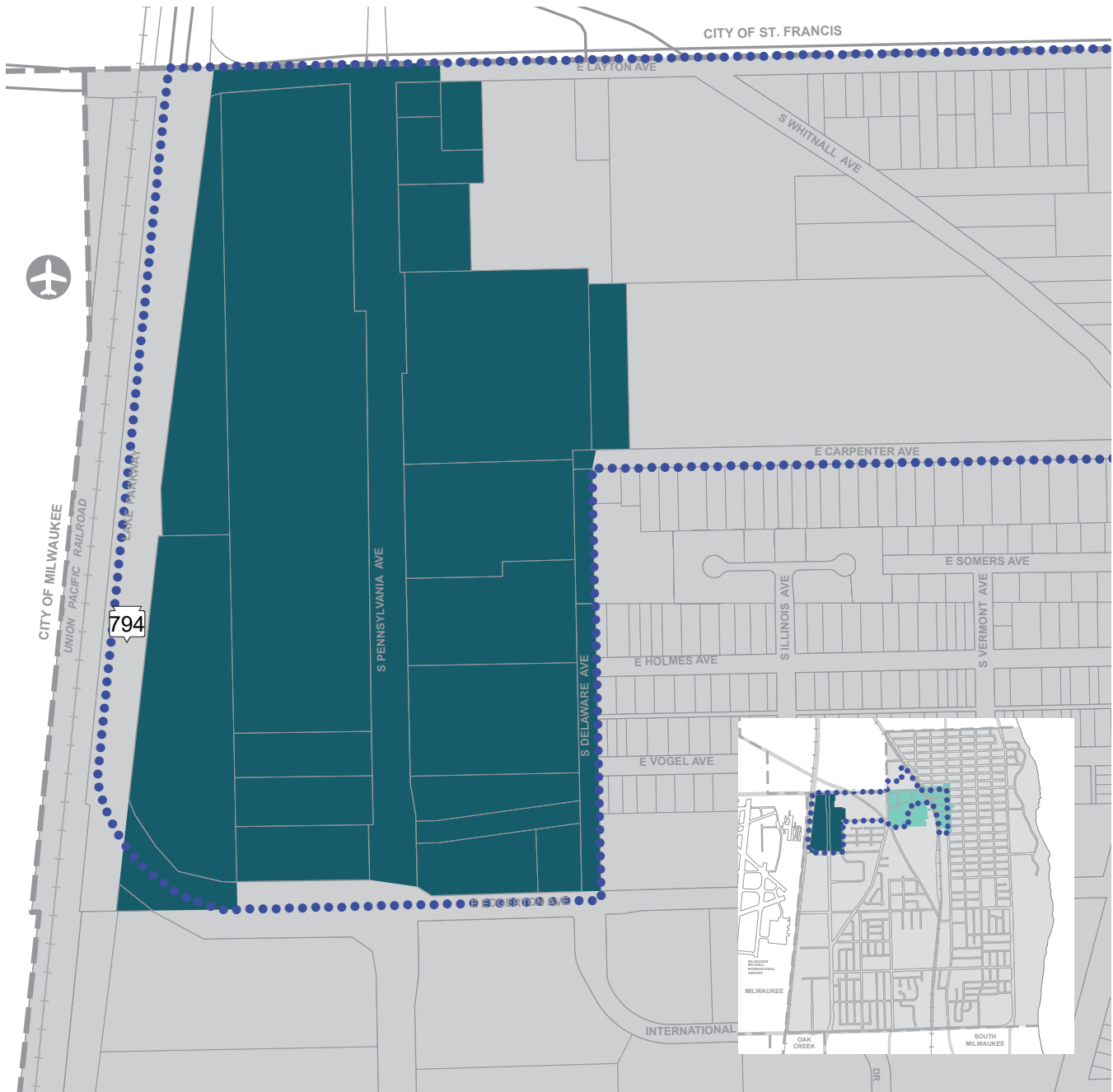
Limited manufacturing includes high-quality indoor manufacturing, warehousing, distribution, and ancillary office uses in facilities with generous landscaping, screened storage, modest lighting, and limited on-site signage.

³⁵ *The GCCP Planning Area also encompasses much of City of Cudahy Redevelopment District #1.*

³⁶ *Additional information on proposed/planned land uses is presented in the City's comprehensive plan.*

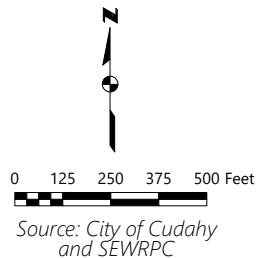
Map 3.1

City of Cudahy Redevelopment District #2 Within the Gateway and City Center Plan Planning Area



- REDEVELOPMENT DISTRICT #2
- REDEVELOPMENT DISTRICT #1
- 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 #2: Proposed Development Plan



PLANNED LAND USE CATEGORIES

- COMMUNITY BUSINESS
- PLANNED MIXED USE
- LIMITED MANUFACTURING
- GREEN CONNECTION
- LOWLAND CONSERVANCY
- FUTURE LAND USE STUDY AREA

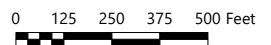
ADDITIONAL MAP FEATURES

- DELAWARE STREET EXTENSION
- GATEWAY CITY CENTER PLAN (GCCP) PLANNING AREA
- REDEVELOPMENT DISTRICT #2

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

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.

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.³⁷

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.

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. Improvements should advance pedestrian and vehicular connections that promote multimodal accessibility. With District #2 as the City's western gateway, it is vital for these connections to extend eastward into the City from Layton and Pennsylvania Avenues, Lake Parkway (IH 794), and the Milwaukee Mitchell International Airport area to ensure that pedestrian and vehicular connections in District #2 are coordinated with those 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 improving or realigning existing streets or constructing new streets, such as extending Delaware Street from its present terminus near Holmes Avenue northward to Layton Avenue. In addition, it may be necessary to improve existing water, sewer, and stormwater facilities or construct new facilities to stimulate redevelopment or serve new development. Such improvements/construction could positively impact the Wilson Park Creek tributary 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.

³⁷ *The green connection links the District with the lakefront, Redevelopment District #1, and to other areas of activity. See the City's comprehensive plan for additional information.*

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.³⁸ 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. The timing of public improvements and financing are important to coordinate that improvements and private redevelopment are 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

³⁸ Section 66.1331(10) of the Statutes.

- Help displaced owners and tenants find suitable replacement dwellings or business locations
- 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 this report have been met.

APPENDICES

**REDEVELOPMENT DISTRICT #2
BOUNDARIES AND PARCELS**

APPENDIX A

This appendix sets forth a legal description for Redevelopment District #2. Table A.1 lists parcels within the District and the extent of the District is shown in relation to the City of Cudahy in its entirety on Map 1.1 of this report.

Being a part of the Northwest quarter and the Southwest quarter of the Northeast Quarter and the Northeast quarter and the Southeast quarter of the Northwest Quarter of Section 27, Township 6 North, Range 22 East, City of Cudahy, County of Milwaukee, State of Wisconsin, bounded and described as follows:

Beginning at the Northwest corner of the Northeast Quarter of said Section 27; thence North 88°47'55" East along the North line of said Northeast Quarter Section 200.00 feet to the Northeast corner of Parcel 6309961-000; thence South 01°09'36" East along the East lot line of said Parcel 60.00 feet to the Northwest corner of Parcel 630-9962-003 and the South Right-of-Way of East Layton Avenue; thence North 88°47'55" East along the North lot line of said Parcel and said South Right-of-Way 130.00 feet to the Northeast corner of said Parcel; thence South 01°09'36" East along the East lot line of said Parcel extended 322.90 feet to the Southeast corner of Parcel 630-1001-000; thence South 88°47'55" West along the South lot line of said Parcel 45.00 feet to the Northeast corner of Parcel 630-9963-004; thence South 01°09'36" East along the East lot line of said Parcel 277.11 feet to the Southeast corner of said Parcel; and the North lot line of Parcel 630-9929-017; thence North 88°47'55" East along the North lot line of said Parcel 369.72 feet to the Northeast corner of said Parcel; thence South 01°09'36" East along the East lot line of said Parcel 49.49 feet to the Northwest corner of Parcel 630-9953-001; thence North 88°47'51" East along the North lot line of said Parcel 119.50 feet to the Northeast corner of said Parcel; thence South 01°09'36" East 522.73 feet to the Southeast corner of said Parcel and the North Right-of-Way of East Carpenter Avenue; thence South 88°21'59" West along the South lot line of said Parcel and said North Right-of-Way 119.50 feet to a point of intersection with the East Right-of-Way of South Delaware Street extended; thence South 01°09'36" East along said East Right-of-Way 486.32 feet to a point; thence North 89°48'57" East 2.29 feet to a point; thence South 01°09'36" East, 909.80 feet to a point of intersection with the North Right-of-Way of East Edgerton Avenue; thence South 88°21'59" West along said North Right-of-Way 537.03 feet to a point on the South lot line of Parcel 630-9929-016; thence North 57°47'53" West continuing along said North Right-of-Way and the South lot line of said Parcel 53.88 feet to a point; thence North 81°44'49" West continuing along said North Right-of-Way 152.05 feet to the Southeast corner of Parcel 629-9940-006; thence South 89°12'48" West continuing along said North Right-of-Way and the South lot line of said Parcel 420.05 feet to the Southwest corner of said Parcel; thence South 01°09'36" East along the East lot line of Parcel 629-9992-000 88.00 feet to the Southeast corner of said Parcel and the South line of the Northwest Quarter of said Section; thence South 89°12'48" West along the South lot line of said Parcel and said South Section line 373.20 feet to the Southwest corner of said Parcel; thence North 05°51'05" East along the West lot line of said Parcel 1191.28 feet to the Northwest corner of said Parcel; thence North 88°54'49" East along the North lot line of said Parcel 18.86 feet to the Southwest corner of Parcel 629-9996-000; thence North 01°11'55" West along the West lot line of said Parcel 30.29 feet to a point; thence North 05°51'05" East along the West lot line of said Parcel 1460.55 feet to the Northeast corner of said Parcel and the North line of the Northwest Quarter of said Section; thence North 88°54'50" East, along the North line of the Northwest Quarter of said Section 525.70 feet to the Point of Beginning.

Table A.1
Redevelopment District #2 Parcels: 2021

Site ID ^a	Tax Key	Address	Owner	Size (acres)
1	629-9996-000	2251 E. Layton Avenue	City of Cudahy Community Development Authority (CDA)	3.7
2	629-9995-000	4701 S Pennsylvania Avenue	City of Cudahy CDA	23.8
3	629-9992-000	4701 S Pennsylvania Avenue	City of Cudahy CDA	7.9
4	629-9994-007	5007-5029 S Pennsylvania Avenue	George S. Pavenuelich	1.4
5	629-9994-008	5049 S Pennsylvania Avenue	George S. Pavenuelich	1.5
6	629-9994-006	5069 S Pennsylvania Avenue	Wisconsin Department of Transportation	1.7
7	630-9961-000	2415 E. Layton Avenue	Tri-State Management LLC	0.4
8	630-9962-003	2433 E. Layton Avenue	Big Water LLC	0.7
9-10	630-1001-000	4740 S Pennsylvania Avenue	Abudjalil Real Estate LLC	1.0
11	630-9963-004	4756 S Pennsylvania Avenue	AZ Management Services INC	1.4
12	630-9929-006	4850 S Pennsylvania Avenue	Cudahy WI Industrial, LLC	8.2
13	630-9953-001	2606 E. Carpenter Avenue	George & Steve Knezic	1.5
14	630-9929-017	4900-4990 S Pennsylvania Avenue	Iceburg Development LLC ^b	4.2
15	630-9929-018	5000 S Pennsylvania Avenue	OSMN LLC	3.7
16	630-9929-019	5030-5060 S Pennsylvania Avenue	OSMN LLC	4.3
17	630-9929-011	5080 S Pennsylvania Avenue	Sarah Janicek - SJ Landscaping, LLC	1.4
18	630-9929-020	5084 S Pennsylvania Avenue	Sarah Janicek - SJ Landscaping, LLC	0.8
19-A	630-9929-021	5090 S Pennsylvania Avenue	Lawrence N. and Judy Moris	1.6
20-A	630-9929-022	5086 S Pennsylvania Avenue	Lawrence N. and Judy Moris	0.7

^a Site IDs are based on data in the first edition of this report and have been adapted to acknowledge parcel changes since adoption of that report.

^b Under new ownership as of 2022.

Source: City of Cudahy, Milwaukee County, and SEWRPC

**RESOLUTION ADOPTING AN UPDATED PROJECT
PLAN FOR REDEVELOPMENT DISTRICT #2**

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;

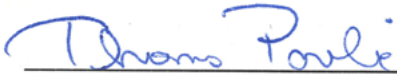
NOW THEREFORE BE IT RESOLVED by the Common Council of the City of Cudahy, Wisconsin as follows:

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