

CITY OF CUDAHY

REDEVELOPMENT  
DISTRICT # 2

Public Hearing DRAFT

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Prepared by:



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Madison . Milwaukee

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## Introduction

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The City of Cudahy is a suburban community of 18,341 residents in Milwaukee County, surrounded by the cities of Milwaukee, Saint Francis, and South Milwaukee. Located between Milwaukee's downtown core, the lakefront and General Mitchell Airport, the City boasts a strong industrial base, traditional residential neighborhoods, and a rich cultural heritage. However, Cudahy has encountered its share of economic challenges in recent years, and when coupled with the City's relatively high land use density and inability to grow through annexation, the need to approach infill development and redevelopment of existing sites in a thoughtful, carefully planned manner becomes clear.

Accordingly, ensuring the highest and best use of sites and sustainable development are high priorities for the City. Redevelopment District No. 2 is a 69.7-acre area with frontage along Pennsylvania Avenue and Lake Parkway (WI-794), and generally bounded by Layton Avenue to the north and Edgerton Avenue to the south. It represents a prime opportunity to address issues of blight, pollution and underutilized commercial and industrial land in the City, while providing high quality mixed use development along key economic and transportation corridors.

The City of Cudahy retained VANDEWALLE & ASSOCIATES, a Madison and Milwaukee-based economic development, urban planning and design firm, to complete a Redevelopment Area Plan for District No. 2. The purpose of this redevelopment plan is to assess the current conditions and land uses of the District, explore untapped market opportunities, and provide a future vision and implementation strategy to this important entryway to the City, to be positioned as Cudahy's "Gateway District."

## Statutory Authority

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This plan has been prepared and duly adopted under the provisions of Wisconsin Statute §66.1333 by the Community Development Authority (CDA) of the City of Cudahy. The CDA is a separate body politic created for the express purpose of carrying out blight elimination, slum clearance, urban renewal programs and projects, and housing projects under §66.1335, Wis. Stats.

Under Wisconsin law, the City may also authorize the CDA "to act as the agent of the City in planning and carrying out community development programs and activities approved by the mayor and Common Council under the federal Housing and Community Development Act of 1974 and as agent to perform all acts, except the development of the general plan of the city, which may be otherwise performed by the Plan Commission."

## Redevelopment District

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The boundary of the redevelopment district is shown on Map 1 and is further described below.

### Legal Description



Map 1: Redevelopment District No. 2 Boundary



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## Redevelopment Objectives

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The objective of the Redevelopment Plan is to set a vision and implementation strategy for converting a deteriorating area along Layton and Pennsylvania Avenues into a vibrant, mixed use Gateway District. By creating physical and economic vitality, eliminating blight, and ensuring appropriate land uses, the City will be able to provide high-quality development that is tax generating and an attractive destination for new and existing residents. Accompanying this with environmental remediation, streetscape and public space improvements in the Gateway District will ensure a reuse strategy that is comprehensive in addressing site challenges and constraints while maximizing opportunities. The over-riding project goals for the Redevelopment District are as follows:

### **Economic Development**

1. Increase the tax base through the redevelopment of vacant or underutilized parcels to support retail and restaurant uses, multi-family residential units, office space, and hotel lodging.
2. Remediate and prepare the City-owned landfill parcels east of Lake Parkway for multi-family residential and commercial development.
3. Induce more than \$80 million in new development assessment value within the District.
4. Eliminate barriers to economic growth such as blighted properties, deteriorating site improvements, obsolete platting, and other functional deficiencies.
5. Position the Gateway District as an appealing entry to the City, and make it more attractive to visitors and residents alike.

### **Mixed Use**

1. Take advantage of the District's highly visible location, existing assets as a regional employment center, and proximity to General Mitchell International Airport and Lake Parkway by developing attractive residential, retail, dining and lodging options. These developments have the added benefit of supporting businesses in the District and encouraging active use of the site during off-peak hours.
2. Encourage activity in the area by creating gathering places, green space and other centers of activity in the Gateway District.
3. Provide additional commercial and office space in this high traffic corridor.

### **Parking**

1. Integrate adequate parking into redevelopment sites while reducing excessive paving and underutilized spaces.

### **Quality Design and Density**

1. Create developments with appropriate balance of residential, service, retail, office and greenspace uses.
2. Ensure high architectural and site design standards that maximize use of the site's acreage and increases the amount of pervious surface.
3. Implement significant water quality and stormwater management techniques to observe best management practices for stormwater management and enhance/preserve the environmental integrity of the Gateway District.

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## Consistency with Local Plans

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This redevelopment plan is consistent with the recommendations contained in the City of Cudahy Comprehensive Plan, adopted in December 2009. This document is available for inspection at City Hall during normal business hours. Contact Brian Biernat, Director of Economic Development, at (414) 769-2215 for more information.

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## Existing Conditions

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Wisconsin Statute §66.1333 regulates blight elimination and slum clearance. Section 66.1333 (2m)(b)2 defines blighted area as 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.*”

Seventeen of twenty total parcels within Redevelopment District No. 2 have been identified as blighted, constituting approximately 90% of its total acreage. Many of the structures within the Redevelopment District boundary are considered aged, deteriorating, or vacant in their current state. In addition, much of the land within the District is underutilized and could be redeveloped to a higher and better use compatible with the community’s long-term vision for the area. The District as a whole exhibits blight factors such as obsolete platting, known or suspected environmental concerns, diversity of ownership and poor access. The current streetscape, traffic patterns and parking throughout the area are inadequate for a multi-modal urban business district. Excessive paving is a challenge in some areas of the District, which may require improved stormwater management, grading and landscaping techniques to adequately mitigate. Other environmental concerns include potential asbestos, underground storage tanks (USTs), and subsurface contamination. A District-specific description of the land uses and existing blight conditions follows.

### Existing Land Use

As shown on Map 2, the west side of Pennsylvania Avenue between Layton and Edgerton Avenues is largely vacant and unimproved. Much of this area, including nearly a half-mile of Lake Parkway frontage, is owned by the City of Cudahy CDA (parcels 1-3), and had most recently been used as a landfill. There is a small wooded area and berm that screens the City’s properties from an adult bookstore and adjacent garage/parking area (parcels 4-5). A tributary of Wilson Park Creek (part of the Kinnickinnic River Watershed) flows between the bookstore and the southern terminus of 794 at Edgerton Avenue, which is owned by the Wisconsin Department of Transportation (parcel 6) and within the 100-year floodplain. All of these factors contribute to existing blighting influences in the area impact their future development potential.

The southeast corner of Layton and Pennsylvania Avenues houses a mix of commercial uses, including a gas station (parcel 7), retail facility and vehicular storage space (parcel 8). A used car sales lot and adjacent automotive garage (parcels 9-10), most recently operated as a limousine rental service, are currently vacant and for lease. These parcels generally have poor access and platting, excessive paving, and undesirable, outdoor storage uses.

A semi-trailer loading facility and trucking company headquarters (parcels 12 and 14) are generally constructed for industrial and related office uses, and include several acres of paved space intended for truck parking and logistics. Parcel 13 is a single-family residence that has remained in place in spite of

surrounding industrial uses, and suffers from obsolete platting and poor drainage. Unimproved wooded areas (parcels 11 and 15) have remained as such due to steep slopes and wetland conditions, respectively. A large vacant lot formerly housing a commercial structure (parcel 16) still features an above ground building foundation, and a former gas station (parcel 17) may require investigation and/or excavation of underground fuel tanks (currently listed as “temporarily out-of-service in the state’s Storage Tank Database) or other hazardous materials before returning to commercial use. The gas station sits on the northern bank of the creek and floodplain near Edgerton/794 (parcel 18), with an auto sales lot on the corner parcel to the south (parcels 19-20).

These specific parcels were included in the District because of the relatively large amount of open space available for redevelopment, the importance of the Layton & Pennsylvania Corridor as an active commercial district and community gateway, and contributions to blight in the District. While some parcels appear to be well-maintained, others exhibit signs of wear, faulty layouts, poor access and/or obsolete platting that meet established criteria for blight. Vacant and outmoded commercial spaces suffer from poor signage, visibility and lack of landscaping that detract from the aesthetic standards of the corridor. Topography, wetlands, and other natural features currently constrain some parcels, as do known and potential contamination that may require substantial time and costs to remediate and prepare for further redevelopment activities (see Map 4).

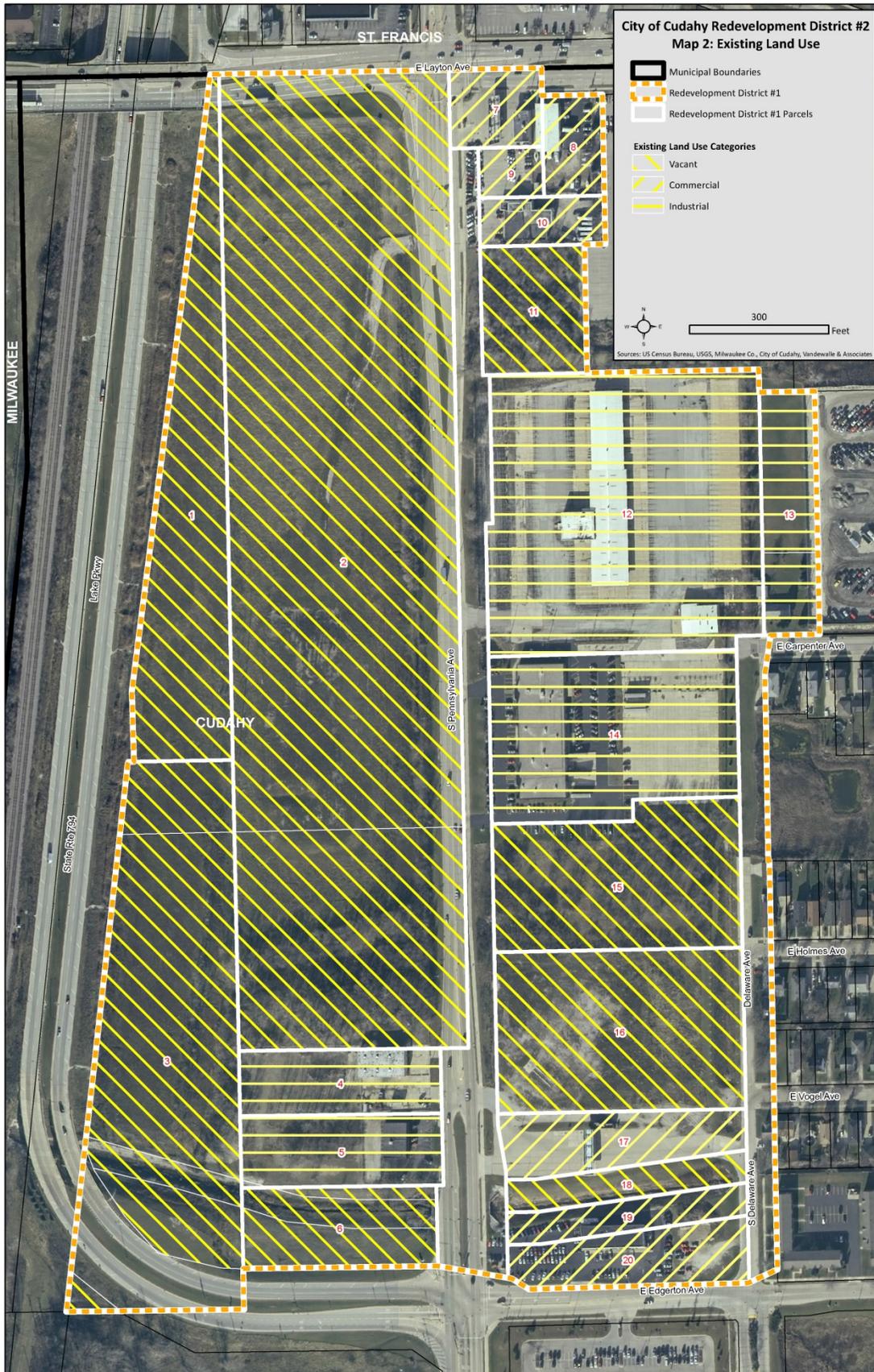
### **Current Zoning**

As stated previously, Cudahy is a fully built out community and has a finite amount of space with which to implement new development. Therefore, new development in the City must take place in the form of redevelopment, and should be as flexible as possible to allow for new and innovative commercial and residential uses while preserving the area’s development potential.

Current zoning designations in the Redevelopment District are depicted on Map 3, and were recently updated to reflect the City’s desired land use patterns and development priorities. The vast majority of the District is zoned B-5 Highway Commercial with a Planned Unit Development (PUD) overlay that may facilitate flexible and creative mixed use construction. Segments of Wilson Park Creek and its adjacent floodplain are designated a C-1 Lowland Conservancy district, limiting its future development potential. The adult bookstore parcel and adjacent garage also have a Sexually Oriented Business overlay that lawfully constrains their location and use under the City’s zoning code.

Note that the current zoning pattern in Cudahy either generally complies with the City’s Future Land Use Vision (Map 5) as articulated in the 2009 Comprehensive Plan, or will not substantially compromise the City’s ability to achieve its Future Land Use Vision. Over time, mainly through developer- or property-owner sponsored PUDs and rezonings, the Future Land Use Vision map and zoning map may be brought into even closer alignment.

Map 2: Redevelopment District No. 2 Existing Land Use



Map 3: Redevelopment District No. 2 Current Zoning



Map 4: Redevelopment District No. 2 Environmental Constraints



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## Proposed Land Use & Redevelopment Projects

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Proposed redevelopment projects in the District should strive to create a high-quality, mixed-use urban destination that capitalizes on the District's access to major corridors and employers through highest and best land uses – medium to high density commercial, hotel, residential and office development. Projects should enhance the area's visibility, functionality and aesthetic appeal. Uses should boost property values and create active, vibrant environments for visitors and residents to live, work and play. Site design and street layouts should aim to establish safe access to the District, maximize permeable surface and greenspace, and improve the functionality of existing stormwater management systems.

The future land uses envisioned for the Gateway District include regional and community-serving commercial and retail uses, as well as office\professional uses. While encouraging comparatively lower density, these uses are of equal benefit and are not precluded from current highway-focused commercial/PUD zoning standards in place throughout the District. Wetlands, floodplains and other protected natural features in the District are to be preserved where possible. For a complete overview of the future land uses recommended by the Comprehensive Plan, see Map 5.

A generalized redevelopment concept is shown in Map 6, and explained in greater detail below. Connecting new development on and around Pennsylvania Avenue with the variety of economic activities taking place nearby, such as retail, office, air travel, and logistics, will be essential to ensuring a cohesive redevelopment of the District as a whole. City ownership of the large contiguous land area between Lake Parkway and Pennsylvania Avenue represents a significant opportunity to facilitate sound development of an entirely new mixed-use district from the ground up, and therefore, initial emphasis should be placed on redeveloping these parcels with the expectation that the momentum of high-value redevelopment will produce urban scale density and development facilitating redevelopment in the eastern and southern portions of the District. Redevelopment of the vacant shipping terminal is also a priority, which may spur additional investment in the northeast portion of the District extending north to Layton Avenue. This parcel is particularly important for short term renewal given the dilapidated condition of the building, the size of the parcel and high degree of impervious surface, but also its high visibility and easy access to nearby transportation corridors. Carpenter Avenue would be extended through and across Pennsylvania Avenue to the east, creating a new signalized intersection and facilitating improved access to developments on each side of the corridor.

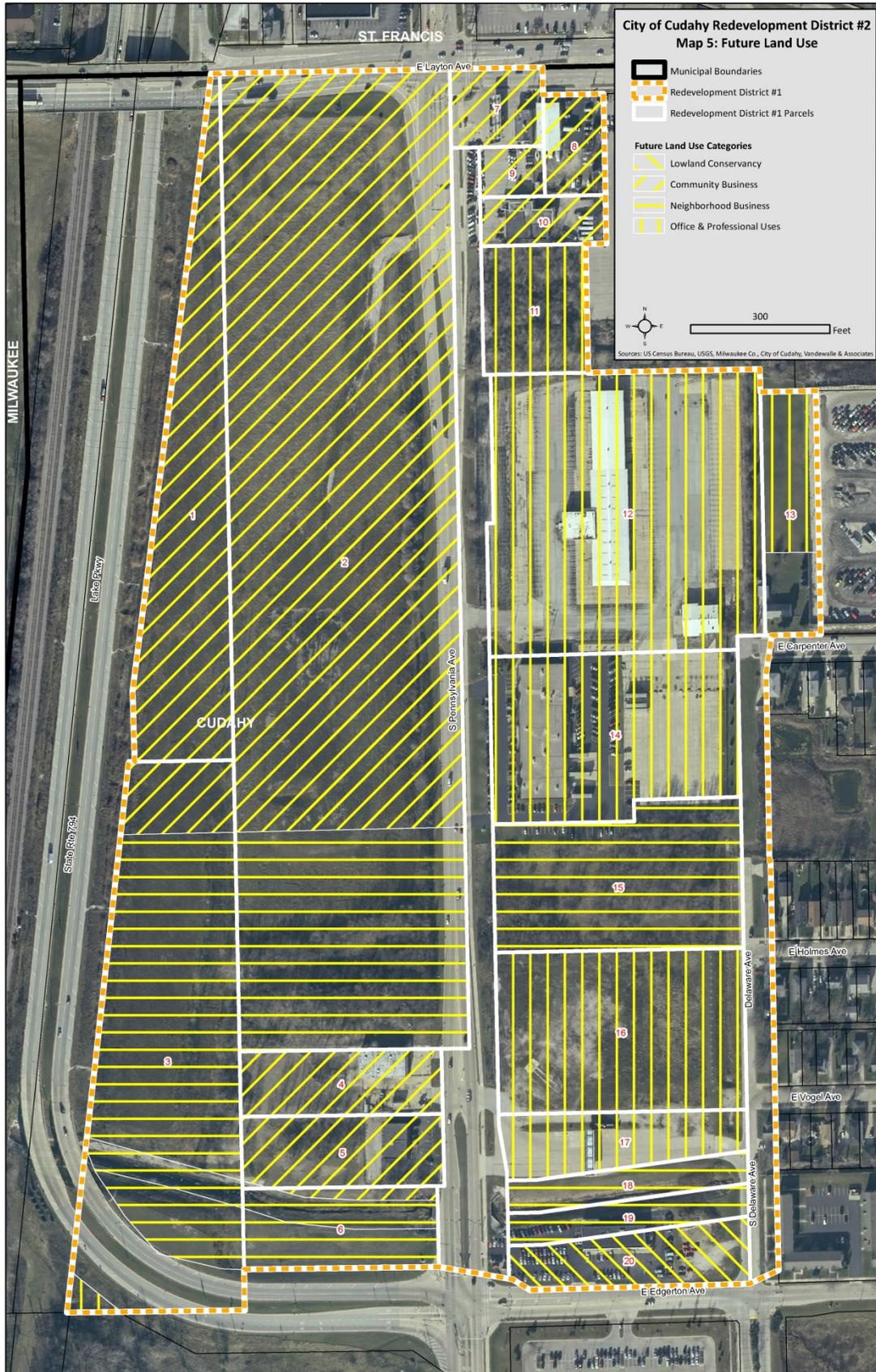
Because of the District's adjacency to existing residential neighborhoods to the east, diverse dining and shopping opportunities may be developed on the former landfill area, utilizing high quality materials and architecture. These businesses could be supported in part by patrons of a new cluster of low-rise, airport-serving hotels at the southwest corner of Layton and Pennsylvania Avenues, as well as District residents and workers throughout the day and during off-peak hours. Site design emphasizing "walk-to-work" employment opportunities may induce increased demand for the surrounding residential area, as well as improved pedestrian connections to existing businesses within and surrounding the District.

While specific reuse opportunities of some land areas may be impacted to varying degrees by former landfill uses, airport height restrictions, environmental conditions and topography, other potential uses could include multi-family residential development of high quality architectural design, as well as attractive green spaces. Medium-density multifamily residential (similar to the recommendations of the RM-1 and RM-2 zoning districts) is encouraged, with a mix of living options and styles such as large and small lot townhomes, apartments, condominiums, and mixed-use structures with first floor commercial and residential units on upper floors. Alternatively, mixed commercial/office structures on the east side of Pennsylvania Avenue are also encouraged; multifamily residences near Delaware

Avenue could feature setbacks and rear alleys serving as a buffer between commercial uses and existing residential neighborhoods, though entire blocks can be reserved for commercial if desired.

While constructed as a relatively wide, high-volume vehicular corridor, Pennsylvania Avenue may benefit from future streetscape, pedestrian/non-motorized and right-of-way improvements benefitting any potential residential and commercial uses. Any such improvements should be built in conjunction with private development, utilize traffic calming techniques and provide safe, attractive pedestrian and bike connectivity between subareas and the surrounding area.

Map 5: Redevelopment District No. 2 Future Land Use



Map 6: Redevelopment Concept Map



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## Project Implementation

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The City anticipates redevelopment in the District in the coming years, particularly in the form of medium to high density commercial uses along Pennsylvania Avenue. 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. The preparation of site plans and the types and design of the individual development components will all be driven by the redevelopment objectives and proposed uses and projects described previously in this document.

The City anticipates an initial period of redevelopment and/or public improvement activities on the most shovel-ready sites in the District taking place over the next few years. Private redevelopment projects within the District are likely to take place in phases over the next five to ten years. Private sector activities would include assemblage of property, demolition, site preparation, and construction of new development and/or rehabilitation of existing buildings. As noted previously, it is hoped that new, high quality development in the District will drive market interest and demand for additional redevelopment in adjacent areas in the years that follow.

Because commercial and residential uses are key features of the entire Redevelopment Plan for the District, public improvements and private redevelopment will need to be carefully coordinated. As outlined in the next section, a number of public improvements will be required to create a setting that will facilitate the level of high quality private development that is desired. Thus, not only is the timing of the improvements important, but so is the financing, which will likely rely significantly on the property taxes paid by the new projects. The existing Tax Increment Finance District No. 1 (TID #1) covers the entirety of the District, but is nearing the end of its spending period; future amendments and/or creation of a new TID may provide additional financial flexibility for the City for improvements within the District. Further, an environmental remediation TID (#1E) specifically covers the three City-owned former landfill properties, which may be used to fund any necessary cleanup prior to redevelopment.

Future development projects will be subject to a development agreement with the City that specifies the type, quality and density/intensity of the project, the development schedule, and the use of TIF and other forms of public participation, if any, in addition to other terms and conditions that will ensure high quality, financially feasible projects.

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## Proposed Public Improvements and Utilities

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Central to this Redevelopment Plan are public improvements for the redevelopment of vacant or underutilized properties, business stimulation and support, public circulation and safety, way-finding and streetscape, landscaping and private redevelopment. Aesthetics of the area are also a high priority.

The following is a list of potential public project activities, which include, but are not limited to:

- Streetscape and public space improvements (e.g., pedestrian plazas, greenspace/public parkland, on-street pedestrian/bicycle paths, wayfinding signage, lighting, benches, etc.);
- Public infrastructure improvements (utility construction and/or relocation, right-of-way, stormwater management system improvements/construction, parking, street realignment, intersection improvements etc.);
- Site assemblage, environmental assessment, clean-up, and site preparation;
- Relocation of displaced businesses, if applicable; and
- Administration (e.g. marketing, developer recruitment, financial administration).

## Standards of Population Density, Land Coverage and Building Intensity after Development

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Properties in Redevelopment District No. 2 will be developed in accordance with applicable municipal zoning, subdivision and other land use regulations.

### Present and Potential Equalized Value

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The potential equalized value has been projected based on Map 1: Redevelopment District No. 2 redevelopment sites. As of January 1, 2015, the total equalized value of all parcels in the redevelopment area was **\$12,100,300** (see Table 1).

It is projected that the new total equalized value of the Redevelopment District, applying reasonable standards of development density\* per the uses proposed on Map 6, could potentially reach \$80 million or more at full occupancy. This represents a tax base increase of \$70+ million in new equalized value for proposed new construction and redevelopment projects, assuming current (2015) land values as a constant. Note that the loss of tax value resulting from demolition or maintenance of existing uses/structures within the District has also been accounted for in these projections.\*\*

*\*Conservative estimates based on 20 dwelling units per acre, assessing at approximately \$120,000 per unit on average, and commercial square footage construction at 0.35 FAR and \$150 per sq. ft. construction value.*

*\*\*The City of Cudahy and its consultants make no warranty that any projected redevelopment activity will or will not actually occur within the District, and have included these figures for planning purposes only.*

Table 1: Redevelopment District No. 2 Valuation by Parcel 2015

Map ID	Tax Key	Parcel Address	Owner Name	Acres	Land	Improvements	Total Value
1	6299996000	2251 E LAYTON AVE	CP-CDC CUDAHY I, LLC	3.73	\$127,400	\$0	\$127,400
2	6299995000	4701-5001 S PENNSYLV AVE	CP-CDC CUDAHY I, LLC	23.76	\$719,100	\$0	\$719,100
3	6299992000	5049 S PENNSYLVANIA AVE	CITY OF CUDAHY CDA	7.88	\$0	\$0	\$0
4	6299994007	5007-29 S PENNSYLVAN AVE	GEORGE S PAVELICH	1.40	\$151,000	\$162,100	\$313,100
5	6299994008	5049 S PENNSYLVANIA AVE	GEORGE S PAVELICH	1.55	\$167,200	\$86,200	\$253,400
6	6299994006	5069 S PENNSYLVANIA AVE	STATE OF WISCONSIN DOT	1.68	\$0	\$0	\$0
7	6309961000	2415 E LAYTON AVE	TRI-STATE MANAGEMENT LLC	0.35	\$300,300	\$754,200	\$1,054,500
8	6309962003	2433 E LAYTON AVE	BIG WATER LLC	0.65	\$425,100	\$17,300	\$442,400
9	6309962004	4724 S PENNSYLVANIA AVE	CHURCHILL III DIV OF LUXURIOUS LIMO	0.35	\$197,400	\$26,400	\$223,800
10	6309960003	4740 S PENNSYLVANIA AVE	CHURCHILL ENTERPRISES LLC	0.65	\$236,400	\$148,700	\$385,100
11	6309963004	4756 S PENNSYLVANIA AVE	S&T LAYTON AVENUE PARTNERSHIP	1.43	\$314,800	\$0	\$314,800
12	6309929006	4850 S PENNSYLVANIA AVE	CENTERPOINT PROPERTIES CALEAST NAT LLC GODAY ESQ, JAMES	8.22	\$998,900	\$2,340,000	\$3,338,900
13	6309953001	2606 E CARPENTER AVE	KNEZIC, MITAR	1.45	\$47,000	\$40,500	\$87,500
14	6309929017	4900-90 S PENNSYLVAN AVE	ICEBURG DEVELOPMENT LLC	4.20	\$448,200	\$2,152,700	\$2,600,900
15	6309929018	5000 S PENNSYLVANIA AVE	OSMN LLC	3.65	\$49,300	\$0	\$49,300
16	6309929019	5030-40-50-60 S PENN AVE	PAUL M KOLOSSO METAPHOR LIMITED PARTNERSHIP PAROVO LLC	4.28	\$577,700	\$0	\$577,700
17	6309929011	5080 S PENNSYLVANIA AVE	AUR ENERGY PARTNERS LLC	1.44	\$194,300	\$389,700	\$584,000
18	6309929015	5084 S PENNSYLVANIA AVE	OSMN LLC	0.84	\$22,000	\$0	\$22,000
19	6309929014	5086 S PENNSYLVANIA AVE	MORIS, LAWRENCE	0.84	\$22,000	\$0	\$22,000
20	6309929016	5090 S PENNSYLVANIA AVE	MORIS, LAWRENCE N & JUDY	1.39	\$395,000	\$589,400	\$984,400
<b>TOTAL</b>				<b>69.74</b>	<b>\$5,393,100</b>	<b>\$6,707,200</b>	<b>\$12,100,300</b>

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## Project Financing

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Sources of revenues for project expenses may include, but are not limited to: private capital and loans, tax increments, taxes from a potential Business Improvement District which 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. The financing of improvements can be accomplished in several different ways, including CDA bonding as provided in Wis. Stat. §66.1333. Principal and interest on CDA bonds can be paid through the following three methods:

1. Revenues generated from the sale or lease of the property;
2. Payments made to the CDA from tax increment revenues received by the City from increased taxes on new development within a Tax Increment District;
3. Receipt of revenues directly from a TIF District Redevelopment Fund.

In addition, the City may choose to bond separately for improvements through their normal borrowing channels.

Projects identified will provide the necessary anticipated governmental services to the area. However, public debt and expenditures should be made at the pace private development occurs to assure increment is sufficient to cover expenses.

It is anticipated that developer agreements between the City and property owners will 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.

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

**If financing as outlined in this Plan proves unworkable, the City reserves the right to use alternate financing solutions for the projects as they are implemented.**

## **Performance Standards**

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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.

## **Plan Amendments**

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This plan may be amended at any time in accordance with the provisions of Wis. Stat. §66.1333(11). If the plan is modified, a public hearing will be conducted by the CDA. All modifications to the plan must be recommended by the CDA, and approved by the City Council by a two-thirds majority.

## **Relocation of Displaced Persons and Businesses**

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Persons and businesses displaced by project activities will be relocated in accordance with applicable state laws and regulations. Relocation plans for the project will be filed with the Department of Administration. These plans will be the basis for all relocation payments made as part of this project.

## **Land Disposition**

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The City or the CDA may acquire land as a result of implementation of this plan. All negotiations will follow the legal requirements imposed on the City and CDA for land acquisition.

## **Termination**

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This redevelopment plan and area will terminate when the CDA determines that the goals of the Redevelopment District Plan have been met.

## **Blighted Area Finding**

Urban redevelopment is done to affect removal of blight and to promote economic development, enhance community character and increase quality of life.

VANDEWALLE & ASSOCIATES, a Madison and Milwaukee-based urban planning and economic development consulting firm, evaluated the property proposed for inclusion in the redevelopment district and determined that the properties contained in the area meet the statutory requirement of a redevelopment district.

This redevelopment plan finds that not less than a predominance or substantial number of the properties within the proposed redevelopment area are blighted and in need of rehabilitation within the meaning of the criteria set forth in Wisconsin Statute §66.1333 that they demonstrate deteriorating architecture, obsolete and vacant buildings that are a physical hazard, inappropriate land uses, economically obsolete uses, environmental concerns, poor or unsafe access and circulation for vehicles and pedestrians, or other statutory factors meeting the definition of blight that do not comply with adopted City planning documents.

Some properties that are in good physical condition, are properly maintained and meet the land uses appropriate for the area may be included in the District. The purpose for inclusion of these “non-blighted” properties is to comprehensively address the redevelopment district in a long-range planning process and encourage other property owners to upgrade their properties in order to accomplish the goals and objectives of this Redevelopment District.

The criterion for defining conditions of blight in this analysis is the statutory definition of blight appearing in Wis. Stat. §66.1333. “Blight elimination and slum clearance,” which reads as follows:

**§66.1333(2m)(b)** *“Blighted area” means any of the following:*

1. *An area, including a slum area, in which there is a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age or obsolescence, inadequate provision for ventilation, light, air sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime, and is detrimental to the public health, safety, morals or welfare.*
2. *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.*
3. *An area which is predominantly open and which because of obsolete platting, diversity of ownership, deterioration of structures or of site improvements, or otherwise, substantially impairs or arrests the sound growth of the community.*

**§66.1333 (2m)(bm)** *“Blighted property” means any property within a city, whether residential or nonresidential, which by reason of dilapidation, deterioration, age or obsolescence, inadequate provisions for ventilation, light, air or sanitation, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant*

*mortality, juvenile delinquency or crime, and is detrimental to the public health, safety, morals or welfare, or any property which by reason of 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 market 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 provisions 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, or any property which is predominantly open and which because of obsolete platting, diversity of ownership, deterioration of structures or of site improvements, or otherwise, substantially impairs or arrests the sound growth of the community.*

## **Redevelopment District Blight Determination**

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Table 2 provides a parcel-by-parcel analysis of the general condition of existing structures and improvements. A detailed physical analysis has been undertaken as a part of the planning process. Implementation of the redevelopment plan, including activities such as appraisals and environmental examinations, may identify additional information that will substantiate the blight findings found in this analysis. The blight finding made in this report is primarily based on the broader conditions within the overall District. These conditions emphasize inconsistent land use patterns, properties not being used to their highest and best use, visually and/or physically blighted properties, environmental concerns, poor layout and platting, substandard buildings that are hazardous to the public welfare, and transportation problems that are substantially impairing the sound growth and expansion of the District as a whole.

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Table 2: Redevelopment District No. 2 Blight Determination

Map ID	Tax Key	Parcel Address	Owner Name	Tax Acres	2015 Land Value	2015 Imp Value	2015 Total Value	Existing Structure/Use	Dilapidated - Serious Building Deficiencies	Age/Obsolescence/No longer suits purpose built for	Faulty street or lot layout	Unsafe conditions	Obsolete platting	Diversity of ownership	Deterioration of structure	Deterioration of site improvement	Impairs sound growth	Additional Notes	DESCRIPTION	CLASS
1	6299996000	2251 E LAYTON AVE	CDA CUDAHY DEVELOPMENT AUTHORITY	3.73	\$127,400	\$0	\$127,400	Former landfill				X					X	Vacant. Possible environmental contamination	COMMERCIAL	G
2	6299995000	4701-5001 S PENNSYLV AVE	CDA CUDAHY COMMUNITY DEVELOPMENT	23.76	\$719,100	\$0	\$719,100	Former landfill			X	X					X	Vacant. Possible environmental contamination. Lot line extends into ROW	COMMERCIAL	G
3	6299992000	5049 S PENNSYLVANIA AVE (rear)	CITY OF CUDAHY CDA (DUMP)	7.88	\$0	\$0	\$0	Former landfill				X					X	Vacant. Possible environmental contamination	OTHER	X
4	6299994007	5007-29 S PENNSYLVAN AVE	GEORGE S PAVELICH	1.40	\$151,000	\$162,100	\$313,100	Garage/parking lot					X			X		Deteriorating parking area. Outdoor storage of inoperable vehicles	COMMERCIAL	G
5	6299994008	5049 S PENNSYLVANIA AVE	GEORGE S PAVELICH	1.55	\$167,200	\$86,200	\$253,400	Adult bookstore					X			X	X	Economically undesirable use. Deteriorating parking area.	COMMERCIAL	G
6	6299994006	5069 S PENNSYLVANIA AVE	STATE OF WISCONSIN DEPT OF TRANSPORTATION	1.68	\$0	\$0	\$0	Undeveloped										794 frontage, 100 year floodplain. Unbuildable drainage area	STATE	X
7	6309961000	2415 E LAYTON AVE	JASWINDER AND ARMAJIT KAUR SINGH	0.35	\$300,300	\$754,200	\$1,054,500	Gas station					X			X		Deteriorating parking area. Excessive site paving	COMMERCIAL	G
8	6309962003	2433 E LAYTON AVE	BIG WATER LLC	0.65	\$425,100	\$17,300	\$442,400	Popcorn/snacks		X			X				X	Building and site obsolete for current retail uses. Blighted vehicle storage in rear	COMMERCIAL	G
9	6309962004	4724 S PENNSYLVANIA AVE	CHURCHILL III DIV OF LUXURIOUS LIMO	0.35	\$197,400	\$26,400	\$223,800	Vacant used car lot		X	X		X					100% pavement coverage. Platting excludes road frontage	COMMERCIAL	G
10	6309960003	4740 S PENNSYLVANIA AVE	CHURCHILL ENTERPRISES LLC	0.65	\$236,400	\$148,700	\$385,100	Vacant garage		X	X		X		X	X		100% pavement coverage. Limited site access to rear. Platting excludes road frontage	COMMERCIAL	G
11	6309963004	4756 S PENNSYLVANIA AVE	S&T LAYTON AVENUE PARTNERSHIP	1.43	\$314,800	\$0	\$314,800	Undeveloped										Undeveloped. Wooded, steep slope	COMMERCIAL	G
12	6309929006	4850 S PENNSYLVANIA AVE	CALEAST NAT LLC GODAY ESQ, JAMES	8.22	\$998,900	\$2,340,000	\$3,338,900	Vacant truck terminal		X					X	X	X	Nonconforming use. Excessive paving. Likely difficult to reuse/redevelop	COMMERCIAL	G
13	6309953001	2606 E CARPENTER AVE	KNEZIC, MITAR	1.45	\$47,000	\$40,500	\$87,500	Residential					X					Private residence, well maintained. Obsolete lot layout between commercial uses	RESIDENTIAL	G
14	6309929017	4900-90 S PENNSYLVAN AVE	ICEBURG DEVELOPMENT LLC	4.20	\$448,200	\$2,152,700	\$2,600,900	office/semi-trailer parking								X		Building well maintained. Deteriorating parking area. Excessive paving in rear	COMMERCIAL	G
15	6309929018	5000 S PENNSYLVANIA AVE	OSMN LLC	3.65	\$49,300	\$0	\$49,300	Undeveloped										Predominantly wetlands	COMMERCIAL	G
16	6309929019	5030-40-50-60 S PENN AVE	METAPHOR LIMITED PARTNERSHIP PAROVO LLC	4.28	\$577,700	\$0	\$577,700	Vacant								X		Vacant. Building foundation remains in place.	COMMERCIAL	G
17	6309929011	5080 S PENNSYLVANIA AVE	AUR ENERGY PARTNERS LLC	1.44	\$194,300	\$389,700	\$584,000	Vacant gas station		X		X			X	X		Possible USTs/contamination?	COMMERCIAL	G
18	6309929015	5084 S PENNSYLVANIA AVE	OSMN LLC	0.84	\$22,000	\$0	\$22,000	Vacant/floodplain			X		X	X				100 year floodplain, split into two parcels with different owners. Unbuildable as platted.	COMMERCIAL	G
19	6309929014	5086 S PENNSYLVANIA AVE	MORIS, LAWRENCE	0.84	\$22,000	\$0	\$22,000	Vacant/floodplain			X		X					101 year floodplain, split into two parcels with different owners. Unbuildable as platted.	COMMERCIAL	G
20	6309929016	5090 S PENNSYLVANIA AVE	MORIS, LAWRENCE N & JUDY	1.39	\$395,000	\$589,400	\$984,400	Used car lot			X		X			X		Unimproved frontage. Gravel overflow lot on eastern edge of parcel	COMMERCIAL	G
<b>TOTALS</b>				<b>69.74</b>	<b>\$5,393,100</b>	<b>\$6,707,200</b>	<b>\$12,100,300</b>													

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## Conclusion

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Based on the blight findings detailed in the previous sections, it is determined that a predominance or substantial number of properties within the redevelopment area are blighted and in need of rehabilitation within the meaning of the criteria set forth in Wis. Stat. §66.1333 for the following reasons:

- Economic blight due to properties not developed to the highest and best use.
- Vacant and/or obsolete facilities.
- Potential of environmental concerns due to historical uses.
- Physical and/or visual deterioration of the structures and site improvements of a significant number of properties.
- Inappropriate land use within the context of the surrounding area for a significant number of properties in the Gateway District area.
- Inadequate street lay out that impedes internal circulation and access to the District.

It is determined that physical and economic conditions exist that, if left unattended, would continue to impair and impede the sound and safe growth of the City of Cudahy. Only through comprehensive redevelopment of a majority of this area will the deterioration of the subject properties substantially slow down and reverse, thereby contributing to the overall vitality of the community.

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**Appendix A- Photos of District Site-by-Site**

Parcel 1



Parcel 2



Parcel 3



Parcel 4

Parcel 5



Parcel 6



Parcel 7



Parcel 8

Parcel 9



Parcel 10



Parcel 11



Parcel 12

Parcel 13



Parcel 14



Parcel 15

Parcel 16

Parcel 17



Parcel 18



Parcel 19



Parcel 20

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## **Appendix B – Redevelopment District No. 2 Resolutions**

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CDA Resolution

City Council Resolution

CDA Adoption Resolution

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## **Appendix C – Proof of Publication**

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