

## PLANNING DIVISION STAFF REPORT

November 17, 2025

PREPARED FOR THE PLAN COMMISSION



**Project Address:** 4718 Hammersley Road (District 10 – Alder Figueroa Cole)  
**Application Type:** Conditional Use  
**Legistar File ID #** [90345](#)  
**Prepared By:** Chris Wells, Planning Division  
Report includes comments from other City agencies, as noted.  
**Reviewed By:** Kevin Firchow, AICP, Principal Planner

### Summary

**Applicant:** David Ogunnoiki; Always Best Care; 4718 Hammersley Rd; Madison, WI 53711  
**Contact:** Steve Shulfer; Sketchworks Architecture, LLC; 2501 Parmenter St, Suite 300A; Middleton, WI 53562  
**Property Owner:** Saad Khalifa; Association for the Revival of the Sunnah, Inc.; 4718 Hammersley Rd; Madison, WI 53711

**Requested Action:** Consideration of a conditional use in the Suburban Residential-Consistent 1 (SR-C1) District for a daycare center at 4718 Hammersley Road.

**Proposal Summary:** The applicant is seeking approval to convert the existing vacant building into an adult day care center for seniors.

**Applicable Regulations & Standards:** Table 28C-1 in Section 28.032(1) of the Zoning Code identifies a *Day Care Center* as a conditional use in the Suburban Residential-Consistent 1 (SR-C1) District. Standards for conditional use approval are found in §28.183(6) MGO. Furthermore, the Supplemental Regulations section, MGO Section 28.151, has additional requirements for *Day Care Centers*.

**Review Required By:** Plan Commission

**Summary Recommendations:** The Planning Division recommends that the Plan Commission find that the standards for conditional uses are met and **approve** a conditional use in the Suburban Residential-Consistent 1 (SR-C1) District for a daycare center at 4718 Hammersley Road, subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies beginning on page 4.

### Background Information

**Parcel Location:** The subject site is roughly 22,560 square feet (0.52 acres) and located at the west end of Hammersley Road, just south of the Starlight Drive cul-de-sac. The site is within Alder District 10 (Alder Figueroa Cole) and the Madison Metropolitan School District.

**Existing Conditions and Land Use:** The site is developed with a two-story building which formerly served as a mosque. It is zoned SR-C1 (Suburban Residential-Consistent 1 District). While the site currently takes access both from the Starlight Drive cul-de-sac as well as Hammersley Road, the connection to Starlight Drive will be required to be removed as part of this project.

**Surrounding Land Uses and Zoning:**

- North: Single-family residences zoned SR-C1 (Suburban Residential-Consistent 1 District);
- South: The West Beltline Highway;
- West: Land owned by the State of Wisconsin’s Department of Transportation (WisDOT) for the Southwest Commuter Multi-Use Path, zoned SR-C1; and
- East: Single-family residences zoned SR-C1 (Suburban Residential-Consistent 1 District) and land owned by WisDOT.

**Adopted Land Use Plan:** The [Comprehensive Plan](#) (2023) and the [West Area Plan](#) (2024) both recommend Low Residential (LR) uses for the subject site.

**Zoning Summary:** The subject property is zoned SR-C1 (Suburban Residential-Consistent 1 District):

| Requirements                     | Required                       | Proposed              |
|----------------------------------|--------------------------------|-----------------------|
| Lot Area (sq. ft.)               | 8,000 sq. ft.                  | 22,438 sq. ft.        |
| Lot Width                        | 60’                            | >60’                  |
| Front Yard Setback               | 30’                            | Existing front yard   |
| Side Yard Setback                | 6’                             | Existing side yard    |
| Reverse Corner Side Yard Setback | 30’                            | N/A                   |
| Rear Yard Setback                | Lesser of 30% lot depth or 35’ | Existing rear yard    |
| Maximum Lot Coverage             | 60%                            | TBD (See Comment #14) |

| Site Design                | Required                                                                                                | Proposed               |
|----------------------------|---------------------------------------------------------------------------------------------------------|------------------------|
| Number Parking Stalls      | Daycare center: Minimum 1 per 15 clients (2) plus 1 per 2 employees (4)<br>Maximum 200% of minimum (12) | 16 (See Comment #16)   |
| Electric Vehicle Stalls    | Not required                                                                                            | None                   |
| Accessible Stalls          | Yes                                                                                                     | 1                      |
| Loading                    | Not required                                                                                            | Drop-off area          |
| Number Bike Parking Stalls | Daycare center: 1 per 5 employees (2)                                                                   | 8 (See Comment #17)    |
| Landscaping and Screening  | Yes                                                                                                     | Yes (See Comment #15)  |
| Lighting                   | Yes                                                                                                     | None (See Comment #18) |
| Building Form and Design   | Not required                                                                                            | Existing building      |

|                                    |                                           |
|------------------------------------|-------------------------------------------|
| <b>Other Critical Zoning Items</b> | Barrier Free (ILHR 69), Utility Easements |
|------------------------------------|-------------------------------------------|

*Tables Prepared by Jenny Kirchgatter, Assistant Zoning Administrator*

**Environmental Corridor Status:** The property is not located within a mapped environmental corridor.

**Public Utilities and Services:** The site is served by a full range of urban services.

**Project Description, Analysis, & Conclusion**

The applicant is requesting conditional use approval to convert the existing vacant building, a former mosque, into an adult day care center. The applicant, representing Always Best Care, plans to operate a day care center at this location, offering daily activities and programming for seniors. While there are Metro transit bus stops located 0.3 miles to the east, at the intersection of Hammersley Road and S Midvale Boulevard, submitted materials note that most of the recipients are anticipated to be driven each day to and from the facility by automobile.

The building has a 3,690-square-foot ground floor level and a 880-square-foot second floor level. The applicant notes in submitted materials that they anticipate an anticipated occupancy of 38 people – 30 seniors and eight staff – but that day care centers are regulated and licensed by the State of Wisconsin and so they will need to meet all associated regulations. Interior renovations will mainly consist of updating the bathrooms so they meet ADA standards, adding offices for staff, a kitchen for food preparation, and a communal space. As for exterior changes, the existing door on the east façade will be removed and a new one added a few feet to the north (right). In communications with staff, the applicant also notes that there are a few windows that likely need to be replaced. These would match the existing.

As for changes to the site, they will be required to remove the automobile access from the Starlight Drive cul-de-sac. This is in to intentionally stop cut through traffic. In its place, a trash enclosure and grass will be added. The parking arrangement will also be updated. The new layout will reduce the number of stalls from 20 to 16 (this includes one accessible stall). A striped drop-off area near the building's southeast corner will also be added.

### **Consistency with Adopted Plans**

The [Comprehensive Plan](#) (2023) and the [West Area Plan](#) (2024) both recommend Low Residential (LR) uses for the subject site. The Comprehensive Plan describes LR uses as predominantly single-family and two-unit housing types (1-2 stories and up to 15 dwelling units per acre). The Comprehensive Plan notes that “*a limited amount of nonresidential uses may also be located within residential categories*” and explicitly includes *day care centers* in this list. Staff believe the proposed day care center is therefore consistent with adopted plan recommendations.

### **Conditional Use Standards**

In regard to conditional use approval standards, the Plan Commission shall not approve a conditional use without due consideration of the City's adopted plan recommendations, design guidelines, supplemental regulations, and finding that all of the conditional use standards of §28.183(6) M.G.O. are met. Staff advises the Plan Commission that in evaluating the conditional use standards, State law requires that conditional use findings must be based on “substantial evidence” that directly pertains to each standard and not based on personal preference or speculation.

For this request, Standards 7-16 do not apply, while standards 1-6 are applicable. Staff believes that the Plan Commission can find standards 1-6 to be met. This is due to the modest size of the use, the target population of the center being seniors, the limited changes to the existing building, the removal of the ongoing concern of traffic cutting through the site, and the other conditions recommended by reviewing agencies. Furthermore, Staff does not believe that the proposed use would impede the normal and orderly development of the surrounding properties. At the time of report writing, staff is also not aware of any evidence that the use will be detrimental to or endanger the public health, safety, or general welfare or would impair or diminish the uses, values and enjoyment of the surrounding properties.

### **Supplemental Regulations**

Per MGO Section 28.151, *Day Care Centers* are subject to the following Supplemental Regulations:

- a) The loss of any state license or permit by a day care center shall result in automatic revocation of that facility's use permit.

- b) A designated area for the short-term parking of vehicles engaged in loading and unloading children shall be provided. The designated area shall be located as close as practical to the principal entrance of the building and shall be connected to the building by a sidewalk.
- c) Where the use is conditional, an appropriate transition area between the use and adjacent property may be required, using landscaping, screening, and other site improvements consistent with the character of the neighborhood.

While Staff does not believe additional landscaping or screening are necessary, with the inclusion of the drop-off area near the southeast corner of the building, Staff believe these supplemental regulations can be found met.

### Public Comment

At the time of report writing, staff has not received any comments on the proposed request.

### Conclusion

The applicant requests conditional use approval to convert the existing vacant building into an adult day care center for seniors. Staff believe the request is consistent with the recommendations of the applicable adopted plans and that all applicable conditional use standards can be found met. Staff notes that as a conditional use, the Plan Commission retains continuing jurisdiction to review and resolve complaints that may arise regarding the operation of the conditional use.

## Recommendation

**Planning Division Recommendations** (Contact Chris Wells, [cwells@cityofmadison.com](mailto:cwells@cityofmadison.com) or (608) 261-9135)

The Planning Division recommends that the Plan Commission find that the standards for conditional uses are met and **approve** a conditional use in the Suburban Residential-Consistent 1 (SR-C1) District for a daycare center at 4718 Hammersley Road, subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies below.

**Recommended Conditions of Approval:** Major/Non-Standard Conditions are Shaded

**Engineering Review Main Office** (Contact Kathleen Kane, 608-266-4098)

1. Obtain a permit to Excavate in the Right-of-Way for completing the improvements in the public Right-of-Way. The permit application is available on the City Engineering Division website at <http://www.cityofmadison.com/engineering/Permits.cfm>.

**City Eng. Review Mapping** (Contact Jeffrey Quamme, (608) 266-4097)

2. The Ash Tree and Fir Trees along the easterly side of the site on the Landscaping Plan are on the other side of a chain link fence and within the DOT acquired right of way. They shall not be shown as owned by or part of this development site.
3. Label the area adjacent to the east side of the parcel as Hammersley Road.

**Traffic Engineering Review** (Contact Sean Malloy, (608) 266-5987)

4. The applicant shall remove the existing driveway on Starlight Drive. Starlight driveway apron shall be removed, terrace restored with grass, and curb and gutter installed.
5. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be to engineering scale and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; vision triangles; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
6. The Developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
7. The City Traffic Engineer may require public signing, marking and street lighting related to the development; the Developer shall be financially responsible for such signing, marking and street lighting.
8. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
9. Applicant shall submit for review a Waste Removal Plan. This shall include vehicular turning movements, times, vehicle size, and all related steps to remove trash from its location.
10. "Stop" signs shall be installed at a height of seven (7) feet from the bottom of the sign at all class III driveway approaches, including existing driveways, behind the property line and noted on the plan. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
11. Developer shall provide a recorded copy of any joint driveway ingress/egress and crossing easements and shall be noted on face of plan.
12. Applicant shall provide an accessible path from the building entrance to the adjacent multi use path bordering the south edge of the property.

**Parking Review** (Contact Trent W Schultz)

13. The applicant shall submit a Transportation Demand Management (TDM) Plan for the project to [tdm@cityofmadison.com](mailto:tdm@cityofmadison.com). Submittal and approval of a TDM Plan is required, per MGO 16.03. Applicable review fees will be assessed after the TDM Plan is reviewed by staff.

**Zoning Administrator** (Contact Jenny Kirchgatter, (608) 266-4429)

14. Provide a calculation for lot coverage with the final submittal. The lot coverage maximum is 60%. Lot coverage is defined as the total area of all buildings, measured at grade, all accessory structures including patios, etc., and all paved areas as a percentage of the total area of the lot, with the following exceptions: sidewalks or paved paths no wider than five (5) feet, pervious pavement, green roofs and decks. If the existing site currently exceeds 60% maximum lot coverage, proposed site improvements may not further increase lot coverage above the maximum.
15. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect.
16. Parking is proposed in excess of the maximum number of spaces. Per Table 28I-3 Off-Street Parking Requirements, the automobile parking maximum is 200% of the minimum requirement of 1 parking stall per 15 clients plus 1 per 2 employees (12 parking stalls). The applicant proposes 16 parking stalls. The Zoning Administrator may approve an increase of up to twenty (20) spaces above the maximum requirement. Submit an application for a Parking Adjustment and supporting documentation per section 28.141(6) with the final plan submittal.
17. Increase the width of the bicycle parking pad to a minimum of 16 feet wide for 8 bicycle stalls. A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Provide a detail of the proposed bike rack.
18. Exterior site and parking lot lighting must comply with City of Madison General Ordinances Section 29.36 outdoor lighting standards. If exterior site lighting is provided, submit an exterior lighting plan and fixture cut sheets with the final plan submittal.
19. Work with Zoning staff to establish a project completion date. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval.
20. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

**Fire Review** (Contact Matt Hamilton, (608) 266-4457)

21. Provide fire access plan documenting fire access including hose lays from fire access lanes around building and from fire hydrants to fire access lanes. Fire access to comply with IFC 2024 and MGO 34 requirements.

**Metro Review** (Contact Timothy Sobota, (608) 261-4289)

22. Metro Transit operates daily all-day transit service along Nakoma Road near this property - with trips at least every 60 minutes (every 30 minutes or less during the day on weekdays). Metro Transit operates additional daily all-day transit service along Reetz Road near this property - with trips at least every 30 minutes.

23. There are no eligible trips towards US Green Building Council/LEED Quality Access to Transit points, due to the closest Metro Transit bus stops with regularly scheduled service being more than one quarter mile walking distance.

*The Planning Division, Parks Division, Forestry Section, and Water Utility have reviewed this request and have recommended no conditions of approval.*