



City of Madison

City of Madison
Madison, WI 53703
www.cityofmadison.com

Meeting Minutes - Approved PLAN COMMISSION

Consider: Who benefits? Who is burdened?

Who does not have a voice at the table?

How can policymakers mitigate unintended consequences?

*This meeting may be viewed LIVE on Charter Spectrum Channel 994, AT&T U-Verse
Channel 99 or at www.madisoncitychannel.tv.*

Monday, December 1, 2025

5:30 PM

****Virtual Meeting****

Call to Order/Roll Call

The meeting was called to order at 5:30 p.m.

Present: 10 - John P. Guequierre; Carmella Glenn; Derek Field; Emily R. Gnam; Sara R. Sanders; Christopher T. McCahill; Nicole A. Solheim; Patrick W. Heck; Darrin S. Wasniewski and Scott Chehak

Excused: 1 - Anjali Bhasin

Emily Gnam was chair for the meeting.

Staff Present: Meagan Tuttle, Heather Bailey, Colin Punt, and Tim Parks, Planning Division; Jacob Moskowitz, Assistant Zoning Administrator; and Katie Bannon, Zoning Administrator.

Alders Present: Ald. Will Ochowicz, Dist. 2; Ald. Mike Verveer, Dist. 4; Ald. Yannette Flgueroa Cole, Dist. 10; Ald. Bill Tishler, Dist. 11; Ald. Isadore Knox, Dist. 14

Public Comment

1. 60306 Plan Commission Public Comment Period

Lauryn Seering registered under Public Comment but actually intended to register for Item 10, 116-124 E Gorham Street.

Disclosures and Recusals

Chair Gnam disclosed that she lived on a parcel located within the Transit-Oriented Development zoning overlay but that it would not affect her ability to consider Item 3.

Minutes of the November 17, 2025 Regular Meeting

A motion was made by Guequierre, seconded by Solheim, to Approve the Minutes. The motion passed by voice vote/other, with Wasniewski abstaining.

Schedule of Meetings

Regular Meetings:

- Monday, December 15, 2025 and January 12, 2026 at 5:30 p.m. (Virtual)

Agenda Note:

Note: Hearing items may be called at any time after the beginning of the meeting. Those wishing to speak on an item must register with the Secretary. The Plan Commission uses a consent agenda, which means that the Commission can consider any item where there are no registrants wishing to speak in opposition regardless of its placement on the agenda.

New Business

2. [90702](#) Authorizing the City's Participation in the Preparation of a Cooperative Plan Between the Cities of Madison and Middleton, Villages of DeForest and Waunakee, and the Town of Westport Pursuant to Wis. Stat. § 66.0307.

A motion was made by Solheim, seconded by Guequierre, to RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER. The motion passed by voice vote/other.

Public Hearings**Zoning Map and Ordinance Amendments to Implement Adopted Plans**

3. [90552](#) Amending Sections of Chapter 28 of the Madison General Ordinances related to Housing and Auto-Oriented Uses in the Transit Oriented Development Overlay District.

On a motion by Solheim, seconded by Wasniewski, the Plan Commission found the standards are met and recommended approval of the zoning text amendment to the Common Council subject to the following conditions and stipulations:

- That the ordinance be amended to allow 'auto rental' in the Transit-Oriented Development zoning overlay district.
- The Plan Commission recommendation does not include the 'Tishler Amendment' related to making three- and four-unit dwellings a conditional use within the University Hill Farms National Register Historic District portions of the TOD overlay district (as shown on '90552-UHF_NRHD CU_map' attached to the legislative file).

The motion to recommend approval subject to amendment above passed by voice vote/other.

A motion was made by Solheim, seconded by Wasniewski, to RECOMMEND TO COUNCIL TO ADOPT WITH CONDITIONS - PUBLIC HEARING. The motion passed by voice vote/other.

4. [90553](#) Creating Section 28.022-00735 of the Madison General Ordinances to change the zoning of property located at 659 North Whitney Way and 5003 University Avenue, Alder District 19, from NMX (Neighborhood Mixed-Use) District to RMX (Regional Mixed-Use) District; and creating Section 28.022-00736 of the Madison General Ordinances to change the zoning of property located at 4860 Sheboygan Avenue, Alder District 11, from SE (Suburban Employment) District to RMX (Regional Mixed-Use) District. (District 11, District 19)

On a motion by Ald. Guequierre, seconded by Solheim, the Plan Commission found the standards met and recommended approval of the zoning map amendment to the Common Council. The motion to recommend approval passed by voice vote/ other.

A motion was made by Guequierre, seconded by Solheim, to RECOMMEND TO

COUNCIL TO ADOPT - PUBLIC HEARING. The motion passed by voice vote/other.

5. **90554** SUBSTITUTE: Creating Section 28.022-00737 of the Madison General Ordinances to change the zoning of property located at 402-434 Gammon Place, 429 Gammon Place and 433 South Gammon Road from CC (Commercial Corridor) District to RMX (Regional Mixed-Use) District; and creating Section 28.022-00738 of the Madison General Ordinances to change the zoning of property located at 5701-5801 Mineral Point Road and 422 South Rosa Road from SE (Suburban Employment) District to RMX (Regional Mixed-Use) District. (District 19)

On a motion by Ald. Guequierre, seconded by Solheim, the Plan Commission found the standards met and recommended approval of the zoning map amendment to the Common Council. The motion to recommend approval passed by voice vote/ other.

A motion was made by Guequierre, seconded by Solheim, to RECOMMEND TO COUNCIL TO ADOPT - PUBLIC HEARING. The motion passed by voice vote/other.

6. **90555** Creating Section 28.022-00739 of the Madison General Ordinances to change the zoning of property located at 4217-4237 Lien Road, the northern 220 feet of 4301 Lien Road, and 4325-4401 Lien Road from CC (Commercial Center) District to CC-T (Commercial Corridor-Transitional) District. (District 17)

On a motion by Ald. Guequierre, seconded by Ald. Field, the Plan Commission found the standards met and recommended approval of the zoning map amendment to the Common Council. The motion to recommend approval passed by voice vote/ other.

A motion was made by Guequierre, seconded by Field, to RECOMMEND TO COUNCIL TO ADOPT - PUBLIC HEARING. The motion passed by voice vote/other.

7. **90556** Creating Section 28.022-00740 of the Madison General Ordinances to change the zoning of property located at 3245 East Washington Avenue from TR-C1 (Traditional Residential-Consistent 1) District to CC-T (Commercial Corridor-Transitional) District. (District 12)

On a motion by Ald. Glenn, seconded by Solheim, the Plan Commission found the standards met and recommended approval of the zoning map amendment to the Common Council. The motion to recommend approval passed by voice vote/ other.

A motion was made by Glenn, seconded by Solheim, to RECOMMEND TO COUNCIL TO ADOPT - PUBLIC HEARING. The motion passed by voice vote/other.

8. **90557** Amending Sections within Chapters 16 and 28 of the Madison General Ordinances to create "Cottage Courts."

On a motion by Solheim, seconded by Ald. Field, the Plan Commission found the standards are met and recommended approval of the zoning text amendment to the Common Council subject to the following conditions:

- That 'two-family dwelling-twin' and 'two-family dwelling-two-unit' be allowed as permitted uses in a Cottage Court (the Ald. Martinez-Rutherford amendment); and
- On a motion by Wasniewski, seconded by Ald. Glenn, the motion was amended to revise the 'Setback and Building Separation Requirements' section of the proposed supplemental regulations as follows:
"1. Front, side and rear and side setbacks and yards of the zoning district shall apply only to the perimeter of the zoning lot. An eight (8) foot rear yard setback shall apply to the perimeter of the zoning lot." (the Ald. Ochowicz amendment)

The motion to amend the motion to include the revision related to rear yard setbacks passed on the following 6-2 vote: AYE: Ald. Field, Ald. Glenn, Ald. Guequierre, Sanders, Solheim, Wasniewski; NAY: Heck, McCahill; NON-VOTING: Gnam, Chehak; EXCUSED: Bhasin.

The main motion to recommend approval with the above amendments passed by voice vote/ other.

A motion was made by Solheim, seconded by Field, to RECOMMEND TO COUNCIL TO ADOPT WITH CONDITIONS - PUBLIC HEARING. The motion passed by voice vote/other.

Development-Related Requests

9. [89236](#) 139 W Wilson Street (District 4): Consideration of a conditional use in the UMX (Urban Mixed-Use) District for a new building with greater than six (6) stories, and consideration of a conditional use pursuant to MGO Section 28.134(3) for projections into the Capitol View Preservation Limit, to allow construction of a sixteen-story apartment building with 320 units.

On a motion by Ald. Guequierre, seconded by Solheim, the Plan Commission found that the standards were met and approved the conditional use requests subject to the comments and conditions contained in the Plan Commission materials dated November 3, 2025 and December 1, 2025 and the following conditions and revisions:

- That the glazing for the first floor management office have a clear view of the bike path/ lane along W Wilson Street.
- That condition 18 in the staff report dated November 3 be revised as follows: "Construct sidewalk, bike path/ lane, terrace, curb, gutter, pavement, and pavement markings along West Wilson Street to a plan approved by the City Engineer."
- That condition 40 of the staff report dated November 3 be revised as follows: "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, including the bike path/ lane, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations."

The motion to approve with the above additional and revised conditions passed on the following 6-2 vote: AYE: Ald. Field, Ald. Guequierre, McCahill, Sanders, Solheim, Wasniewski; NAY: Ald. Glenn, Heck; NON-VOTING: Gnam, Chehak; EXCUSED: Bhasin.

A motion was made by Guequierre, seconded by Solheim, to Approve. The motion passed by the following vote:

Ayes: 6 - John P. Guequierre; Derek Field; Sara R. Sanders; Christopher T. McCahill; Nicole A. Solheim and Darrin S. Wasniewski

Noes: 2 - Carmella Glenn and Patrick W. Heck

Excused: 1 - Anjali Bhasin

Non Voting: 2 - Emily R. Gnam and Scott Chehak

10. [90124](#) 116-124 E Gorham Street (District 2): Consideration of a conditional use in the Downtown Residential 1 (DR1) District for a multi-family dwelling with 13-24 units; and Consideration of a conditional use in the DR1 District for a residential building complex that will contain a relocated carriage house with four (4) dwelling units, the four-story, 18-unit apartment building, and an existing two-story, seven (7)-unit apartment building.

On a motion by Solheim, seconded by Ald. Guequierre, the Plan Commission found that the standards were met and approved the conditional use requests subject to the comments and conditions contained in the Plan Commission materials. The motion passed by voice vote/other.

A motion was made by Solheim, seconded by Guequierre, to Approve. The

motion passed by voice vote/other.

Note: Items 11-14 are related and were considered as one public hearing.

11. [90470](#) 450 W Gilman Street - Consideration of a demolition permit to demolish a commercial building (District 2)

On a motion by Solheim, seconded by Ald. Glenn, the Plan Commission found that the standards were met and approved the demolition subject to the comments and conditions contained in the Plan Commission materials. The motion to approve passed by voice vote/ other.

A motion was made by Solheim, seconded by Glenn, to Approve. The motion passed by voice vote/other.

12. [90538](#) Creating Section 28.022-00733 of the Madison General Ordinances to change the zoning of property located at 450 West Gilman Street and 425 North Frances Street from UMX (Urban Mixed-Use) District to DC (Downtown Core) District. (District 2)

On a motion by Ald. Field, seconded by Ald. Glenn, the Plan Commission found the standards met and recommended approval of the zoning map amendment to the Common Council. The motion to recommend approval passed by voice vote/ other.

A motion was made by Field, seconded by Glenn, to RECOMMEND TO COUNCIL TO ADOPT - PUBLIC HEARING. The motion passed by voice vote/other.

13. [90381](#) 425 N Frances Street and 450 W Gilman Street (District 2): Consideration of a conditional use in the [Proposed] Downtown Core (DC) District for a new building with greater than six (6) stories, and consideration of a conditional use in the DC District for outdoor recreation, to allow construction of a sixteen-story mixed-use building with 700 square feet of commercial space and 118 apartments.

On a motion by Ald. Guequierre, seconded by Ald. Glenn, the Plan Commission found that the standards were met and approved the conditional use requests subject to the comments and conditions contained in the Plan Commission materials. The motion passed by voice vote/other.

A motion was made by Guequierre, seconded by Glenn, to Approve. The motion passed by voice vote/other.

14. [90393](#) Approving a Certified Survey Map of property owned by Bella Giardina, LLC and Ridgeview Apartments LLP located at 425 N Frances Street and 450 W Gilman Street (District 2).

On a motion by Ald. Glenn, seconded by Ald. Field, the Plan Commission found the standards met and recommended approval of the Certified Survey Map to the Common Council subject to the comments and conditions in the Plan Commission materials. The motion passed by voice vote/other.

A motion was made by Glenn, seconded by Field, to RECOMMEND TO COUNCIL TO ADOPT WITH CONDITIONS - REPORT OF OFFICER. The motion passed by voice vote/other.

Note: Items 15-17 are related and were considered as one public hearing.

15. [90539](#) Creating Section 28.022-00734 of the Madison General Ordinances to change the zoning of property located at 501 North Whitney Way from NMX (Neighborhood Mixed-Use) District to TSS (Traditional Shopping Street) District. (District 11)

On a motion by Ald. Guequierre, seconded by Ald. Glenn, the Plan Commission found the standards met and recommended approval of the zoning map amendment to the Common Council. The motion to recommend approval passed by voice vote/other.

A motion was made by Guequierre, seconded by Glenn, to RECOMMEND TO COUNCIL TO ADOPT - PUBLIC HEARING. The motion passed by voice vote/other.

16. [90391](#) 501 N Whitney Way (District 11): Consideration of a conditional use in the [Proposed] Traditional Shopping Street (TSS) District and Transit-Oriented Development Overlay District for a multi-family dwelling with greater than 36 units; and consideration of a conditional use in the TSS District for a building taller than four stories and 60 feet in the TOD overlay district, all to allow construction of a five-story, 42-unit multi-family dwelling.

On a motion by Ald. Guequierre, seconded by Ald. Glenn, the Plan Commission found that the standards were met and approved the conditional use requests subject to the comments and conditions contained in the Plan Commission materials. The motion passed by voice vote/other.

A motion was made by Guequierre, seconded by Glenn, to Approve. The motion passed by voice vote/other.

17. [90394](#) Approving a Certified Survey Map of property owned by Eight and Eight Partnership located at 501 N Whitney Way (District 11).

On a motion by Ald. Glenn, seconded by Ald. Guequierre, the Plan Commission found the standards met and recommended approval of the Certified Survey Map to the Common Council subject to the comments and conditions in the Plan Commission materials. The motion passed by voice vote/other.

A motion was made by Glenn, seconded by Guequierre, to RECOMMEND TO COUNCIL TO ADOPT WITH CONDITIONS - REPORT OF OFFICER. The motion passed by voice vote/other.

Member Announcements, Communications or Business Items

There were no announcements, communications, or business items by members.

Secretary's Report

Meagan Tuttle summarized the upcoming matters for the Plan Commission, reminded members of the Plan Commission to complete their Statement of Interest forms before January 6, 2026, and announced that the Plan Commission in-person special meeting dates for 2026 would be on March 31, June 11, and September 29.

- Upcoming Matters – December 15, 2025

- Planning Division Update on the Southwest Area Plan and Southeast Area Plan
- ID 90612 - 203-215 N Blount Street and 710-712 E Dayton Street - PD(GDP-SIP) Alteration to construct a four-story, 16-unit multi-family dwelling in place of approved 8-unit multi-family dwelling
- ID TBD, 90613 & 90617 - 33 W Johnson Street - Rezoning from PD to UMX, Conditional Use and Certified Survey Map Referral - Create two lots by CSM and construct eight-story, 205-room hotel on proposed Lot 1
- ID TBD, 90614 & 90618 - 411-433 W Gilman Street - Rezoning 411 W Gilman from DC to UMX, Conditional Use and Certified Survey Map Referral - Rezone 411 W Gilman Street, construct 15-story mixed-use building with 2,550 square feet of commercial space and 260 multi-family units on one lot

- ID TBD - 5025 Sheboygan Avenue - Amended PD(GDP-SIP) to construct a one-story, 10,700 square-foot clubhouse for Monticello Apartments
- ID 90615 - 3205 Stevens Street - Conditional Use - Residential Building Complex - Construct two (2) four-story, 26-unit multi-family dwellings, a two-story, three-unit multi-family dwelling, and two (2) two-story, four-unit multi-family dwellings in existing residential building complex
- ID 90616 - 111 N Walter Street, Lot 10, Starkweather Plat - Preliminary Plat and Final Plat of First Addition to Starkweather Plat, creating 12 lots for single-family attached dwellings and one private outlot for access and utilities
- ID 90634 & 90636 - 6004 Commercial Avenue and 602-902 Reiner Road - Revised Preliminary Plat and Final Plat of Reiland Grove and approving the first final plat of Reiland Grove to create 125 lots for 88 single-family detached residences, 36 lots for 18 two-family residences, one lot for a subdivision "community" center, two outlots for stormwater management, one outlot for private open space, and six outlots for future development
- ID 90800 & 90806 - 2926 Atwood Avenue and 232-238 S Fair Oaks Avenue - Conditional Use and Certified Survey Map Referral - Construct four-story mixed-use building with 3,900 square feet of retail and 33 dwelling units on one lot following demolition of two buildings
- ID 90801 - 4000-4150 Packers Avenue - Final Plat of Raemisch Farm Development, First Addition, creating 76 residential lots, 1 lot for urban agriculture and open space, 1 outlot for public parkland and 1 outlot for private open space
- ID 90802 - 2150 Commercial Avenue - Certified Survey Map Referral to create two lots in RMX zoning
- ID 90908 - Zoning Text Amendment - Amending Sections within MGO Chapter 28 to allow a reduced rear setback if adjacent to a publicly owned multi-use path

- Upcoming Matters – January 12, 2026

- ID 90540 - 1111 Highland Avenue - Amended UW-Madison CI District Master Plan to allow construction of a three-story, 54,260 square-foot addition to University Hospital (WIMR)
- ID 90803 - 7401 Mineral Point Road - Conditional Use - Construct restaurant with drive-thru window in planned multi-use site

Adjournment

A motion was made by Field, seconded by Solheim, to Adjourn at 9:30 p.m. The motion passed by voice vote/other.

Registrations

A final, complete list of persons registered for items on the Plan Commission agenda will be attached to the below-listed file following adjournment of the meeting. The final list of registrations for a particular meeting will include the meeting date in the title of the file. Registrants will no longer be entered on the minutes after each item. An agenda item with no registrants will not appear on the table of registrants attached for that meeting; however, that item will still have been considered as noted in the proceedings for that meeting.

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Registrants for 2025 Plan Commission Meetings