PLANNING DIVISION STAFF REPORT

December 1, 2025

Requested Actions:

1. 90553 – Approval of a rezone of property located at 659 North Whitney Way and 5003 University Avenue (District 19) from NMX (Neighborhood Mixed-Use) District to RMX (Regional Mixed-Use) District, and rezone of property located at 4860 Sheboygan Avenue (District 11) from SE (Suburban Employment) District to RMX (Regional Mixed-Use) District.
2. 90554 – Approval of a rezone 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 rezone 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)
3. 90555 – Approval of a rezone 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)
4. 90556 – Approval of a rezone 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)

Prepared By: Planning & Zoning Staff

Background Information

As part of the City's efforts to implement a multi-faceted approach to address its housing needs (Housing Forward) and following the 2024 adoption of the West Area Plan and Northeast Area Plan, the four subject zoning map amendments were introduced on October 28, 2025. These zoning map amendments were sponsored by Mayor Rhodes-Conway and Alders Duncan (District 1), Evers (District 13), Field (District 3), Figueroa Cole (District 10), Glenn (District 18), Govindarajan (District 8), Guequierre (District 19), Lankella (District 7), Madison (District 17), Martinez-Rutherford (District 15), Matthews (District 12), O'Brien (District 16), Ochowicz (District 2), Verveer (District 4), and Vidaver (District 5). Alder Tishler (District 11) additionally sponsored Leg ID 90553.

The proposed rezonings will ensure that if redevelopment of these properties occurs, it is consistent with the future land use recommendations in recently adopted Area Plans. This includes generally supporting the transition from areas currently developed with low-density, auto-oriented commercial development patterns to higher intensity, mixed use development consistent with Regional Mixed Use and Community Mixed Use future land categories. Potential future development of these sites may include higher intensity residential uses, including a range of by-right uses, particularly in areas recommended for RMX zoning. These sites are also within the Transit Oriented Development (TOD) Overlay district, in which future development is anticipated that supports and is supported by high frequency transit service. The rezonings are a companion to other proposed changes to the standards of the TOD Overlay (Leg ID 90552) to support relevant plan recommendations and the purpose of the Overlay district.

No development is currently proposed at any of the subject properties. Any future development will be subject to all applicable approval processes, including any additional approvals by the Plan Commission or Common Council, other relevant boards and commissions, or City Agencies based on the specific development activity at that time.

Proposed Rezonings

90553 – Rezone 659 North Whitney Way and 5003 University Avenue from NMX to RMX, and 4860 Sheboygan Avenue from SE to RMX.

The three subject parcels were studied as part of the 2024 West Area Plan and identified for the Regional Mixed Use future land use category (see Map 1 below). Action 2 from the Plan's Land Use chapter additionally identified these parcels for proactive rezoning. 659 N. Whitney Way and 5003 University Avenue were identified as proactive rezoning area "A" to be rezoned from NMX to RMX to create consistency with the Generalized Future Land Use Map (GFLU) and allow for more intense development near transit. 4860 Sheboygan Avenue was identified as proactive rezoning area "B" to be rezoned from SE to RMX for the same reason. (West Area Plan p. 17-18)

Rezoning 659 N. Whitney Way and 5003 University Avenue from NMX (Neighborhood Mixed Use) District to RMX (Regional Mixed Use) District will generally allow mixed use, including residential uses, and multi-family residential uses over three units as a permitted use (i.e. by-right) with no minimum lot area per dwelling unit. Within the NMX district there is a 500 sq.ft. per dwelling unit required lot area. Within the TOD Overlay, buildings greater than 48 units require conditional use review. Under the RMX district, some additional larger civic and institutional uses would also become permitted uses while certain auto-oriented uses, such as auto repair and carwash, would be prohibited. It should be noted that the proposed Zoning code amendment 90552 proposes to prohibit certain auto-oriented uses within the TOD overlay, regardless of zoning district. The NMX district permits buildings up to 3 stories, and 4 stories within the TOD Overlay; RMX would permit buildings up to 5 stories, and 8 stories within the TOD Overlay. Additional stories may be requested as a conditional use within the RMX district. The West Area Plan recommends a maximum height of 10 stories in this location.

Rezoning 4860 Sheboygan Avenue from SE (Suburban Employment) District to RMX District will generally allow mixed use, including residential uses, and multi-family residential uses over three units as a permitted use (i.e. by-right) with no minimum lot area per dwelling unit. In the SE district, including within the TOD overlay, residential uses are a conditional use and require 2,000 sq.ft. per dwelling unit of lot area. Under the RMX district, a wider range of commercial uses would be allowed; however, certain auto-oriented uses, such as auto repair and carwash, and some limited industrial uses would be prohibited. This property would be subject to the same pending use limitations proposed by ordinance 90552. The SE district permits buildings up to 5 stories with no additional height afforded by the TOD Overlay. As noted above, the RMX district permits buildings up to 5 stories, and 8 stories within the TOD Overlay. Both SE and RMX allow requests for additional stories by conditional use. The West Area Plan recommends a maximum of 16 stories in this location. Finally, a change in zoning to RMX would require certain design standards be met for future development that are not currently required in the SE district. These include zoning standards for exterior materials, facade articulation and modulation requirements, orientation of entrances relative to public streets, and percent of facades requiring window and door openings.

Parcel Address	Current Zoning	Existing Use	Proposed Zoning
659 N Whitney Way	NMX	Two-story school building	RMX
5003 University Ave	NMX	3 one- and two-story office and commercial buildings	RMX
4860 Sheboygan Ave	SE	One-story office building with large surface parking lot	RMX

Map 1: *Generalized Future Land Use (GFLU) recommendation for 659 N Whitney Way, 5003 University Avenue, and 4860 Sheboygan Ave based on 2024 West Area Plan (regarding ID 90553).*

90554 –Rezone 402-434 Gammon Place, 429 Gammon Place and 433 South Gammon Road from CC to RMX, and rezone 5701-5801 Mineral Point Road and 422 South Rosa Road from SE to RMX.

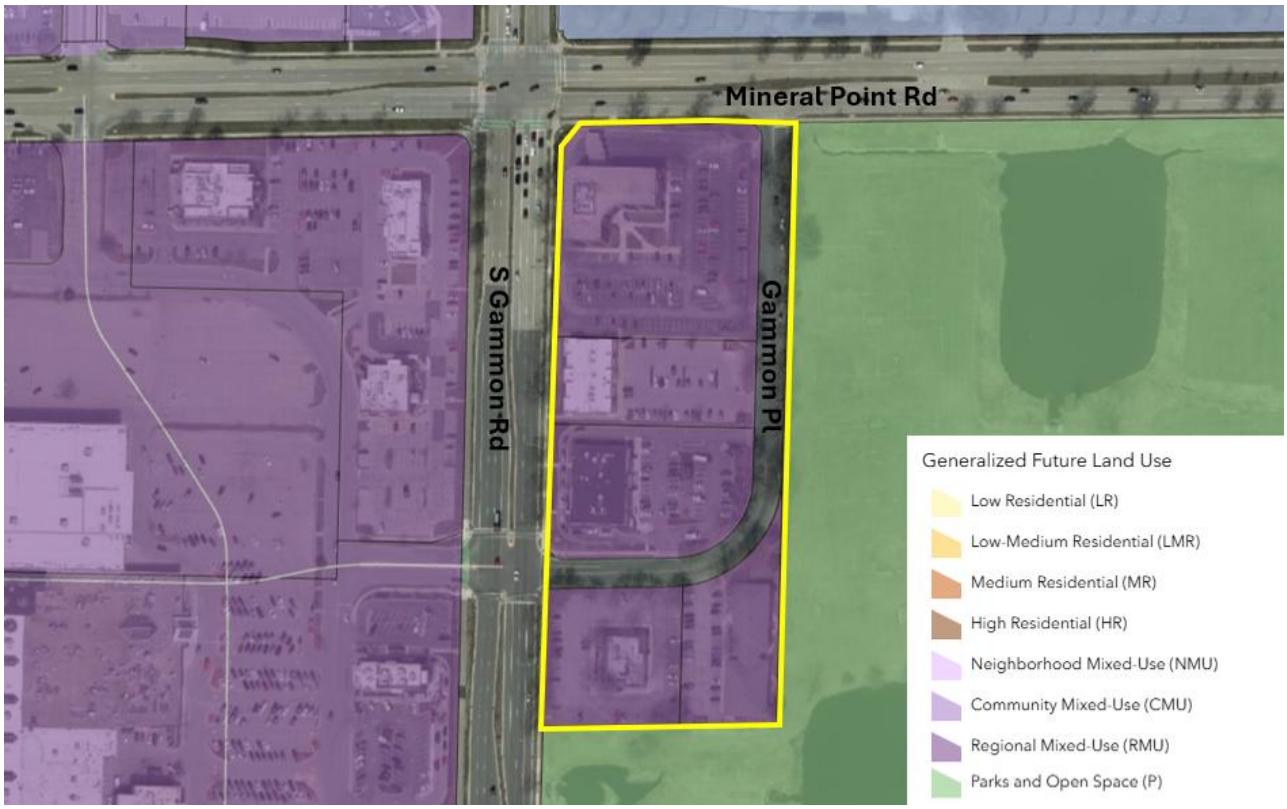
The subject parcels were recommended for the Regional Mixed Use future land use category in the 2024 West Area Plan (see Maps 2 and 3 below). While these parcels were not specifically recommended for proactive rezoning in the Plan, the City previously implemented proactive rezonings for several neighboring properties following the adoption of the Odana Special Area Plan. This includes zoning properties that comprise West Towne Mall and several properties along Mineral Point Rd within the University Research Park to RMX. Rezoning the subject properties is a tool to implement the GFLU recommendations for these areas and provides consistent zoning with surrounding properties.

Rezoning 402-434 Gammon Place, 429 Gammon Place and 433 South Gammon Road from CC (Commercial Center) District to RMX District will generally allow mixed use, including residential uses, and multi-family residential uses over three units as a permitted use (i.e. by-right) with no minimum lot area per dwelling unit. In the CC district, including within the TOD overlay, nearly all residential uses are a conditional use and require 750 sq.ft. per dwelling unit of lot area. Under the RMX district, a wider range of commercial uses would be allowed; however, certain auto-oriented uses, such as auto repair, heavy vehicle sales and carwash, and some traditional commercial uses, such as warehousing and wholesaling, would be prohibited. This property would be subject to the same pending use limitations proposed by ordinance 90552. The CC district permits buildings up to 5 stories with no additional height afforded by the TOD Overlay. As noted above, the RMX district permits buildings up to 5 stories,

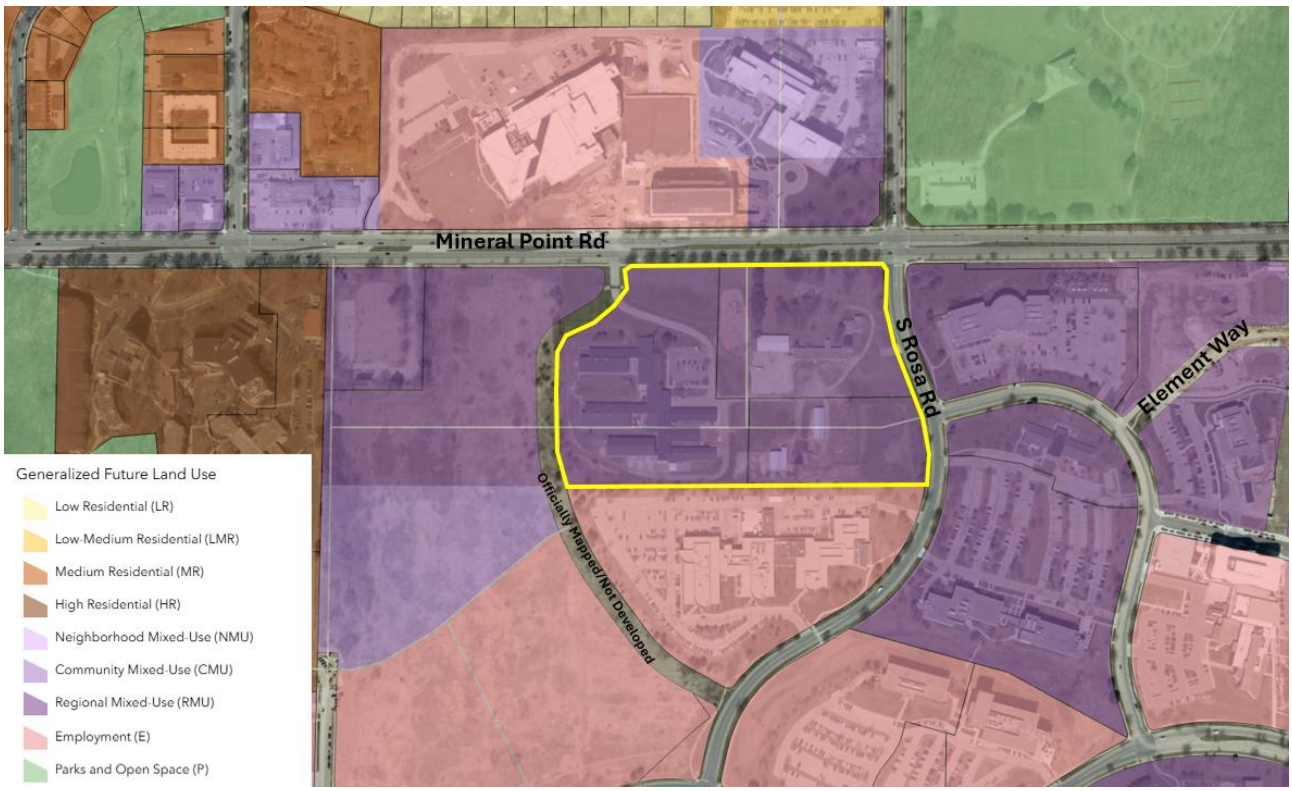
and 8 stories within the TOD Overlay. Both CC and RMX allow requests for additional stories by conditional use. The West Area Plan recommends a maximum of 8 stories in this location.

Rezoning 5701-5801 Mineral Point Road and 422 South Rosa Road from SE (Suburban Employment) District to RMX District will generally allow mixed use, including residential uses, and multi-family residential uses over three units as a permitted use (i.e. by-right) with no minimum lot area per dwelling unit. In the SE district, including within the TOD overlay, residential uses are a conditional use and require 2,000 sq.ft. per dwelling unit of lot area. Under the RMX district, a wider range of commercial uses would be allowed; however, certain auto-oriented uses, such as auto repair and carwash, and some limited industrial uses would be prohibited. This property would be subject to the same pending use limitations proposed by ordinance 90552. The SE district permits buildings up to 5 stories with no additional height afforded by the TOD Overlay. As noted above, the RMX district permits buildings up to 5 stories, and 8 stories within the TOD Overlay. Both SE and RMX allow requests for additional stories by conditional use. The West Area Plan recommends a maximum of 16 stories in this location. Finally, a change in zoning to RMX would require certain design standards be met for future development that are not currently required in the SE district. These include zoning standards for exterior materials, facade articulation and modulation requirements, orientation of entrances relative to public streets, and percent of facades requiring window and door openings.

Parcel Address	Current Zoning	Existing Use	Proposed Zoning
402 Gammon Pl	CC	Three-story office building	RMX
422 Gammon Pl	CC	One-story multitenant commercial building	RMX
434 Gammon Pl	CC	One-story multitenant commercial building	RMX
429 Gammon Pl	CC	One-story office building	RMX
433 S Gammon Rd	CC	One-story restaurant building	RMX
5701 Mineral Point Rd	SE	One-story UW Veterinary School buildings	RMX
5801 Mineral Point Rd	SE	One-story UW Veterinary School buildings	RMX
422 S. Rosa Rd	SE	One-story UW Veterinary School buildings	RMX



Map 2: *Generalized Future Land Use (GFLU) recommendation for 402-434 and 429 Gammon Place and 433 S. Gammon Rd based on 2024 West Area Plan (regarding ID 90554).*



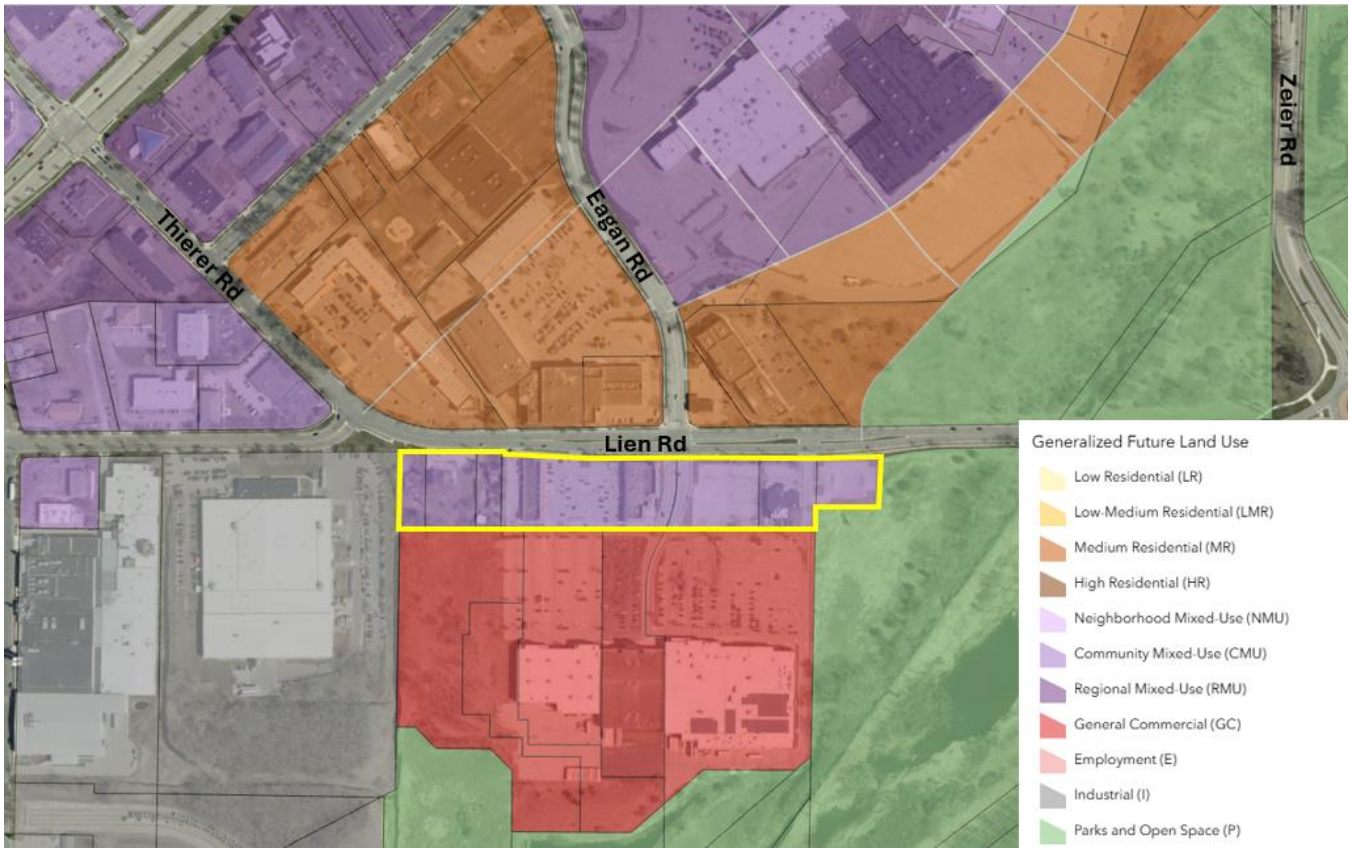
Map 3: *Generalized Future Land Use (GFLU) recommendation for 5707-5801 Mineral Point Road and 422 South Rosa Road based on 2024 West Area Plan (regarding ID 90554).*

90555 – Rezone 4217-4237 Lien Road, the northern 220 feet of 4301 Lien Road, and 4325-4401 Lien Road from CC to CC-T.

The subject parcels were recommended for the Community Mixed Use future land use category in the 2024 Northeast Area Plan (see Map 4 below). Action 4 from the Plan's Land Use chapter additionally identified these parcels for proactive rezoning-- identified as proactive rezoning area "E" to be rezoned from CC to CC-T to create consistency with the Generalized Future Land Use Map (GFLU). (Northeast Area Plan p. 22-23)

Rezoning these parcels from CC (Commercial Center) District to CC-T (Commercial Corridor-Transitional) District will generally allow mixed use, including residential uses, up to 60 units, and 100 units within the TOD Overlay, and multi-family residential uses up to 36 units as a permitted use (i.e. by-right) with a required 500 sq.ft. per dwelling unit of lot area. In the CC district, including within the TOD overlay, most residential uses are a conditional use and require 750 sq.ft. per dwelling unit of lot area. Under the CC-T district, mixed use buildings including residential uses are generally more permissible. Similar commercial uses are permitted in the CC and CC-T districts, with some minor exceptions such as warehousing. These properties would be subject to the same pending use limitations for auto-oriented uses proposed by ordinance 90552 regardless of zoning district. Both the CC and CC-T districts permit buildings up to 5 stories with no additional height afforded by the TOD Overlay, though both allow requests for additional stories by conditional use. The Northeast Area Plan does not include site-specific height recommendations for these properties, and the Community Mixed Use future land use generally recommends heights between 2 and 6 stories.

Parcel Address	Current Zoning	Existing Use	Proposed Zoning
4217 Lien Rd	CC	Single-family residence	CC-T
4221 Lien Rd	CC	One-story coffee shop	CC-T
4225 Lien Rd	CC	Single-family residence	CC-T
4237 Lien Rd	CC	Two one-story multitenant commercial buildings	CC-T
4301 Lien Rd (northern 200 ft)	CC	Surface parking lot	CC-T
4325 Lien Rd	CC	Single-story restaurant	CC-T
4401 Lien Rd	CC	Surface parking lot	CC-T



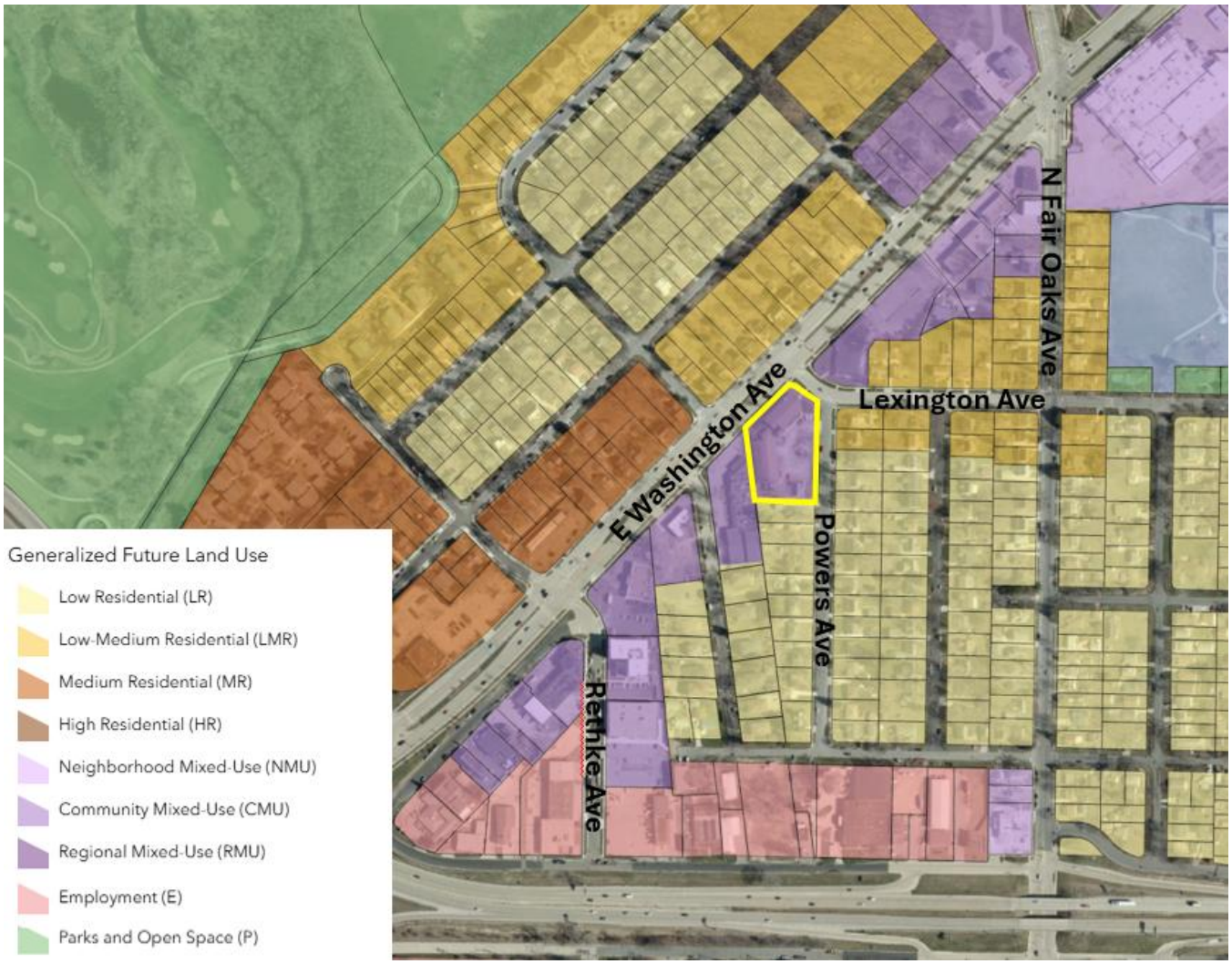
***Map 4**: Generalized Future Land Use (GFLU) recommendation for 4217-4237 Lien Road, the northern 220 feet of 4301 Lien Road, and 4325-4401 Lien Road based on 2024 Northeast Area Plan (regarding ID 90555).*

90556 – Rezone 3245 East Washington Avenue from TR-C1 to CC-T.

The subject parcel was recommended for the Community Mixed Use future land use category in the 2024 Northeast Area Plan (see Map 5 below). Action 4 from the Plan's Land Use chapter additionally identified this parcel for proactive rezoning—identified as proactive rezoning area "B" to be rezoned from TR-C1 to CC-T to create consistency with the Generalized Future Land Use Map (GFLU) and to be consistent with the zoning of adjacent properties. (Northeast Area Plan p. 22-23)

Rezoning this parcel from TR-C1 (Traditional Residential- Consistent 1) District to CC-T (Commercial Corridor-Transitional) District will generally allow mixed use, including residential uses up to 60 units, and 100 units within the TOD Overlay, and multi-family residential uses up to 36 units as a permitted use (i.e. by-right) with a required 500 sq.ft. per dwelling unit of lot area. The TR-C1 district allows 1 and 2 family uses, and a small number of retail and services uses as a conditional use, at a max height of 2 stories for residential uses and 35 ft for non-residential uses. If the zoning remains TR-C1, the proposed ordinance 90552 would allow three- and four-unit residential use. If rezoned to CC-T, this property would be subject to the same pending use auto-oriented use limitations proposed by ordinance 90552. The CC-T district permits buildings up to 5 stories with no additional height afforded by the TOD Overlay, though it allows requests for additional stories by conditional use. The Northeast Area Plan does not include site-specific height recommendations for this property, and the Community Mixed Use future land use generally recommends heights between 2 and 6 stories.

Parcel Address	Current Zoning	Existing Use	Proposed Zoning
3245 E Washington Ave	TR-C1	Two-story place of worship	CC-T



Map 5: *Generalized Future Land Use (GFLU) recommendation for 3245 E Washington Ave based on 2024 Northeast Area Plan (regarding ID 90556).*

Analysis & Recommendation

Consistency with Adopted Plans

Regional Mixed Use Future Land Use – Leg ID 90553 and 90554

The Comprehensive Plan defines the Regional Mixed Use future land use category (RMU) as existing and planned high-intensity centers supporting a variety of multifamily housing options and commercial activity serving the needs of the region. These areas should be the most intensively developed areas of the city outside of downtown. As regional destinations for retail and jobs, and locations that could allow high-density housing and mixed use development, these areas should be well connected to the adjoining street network and be transit oriented. Future development within these locations should support an urban environment supportive of multimodal transportation access. Regional Mixed Use areas are planned close to junctions of major streets and along existing and planned high frequency/high capacity public transit routes. The Regional Mixed Use (RMX) zoning district is one of a small number of zoning districts used to implement the RMU future land use recommendations. It is a generally permissive district and allows many residential and non-residential uses by right (as opposed to requiring conditional use review). Most areas of the city that are recommended for RMU future land use are also within the

TOD Overlay Zoning District, as are all the properties recommended for rezoning to RMX by proposed ordinances 90553 and 90554.

Community Mixed Use Future Land Use – Leg ID 90555 and 90556

The Comprehensive Plan defines the Community Mixed Use future land use category (CMU) as existing and planned areas supporting an intensive mix of residential, commercial and civic uses serving residents and visitors from the surrounding area and the broader community. The plan notes that this land use category applies to many of the city's aging, auto-oriented strip commercial centers that are in accessible locations along major transportation corridors. These areas present opportunities to significantly increase integrated housing and commercial development. Community Mixed Use areas are generally planned at major intersections and along relatively high-capacity transit corridors. Future development should support walkability and be transit-oriented, even in areas where transit is planned but may not yet exist. The Commercial Corridor-Transitional (CC-T) district is one of a small number of zoning districts used to implement the CMU future land use recommendations. While not exclusively, many areas of the city recommended for CMU are adjacent to areas recommended for RMU or along major transportation corridors that are within the TOD Overlay Zoning District. Similarly, all the properties recommended for rezoning to CC-T by proposed ordinances 90555 and 90556 are within the TOD Overlay.

Staff Recommendation

In order to approve a zoning map amendment, the Common Council shall find that the zoning map amendment is *consistent with* the City's Comprehensive Plan as required by Section 66.1001(3) of Wisconsin Statutes. "Consistent with" is defined as "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan." The Comprehensive Plan notes that sub-area plans (neighborhood, area, etc.) are adopted as a "supplement to the Comprehensive Plan to reflect their function and status in providing more detailed planning recommendations that are often needed to effectively implement the Comprehensive Plan. The Comprehensive Plan provides a long-term, broad, generalized policy framework for land use, growth, and large-scale investment priorities for the City, while sub-area plans provide more detailed recommendations for a specific geographic area.

Based on the Generalized Future Land Use recommendations contained within the Comprehensive Plan and recently adopted West and Northeast Area Plans and, in many cases, the specific recommendations to rezone the properties identified to the zoning districts proposed, staff recommends that the Plan Commission find the proposed zoning districts are consistent with the Comprehensive Plan and recommend approval to the Common Council.