PLANNING DIVISION STAFF REPORT

February 2, 2026

PREPARED FOR THE PLAN COMMISSION

Project Address:	**6105 South Highlands Avenue** (District 19, Guequierre)
Application Type:	Conditional Use
Legistar File ID #:	91288
Prepared By:	Lisa Ernest, AICP, Planning Division Report Includes Comments from other City Agencies, as noted
Reviewed By:	Kevin Firchow, AICP, Principal Planner

Summary

Owner: Kristen and Patrick Flesch; 6002 North Highlands Avenue, Madison, WI 53705

Applicant & Contact: Lisa Kasin; Hart DeNoble Builders; 7923 Airport Road, Middleton, WI 53562

Requested Action: Consideration of a conditional use in the Traditional Residential-Rustic (TR-R) District for a building or structure exceeding 10,000 square feet in floor area to allow construction of a single-family residence.

Proposal Summary: The applicant is proposing to construct a two-story 13,402 square-foot single-family residence at 6105 South Highlands Avenue.

Applicable Regulations & Standards: Standards for conditional uses are found in MGO Section 28.183(6). Supplemental Regulations for buildings or structures exceeding 10,000 square feet in floor area are found in MGO Section 28.151.

Review Required By: Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission find the approval standards for conditional uses met and **approve** the request for a conditional use in the Traditional Residential-Rustic(TR-R) District for a building or structure exceeding 10,000 square feet in floor area at 6105 South Highlands Avenue, subject to input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The site is 2.2 acres (96,237 square feet). It is located on the south side of South Highlands Avenue at the Cooper Lane Path. The site is within Alder District 19 (Guequierre) and the Madison Metropolitan School District.

Existing Conditions and Land Use: The site is vacant. It is zoned TR-R (Traditional Residential–Rustic) District.

Surrounding Land Use and Zoning: The subject site is generally surrounded by other single-family residences in the TR-R (Traditional Residential–Rustic) District and SR-C1 (Suburban Residential–Consistent 1) District. Cooper Lane Path is along the west property line.

Adopted Land Use Plan: The West Area Plan (2024) recommends Low Residential (LR) development for this property and surrounding properties.

Zoning Summary: The property is zoned TR-R (Traditional Residential–Rustic) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	10,000 sq. ft.	96,237.10 sq. ft.
Lot Width	65’	>65’
Front Yard Setback	50’	57’10”
Side Yard Setback	30’	68’5” east side yard 31’8” west side yard
Rear Yard Setback	40’ Alley accessed: 3’	164’9”
Maximum Lot Coverage	40%	14.39% See Condition #4
Maximum Building Height	3 stories/40’	2 stories/<40’

Site Design	Required	Proposed
Number Parking Stalls	Single-family detached dwelling: 1 (location only)	Attached garage
Building Form and Design	Yes	Single-family detached building

Table Prepared by Jenny Krichgatter, Assistant Zoning Administrator

Environmental Corridor Status: The subject site is not within a mapped environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services.

Project Description, Analysis, and Conclusion

Project Description

The applicant is proposing to construct a two-story, 13,402 square-foot single-family residence. The first floor is 5,843 square feet, the second floor is 2,281 square feet, and the basement level is 5,278 square feet. The house is setback approximately 57’ 10” from the street. The side setback is 68’ 5” from the west property line and 31’ 8” from the east property line. The rear setback is 164” 9’. The primary building material is a cedar shingle siding.

A demolition permit for a single-family house was approved in 2025 (Legistar ID 88208). The house has been demolished. A Certified Survey Map to combine two lots into one was also approved in 2025 (Legistar ID 90018).

Supplemental Regulations

Supplemental Regulations address the unique characteristics of certain land uses.

Supplemental Regulations for a building or structure with floor area exceeding 10,000 sq. ft. in floor area:

a) In any residential district, building floor area, bulk, height and massing may be limited as part of the conditional use approval in order to ensure compatibility with surrounding uses.
b) In any residential district, 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.

Staff note that the applicant is proposing to construct a single-family residence adjacent to other single-family residences. The first floor is 5,843 square feet in floor area, which is larger than surrounding buildings. Staff note that while the floor area is 13,402 square deet, the basement level accounts for 5,278 square feet. Staff

are not recommending modifications to the building size. The building would comply with all setback and height regulations of the Zoning District. Similarly, staff do not believe that further transitions would be necessary

Conformance with Adopted Plans

The West Area Plan (2024) recommends LR (Low Residential) development for this property. LR areas are predominantly made up of single-family and two-unit structures. Staff believe that the proposed use is consistent with the West Area Plan.

Conditional Use Standards

The applicant is requesting approval of conditional use for a building or structure with floor area exceeding 10,000 sq. ft. in floor area. Floor area is defined as the sum of all gross horizontal areas under the roof of a building. The floor area of a building includes, but is not limited to basement floor space, elevator shafts and stairwells at each floor, floor space used for mechanical equipment, penthouses, attic space used for human occupancy, interior balconies and mezzanines, enclosed porches, floor area devoted to accessory uses, and areas used for grade-level parking.

The conditional use approval standards state that 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 MGO Section 28.183(6) are met. Please note, 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. State law also states that if an applicant for a conditional use meets or agrees to meet all of the requirements and conditions specified in the city ordinance or those imposed by the Plan Commission, the city shall grant the conditional use permit.

MGO Section 28.183(6) lists sixteen approval standards, of which not all are applicable to every conditional use. For this request, Standards 7 and 9-16 do not apply, while standards 1-6 and 8 are applicable. Staff believe that the Plan Commission can find standards 1-6 and 8 to be met.

Conclusion

The Planning Division believes that the applicable approval standards can be found met. While the proposed building is larger in scale relative to the surrounding area, the staff believe that the proposed use is consistent with the West Area Plan. Staff believe that the proposed single-family residence is compatible with the surrounding single-family uses.

Given due consideration of adopted plans, staff believe that the conditional use approval standards can be found met, subject to the recommended conditions of approval.

Recommendation

Planning Division Recommendation (Contact Lisa McNabola, 243-0554)

The Planning Division recommends that the Plan Commission find the approval standards for conditional uses met and **approve** the request for a conditional use in the Traditional Residential-Rustic (TR-R) District for a building or structure exceeding 10,000 square feet in floor area at 6105 South Highlands Avenue, subject to input at the public hearing and the conditions recommended by the reviewing agencies.

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

Engineering Division (Contact Gretchen Aviles Pineiro, 266-4098)

1. A Storm Water Management Report and Storm Water Management Permit is required for this project. See Storm comments for report and permit specific details and requirements.

2. A Storm Water Maintenance Agreement (SWMA) is required for this project. See Storm comments for agreement specific details and requirements.

3. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to submit a Storm Water Management Permit application, associated permit fee, Stormwater Management Plan, and Storm Water Management Report to City Engineering. The Stormwater Management Permit application can be found on City Engineering's website at http://www.cityofmadison.com/engineering/Permits.cfm.

   The Storm Water Management Plan & Report shall include compliance with the following:

   Report: Submit prior to plan sign-off, a stormwater management report stamped by a P.E. registered in the State of Wisconsin.

   Electronic Data Files: Provide electronic copies of any stormwater management modeling or data files including SLAMM, RECARGA, TR-55, HYDROCAD, Sediment loading calculations, or any other electronic modeling or data files. If calculations are done by hand or are not available electronically, the hand copies or printed output shall be scanned to a PDF file and provided to City Engineering. (POLICY and MGO 37.09(2))

   Rate Control Redevelopment: By design detain the 10-year post construction design storm such that the peak discharge during this event is reduced 15% compared to the peak discharge from the 10-year design storm in the existing condition of the site. Further, the volumetric discharge leaving the post development site in the 10-year storm event shall be reduced by 5% compared to the volumetric discharge from the site in an existing condition during the 10-year storm event. These required rate and volume reductions shall be completed, using green infrastructure that captures at least the first 1/2 inch of rainfall over the total site impervious area. If additional stormwater controls are necessary beyond the first 1/2 inch of rainfall, either green or non-green infrastructure may be used.

   TSS Redevelopment with TMDL: Reduce TSS by 80% off of the proposed development when compared with the existing site.
   Submit a draft Stormwater Management Maintenance Agreement (SWMA) for review and approval that covers inspection and maintenance requirements for any BMP used to meet stormwater management requirements on this project.

Zoning (Contact Kenny Kirchgatter, 266-4429)

4. Provide details for the installation of the pervious pavers for the motor court.

5. 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.

Fire Department (Contact Matt Hamilton, 266-4457)

6. Madison Fire Department recommends the installation of a residential fire sprinkler system in accordance with NFPA 13D. Additional information is available at the Home Fire Sprinkler Coalition website: https://homefiresprinkler.org

Forestry Division (Contact Zachary Eckberg, 266-4816)

7. An existing inventory of street trees located within the right of way shall be included on the site, demo, utility, landscape, grading, fire aerial apparatus and street tree plan sets. The inventory shall include the following: location, size (diameter at 4 1/2 feet), and species of existing street trees. The inventory should also note if a street tree is proposed to be removed and the reason for removal.

8. All proposed street tree removals within the right of way shall be reviewed by City Forestry before the Plan Commission meeting. Street tree removals require approval and a tree removal permit issued by City Forestry. Any street tree removals requested after the development plan is approved by the Plan Commission or the Board of Public Works and City Forestry will require a minimum of a 72-hour review period which shall include the notification of the Alderperson within who's district is affected by the street tree removal(s) prior to a tree removal permit being issued. Add as a note on the street tree plan set.

9. City Forestry will issue a street tree removal permit for (X) tree(s) (dbh) diameter (variety) tree due to (reason) at (location). The Contractor shall contact City Forestry at (608)266-4816 to obtain permit. Add as a note on both the demolition and street tree plan set.

10. Contractor shall take precautions during construction to not disfigure, scar, or impair the health of any street tree. Contractor shall operate equipment in a manner as to not damage the branches of the street tree(s). This may require using smaller equipment and loading and unloading materials in a designated space away from trees on the construction site. Any damage or injury to existing street trees (either above or below ground) shall be reported immediately to City Forestry at (608) 266-4816. Penalties and remediation shall be required. Add as a note on the site, grading, utility, demolition, and street tree plan set.

11. As defined by the Section 107.13 of City of Madison Standard Specifications for Public Works Construction: No excavation is permitted within 5 feet of the trunk of the street tree or when cutting roots over 3 inches in diameter. If excavation is necessary, the Contractor shall contact Madison City Forestry at (608) 266-4816 prior to excavation. City of Madison Forestry personnel shall assess the impact to the tree and to its root system prior to work commencing. Tree protection specifications can be found on the following website: https://www.cityofmadison.com/business/pw/specs.cfm Add as a note on the site, grading, utility, demolition and street tree plan sets.

12. Section 107.13(g) of City of Madison Standard Specifications for Public Works Construction (website: https://www.cityofmadison.com/business/pw/specs.cfm) addresses soil compaction near street trees and shall be followed by Contractor. The storage of parked vehicles, construction equipment, building materials, refuse, excavated spoils or dumping of poisonous materials on or around trees and roots

within five (5) feet of the tree or within the protection zone is prohibited. Add as a note on both the site and street tree plan sets.

13. On this project, street tree protection zone fencing is required. The fencing shall be erected before the demolition, grading or construction begins. The fence shall include the entire width of terrace and, extend at least 5 feet on both sides of the outside edge of the tree trunk. Do not remove the fencing to allow for deliveries or equipment access through the tree protection zone. Add as a note on both the site and street tree plan sets.

14. Street tree pruning shall be coordinated with City Forestry at a minimum of two weeks prior to the start of construction for this project. Contact City Forestry at (608)266-4816. All pruning shall follow the American National Standards Institute (ANSI) A300 - Part 1 Standards for pruning. Add as a note on both the site and street plan sets.

15. The Developer shall submit a Street Tree Report performed by International Society of Arboriculture Certified Arborist prior to the Plan Commission meeting for City Forestry's review of project. This report shall identify all street trees on proposed project site, species type, canopy spread, tree condition, proposed tree removals, the impacts of proposed construction, and any requested pruning.

Water Utility (Contact Jeff Belshaw, 261-9835)

16. If planning to install a new water service then a Water Service Application Form and fees must be submitted before connecting to the existing water system. Provide at least two working days notice between the application submittal and the requested installation or inspection appointment. Application materials are available on the Water Utility's Plumbers & Contractors website (http://www.cityofmadison.com/water/plumbers-contractors), otherwise they may be obtained from the Water Utility Main Office at 119 E Olin Ave. A licensed plumber signature is required on all water service applications. For new or replacement services, the property owner or authorized agent is also required to sign the application. A Water Meter Application Form will subsequently be required to size & obtain a water meter to establish a Water Utility customer account and/or establish a Water Utility fire service account. If you have questions regarding water service applications, please contact Madison Water Utility at (608) 266-4646.

City Engineering Division – Mapping Section (Contact Jeffrey Quamme, 266-4097)

17. Identify on the plans the lot and block numbers of recorded Certified Survey Map or Plat.

18. The site plan shall include all lot/ownership lines, existing building locations, proposed building additions, demolitions, parking stalls, driveways, sidewalks (public and/or private), existing and proposed signage, existing and proposed utility locations and landscaping.

19. The pending Certified Survey Map application for this property shall be completed and recorded with the Dane County Register of Deeds (ROD), the new parcel data created by the Assessor's Office and the parcel data available to zoning and building inspection staff prior to issuance of building permits for new construction.

The following agencies reviewed the request and recommended no conditions of approval: Traffic Engineering, Parks Division, Metro Transit, Assessor's Office, Parking Utility.