PLANNING DIVISION STAFF REPORT

February 2, 2026

PREPARED FOR THE PLAN COMMISSION

Project Address: **1736 Tennyson Lane** (District 18 – Alder Glenn)

Application Type: Zoning Map Amendment, Conditional Use

Legistar File ID # 91283 & 91150

Prepared By: Colin Punt, AICP, Planning Division
Report includes comments from other City agencies, as noted.

Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant: Ericka Brown; Listening Hearts Childcare Center; 2617 Mission Cir; Madison, WI 53713

Contact: Dan Holvick; NAI Madison; 6300 University Ave; Middleton, WI 53562

Owner: Lokre Companies; 1820 Plover Rd, Ste E; Plover, WI 54467

Requested Action: The applicant is seeking approval of:

- A zoning map amendment changing the zoning of 1936 Tennyson Lane from PD (Planned Development district) to SR-V2 (Suburban Residential-Varied 2 district) and
- Three conditional uses in the SR-V2 zoning district, all per §28.040(1), MGO:
    - A multi-family dwelling with more than 60 units,
    - A daycare center, and
    - An assisted living facility.

Proposal Summary: The applicant is seeking to change the zoning of the site from PD to SR-V2 and operate a daycare center within the existing multifamily building that includes assisted living and memory care facilities.

Applicable Regulations & Standards: Standards for conditional uses are found in §28.183(6) MGO. Standards for zoning map amendments are found in §28.182(6) MGO.

Review Required By: Plan Commission (conditional use, rezoning), Common Council (rezoning)

Summary Recommendations: The Planning Division recommends the following to the Plan Commission regarding the applications for 1936 Tennyson Lane. All recommendations are subject to input at the public hearing and the conditions recommended by the reviewing agencies beginning on page 4.

- That the Plan Commission find the standards for zoning map amendments are met and forward the zoning map amendment from PD to SR-V2 at 1936 Tennyson Lane to Common Council with a recommendation to **approve**; and
- That the Plan Commission find that the standards for conditional uses are met and **approve** the conditional use request at 1936 Tennyson Lane.

Background Information

Parcel Location: The eight-acre subject site is located on the north side of Tennyson Lane between Whitman Lane and Kipling Drive. The site is within Alder District 18 (Alder Glenn) and the Madison Metropolitan School District.

Existing Conditions and Land Use: 1936 Tennyson Lane is also currently zoned PD and developed with a five-story assisted living and memory care facility built in 2018.

Surrounding Land Uses and Zoning:

North: The future Raemisch Farm development, currently unoccupied, but planned for multifamily residential development and zoned TR-U1;

West: Across Whitman Lane, three-story multifamily residential buildings zone SR-V2;

South: Across Tennyson Lane, single-family residences zoned SR-C1; and

East: A four-story mixed-use building and a five-story multifamily residential building, both zoned CC-T.

Adopted Land Use Plan: The Comprehensive Plan (2023) recommends Medium Residential (MR) for the site. The Northeast Area Plan (2024) generally includes the same recommendations for this site. The Area Plan recommends commercial core frontages with ground floor commercial uses at the corner of North Fair Oaks Avenue and East Washington Avenue.

Zoning Summary: The subject property is proposed to be zoned SR-V2 (Suburban Residential – Varied 2 district):

Requirements	Required	Proposed
Lot Area (sq. ft.)	1,500/ d.u. = 202,500	348,458
Lot Width	60 ft	579 ft
Front Yard Setback	25 ft	Existing, no change
Side Yard Setback	10 ft	Existing, no change
Rear Yard Setback	25 ft	Existing, no change
Maximum Lot Coverage	Existing	Existing, no change
Maximum Building Height	Existing	Existing, no change

Site Design	Required	Proposed
Number Parking Stalls	Existing	Existing, no change
Electric Vehicle Stalls	None	None
Accessible Stalls	Existing	Existing, no change
Loading	None	None
Number Bike Parking Stalls	1 additional per 5 employees	None (see Zoning comment 1)
Landscaping and Screening	Existing	Existing, no change
Lighting	Existing	Existing, no change
Building Form and Design	Existing	Existing, no change

Other Critical Zoning Items	Utility Easements

Table Prepared by Jacob Moskowitz, 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

The applicant is seeking approvals to change the zoning of a portion of the site from PD to SR-V2 and the necessary conditional use to allow a daycare center in an existing space within the existing building.

The ground floor of the eastern wing of the existing building was previously occupied by assisted living facilities, but is currently underutilized and would be remodeled to accommodate the daycare center. Staff understands that assisted living uses continue in other portions of the building. The childcare center operator intends to serve families in which parents or guardians with second or third shift employment, allowing children to attend overnight. Six classrooms would accommodate between six and fifteen children each, for a total of up to 70 children ranging from infants to 12 years in age. The primary entrance and exit from the daycare center would to be along the northeast façade, but the internal spaces would be connected to the rest of the building. With the exception of signage, no exterior changes to the building are proposed. New fences enclose two outdoor play spaces to the northeast of the intended indoor space: a smaller space for infants and a larger space for older children. Drop-off and pick-up will occur in the existing parking lot immediately east of the playground and daycare entrance. No changes to paving, parking, and site lighting are proposed.

If approved, the applicant intends to begin interior demolition and construction as soon as possible, with the intention of opening the daycare in 2026.

Analysis & Conclusion

This request is subject to the standards for zoning map amendments and conditional uses. This section begins with a summary of adopted plan recommendations, and includes sections for zoning map amendment standards and conditional use standards before ending with a conclusion

Consistency with Adopted Plans

The Comprehensive Plan (2023) recommends Medium Residential (MR) for the site. MR areas include a variety of relatively intense housing types, including rowhouses, small multifamily buildings, and large multifamily buildings. New development is expected to be two to five stories tall at residential densities of up to 90 dwelling units per acre. The Northport-Warner Park-Sherman Neighborhood Plan (2009) does not include this site in any of its focus areas, but does identify it as a potential site residential uses, with a mix of some employment uses as well.

Staff believes the proposal can be founded to be generally consistent with the recommendations in the City's adopted plans.

Zoning Map Amendment Standards

The Zoning Map Amendment standards, found in 28.182(6), MGO state that such amendments are legislative decisions of the Common Council that shall be based on public health, safety, and welfare, shall be consistent with the Comprehensive Plan, and shall comply with Wisconsin and federal law. Chapter 66.1001(3) of Wisconsin Statutes requires that zoning ordinances (of which the zoning map is part) enacted or amended after January 1, 2010 be consistent with the City's Comprehensive Plan. 2010 Wisconsin Act 372 clarified "consistent with" as "furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan."

SR-V2 (Suburban Residential-Varied 2 district) is a zoning district often used to implement the MR recommendations in adopted plans. While there is no additional construction proposed at this time, the existing building and uses, as well as similar building expansions or supporting uses would be allowed within SR-V2 as permitted or conditional uses.

Based on the summary of the plan recommendations above, Staff believe that based on the MR land use recommendation in the Comprehensive Plan and the recommendations in the Northport-Warner Park-Sherman

Neighborhood Plan that the zoning map amendment request to change the zoning of the site from PD to SR-V2 is consistent with adopted plans and all applicable standards can be found met.

Conditional Use Standards

The applicant is requesting a conditional use for a new daycare center, as well as the existing multifamily dwelling and assisted living facility within the proposed SR-V2 zoning district. Regarding 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) MGO 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.

§28.183(6) M.G.O. 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 believes that the Plan Commission can find standards 1-6 and 8 to be met, but this report provides additional staff analysis regarding standard 3.

Standard 3 requires that "The uses, values and enjoyment of other property in the neighborhood for purposes already established will not be substantially impaired or diminished in any foreseeable manner." The existing building already includes assisted living, memory care, and short-term "respite care" for older adults. Staff believes that the existing and previous uses of this building as approved are consistent with the neighboring developments, especially as most uses, including the proposed, are similar in their shared character of care-provision. As such staff believes standard 3 can be found met. Staff believe all other conditional use standards can either be found to be met (1-6, 8) or do not apply (7, 9-16) to this request.

Public Comment

At time of writing, staff is unaware of any written public comment regarding this land use request. If any public comment is received, it will be attached to the legislative file.

Conclusion

When considering the recommendations of the Comprehensive Plan and other plans, and the discussions regarding conditional use standard 3 Staff believes that all applicable standards of approval for zoning map amendments and conditional uses can be found to be met.

Recommendation

Planning Division Recommendations (Contact Colin Punt 243-0455)

The Planning Division recommends the following to the Plan Commission regarding the applications for 1936 Tennyson Lane. All recommendations are subject to input at the public hearing and the conditions recommended by the reviewing agencies below.

- That the Plan Commission find the standards for zoning map amendments are met and forward the zoning map amendment from PD to SR-V2 at 1936 Tennyson Lane to Common Council with a recommendation to **approve**; and

- That the Plan Commission find that the standards for conditional uses are met and **approve** the conditional use request at 1936 Tennyson Lane.

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

Zoning Administrator (Contact Jacob Moskowitz, 608-266-4560)

1. Bicycle parking for the daycare center shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). Provide a minimum of 1 additional short-term bicycle parking stall per 5 employees located in a convenient and visible area on a paved or pervious surface. Bicycle parking shall be located at least as close as the closest non-accessible automobile parking and within one hundred (100) feet of a principal entrance. Note: 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.

City Engineering Division – Mapping Section (Contact Jeff Quamme, 608-266-4097)

2. Submit a site plan and a complete building Floor Plan in PDF format to Lori Zenchenko (lzenchenko@cityofmadison.com) that includes a floor plan of each floor level on a separate sheet/page for the development of a complete interior addressing plan.
   The Addressing Plan for the entire project shall be finalized and approved by Engineering (with consultation and consent from the Fire Marshal if needed) PRIOR to the verification submittal stage of this LNDUSE with Zoning. The final approved Addressing Plan shall be included in said Site Plan Verification application materials or a revised plan shall provided for additional review and approval by Engineering.
   Per 34.505 MGO, a full copy of the approved addressing plan shall be kept at the building site at all times during construction until final inspection by the Madison Fire Department.
   For any changes pertaining to the location, deletion or addition of a unit, or to the location of a unit entrance, (before, during, or after construction), a revised Address Plan shall be resubmitted to Lori Zenchenko to review addresses that may need to be changed and/or reapproved.

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

3. Applicant shall submit for review a drop off and pickup plan.

4. The applicant shall adhere to all vision triangle requirements as set in MGO 27.05 (No visual obstructions between the heights of 30 inches and 10 feet at a distance of 25 feet behind the property line at streets and 10 feet at driveways.). If applicant believes public safety can be maintained they shall apply for a waiver of MGO 27.05(2)(bb) - Vision Clearance Triangles at Intersections Corners. Approval or denial of the waiver shall be the determination of the City Traffic Engineer. Contact Jeremy Nash with Traffic Engineering at 608-266-6585 or jnash@cityofmadison.com to begin waiver process.

Metro Transit (Contact Tim Sobota, 608-261-4289)

5. Metro Transit operates daily all-day transit service along Tennyson Lane adjacent this property - with trips at least every 60 minutes (every 30 minutes or less during the day on weekdays).

6. Metro Transit would initially estimate the following counts of potentially eligible trips towards US Green Building Council/LEED Quality Access to Transit points: 32 Weekday & 17 Weekend. Please contact Metro Transit if additional analysis would be of interest.

Parking Utility (Contact Trent Schultz, 608-246-5806)

7. The agency reviewed this project and determined a Transportation Demand Management (TDM) Plan could be required as part of approving the rezoning and proposed use. Please specify the expected number of parking stalls that will be assigned to the proposed use, and the square footage of the tenant space.

The Planning Division, Engineering Review, Fire Department, Parks Division, Water Utility, and City Assessor have reviewed this request and has recommended no conditions of approval