

PLANNING DIVISION STAFF REPORT

July 27, 2026

PREPARED FOR THE PLAN COMMISSION



Project Address: 101-109 N Franklin Street and 510 E Mifflin Street
Application Type: PD(SIP) Alteration
Legistar File ID # [93610](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted

Summary

Applicant: Peter Hunt; 520 Oakwood Drive; Oregon.

Property Owners:

- 101 N Franklin Street: Jason P. Knight; 902 Cornell Court; Madison;
- 103-105 N Franklin Street: Peter Hunt; 520 Oakwood Drive; Oregon;
- 107-109 N Franklin Street: Xiaochun Yu and Luo Xiaoping; 14 White Oaks Lane; Madison; and
- 510 E Mifflin Street: Scott Stuckmann, Stuckmann Enterprises, LLC; W269 S3549 Holiday Hill Road; Waukesha.

Requested Action: Consideration of an alteration to an approved Planned Development–Specific Implementation Plan (PD-SIP) for 101-109 N Franklin Street and 510 E Mifflin Street to revise the zoning text to remove language that prohibits residents of the four subject buildings from obtaining residential parking permits as governed by MGO Section 12.138.

Proposal Summary: The applicant and other property owners within this Planned Development district are requesting that a restriction in the zoning text that prevents residents of the 10 dwelling units located in the four buildings from obtaining residential parking permits be removed. No other changes to the subject site or buildings are proposed. If approved, the residents of the subject buildings would still be required to apply for and receive residential parking permits from the Parking Division, which is the agency responsible for issuing and enforcing those permits.

Applicable Regulations & Standards: Section 28.098(6) states that alterations to Planned Developments may be approved by the Plan Commission if the requested alterations are consistent with the concept approved by the Common Council using the review standards in Section 28.098(2).

Review Required By: Plan Commission.

Summary Recommendation: The Planning Division believes that the Plan Commission may find the proposed alteration to revise the zoning text to remove the parking permit restriction for 101-109 N Franklin Street and 510 E Mifflin Street is consistent with the Specific Implementation Plan approved by the Common Council and the Planned Development standards and **approve** the request subject to input at the public hearing and the conditions from reviewing agencies beginning on **page 5** of this report.

Background Information

Parcel Location: An approximately 0.3-acre site located at the northeasterly corner of E Mifflin Street and N Franklin Street; Alder District 2 (Ochowicz); Madison Metropolitan School District.

Existing Conditions and Land Use: The site is developed with a single-family residence at 101 N Franklin Street, a three-family residence at 103-105 N Franklin, a two-family residence at 109 N Franklin, and a four-unit multi-family dwelling at 510 E Mifflin Street, all zoned PD.

Surrounding Land Uses and Zoning: The subject site is generally surrounded by a variety of one-, two- and multi-family residences in DR1 (Downtown Residential 1 District) zoning.

Adopted Land Use Plans: The Comprehensive Plan identifies the subject site and surrounding properties between N Butler and N Blair Streets north of E Washington Avenue for Medium Residential (MR).

Zoning Summary: The site is zoned PD. No changes to the buildings or site are proposed.

Other Critical Zoning Items	
Yes:	Barrier Free, Utility Easements
No:	Urban Design (no site or building changes proposed), Wellhead Protection, Floodplain, Landmarks, Waterfront Development, Adjacent to Parkland; Transit-Oriented Development (TOD) Overlay District
Prepared by: Planning and Zoning Staff	

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

Public Utilities and Services: This property is served by a full range of urban services, including Metro Transit service north and south of the site along E Johnson and E Gorham Streets and E Washington Avenue, respectively.

Previous Approvals

On March 18, 2008, the Common Council approved a request to rezone three parcels located at 101-109 N Franklin Street from R5 (General Residence District) to Planned Unit Development, General Development Plan, Specific Implementation Plan (PUD-GDP-SIP) [1966 Zoning Code] to allow the relocation of the Conklin House residence then located at 307-309 N Mills Street to this site. The relocation of the Conklin House from its historic location at the northeastern corner of N Mills Street and W Johnson Street was a condition of approval for construction of the fourteen-story, 163-unit Grand Central Apartments that now occupies that corner.

In addition to the PUD (now PD) zoning approval, the three parcels at 101-109 N Franklin were re-divided into four lots by Certified Survey Map to create the parcel at 510 E Mifflin Street. The CSM was administratively approved and CSM 12436 was recorded on April 8, 2008.

Project Description, Analysis & Conclusion

The applicant and property owners are requesting Plan Commission approval of an alteration to the approved Specific Implementation Plan for 101-109 N Franklin Street and 510 E Mifflin Street to revise the approved zoning text to remove language that prohibits the residents of the four subject buildings from obtaining residential

parking permits as governed by MGO Section 12.138. No other changes to the subject site or buildings are proposed. If approved, the residents of the subject buildings would still be required to apply for and receive residential parking permits from the Parking Division, which is the agency responsible for issuing and enforcing those permits.

The PD district is developed with 10 total dwelling units comprised of a single-family residence at 101 N Franklin Street, a three-family residence at 103-105 N Franklin, a two-family residence at 109 N Franklin, and a four-unit multi-family dwelling at 510 E Mifflin Street. As noted in the preceding section, the building now located at 510 E Mifflin is the historic Conklin House, which was relocated to the site in 2008 from its prior location at the northeastern corner of N Mills and W Johnson Streets to accommodate redevelopment of that site.

The subject PD zoning approved for the 0.3-acre site in preparation of the relocation of the Conklin House includes a condition requested by the Traffic Engineering Division that no residential parking permits be issued for 101-109 N Franklin Street and the relocated Conklin House on E Mifflin Street (now 510). In requesting the condition, Traffic Engineering staff noted that the prohibition on residential parking permits “would be consistent with other projects” in the area. As part of the 2008 condition, the applicants were required to notify all affected tenants of the restriction on parking permits in their leases and record the prohibition in the zoning text for the PD.

The request before the Plan Commission is limited to the request by the applicant and property owners to revise the zoning text to remove the restriction on residential parking permits per the 2008 approval. Per Section 28.098(6) of the Zoning Code, minor alterations may be approved by the Director of Planning and Community and Economic Development or their designee following consideration by the alderperson of the district if the requested alterations are consistent with the concept approved by the Common Council. However, as the condition was requested by the Traffic Engineering Division and made a condition of approval by the Plan Commission and Common Council as part of their review and approval of the project, the Planning Division felt that the request to remove the parking permit prohibition should be considered by the Plan Commission at a public hearing. In preparation for the Plan Commission hearing on the proposed alteration, notices have been sent to the owners and occupants of all properties located within 200 feet of the subject site and a Class 2 notice published in the City’s newspaper of record, the Wisconsin State Journal.

In order to approve the request, the Plan Commission shall find that the requested alteration is consistent with the concept approved by the Common Council and that the standards for Planned Development approval, which were used to approve the project in the first place. At the time that the PD zoning was first approved for the subject site in 2008, the 1966 Zoning Code contained criteria for approval in Section 28.07 (6)(f), which included a requirement that the proposed Planned Unit Development “...not create a traffic or parking demand incompatible with the existing or proposed facilities to serve it unless jointly resolved” (excerpt). Section 28.098(2)(d) of the current Zoning Code includes a similar standard for approval that “the PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands.”

At the time of the original PD zoning approval, the policy related to parking for new residential developments throughout most of the downtown area, including in and outside of the Central Area (Park to Blair Streets, from Lake Mendota to Lake Monona), was to prohibit the issuance of residential parking permits for developments that were thought not to be providing a “sufficient” amount of off-street parking. The prevailing thought at that time was that new residential units should not be allowed to compete with existing residential units for on-street parking stalls regulated under the parking permit program out of concern that most of the permit parking zones

typically had more permits issued than available on-street parking spaces and that allowing the new units to participate in the permit program would exacerbate the demand for spaces. Effectively, the prohibition on residential parking permits was intended as an incentive for developers of new housing downtown and in nearby neighborhoods to provide off-street parking in their plans. While implemented by City staff, the policy was often influenced by community sentiment toward new developments and the impacts they were thought to have on established neighborhoods, including impacts on parking availability. This policy was so established that an incentive/offset was codified in the “Inclusionary Zoning” program in effect between 2004 and 2009 (MGO Section 28.04(24) and (25), 1966 Code), which allowed “a number of residential parking permits [to be issued] equal to the number of inclusionary dwelling units in Planned Development Districts if the provisions of Section 12.138 were met.”

The four-unit dwelling at 510 E Mifflin was placed in the rear yard of the residences at 101-109 N Franklin Street where previously there had been garages and surface parking (though some of that parking may have been used by commuters and not necessarily by the residents of the six units located on the three parcels). Consistent with the policy in effect at the time, the Traffic Engineering Division recommended the restriction on residential parking permits, which became part of the PUD (now PD) zoning approval by the Plan Commission and Common Council.

While staff takes no specific position on the request by the owners of the four affected buildings to remove the restriction on residential parking permits from the zoning text for this PD district, it believes that the Plan Commission may find that the relevant approval standard related to traffic and parking demand for this PD district is still met while allowing the residents of the 10 dwelling units to be able to request residential parking permits. Staff will note that policies towards parking for projects throughout the City but particularly in the downtown and nearby neighborhoods have changed considerably in recent years away from emphasizing on-site parking as a requirement or condition of approval for residential development. This shift has been spurred by the advent of bus rapid transit and the redesign of regular bus routes by Metro Transit, the continued investment in the bicycle network through the City and region, less emphasis on single-occupant automobile usage in City transportation policies, and less concern expressed by community members about traffic and parking impacts from new residential development in established neighborhoods.

If the revised zoning text is approved as requested, the affected residents will still need to apply for and receive parking permits from the Parking Division pursuant to MGO Section 28.138. As noted by the Parking Division in its comments, eligibility for residential parking permits remains subject to all requirements under State law, Madison General Ordinances, and Parking Division policies.

Recommendation

Planning Division Recommendation (Contact Timothy M. Parks, (608) 261-9632)

The Planning Division believes that the Plan Commission may find the proposed alteration to revise the zoning text to remove the parking permit restriction for 101-109 N Franklin Street and 510 E Mifflin Street is consistent with the Specific Implementation Plan approved by the Common Council and the Planned Development standards and **approve** the request subject to input at the public hearing and the following conditions:

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

Planning Division

1. The applicant shall work with the Planning Division and Zoning staff to revise/update the zoning text to reflect the approval prior to recording of the PD-SIP alteration.

Parking Division (Contact Trent W. Schultz, (608) 246-5806)

2. Per MGO Section 12.138(14), residents of new developments approved for construction after January 14, 2016 are only eligible for participation in the Residential Parking Permit Program if the dwelling has three units or less. Dwelling units within this Planned Development were approved and constructed before January 14, 2016. If the application for this Planned Development zoning text amendment is approved by Plan Commission, the applicant will work with Parking staff to obtain residential parking permits for interested residents. Please note that eligibility for residential parking permits remains subject to all requirements under State law, Madison General Ordinances, and Madison Parking Division policies.

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

3. Identify on the site plan Lots 1- 4 of Certified Survey Map 12436. Also, as part of this alteration, the legal description of the zoning text needs to be updated to be "Lots 1 - 4, Dane County Certified Survey Map 12436, recorded in Vol 77 of Certified Survey Maps, pages 259 - 263, as Document No 4416990, City of Madison, Dane County, Wisconsin."

All other reviewing agencies have reviewed the request and recommended no conditions of approval.