



# PLANNING & ZONING REPORT

## Zoning Board of Appeals Meeting of June 16, 2026

File # 019-26

**APPLICANT:** Oliver Emerson Development  
**LOCATION:** 325 South Madison Street  
**REQUESTED ACTION:** A Special Use Permit for residential units on the ground floor in a C-4, Urban Mixed-Use Zoning District.  
**EXISTING USE:** Vacant Building (former Watch Factory)  
**PROPOSED USE:** 24-unit apartment building  
**DIMENSIONS:** Irregular shape **SQUARE FOOTAGE:** 5.04 acres

**ADJACENT ZONING AND LAND USES:**

NORTH:	C-4	Parking lot, News Tower
EAST:	RE, R-1, R-2	Ingersoll Centennial Park, Single-family residences
SOUTH:	C-4	Parking lot, Vacant land
WEST:	C-4	Sports Factory, Rock River

**YEAR 2040 PLAN:** MU Mixed Use Development

**SOIL REPORT:** No report on file

**HISTORY:** File #010-26: A Zoning Map Amendment from I-1, Light Industrial Zoning District to C-4, Urban Mixed-Use Zoning District was approved on November 6, 2026 for the properties located at 215, 325 and 423 South Madison Street. This is the subject property.

File #064-06: A Zoning Map Amendment from I-1, Light Industrial Zoning District to C-4, Commercial Oldtown Zoning District was approved on November 6, 2006 for the Madison Street area from Market street to Whitman Street. This is two (2) block north of the subject property.

**REVIEW COMMENTS:** The Applicant is requesting a Special Use Permit for residential units on the ground floor in a C-4, Urban Mixed-Use Zoning District. Exhibit A shows that the subject properties are located on the west side of South Madison Street and south of Walnut Street. The subject property is surrounded by commercial and residential uses and vacant land (Exhibits B and C).

The Applicant is Oliver Emerson Development. The Applicant would like to establish residential dwelling units on the ground floor. The former Watch Factory has been vacant for many years. The property is zoned C-4 and residential uses are permitted on the second floor but not on the ground

floor. Because there would be residential units located on the ground floor, a Special Use Permit would be required to be reviewed and approved.

Exhibit D is the site plan submitted by the Applicant. The subject property is the building, the parking lot and landscaping. There is terrace parking on South Madison Street. In the C-4 District, parking is not required for residential. Additionally, there is a municipal parking lot that surrounds the subject property. Finally, a prefabricated photovoltaic panel carport is proposed in the parking lot over the northmost parking spaces.

Exhibit E is the overall interior floor plan for the proposed residential dwelling units on the first floor.

Exhibit F is an enlarged interior floor plan for Units 6, 7 and 8. The residential dwelling Unit 6 will consist of a master bedroom, kitchen, living room, and a utility room. Additionally, Units 7 and 8 will consist of a bedroom, kitchen, bathroom, living room, and a utility room.

Exhibit G is an enlarged interior floor plan for Units 9 and 10. The residential dwelling Unit 9 will consist of a master bedroom, living room, kitchen, bathroom and a utility room. Additionally, Unit 10 will consist of a master bedroom, office, bedroom, bathroom, living room, kitchen, and a utility room.

Exhibit H shows the building from the south, west, north and east elevations.

Exhibit I is the service calls for the last few years. The dates are from September 6, 2024 to April 28, 2026. There was a total of 3 calls.

The developer feels additional units will help in continuing to stabilize and redevelop the area. Staff agrees that the best use of this site is for residential development. Staff feels that the proposed use will not be detrimental to the surrounding area and Staff supports this request.

**RECOMMENDATION:** Staff recommends APPROVAL of a Special Use Permit for residential units on the ground floor in a C-4, Urban Mixed-Use Zoning District, subject to the following conditions:

1. Must meet all applicable Building and Fire codes.

See attached findings of fact.

SC: DM 6/9/26

**FINDINGS OF FACT FOR APPROVAL OF A SPECIAL USE PERMIT**  
**FOR RESIDENTIAL UNITS ON THE GROUND FLOOR**  
**IN A C-4, URBAN MIXED-USE ZONING DISTRICT**  
**LOCATED AT 325 SOUTH MADISON STREET**

**Approval** of Special Use Permit is based upon the following findings:

1. The establishment, maintenance or operation of the Special Use Permit will not be detrimental to or endanger the public health, safety, morals, comfort or general welfare of the community.
2. The Special Use Permit will not be injurious to the use and enjoyment of other property in the immediate vicinity for the purposes already permitted, and will not substantially diminish or impair property values within the neighborhood.
3. The establishment of the special use will not impede the normal or orderly development and improvement of the surrounding property for uses permitted in the C-4 Districts.
4. Adequate utilities, access roads, drainage and/or necessary facilities have been provided.
5. Adequate measures have been or will be taken to provide ingress or egress so designed as to minimize traffic congestion in the public streets.
6. The special use shall conform to the applicable regulations of the C-4 District in which it is located.

Exhibit A  
325 South Madison Street  
SUP  
#019-26

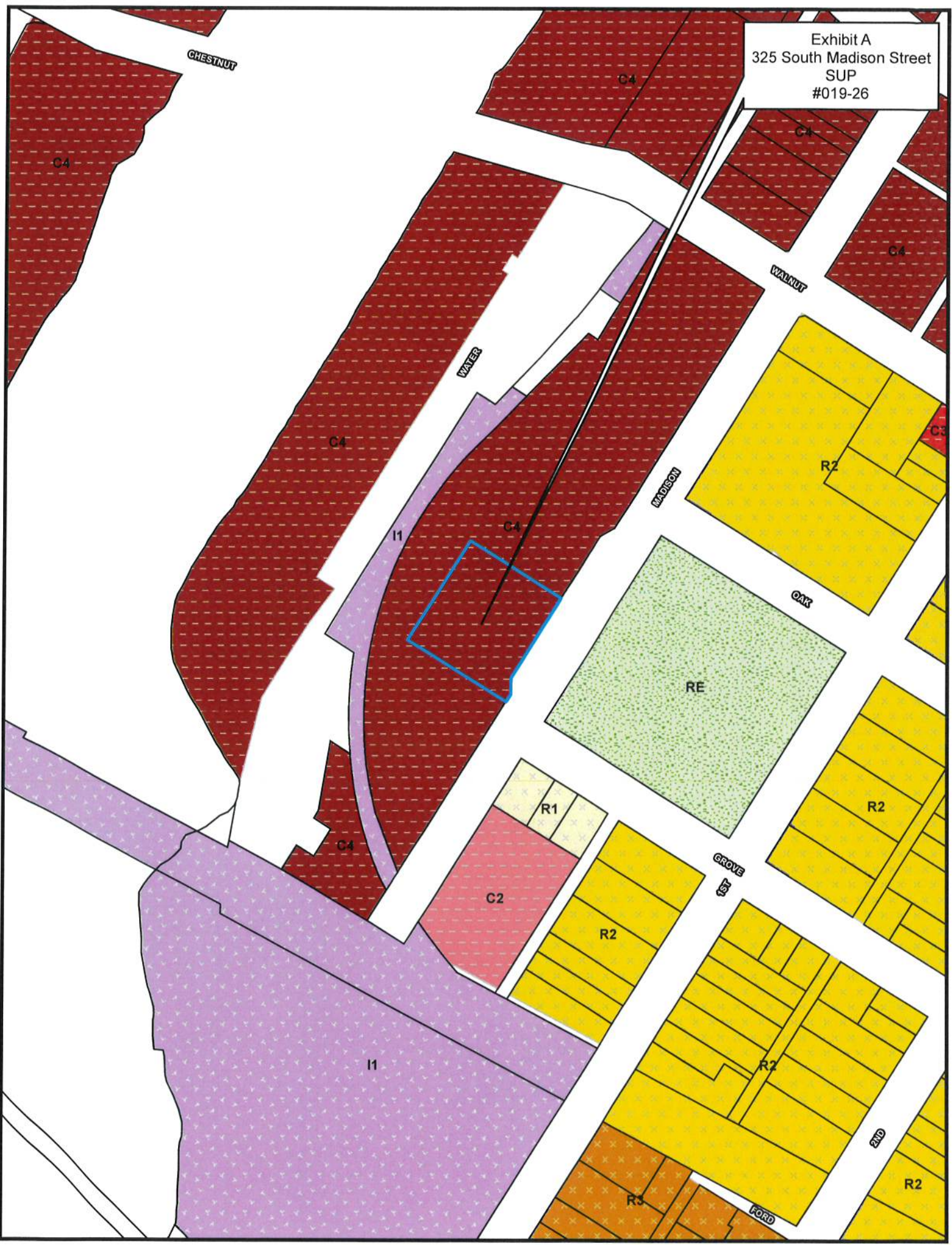


Exhibit B  
325 South Madison Street  
SUP  
#019-26

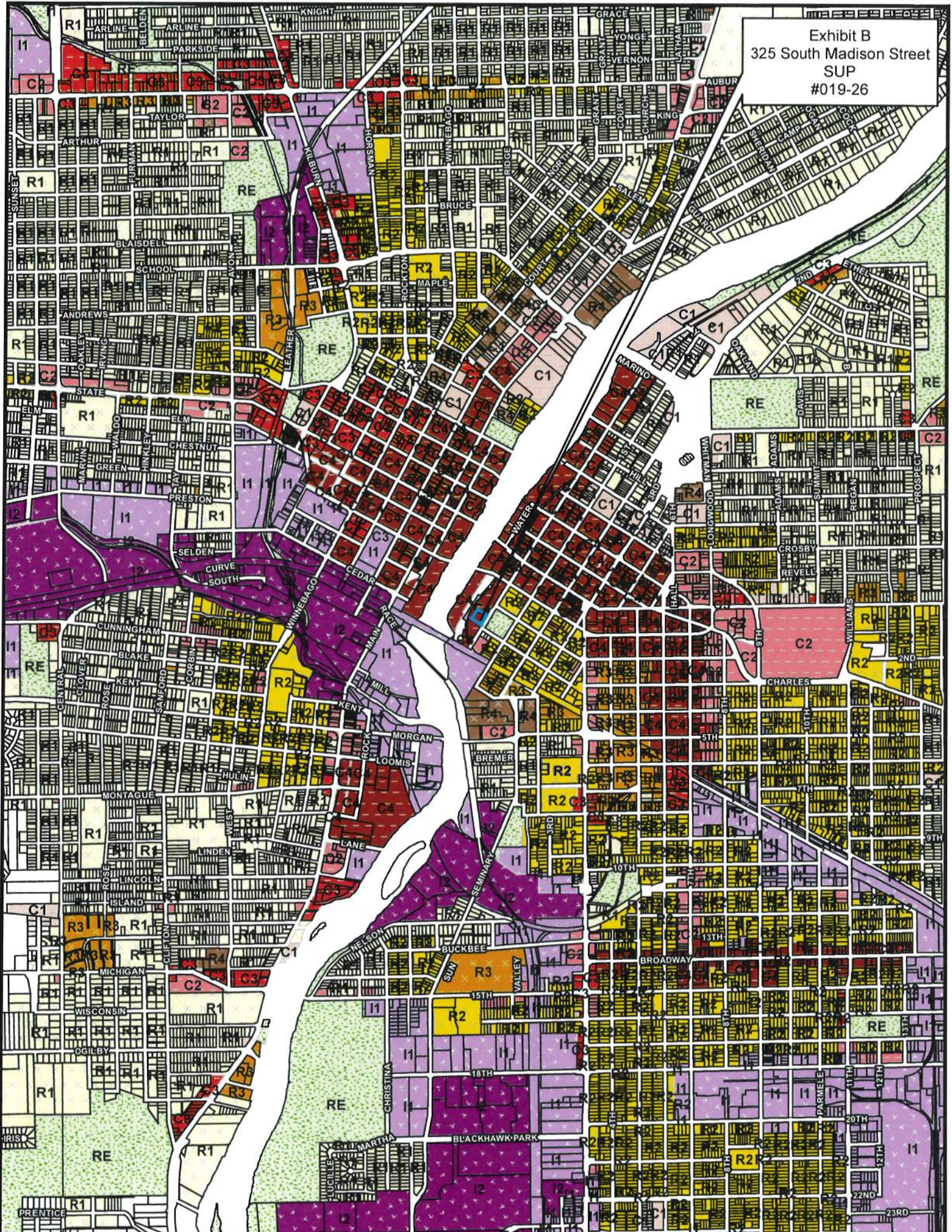


Exhibit C  
325 South Madison Street  
SUP  
#019-26





GENERAL NOTES:  
1. REFER TO ALL OTHER DRAWINGS FOR DIMENSIONS AND NOTES.  
2. ALL DIMENSIONS ARE TO FACE UNLESS NOTED OTHERWISE.  
3. FINISHES ARE AS NOTED OR AS SHOWN ON FINISH SCHEDULE.  
4. PROVIDE ALL NECESSARY CONNECTIONS TO EXISTING STRUCTURE.

NO.	DATE	DESCRIPTION
1	6/10/2024	ISSUED FOR PERMIT
2	6/10/2024	ISSUED FOR PERMIT
3	6/10/2024	ISSUED FOR PERMIT
4	6/10/2024	ISSUED FOR PERMIT

PROJECT:  
WATCH FACORY  
APARTMENTS

ARCHITECT:  
M/E/C  
1807 Taylor Center Avenue  
Madison, Tennessee 37103  
555.777.1230

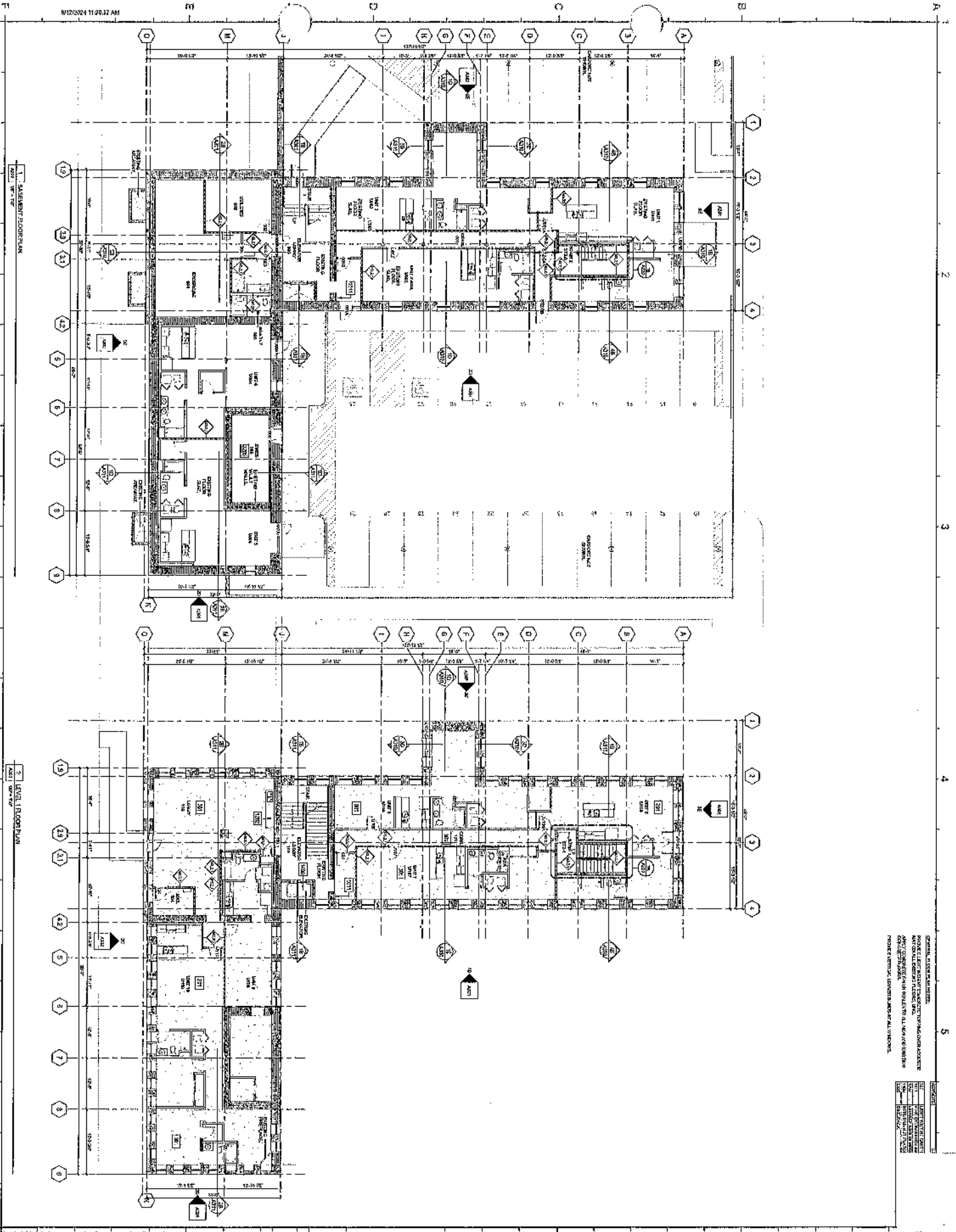
DATE:  
6/10/2024

6/10/2024 Schematic Design

**A200**

BASEMENT AND LEVEL 1 FLOOR PLAN

Project Number: #019-26  
Date: 6/10/2024  
Drawn By: UNC  
Checked By: UNC



1. BASEMENT FLOOR PLAN

2. LEVEL 1 FLOOR PLAN

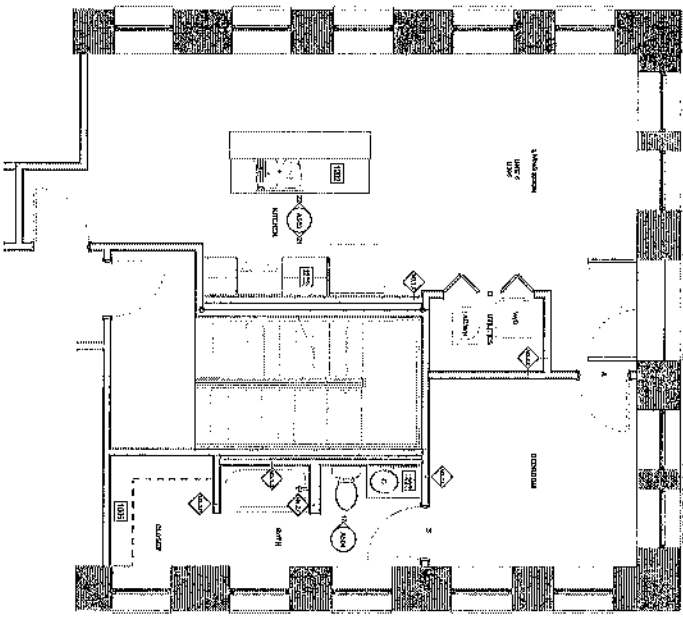
SUP  
#019-26

WATCH FACORY  
APARTMENTS

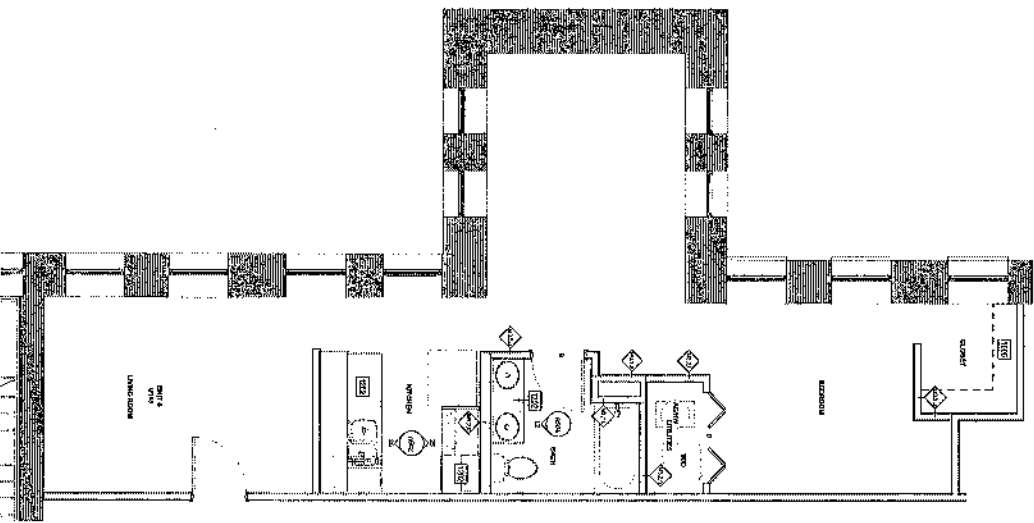
1827 Tower Street  
Chicago, IL 60610  
ARCHITECTS  
WATCH FACORY

1827 Tower Street  
Chicago, IL 60610  
ARCHITECTS  
WATCH FACORY

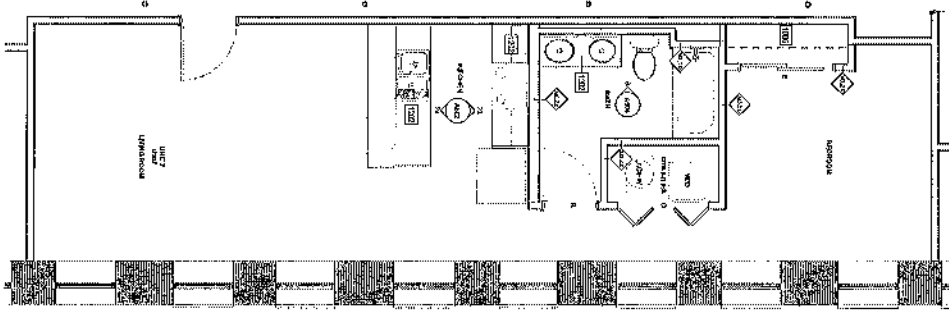
**GENERAL NOTES:**  
1. REFER TO ALL APPLICABLE CODES AND REGULATIONS.  
2. PROVIDE SCHEDULES FOR ALL MATERIALS.  
3. PROVIDE SCHEDULES FOR ALL FINISHES.  
4. PROVIDE SCHEDULES FOR ALL UTILITIES.  
5. PROVIDE SCHEDULES FOR ALL MECHANICAL SYSTEMS.  
6. PROVIDE SCHEDULES FOR ALL ELECTRICAL SYSTEMS.  
7. PROVIDE SCHEDULES FOR ALL PLUMBING SYSTEMS.  
8. PROVIDE SCHEDULES FOR ALL STRUCTURAL SYSTEMS.  
9. PROVIDE SCHEDULES FOR ALL INTERIORS.  
10. PROVIDE SCHEDULES FOR ALL EXTERIORS.  
11. PROVIDE SCHEDULES FOR ALL LANDSCAPE ARCHITECTURE.  
12. PROVIDE SCHEDULES FOR ALL SITEWORK.  
13. PROVIDE SCHEDULES FOR ALL UTILITIES.  
14. PROVIDE SCHEDULES FOR ALL MECHANICAL SYSTEMS.  
15. PROVIDE SCHEDULES FOR ALL ELECTRICAL SYSTEMS.  
16. PROVIDE SCHEDULES FOR ALL PLUMBING SYSTEMS.  
17. PROVIDE SCHEDULES FOR ALL STRUCTURAL SYSTEMS.  
18. PROVIDE SCHEDULES FOR ALL INTERIORS.  
19. PROVIDE SCHEDULES FOR ALL EXTERIORS.  
20. PROVIDE SCHEDULES FOR ALL LANDSCAPE ARCHITECTURE.  
21. PROVIDE SCHEDULES FOR ALL SITEWORK.



05 - UNIT 05  
32'0" x 11'0"



06 - UNIT 06  
32'0" x 11'0"



07 - UNIT 07  
32'0" x 11'0"

6/10/2024 Schematic Design

UNIT PLANS

A223

NO.	REVISION	DATE	BY	CHKD.
1	ISSUED FOR PERMIT	6/10/2024	UC	UC
2	ISSUED FOR CONSTRUCTION			

Project Number: 6102024  
Date: 6/10/2024  
Drawn By: UC  
Checked By: UC

ADDITIONAL SHEETS: SEE 019-26







Call Number	Event Date	Location	Situation Reported	Call Disposition	
26-089976	04/28/2026 05:32:59 PM	325 S MADISON ST	CRIMINAL TRESPASS	RPT - REPORT	Rockford Police Department
24-204000	09/10/2024 11:31:16 AM	325 S Madison St	SERVICE OTHER AGENCY LAW	NRPT - NO REPORT / NRPT - NO REPORT / NRPT - NO REPORT	Rockford Police Department
24-202404	09/08/2024 11:19:43 AM	325 S Madison St	BUILDING CHECK	NRPT - NO REPORT / NRPT - NO REPORT / NRPT - NO REPORT	Rockford Police Department
24-201027	09/06/2024 01:48:41 PM	325 S Madison St	BUILDING CHECK	NRPT - NO REPORT / NRPT - NO REPORT / NRPT - NO REPORT	Rockford Police Department