



Project Addresses: 702 N Midvale Boulevard & 401 N Segoe Road
Application Type: Planned Development–Specific Implementation Plan
Legistar File ID # [89718](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted

Summary

Applicant & Property Owner: WS Development/Hilldale Shopping Center, LLC/401 North Segoe, LLC; 33 Boylston Street, Suite 3000; Chestnut Hill, Massachusetts.

Contact Person: Brian Munson, Vandewalle & Associates; 120 E Lakeside Street; Madison.

Requested Actions: Approval of a Planned Development–Specific Implementation Plan for Hilldale Shopping Center at 702 N Midvale Boulevard and 401 N Segoe Road.

Proposal Summary: The applicant is seeking approval of a specific implementation plan to allow construction of private street improvements for the section of Heather Crest that extends across the southern portion of the mixed-use center. The proposed specific implementation plan will supersede the one approved for “Hilldale Phase 3” in May 2023. No construction is proposed between Heather Crest and Vernon Boulevard with the proposed specific implementation plan, and a separate specific implementation plan will be required prior to the construction of any buildings in the Phase 3 area. Construction of the private street improvements will commence in spring 2026, with completion scheduled for summer 2026.

Applicable Regulations & Standards: Section 28.182 of the Zoning Code provides the process for zoning map amendments. The approval process and standards for the Planned Development zoning district are outlined in Section 28.098 of the Zoning Code. A portion of the subject site is also located in Urban Design Dist. 6, which is subject to the requirements in Section 33.24 (13) of the Urban Design Commission ordinance.

Review Required By: Urban Design Commission, Plan Commission, and Common Council.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the Specific Implementation Plan is consistent with the approved General Development Plan and forward Zoning Map Amendment ID 28.022–00728, approving a Planned Development–Specific Implementation Plan for Hilldale Shopping Center at 702 N Midvale Boulevard and 401 N Segoe Road, to the Common Council with recommendations of **approval** subject to input at the public hearing, the review by the Urban Design Commission, and the conditions from reviewing agencies beginning on **page 5** of this report.

Background Information

Parcel Location: The Hilldale Shopping Center Planned Development consists of approximately 40.35 acres generally bounded by N Segoe Road and Sawyer Terrace on the west, University Avenue on the north, N Midvale Boulevard on the east, and Vernon Boulevard on the south, in Alder District 11 (Tishler); Madison Metropolitan School District; Urban Design District 6.

Of the 40.35 acres zoned PD, 31.82 acres are controlled by the applicant for this Specific Implementation Plan. The overall Hilldale PD district also includes the Springhill Suites development (4601 Frey Street), the 151,000 square-foot store Target (750 Hilldale Way), and 96-unit Overlook at Hilldale Apartments (4620 Frey), which are governed by separate Specific Implementation Plans.

Existing Conditions and Land Use: The Hilldale Shopping Center Planned Development includes Macy’s; Ace Hardware; two parking structures containing approximately 670 parking spaces; four retail buildings on the east side of (private) Price Place totaling 71,190 square feet; approximately 60,000 square feet of exterior-facing retail spaces located between Macy’s and Metcalfe’s Market; 40 condominium units in four townhouse buildings located along N. Midvale Boulevard; approximately 45,000 square feet of exterior-facing retail spaces located between Macy’s and Heather Crest; a 7,900 square-foot multi-tenant building at the northeastern corner of the site; and the 13,200 square-foot Great Dane Pub located at the southeastern corner of Price Place and Heather Crest. The latest General Development Plan notes that there is 429,586 leasable square feet in the center. The land south of Heather Crest and the existing edge of the shopping center is developed with the 108,858 square-foot (per City records) former BMO Harris Bank office building and surface parking lots, which are located at 401 N Segoe Road.

Land Use and Zoning Surrounding “Phase 3” Area:

- North: Existing Hilldale Shopping Center, zoned PD;
- South: Hamptons at Hilldale Apartments, zoned TR-U2 (Traditional Residential–Urban 2 District); BMO Harris Bank branch, zoned SE (Suburban Employment District);
- East: Threlfall Office Building and Old National Bank across Price Place, zoned SE; Great Dane Brew Pub-Hilldale, zoned PD; and
- West: Karen Arms Apartments, zoned SR-V2 (Suburban Residential–Varied 2 District).

Adopted Land Use Plan: The 2024 [West Area Plan](#) recommends Hilldale Shopping Center and lands north of Vernon Boulevard for Regional Mixed-Use (RMU), while the lands south of Vernon Boulevard are recommended for Community Mixed-Use (CMU). Lands west of the subject site across N Segoe Road are recommended for Medium Residential (MR).

Zoning Summary: The site is zoned PD, which will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Urban Design (Planned Development, Urban Design Dist. 6), Utility Easements, Barrier Free
No:	Floodplain, Wellhead Protection, Waterfront Development, Landmark, Adjacent to a Park, Transit-Oriented Development (TOD) Overlay (exempt)
Prepared by: Planning and Zoning staff	

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

Public Utilities and Services: The site is served by a full range of urban services. Metro Transit operates daily all-day transit service along Regent Street south of Hilldale, while multiple routes serve the north side of the center along University Avenue, including the east-west Bus Rapid Transit (BRT) line – Route A.

Previous Approvals

On February 1, 2005, the Common Council approved rezoning of the 37-acre Hilldale Shopping Center and former Humana Office complex from C2 (General Commercial District) to PUD-GDP-SIP [1966 Zoning Code] to allow the addition of two parking structures containing 668 parking spaces, four retail buildings opposite the east wall of the mall core totaling 71,190 square feet and 40 multi-family dwellings in four townhouse condominium buildings located along N Midvale Boulevard. Subsequent SIP approvals in December 2005 and May 2006 would precede the construction of the 7,900 square-foot Fleming's restaurant and 13,200 square-foot Great Dane Brew Pub.

On March 2, 2010, the Common Council approved a request to rezone 702 N Midvale Boulevard from PUD-SIP to Amended PUD-GDP-SIP to amend the Hilldale Shopping Center Planned Unit Development to remove the site of the Target store from the Hilldale PUD-SIP. On the same date, the Common Council approved a request to rezone 4609 University Avenue from PUD-SIP to Amended PUD-GDP-SIP to allow a 151,000 square-foot Target store to be constructed under its own Specific Implementation Plan. The adjacent Overlook at Hilldale apartment complex was approved as a separate Amended PUD-GDP-SIP in September 2010. A series of subdivision approvals were granted to separate the Target and Overlook sites from the rest of the center.

On October 29, 2013, the Common Council approved a major amendment to the Planned Development zoning for Hilldale Shopping Center to allow the redevelopment of the "north wing" of Hilldale Shopping Center through the conversion of the enclosed retail spaces between Metcalfe's Market and Macy's into 60,000 square feet of open air/ exterior-facing retail spaces, including an east-west outdoor walkway linking Price Place to the western parking lot.

On September 16, 2016, the Common Council approved a major amendment to the Planned Development zoning for Hilldale Shopping Center to allow the redevelopment of the "south wing" of Hilldale Shopping Center between Macy's and AMC Theatre through the conversion of 55,000 square feet of enclosed retail spaces into approximately 45,000 square feet of exterior-facing retail spaces and a landscaped open air courtyard between the storefronts and Price Place.

On April 18, 2017, the Common Council approved a major amendment to the Planned Development zoning for Hilldale Shopping Center to amend the General Development Plan and Specific Implementation Plan to allow construction of an eleven-story mixed-use building containing 26,350 square feet of office space and 182-room hotel at 4601 Frey Street.

On January 18, 2022, the Common Council approved a request to rezone 401 N Segoe Road from SE (Suburban Employment District) to PD (Planned Development District), and approved an amended Planned Development-General Development Plan for an expanded Hilldale Shopping Center to include additional commercial, hotel, and residential uses. On January 10, 2022 meeting, the Plan Commission approved a demolition permit to raze a bank/office building at 401 N Segoe Road to allow the future development.

On May 16, 2023, the Common Council approved a Planned Development-Specific Implementation Plan for Hilldale Phase 3 to allow construction of a one-story, 16,756 square-foot commercial building to be located at the southwestern corner of Price Place and Heather Crest, a three-story, 54,413 square-foot commercial building located on the south side of Heather Crest, a six-story mixed-use building with 7,638 square feet of commercial

space and 100 residential units located on the north side of Vernon Boulevard between Price Place and N Segoe Road, and private street improvements along Heather Crest.

Project Description, Analysis and Conclusion

The applicant and property owner are requesting approval of a specific implementation plan for the “Hilldale Phase 3” project to allow reconstruction of the section of Heather Crest that extends across the southern portion of the mixed-use center as a private street (it is a public street east of N Midvale Boulevard). If approved, the proposed specific implementation plan would supersede the specific implementation plan approved for “Hilldale Phase 3” in May 2023 noted in the preceding section.

The section to be reconstructed with the proposed specific implementation plan extends approximately 450 feet in length from (private) Price Place to a point east of the N Segoe Road right of way. The plans call for a two-way street with approximately 22 feet of travel lane width and 16 parallel automobile parking spaces. Sidewalks of varying width will be constructed on both sides of the street. The general development plan approved in 2022 for Phase 3 noted that Heather Crest may be used for special events that may close the street to through traffic, though no information on use of the street for events was provided in the specific implementation plan materials.

The southern limit of the work contained in this specific implementation plan is approximately the northern edge of the existing parking lot of the former BMO Harris Bank office building. A combination of stairs and ramps will be built to negotiate the modest grade change between the proposed street and sidewalk to the existing parking lot. No other construction is proposed between Heather Crest and Vernon Boulevard with this specific implementation plan. A separate specific implementation plan will be required prior to the construction of any buildings in the remainder of the Phase 3 area.

Because the section of Heather Crest between Segoe and Midvale is on private property zoned PD and not in public right of way, the plans to reconstruct the street require specific implementation plan approval. The Planning Division believes that the proposed specific implementation plan for Heather Crest is consistent with the plans for the street shown in the general development plan approved for Phase 3 in 2022.

Urban Design Commission Review

The Planned Development is partially located in Urban Design Dist. 6, which requires that the request be approved by the Urban Design Commission (UDC). In addition, the UDC shall review the specific implementation plan prior to the Plan Commission and shall make a recommendation to the Plan Commission with specific findings on the design objectives listed in Subsections 28.098(1) and (2) and the other requirements for the Planned Development district. The UDC reviewed the Specific Implementation Plan on September 17, 2025 and granted **final approval**. A draft report of the UDC meeting is attached to the legislative file for this request.

Recommendation

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00728, approving a Planned Development–Specific Implementation Plan for Hilldale Shopping Center at 702 N Midvale

Boulevard and 401 N Segoe Road, to the Common Council with recommendations of **approval** subject to input at the public hearing and the following conditions from reviewing agencies:

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

Planning Division

1. The applicant shall clarify prior to final approval and issuance of permits for the proposed street reconstruction whether the private street will be closed for events.
2. The specific implementation plan shall be revised to show the [existing] conditions on the remainder of the Phase 3 project area south to Vernon Boulevard for reference.
3. Note: Approval of a separate specific implementation plan will be required prior to the construction of any buildings on the remainder of the Phase 3 area.

City Engineering Division (Contact Kathleen Kane, (608) 266-4098)

4. An Erosion Control Permit is required for this project.
5. Based on Wisconsin Department of Natural Resources (WDNR) BRRS # 03-13-001141 Hilldale Shell and BRRS # 02-13-523602 Hilldale Firestone Tire & Service and historic documents showing 702 N Midvale Boulevard as a former dry cleaner, the property site may contain residual contamination. If contamination is encountered, follow all WDNR and Department of Safety and Professional Standards (DPS) regulations for proper handling and disposal.
6. This project will disturb 20,000 square feet or more of land area and requires an Erosion Control Plan. Please submit an 11- x 17-inch copy of an erosion control plan (PDF electronic copy preferred) to Megan Eberhardt (west) at meberhardt@cityofmadison.com, or Daniel Olivares (east) at daolivares@cityofmadison.com, for approval.
7. Demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. Include Universal Soil Loss Equation (USLE) computations for the construction period with the erosion control plan. Measures shall be implemented in order to maintain a soil loss rate below 5.0 tons per acre per year.
8. Complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by MGO Chapter 37.

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

9. Heather Crest Drive as an important bicycle and pedestrian connection between the neighborhoods east and west of N Midvale Boulevard. As such, the owner shall grant a Public Bike and Pedestrian easement over the corridor to allow the passage of public to allow travel of pedestrians and bicycles through and over the corridor. The easement can be granted either by CSM or by a separately recorded instrument.

10. This east-west connection is a private road and the name for the entire length is 'Heather Crest Drive'. The private street name sign in the northeast corner at the intersection with Price Place shall have the 'Kelab Dr' sign removed (as soon as possible).

11. Metro will be ending service The existing along the private road of Heather Crest. Real Estate Project No. 13234 has been set up for the release of the Easement for Municipal Transit Services per Document No. 4129968.

12. The owner/ consultant/ contractor are collectively responsible to coordinate with Madison Gas and Electric the changes of grade and improvements within the Electric Easement per Document No. 4359232.

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

13. The developer shall provide a recorded copy of any joint driveway ingress/egress and crossing easements and shall be noted on face of plan.

14. The Traffic Engineering Division recommends using a minimum 20-foot reverse curve at the beginning and end of on-street parking pockets to allow vehicles to enter/exit.

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

15. The agency reviewed this project and determined a Transportation Demand Management (TDM) Plan is not required as part of approving the proposed site changes, since the parking stall count would not increase as part of the project.

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4429)

16. Provide a parking summary with the numbers of removed and added vehicle parking stalls and numbers of removed and added bicycle parking stalls.

17. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than 10,000 square feet in size must be prepared by a registered landscape architect.

18. 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. Work with Zoning staff to establish a final site compliance date.

19. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Chapter 31 Sign Codes and MGO Section 33.24 Urban Design Commission ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

Fire Department (Contact Matt Hamilton, (608) 266-4457)

This agency has reviewed this request and recommended no conditions of approval.

Water Utility (Contact Jeff Belshaw, (608) 261-9835)

20. Privately owned water mains to be connected to the publicly owned distribution system at more than one point are required to install a check valve at each point of connection to the distribution system to prevent water from flowing back into the distribution system. Each check valve shall be located in a manhole or vault and shall be immediately preceded and followed by a buried or exposed shut-off valve on the main. The water supplier shall have access to the manholes and valves for inspection purposes per NR 811.68(3).

21. The developer shall construct the public water distribution system and services required to serve the proposed project per MGO Section 16.23(9)(d)(3).

22. All public water mains and water service laterals shall be installed by a standard City subdivision contract or City-Developer agreement. The applicant shall contact City Engineering Division to schedule the development of plans and the agreement. See Engineering Division comments for additional information.

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

This agency has reviewed this request and recommended no conditions of approval.

Parks Division (Contact Izzy Wilde, (608) 261-9671)

This agency has reviewed this request and recommended no conditions of approval.

City Forestry Section (Contact Bradley Hofmann, (608) 267-4980)

This agency has reviewed this request and recommended no conditions of approval.

City Assessor's Office (Contact William Dudley, wdudley@cityofmadison.com)

This agency has reviewed this request and recommended no conditions of approval.