



**Project Address:** 702 N. Midvale Boulevard  
**Application Type:** Amended Planned Development (PD) District- General Development Plan-Specific Implementation Plan  
**Legistar File ID #** [30875](#) and [31424](#)  
**Prepared By:** Timothy M. Parks, Planning Division  
Report includes comments from other City agencies, as noted.

## Summary

**Applicant & Property Owner:** Louis C. Masiello, WS Development/ Hilldale Shopping Center, LLC; 1330 Boylston Street #212; Boston, Massachusetts.

**Contact:** Cliff Goodhart, Eppstein Uhen Architects; 222 W. Washington Avenue; Madison.

**Requested Actions:** Approval of 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 enclosed retail spaces into open air/ exterior-facing spaces.

**Proposal Summary:** The proposal calls for the reconfiguration and conversion of the portion of Hilldale Shopping Center located between Macy’s and Metcalfe’s Market from retail spaces accessed from an indoor corridor into retail spaces accessed from exterior entrances located along the west side of [private] Price Place and a new open-air corridor to be created that will link Price Place to the existing surface parking area located west of the retail core. Creation of the east-west outdoor retail corridor will require partial demolition of the mall building beginning just north of Macy’s. Construction of the proposed development will commence in January 2014, with completion anticipated in December 2014.

**Applicable Regulations & Standards:** The approval process and standards for Planned Development districts is outlined in Section 28.098 of the Zoning Code. The decision process for the approval of or major amendments to Planned Development districts is the same as set forth in Section 28.182 of the Zoning Code for zoning map amendments.

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

**Summary Recommendation:** The Planning Division recommends that the Plan Commission forward Zoning Map Amendment IDs 28.022–00078 and 28.022–00079, amending the PD-GDP-SIP zoning for Hilldale Shopping Center, generally addressed as 702 N. Midvale Boulevard, to the Common Council with a recommendation of **approval**, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

## Background Information

**Parcel Location:** The entire Planned Development District for Hilldale Shopping Center consists of approximately 37 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 the prolongation of Heather Crest on the south, in Aldermanic District 11 (Schmidt); Madison Metropolitan School District; Urban Design District 6.

**Existing Conditions and Land Use:** The Hilldale Shopping Center planned development includes the 349,450 square-foot indoor shopping mall (Macy’s, Metcalfe’s, etc.); Ace Hardware; 2 parking structures containing approximately 670 parking spaces; 4 retail buildings opposite the east wall of the mall totaling 71,190 square feet; 40 condominium units in 4 townhouse buildings located along N. Midvale Boulevard; the 7,900 square-foot Fleming’s restaurant at the northeastern corner of the site; the six-screen Sundance Cinema at the southern end of the mall; the 13,200 square-foot Great Dane Pub located at the southeastern corner of Price Place and Heather Crest; the 151,000 square-foot store Target Store along University Avenue, and; the 96-unit Overlook at Hilldale apartments at N. Segoe Road and Frey Street. The Target store and 96-unit apartment buildings are part of the general development plan for Hilldale, but are governed by separate specific implementation plans.

**Surrounding Land Use and Zoning:** The core of the original shopping center being altered with this request is bounded by surface parking on the west and south, with a BMO Harris Bank office building located further to the south. A post office branch and three-story office building sit above the western parking lot of the center along N. Segoe Road. Properties along the west side of Sawyer Terrace across from the western edge of Hilldale include medium- and high-density multi-family buildings and the West Madison Senior Center.

**Adopted Land Use Plans:** The Comprehensive Plan recommends Hilldale Shopping Center for Community Mixed-Use and Transit-Oriented Development.

**Zoning Summary:** The property will be zoned Amended PD-GDP-SIP. The project will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Urban Design District 6, Utility Easements, Barrier Free
No:	Floodplain, Wellhead Protection, Waterfront Development, Landmark
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>	

**Environmental Corridor Status:** The property is not located within a mapped environmental corridor (Map C8).

**Public Utilities and Services:** The site is served by a full range of urban services, including seven-day Metro Transit service.

## 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 to allow the addition of two parking structures containing 668 parking spaces, 4 retail buildings opposite the east wall of the mall core totaling 71,190 square feet and 40 condominium units in four townhouse 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.

## **Project Description**

The applicant is requesting approval of a major alteration to the Planned Development zoning for Hilldale Shopping Center to remake the portion of the mall core located between Metcalfe's Market and Macy's, which the application materials refer to as the "north wing". The proposed alteration calls for approximately 70,000 square feet of the original 1963 indoor shopping mall, which was previously estimated to include 349,450 square feet of retail space, to be converted into exterior-facing retail spaces. The new spaces, which will total 60,000 square feet of building area, will front onto the west side of Price Place opposite the newer retail buildings constructed by the previous owner of the center circa 2006, as well as onto a new east-west pedestrian corridor that will bisect the mall core. The amendment area extends from the north wall of the two-story Macy's building north to the limits of the Metcalfe's and includes the loading dock located along the western wall of the mall core and the eastern wall of the building extending from the grocery pick-up area to the atrium outside of the main entrance to the department store (see Sheet L100).

Site improvements proposed include the installation of a continuous minimum 8-foot wide sidewalk adjacent to the western wall of the renovated north wing. The drive aisle along the west side of the mall core will be 30 feet in width. New landscaping islands will be constructed on the west side of this drive to channel traffic through this portion of the center where currently a combination of raised and painted islands is located. Seven new parking stalls will be added along the east side of the drive adjacent to the western wall of the new retail spaces. The plans call for brick piers and new vegetative screen panels to be installed to replace the existing screens for the mall loading dock, which will remain. Along the east side of the north wing, the applicant proposes to reconstruct the sidewalk between the proposed eastern wall and Price Place. No other changes to Price Place are proposed.

The new east-west corridor will be a minimum of 30 feet wide and will be lined with storefronts on both its north and south sides. A new north-facing entrance to Macy's is also proposed to replace the northern entrance to the store from the interior mall corridor. The floorplans submitted with the alteration indicate that up to 25 tenant spaces may result from the proposed conversion, including 9 spaces that will face east onto Price Place. The spaces depicted on Sheet A100 range in size from 850 square feet to 5,304 square feet, though the final size and configuration of the retail spaces will vary based on individual tenant leases and storefront build-out.

Typical elevations of the renovated north wing show tall one-story profiles with a variety of potential storefront finishes. Like the finishes of the newer retail buildings on the east side of Price Place, the exterior finishes and signage for the individual tenant spaces will be approved by Planning Division staff prior to the issuance of permits for final tenant finish.

## **Analysis and Conclusion**

Since 2005, Hilldale has evolved from a moribund, suburban shopping center into a more urban mixed-use center that features a wide range of retail, service and entertainment uses served by a combination of surface and structured parking, as well as approximately 135 residential units. However, while significant portions of the overall center have been reinvigorated by the recent redevelopment efforts, the amount of activity in the indoor mall has somewhat languished. The proposed conversion of the north wing of the original enclosed mall into

exterior-facing storefronts should continue the transformation of the center into a dynamic and vibrant mixed-use center begun by the previous owner of Hilldale, which staff believes comports to the community mixed-use and transit-oriented development recommendations for the site and nearby properties in the Comprehensive Plan.

Staff believes that the Amended PD-GDP-SIP to convert the indoor retail spaces into exterior-facing retail spaces can meet the standards for approval for planned developments. The project should not create any undue burden on municipal services or negatively impact the traffic or circulation network within and surrounding the center. The creation of storefronts along the west side of Price Place should result in an engaging, pedestrian-oriented shopping environment to match the level of activity on the east side of the private street. Similarly, staff believes the creation of the outdoor retail corridor north of Macy's and the improvements on the west side of the mall core should improve the pedestrian environment on that side of the center and create more activity, which to date, has not matched the level of activity on the east side.

## **Recommendation**

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment IDs 28.022–00078 and 28.022–00079, amending the PD-GDP-SIP zoning for Hilldale Shopping Center, generally addressed as 702 N. Midvale Boulevard, to the Common Council with a recommendation of **approval**, subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

1. The development plans shall be revised for final Planning Division approval prior to recording and the issuance of building permits as follows:
  - 1a. Provide a detailed breakdown of the existing and proposed gross floor area and leasable retail space in the overall mall core building, including the data for the buildings not included with this project scope (Macy's, Metcalfe's Sundance, etc.);
  - 1b. Show the overall height of the brick piers and screen panels proposed to screen the loading dock;
  - 1c. Provide dimensions for the sidewalk between the proposed eastern wall and Price Place and the new east-west walkway on Sheet L101.
2. That the applicant submit building elevations and any other relevant materials to the Planning Division for approval of the exterior finishes of individual tenant spaces. Such plans shall include contextual information showing the relationship between the exterior finishes proposed and the remainder of the retail corridor.
3. That no utilities, water meters, air conditioning units, telephone or electric equipment storage, or exhaust vents be located in any yard of the building adjacent to a public street or private drive. All such equipment regardless of location shall be adequately screened from public view.
4. This Amended PD-GDP-SIP shall be subject to the existing 2010 zoning text for Hilldale Shopping Center.

**The following conditions have been submitted by reviewing agencies:**

### **City Engineering Division** (Contact Janet Dailey, 261-9688)

Comments from this agency are anticipated and will be provided once they are available.

**Traffic Engineering Division** (Contact Eric Halvorson, 266-6527)

5. The applicant shall provide a clearly defined 5-foot wide walkway clear of all obstructions to assist citizens with disabilities, especially those who use a wheelchair or are visually impaired. Obstructions include but are not limited to tree grates, planters, benches, parked vehicle overhang, signage and doors that swing outward into walkway.
6. All pedestrian ramps shall be squared to the crosswalks to assist pedestrian movements.
7. When the applicant submits plans for approval, the applicant shall show the following on one contiguous plan: existing items in the terrace (e.g., signs and street light poles), type of surfaces, percent of slope, existing and proposed property lines, addresses, all easements, all pavement markings, building placement, adjacent driveway approaches to lots on either side and across the street, signage, semitrailer movements and vehicle routes, dimensions of radii, aisles, driveways, parking stall dimensions including the 2 feet overhang on a scaled drawing at 1" = 20'. Contact the Traffic Engineering Division if you have questions.

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

This agency did not provide comments for this request.

**Fire Department** (Contact Bill Sullivan, 261-9658)

8. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances. Additional discussions are required to evaluate the existing fire and life safety systems and how best to modify these systems to accommodate the proposed building changes.

**Water Utility** (Contact Dennis Cawley, 261-9243)

9. The Madison Water Utility shall be notified to remove the water meters prior to demolition. All operating private wells shall be identified and permitted by the Madison Water Utility and all unused private wells shall be abandoned in accordance with MGO Sec. 13.21.

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

This agency did not provide comments for this request.

**Parks Division** (Contact Kay Rutledge, 266-4714)

10. Approval of plans for this project does not include any approval to prune, remove or plant trees in the public right of way. Permission for such activities must be obtained from the City Forester, 266-4816.