



PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: 702 North Midvale Boulevard & 401 North Segoe Road
Application Type: Planned Development (PD) – Initial/Final Approval is Requested
Legistar File ID # [67176](#)
Prepared By: Kevin Firchow, Acting UDC Secretary

Background Information

Applicant | Contact: Brian Munson, Vandewalle & Associates | 401 N. Segoe, LLC & Hilldale Shopping Center, LLC

Project Description: The applicant is seeking initial/final approval for a Planned Development-General Development Plan (PD-GDP) of redevelopment activities at Hilldale Shopping Center. This is labeled as “Phase 3” in the submitted materials and includes the former BMO bank building and a portion of the current shopping center with new residential, office, hotel and retail uses, in addition to a new public open space.

Project Schedule:

- The UDC received an informational presentation on September 22, 2021.
- The Plan Commission is scheduled to review this proposal on January 10, 2022.
- The Common Council is scheduled to review this rezoning request on January 18, 2022.

Approval Standards:

The UDC is an **approving body** on this request in regards to its location within Urban Design District 6 (“UDD 6”). Under those standards, the Urban Design Commission shall review the proposed project using the design standards and guidelines for that district in MGO Section 33.24(9).

The UDC is also an **advisory body** on the PD request. As with any Planned Development, the Urban Design Commission is required to provide a recommendation to the Plan Commission with specific findings on the design objectives listed in Zoning Code sections 28.098(1), Statement of Purpose, and (2), Standards for Approval (PD Standards Attached).

Summary of Design Considerations and Recommendations.

Planning Division staff requests that the UDC base its decision on the aforementioned standards and guidelines for UDD 6 and Planned Developments. Staff notes that only the General Development Plan is before the Commission at this time.

Summary of Design Considerations

Staff notes the following design considerations.

- **Segoe and Vernon Orientation and Activation.** As previously noted, staff believes the proposed development concept has relatively strong orientation to Heather Crest and Price Place, portions of which are private streets. As part of pre-application discussions, staff have also encouraged the development team look for ways to also improve the site’s orientation to the abutting public streets of North Segoe Road and Vernon Boulevard. Staff notes that for Regional Mixed Use-recommended areas, such as Hilldale, the [Comprehensive Plan](#) recommends that such areas provide an urban environment

characterized by a pedestrian-friendly public street network with buildings located close to the street and or/ otherwise and include pedestrian amenities such as plazas and landscaping. Parking is recommended to be behind buildings or screened from the street. The Segoe-side of the site currently has the least amount of activation. In regards to the Vernon frontage, staff understands from discussions with the development team that the proposed 5-6 story building is planned to be oriented with entrances towards Vernon and that the adjacent parking lot to the north is intended to serve the commercial development.

Finally, as a reference, staff notes the following comments from Commission at the September 22, 2021 informational presentation:

- The stairway/seating area behind Macy's is often used, could there be a bit of a small tree-lined space kept with some seating there instead of parking? Or any opportunity to have greenspace like the one south of the parking to give a little back to the residents just west of that.
- Hilldale has come a long way from Gimbel's. Some has been exciting for the City, but like State Street and the retail, I'm wondering if there's anything that can be done with the design towards affordability and accessibility. What kind of housing are you considering, and what kind of retail because right now it's nice but it might be prohibitive for part of the population.
- Price Place as the primary entrance, you might have competition with people coming up Heather Crest, maybe address that with signage or an entrance wall.
- Exciting project, appreciate the change in brick materials at the plaza to empower the pedestrians to take over the street and make that a free flowing crossing. Huge win you're reducing parking on the site. Have you considered making that a bus and bike only through Heather Crest?
- I like the bridge cut through to the plaza, it gives pedestrians yet another way to get to that plaza which is a nice area. We're all looking forward to some more definition to the buildings.
- Commend you on the continual reinvestment in the property. You constantly seem to be raising the bar in terms of design and lessons learned on previous projects. Really excited to see this project and proposal. The importance of the streetscape to what you've done so far and what you'll do in the future. Thinking about how on-street parking sets up a quality pedestrian environment and having that buffer, I see you starting to pick up on that.
- Street trees and tree plantings in general, seeing how successful the trees have been with the Silva cells or structure vaults in the mews space, very meaningful investment in terms of urban design. Consider that beyond just the typical tree grates that you invest in those trees.
- Love the center plaza piece, lot of great things happening there. What you're doing along AMC is really important and going to be really beneficial to break up those large blank façades.
- Regarding circulation, mall patrons and neighborhood residents use the mall as a walking and circulation experience, the connection of the plaza and 300 and 400 buildings back around to Café Hollander and thinking about those spaces, how people from the plaza are going to want to cut through this new mews space diagonally through the parking lot, possibly providing another route to make sure people have a safe route.
- Stormwater combined with the parking lot piece, this is part of a storied watershed feeding into stormwater issues on University Avenue in what was historically lowland, making sure you're doing your part to head that off upstream, create pervious surface wherever you can.
- The parking lot where the plaza is today in the 200 building, that's the go to parking spot for a lot of the other businesses. In terms of wayfinding, making sure that public parking is intuitive so people aren't circulating round and round the space in their cars. There's still a lot of cars coming here.
- Rooftop opportunities for green roofs and capturing stormwater.
- I do like what I'm seeing, but the response to the affordability question was lackluster. Hilldale currently is not inclusive and here is a huge opportunity for racial justice. It's very exclusive, keep that in mind with the elements of housing and retail.

ATTACHMENT
PD Zoning Statement of Purpose and Standards

28.098 (1) Statement of Purpose.

The Planned Development (PD) District is established to provide a voluntary regulatory framework as a means to facilitate the unique development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations, and that features high-quality architecture and building materials. In addition, the Planned Development District is intended to achieve one or more of the following objectives:

- (a) Promotion of green building technologies, low-impact development techniques for stormwater management, and other innovative measures that encourage sustainable development.
- (b) Promotion of integrated land uses allowing for a mixture of residential, commercial, and public facilities along corridors and in transitional areas, with enhanced pedestrian, bicycle and transit connections and amenities.
- (c) Preservation and enhancement of important environmental features through careful and sensitive placement of buildings and facilities.
- (d) Preservation of historic buildings, structures, or landscape features through adaptive reuse of public or private preservation of land.
- (e) Provision of more adequate, usable, and suitably located open space, recreational amenities, and other public facilities than would otherwise be provided under conventional land development techniques.
- (f) Facilitation of high-quality development that is consistent with the goals, objectives, policies, and recommendations of the Comprehensive Plan and adopted neighborhood, corridor or special area plans.

28.098(2) Approval Standards for Project

The standards for approval of a zoning map amendment to the PD District, or any major alteration to an approved General Development Plan, are as follows:

- (a) The applicant shall demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of (1) above. Conditions under which planned development may be appropriate include:
 - 1. Site conditions such as steep topography or other unusual physical features; or
 - 2. Redevelopment of an existing area or use of an infill site that could not be reasonably developed under base zoning district requirements.
- (b) The PD District plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.
- (c) The PD District plan shall not adversely affect the economic health of the City or the area of the City where the development is proposed. The City shall be able to provide municipal services to the property where the planned development is proposed without a significant increase of the cost of providing those services or economic impact on municipal utilities serving that area.

- (d) The PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. A traffic demand management plan may be required as a way to resolve traffic and parking concerns. The Plan shall include measurable goals, strategies, and actions to encourage travelers to use alternatives to driving alone, especially at congested times of day. Strategies and actions may include, but are not limited to, carpools and vanpools; public and private transit; promotion of bicycling, walking and other non-motorized travel; flexible work schedules and parking management programs to substantially reduce automobile trips.
- (e) The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District.
- (f) The PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement.
- (g) The PD district shall include suitable assurances that each phase could be completed in a manner that would not result in an adverse effect upon the community as a result of termination at that point.
- (h) When applying the above standards to an application for height in excess of that allowed in Section 28.071(2)(a) Downtown Height Map, except as provided for in Section 28.071(2)(a)1. and Section 28.071(2)(b), the Plan Commission shall consider the recommendations in adopted plans and no application for excess height shall be granted by the Plan Commission unless it finds that all of the following conditions are present:
 - 1. The excess height is compatible with the existing or planned (if the recommendations in the Downtown Plan call for changes) character of the surrounding area, including but not limited to the scale, mass, rhythm, and setbacks of buildings and relationships to street frontages and public spaces.
 - 2. The excess height allows for a demonstrated higher quality building than could be achieved without the additional stories.
 - 3. The scale, massing and design of new buildings complement and positively contribute to the setting of any landmark buildings within or adjacent to the project and create a pleasing visual relationship with them.
 - 4. For projects proposed in priority viewsheds and other views and vistas identified on the Views and Vistas Map in the City of Madison Downtown Plan, there are no negative impacts on the viewshed as demonstrated by viewshed studies prepared by the applicant.
- (i) When applying the above standards to an application to reduce or eliminate stepbacks required by Section 28.071(2)(c) Downtown Stepback Map, the Plan Commission shall consider the recommendations in adopted plans, including the downtown plan. No application to reduce or eliminate stepbacks may be granted unless it finds that all of the following conditions are present:
 - 1. The lot is a corner parcel.
 - 2. The lot is not part of a larger assemblage of properties.
 - 3. The entire lot is vacant or improved with only a surface parking lot.
 - 4. No principal buildings on the lot have been demolished or removed since the effective date of this ordinance