

# PLANNING DIVISION STAFF REPORT

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JULY 27, 2016 URBAN DESIGN COMMISSION

AUGUST 8, 2016 PLAN COMMISSION



**Project Address:** 702 N. Midvale Boulevard

**Application Type:** Amended Planned Development (PD) District–General Development Plan and Specific Implementation Plan

**Legistar File ID #** [43647](#)

**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; 33 Boylston Street; Chestnut Hill, Massachusetts.

**Contact:** Cliff Goodhart, Eppstein Uhen Architects; 309 W. Johnson Street #202; Madison.

**Requested Actions:** Approval of a major amendment to the Planned Development zoning for Hilldale Shopping Center at 702 N. Midvale Boulevard to allow the redevelopment of the section of Hilldale Shopping Center between Macy's and Sundance Cinemas through the conversion of enclosed retail spaces into exterior-facing retail spaces.

**Proposal Summary:** The proposal calls for the reconfiguration and conversion of the portion of Hilldale Shopping Center located between Macy's and Sundance Cinemas from retail spaces accessed from an indoor corridor into retail spaces accessed from exterior entrances located along the west side of [private] Price Place, with additional surface parking and a landscaped courtyard proposed along the west side of Price Place. Construction of the proposed development will commence in October 2016, with completion anticipated in October 2017.

**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 district is outlined in Section 28.098 of the Zoning Code.

**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 28.022–00243 and 28.022–00244, 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** following a recommendation by the Urban Design Commission, 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 (Gruber); Madison Metropolitan School District; Urban Design District 6.

**Existing Conditions and Land Use:** The Hilldale Shopping Center Planned Development includes the indoor shopping mall between Macy's and the Sundance Cinema and University Bookstore); 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 recently constructed exterior-facing retail spaces located between Macy's and Metcalfe's Market; 40 condominium units in four 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: Jenny Kirchgatter, Asst. Zoning Administrator</i>	

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

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

## Previous Approvals and Related Requests

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.

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.

## **Project Description, Analysis and Conclusion**

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 Macy’s and Sundance Cinemas. The area of the proposed alteration currently contains approximately 55,000 square feet of commercial space centered on a north-south indoor corridor that extends past the eastern wall of Macy’s south to between the cinema and University Bookstore entrances from the mall. The proposed alteration calls for approximately 10,000 square feet of that space to be demolished, including the commercial spaces on the east side of the corridor as well as the corridor itself. New exterior storefront facades will be constructed roughly where the facades of the storefronts on the west side of the indoor corridor are located, with the demolished area to be redeveloped as a landscaped open air courtyard. Nine additional parking stalls are proposed along the west side of Price Place as part of the project. [See Sheet L-101 for details of the courtyard and parking.]

The floorplans submitted with the alteration indicate that approximately seven new tenant spaces may result from the proposed conversion, with the final size and configuration of the retail spaces to vary based on individual tenant leases and storefront build-out. As part of the proposed conversion, a new lobby will be constructed for the cinemas facing the proposed courtyard. Typical elevations of the renovated building show tall one-story profiles with a variety of potential storefront finishes. Like the finishes of the other newer retail buildings constructed elsewhere throughout Hilldale since 2005, 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.

The Planning Division believes that the Amended PD(GDP-SIP) to convert the indoor retail spaces located between Macy’s and Sundance Cinemas into exterior-facing commercial spaces can meet the standards for approval for Planned Developments in Section 28.098 of the Zoning Code. 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 additional exterior-oriented storefronts along the west side of Price Place should further the engaging, pedestrian-oriented shopping environment first created by the additions to Hilldale a decade ago, and expanded when the section of the original mall between Macy’s and Metcalfe’s Market was reconstructed to exterior-oriented spaces in 2014. Staff believes that the proposed alterations comport to the Community Mixed-Use and Transit-Oriented Development recommendations for the site and nearby properties in the Comprehensive Plan, and continue the evolution of Hilldale from an auto-oriented, suburban-style shopping center into a thriving, walkable 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.

## Recommendation

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment IDs 28.022–00243 and 28.022–00244, 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** following a recommendation by the Urban Design Commission and subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

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

1. The development plans shall be revised for final Planning Division approval prior to recording and the issuance of building permits to provide a detailed breakdown of the existing and proposed gross floor area and leasable commercial space throughout Hilldale Shopping Center, including in the overall mall core building, pad sites, and detached commercial buildings along Price Place.
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 Tim Troester, 267-1995)

5. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service.
6. This project falls in the Rock River TMDL Zone and is subject to increased erosion control enforcement as authorized by Resolution 14-00043 passed by the Common Council on January 21, 2014. The project will be expected to meet a higher standard of erosion control than the minimum standards set by the Wisconsin Department Natural Resources (WDNR).
7. The applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the City Engineering Division (Storm/Sanitary Section). The digital CAD file shall be to scale and represent final construction. The CAD file shall be in a designated coordinate system (preferably Dane County WISCRS, US Ft). The single CAD file submittal can be either AutoCAD (dwg) Version 2013 or older, MicroStation (dgn) V8i Select Series 3 or older, or Universal (dxf) format and shall contain the only the following data, each on a separate layer name/level number. The digital copies shall be drawn to scale and represent final construction including: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious

areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.); right-of-way lines (public and private); plat name and lot lines (metes & bounds parcel lines if unplatted); platted lot numbers (noted “unplatted lands” if not platted); lot/plat property dimensions; street names; private on-site sanitary sewer utilities (including all connections to public sanitary); private on-site storm sewer utilities (including all connections to public storm). The CAD file will only be required prior to final plan review so that multiple files do not need to be supplied or reviewed. E-mail CAD file transmissions are preferred to: [jbenedict@cityofmadison.com](mailto:jbenedict@cityofmadison.com) or [ttroester@cityofmadison.com](mailto:ttroester@cityofmadison.com) . The party responsible for the CAD file e-mail transmission shall include the project site address in the email subject line. Any changes or additions to the location of the building, private utilities, sidewalks, parking/pavement during construction will require a new CAD file transmittal.

8. The applicant shall submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: [bstanley@cityofmadison.com](mailto:bstanley@cityofmadison.com) (East) or [ttroester@cityofmadison.com](mailto:ttroester@cityofmadison.com) (West). The digital copies shall be to scale, and shall have a scale bar on the plan set. (POLICY and MGO 37.09(2)) PDF submittals shall contain the following information: a) Building Footprints; b) Internal Walkway Areas; c) Internal Site Parking Areas; d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.); e) Right-of-Way lines (public and private); f) Lot lines or parcel lines if unplatted; g) Lot numbers or the words unplatted; h) Lot/Plat dimensions; i) Street names; j) Stormwater Management Facilities; k) Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans).
9. Storm sewer to serve this development has been designed and constructed. The site plans shall be revised to identify the location of this storm sewer and to show connection of an internal drainage system to the existing public storm sewer.
10. For commercial sites less than 1 acre in disturbance, the City of Madison is an approved agent of the Department of Commerce and Wisconsin Department of Natural Resources (WDNR). As this project is on a site with disturbance area less than 1 acre, and contains a commercial building, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required.
11. Submit a draft Stormwater Management Maintenance Agreement (SWMA) for review and approval that covers inspection and maintenance requirements for any BMP used to meet stormwater management requirements on this project. Include copies of all stormwater, utility, and detail plan sheets that contain stormwater practices on 8.5 x 14” size paper in the draft document. These drawings do not need to be to scale as they are for informational purposes only. Once City Engineering staff has reviewed the draft document and approved it with any required revisions, submit a signed and notarized original copy to City Engineering. Include a check for \$30.00 made out to Dane County Register of Deeds for the recording fee. City Engineering will forward the document and fee for recording at the time of issuance of the stormwater management permit. The draft SWMA document can be emailed to Tim Troester (west) at [ttroester@cityofmadison.com](mailto:ttroester@cityofmadison.com), or Jeff Benedict (east) at [jbenedict@cityofmadison.com](mailto:jbenedict@cityofmadison.com). The final document and fee should be submitted to City Engineering.
12. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 5.0-tons per acre per year.

13. Prior to approval, this project shall comply with Chapter 37 of Madison General Ordinances regarding stormwater management. Specifically, this development is required to reduce TSS by 80% off of the proposed development when compared with the existing site. Oil and grease control is required.
14. Complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by Chapter 37 of Madison General Ordinances.

**City Engineering Division—Mapping Section** (Contact Jeff Quamme, 266-4097)

15. Submit a PDF of all floor plans to [izenchenko@cityofmadison.com](mailto:izenchenko@cityofmadison.com) so that a preliminary interior addressing plan can be developed. If there are any changes pertaining to the location of a unit, the deletion or addition of a unit, or to the location of the entrance into any unit, (before, during, or after construction) the addresses may need to be changed. The interior address plan is subject to the review and approval of the Fire Marshal.
16. On Sheet FP100 (and elsewhere), delete references to Kelab Drive and the northerly section and easterly section of Hilldale Way. Hilldale Way is designated for the west section of pavement only.

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

17. The applicant shall submit one contiguous plan for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
18. The developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City-owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
19. The City Traffic Engineer may require public signing and marking related to the development; the developer shall be financially responsible for such signing and marking.
20. All parking facility design shall conform to the standards in MGO Section 10.08(6).
21. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by the Traffic Engineering Division.
22. The applicant shall provide a clearly defined 5-foot walkway clear of all obstructions to assist citizens with disabilities, especially those who use a wheel chair 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 the walkway.

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

23. Parking requirements for persons with disabilities must comply with Section 28.141(4)(e). Final plans shall show the required accessible stalls including van accessible stalls. One (1) stall in every six (6) must be van accessible. A van accessible stall is a minimum of 8 feet wide with an 8 foot wide striped access aisle. Show the required signage at the head of the stalls.
24. 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.
25. Submit a rooftop plan showing the location of any proposed rooftop mechanical equipment and screening. All rooftop and ground level mechanical equipment and utilities shall be fully screened from view from any street or residential district per Section 28.142(9)(d).
26. Build-out of individual tenant spaces will require approval by Zoning and Urban Design staff prior to issuance of building permits. Include detailed storefront elevations with building materials and colors identified for building permit plan review.
27. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances and Chapter 33 Urban Design ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.
28. 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.

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

29. Re-establish addresses that comply with Madison General Ordinances.
30. All fire alarm initiating devices shall be addressable and report the tenant address where the device is located/ serving.

**Water Utility** (Contact Adam Wiederhoeft, 266-9121)

31. Note: 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.

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

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

**Parks Division** (Contact Janet Schmidt, 261-9688)

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