



Report to the Plan Commission

May 24, 2010

Legistar I.D. #18511
88 Hawks Landing Circle
Conditional Use Alteration

Report Prepared By:
Timothy M. Parks, Planner
Planning Division

Requested Action: Approval of a major alteration to an existing conditional use to allow construction of an addition to an existing golf clubhouse and construction of an indoor pool and tennis facility, all at 88 Hawks Landing Circle.

Applicable Regulations & Standards: Section 28.08(2)(c) identifies golf courses and their clubhouses and any structure over 10,000 square feet of total floor area as conditional uses in the R1 (Single-Family Residence District). The enclosed tennis and pool facility is considered accessory to the Hawks Landing Golf Club and clubhouse. Section 28.12 (11) provides the guidelines and regulations for the approval of conditional uses.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the conditional use standards met and **approve** a major alteration to the conditional use for 88 Hawks Landing Circle to allow construction of an addition to the existing Hawks Landing Golf Club clubhouse and construction of an indoor pool and tennis facility, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 of this report.

Background Information

Applicant & Property Owner: Jeff Haen, Hawks Landing Golf Corp.; 9 Hawks Landing Circle; Madison.

Agent: J. Randy Bruce, Knothe & Bruce Architects, LLC; 7601 University Avenue, Suite 201; Middleton..

Proposal: The applicant wishes to construct a 2,520 square-foot addition along the northerly wall of the existing Hawks Landing Golf Club clubhouse and a separate 56,435 square-foot indoor tennis and pool facility to be located north of the existing Hawks Landing Golf Club outdoor pool and in place of existing outdoor tennis courts. The project will commence construction this fall, with completion scheduled for Spring 2011.

Existing Conditions: The existing Hawks Landing pool and pool house are located at the northerly end of Hawks Landing Circle, with the outdoor tennis courts located further north along the easterly property line. The existing clubhouse is located west of the pool, with surface parking generally located between the clubhouse and tennis courts. The clubhouse, pool, tennis courts, surface parking and 8 of the golf course's holes are located on the 113.6-acre Lot 41 of the Hawks Landing Golf Club plat and are zoned R1 (Single-Family Residence District).

Parcel Location: Lot 41 is located in the center of the Hawks Landing development at the northerly end of Hawks Landing Circle, a public street that extends a distance of 1,000 feet north from Mid Town Road into the development and provides primary access to the golf course as well as the apartments and condominiums located to the south of the site. The subject site is located in Aldermanic District 1 (Sanborn); Madison Metropolitan School District.

Surrounding Land Use and Zoning:

North: Hawks Landing Golf Course, zoned R1 (Single-Family Residence District); undeveloped lands in the Town of Middleton;

South: Crosswinds at Hawks Landing Condominiums, zoned PUD-SIP; 184 existing and future apartments in six buildings with limited first floor commercial space (9-85 Hawks Landing Circle), zoned PUD-SIP;

East: Existing and future Hawks Reserve Condominiums (112 multi-family condominium units in 28 buildings at 1802 Maplecrest Drive), zoned PUD-SIP;

West: Hawks Landing Golf Course and single-family residences, zoned R1.

Adopted Land Use Plan: The Mid-Town Neighborhood Development Plan identifies the subject site (Lot 41) for park, drainage and open space uses consistent with the primary private golf club use of the property.

Environmental Corridor Status: Most of Lot 41 is located within the mapped environmental corridor, including the existing pool and tennis facilities and the site of the proposed indoor facility. The existing clubhouse is not located within the mapped corridor. As a condition of approval of the indoor tennis and pool facility, the applicant will be required to receive approval of an environmental corridor map amendment from the Capital Area Regional Planning Commission prior to construction commencing.

Public Utilities and Services: This property is served by a full range of urban services.

Zoning Summary: Existing R1 (Single-Family Residence District) zoning:

| Requirements | Required | Proposed |
|--|--|-------------------------------------|
| Lot Area | 6,000 sq. ft. | 4,948,091 sq. ft. (before CSM) |
| Lot Width | 50' | Adequate existing |
| Front Yard | 20' | Adequate |
| Side Yards | 10' minimum, 20' total | 40.5' (from easterly property line) |
| Rear Yard | 30' | Adequate |
| Floor Area Ratio | N/A | --- |
| Building Height | 3 stories/ 40 feet | 2 stories |
| No. Parking Stalls | 72 - golf course; 30% capacity of restaurant; 10% capacity of club | 246 (see cond. # 30, page 8) |
| Accessible Stalls | 7 | 4 (see cond. # 24a, page 7) |
| Loading | 1 | 0 (see cond. # 29, page 8) |
| No. Bike Parking Stalls | 24 | 0 (see cond. # 25, page 8) |
| Other Critical Zoning Items | | |
| Yes: | Utility Easements, Barrier Free | |
| No: | Urban Design, Floodplain, Wellhead Protection | |
| <i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i> | | |

Previous Approvals

On February 15, 2000, the Common Council approved the final plat of Hawks Landing Golf Club on 533 acres of land located west of CTH M on the north side of Mid Town Road as well as the rezoning of 11.2 acres located a half-mile west of CTH M on the north side of Mid Town Road to PUD-GDP zoning. The final plat was recorded on June 7, 2000.

Conditional use approval for the construction of the existing clubhouse, pool, pool house and various smaller golf course maintenance buildings was granted by the Plan Commission circa September 2000.

Project Review

The applicant is requesting approval of a major alteration to an existing conditional use for 88 Hawks Landing Circle to allow construction of a 2,520 square-foot addition along the northerly wall the existing Hawks Landing Golf Club clubhouse, and construction of a standalone 56,435 square-foot indoor pool and tennis facility. The subject site is part of a 113.6-acre parcel (platted as Lot 41 of Hawks Landing Golf Club) that extends through the center of the larger 533-acre Hawks Landing subdivision and includes 8 of the golf course's 18 holes in addition to the existing clubhouse, outdoor pool, pool house, 4 outdoor tennis courts and surface parking for the golf club, all of which are accessible from Hawks Landing Circle, a 1,000-foot long cul-de-sac that extends into Hawks Landing from Mid Town Road.

The existing clubhouse is an approximately 16,315 square-foot split-level structure located west of the Hawks Landing Circle cul-de-sac and west of the existing pool. The Craftsman-styled structure contains restrooms, locker rooms, a restaurant and bar, golf pro shop and golf cart storage. The 2,520 square-foot addition proposed along the northerly wall of the existing building will include space on the upper level for a conference room and additional office space for the golf course, while a new pro shop will be constructed on the lower level. Other spaces within the existing building will be reconfigured as shown on the attached floorplans. The exterior of the building will be designed and constructed in a similar fashion as the existing building. The proposed addition represents implementation of a second phase of the clubhouse building initially contemplated with the initial approval of that project in 2000, though in a slightly different configuration.

The proposed indoor pool and tennis facility will be constructed east of the clubhouse and north of the outdoor pool and an approximately 4,100 square-foot pool house building, which are located due north of the Hawks Landing Circle cul-de-sac. The 56,435 square-foot structure proposed will occupy space largely improved with open-air tennis courts, which will be removed. The L-shaped structure will include six tennis courts and a six-lane pool, as well as changing rooms, offices, a pro shop and a lounge. The tall one-story building will be constructed with horizontal aluminum siding above a stone base with a standing-seam roof colored to match other roofs within the development. Various Craftsman architectural elements are proposed to blend the pool and tennis facility with the clubhouse and pool house buildings nearby. The building, which will stand between 25 and 35 feet tall, will include vision glass on all four elevations, and pronounced metal architectural downspouts to provide modest vertical relief along the long, uninterrupted northern elevation.

The area generally located between the clubhouse and outdoor pool and tennis courts is occupied by 218 parking stalls accessed from a single private drive from Hawks Landing Circle. The eastern half of the existing parking lot will be reconstructed to accommodate the new indoor pool and tennis facility, with reconfigured drive aisles and parking aisles proposed along the western wall of the new building,

and new parking areas and a drop-off area generally located south of the new facility. The application indicates that 248 parking stalls will be provided as a result of the proposed site alteration.

The new indoor pool and tennis facility will be located approximately 40.5 feet from the eastern property line of the subject site, which is shared with the 112-unit, 28-building Hawks Reserve Condominium development recently approved for the adjacent parcel located at 1802 Maplecrest Drive. The area between the new pool and tennis facility and adjacent condominium development is characterized by a modest west-to-east grade and a line of mature trees that extends along most of the nearby property line, which is proposed to remain as part of both adjacent developments. The applicant also proposes to transplant approximately 20 mature columnar arborvitae trees along the eastern wall of the new building in an effort to modulate and soften the eastern façade.

Analysis & Conclusion

The Zoning Ordinance identifies golf courses and associated facilities, including in this case the pool and tennis facilities, as conditional uses in the R1 Single-Family Residence District. In addition, any structure over 10,000 square feet of total floor area is a conditional use in R1 zoning. Conditional use approval was originally granted for the existing clubhouse and outdoor pool circa September 2000. The 2,520 square-foot clubhouse addition and the new 56,435 square-foot indoor pool and tennis facility are considered major alterations to the existing conditional use site and require the Plan Commission to find the conditional use standards in Section 28.12(11) met to allow both aspects of the application to proceed.

Staff believes that the Plan Commission can find the standards met to allow the modest addition to the clubhouse to proceed. The addition is well-designed and represents implementation of a previously approved second phase of the clubhouse, albeit in a slightly different form.

Staff also believes that the proposed 56,435 square-foot indoor pool and tennis facility can meet the conditional use standards. Although the proposed facility is considerably larger than other buildings nearby, staff believes that the proposed facility will have little or no impact on the normal and orderly development or uses, values and enjoyment of surrounding properties, all of which are part of the larger Hawks Landing development. The applicant has worked closely with Planning Division staff to revise the building elevations and landscaping plan for the indoor pool and tennis facility to better integrate it into the residential and recreational/ open space context of the site.

As noted in the General Information section at the outset of this report, most of Lot 41 including the existing pool and tennis facilities and the site of the proposed indoor pool and tennis facility is located within the mapped environmental corridor. The existing clubhouse is not located within the mapped corridor. As a condition of approval of the indoor tennis and pool facility, the applicant will be required to receive approval of an environmental corridor map amendment from the Capital Area Regional Planning Commission prior to construction of that facility commencing.

Finally, the applicant is proposing a two-lot Certified Survey Map of Lot 41, which is being reviewed administratively concurrent with the subject conditional use alteration. As part of that CSM review, staff from the Planning, Traffic Engineering, Parks and City Engineering divisions is working with the applicant to provide an off-street private path system across this site and the adjacent Hawks Reserve Condominium site on Maplecrest Drive to implement the connectivity through the Hawks Landing Golf Club plat that was originally called for in the Mid-Town Neighborhood Development Plan. That plan called for a series of off-street paths to connect different areas of the larger 533-acre subdivision to one

another, which were not connected to one another by streets as they might have ordinarily been due to site topography and the layout of the golf course. Elements of the off-street path network have been implemented with other aspects of the Hawks Landing development. However, the path network has not been completed across Lot 41 and the adjacent Lot 53/ 1802 Maplecrest Drive site to date. Staff proposes a condition of approval for the subject conditional use requiring that the applicant identify the location of those off-street paths across the subject site on the CSM in a location mutually agreeable to the applicant and City staff, and that the CSM be approved and recorded prior to construction of the indoor pool and tennis facility commencing.

Staff Recommendations, Conditions of Approval & General Ordinance Requirements

Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** a major alteration to the conditional use for 88 Hawks Landing Circle to allow construction of an addition to the existing Hawks Landing Golf Club clubhouse and construction of an indoor pool and tennis facility at 88 Hawks Landing Circle, subject to input at the public hearing, the following Planning Division conditions, and the conditions from reviewing agencies:

1. That the plans be revised per Planning Division approval prior to final signoff and issuance of building permits as follows:
 - 1a. note the overall height of the indoor pool and tennis facility to the tallest point of that structure;
 - 1b. revise the landscaping and grading plans to show the existing tree line along the eastern property line, with a note that those trees will remain as part of this project and the adjacent project (being developed by the applicant) at 1802 Maplecrest Drive;
 - 1c. revise Sheet C-1 of the plan set to clearly identify the total number of parking stalls located on the subject site and the gross floor area of the buildings shown, including the existing and proposed floor areas of the clubhouse and the existing floor area of the pool house.
2. That the applicant receive approval from the Capital Area Regional Planning Commission of a revision to the environmental corridor map for the indoor pool and tennis project prior to issuance of building permits for that facility.
3. That the applicant identify the location of off-street paths across the subject site on the concurrent Certified Survey Map (CSM) and that the CSM be approved and recorded prior to the issuance of building permits for the indoor pool and tennis facility. The off-street paths created across Lot 41 shall include language assuring the open and unobstructed use of these paths in perpetuity.

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

4. The proposed improvements reside within an Environmental Corridor and must have that status removed prior to final approval. The developer shall make a formal request for removal through the City and Capital Area Regional Planning Commission prior to final approval and commencement of construction.
5. This development is subject to Impact Fees for Upper Badger Mill Creek.

6. Private storm and sanitary appear to be shared with other lot or lots. Provide an agreement for shared ownership or use of these sewers.
7. The applicant shall coordinate with Planning, Traffic Engineering, Parks and City Engineering Staff to provide an off-street path system, in a mutually agreeable location(s), to provide better connectivity within the Hawks Landing Golf Club plat as called for in the adopted neighborhood development plan.
8. The approved address for the indoor tennis and swim facility is 94 Hawks Landing Circle.

9. The plan set shall be revised to show a proposed private internal drainage system on the site. This information shall include the depths and locations of structures and the type of pipe to be used.
10. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the 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 7.5-tons per acre per year.
11. Effective January 1, 2010, the Department of Commerce's authority to permit commercial sites, with over one acre of disturbance for stormwater management and erosion control has been transferred to the Wisconsin Department of Natural Resources (WDNR). The WDNR does not have an authorized local program transferring this authority to the City of Madison. The City of Madison has been required by the WDNR to continue to review projects for compliance with NR-216 and NR-151, but a separate permit submittal is now required from the WDNR for this work as well.

As this site is greater than one acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the DNR, prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Please contact Eric Rortved of the WDNR at 273-5612 to discuss this requirement.

12. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to detain the 2, 10, and 100-year storm events; control 80% TSS (5 micron particle) off of new paved surfaces and complete an erosion control plan; provide infiltration in accordance with Chapter 37 of the Madison General Ordinances; provide substantial thermal control, 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 the Madison General Ordinances.
13. The applicant shall submit, prior to plan signoff, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain only the following data, each on a separate layer name/level number: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas lot lines; lot/ plat lines, dimensions and labels; right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
14. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and

right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).

15. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc., and; sediment loading calculations. If calculations are done by hand or are not available electronically the hand copies or printed output shall be scanned to a PDF file and provided.
16. 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.

Traffic Engineering Division (Contact John Leach, 267-8755)

17. With the additional development, the applicant shall execute an updated declaration of conditions and covenants for future traffic signals prior to sign off. The applicant may need to provide a deposit for their reasonable and proportionate share of traffic signal costs at the intersection of Hawks Landing Circle and Midtown Road.

18. The applicant shall indicate the type of City approved bicycle racks to be installed and locations. The bike rack should be located by the entrances to the buildings.

19. When the applicant submits final plans for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, one contiguous plan (showing all easements, all pavement markings, building placement, and stalls), adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2-foot overhang, and a scaled drawing at 1" = 20'.

20. A "Stop" sign shall be installed at a height of 7 feet at all driveway approaches. All signs at the approaches shall be installed behind the property line. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.

21. The applicant shall dimension all proposed and exiting surface parking areas for stalls and backing up according to Figures II of the ordinance using the 9-foot or wider stall for the commercial/retail area.

22. The parking facility shall be modified to provide for adequate internal circulation for vehicles. This can be accommodated by eliminating a parking stall at the dead ends. The eliminated stall shall be modified to provide a turnaround area 10 to 12 feet in width and signed "No Parking Anytime."

23. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

Zoning Administrator (Contact Pat Anderson, 266-5978)

24. Parking requirements for persons with disabilities must comply with MGO Section 28.11 (3)6.(m) which includes all applicable State accessible requirements, including but not limited to:
 - a.) Provide minimum of 7 accessible stalls striped per State requirements. A minimum of one of the stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent.

- b.) Show signage at the head of the stalls. Accessible signs shall be a minimum of 60" between the bottom of the sign and the ground.
 - c.) Show the accessible path from the stalls to the building. The stalls shall be as near the accessible entrance or elevator as possible. Show ramps, curbs, or wheel stops where required.
25. Bike parking shall comply with MGO Section 28.11. Provide 24 bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. The lockable enclosed lockers or racks or equivalent structures in or upon which the bicycle may be locked by the user shall be securely anchored to the ground or building to prevent the lockers or racks from being removed from the location. Note: A bike-parking stall is 2 feet by 6 feet with a 5-foot access area.
26. Signage approvals are not granted by the Plan Commission. Signage must be approved by the Urban Design Commission and Zoning staff for compliance with MGO Section 31, Sign Code, and MGO Section 33, the Urban Design ordinance. Sign permits must be issued by the Zoning Section of the Department of Planning and Community & Economic Development prior to sign installations.
27. Off-street parking requirement shall comply with MGO Sections 28.04 (12) and 28.11: Parking lot plans with greater than twenty (20) stalls, landscape plans must be stamped by a registered landscape architect. Provide a landscape worksheet with the final plans that shows that the landscaping provided meets the point and required tree ordinances. In order to count toward required points, the landscaping shall be within 15' and 20' of the parking lot depending on the type of landscape element. (Note: The required trees do not count toward the landscape point total.)
28. Lighting is required and shall be in accordance with MGO Section 10.085: Provide a plan showing at least .5 foot candle on any surface on any lot and an average of .75 footcandles. The maximum light trespass shall be 0.5 footcandle at 10 feet from the adjacent lot line. (See City of Madison Lighting Ordinance).
29. Provide one 10' x 35' loading area with 14 feet of vertical clearance to be shown on the plan. The loading area shall be exclusive of drive aisle and maneuvering space.
30. Final plan sets shall provide the capacity of all buildings for the calculations of the parking required. For the Clubhouse separate the restaurant and bar from the overall total.

Parks Division (Contact Ray Rutledge, 266-4714)

31. The developer should work cooperatively with Parks, Planning, City Engineering and Traffic Engineering staff to help provide connectivity throughout the Hawks Landing development project.

Fire Department (Contact Scott Strassburg, 261-9843)

32. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.

Water Utility (Contact Dennis Cawley, 261-9243)

33. The utility plan shall be revised to show the proposed water service lateral connecting to an existing

public water main. The Water Utility will not need to sign off the final plans, nor need a copy of the approved plans.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit comments for this request.

Police Department (Contact Frank Chandler, 266-4238)

This agency did not submit comments for this request.