



PREPARED FOR THE PLAN COMMISSION

Project Address: 4145 Country Club Road
Application Type: Demolition Permit and Conditional Use
Legistar File ID # [65139](#)
Prepared By: Timothy M. Parks, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant: Wyatt Johnson, Potter Lawson, Inc.; 749 University Row, Suite 300; Madison.

Property Owner: Nakoma Golf Club, Inc.; 4145 Country Club Road; Madison.

Requested Action: Consideration of a demolition permit to demolish an existing pool house; consideration of a conditional use in the PR (Parks and Recreation) zoning district for outdoor recreation; and consideration of a conditional use in the PR zoning district for a private club to allow demolition of an existing pool and pool house and construction of a new pool and pool house for Nakoma Golf Club.

Proposal Summary: Nakoma Golf Club is requesting approvals to replace its existing lap pool and diving pool with a larger lap pool, diving pool, and wading pool. Two platform tennis courts will be added south of the existing at-grade tennis courts, which are intended for year-round use. The project will require the demolition of the existing pool house, pool deck, and regrading of the site to accommodate the increased footprint of the pool deck and new platform tennis courts. A new 5,950 square-foot pool house is proposed to replace the existing 4,500 square-foot pool house, which will be razed. The applicant proposes to commence construction of the project in September 2021, with completion anticipated in May 2022.

Applicable Regulations & Standards: Table G-1 in Section 28.091(1) identifies outdoor recreation and lodges, private clubs and reception halls as conditional uses in the PR (Parks and Recreation) district. The bulk regulations in the PR district are outlined in Section 28.095 of the Zoning Code. Section 28.183 provides the process and standards for the approval of conditional use permits. Section 28.185 provides the process and standards for the approval of demolition and removal permits.

Review Required By: Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the standards for demolition permits and conditional uses are met to **approve** the demolition of the existing pool and pool house and construction of a new pool and pool house and platform tennis courts at Nakoma Golf Club, 4145 Country Club Road, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Parcel Location: An approximately 106.7-acre parcel located on the east side of Country Club Road and Manitou Way; Aldermanic District 10 (Figuroa Cole); Madison Metropolitan School District. The proposed pool and pool house project will involve approximately 1.4 acres of the site easterly of the main clubhouse building.

Existing Conditions and Land Use: The 18-hole golf course occupies most of the 106.7-acre parcel. The approximately 48,000 square-foot clubhouse, pool, existing 4,500 square-foot pool house, tennis courts, and surface parking are located in the southwesterly quadrant of the overall site accessed from Country Club Road. The overall site is zoned PR (Parks and Recreation District).

Surrounding Land Use and Zoning: The golf club is surrounded on the north, east, and south by the University of Wisconsin-Madison Arboretum, zoned CN (Conservancy District). The area west of the overall site is developed with single-family residences on the west sides of Manitou Way and Country Club Road in TR-C1 (Traditional Residential–Consistent 1 District).

Adopted Land Use Plan: The 2018 [Comprehensive Plan](#) recommends the subject site and surrounding arboretum is recommended for Park and Open Space. The residential area to the west is recommended for Low Residential.

There are no adopted neighborhood or sub-area plans that include the subject site or surrounding area.

Zoning Summary: The subject site is zoned PR (Parks and Recreation District).

Requirements	Required	Proposed
Lot Area (sq. ft.)	5 acres	106.72 acres
Lot Width	300'	1,500' (Existing)
Front Yard	30'	Sufficient
Side Yard Setbacks	30'	Sufficient
Rear Yard	30'	Sufficient
Minimum Building Height	2 stories/ 35 feet	30'
Auto Parking	Determined by the Zoning Administrator	Existing, no change
Accessible Stalls		
Bike Parking		
Loading	None	0
Other Critical Zoning Items		
Yes:	Barrier Free, Utility Easements, Floodplain, Wetlands	
No:	Urban Design, Landmarks, Waterfront Development, Adjacent to Park, Wellhead Protection	
<i>Prepared by: Jacob Moskowitz, Assistant Zoning Administrator</i>		

Environmental Corridor Status: The entire Nakoma Golf Club property and adjacent arboretum are located in a mapped environmental corridor.

Public Utilities and Services: The property is served by a full range of urban services. Metro Transit ordinarily provides services along Nakoma Road near the subject site.

Project Description

Nakoma Golf Club is requesting approval of demolition permit and conditional uses approvals to replace its pool and pool house facility. The golf club occupies a roughly 106.7-acre site that extends along the east sides of Manitou Way and Country Club Road, approximately one block south of Nakoma Road. The pool facility and two-story, 48,000 square-foot clubhouse are located in the southwesterly portion of the site, which is otherwise developed with an 18-hole golf course. Access to the clubhouse and pool facility is provided from Country Club

Road, a one-block long local street that extends off of Manitou Way and is developed with single-family residences on the west side.

The proposal requests to demolish the existing approximately 4,500 square-foot, L-shaped pool house, lap pool and diving pool. Following demolition, a new L-shaped 5,950 square-foot pool house, larger lap pool, diving pool, and wading pool will be constructed in the same general location on the subject site east of the clubhouse. In addition, two platform tennis courts will be added south of the existing at-grade tennis courts and east of the pool facility. The letter of intent indicates that demolition of the existing pool house and pool deck is required to allow this portion of the site to be regraded to accommodate the increased footprint of the pool deck and new platform tennis courts. Photos of the existing facilities to be razed are included in the project plans attached to the legislative file for this request.

The new pool house will include a check-in area, office, locker rooms, a multi-purpose room for tennis and golf members, tennis pro shop, and a kitchen for a snack bar with two-level outdoor eating area. The new building will be clad in red brick and a mix of grey and white fiber cement panels and has been designed to reflect the Tudor influences of the main clubhouse.

The letter of intent indicates that the pool facility will be used daily from late May through early September, with typical hours of 6:00 a.m. to 9:00 p.m., with the potential for later hours for special events. The snack bar will typically operate from 12:00 p.m. to 8:00 p.m., while the tennis courts will be used from 7:00 a.m. to 11:00 p.m.

Supplemental Regulations

Section 28.151 of the Zoning Code includes the following supplemental regulations for Lodges, Private Clubs, and Reception Halls:

- (a) Service of food and intoxicating beverages allowed when licensed.

The following supplemental regulations apply to Outdoor Recreation, defined as *“A facility for outdoor conduct, viewing, or participation in recreational activities, which may include one or more structures. This term includes but is not limited to a golf facility, tennis, basketball or volleyball court, soccer, baseball or football field, sporting club, amusement park, miniature golf course, swimming pool, water park, an outdoor stage, band shell, or amphitheater”*:

- (a) A minimum 25-foot setback area maintained as open space shall be provided along the perimeter of the site wherever it abuts a residential district.
- (b) If the use will be available to the general public, an arterial or collector street of sufficient capacity to accommodate the traffic that the use will generate shall serve the site. Ease of access to the site by automobiles, transit, bicycles, and pedestrians shall be considered as a factor in the review of any application.
- (c) The site shall be designed in such a way as to minimize the effects of lighting and noise on surrounding properties. Hours of operation may be restricted and noise and lighting limits imposed as part of the conditional use approval.
- (d) An appropriate transition area between the use and adjacent property may be required, using landscaping, screening, and other site improvements consistent with the character of the neighborhood.

Analysis & Conclusion

Outdoor recreation, including the pools and tennis courts, and private clubs are conditional uses in the PR district. The Planning Division believes that the conditional use standards and supplemental regulations for the proposed outdoor recreation and private club can be met subject to the hours of operation contained in the letter of intent and the other conditions recommended by reviewing agencies. Staff does not believe that the proposed facilities will have an adverse impact on the uses, values and enjoyment or normal and orderly development of surrounding properties. The proposed pool facility, which while modestly larger in scale and scope, will replace an existing pool facility that existed on the site for many decades. The proposed pools and pool house will be located about 400 feet from the nearest residences, which are located on the other side of the clubhouse across Country Club Road and Manitou Way.

No alder, public, or neighborhood association comments have been received as of the writing of this report that would suggest that the Plan Commission could not approve the request as submitted. As with any conditional use, the Plan Commission retains continuing jurisdiction in the event that complaints are received about any of the conditional uses associated with the subject site, which could result in more restrictive conditions being applied if deemed necessary.

Likewise, staff has no information that would suggest that the existing facilities, which date to 1973 according to available City records, cannot meet the standards for demolition approval. The Landmarks Commission informally reviewed the demolition at its April 19, 2021 meeting and recommended that the pool and pool house had no historic value.

Recommendation

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

The Planning Division recommends that the Plan Commission find that the standards for demolition permits and conditional uses are met to **approve** the demolition of the existing pool and pool house and construction of a new pool and pool house and platform tennis courts at Nakoma Golf Club, 4145 Country Club Road, subject to input at the public hearing, and the following conditions:

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

Planning Division

1. That the hours of operation for the pool and tennis facility shall be as stated in the letter of intent. In the future, the Director of the Planning Division may consider a minor alteration to the conditional use to modify the hours of operation following a recommendation by the district alder.

City Engineering Division (Contact Tim Troester, 267-1995)

2. The applicant shall restrict pool discharge to 100 gallons per minute (GPM) when draining the pool. The applicant shall include flow restriction measures to limit pool discharge.

3. Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to City Engineering Division sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff.
4. Obtain a permanent sewer plug permit for each existing sanitary sewer lateral serving a property that is not to be reused and a temporary sewer plug permit for each sewer lateral that is to be reused by the development.
5. An Erosion Control Permit is required for this project.
6. A Storm Water Management Report and Storm Water Management Permit is required for this project.
7. A Storm Water Maintenance Agreement (SWMA) is required for this project.
8. This site appears to disturb less than one (1) acre of land. No submittal to the Wisconsin Department of Natural Resources (WDNR), Capital Area Regional Planning Commission (CARPC) or the Wisconsin Department of Safety and Professional Services (DSPS) is required, as the City of Madison Building Inspection Department is an approved agent for DSPS.
9. Revise the site plan 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.
10. This project will disturb 20,000 square feet or more of land area and require an Erosion Control Plan. Please submit an 11" x 17" 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.
11. 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.
12. This project will require a concrete management plan and a construction dewatering plan as part of the erosion control plan to be reviewed and approved by the City Engineer's Office. If contaminated soil or groundwater conditions exist on or adjacent to this project additional WDNR, Public Health Madison-Dane County, and/or City Engineering approvals may be required prior to the issuance of the required Erosion Control Permit.
13. 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.
14. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to submit a Storm Water Management Permit application, associated permit fee, Stormwater Management Plan, and Storm Water Management Report to City Engineering. The Storm Water Management Plan & Report shall include compliance with the following:

Submit prior to plan sign-off, a stormwater management report stamped by a P.E. registered in the State of Wisconsin.

Electronic Data Files: Provide electronic copies of any stormwater management modeling or data files including SLAMM, RECARGA, TR-55, HYDROCAD, Sediment loading calculations, or any other electronic modeling or data files. 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 to City Engineering. (POLICY and MGO 37.09(2))

Reduce the peak discharge in the 10-year event by 15% compared to existing conditions.

Reduce by 5% the peak volume discharged during the 10-year event compared to existing conditions.

Reduce TSS by 80% off of the proposed development when compared with the existing site.

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.

15. Submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division that is to scale and represents final construction with any private storm and sanitary sewer utilities.
16. 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 (East) or ttroester@cityofmadison.com (West).

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

17. The address of the new pool clubhouse is 4149 Country Club Road. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.

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

18. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; vision triangles; 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.
19. 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.
20. 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.
21. All parking facility design shall conform to MGO Section 10.08(6).

22. All bicycle parking adjacent pedestrian walkways shall have a two-foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
23. 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 City Traffic Engineering.
24. The applicant shall provide a clearly defined five-foot wide walkway from the front door to the public right of way 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 walkway

Zoning Administrator (Contact Jacob Moskowitz, 266-4560)

25. Section 28.185(7)(a)5 requires that if a demolition or removal permit is approved, it shall not be issued until the reuse and recycling plan is approved by the Recycling Coordinator, Bryan Johnson (266-4682). Section 28.185(10) requires that every person who is required to submit a reuse and recycling plan pursuant to Section 28.185(7)(a)5 shall submit documents showing compliance with the plan within sixty (60) days of completion of demolition. A demolition or removal permit is valid for one (1) year from the date of the Plan Commission.
26. 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.
27. Lighting is not required. However, if it is provided, it must comply with MGO Section 10.085 outdoor lighting standards.

Fire Department (Contact Bill Sullivan, 261-9658)

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

Parks Division (Contact Ann Freiwald, 243-2848)

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

Forestry Division (Contact Wayne Buckley, 266-4892)

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

Water Utility (Contact Jeff Belshaw, 261-9835)

28. The Madison Water Utility shall be notified to remove the water meter at least two working days prior to demolition. Contact the Water Utility Meter Department at (608) 266-4765 to schedule the meter removal appointment.
29. A Water Meter Application Form and fees must be submitted before connecting to the existing water lateral. Provide at least two working days' notice between the application submittal and the scheduled lateral connection/ extension. Application materials are available on the Water Utility's Plumbers & Contractors website (<http://www.cityofmadison.com/water/plumbers-contractors>), otherwise they may be obtained from

the Water Utility Main Office at 119 E Olin Avenue. A licensed plumber signature is required on all water service applications. For new or replacement services, the property owner or authorized agent is also required to sign the application. If you have questions regarding water service applications, please contact Madison Water Utility at 266-4646.

Metro Transit (Contact Tim Sobota, 261-4289)

30. To facilitate City transit planning efforts, the applicant shall identify the accessible pedestrian connection between the building entrance(s) and the existing public sidewalk along Manitou Way. The applicant shall include the location of these facilities on the final documents filed with their permit application, so that Metro Transit may review and effectively plan for City transit access to this property.