



# TUMBLEDOWN NEIGHBORHOOD PLAN

*Recommendations for Land Use and Development*

**Town of Middleton  
July 2005**

**- DRAFT August 2005 -**

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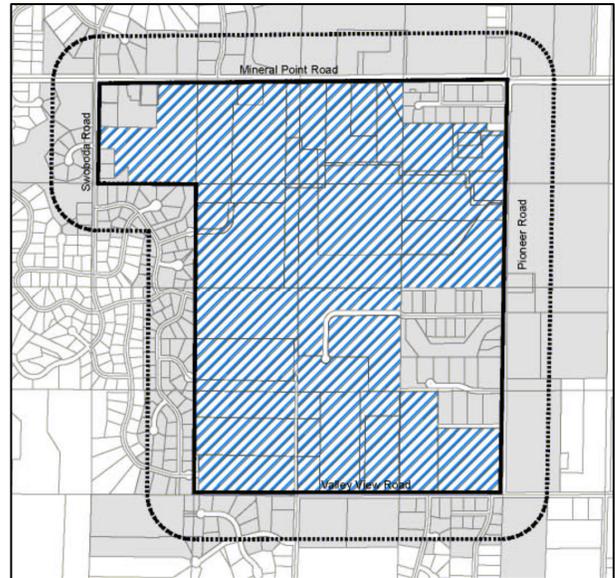
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## INTRODUCTION

The *Tumbledown Neighborhood Plan* has been prepared to guide the future growth and development for a neighborhood located west of the City of Madison in the Town of Middleton. The need for a neighborhood planning effort was established by the Town of Middleton and the Town's Plan Commission and Town Board. The objective of the planning process was to acquire input and direction from existing property owners to establish a plan that results in coordinated, orderly growth within the planning area. To achieve this result, Vierbicher Associates, Inc. (Vierbicher) was retained by the Town of Middleton to develop a neighborhood plan.

Vierbicher set up a schedule outline and invited various Town officials and stakeholders to participate in the planning process. Three groups of people were identified as important to developing a successful neighborhood plan: Town staff, the Plan Commission, and stakeholders that own property or reside within or adjacent to the planning area. Stakeholder meetings were held outside of regular Plan Commission meetings. It was deemed appropriate that Town officials may be present at stakeholder meetings (and vice versa), but the Town requested that Vierbicher control the meeting to gather input primarily from the group of focus. This was to assure that the concerns and goals of each group enter the planning process. The Plan Commission indicated that the stakeholders should provide as much input as possible in developing a neighborhood plan for this area.

**Exhibit 1: Primary and secondary stakeholders**



## PROCESS OUTLINE

The following is an outline of the actual process used to develop the Tumbledown Neighborhood Plan. The schedule was flexible to accommodate additional meetings when needed, either with the stakeholders or the Plan Commission. The goal of the process was to gather extensive input from the people who would be affected by the plan once it was adopted. The entire planning process began in October of 2004 and the Plan was adopted in September of 2005.

*1. Review Existing Plans: October – November 2004*

Vierbicher staff reviewed all Town of Middleton plans and ordinances relevant to the Tumbledown Neighborhood. A synopsis of issues relative to the area, as well as an existing conditions report, is integral to the Neighborhood Plan. This review starts on page 12 of this document.

*2. Kick-off Meeting with Plan Commission: December 2004*

Vierbicher staff conducted a session with the Town Plan Commission to identify goals and issues for the Tumbledown Neighborhood. These items were used as a starting point for developing a Neighborhood Plan.

*3. Town Staff Meeting: December 2004*

Vierbicher Associates conducted a meeting with the Town Administrator, Town Engineer, and Town Crewman to review their desires for the future Tumbledown Neighborhood, especially those involving the transportation network and providing services to the neighborhood. There is minimal existing infrastructure

in the neighborhood, so when looking at potential transportation networks it is important that the Town is able to easily construct and service new roads.

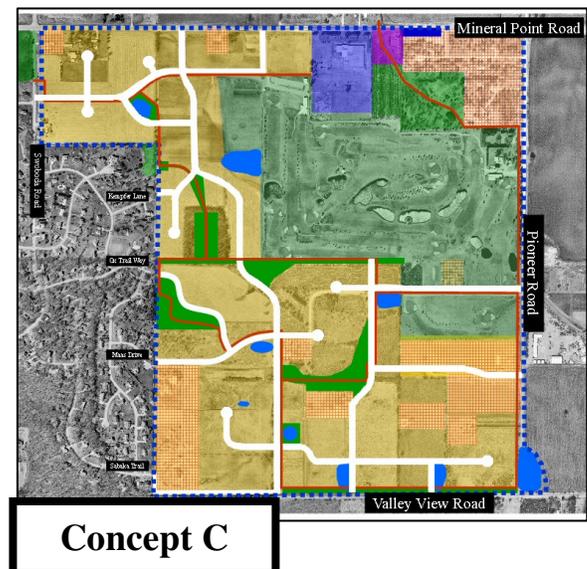
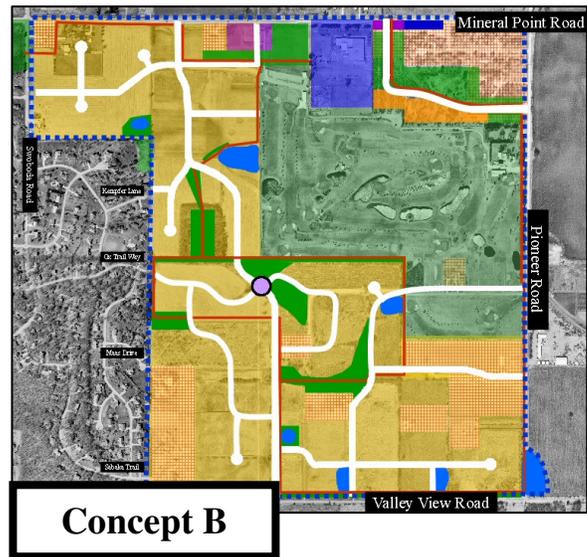
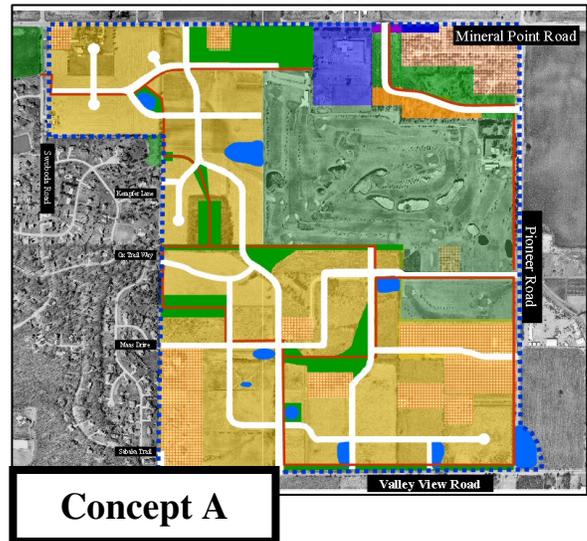
4. *Primary Stakeholder Kick-off Meeting: January 2005*  
 Vierbicher Associates facilitated a meeting with landowners in the planning area whose property has further development potential. The session included:
  - Addressing the need for planning.
  - A presentation outlining the process that is used to develop a Plan and the expected outcome.
  - Discussion of the goals and issues identified by the Plan Commission.
  - Collection of input from stakeholders to identify and address issues that the Plan should include.
 Documentation from this meeting is included as Attachment No. 2.

5. *Develop Draft Concept Plan: January 2005 through March 2005*  
 Vierbicher Associates utilized input from the Plan Commission and primary stakeholder meetings, as well as knowledge of existing Town Plans and Ordinances, to develop three draft concept plans for the Tumbledown Neighborhood. The draft concept plans introduced internal roadway networks and potential connections, along with possible land uses, trails and open spaces. See Exhibit 2 to the right.

6. *2<sup>nd</sup> Meeting with Plan Commission to Present Draft Concept Plans: February 2005*  
 Vierbicher Associates presented the draft Neighborhood Plans to the Plan Commission to gather comments and suggestions. Special attention was given to conformance with existing Town ordinances and plans. The concept plans included various ideas from the Town and stakeholder meetings. The plans provided an initial attempt to visualize the comments made at prior meetings.

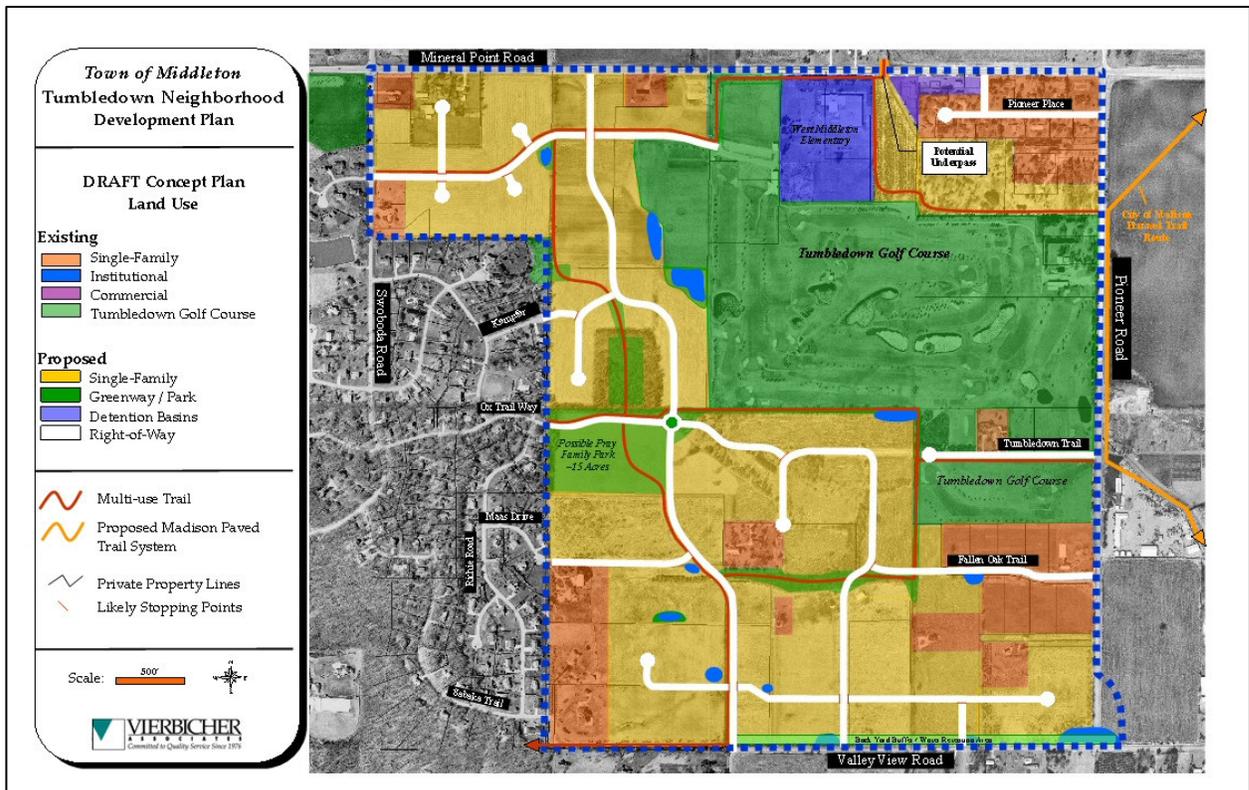
7. *2<sup>nd</sup> Primary Stakeholder Meeting to Present Concept Plans: March 2005*  
 Vierbicher Associates presented the three draft Neighborhood Plans to the Primary Stakeholders at a second information meeting. At this meeting, the potential strengths and weaknesses of each individual plan was discussed. Vierbicher gathered comments on each plan from the stakeholders in attendance and prepared a synopsis of the Stakeholder input for the Plan Commission, which is included as Attachment No. 4.

**Exhibit 2: Early draft concept plans**



8. *3<sup>rd</sup> Meeting with Plan Commission: April 2005*  
 Vierbicher Associates Inc. reported to the Plan Commission on the viability of each of the three Concept Plans developed and presented at the stakeholder meeting. The Plan Commission discussed the strengths and weaknesses identified by Vierbicher, along with feedback from stakeholders and Town staff. This meeting, in addition to the second stakeholder meeting, gave direction as to which elements of the concept plans should be developed further. It was pointed out that no individual Plan was to be looked at as a whole. Each Plan had specific positive and negative elements, and individual pieces should be combined to develop the strongest overall concept plan.
9. *Develop Single Draft of Tumbledown Neighborhood Plan: April 2005 through June 2005*  
 After gaining extensive input from stakeholders, Town staff, and the Plan Commission, Vierbicher Associates developed a draft final Tumbledown Neighborhood Plan. The draft included a map of the Neighborhood Plan that showed proposed roadway and trail networks and locations, general parcel locations, land use, and open spaces. See Exhibit 3 below.

**Exhibit 3: Draft Tumbledown Neighborhood Plan**



10. *Open House with Primary and Secondary Stakeholders: June 2005*  
 Vierbicher Associates held an open house and invited primary and secondary stakeholders to comment on the draft final Plan. This was the first meeting that the secondary stakeholders have been invited to participate in. Secondary stakeholders are those persons who own property in or adjacent to the planning area that do not have future development potential, but will still be affected by the contents of the Plan. The open house provided a brief presentation that introduced the need for planning and the process used to develop the Plan to date. The final draft plan was also introduced to the secondary stakeholders. People in attendance were able to ask questions about the Plan and leave written feedback. A synopsis of this meeting was prepared for the Plan Commission and is included as Attachment No. 7.

After this meeting, there was more input on the plan from stakeholders and Town staff. Changes were made accordingly to the plan. A letter was sent to primary and secondary stakeholders notifying them that changes were made to the concept plan and encouraged them to attend the next three public meetings at Town Hall where these changes would be discussed.

*11. 4<sup>th</sup> Meeting with Plan Commission: July 2005*

Vierbicher Associates presented the final draft of the Tumbledown Neighborhood Plan map and document to the Plan Commission. Edits were incorporated into the Plan, based on stakeholder input in the previous step in the process. This meeting was primarily a presentation by Vierbicher on the neighborhood plan and input or discussion from the Plan Commission or public was limited.

*12. 5<sup>th</sup> Meeting with the Plan Commission: August 2005*

This meeting of the Plan Commission was devoted to debate and discussion amongst Commission members, and also provided time for public input. The Commission discussed changes that had been made to the Plan in addition to overall effect it may have for the future of the area.

*13. 6<sup>th</sup> Meeting with the Plan Commission: September 2005*

The Plan Commission provided final thoughts and comments regarding the process and Neighborhood Plan and recommended it to the Town Board for adoption.

*14. Adoption: September 2005*

After adoption by the Town Board as an official document, the Tumbledown Neighborhood Plan will serve as a guide to assist Town officials in reviewing future development proposals within the planning area. In that regard, the neighborhood planning process provided an opportunity for current property owners to shape and establish a vision for future development within the Tumbledown Neighborhood.

## EXISTING CONDITIONS

### THE TUMBLEDOWN NEIGHBORHOOD PLANNING AREA

The Tumbledown neighborhood planning area is located near the west side of the City of Madison in the Town of Middleton, in Dane County, Wisconsin. The area is bordered by three major roads: Mineral Point Road to the north, Pioneer Road to the east, and Valley View Road to the south. The neighborhood is bound on the western side by the Cherrywood Subdivision. The Town is bordered by the cities of Madison and Middleton to the east, the Town of Springfield to the north, the Town of Cross Plains to the west, and the Town of Verona to the south.



### JURISDICTION AND PROPERTY OWNERSHIP

The Tumbledown neighborhood planning area is made up of approximately 517 total acres, all of which are located within the Town of Middleton. The neighborhood is part of the Middleton-Cross Plains School District, with the West Middleton Elementary School located along Mineral Point Road on the northern boundary of the planning area.



A majority of the land in the neighborhood consists of large-lot single-family residential units, with many of these parcels of 15 to 20 acres. The large properties have further development potential and more land owners are approaching the Town regarding development proposals.

The Tumbledown Trails Golf Course occupies approximately 100 acres in the northeast corner of the planning area. At this point, it is expected that this acreage will continue to remain recreational for some time into the future. The golf course is owned by the Watts family and is a major landholder within the neighborhood. The second largest land holding belongs to Mr. Lloyd Pray, who owns approximately 60 acres in the center of the planning area. The City of Madison borders the Town of Middleton to the east and a boundary agreement between the two jurisdictions restricts the City from annexing property west of Pioneer Road until 2060, except upon resolution of the Town Board with a 2/3 majority vote. Land uses to the east can be expected to transition as Madison continues to grow and becomes more dense.



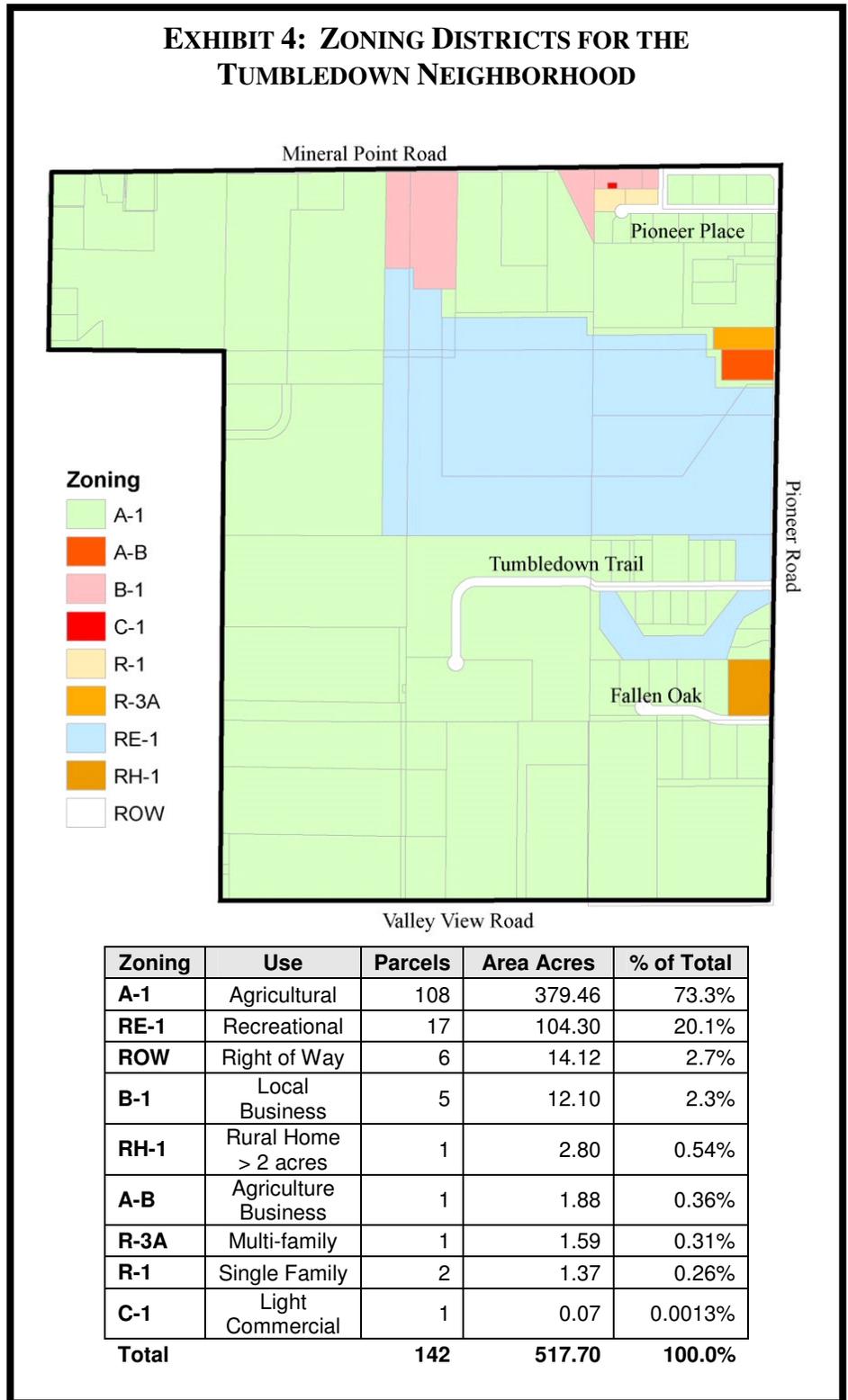
**EXISTING LAND USE**

Currently, the land uses in the Tumbledown planning area are predominantly low density single-family residential, recreational, and transitional agricultural uses. A large portion of the area is made up of unplatted and undeveloped open space. Forestland is scattered intermittently throughout the area with several large tracts of wooded terrain. Open fields and inactive transitional agricultural land cover the majority of acreage in the neighborhood. There are few farmhouses and barns remaining in the area, and most have been replaced by large homes.

The area is characterized by two different scales of residential development. Land in the northeastern corner of the neighborhood is occupied by medium-density lots with minimal lot sizes. This area was developed before the current Town ordinances were created, which do not allow these densities. The Transition Ordinance was passed by the Town in 2001, which allows 28,000 square foot lots. The most recent residential developments on Tumbledown Trail and Fallen Oak Trail were developed under ordinances which require lower densities.

The majority of land in this area is open agricultural and wooded land. These large parcels hold potential for residential land divisions in the future and will see added pressure as more development continues to grow around the perimeters of the area.

Slightly more than 20% of the planning area is occupied by the Tumbledown Trails Golf Course, which is zoned as RE-1, or Recreational Use.



Commercial uses in the planning area include Kwik Trip and K&A Greenhouse. All are located on the northern edge of the planning area and have access points on Mineral Point Road, a major arterial connecting the Town to the west side of the City of Madison.

Institutional land uses include West Middleton Elementary School, located along Mineral Point Road on the northern boundary of the planning area. This school will continue to see growth as more residential homes are constructed in the vicinity each year. The K-5 enrollment in the Middleton-Cross Plains Area School District increased from 2,028 in 1990 to 2,340 in 2004, and can only be expected to continue growing in the future.

## **TRANSPORTATION FACILITIES**

The Tumbledown Neighborhood planning area is largely serviced by three major transportation routes. The primary arterial is Mineral Point Road, also known as County Highway S, which borders the area to the north. Mineral Point Road travels east-west and has a traffic count near the planning area of approximately 8,000 vehicles per day (*WI DOT 2002 Wisconsin Highway Traffic Volume Data*). Pioneer Road travels north-south on the eastern boundary of the neighborhood. Pioneer Road comes to an end at Valley View Road, an east-west thoroughfare on the southern boundary of the planning area. However, the City and Town both have plans to make connections to this road that would allow it to become a north-south corridor through the Town. The medium-density residential development located in the northeast corner is serviced by Pioneer Place, a short local road that connects between Pioneer Road and Mineral Point Road.

The majority of low-density residential development throughout the area is accessed by private drives. There are only two other public roadways that access property on the interior of the planning area. One is Tumbledown Trail, located off of Pioneer Road, which provides access to the Pray property and several recently created single-family lots. The second access road is Fallen Oak to the south of Tumbledown Trail, which serves as access for ten residential parcels off of Pioneer Road and has dedicated right-of-way extending to the Pray property.

There are several existing options that would allow connections between the Tumbledown Neighborhood and the Cherrywood Neighborhood, which lies immediately to the west. There are multiple plats to the Cherrywood subdivision south of Mineral Point Road; this plan refers to the Cherrywood subdivision as the total combined area of those five plats. Five streets in Cherrywood currently end at the western boundary of the Tumbledown neighborhood. Connections can be made with these streets by extending that transportation network eastward into Tumbledown. Kempfer Lane, Oxtrail Way, Maas Drive, Sabaka Trail, and Manistee Court all extend east to the planning area as development progresses.

## **PUBLIC SEWER**

At the time this plan is being created, there are on-going discussions between the City of Madison and the Town of Middleton. Madison is extending a public sewer line out to Pioneer Road near Tumbledown Trail and planning to head north along Pioneer toward Old Sauk Road. This is to serve future Madison development, but the City has offered to allow Town development to utilize this sewer line while remaining in the Town. This will have an impact on opportunities for higher densities or commercial development, which will be discussed later.

## **EXISTING LAND USE REGULATIONS**

*Note: The information provided in this section was referenced from the Town's Land Use Plan.*

The Town of Middleton is influenced by a variety of land use regulations exercised by different jurisdictions. The influence of multiple jurisdictions has historically made planning and plan implementation in the Town more

difficult and complex than in most other areas. Current land use regulations directly affecting the Town of Middleton include the following:

#### *Town of Middleton Land Division and Subdivision Regulations*

All subdivisions and certified surveys in the Town of Middleton must conform to the Town's Land Division and Subdivision Code (Section 2 General Ordinances). The Land Division and Subdivision Code sets forth technical requirements for plats and certified surveys, required lot sizes, specifies required improvements and design standards, and provides for park and public land dedications.

#### *Dane County Land Division Regulations*

All subdivisions and certified surveys must comply with the Dane County Land Division Ordinance. In those instances where the Dane County Land Division Ordinance and the Town of Middleton Land Division and Subdivision Ordinance differ, the applicant must comply with the more restrictive regulation.

#### *Extraterritorial Plat Review Jurisdictions*

At one time, the City of Madison and the City of Middleton each had three-mile extraterritorial jurisdictions within which the incorporated municipalities had the statutory powers to approve or disapprove all land divisions. However, this is no longer true because of the intergovernmental boundary agreement that has been established with the City of Madison, which takes precedence over extraterritorial jurisdiction. The Town is currently in negotiations with the City of Middleton to establish an intergovernmental boundary agreement.

Where the boundaries of the extraterritorial jurisdictions of incorporated municipalities overlap, the jurisdictional boundaries are divided on a line all points of which are equidistant from the boundaries of each municipality concerned, so that not more than one municipality shall exercise extraterritorial power over any area. The cities of Madison and Middleton have informally used Blackhawk Road extended as the boundary between their respective extraterritorial plat review jurisdictions.

#### *Dane County Zoning, Shoreland & Floodplain Management, and Soil Erosion Control Regulations*

All proposed development in the Town of Middleton must comply with the Dane County Code of Ordinances including Zoning (Ch.10), Shoreland and Floodplain Management (Ch. 11), and Soil Erosion Control (Ch. 14).

#### *Central Urban Service Area Delineation*

The Madison Metropolitan Sewerage District (MMSD), the Dane County planning division, and the Wisconsin Department of Natural Resources (WDNR) have adopted the Regional Development Guide Dane County, Wisconsin. The Central Urban Service Area delineation, which is a key part of the Regional Development Guide, regulates the areas that may be served by public sanitary sewer. These regulations, in effect, control the extension of public sanitary sewer.

Extensions of public sanitary sewer service beyond the approved Central Urban Service Area boundaries require amendment of the Regional Development Guide and the Central Urban Service Area boundary.

If the Town were ever to incorporate as a Village many of these development regulations would no longer be effective. The *Village* of Middleton would no longer be subject to County zoning or extraterritorial jurisdiction by surrounding communities.

## **TOPOGRAPHY AND NATURAL FEATURES**

*Note: The information provided in this was referenced from the Town's Land Use Plan.*

The terrain of the Town of Middleton consists of gently rolling farmland and wooded hillsides. The eastern portion of the Town is relatively flat or rolling hills formed by the glacial ground moraines, outwash plains, and glacial lake bottoms. Most of the better agricultural soils are in the central basin areas.

The terrain of the Town of Middleton consists of gently rolling farmland and wooded hillsides. The eastern portion of the Town is relatively flat or rolling hills formed by the glacial ground moraines, outwash plains, and glacial lake bottoms. Most of the better agricultural soils are in the central basin areas.

The steeper and hillier western portions of the Town consist of end or terminal moraine materials deposited by continental glaciers. A small part of the western portion of the Town extends into the non-glaciated “driftless area.”

The Town straddles the watershed divides for Black Earth Creek, Lake Mendota, and the Sugar River. Upper Black Earth Creek, which is a protected watershed and trout stream, traverses the Town. The Upper Black Earth Creek watershed contains many of the most environmentally sensitive sites in the Town. This area has been the subject of extensive preservation and conservation efforts over the last three decades.

As discussed, the Tumbledown planning area consists entirely of gently rolling slopes with some forest and tree cover. There are no existing bodies of water within the neighborhood.

### STORMWATER DRAINAGE

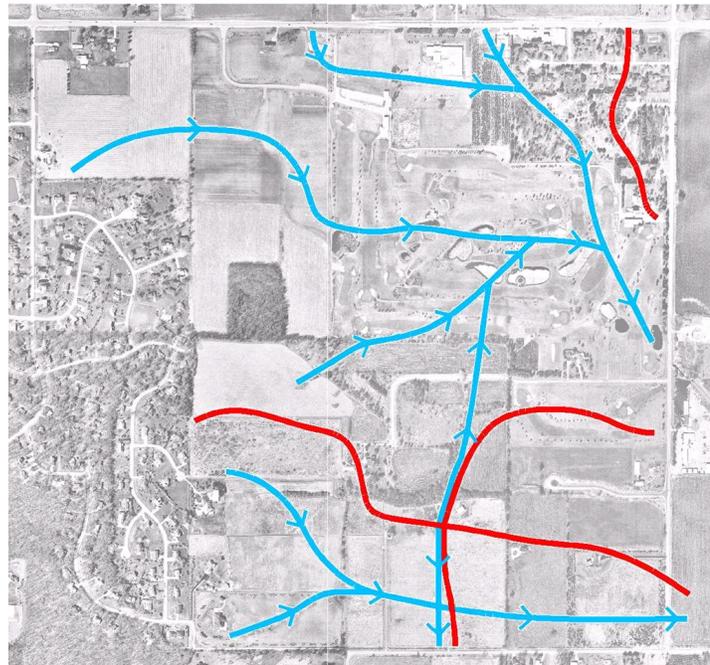
For the purposes of this planning study, Vierbicher Associates, Inc. acquired soils information from the Dane County Soil Survey and WI DNR infiltration design guidelines. Drainage areas were considered using 10-foot contours. The analysis was general in nature, meaning that actual drainage areas, stormwater runoff volumes, basin sizing and other drainage issues will require more detailed analysis as development is considered. The Town of Middleton is developing a Master Drainage Plan in 2005. This should provide a substantial amount of information in tributary drainage areas, regional detention area possibilities, and possibly peak flow rates for stormwater runoff.

Natural surface drainage within the planning area generally runs from west to east, with some drainage occurring north to south in the northeast quadrant of the planning area. Greenways will likely be important for the northern part of the planning area, considering that this area is approximately 1.5 square miles. Greenways are generally a significant consideration when drainage areas are larger than one square mile. Part of the northwestern end of the planning area is low and flat and may be a suitable location for a greenway, detention area, or a park. The south side of the site does not have a large drainage area, but much of the very southern portion of this area is lower and flatter and may be a good location for greenways or regional detention basins.

Infiltration will likely be required on each site regardless of local or regional detention basins since the Soil Survey of Dane County suggests that soils in the planning area are at the low end of acceptable infiltration levels per DNR standards. Infiltration processes are designed to improve water quality by removing pollutants before stormwater reaches water bodies or recharges groundwater supplies. Combined with water storage, infiltration can vastly improve water quality and prevent flooding of properties.

A key consideration as development moves forward is whether regional or individual

**Exhibit 5: Primary stormwater sheds and flow lines**



— Approximate water flow lines  
— Approximate watershed boundary

basins will be employed. Individual basins handle stormwater for each development on-site. Relying solely on one basin per property, otherwise known as *ponding*, can make development difficult and usually occurs as parcels are converted to higher uses one at a time. Stormwater management for individual properties is particularly difficult for smaller sites, but may be desirable for both stormwater management, as well as aesthetic considerations.

Regional basins make ponding easier, but a critical consideration is the timing of any development utilizing the regional basin. If landowners cooperate and land is developed in the same general time period, it becomes much easier to establish a regional basin. If regional basins are designed and development occurs before the basins are in place, those developments will be required to manage stormwater on-site until the regional basin is established.

The map on the previous page shows the general drainage patterns of stormwater through the neighborhood. The blue lines and arrows depict where and in which direction the majority of water flows through the area. Discussion of the largest drainage-ways is included in the issues and opportunities analysis (see page 21). The area currently occupied by Tumbledown Trails Golf Course is also where several drainage-ways flow together, and experiences extreme flooding during heavy rains. A large amount of stormwater also travels from the north under Mineral Point Road. This drainage-way is a significant challenge for managing stormwater in the golf course and on land adjacent to the school.

The red lines on the map above depict the approximate location of ridges in the neighborhood. These ridges form dividing lines for water flows and determine whether the stormwater is directed to the north, east, south, or west. Depending on the direction of the flows, certain drainage-ways will experience higher levels of rainwater than others. That consideration must be taken into account when planning for stormwater management in the neighborhood.

Stormwater management systems have not been shown on the Tumbledown Neighborhood Plan map. Locating ponds on the map, at this point in the process, would incorrectly convey an intention to construct such basins along major drainage-ways, and might be interpreted too literally by residents and property owners. This plan recommends stormwater management systems be located along naturally occurring drainage-ways, either through a regional basin, or on an individual basis. The specific location of stormwater basins will ultimately depend on construction patterns and timing.

## **ANALYSIS OF EXISTING TOWN PLANS**

The Town of Middleton has prepared several plans that have an impact on the future of the Tumbledown neighborhood. These plans address land use, transportation, and recreation within the community, and make recommendations for areas throughout the Town. Several of these plans have a direct relationship with any future planning for the Tumbledown area, and must be considered when developing a neighborhood plan. The relevant plans listed below have been reviewed and the guidance provided in each should be incorporated into the neighborhood planning process. Some of the plans define regulations that must be followed, while others provide recommendations to consider when doing conceptual planning for specific sites.

### **TOWN OF MIDDLETON OUTDOOR RECREATION PLAN - 2003**

The Outdoor Recreation Plan (ORP) for the Town of Middleton was approved by the Town Board on January 20, 2003. The ORP identifies numerous goals and objectives for the Town to implement in order to achieve a successful park and open space system. Goal D of the ORP states: “*Develop a trail system linking schools, bike paths, parks, ice age trail, equestrian trails and other community trails.*” Primary stakeholders in the Tumbledown Neighborhood planning process also identified an interconnected trail system as a critically important feature for the area.

One of the issues that the ORP addresses that is not mentioned in any other plans is the need for bicycle safety. As more homes are built throughout the Town, bicycle traffic increases just as vehicle traffic does, but at a much slower rate. Nonetheless, as more children and young adults rely on their bicycles as a form of transportation, bicycle safety and roadway or route access become major issues that the Tumbledown Neighborhood Plan needs to address. West Middleton Elementary School, located on the northern boundary of the planning area along Mineral Point Road, is a key destination for bicyclists in the Town. The ORP has indicated that bicycle routes to West Middleton Elementary School from Pioneer Road, and through the subdivisions served by the school within a 2-mile radius, are among the most heavily traveled in the community.

The ORP reiterates the need for carefully thought out trails and networks in the Tumbledown Neighborhood. Trail networks to be developed in the neighborhood need to carefully consider safety because of the close proximity to roadways with excessive traffic. That necessity is compounded by the location of West Middleton Elementary, which is both within the neighborhood and directly faces the area's primary arterial roadway, Mineral Point Road.

### **MULTIPLE USE TRAILS SYSTEM FOR THE TOWN OF MIDDLETON**

The Trails System Plan for the Town of Middleton was completed in 2004, and is intended to provide recommendations regarding trail placement and use throughout the Town. The Plan was developed by a Trails Committee and solicited public opinion throughout the process.

Although the Trails System Plan for the Town indicates preferred trail locations, it also outlines guiding principles that should be used when laying out new trail patterns. Some of these principles include:

- *Trails should pass through as natural a setting as possible.*
- *The trails should be used to interpret the unique environmental character of the Middleton area.*
- *Trails should connect parks, businesses, schools and neighborhoods.*

Other principles outlined in the Plan are more specific to user types and maintenance responsibilities, which are details that will not be covered in this neighborhood plan. However, when designing an internal trail system for the neighborhood, these general principles regarding natural features and connections should be incorporated.

The Trails Systems Plan identifies several possible trails routes through the Tumbledown neighborhood. The proposed Tumbledown Trail, which runs from the intersection of Pioneer Road at Tumbledown Trail (road) westward to Ox Trail Way, is intended for paralleled equestrian and bicycle/pedestrian traffic. This connection should be implemented in order to link the Cherrywood subdivision and internal parcels of the Tumbledown neighborhood to Pioneer Road, and ultimately to the City of Madison. Improved connectivity for alternate modes of travel will provide an effective amenity, as well as safe access to the existing transportation network in an automobile-dominated area.

A second trail, the North Segment of the Pioneer Trail, is intended to run internally throughout the planning area. Its ultimate goal is to connect Valley View Road on the south to Mineral Point Road on the north, serving the entire neighborhood. The trail is also meant to reach several important destination points, including the northeast corner of the Cherrywood subdivision, and the West Middleton Elementary School. Several potential conflicts on this trail include its intersections with Mineral Point Road and Pioneer Road, and arise from heavy traffic volumes. A grade-separated underpass near the West Middleton Elementary School has been proposed by the Trails Team to mitigate conflicts between automobiles and bike/pedestrian traffic at Mineral Point Road. The Trails Team recognizes that this would be a costly improvement and recommended seeking outside sources of funding for the project. During this planning process the Town submitted several grant applications from the Department of Natural Resources and Dane County to assist with that funding.

## TOWN OF MIDDLETON TRANSPORTATION MASTER PLAN

The Town of Middleton Transportation Master Plan was adopted in 1995. It is intended to “*provide essential information to Town officials for use in making transportation decisions. Each decision made has a specific impact. In combination, these decisions define long term mobility.*” The plan looks at existing conditions, and specifically addresses two concerns of the Town of Middleton, including:

1. *The need to be pro-active versus reactive to rapid increases in traffic volumes as a result of current and proposed development scenarios.*

The Tumbledown Plan addresses this objective in that it will directly impact where traffic caused by local development will be directed. The Plan should provide an efficient transportation network in order to be pro-active in dealing with increased traffic in the area.

2. *The lack of a supportive north-south traffic corridor.*

The City of Madison currently has plans to extend Pioneer Road to the south in order to make a better link with the City of Verona. As the City of Madison expands westward and additional connections are made, Pioneer Road may become the primary north-south corridor through the Town. The Tumbledown Neighborhood is located adjacent to this corridor, and will be directly impacted by the traffic volumes on this arterial.

One of the issues addressed in the Transportation Master Plan is the expansion of urban areas to the east, which lie in the City of Madison. Eventual annexation into the City of lands along the eastern edge of the Town of Middleton is probable. The Plan states that “*The Town has agreed to not judicially oppose annexation of lands east of a line which generally follows Twin Valley Road from Blackhawk Road south to West Old Sauk Road, along West Old Sauk Road to Pioneer Road, and southerly along Pioneer Road to the south Town limit.*” Pioneer Road marks the eastern edge of the Tumbledown Neighborhood, and traffic along this arterial will have a direct impact on the people who live and work in the area. In 1994, average daily traffic counts along Pioneer Road south of West Mineral Point Road indicated 1,220 vehicles using this road each day. By 2002, this number had jumped to 3,300 vehicles per day. When the City of Madison extends westward to Pioneer Road, as outlined in the existing boundary agreement, these numbers can only be expected to climb higher. Roadways on this boundary of the Town will become more urban, and can expect increased building densities on adjoining land.

Another major transportation corridor identified by the Master Plan is Mineral Point Road. Average daily traffic counts in 1994 for this arterial tallied 5,100 vehicles daily from the study area west to Pine Bluff, and 11,800 vehicles per day from the study area east to the West Beltline. By 2002, the number of vehicles daily near the West Beltline had increased to 13,300. Land uses along Mineral Point Road in the Town will be heavily impacted by traffic volumes seen here during the week, as people use this connector as a route into Madison from the west. Heavy traffic volumes also indicate that commercial uses are appropriate along areas of Mineral Point Road.

The Transportation Plan identifies several important components that will impact the Tumbledown Neighborhood Planning Area. One of those issues deals with existing intersections. The intersection of Swaboda Road at Mathias Way is just outside of the planning area to the west. However, existing traffic issues at this intersection will be affected by future road development in the Tumbledown Neighborhood. According to the Plan, the school district has requested that the Town review speeds at this intersection and possibly install a 4-way stop.

A second critical issue involves the number of accidents occurring on Mineral Point Road. The Plan cited 38 accidents that occurred along this roadway in 1994, and traffic volumes continued to increase over the past 10 years. The neighborhood plan is likely to generate increased traffic on nearby roads. However, if the neighborhood plan were to provide a connection from Cherrywood east to Pioneer Road, residents in both neighborhoods would have alternative access points onto Mineral Point Road. Efficient traffic distribution is an

important element in this neighborhood, in that increased road connectivity will reduce bottlenecks and provide increased travel route options to local residents.

The Transportation Master Plan has identified potential future roadway linkages throughout the Town. One of the seven roadway links that was identified as important in the Plan includes connecting Ox Trail Way in the Cherrywood subdivision to Tumbledown Trail in the east. The Plan states *“this link will be a local, residential roadway, and should meander as do other subdivision roads.”* This is beneficial to the neighborhood because it does not indicate a direct connection between the two neighborhoods, but rather a curving, local road. This potential connection was an important consideration in the planning process, and will be discussed further later in this document.

The remaining recommendations for road construction are directed towards improving north-south connectivity between the major east-west arterials of Airport Road, Old Sauk Road, Mineral Point Road, and Midtown Road. A more intricate north-south network will relieve pressure off Mineral Point Road and provide an alternative to people accessing employment in Madison, Verona, and Middleton. It is important for the Tumbledown Neighborhood Plan to address access points for current Cherrywood and future Tumbledown residents.

## **LAND USE PLAN FOR THE TOWN OF MIDDLETON, WISCONSIN**

The Town of Middleton Land Use Plan was adopted by the Town Board and Plan Commission on March 24, 1994. The Plan outlines many general land use goals and objectives that should be considered throughout the neighborhood planning process. Some of the goals and objectives that influence the Tumbledown Plan include:

- 1) *The Land Use Plan advocates residential development based on the concept of clustering residential development in planned subdivisions adjacent to existing development areas and in sections of the Town that are not environmentally sensitive.*
  - a) The Tumbledown Neighborhood is adjacent to one of the more dense subdivisions in the Town, the Cherrywood Subdivision. This, in addition to being close to the City of Madison, makes it an ideal location for future development. There are also several natural features that make it ideal for using a clustered development approach, in order to protect existing tree lines and scenic viewpoints.
- 2) *The Land Use Plan provides interim land use guidelines for those areas in the “Transition Area” adjoining the boundaries of the Cities of Madison and Middleton that may at some point in the future be developed at urban densities.*
- 3) *The Land Use Plan recognizes that “traditional agriculture” is no longer viable as the predominant long-term land use for the majority of landowners in the Town of Middleton. Generally, agriculture should be considered as a transitional use, rather than the permanent land use. Parkland, conservancy areas, recreation areas, golf courses, nursery, and other horticultural uses are becoming the principal, viable land uses that may promote permanent or long-term open space.*
  - a) Much of the Tumbledown Neighborhood is made up of transitional agricultural land uses. The Town recognizes that these areas are not viable in the long-term, and this Plan will provide a backbone for the neighborhood as land previously used for farming is converted into residential and commercial uses.
- 4) *The Land Use Plan recognizes that commercial development opportunities in the Town of Middleton are limited, except for certain Town islands and the convenience-oriented business at the intersection of Mineral Point Road and Pioneer Road.*
  - a) This intersection is located at the northeast corner of the planning area. There is some limited existing commercial located along Mineral Point Road and the Town recognizes that this area has to potential to support additional limited commercial uses.

- 5) *It is the intent of the Town of Middleton to prepare ordinances that would protect nearby properties from adverse impacts from any commercial activities and preserve the rural character of the Town.*

The Plan also indicates specific goals and objectives for multiple land uses and land-related issues including residential development, commercial development, agriculture, transportation, public services and facilities, open space and parklands, environmental protection, and inter-municipality cooperation and annexation. The entire list of goals and objectives for these uses can be found in the Land Use Plan. Many of the objectives listed in the plan will be more pertinent when local property owners decide to develop their parcels. Although not all of the items listed can be addressed directly by the neighborhood plan, there are many goals and objectives that pertain to overall development and the responsibility to be environmentally sensitive and protect the rural character of the Town. Some of the goals that relate directly to the Tumbledown Neighborhood include the following:

***Residential Development***

- *To encourage compact, well-designed residential development through the use of clustered developments and neighborhoods.*
- *To preserve the rural character of the Town of Middleton and minimize the visual impact of residential development by requiring the following design criteria be incorporated insofar as possible:*
  - *Residential structures should be sited so as to preserve open fields and exposed ridge lines. The preferred location for structures is adjacent to tree lines and wooded field edges.*
  - *Existing stone rows in good condition, fence lines, and tree lines with mature native vegetation should be preserved.*
  - *Subdivisions and certified surveys should be designed to blend with the natural contours of the land, to improve appearance and to minimize disturbance to the site.*

***Commercial***

- *To minimize new retail commercial development in predominately residential neighborhoods.*
- *To require convenience-oriented retail businesses to locate in the vicinity of the existing commercial cluster near the intersection of Mineral Point Road and Pioneer Road or in predominantly commercial “town islands.”*
  - *In the Land Use Plan, the Tumbledown Neighborhood is located in the district labeled “Western Highlands.” The land use plans for the Western Highlands indicate that this area should be planned as low density single-family residential. As stated above, the only area in the Western Highlands suitable for further retail commercial development is on the border of the Tumbledown Neighborhood. The intersection of Pioneer Road at Mineral Point Road has a small cluster of service-oriented retail. Additional retail convenience would be acceptable in this area, but according to the Plan, should be limited to services such as services stations, video store, and a convenience grocery store oriented to nearby residential clusters.*
- *To buffer residential neighborhoods and potential residential neighborhoods from adverse impacts associated with proximity to commercial uses, including impacts due to commercial truck traffic, noise, and emissions.*

***Agriculture***

- *To permit limited development of agricultural land for low-density residential purposes, providing such development meets the guidelines established by the Town of Middleton Land Use Plan.*

### ***Transportation***

- *To encourage the design of multiple access points from large subdivisions onto the arterial and collector street system. Particular attention should be afforded to the design of street systems serving the extension of existing subdivisions.*
  - This issue is important for the Tumbledown Neighborhood Plan because several heavy collector roads are located around the perimeter of the planning area. The Tumbledown Neighborhood is located between Mineral Point Road to the north, Pioneer Road to the east, and Valley View Road to the south. Connections and interconnectivity is a critical issue when looking at potential roadway networks within the neighborhood. The neighborhood's location near both the City of Madison and the City of Verona provides the opportunity to disperse traffic in multiple directions. Also, the Cherrywood subdivision located to the west of Tumbledown will utilize any new roadway connections and access points that are identified through this planning process, thereby also helping to disperse existing traffic.

### ***Environmental Protection***

- *To permit recreational activities such as trails in publicly- and privately-owned conservancy areas where compatible with wetlands and other natural resource protection.*

In the Land Use Plan, the Tumbledown Neighborhood is located in the district labeled “Western Highlands.” The land use plans for the Western Highlands indicate that this area should be planned as low density single-family residential. The Plan also notes a preference for “cluster subdivisions”, which allows residential development, but in a manner that preserves open space and environmentally sensitive areas. Public sanitary sewer or public water is not being planned for this area by the Town, and residential densities should be planned that can be sustained by private septic and water systems. However, the Plan does indicate that limited cluster development may be feasible on isolated “*package plants, or community sewage treatment plants.*” Also, as the City of Madison continues to annex land and reach westward to Pioneer Road, public sanitary sewer and water may become available to areas near the Tumbledown Neighborhood, which would allow for higher densities in the vicinity. The overall net density for residential development in the Town should not exceed one unit per one and one half acres (1:1 ½), as outlined in the Land Use Plan. The Transition Ordinance, passed in 2001, allows for higher densities in the Town with lots sizes of 28,000 square feet.

## **OTHER PLANNING CONSIDERATIONS**

At the time this Plan was being created, the Town was also exploring the potential feasibility of a Transfer of Development Rights Program (TDR). A TDR program allows development rights to be purchased from an individual parcel that the Town would like to preserve as open space, and then applied elsewhere. Transferring these development rights then allows other areas to be developed at a higher density than allowed by standard Town regulations. The overall density in the Town does not change, but it is rearranged in a way that allows preservation of environmentally sensitive areas and open space.

The Tumbledown Neighborhood is located between the Cherrywood Subdivision to the west, one of the more dense areas of the Town at a density of almost two units per acre, and the future boundary of the City of Madison to the east. This means that it could potentially be identified as an area to receive these density credits, which would allow the land to develop at a higher density than one unit per one and one half acres. This would not change the overall density in the Town, because these rights are transferred from parcels elsewhere that would no longer be developable.

If the Town does decide to move forward with establishing a TDR and the Tumbledown Neighborhood is identified as a “receiving area” for development credits, each individual land owner can choose whether or not they want to

participate in the program. If the landowner is interested in developing their land at a higher density, they can purchase development credits from those areas identified as “sending areas,” or areas to preserve.

# **TUMBLEDOWN NEIGHBORHOOD ISSUES AND OPPORTUNITIES**

## **SITE ANALYSIS: ISSUES AND OPPORTUNITIES**

The Tumbledown Neighborhood is unique in many aspects. Its prime location near the City of Madison has placed continual development pressure on the landowners in the area, yet it remains largely rural and undeveloped. Because the neighborhood has so much open space, the Tumbledown Neighborhood Plan should pay particular attention to natural features in the area and development patterns that are occurring in the vicinity. The following is a list of key factors, issues, and opportunities that were recognized while developing preliminary concept plans for the neighborhood. The attached map also addresses these factors in order to assist in shaping a neighborhood planning process sensitive to the needs of the Town, the land, and the residents.

### **1. CONNECTIONS TO CHERRYWOOD SUBDIVISION**

There are five potential roadway connections from Cherrywood Subdivision to the west of the Tumbledown Neighborhood. The three most obvious are at the dead end terminations of Maas Drive, Ox Trail, and Kempfer Lane. Connections off of Swoboda Road, just south of Mineral Point Road, and Sabaka Trail are also possible by following the southern edge of the Coyle Property to Valley View Road.

Utilizing these connections can create more alternatives for development patterns in the neighborhood. Without these connections, certain landlocked property owners would be dependent on the development of properties situated between them and access points to the roads bounding the planning area. Connections to the Cherrywood Subdivision also allow for traffic in both neighborhoods to be distributed evenly throughout the area instead of concentrated in a few key access points. Cherrywood residents currently have one primary access point, which is to the north where Swoboda Road intersects with Mineral Point Road. During peak hours, it is difficult for residents to turn onto Mineral Point Road because of heavy traffic volumes. Additional network connections to the east and south will allow more efficient traffic flow through the neighborhoods for current and future residents. These connections will likely also reduce travel and response times for municipal and emergency services.

### **2. PIONEER ROAD**

Pioneer Road will continue to grow in importance and traffic volume. It will be widened, realigned, and connected to destinations to the south, and potentially to the north, of the neighborhood. Employment and destination centers are also growing to the southwest around the City of Verona and the future University Research Park. Any future residential development should be buffered from this busy street, and additional roadway connections should be limited, especially near the both intersections with Valley View and Mineral Point Roads.

The southern section of Pioneer Road, just North of Valley View Road, will be realigned to the east into the Jovanovic property. The piece of Jovanovic's property, which will now be inside the neighborhood, is not large enough for more than one lot and will be difficult to access from Pioneer Road or Valley View Road because of its proximity to the southern intersection. Details for this property have not been addressed in this Plan. This realignment has already been officially mapped by the City of Madison, however, there may be an opportunity for the property owner and the Town to go back and work with the City for a better solution to this intersection.

### **3. EXISTING PARKS AND TRAILS**

There are numerous parks located around the borders of the Tumbledown Neighborhood that need to be considered when establishing a trail and open space system. The Town of Middleton has an existing trail plan, which should be utilized when developing concept plans. The plan calls for bicycle connections to Voss Park in Cherrywood, to Tumbledown Trail, Mound View Road, and the West Middleton Elementary School, in addition to equestrian trails connecting to Mound View Road. The Town Plan also shows bicycle and equestrian trails traveling north-south through the planning area and connecting to Mound View Road. The Ice Age Trail System also travels near the southern border of the planning area, and should be incorporated into concept plans. Although the Tumbledown Plan may not match the proposed trail routes exactly, they should incorporate the principles that have been outlined through the existing trail plan.

### **4. CONSERVATION AREAS**

The Tumbledown Neighborhood contains many naturally beautiful areas. The limited amount of development that has occurred in the area has preserved these natural features, and they should be recognized and protected in the future. There are a number of mature tree stands on the Veridian and Pray properties and a hill with exceptional views between the Pray and Rosenthal properties. These areas have been identified and prioritized for conservation.

An area within the neighborhood (see map, page 20) has been identified as suitable for Conservation Subdivisions, also referred to in Town plans as “cluster subdivisions.” This zoning classification allows for smaller residential parcels than a traditional subdivision, which allows more land to be devoted to open space. The goal of a conservation subdivision is to protect the prominent natural features in a given parcel. Although all landowners are encouraged to utilize conservation subdivision standards, the specified area has the most potential to effectively carry out this type or pattern of development. Developing residential homes in this manner is encouraged in order to preserve the character of the neighborhood, which was important to the stakeholders throughout the planning process.

### **5. DRAINAGE WAYS**

There are three primary drainage patterns occurring in the neighborhood. Stormwater needs to be accounted for regardless of the type of development chosen by landowners. Detention areas are necessary and can take the form of individual parcel basins or larger-scale regional basins.

Currently, the Tumbledown Trails Golf Course and West Middleton Elementary School both experience extensive flooding that results from two separate drainage-ways running through the area. One drainage pattern, in the northern half of the area, moves from Swoboda Road in the west towards Tumbledown Golf Course and Pioneer Road in the east. If development does occur to the west of these sites, stormwater management will become a larger problem. This drainage-way has the largest impact on the golf course, and there is a need for a detention basin to the west of this property, as indicated on the site analysis map.

A second major drainage-way originates from subdivisions in the north and travels southeast under Mineral Point Road towards Pioneer Road. This stormwater pattern also contributes to the extensive flooding experienced by the golf course and school. When there is a large amount of rain, the open area between the school and the golf course becomes completely flooded. This swath has the potential to evolve into a greenway corridor in the future because of the limited development options possible on the parcels in and around this drainage-way. This location has also been selected as a potential site for a pedestrian underpass beneath Mineral Point Road. The Town is currently

investigating funding resources to develop this underpass to connect the trail networks on each side of this busy roadway.

A third drainage way in the south runs from west to east near the lower boundary of the planning area (see map page 11). One option for stormwater management along this drainage-way is to locate a greenway buffer along Valley View Road. A greenway would entail a corridor of open space where no development could occur. Not only does this meet the guideline requirements for addressing drainage patterns, but it also provides a buffer between Valley View Road and any potential residential housing that may be sited alongside it. The Town would need to work closely with property owners in this area to effectively develop a greenway that optimizes public and private interests.

## **6. MINERAL POINT ROAD FRONTAGE PROPERTY**

There are a number of developable parcels facing Mineral Point Road that pose a problem for effective planning. The location and surrounding land uses are still very rural for a large amount of commercial property to be conforming or supportable, but much of the property is also a poor location for single family dwellings. Mineral Point Road is a Dane County Highway and sees excessive traffic volumes during peak hours and it will eventually become a four-lane road. Any proposed future access points will need to be approved by the County, which may be very difficult to accomplish. However, there are several existing closed access points that could be reconfigured if commercial uses were proposed along Mineral Point Road. Property owners will need to get permission from the County to re-open any of these existing access points. If future commercial is desired in the neighborhood, this is naturally the most appropriate area for it. This conclusion is supported by the Town's Land Use Plan, which identifies the area surrounding the intersection of Mineral Point Road and Pioneer Road as suitable for additional commercial uses.

## **7. TUMBLEDOWN TRAILS GOLF COURSE**

The Tumbledown Trails Golf Course is a substantial asset to the Tumbledown Neighborhood. It provides quiet recreation while enhancing open green space. The existence of the golf course will also increase property values for landowners that wish to develop around its perimeter.

There are currently no plans for the golf course to leave this location or develop any of their existing property. The majority of Primary Stakeholders expressed support for the golf course and encouraged it to stay. However, the process of developing the neighborhood plan also addressed the possibility that the golf course may not always be there.

The Town's Transportation Plan called for Tumbledown Trail to connect to Ox Trail Way in the Cherrywood Subdivision. However, for the sake of the golf course, care should be taken to control traffic on Tumbledown Trail. The golf course has two holes that are located to the south of Tumbledown Trail, and users are required to cross this roadway twice when playing. The safety of the golf course users must be considered when assessing probable transportation patterns on Tumbledown Trail. Increased traffic could result in access and safety issues for the users of the course. This property covers a substantial portion of the neighborhood, and most Primary Stakeholders agreed that its concerns should be accommodated. Multiple options were studied during the planning process to alleviate the potential traffic increases on this local roadway.



## **TUMBLEDOWN NEIGHBORHOOD PLAN**

The Tumbledown Neighborhood Plan has been compiled through extensive stakeholder participation, as outlined in the Introduction. The Town Board and staff, Plan Commission, and neighborhood property owners met multiple times to discuss and review early drafts of the plan, and to modify various elements as needed. The resulting neighborhood plan is a balance of the desires of the residents who currently live in the area with the needs identified by Town officials. It forecasts a future for the neighborhood that embodies parts of the rural character and open space that property owners value and wish to retain, while designating lands poorly-suited for low-density residential development as potential locations of commercial or higher-density development. Overall, the plan seeks the highest and best use for each property relative to its location.

### **RECOMMENDED LAND USES**

Existing land uses in the Tumbledown Neighborhood are outlined and described on pages eight and nine of this document. The recommended land uses presented in the Neighborhood Plan largely reflect, and are consistent with, the land uses that currently exist there already. Multiple land uses were discussed and options were presented regarding future development potential in the area. The following recommendations portray the desires of the property owners and Town officials for the future of the Tumbledown Neighborhood.

#### RESIDENTIAL LAND USE

The majority of parcels in the neighborhood are designated as low-density single-family residential. The only variation appears along Mineral Point Road, which will be discussed in the next section. The Town's cluster subdivision ordinance allows for higher-density residential development to occur when considerable open space is designated. The Watts family has an opportunity to pursue this type of development by permanently designating areas of the golf course to preservation while clustering residential units along the primary north-south road in the neighborhood and near Mineral Point Road. The Town standard for single-family residential developments is that parcels be no smaller than 65,000 square feet, as outlined in the Land Division Ordinance. However, the Transition Ordinance was passed by the Town in 2001 which allows 28,000 square foot parcels in exchange for dedicated open space. The parcels may be subdivided at a higher density if natural and open space is reserved on the site for public use. This option is likely to occur elsewhere in the Tumbledown Neighborhood because of the opportunity to capitalize on existing natural features, as well as the need to address stormwater patterns.

There are several tree lines that should be preserved for walking trails, and the large hill crests on the western side of the neighborhood, which residents believe should be maintained as open space in the future. If these features are left as natural areas and dedicated for public use, land owners would be able to divide their land as cluster subdivisions, which allow smaller lots of 28,000 square feet each, as outlined by the Transition Ordinance passed in 2001. It is ultimately the decision of each individual property owner as to how they would like to develop their land. Although this plan reflects the local priority that open space be retained in specific areas, all land divisions are encouraged to utilize a clustered development approach. New subdivisions arrayed more tightly on smaller lots will contribute significantly to maintaining the rural character and natural features of the neighborhood.

#### COMMERCIAL LAND USE

Currently, only a minimal amount of commercial land exists in the Tumbledown Neighborhood. A gasoline/convenience store and a tree nursery are located along Mineral Point Road on the northern boundary of the planning area. Several primary stakeholders thought that more commercial land should be included in this area of the neighborhood. The Town's existing Land Use Plan also indicates that the intersection of Mineral Point Road and Pioneer Road is an appropriate location for commercial uses within the Town.

The area between the current Tumbledown Trails Golf Course entrance road and Mineral Point Road has been designated for commercial. This land is surrounded by a high traffic corridor, a school, and an access road to a commercial business and does not seem suitable for residential use.

Any commercial that develops here will need to be sensitive to residential homes in the vicinity. Traffic generation, building size, orientation, and buffering will be a key element to developing commercial uses that suits the character of the neighborhood. Also, access onto Mineral Point Road will be an important factor in successfully bringing in additional commercial space. There are two existing access points in this area that could be utilized for commercial uses. One is the existing Golf Course entrance drive, and the second is an access point just to the west of the West Middleton Elementary School that is owned by the Watts family. The current golf course entrance would likely serve as a frontage road for commercial space and provide a transition to other uses to the south.

#### INSTITUTIONAL LAND USE

The West Middleton Elementary School is located along the northern border of the planning area on Mineral Point Road. The Plan identifies this parcel as the only current and future institutional land use in the neighborhood. The Town does not foresee a need for additional institutional uses in this area in the future, and stakeholders likewise did not indicate a desire to plan for additional institutional uses.

#### TRAILS, PARKS, AND OPEN SPACES

##### *Trail Network*

The Town of Middleton has an adopted trail plan that includes plans for the Tumbledown Neighborhood. The proposed trail network for the area depicts interconnected walking, biking, and horse trails. As outlined in the Issues and Opportunities section of this document, there are opportunities for several major connections to be made in the neighborhood, as indicated in the Town's Trail Plan. Existing parks in the Cherrywood Subdivision, the location of the West Middleton Elementary School, and proximity to the Ice Age Trail to the south are all factors to be considered in establishing an internal trail network.

A trail route is currently being constructed that will connect the Cherrywood Subdivision with the West Middleton Elementary School through the Tumbledown Neighborhood. This trail connection is shown in the Neighborhood Plan and travels through property owned by the Tumbledown Trails Golf Course. This trail could be relocated slightly based on any development that is proposed for the area. The remainder of the trail network proposed in the Plan was conceived and designed in response to a number of factors.

First, the City of Madison has a planned trail route running parallel to Pioneer Road across from the Tumbledown Trails Golf Course. The trail network in the Tumbledown Plan meets up with the City's trail to the north and south of the golf course. Linking at these points allows users in the Town of Middleton to access the City of Madison's trail system and travel farther to the east via these Pioneer Road connections. This approach will alleviate the need to construct additional trails in the neighborhood along Pioneer Road, which would be necessary if the City of Madison were not planning their routes in the same location.

Second, there are several natural amenities in the neighborhood that provide potential trail routes. Existing trails currently pass through several of the tree lines near the center of the planning area on the Pray property. Although these are not adopted Town trail networks, local stakeholders would like to see these trails remain open for use by residents. The tree lines to the south of the golf course provide ideal conditions for recreational trails through the neighborhood. The Plan indicates that these trails should be extended southward to connect with the Ice Age Trail.

All of the trails meet up at a principle location in the planning area currently being referred to as the Pray Family Park. This abundant open space provides an outdoor recreational area and the trails traveling through the park make it easily accessible from any direction.

Another important component is establishing a safe crossing point along Mineral Point Road. The Town has applied for grant funding for an underpass near the elementary school. This will connect the Tumbledown neighborhood's network to areas to the north.

#### *Neighborhood and Area Parks*

Several small pocket parks currently exist in the Cherrywood Subdivision to the west of the planning area. Although the Tumbledown Neighborhood currently has several small internal trail networks, there are no parks located within the planning area. The Neighborhood Plan identifies approximately 15 acres to be set aside for a large park along the western border of the area, which is referred to on the map as the Pray Family Park. This area is ideal for a neighborhood park because of its location and natural features. A large hill covers much of the central part of the planning area, and the land designated for parkland in the Plan is located above the rest of the neighborhood on the crest of this hill. Locating a future park on this parcel would establish and maintain a scenic view out over the landscape, and allow this natural feature to be dedicated to the public and remain as open space. One potential concern is that houses too close to the park will block the scenic overlook, so any proposals that the Town reviews should take the time to carefully locate structures in order to minimize disruption to the landscape.

The landowner of this parcel, Mr. Lloyd Pray, owns much of the land in the central area of the neighborhood. If developed, the remainder of this land would require an extensive amount of open space dedication, some of which could be devoted to the hill-top park. The central location of such an amenity would also accommodate Town of Middleton residents as whole, rather than solely serve neighborhood residents. Cherrywood residents will have easy access to such a park, due to its position along the border between the two neighborhoods. Town residents will be able to utilize and appreciate this space as a community gathering and recreational area, over and above the more limited trail use currently prevailing on the parcel.

#### *Stormwater Management Facilities*

Stormwater facilities should naturally be sited along major drainage-ways in the planning area. Any individual property owner that chooses to divide and develop their parcel is required to provide stormwater management facilities, either on site or as part of a regional stormwater management system. Stormwater facilities have not been visually depicted on the Neighborhood Plan map because the many factors that ultimately factor into precise locations have not yet been determined. There are several primary drainage-ways traveling through the neighborhood, as depicted on the Issues and Opportunities map on page 21. Retention or detention basins would best be located along these drainage-ways in order to take advantage of the natural slope of the land and existing stormwater patterns.

If multiple property owners choose to develop their parcels harmoniously, a regional stormwater system could be utilized. This would provide the opportunity to develop more of the land by utilizing a large stormwater detention/retention facility. Were property owners to develop their land individually, there would result a greater number of smaller ponds scattered throughout the neighborhood. Further, existing large-scale stormwater issues may require joint efforts to address repeated, extreme flooding events that historically occur on the West Middleton Elementary School and Tumbledown Trails Golf Course properties. This receiving area marks the confluence of several drainage patterns, and needs to be taken into account as development proceeds in order to alleviate any compounded stormwater problems. A jointly arrived-at regional stormwater management feature, designed to address and to take advantage of existing runoff patterns, could efficiently meet the mutual needs of a number of property owners.

### **RECOMMENDED TRANSPORTATION FACILITIES**

As outlined in the existing conditions section, there is minimal roadway infrastructure currently in place in the Tumbledown Neighborhood. Much of the planning process was devoted to coming up with an internal road

network defined by safety and character considerations while still allowing each property owner the ability to develop if they so desired.

There were several concerns identified by the property owners in the Tumbledown Neighborhood regarding an internal transportation network. Residents did not want to see an overwhelming number of straight streets that would encourage cut-through traffic and high speeds. Curving streets were preferred, which would maintain a more rural atmosphere and discourage non-local traffic.

#### MAJOR COLLECTOR/MINOR ARTERIALS

There are three primary arterial streets traveling around the boundary of the Tumbledown Neighborhood. Mineral Point Road, Pioneer Road, and Valley View Road all carry significant traffic volumes in, out, and around the area. Also, land to the east of Pioneer Road will eventually be annexed by the City of Madison. When that happens, the City will be reconfiguring the intersection of Pioneer Road and Valley View Road to facilitate increased traffic flow. The Town is also looking at alternative connections in the north in order to establish Pioneer Road as the primary north-south corridor through the Town.

The main issue that needs to be addressed in relation to these arterial roadways is access. Mineral Point Road carries over 15,000 vehicles per day and additional access points to this road will only exacerbate the existing congestion faced by local and regional commuters. Pioneer Road provides only three access points into the neighborhood. At this time, there are no public access points from the Tumbledown area south onto Valley View Road. The only access is by private driveways for residents of adjoining parcels.

The Neighborhood Plan proposes three additional access points from the planning area onto Valley View Road in the south. Several easements already exist and local property owners have indicated that they could potentially be developed as roadways in the future. If future development and access is acceptable to property owners, the Town may deem that only two access points are appropriate off of Valley View Road. If future development does not allow these easements to become access points, alternate locations should be identified for access onto Valley View Road. Access to the south is critical in order to establish an efficient transportation network through the neighborhood, and to alleviate any increases in congestion along Mineral Point Road.

A local road that serves as a north-south collector should be formed through the neighborhood in order to disperse traffic in an efficient manner. The southern connection indicated in the plan near the area's western boundary anchors this new arterial corridor. A roundabout has been located near the proposed Pray Family Park in order to slow down traffic and create a comfortable intersection near the primary recreation area in the neighborhood. This collector street will be heavily used, and traffic calming measures should be implemented in order to make this intersection safe for both drivers and pedestrians. It should also be designed to discourage cut-through traffic from non-residents who should use Pioneer Road to move between Mineral Point and Valley View Roads. For example, distinctive or varying paving materials could be used near the roundabout to indicate to drivers that they should slow down. Street layout and types of plantings will also have an impact on how drivers travel through the area.

#### COLLECTOR AND LOCAL STREETS

The Tumbledown Neighborhood has only a minimal internal street network. There are now four primary roads that are recognized by the Town as local infrastructure, all of which are accessed via Pioneer Road. Although there are numerous private drives that are accessed from Mineral Point Road and Valley View Road, there are no additional infrastructure improvements currently planned within the area. However, the existing infrastructure context and available access points will provide some opportunity and backbone when developing a local street network.

There are multiple elements that must be considered when developing an internal street network in the neighborhood. First, the network must allow all property owners the opportunity to divide and develop their land if

they so choose. Second, the network must also consider connections to the Cherrywood Subdivision, as outlined in the Issues and Opportunities section of this document. There are multiple potential access points between the two neighborhoods. Third, the road network must consider the amount of traffic routed onto Tumbledown Trail. The Tumbledown Golf Course currently operates along both sides of this road, and increased traffic may cause additional liability on the operators of the course. Finally, a north-south collector street is an important element for collecting and dispersing local traffic in an efficiently, although controlling speeds along this route will be a primary concern.

All of these issues have been addressed by the road network proposed in the Neighborhood Plan. Four connections have been proposed to the Cherrywood Subdivision, which would disperse traffic evenly throughout the area while also allowing Cherrywood residents to access Valley View Road to the south and Pioneer Road to the east. There are several areas where cul-de-sacs have been introduced. Primary stakeholders agreed that cul-de-sacs were preferred because of their safe and quiet nature.

In the event the Pray property undergoes a major development while the Tumbledown Golf Course is still in operation and has golfer crossings on Tumbledown Trail, it is recommended that Tumbledown Trail be turned into a dead-end cul-de-sac at the end of the Watts property. Closing Tumbledown Trail will only be possible if the owners of the current Watts and Pray properties work together to create an additional access point from the Pray property to Mineral Point Road or Valley View Road. The other two access points at Fallen Oak Trail and Ox Trail Way will be required but connecting only those two would likely increase traffic on Fallen Oak Trail dramatically, especially when connections are made to other developments such as Cherrywood.

The Watts family currently owns a piece of property adjacent to the southeast corner of the Pray property that includes a 66' strip of land from the Pray property to Valley View Road. This land could become a roadway and provide the needed outlet for traffic generated by future development. Other properties, including those owned by Charlton and Happs LLC, will also utilize this north-south road for their access to Valley View Road.

**Town of Middleton  
Tumbledown Neighborhood  
Development Plan**

**DRAFT Concept Plan  
Land Use**

**Existing**

-  Single-Family
-  Institutional
-  Commercial
-  Tumbledown Golf Course

**Proposed**

-  Single-Family
-  Commercial
-  Greenway / Park
-  Primary Right-of-Way
-  Secondary Right-of-Way

-  Multi-use Trail
-  Proposed Madison Paved Trail System
-  Private Property Lines
-  Likely Stopping Points

Scale:  500'

Proposed public right-of-ways have been depicted in two ways. The streets that are shown in white are the primary networks and will have the biggest impact on traffic flow through the neighborhood. The network shown in gray is for individual property development, and is more lenient to adjustments depending on the needs of the property owner.

Although stormwater management systems have not been included on this map, it is important to understand that any property owner who chooses to develop their land must accommodate for stormwater through individual basins or through a regional detention basin facility. The most appropriate location for stormwater facilities are along major drainage-ways, as shown on the accompanying issues and opportunities map.



## **EFFECTS OF THE TUMBLEDOWN PLAN ON THE CHERRYWOOD SUBDIVISION**

The Tumbledown Neighborhood Plan will have many direct and indirect effects on the residents of the Cherrywood Subdivision, which is located directly to the west of the Tumbledown planning area. Besides the land owners within the Tumbledown area, the residents of the Cherrywood Neighborhood were also closely associated with this planning process in order to minimize the negative impacts on adjacent landowners. Comments from the stakeholder meetings are included in the attachments. The following is an outline of the various factors that will impact the Cherrywood residents and how the plan has addressed these elements.

### LAND USE

Cherrywood Subdivision is made up of single-family residential dwelling units on low-density parcels with several small pocket parks dispersed throughout the neighborhood. The entire eastern boundary of the development is shared with the Tumbledown neighborhood, which is primarily undeveloped open land.

The land uses being proposed in the Tumbledown neighborhood are almost entirely single-family residential parcels. Depending on the type of development that occurs, the density of these lots may be the standard minimum size of 65,000 square feet. However, if private property owners in the Tumbledown neighborhood choose to develop cluster subdivisions, the lots may increase in density to 28,000 square feet each. The density in Cherrywood is higher than allowed by standard Town regulations at a density of approximately two units per acre. The density at which Tumbledown would develop will be lower than that in Cherrywood, regardless of the regulations established by the Transition Ordinance.

A large community park has also been included in the Tumbledown Neighborhood plan, which will abut the Cherrywood Subdivision. The existing homes in Cherrywood that adjoin this park can expect to see property values increase because of their location and proximity to the proposed open space. The park has been located so as to benefit not only Tumbledown residents, but also Cherrywood residents to the west.

Any potential commercial uses that come into the neighborhood will be kept along Mineral Point Road and will have no direct impact on existing residents of the Cherrywood neighborhood.

### TRANSPORTATION

The established street network in Cherrywood indicates future connections will be made with the Tumbledown neighborhood. There are four street extensions that could be used to develop an internal street network between the two neighborhoods. New transportation connections will have the biggest direct impact on the residents of Cherrywood.

There is a low probability that additional housing units in the Tumbledown Neighborhood will have a dramatic impact on the traffic volume moving through the Cherrywood Subdivision. Tumbledown residents will have access to all major roads that border the area once the internal street network is completed. In the early stages of development, new Tumbledown residents may need to use the Cherrywood street network before all proposed connections are established. However, once completed there will be little reason for new residents to access Mineral Point Road through Cherrywood to the west. Other than Mineral Point Road, the only other major road accessible through Cherrywood is Timber Lane to the west.

Traffic may increase throughout the Tumbledown area, as Cherrywood residents will enjoy new street connections to the east and south. The Tumbledown Neighborhood Plan includes four new street connections between Cherrywood and Tumbledown, all of which are currently dead-ends or cul-de-sacs. The four connecting streets

will disperse traffic that would otherwise be directed to a single access point. Currently, the residents of this subdivision only have access to Mineral Point Road to the north via Swoboda Road. Peak-hour traffic demand will be mitigated in the immediate area when alternative access points to Valley View Road and Mineral Point Road are established, and locally-generated traffic is distributed through the new connections.

### TRAILS AND PARKS

The Cherrywood Subdivision currently has several pocket parks distributed throughout the neighborhood. A trail is currently being constructed that travels from the park north of Kempfer Lane through the Tumbledown Neighborhood to West Middleton Elementary School on Mineral Point Road. This connection will allow school-aged children in the Cherrywood Neighborhood to get to and from school each day by bicycle without facing the dangerous traffic on local roads. This trail was included in the Tumbledown Plan, in addition to an internal trail network throughout the planning area.

The trail network proposed in the Tumbledown Plan allows residents in Cherrywood to easily access areas to the north and to the east in the City of Madison. The City of Madison is planning to extend its trail system to Pioneer Road, and the Tumbledown Trail network will allow Cherrywood residents to easily access that system. The Town is also currently in the process of applying for grant funding to develop a pedestrian underpass under Mineral Point Road near the West Middleton Elementary School, which would connect the trail system south of Mineral Point to neighborhoods and parks to the north.

In addition to an extensive trail system, the residents of Cherrywood will also have access to a centrally-located community park. A 15-acre park is proposed in the Tumbledown Plan adjacent to Cherrywood near the center of the planning area. All Town residents will be able to utilize this space, which will be easily accessible by Cherrywood residents.

## **APPENDIX**

**NO. 1: LETTER TO PRIMARY STAKEHOLDER FOR KICK-OFF MEETING HELD ON JANUARY 13, 2005**

December 22, 2004

Re: Tumbledown Neighborhood Planning

Dear Landowner:

This letter is to inform you that the Town of Middleton is beginning a new Neighborhood Planning process for the Tumbledown Neighborhood area. You have been identified as a “Primary Stakeholder” in this process because you own land which still has development potential inside the planning area (see attached map).

A Neighborhood Plan is desirable for this area because there has been, and will continue to be, pressure to develop these properties. The neighborhood is much sought after and suitable for residential development. A plan for the area allows those who intend to develop to do so, while limiting negative impacts on landowners who have no such plans.

As primary stakeholders, your desires will be clearly expressed in the Neighborhood Plan so that any future development proposals will encounter a more transparent and timely approval process. The final Neighborhood Plan will be adopted as an official Town document. The Plan will be general in nature and will be used as a guide for the Plan Commission in reviewing future development proposals in the Tumbledown Area.

Our first Primary Stakeholder meeting will take place at the Middleton Town Hall (7555 West Old Sauk Road, Verona, WI 53593) on January 13, 2005, at 7:00 pm. This meeting will consist of a presentation about the planning process followed by an open forum where the Primary Stakeholders will express their desires for the future of this neighborhood. Vierbicher Associates, along with the Plan Commission, will facilitate these meetings and assist in the creation of this Neighborhood Plan.

The Tumbledown Neighborhood Planning Area map and Neighborhood Planning Process outline have been attached for your review. Please feel free to contact me at 826-0532 about the neighborhood planning process.

Sincerely,  
VIERBICHER ASSOCIATES, INC.

Ken Maly  
Project Manager

**NO. 2: PRIMARY STAKEHOLDER MINUTES FROM KICK-OFF MEETING HELD ON JANUARY 13, 2005**

**TUMBLEDOWN NEIGHBORHOOD PLAN**

**PRIMARY STAKEHOLDER KICKOFF PRESENTATION AND COMMENTS**

**January 13, 2005 7:00 – 8:30 p.m. – Town of Middleton Town Hall**

Ken Maly and Sarah Pittz-Shoemaker of Vierbicher Associates, Inc. facilitated a meeting of stakeholders in the Tumbledown Neighborhood to provide an overview of the neighborhood planning process and acquire input from stakeholders regarding their future vision for the neighborhood. The presentation provided an overview of the planning process and explained the Town's reasoning for hiring Vierbicher Associates, Inc. to facilitate the planning process.

The presentation lasted approximately fifteen minutes, and two general questions followed from members of the audience. The first question involved the topics to be investigated during the planning process with a particular concern about the housing density within the neighborhood. Ken Maly responded to the question by stating that housing density would be a part of the planning process, and indicated that the neighborhood plan would also focus on land uses, transportation, parks and open space, and a trail system. Ken also stressed that the plan would be a general concept, and would not include specific locations for streets or structure design guidelines.

The second question was: Who had hired Vierbicher Associates, Inc. to do the neighborhood plan? Ken Maly responded that Vierbicher was hired by the Town of Middleton due to a number of development proposals that have recently come before the Plan Commission regarding properties in the area, and their anticipation of further proposals within the area.

Ken Maly then opened the meeting up to comments from stakeholders on the overall vision for the neighborhood. Stakeholders were called on in alphabetical order and given the choice to provide input. The following is a summary of those comments:

**Avedon** – Initially planned to defer to others, but then began discussing their vision for the area, which included a country feeling, ample trees, and low density. Mrs. Avedon asked who would pay for roads. Green space and trails were important, and support for fewer roads was expressed. They envision a connection from their property to Mound View Road on easements that currently exist. They posed the idea of one-way lanes, and stated that roads do not have to be straight and encouraged creativity in road design to encourage slower speeds. They prefer 2 to 3-acre lots, and indicated it was rare to have the amount of space property owners in the area enjoy, while still being close to the metro area. Mrs. Avedon also indicated that she supported the planning process as it would alleviate the unknown.

**Charlton** – Indicated they purchased their property to maintain space. They are horse owners. Indicated that future planning meetings will provide an opportunity for them to provide additional input.

**Carlson** – Currently own a tree farm on their property. Indicated that he leans toward affordable and dense housing. Stated a preference for B-1 zoning on his property near the school, but stated a preference for leaving 3-4 acres residential.

**Coyle** – Asked about the boundary agreement with the City of Madison. The Town Administrator stated that it was a sixty-year agreement that only allowed for annexation at the request of the property owner. Coyle encouraged a plan that minimizes connections to Cherrywood, and encouraged residential development to occur on lots of 1-2 acres differing in size. Also indicated that they did not want a connection to Mineral Point Road. Suggested talking with Cherrywood residents early in the process and developing one concept plan that minimizes road connections to Cherrywood.

**Darwin** – Property owner indicated his property was in the SE corner of the planning area. He planted an abundance of trees on his property and likes the rural feel. He also expressed his preference for trails versus roads, and encouraged any roads to curve and be designed to calm traffic. He also indicated he has private trails on and around his property.

**Haps, LLC** – Purchased the property for the rural environment, but thinks that development will occur. He stated a preference for trails. Would prefer keeping the rural atmosphere with low-densities.

**Heins** – Not present

**Jovanovic** – Relocated from Elver Park to the area because he didn't like the density, crime, and drugs that he feels are inherent in dense neighborhoods. Opposed to high-density housing and does not want rental units in the area. Trails are fine. Owner stated a strong preference for cul-de-sacs as they provide a safe environment for children to play in the street. Owner's property is currently leased for farming, and the taxes on the property are higher than the annual lease rate. Stated that he has been fighting the relocation of Pioneer Road onto his property and the annexation to Madison.

**Mathison** – Moved to their property in the 1960s and own a nursery business. Stated a preference for openness and low density, and the country feeling. Indicated he is not anxious to sell his property. Expressed support for maintaining the neighborhood in its current state with the addition of a tavern. He is concerned about increased traffic and reduced safety.

**Matthews** – Not present

**Pray** – Moved to the area in 1968 and loves living there. Expressed concern over the planning process and its potential to mitigate property owner's rights. Indicated that the property will be passed on to four future owners, and he wants to keep the property intact. Indicated his belief that development is not a question of 'if', but 'when'. Opposes an east/west thoroughfare connecting to Cherrywood at the current location of Tumbledown Trail. Prefers parkland on western 20-acres of his property. Mr. Pray also agreed with the idea that cul-de-sacs are an inviting place to live, and would not mind seeing them in the neighborhood.

**Rosenthal** – Indicated ownership of a 15-acre parcel that was purchased for investment purposes. No current plans for the property.

**Simonson** - Not Present

**Sprecher** – Has lived on the property for thirty years and wants it to remain as is. Indicated that planning roads will almost have to be a part of the planning process. Posing the question as to how the community can be planned efficiently without a transportation plan in place? Supports 1¼ acre lots with an additional ¼ acre dedicated for trails. Encourages the idea of reducing the lot size to accommodate additional green and trail space.

**Theis** – Currently farm their property and plan to continue farming. Expressed support for walking trails, but do not support horse-riding trails. Currently there is not extensive pressure on them or the site to discontinue farming operations.

**Uebersetzig** – Own a 2-acre parcel and prefers no change in the area.

**Valley View Enterprises.** – Don Esposito indicated his support for the planning process and good planning in general. Also indicated that he presented a concept plan for their property to the Plan Commission, but withdrew the plan to do further work on it. The intention is to hold the property until this planning process is complete.

**Watts** – Owners of the golf course. Oppose a thoroughfare moving through the property by extending Tumbledown Trail as an east-west corridor. Golfers currently cross this road at two places. Safety would become a major issue if more vehicles were directed on this route. If this road were to connect, they would need to rethink the location of the golf course and determine if they could continue business in that location. Indicated there has been a liability concern with property owners in the Cherrywood area utilizing their cart paths as walking trails. The Watts are working with the Township to develop a trail that will provide connectivity between the Cherrywood area and the school. Any additional trails too close to the course would cause further safety concerns. Also expressed desire to see a traffic impact analysis in the neighborhood as well as throughout a larger area, including the Tumbledown area.

**Zeuske** – Stated a preference for low-density, and indicated that a southern Cherrywood exit might be positive for traffic flow.

**Ken Maly** asked if anyone in attendance knew of other stakeholders that should be invited to future meetings or if anyone was present that did not have the opportunity to speak.

A resident of the Cherrywood Neighborhood commented on the roadway connections between the two areas. He indicated that not all residents in Cherrywood would be opposed to such connections, especially those living in the south of the neighborhood. Epic Data, a company currently located on Odana Road, will be moving to Verona in the near future. This could have an impact on transportation patterns around the communities, as more people are looking for north-south corridors.

Common discussion occurred at several points throughout the meeting regarding traffic patterns around the perimeter of the neighborhood. Traffic volume and speeds are a source of concern for a majority of the residents in the neighborhood. Mineral Point Road sees excessive traffic during peak hours, as it is a major corridor between Middleton/Madison and communities to the west, such as Pine Bluff. It is nearly impossible to turn onto Mineral Point from a road to the north or south. Traffic lights should be considered to increase safety precautions. Pioneer Road has also seen an increase in traffic, with few drivers paying attention to speed limits when passing the neighborhood. (There is a common concern that

additional roads will bring more traffic and increased speeds. Attention will need to be paid to the design of additional roads in order to address safety concerns.)

**Jim Mueller, Town of Middleton Administrator**

Jim talked after the meeting about the different types of development currently available under Town ordinances. The Traditional Subdivision in the Town of Middleton has a minimum lot size of 65,000 square feet (approximately 1.5 acres). Also allowable are Cluster Subdivisions, which allow for lots as small as 28,000 square feet (approximately .6 acres) with more space devoted to community open space. The overall minimum density on a cluster subdivision is 60,000 square feet per dwelling. Jim also mentioned that higher densities are possible within ½ mile west of Pioneer Road, which covers about half of the planning area. This area allows cluster subdivisions that also have a minimum lot size of 28,000 square feet but requires less area devoted to open space. Overall minimum lot size allows approximately 40,000 to 45,000 square feet per dwelling unit in the Transition Area.

Ken thanked everyone for attending, and indicated that the input was appreciated. He recommended that the group meet again in two months to review two concept plans that will be developed based on the input received during the meeting.

Meeting adjourned at 8:30 p.m.

**NO. 3: LETTER TO PRIMARY STAKEHOLDER FOR MEETING ON MARCH 16, 2005**

February 28, 2005

Re: Tumbledown Neighborhood Planning  
DRAFT Concept Plan Presentation

Dear Landowner:

This letter is to inform you that the second Primary Stakeholder meeting for the Tumbledown Neighborhood Planning process will take place on **Wednesday, March 16<sup>th</sup> at 7:00 p.m.** at the Town of Middleton Town Hall. The purpose of this meeting will be to discuss *draft* concept plans for the future development of the Tumbledown Neighborhood and gather input from the Primary Stakeholders. The concepts were derived from information and ideas collected from stakeholders at the first meeting, with additional consideration given to other development factors such as existing buildings and property uses, green spaces, drainage-ways and stormwater management constraints, existing roadway configurations, and existing intersections and access points.

It is important to keep in mind that the two concepts provided at the meeting are an initial effort that will invariably require further revisions once the stakeholders have had an opportunity to review the draft plans. We encourage you to bring forth any concepts or drawings you may have developed over the years to assist in improving the initial concept plans.

If you have any questions regarding the meeting to be held on March 16<sup>th</sup>, please feel free to contact me at 826-0532, or by e-mail at [kmal@vierbicher.com](mailto:kmal@vierbicher.com). We look forward to discussing the draft plans, and addressing any questions that result from your review.

Sincerely,  
VIERBICHER ASSOCIATES, INC.

Ken Maly  
Project Manager

KM/lfl

**NO. 4: PRIMARY STAKEHOLDER MINUTES FROM MEETING ON MARCH 16, 2005**

**TUMBLEDOWN NEIGHBORHOOD PLAN**

**PRIMARY STAKEHOLDER COMMENTS**

**March 16, 2005 7:00 – 8:45 p.m. – Town of Middleton Town Hall**

Ken Maly and Sarah Pittz-Shoemaker of Vierbicher Associates, Inc. facilitated a meeting of stakeholders in the Tumbledown Neighborhood to introduce draft concept plans for the neighborhood. The goal of the meeting was to gather opinions and comments from the primary stakeholders regarding the concept plans. These comments will then be used by the team to start moving towards a single plan for the neighborhood.

The meeting began with a brief fifteen minute presentation by Ken Maly. Ken introduced the three concept plans in addition to a map that outlined the issues and opportunities in the area. He then went on to speak about the strengths and weaknesses of each plan. Ken also reiterated that these are DRAFT concepts, and they should not each be considered as a whole plan. Stakeholders should identify *pieces* of each that they like or do not like in order to come up with the best fit for the neighborhood.

After the presentation, Jim Mueller spoke regarding the City of Madison's intent to extend municipal sewer services. In the future, these services will be extended to the City limits near Pioneer Road, and there may be potential for residents within the Town to access these services. Additional details are not yet available to the Town.

The next twenty minutes of the meeting allowed all of those attending to walk around the room and look more closely at each of the plans. Ken Maly and Sarah Pittz-Shoemaker were available to answer questions about the plans. After a majority of the questions were answered, the group reconvened and Ken Maly opened the meeting up to comments from stakeholders on the concept plans. Stakeholders were called upon in reverse alphabetical order and given the choice to provide input. The following is a summary of those comments:

**Avedon** – Mr. Avedon presented the question “Is this an extension of Cherrywood, or is it its’ own neighborhood?” If you don’t think of it with that sense of mind, everything through the neighborhood will be a drag-strip. Says that we need to keep low density in order to maintain the rural feeling. Says that Plan A with connection to Tumbledown Trail will definitely become a speed-way. Likes Plan B best, with modifications, to force more low-density. Likes the roundabout and less connectivity with the roads. Would continue Ox Trail north to Veridian property, and move Tumbeldown Trail to the south below the golf course so there are no safety issues.

**Charlton** – Not present

**Carlson** – Owns the greenhouse property. Favors Plan C because it does not have a road through this property. A road and trail don’t allow for much else to be placed on the property. He owns enough

property along Mineral Point Road for a couple of lots. Would like to leave as commercial uses in the front of his property. Currently lives on Valley View Road and indicates that there is already too much traffic. Says the uses should be left up to the people who own the property.

**Coyle** – Not present

**Darwin** – Agrees with the comments of Mr. Jovanovich; doesn't want to push traffic onto Valley View Road. Likes the roundabout if it slows down traffic, which we should try to do as much as possible. Loves the Pray's park idea and the trail system; would like to see a larger park in the neighborhood. Doesn't mind additional commercial along Mineral Point Road, but doesn't want higher-density anywhere in the neighborhood. Presented the idea of extending the cul-de-sac shown on his property to access the Jovanovich parcel.

**Haps, LLC** – Liked the roundabout in order to slow traffic through the neighborhood. Also had positive input regarding the location of trails and cul-de-sacs. Even though the higher-density duplex area was north of the golf course and away from homes, preferred not to see any higher-density residential in the neighborhood.

**Heins** – Not present

**Jovanovic** – Strongly favors Plan A because it provides more connections, thereby putting less pressure on the intersection of Valley View Road and Pioneer Road. Instead, we need to relieve the pressures of the added traffic on this intersection; otherwise all of the Cherrywood traffic is pushed onto Valley View Road and will flow there. Not crazy about any high-density in the area; prefers low-density single-family residential. Hates roundabouts; however, admits that they do slow down traffic. The north-south arterial depicted through the neighborhood will be much too fast. Would like to see some development potential shown on his site.

**Mathison** – Not present

**Matthews** – Not present

**Pray** – Would prefer to see roads moved away from his house (also not directly through his house or barn). Not interested in a road going through the western 20-acres of his property. This area is on top of the hill and would be a perfect place for a park. Would object to any roads through that area, except for the possibility of a small connection from Ox Trail to the Veridian property. The park shown in Plan C shows some of the potential of the area. Commended the project team on taking all of the issues into consideration and coming up with different ideas.

**Rosenthal** – Prefers Plan B in order to get the most out of their investment. The easiest street network is ideal for the most profitability. Timing isn't an issue for their property and there weren't any specific land use issues for them. Discouraged by the roundabout; grew up out east where there are many and feels they are a nuisance. Would prefer not to see one in the neighborhood.

**Simonson** – Is interested in putting a duplex on the back half of the lot.

**Sprecher** – Not Present

**Theis** – Not Present

**Uebersetzig** – Not Present

**Valley View Enterprises.** – Not Present

**Watts** – Owners of the golf course. Strongly opposed to Tumbledown Trail connecting or going through the neighborhood. Believes that Tumbledown Trail needs to stay as a dead-end, or there is too much liability on the golf course. If someone were to be injured because of the vehicles, the golf course may not be able to afford to operate. Also does not like the higher-density duplexes north of the golf course. In regards to the plans, B or C is better than A because of the connection of Tumbledown Trail. Likes B the best because if Tumbledown Trail absolutely needs to connect somewhere, curving to the south is best.

**Zeuske** – Not Present

**Ken Maly** asked if anyone in attendance was present that did not have the opportunity to speak, or if anyone should be included in the meetings that hadn't been up to this point. There were no additional comments. The meeting adjourned at approximately 8:45 p.m.

**NO. 5: LETTER TO PRIMARY STAKEHOLDERS FOR ADDITIONAL FEEDBACK**

April 15, 2005

Re: Tumbledown Neighborhood Planning  
DRAFT Concept Plan

Dear Landowner:

This letter is to update you on the Tumbledown Neighborhood Planning process. There will be at least one more meeting for the primary stakeholders to attend, but a date and time have not yet been set. It is anticipated that this meeting will occur sometime in mid-May. Between now and then, we would like to attempt to gather input and build consensus via mail, phone, and e-mail.

The input you gave at the last meeting helped us to narrow the three concept plans down to a single plan. A black and white copy of the plan has been included in this mailing with a narrative explaining the plan. A color version of the map can be viewed online at <http://www.vierbicher.com/kmal.htm>. This plan will continue to be edited as we gather additional feedback from you over the next few weeks.

The next meeting will likely include both primary and secondary stakeholders. The purpose of this meeting will be to introduce the single *draft* concept plan that was formed through working with the Primary Stakeholders to the Secondary Stakeholders and gather feedback.

We look forward to speaking with you during the next month to discuss this version of the plan and make final adjustments. Either Sarah Shoemaker or I can be reached by telephone during regular business hours at 826-0532, or by e-mail at [kmal@vierbicher.com](mailto:kmal@vierbicher.com).

Sincerely,  
VIERBICHER ASSOCIATES, INC.

Ken Maly  
Project Manager

**NO. 6: LETTER TO PRIMARY AND SECONDARY STAKEHOLDERS FOR MEETING HELD ON MAY 19<sup>TH</sup>, 2005**

May 3, 2005

Re: Tumbledown Neighborhood Planning Meeting

Dear Landowner:

This letter is being sent to inform property owners within and around the Tumbledown Neighborhood that the next meeting regarding the planning process has been scheduled. A series of meetings has been held with the Primary Stakeholders (primary stakeholders are comprised of property owners within the neighborhood whose property holds development potential) as well as with Town staff. Draft concept plans were developed at these meetings and have been revised to produce a draft concept map to guide future development of the neighborhood.

Up to this point, only Primary Stakeholders have been involved in developing the Neighborhood Plan. Secondary Stakeholders are now being invited to join the process in order to provide additional input to the Plan as it has been prepared thus far. Secondary Stakeholders are property owners inside the neighborhood whose property is not divisible and those who own property within 600 feet of the Tumbledown Neighborhood planning area. A map of the planning area and the location of Primary and Secondary Stakeholders is enclosed.

All stakeholders are invited to attend a meeting on May 19 at 7:00 p.m. at the Town of Middleton Town Hall (7555 West Old Sauk Road, Verona, WI 53593). The purpose of this meeting is to review the Tumbledown Neighborhood planning process that has occurred to date and evaluate the concept plan that has been prepared.

A copy of the draft Tumbledown Neighborhood Concept Plan is enclosed. A color version of the map can be viewed online at <http://www.vierbicher.com/kmal.htm>. This map is in the final stages of development, but minor edits will continue to be made. If you have any questions or comments, please contact me at (608) 826-0532, or by e-mail at [kmal@vierbicher.com](mailto:kmal@vierbicher.com).

Sincerely,  
VIERBICHER ASSOCIATES, INC.

Ken Maly  
Project Manager

**NO. 7: PRIMARY AND SECONDARY STAKEHOLDER MINUTES FROM MEETING HELD ON MAY 19<sup>TH</sup>, 2005**

**TUMBLEDOWN NEIGHBORHOOD PLAN**

**PRIMARY AND SECONDARY STAKEHOLDER COMMENTS**

**May 19, 2005 7:00 – 8:45 p.m. – Town of Middleton Town Hall**

Ken Maly and Sarah Shoemaker of Vierbicher Associates, Inc. facilitated a meeting of primary and secondary stakeholders of the Tumbledown Neighborhood to discuss the draft concept plan for the neighborhood. The goal of the meeting was to gather opinions and comments from both sets of stakeholders regarding the concept plan. This was the first meeting with the secondary stakeholders and it provided them with the opportunity to ask questions about the plan and talk to several of the primary stakeholders who assisted in the process of developing the plan.

The meeting began with a brief fifteen minute presentation by Ken and Sarah. Ken introduced the need for the planning in the neighborhood in addition to the process that was used to develop the concept plan. Ken also introduced a map that outlined the issues and opportunities in the area. Sarah then explained how the issues and opportunities analysis was used to develop three draft concept plans. She outlined the draft neighborhood plan and briefly explained the key elements of the plan and how it affects neighboring property owners.

After the presentation, there were several questions and comments regarding elements of the plan. The next half hour of the meeting allowed all of those attending to walk around the room and review the plan more closely. Ken Maly and Sarah Shoemaker were available to answer questions about the plan. After a majority of the individual questions were answered, the group reconvened and Ken Maly opened the meeting up to comments from stakeholders on the concept plan. The following is a summary of the group's comments and questions that were addressed throughout the duration of the meeting. (These notes do not encompass the content of the entire meeting and names are used when known.)

A representative for **Mr. Jovanovich**, a primary stakeholder, explained that although he was not in favor of all of the elements included in the plan, he was glad to see the plan occurring because it allowed property owners to participate in the process. Rather than react to various individual plans that are proposed, this plan allows for everyone to have a say in the future of the neighborhood.

**Mr. Theis** confirmed that the property owned by himself and his brother would remain in agriculture and there were no development plans for it in the near future. Two parcels were previously platted off for family members, but no additional parcels are being planned. Mr. Theis also noted that the drainage-ways through his property were different on the various maps. Ken Maly indicated that the map produced by engineers at Vierbicher Associates was the accurate one and the others would be corrected.

An audience member inquired about the pink lines on the engineering map. Ken Maly indicated that the pink lines were the boundary of a previous planning effort that no longer had any significance.

**Jeff Turley** inquired about the timing of the pedestrian trail traveling from the Cherrywood Subdivision to the West Middleton Elementary School. He indicated that a connection between the two points would be a great asset for both neighborhoods. **Gary Whitney** said that the trail was just beginning construction, although it was temporarily on hold. If everything goes smoothly and continues forward as planned, Mr. Whitney speculates that the trail could potentially be open within the year.

An audience member asked generally about the width and use of proposed trails in the plan. **Gary Whitney** responded by informing us that ideally trails are between 15 and 30 feet wide, depending on the terrain. **Ken Maly**

indicated that the use of each trail was not planned for in the neighborhood plan and that those issues would be worked out at a later date by the Parks Commission. A question also arose regarding the materials that would be used to develop the trails. Will they be paved, natural, etc? **Gary Whitney** responded by saying that the Town typically prefers to use natural trails and keep them unpaved. Unpaved trails look nicer in a rural setting, while pavement tends to look more urban than the Town would like to be. Paved trails do not fit into the adopted trials plan for the Town. **Mr. Theis** asked about the situations where a trail is adjacent to a public roadway. **Mr. Whitney** indicated that the Town would look at the drainage/ditch area along the road and attempt to use the natural area beside the road versus paving additional width onto the side of the roadway.

A question also arose regarding the school-aged children in the new homes. An audience member asked, “Will all of the new homes be located in the Middleton/Cross Plains school district,” which **Gary Whitney** confirmed would be the case for this neighborhood.

One stakeholder asked for an estimate of how many homes could potentially be proposed for the area. **Ken Maly** addressed that question, and although he did not have the exact acreage for the entire planning area, he broke it down by property. The allowable density in the Town is one house to every 1 ½ acres. As an example Mr. Lloyd Pray owns sixty acres of land, which would allow him to develop 45 total dwelling units on his property.

Several stakeholders expressed concern about the amount of traffic flowing out of the neighborhood and traveling through the intersection of Valley View Road and Pioneer Road. There is already a substantial amount of traffic moving through this area to get to Mineral Point Road, which will only increase as additional homes and access points are added. **Gary Whitney** indicated that Dane County may has an interest in installing traffic lights at the intersection of Pioneer Road and Mineral Point Road, which would help to alleviate some of the accessibility issues in the neighborhood.

**Craig Williams** asked if the Watts family had expressed any interest in developing their land immediately to the west of the golf course. **Ken Maly** responded that the Watts family had not shown any plans or said anything to make use believe that they have plans to develop that area. **Mr. Williams** also inquired about whether or not the Town would condemn a property to move forward with a particular area of the plan. Does the property owner have to decide to move forward with the plans for his property, or will the Town take action in order to implement the plan? **Ken Maly** responded by saying that only the property owners will have control over installing infrastructure and moving forward with the Plan on their site. The Town will not be forcing the implementation of this plan by condemning property, because the development of this Plan is for the benefit of the residents and overall growth of the neighborhood.

**Mr. Williams** also stated that he was initially displeased with the proposed road network and connections to Cherrywood, but understands that the connections are to the benefit of Cherrywood residents and the additional access that it provides to the east and south. **Ken Maly** confirmed that those connections would alleviate some of the traffic congestion along Mineral Point Road by redirecting those people who wanted to go east or south from Cherrywood.

**Bill Rezutka** asked about the connections to Cherrywood, and whether or not all of the potential connections will be made? **Ken Maly** responded by saying that it would be difficult to justify picking any particular roadway to connect as the primary access point. By connecting all of the points, traffic will be distributed throughout the neighborhood more efficiently, and it does not lead to the misinterpretation that one is being “favored” over any other one.

**Mr. Heins** indicated that he would like to see his 2-acre parcel along Mineral Point Road be transitioned in the Plan from residential to commercial. There is currently a residential rental property on the site, but there are only a few weeks left on the existing lease for that structure and it is falling into disrepair. The property owners are eager to

start approaching potential buyers of the site, and foresee a possible gas/convenient station and/or bank on the property.

**Ken Maly** requested that anyone who had additional input leave written comments, which would then be reviewed and considered for the plan. The meeting adjourned at approximately 8:45 p.m.