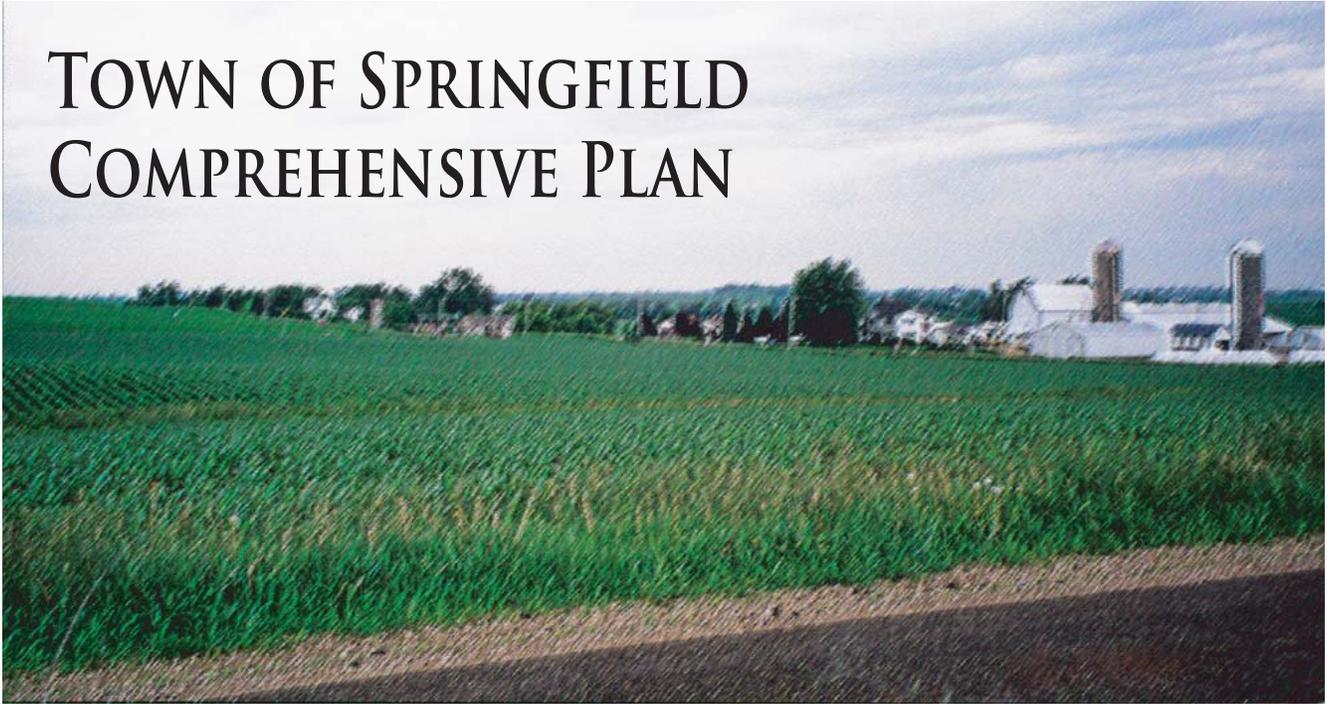


TOWN OF SPRINGFIELD COMPREHENSIVE PLAN



Recommended by Town Plan Commission:
February 12, 2002

Adopted by Town Board:
May 21, 2002

Revised: November 1, 2005

Revised: March 20, 2007



Planning Assistance by:



Growth Management Project
Dane County USH 12



ORDINANCE NO. 2007-____
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
OF THE TOWN OF SPRINGFIELD, WISCONSIN.

The Town Board of the Town of Springfield, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3) of Wisconsin Statutes, the Town of Springfield is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Springfield has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

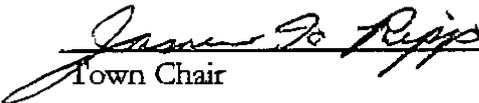
SECTION 3. The Plan Commission of the Town of Springfield, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "TOWN OF SPRINGFIELD COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town of Springfield has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

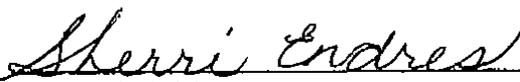
SECTION 5: The Town Board of the Town of Springfield, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "TOWN OF SPRINGFIELD COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

Adopted this 20th day of March, 2007.


Town Chair

Attest:


Town Clerk Treasurer

Published/Posted on: March 29, 2007

PLAN COMMISSION RESOLUTION 2007- 1

ADOPTING AND RECOMMENDING AMENDMENTS TO THE COMPREHENSIVE
PLAN FOR THE TOWN OF SPRINGFIELD IN DANE COUNTY, WISCONSIN

WHEREAS, section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, the Town of Springfield Plan Commission has the authority to recommend that the Town Board adopt a "comprehensive plan" under section 66.1001(4)(b), and from time to time amend that plan; and

WHEREAS, the Town prepared a document named *Town of Springfield Comprehensive Plan*, adopted in 2005, and containing all maps and other descriptive materials, to be the comprehensive plan for the Town under section 66.1001, Wisconsin Statutes; and

WHEREAS, the Town has prepared amendments to that *Comprehensive Plan*, which are attached to this resolution.

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Town of Springfield hereby adopts the attached amendments into the Town's *Comprehensive Plan* under section 66.1001(4), Wisconsin Statutes; and

BE IT FURTHER RESOLVED that the Secretary of the Plan Commission certifies a copy of the attached *Comprehensive Plan* amendments to the Town Board; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that, following a public hearing, the Town Board adopt an ordinance to constitute official Town approval of the attached amendments to the *Town of Springfield Comprehensive Plan* under section 66.1001, Wisconsin Statutes.

Adopted this 5th day of February, 2007.


Donald Hoffma, Plan Commission Chair

Attest:


Jan Bauman, Plan Commission Secretary

ACKNOWLEDGEMENTS

TOWN OF SPRINGFIELD BOARD:

Jim Ripp, Chair
Mary Hellenbrand
Don Hoffman
Jim Pulvermacher
René Ripp

TOWN PLAN COMMISSION:

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This Comprehensive Plan was partially funded by a grant from the Wisconsin Department of Administration.

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CHAPTER ONE: INTRODUCTION

A. A SNAPSHOT OF SPRINGFIELD

The Town of Springfield, located in northwestern Dane County, is predominately a farming community. The Town has experienced modest population growth over the past decade. Although farming is the primary economic activity in Springfield, more than 80% of the Town's 2,762 residents live in non-farm homes.

Residents enjoy the rural atmosphere of the Town. The large number of active farms and gently rolling topography contribute to a rural character. Water resources, such as small lakes found in the northwest part of the Town, Pheasant Branch Creek and Spring Creek, and the Waunakee Marsh, add to the open, rural feel. Most Town land is undeveloped, but the landscape is punctuated by historic and more recent settlements, such as Martinsville, Springfield Corners, Ashton, Ashton Corners, and the Enchanted Valley subdivision area. Other pockets of residential development are scattered throughout the Town.



Current residents treasure the rural agricultural landscape of the Town. This landscape is also proving attractive to an increasing amount of new residents. Given the Town's proximity to the Madison urban area and the planned improvements to U.S. Highway 12, growth over the next 20 years could gradually erode the Town's rural character. In this context, planned development in a timely, orderly, and predictable manner is essential to preserving the Town's farmland; protecting its wetlands, woodlands, and other natural features; avoiding land use conflicts; providing appropriate housing and employment opportunities; and protecting the Town's rural heritage.

B. PURPOSE OF THIS PLAN

The *Town of Springfield Comprehensive Plan* will allow the Town to guide short-range and long-range growth, development, and preservation. The purposes of the *Comprehensive Plan* are to:

- Identify areas appropriate for development and continued agricultural preservation over the next 20 years;
- Recommend types of land use for specific areas in the Town;
- Preserve agricultural lands and retain farming as a viable occupation;
- Identify needed transportation and community facilities to serve future land uses;
- Direct private housing and other investment in the Town; and
- Provide detailed strategies to implement plan recommendations.

This *Comprehensive Plan* was prepared under the State of Wisconsin's new "Smart Growth" legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the "Smart Growth" law. The document is organized into several chapters corresponding with the required plan elements under the Smart Growth law.

In addition to meeting the “Smart Growth” law, this Plan complies with the state’s Farmland Preservation Program. The Plan specifically includes policies and maps related to:

- Preserving prime agricultural lands;
- Managing urban growth;
- Providing public facilities and managing demands on these facilities;
- Protecting significant natural resources; open space; and scenic, and historic and architecturally significant areas; and
- Conserving soil and water resources.

The Farmland Preservation Program establishes specific guidelines for selecting and designating agricultural preservation areas, transition areas, and environmental areas. These guidelines, along with the data and analysis, plan implementation, and public participation processes required under the Farmland Preservation Program, were incorporated into this *Plan*.

C. GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the Town of Springfield to neighboring communities in the region. Springfield is located in the northwest quadrant of Dane County, about 3 miles northwest of Madison. The Village of Waunakee lies just to the east of the Town, and the City of Middleton shares a boundary with Springfield on the south and southeast. Springfield also abuts the Town of Westport to the east, the Town of Berry the west, the Town of Dane to the north, and the Town of Middleton to the south.

The planning area for this *Comprehensive Plan* covers all land within the Town, which encompasses about 36 square miles. Portions of the Town are also within the 1½-mile extraterritorial planning area of the Village of Waunakee, and the 3-mile extraterritorial planning area of the City of Middleton.

Each of the five Dane County towns highlighted in Map 1 updated its existing Town Land Use Plan in 2002 to meet “Smart Growth” comprehensive planning requirements. These updates were made possible by a grant program funded by an intergovernmental agreement that allowed the expansion of Highway 12 to proceed. The comprehensive planning efforts were an attempt to anticipate and manage the growth-related impacts of the highway expansion.

As part of these efforts, representatives from each town, the City of Middleton, and County staff also met monthly to address areas of mutual concern and address area-wide challenges and opportunities. Intergovernmental meetings and a regional landscape character analysis were also completed, with the results contributing to the individual comprehensive plans.

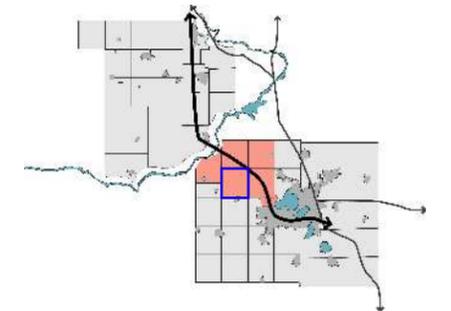
The Town also participated in the North Mendota Combined Community Comprehensive Plan, a cooperative planning effort involving the Towns of Springfield of Westport, Village of Waunakee, and City of Middleton. This process is described in more detail in Chapter Nine of this *Plan*.

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Jurisdictional Boundaries

-  Municipal Boundaries
-  Towns & City in Dane County USH 12 Growth Management Project
-  Urban Service Areas
-  School District Boundaries
-  U.S. Highway 12 (Existing Alignment)
-  Other Roads
-  Railroad Lines

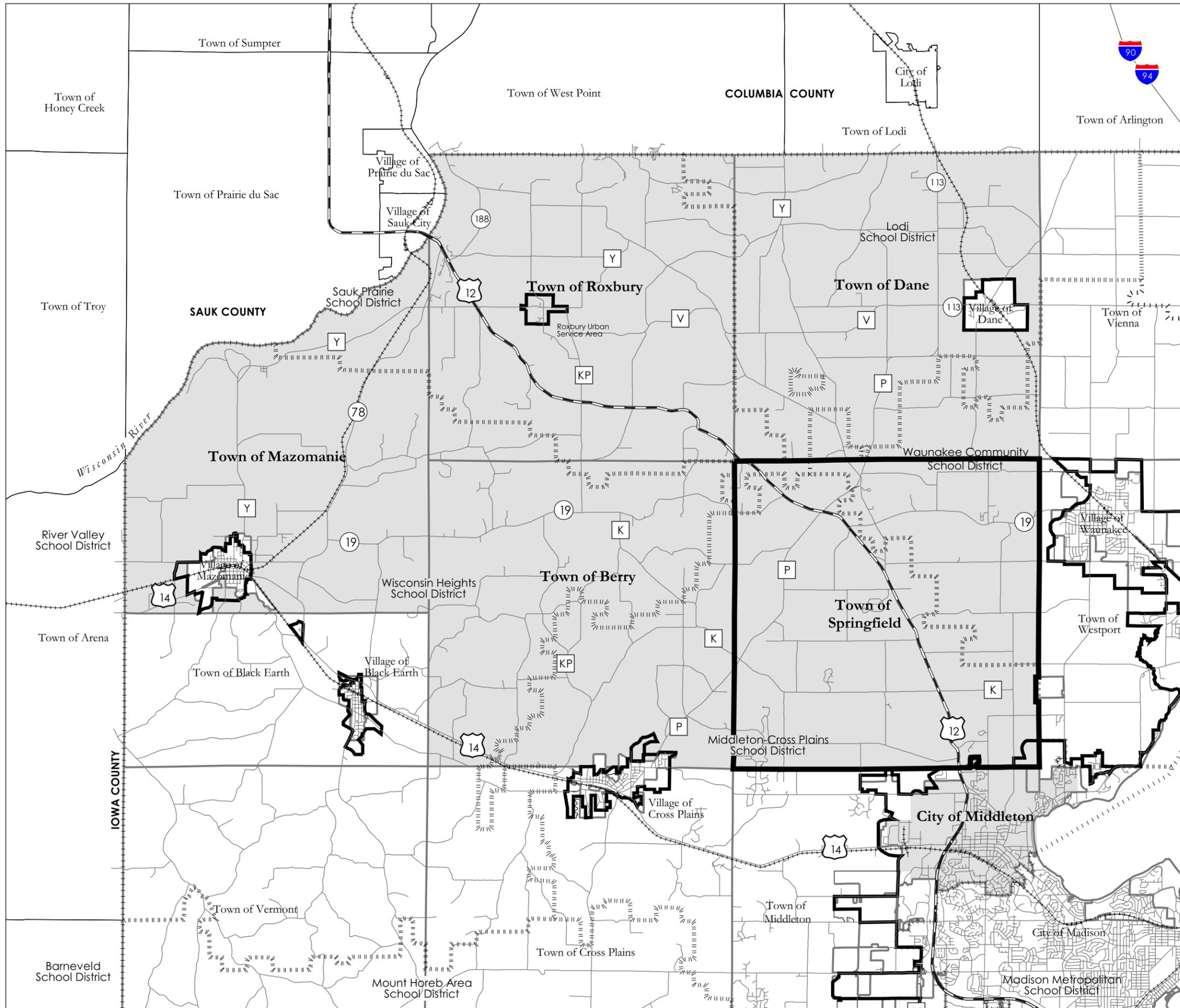
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Adopted: November 1, 2005

Sources: Dane County Land Information Office & Dane County Regional Planning Commission.

 Vandewalle & Associates
Madison, Wisconsin
Planning - Creating - Rebuilding



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CHAPTER TWO: ISSUES AND OPPORTUNITIES

The “Issues and Opportunities” chapter of the *Plan* gives an overview of the important demographic trends and background information to understand the changes taking place in Springfield. As required under §66.1001, Wisconsin Statutes, this chapter includes existing conditions, trends, and forecasts for population, households, and employment. It also includes overall goals to guide the future preservation and development in the Town over the 20-year planning period.

A. POPULATION TRENDS AND FORECASTS

Springfield experienced moderate population growth during the 1990s. The Town grew from 2,650 residents in 1990 to 2,762 residents in 2000—a 4.2% increase (see Table 1). This growth increase compares to 5.1% for the Town of Dane and –1.3% for the Town of Berry. Dane County as a whole grew by 16.2% during the past decade and the State of Wisconsin by 9.6%.

Table 1: Population Trends

	1970	1980	1990	2000	Population Change*	Percent Change*
Town of Springfield	1,947	2,379	2,650	2,762	+112	4.2%
Town of Dane	894	945	921	968	+47	5.1%
Town of Berry	896	1,116	1,098	1,084	-14	-1.3%
Town of Roxbury	1,427	1,491	1,536	1,700	+164	10.7%
City of Middleton	8,246	11,848	13,785	15,770	1,985	14.4%
Town of Middleton	2,028	2,598	3,628	4,594	966	26.6%
Village of Waunakee	2,181	3,866	5,897	8,995	3,098	52.5%
Dane County	290,272	323,545	367,085	426,526	+59,441	16.2%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	+471,906	9.6%

Sources: U.S. Census of Pop. and Housing, 1970, 1980, 1990, 2000.

* 1990 to 2000 population

Table 2 shows the Town’s forecasted population in five-year increments over the next 20 years based on historic growth trends. On average, the Town of Springfield has added about 96 residents to its population every five years since 1980. If this trend continues, Springfield’s population would grow to 3,242 residents by 2025. Actual future population will depend on market conditions, attitudes toward growth, farming viability, and development regulations.

Table 2: Town Population Forecasts

	2005	2010	2015	2020	2025
Town of Springfield	2,858	2,954	3,050	3,146	3,242

Due to Springfield’s location at the edge of growing urban communities, population growth in the region that includes the Town will be even more significant over the 20-year planning period. Specifically, over the past two decades, nearby Middleton and Waunakee have each added about 2,500 people per decade. If these growth trends continue, and up to one-third of both Middleton’s and Waunakee’s growth occurs following phased annexation of undeveloped lands that are now in the Town of Springfield, there could be as many as 6,400 people living within the 2001 Town boundaries by the year 2025. As suggested by Table 2, perhaps one-half of that population could be from new development in annexed areas to Middleton or Waunakee. Re-

sonable, mutually agreed-upon growth boundaries with Middleton and Waunakee are a central goal of this *Comprehensive Plan*.

B. AGE AND GENDER OF POPULATION

Table 3 compares the age and sex distribution of Springfield's population in 2000 to surrounding communities, the County, and the State. Trends in age distribution factor into future demand for housing, schools, park and recreational facilities and the provision of social services.

Table 3: Age and Gender Statistics, 2000

	Town of Springfield	Town of Roxbury	Town of Berry	Town of Dane	Dane County	State of Wisconsin
Median Age	37.9	37.5	41.7	36.6	33.2	36.0
% under 18	30.1	28.4	25.1	29.1	22.6	25.5
% over 65	7.5	9.9	9.2	10.5	9.3	13.1
% Female	48.7	47.4	48.8	48.6	50.5	50.6

Source: U.S. Census of Population and Housing, 2000

In 2000, Springfield's median age was comparable to surrounding Towns but older than that of Dane County. The percentage of the Town's population aged 18 and under was higher than that of nearby Towns, the County and the State. The percentage of the Town's population that was aged 65 and older was lower than that for nearby Towns, Dane County, and the State. Combined, these statistics suggest a large population of "baby boomers" with children in Springfield.

Nationwide trends show an aging population. Following this trend, the average age of Springfield's population has increased in the past twenty years. Over the past 20 years, the median age in the Town of Springfield rose from 25.4 in 1980 to 37.9 in 2000. With prolonged life expectancy and declining birth rates, the median age will likely continue to rise over the 20-year planning period.

C. EDUCATIONAL LEVELS

According to the 2000 Census, about 92% of the Town's population age 25 and older had attained a high school level education. Approximately 34% of this same population had attained a college level degree (bachelor's degree or higher).

D. INCOME LEVELS

According to 2000 Census data, the 1999 median household income in Springfield was \$68,663. Of 2000 Town households, 131 (or 14.8%) reported at least \$1,000 in agricultural income from the sale of farm products. The average net farm income per farm household was \$37,823. The amount of total Town resident income derived from farming was 10.4%.

Based on income tax returns filed between July 1, 1999 and June 30, 2000, the adjusted gross income per tax return for Springfield residents was \$64,344. For comparison, the adjusted gross income per tax return for all residents in Dane County was \$45,063; for residents in the Town of Berry, \$53,856; and residents in the Town of Roxbury, \$49,316. This data includes only income subject to tax and income of persons filing tax returns; it does not include non-taxable income

and income of persons not filing returns. It does not directly reflect household incomes because tax returns do not always correspond with households.

E. HOUSEHOLD TRENDS AND FORECASTS

Table 4 compares selected household characteristics in 2000 for the Town of Springfield with surrounding communities, Dane County, and the State. The Town's average household size was similar to that of the Town of Roxbury, but larger than that of the Town of Berry, Dane County and the State. This supports the suggestion that Springfield is a community of families.

Table 4: Housing & Household Characteristics, 2000

	Town of Springfield	Town of Berry	Town of Roxbury	Dane County	Wisconsin
Total Housing Units	993	420	640	180,398	2,321,144
Total Households	967	408	603	173,484	2,084,544
Household Size	2.86	2.66	2.80	2.37	2.50
% single-person household	14.4	15.7	14.9	29.4	26.8
% with householder age 65 and over	15.2	16.4	19.2	15.8	23.0

Source: U.S. Census of Population and Housing, 2000

The Town's average household size has been declining over the past two decades. The number of persons per household dropped from 3.39 in 1980, to 3.01 in 1990, and to 2.86 in 2000. The average household size in all of Dane County in 2000 was 2.37, down from 2.46 in 1990.

The *rate* of decline in the Town's average household size since 1980 is not projected to continue over the next twenty years. Instead, average household size is forecasted to be around 2.79 in 2005, 2.72 in 2010, 2.65 in 2015, 2.59 in 2020, and 2.56 in 2025.

Multiplying forecasted 2025 population (3,242) by forecasted 2025 average household sizes (2.56) yields a forecasted 1,266 Town households in the year 2025. Household forecasts are used to forecast future housing unit demand in the Town over the next 20+ years in Chapter Seven—Housing and Neighborhood Development. This is the basis of the Town's residential growth management program.

F. LABOR FORCE AND EMPLOYMENT TRENDS AND FORECASTS

A community's labor force is the portion of the population employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 census data, 1,715 Springfield residents aged 16 and older were employed out of a potential labor force of 2,123 Town residents.

The primary economic activity occurring within the Town's boundaries are agricultural production and agricultural-based businesses. Other local businesses include contractor shops, convenience stores, and bar and grills.

However, according to 2000 census data, only 8% of the 1,715 employed persons *living* in the Town of Springfield were employed in the agricultural sector. Most employed Springfield residents instead commute to non-farm jobs in nearby cities and villages. In 2000, the U.S. Census reported that over one-half of employed residents worked in the City of Madison alone.

Most employed Town residents work in professional services, retail/wholesale trade, or manufacturing jobs outside of the Town. The percentage of the Town's employed population by sector in 2000 is shown in Table 5.

Table 5: Occupation of Employed Residents

Occupational Group	Percentage of Labor Force
Professional Services	3.9%
Retail/Wholesale Trade	10.6%
Manufacturing	11.9%
Ag/Forestry/Fishing/Mining	8.0%
Construction	12.9%
Finance, Insurance, Real Estate	10.1%
Transportation/Warehousing	1.6%
Public Administration	4.9%
Educational/Health/Social	25.7%
Information	2.3%
Arts/Entertainment/Recreation	3.2%
Other Services	4.7%

Source: U.S. Census of Population and Housing

Additional employment data is available at the county-level. According to Wisconsin Department of Workplace Development, total employment in all sectors increased in Dane County by about 15% from 1992 to 1997. Jobs in the construction sector increased the most, from 9,600 jobs in 1992 to 12,350 jobs in 1997. The County also experienced significant growth in jobs related to the service, wholesale trade, and manufacturing sectors.

Forecasting employment growth for establishments located within the Town of Springfield is difficult and not terribly pertinent because the Town does not anticipate being an employment center. Woods & Poole Economics, Inc.—a regional economic and demographic analysis firm—projected total employment in Dane County growing at an annual rate of 1.5% from 1998 to 2003. The finance, insurance and real estate employment sector was expected to have the highest annual growth rate during this five-year period. In the long term, Woods & Poole projects total employment in Dane County to increase 26% over the next 20 years, from approximately 330,880 workers in 1999 to 417,370 workers in 2020. Jobs in the service sector are projected to experience the highest growth during this time period. Many of these new jobs will occur on the west side of Madison, Middleton, and Waunakee, resulting in continued spin-off population and traffic growth pressure in the Springfield area over the 20-year planning period.

G. ISSUES RAISED THROUGH PUBLIC INPUT

Public participation efforts in the 2001-2002 planning process and then again in 2004-2005 were designed to ensure that this *Comprehensive Plan* is based on the goals of Springfield residents. These efforts also raised key issues and opportunities that later sections of the *Plan* attempt to address. The results of these exercises are summarized below:

1. COMMUNITY SURVEY

The Town mailed a survey to all property owners in January 2001. Out of 994 surveys that were sent, 555 completed surveys were returned to the Town Hall. This is a response rate of 56 percent, which is exceptional for a multi-page, forty-question written survey. The survey included questions to gather basic demographic data, obtain an assessment of current situations in the Town, and get opinions on the future of the Town. The full results of the survey may be obtained by contacting the Town Clerk. The following is a brief summary of the survey results:

- **Community Character:** Respondents were concerned with preserving the rural, agricultural atmosphere and appearance of the Town. “Rural atmosphere” was by far the number one reason given for choosing Springfield as a place to live. Other top reasons included the natural beauty of the town, family roots, quality school districts, and farming opportunities. Nearly all respondents rated the preservation of farmland as an important goal for the Town.
- **Land Use:** Most respondents were interested in strengthening Town land use policies to better guide future growth. Ideas receiving support included limiting the amount of new housing development, concentrating new housing in areas next to existing developments, and designating more land in the Town plan for agricultural and open space preservation. There was not a great deal of support for moving away from the “one home per 35 acre” policy in agricultural areas in either direction.
- **Economic Development:** Springfield currently has a limited number of commercial uses. Most respondents to the survey supported a limited supply of new non-farm business uses, particularly businesses related to farming and smaller shops, services and offices serving mostly local residents. Respondents supported focusing commercial development in Springfield Corners, along Highway 12, and near the City of Middleton.
- **Environment:** Respondents overwhelmingly supported the preservation of woodlands, wetlands, wildlife habitat, and historic resources within the Town.

2. VISION SETTING WORKSHOP

The Town held a vision workshop on March 17, 2001. The purpose of the workshop was to identify a shared future vision for the Town, and somewhat more detailed strategies for achieving that vision. In total, 35 Town residents attended this workshop and identified Springfield’s opportunities and challenges for future growth and preservation. Complete results of the vision-setting workshop may be obtained by contacting the Town Clerk.

Participants were asked to express their opinions about the Town’s strengths, weaknesses, opportunities and threats. Common responses included:



- **Strengths:** Long-term residents involved in the Town; beautiful rural setting; active agricultural community; close to Madison, with good highway system for easy access; friendly atmosphere; low crime; good schools.
- **Weakness:** Vulnerable to development pressures; unplanned housing growth; loss of farmland due to high price of land; lack of community center; shortage of communication within the Town; lack of parks and public areas.
- **Opportunities:** Chance to preserve agricultural land and natural resources; balance residential and business growth with rural atmosphere; channel development into appropriate areas to control sprawl.
- **Threats:** Inflation of property values and taxes; annexation, sprawl and development pressures from nearby urban communities; fragmentation and loss of agricultural land; groundwater pollution; strip development along Highway 12.

Small groups then established community planning goals, or vision elements, meant to guide the Town's comprehensive planning process. The group developed the following consensus vision statements:

- **“Establish intergovernmental planning and border agreements.”** Recommended strategies for achieving this vision statement included developing intergovernmental agreements with citizen input and discouraging annexation.
- **“Condense or cluster development on smaller lots.”** Recommended strategies for this vision statement included adopting new Town rules for cluster development, promoting joint wells and driveways, implementing a transfer of development rights program, and using site review guidelines when approving new development.
- **“Plan different areas for agricultural, residential, and commercial.”** Strategies for achieving this vision statement included mixing commercial uses with housing, developing more of a Town center, finding suitable areas for commercial uses, clustering new residential development near existing subdivided areas, keeping most of the above uses away from planned agricultural areas, and preserving farmer rights.
- **“Improve road conditions and safety (County Highway P and U.S. Highway 12, Riles Road) and plan for traffic flow.”** Recommended strategies for achieving this vision statement included encouraging use of main traffic arteries as opposed to “short-cuts” on Town roads through signing, speed zones, and weight limits; addressing flooding problems through water detention/retention areas; improving specifications for Town roads; developing a long-range plan for road improvement; requiring developers to share costs of road improvements; and addressing safety concerns.

3. FUTURE ALTERNATIVES OPEN HOUSE

The Town held an open house on June 27th, 2001 to gather input on three alternative future scenarios. The scenarios depicted various ways that development in the next 50 or 60 years might be arranged within the Town. The open house consisted of two presentations of the scenarios, followed by a question and answer period and individual examination of boards presenting information on the scenarios. Participants provided verbal and written reactions. The three scenarios presented were:

- **Scenario A: Scattered.** This scenario depicted the remaining “splits” within the Town developed on individual parcels in a scattered fashion, in a manner consistent with the

historical pattern of development in the Town. Two variations (with and without siting and design guidelines) were presented to show the effect that the presence or absence of the guidelines would have on the placement of homes.

- **Scenario B: Clustered.** This scenario depicted “splits” executed in clusters, often near existing developed areas, and possibly involving some inter-farm transfers of splits. It also used two variations (with and without siting and design guidelines) to show the effect of those guidelines.
- **Scenario C: Concentrated.** This scenario depicted the majority of rural “splits” transferred to and developed in urban areas served by public sewer service, such as the City of Middleton and Village of Waunakee, and in other areas with concentrated development not served by public sewer service, such as Springfield Corners.

When asked to pick which scenario they preferred, more participants who responded preferred Scenario B (18 respondents) and Scenario C (14 respondents) than Scenario A (4 respondents). More participants expressed a preference for Scenario B *with* siting and design guidelines (7 and 25 respondents, respectively) than Scenario A or Scenario B *without* siting and design guidelines (3 respondents each).

4. INTERGOVERNMENTAL MEETINGS

Discussions between Town officials and representatives from surrounding communities were held before this *Plan* was originally adopted, to review and coordinate plans and to discuss avenues for further future cooperation. The *North Mendota Communities Combined Comprehensive Plan* involved all three communities working to produce a plan for the future of the area, with an emphasis on regional cooperation and collaboration.

These initial discussions led to more formal intergovernmental discussions and joint planning. After many months of further discussions, the Town entered into an intergovernmental agreement with the City of Middleton in August 2004. This agreement provides details for the future development or preservation of land near the Town’s southern border for a 20-year period. A similar agreement with the Village of Waunakee was adopted in early 2007. A copy of these agreements may be obtained by contacting the Town Clerk.

5. DRAFT PLAN OPEN HOUSE

On January 12, 2002, the Town conducted an open house to present and obtain community input on a draft version of this *Comprehensive Plan*. Forty-two people attended that open house. Based on feedback, at and after the open house, the Town made minor changes to this document, including clarifying the Town’s “1 home per 35 acres” density policy and adding a transportation map (Map 7). As part of the 2004-2005 revisions, the Town conducted a number of additional public meetings on transfer of development rights, a residential growth management program, intergovernmental agreements, and a neighborhood plan for Springfield Corners.

6. FORMAL PUBLIC HEARING

Per the requirements of the Smart Growth law, the Town Board held a formal public hearing on the *Comprehensive Plan* and the adopting ordinance on March 20, 2007. At least 30 days before that hearing, the Town provided a legal notice and copies of the *Plan* to surrounding governments and others for their review.

H. OVERALL GOAL AND OBJECTIVES

Nearly every remaining chapter in this *Plan* includes goals, objectives, policies, and programs. Combined, these goals, objectives, and policies provide both the vision for this *Plan* and the specific guidance that the Town will use in making decisions to implement the *Plan* over the 20-year planning period. More specifically:

- **Goals** are broad, advisory statements that express general public priorities about how the Town should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.
- **Objectives** are more specific than goals, but achievement of an objective is frequently not easily measured. Objectives are usually attainable through policies and specific implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.
- **Policies** are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Town decision makers should use policies on a case-by-case basis. Success in achieving policies is usually measurable. Not all policies in this *Plan* carry the same level of importance. In the event of perceived conflicts between two or more policies, the Town Board or Plan Commission will make a judgment on which policy should control. For example, the Town's residential density policy of one home per 35 acres in mapped Agricultural Preservation Areas is one of the most important policies in this *Plan*, and will control in the event of conflicts with nearly all other policies.
- **Programs** are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are sometimes included in the same list as "policies" and are sometimes included in the same section as "recommendations," depending on the chapter.

This *Plan* is guided by the following overall goal and objectives. More specific policies and programs linked to these goals and objectives are included in Chapters Three through Nine. An overall program to implement these goals, objectives, and policies are included in Chapter Ten—Implementation.

Overall Goal:

Preserve the rural, agricultural lifestyle within the Town of Springfield through careful planning, design, and placement of land uses; limited, clustered development in planned agricultural areas; community-sensitive regional transportation solutions; and intergovernmental cooperation to manage growth.

Objectives:

- a. Preserve agricultural land resources and farming as a viable occupation.
- b. Preserve and enhance natural resources in the Town.
- c. Preserve the Town's rural, scenic, "small town" character.
- d. Promote an efficient, sustainable, and high-quality land use pattern consistent with the Town's rural agricultural character.
- e. Provide a safe and efficient transportation system that meets the needs of multiple users and minimizes impacts on landowners and farming.
- f. Support the efficient delivery of community utilities, facilities, and services corresponding with the expectations of Town residents and a rural atmosphere.
- g. Provide safe, affordable housing and neighborhood environments for all Springfield residents.
- h. Encourage high-quality economic development opportunities appropriate to the Town's resources, character, and service levels.
- i. Continue and build on mutually beneficial intergovernmental relations with surrounding and overlapping governments.

CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter of the *Town of Springfield Comprehensive Plan* satisfies the required agricultural, natural and cultural resources comprehensive plan element described in §66.1001, Wisconsin Statutes. It contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future preservation and use of these resources. This chapter also contains more detailed agricultural-related trends and analyses as required under the Farmland Preservation Program. This chapter does not directly address the use of natural resources for recreational purposes (instead see Chapter Six).

A. AGRICULTURAL RESOURCE INVENTORY

The heritage of the Town is centered on farming. Farming is also a way of life for many Town residents, and an essential part of our region and nation. Finally, the agricultural landscape enhances Springfield's rural character. This landscape is punctuated by seasonal changes in crop cover, colors and textures of fields, and architecturally significant farm buildings. For these reasons, this *Plan* supports agriculture as a significant land use activity over the 20-year planning period and beyond.

1. CHARACTER OF FARMING

Farmers in the Town of Springfield produce a variety of agricultural commodities including dairy, alfalfa, corn and soybeans. The average farm size in Springfield was approximately 152 acres in 1997, down from 172 acres in 1992. For comparison, the average farm size for the entire County was 198 acres in 1997 and 204 acres in 1992.

Most of the farms in the Town remain family-owned. The total number of active farms in Springfield increased during most of the 1990s. According to the Wisconsin Agricultural Statistics Service (WASS), the estimated number of full time farm operations in the Town grew from 110 in 1990 to 122 in 1997. (WASS defines an active farm as a place that sells at least \$1,000 worth of agricultural products in a given year). These



numbers suggest that farming remains strong in the Town. Still, according to the Wisconsin Department of Agriculture, the number of dairy farms in the Town decreased, from 69 active farms in 1989 to 59 farms in 1997. This decline is at least partially attributed to the drop in milk prices during the 1990s and the consolidation of dairy herds.

The State Farmland Preservation Program provides income tax credits to property owners who agree to keep their land in agricultural use. As of the mid-1990s, 89% of the Town's farmland was enrolled in this program.

2. LOCATION OF FARMLAND

According to Dane County's land use inventory, approximately 79% of land in the Town of Springfield was used for agricultural purposes in 2000. The "Farmland" land use category included row crops, hayfields, pastures, grasslands, idle farmland, and Conservation Reserve Program land. As shown in Map 4, agricultural land still covers the vast majority of Springfield. Nearly all of this land was designated in the "Agricultural Preservation Area" category in past Town Land Use Plans and is zoned A-1 Exclusive Agriculture.

3. ASSESSMENT OF FARMLAND VIABILITY

The suitability of land for crop production is one important predictor of its future viability for continued farming and its level of appropriateness for non-farm development.

The Dane County Land Conservation Department's (LCD) Land Evaluation System groups soil suitability for agriculture based on three factors: prime farmland soils, soil productivity for corn, and land capability class. "Prime farmland soils" include land that has the best combination of physical and chemical characteristics for producing crops. They have the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed according to acceptable farming methods. "Soil productivity for corn" is based on projected bushel yields for different soil types based on the *Dane County Soil Survey*. "Land capability class" identifies the relative degree of limitations for agricultural use inherent in the soils of a given area. In general, the fewer the limitations, the more suitable the soil is for agriculture and the lower the costs of overcoming limitations.

Soils best suited for agricultural use are called Group I and II soils under LCD's system. Group I soils have few limitations that restrict their use for agriculture. Group II soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. Soil suitability for agriculture is presented on Map 2. Approximately 46% of all soils in Springfield are in Groups I or II (35% of soils are in Group I).

Of course, the viability of land for continued farming is affected by other factors aside from soil suitability. These include size and shape of cropland, farm product market prices, individual commitments to farming (financial and mental), conflicts with nearby non-farm uses, proximity to urban areas (sewer and water), and proximity to highways. Each of these factors was considered in making land use recommendations included in Chapter Four of this *Comprehensive Plan*.

4. HIGHWAY 12 AGRICULTURAL EASEMENT PURCHASE PROGRAM

In conjunction with the Highway 12 expansion project, the Wisconsin Department of Transportation provided \$5 million to Dane County to be used to acquire lands, easements (agricultural, scenic, or conservation) and/or development rights from willing sellers of land near Highway 12. The purpose of the Dane County Fund is to help offset the impacts of the highway expansion project, help area farmers continue to farm, preserve the scenic beauty of the corridor, and protect important natural resources.

The County is negotiating for purchase of easements. Applications were evaluated against criteria including consistency of preservation with Town plan recommendations, agricultural land suitability, development pressure, and proximity to Highway 12. One property chosen for purchase is located in the Town of Springfield, within the Agricultural Preservation District shown on Map 6.

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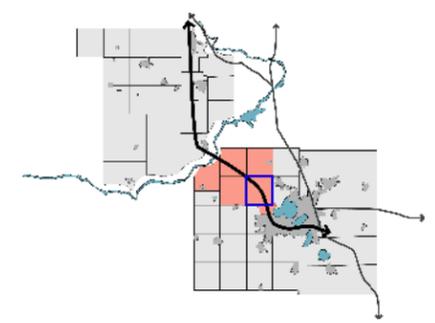
Soil Suitability for Agriculture

-  Group I & II Agricultural Soils*
-  Group III-IV Agricultural Soils*
-  Group V-VIII Agricultural Soils*
-  Existing Roads
-  Town of Springfield Boundary
-  Urban Service Areas
-  Wetlands & Lakes

Note: This map is for general informational use only, and is not to be used to obtain detailed siting information.

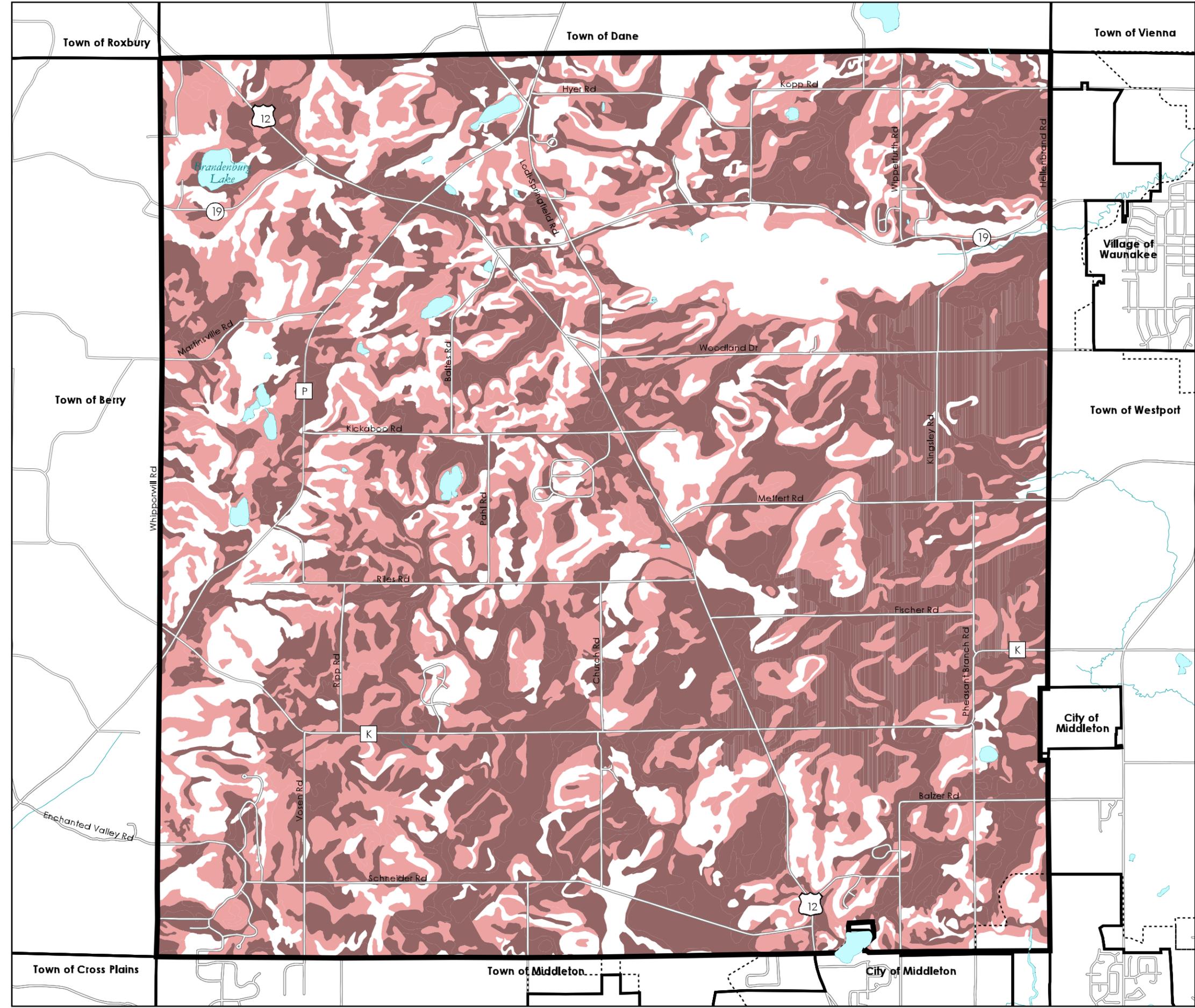
*Soil groups derived from the Dane County Land Conservation Department's Land Evaluation System. The system uses three factors to determine a numeric rating from Group I to VIII: prime farmland, soil productivity for corn & alfalfa, & land capability class. Group I soils have the highest crop yield & few limitations that restrict their use for agriculture. Group II soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. Refer to the Soil and Water Conservation Society's publication titled "Land Evaluation & Site Assessment: A Guidebook for Rating Agricultural Lands, Second Edition" for further explanation.

3500 0 3500 Feet



Adopted November 1, 2005
Sources: Dane County Land Information Office,
Dane County Regional Planning Commission, &
Dane County Land Conservation Department
Natural Resources Conservation Service.

 Vandewalle & Associates
Madison, Wisconsin
Planning - Creating - Rebuilding



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B. AGRICULTURAL GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goal: Preserve agricultural land resources and farming as a viable occupation in the Town of Springfield.

Objectives:

- a. Preserve productive farmlands for continued agricultural use.
- b. Limit the amount and guide the placement of non-agricultural uses in planned agricultural areas.
- c. Promote allowable homesites on smaller lots and within groups of other homes in planned agricultural areas.
- d. Support appropriate opportunities for farmers to obtain non-farm income from the farm parcel.

Policies and Programs:

- a. Designate most of the Town in a planned Agricultural Preservation District, with most of those lands zoned A-1 Exclusive Agricultural.
- b. Limit the number of houses in the Agricultural Preservation District by following a one home per 35-acre density policy, described in more detail in Chapter Four—Land Use.
- c. Protect the rights of farmers by requiring that “right to farm” language be included in all new subdivision plats. See the Rural Development District policies in Chapter 4 for detailed language recommendations.
- d. Direct new subdivisions and other major non-agricultural developments away from planned agricultural areas, except where consistent with the density policy.
- e. Guide the placement of homes, driveways, and other uses in the Agricultural Preservation District to less productive soils and the edges of agricultural fields, as described in more detail in Chapter Four—Land Use.
- f. Promote the clustering or grouping of homesites in planned Agricultural Preservation Districts, consistent with “1 home per 35 acres” policy.
- g. Promote the division of smaller lots in the Agricultural Preservation District (e.g., 1 - 3 acres), rather than larger homesites (e.g., 35+ acres), provided that the number of homesites does not exceed the “1 home per 35 acres” policy.
- h. Allow home occupations and farm family businesses on farm parcels to supplement farming income, following allowable uses and standards in the Dane County zoning ordinance
- i. Support farmland tax credits, use value assessments, reform in federal farm laws, and other programs that encourage the continued use of land for farming.
- j. Consider a Transfer of Development Rights (TDR) program to aid in permanently protecting large tracts of agricultural land in the Town while compensating the farmer for these protections. Explore other techniques, such as purchase of development rights.

C. INVENTORY OF OTHER NATURAL RESOURCES

Understanding Springfield's natural features suggests possible locational advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is important for community appearance and the functions they perform for natural communities. Map 3 depicts the Town's environmentally sensitive areas, some of which are described in more detail below.

1. LANDFORMS/TOPOGRAPHY

Springfield is situated near the eastern edge of Wisconsin's driftless area. The Town's landforms are characterized primarily by gently rolling ground moraines. The western boundary of the Town marks the glacial end moraine, which is composed of fill deposited by the glacier as it retreated and melted. The surface is sometimes hummocky, at times containing kettles and large boulders. Other glacial geological features that might be found in the Town include drumlins, kames, and eskers. The Town's rolling topography is well suited for farming. Elevations range between 890 and 1,200 feet above sea level.

2. GENERAL SOILS INFORMATION

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. Problems that limit development on certain soils include slumping, poor drainage, erosion, steep slopes and high water tables. Springfield's soils are of three major types:

- The *Dodge-St. Charles-McHenry* association is the predominant soil type in the western half of the Town. This association is characterized by both well-drained and moderately well drained soils with a silt loam subsoil, and is underlain by sandy loam glacial till. This association has a varied landscape that is characterized by drumlins and moraines. Most areas of this association are cultivated, with corn, oats, and alfalfa being the most common crops.
- The *Plano-Ringwood-Griswold* association is found in the eastern half of the Town. This association is characterized by moderately well drained and well-drained, deep silt loams, underlain by sandy loam glacial till. Most areas of the soils of this association are cultivated.
- The *Batavia-Houghton-Dresden* association is found in several scattered locations in the Town. This association is characterized by both well-drained and poorly drained, deep and moderately deep silt loams and mucks underlain by silt, sand, and gravel. These soils were formed by outwash material near streams or adjacent to glacial moraines. A large part of this association is cultivated, with corn being the most common crop.

The suitability of the various soils in the Town for on-site waste disposal systems is described in Chapter Six—Utilities and Community Facilities.

3. DRAINAGE BASINS

Springfield is located in two main watersheds in which water quality is particularly important. Most of the Town lies within the Six Mile and Pheasant Branch Creek watershed, which drains to Lake Mendota. A comparatively small portion on the western border of the Town lies within the Black Earth Creek watershed. Black Earth Creek is a nationally known trout

stream. Subwatersheds, denoted on Map 3 with narrower black dashed lines, further divide the Town. Several small lakes provide local drainage to small portions of the western parts of the Town.

Areas of thermal sensitivity are shown on Map 3. These areas are associated with Black Earth Creek and Pheasant Branch Marsh. Thermally sensitive areas are areas within a watershed that drain to an existing or proposed coldwater community or Class I, II, or III trout stream, as designated by the Wisconsin Department of Natural Resources. These areas require protection to protect the community or stream from periodic extreme temperature increases associated with development.

4. GROUNDWATER QUANTITY AND LOCATION

Groundwater resources are plentiful in the Town at both shallow and deep levels. In Dane County, water supplies are drawn from both the upper sandstone and unconsolidated aquifers, which provide water for shallow domestic wells in rural areas, and the deep sandstone (Mt. Simon) aquifer, which is a source of water for nearly all of the deep municipal wells. The water table level in the Town varies from between 840 and 900 feet above sea level. (Average surface level elevations in the Town range from 890 to 1,200 feet above sea level).

About half of the groundwater withdrawn and used in Springfield is recharged locally from infiltration of precipitation. Groundwater recharge is the addition of water to the water table. Knowledge of the location of groundwater recharge areas is essential for water resources planning. The groundwater recharge potential of land in the Town of Springfield is shown on Map 3a. The Town's Land Development Ordinance contains standards to promote water infiltration, particularly in these areas.

5. GROUNDWATER QUALITY

Dane County's groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In areas of granular soils, the upper aquifers supplying water are susceptible to contamination from both surface and subsurface sources. In the County's rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil; thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septic application, lawn and agricultural fertilizers, silage juice and decaying plant debris.

Information from the *Dane County Regional Hydrologic Study (1996)* maps the risk of groundwater contamination from surface and subsurface activities. The most susceptible areas in the Town for contamination are located in an area just east of the center of the Town, running from about a mile north of the Town's southern boundary to about two miles south of the northern boundary. Another high-risk area is located along the Town's northern boundary. Intensive uses should be directed away from these areas. Potential sources of groundwater pollution in rural areas are solid waste disposal sites, sanitary sewers, underground storage tanks, petroleum-product transmission line leakage, spills of hazardous substances, herbicide and pesticide application, salt storage and usage for road deicing, salvage and junk yards and abandoned and improperly constructed wells.

Manure storage facilities present a major risk to groundwater. There are many storage facilities in Springfield, of both concrete and earthen construction. Properly designed livestock waste storage facilities reduce the potential for causing groundwater pollution. Although re-

gional evaluations are helpful in defining target areas in the County, site-specific factors are most important in determining the threat of groundwater pollution from animal waste at the Town level.

The *Dane County Groundwater Protection Plan (1999)* included a detailed inventory of nitrate-nitrogen levels in private residential wells within central Dane County. This study tested 133 samples in Springfield; 21 of the samples exceeded the groundwater enforcement standard of 10 mg/l. However, a direct causal relationship between on-site systems and high nitrate levels is difficult to establish for many areas, since elevated background levels of nitrate-nitrogen exist in the County's groundwater and probably result from widespread agricultural fertilization practices as well as other nitrogen sources.

Atrazine has been the most commonly used corn herbicide in Wisconsin for the past 30 years. Atrazine and its breakdown products are often found in groundwater in agricultural areas of Wisconsin. Between 1988 and 1998, the *Dane County Groundwater Protection Plan* reported that atrazine was found in at least 13 wells in Springfield. Atrazine use is now prohibited in all but a small section of the Town west of Springfield Corners.

6. SURFACE WATERS

The northwestern corner of the Town contains several small lakes. The largest of these is Brandenburg Lake at 38 acres. The lake has a maximum depth of nine feet, and was used in the early 1980s for walleye rearing. Agricultural pesticides resulted in poor survival rates, so rearing was discontinued.

Pheasant Branch Creek is a seven-mile long stream that begins in the central portion of the Town, and flows south through the cities of Middleton and Madison, eventually emptying into Lake Mendota. Spring (Dorn) Creek is a six-mile-long stream that originates in the east central portion of the Town, and eventually flows southeast to empty into Lake Mendota near the Yahara River. Six Mile Creek is a twelve-mile-long stream that begins at the Waunakee Marsh, and then flows east through Westport and Waunakee, emptying into Lake Mendota at the same point as Spring Creek. It provides a forage and sport fishery and abundant spawning areas.

All of these creeks are important to the health of Lake Mendota—the largest water body in Dane County and the most heavily used lake in southern Wisconsin. Despite work over the past ten years to reduce polluted runoff problems in the lake's watersheds, sources of polluted runoff continue to be the largest threat to this lake. The Six Mile and Pheasant Branch Creek watershed was one of the first non-point source pollution priority watershed projects undertaken by the Wisconsin Department of Natural Resources (WisDNR), and was the focus of a recent priority watershed project to continue to implement controls on polluted runoff, restore and protect wetlands, and identify both agricultural and urban sources of nutrients and sediments.

7. FLOODPLAINS

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with floodwaters in the 100-year storm event (e.g., a storm that has a 1% chance of happening in any given year). The State requires County regulation of development in floodplains. Development is strongly discouraged in floodplains, to avoid both on-site and up- and downstream property damage.

Floodplain areas in the Town are located along Spring Creek and Pheasant Branch Creek, in and around the Waunakee Marsh, and near the several small lakes in the northwest sections. The National Flood Insurance Program maps produced by FEMA should be referenced for official delineation and elevations of floodplain boundaries. While floodplain areas are included in “Open Space/Environmental Corridors” on Map 3, the more detailed FEMA maps are available at the County Planning and Development Department or at the Town Hall.

8. WETLANDS

Wetland areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat. Wetlands cover approximately 2% of the land in Springfield. The Waunakee Marsh State Wildlife Area is the largest wetland area, located in the northeast quadrant of the Town. Its 447 acres of cattail marsh are inhabited by pheasants, waterfowl, rabbits and other furbearers, and songbirds. Other small wetland areas are located in scattered spots throughout the Town.

Wetlands of at least two acres each are shown on Map 3. These have been identified and mapped by WisDNR through its Wisconsin Wetlands Inventory, with detailed maps available at the County Planning and Development Department. County zoning does not permit development in these areas, if they are two acres in area or larger. Smaller wetlands are also subject to State DNR or Federal Army Corps of Engineers fill regulations.

9. WOODLANDS

Due to the prevalence of agricultural land, the Town contains only a few areas of significant woodland cover. Upland wooded areas cover about 6% of the Town’s total land area. These areas generally coincide with areas of steep slopes, as these areas are difficult to utilize for agriculture or home sites. The largest block of continuous woodland is located near CTH K, at the western edge of the Town. The most common species found in the woodlands are oak, elm, and maple. Remaining woodlands are valuable contributors to the area’s beauty.

The State’s Managed Forest Land (MFL) program is designed to encourage long-term investment in private forestland and promote sound forest management practices. This program is available to landowners with 10 or more contiguous acres of forestland. Participating landowners must agree to a forest management plan that includes selective harvesting. In exchange, their land is taxed at a lower rate. As of April 2000, there were 155 acres of forestland in the Town enrolled in the MFL program. Most of this acreage is technically open to the public for hunting, fishing, hiking, sightseeing, and cross-country skiing.

10. STEEP SLOPES

The Town is characterized by rolling hills separated by valleys and small plains. As shown on Map 3, slopes exceeding a 12% grade occur more frequently in the western portion of the Town. These areas are generally associated with drumlin systems. Slopes in the rest of the Town tend to be much gentler. A total of 3,384 acres (14.5% of total acreage) in the Town contains slopes of 12% or greater, and 786 acres (3.3% of total acreage) contains slopes of 20% or greater. Slopes of between 12% and 20% grade present challenges for building development. Steep slopes over a 20% grade are not recommended as development sites.

11. HILLTOPS AND RIDGETOPS

Hilltop and ridgetops are important natural features that are often overlooked in planning efforts and development review. Hilltops and ridgetops serve to define the horizon. While

commanding impressive views, large structures (houses) constructed on top of them tend to be visually prominent to surrounding lands. This is especially true for the many hilltops and ridgetops in Springfield that are sparsely vegetated and where the homes do not blend with the Town's rural-agricultural character. Home placement on hilltops can lead to a perception of greater development in the Town than if homes were placed more discretely at the base or sides of hills or screened with vegetation.

12. RARE SPECIES OCCURRENCES/NATURAL AREAS

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventory. Map 3 shows general areas in Springfield identified in the 1999 Natural Heritage Inventory as containing rare plant or animal species. These areas are focused around Waunakee Marsh, an area south of Waunakee Marsh in the Spring Creek Watershed, and in the Enchanted Valley Road area at the extreme southwest corner of the Town. More specific information on location and type of species is available from the state's Bureau of Endangered Resources. This will be particularly important with potentially future residential development proposals in the Enchanted Valley Road area.

13. PRAIRIE AND OAK SAVANNA SITES

The Parks and Open Space Plan for Dane County includes an inventory of grassland/prairie management areas compiled by the Southwest Wisconsin Prairie Enthusiasts. These were selected to encompass concentrations of remaining, high-quality prairies and other grasslands. Map 3 shows the boundaries of a grasslands/prairie management area in the eastern part of Springfield, stretching from the Waunakee Marsh on the north to CTH K on the south.

Map 3 shows three County or Town-identified prairie or oak savanna sites within that larger grassland/prairie management area. One of these areas is located northwest of the Ashton Corners area at Highways 12 and K, where some additional development is anticipated. Other areas might be discovered in the future. In addition to providing species diversity and wildlife habitat, these few remaining prairie and oak savanna remnants represent a living reminder of pre-settlement vegetation in agricultural towns like Springfield. As such, they are an important part of the Town's rural character. These should be protected to the extent possible from destruction, particularly when development proposals are offered.

14. OPEN SPACE/ENVIRONMENTAL CORRIDORS

Open Space/Environmental Corridors in the Town are shown on Map 3. Open Space/Environmental Corridors are continuous systems of open space that include environmentally sensitive lands and natural resources (e.g., floodplains and wetlands), as well as land specifically designated for open space or recreational use. Within the Town, open space corridors are found along Spring Creek, Six Mile Creek, and Pheasant Branch Creek, as well as around the small lakes in the northwest. Open space corridors are used in this *Plan* to address the multiple concerns of drainage, water quality, recreation, and rural character.

15. NON-METALLIC MINERAL EXTRACTION

Non-metallic mineral extraction sites are shown on Map 5. The Town is willing to consider new or expanded non-metallic mineral extraction sites in the Agricultural Preservation District. Standards for review of applications for these sites are found in Chapter Eight.

Environmentally Sensitive Areas & Public Lands

-  County or State Parks
-  Existing County Resource Areas
-  State Natural Resource Areas
-  Proposed Ice Age Trail Corridor Boundary
-  Completed Ice Age Trail Segments
-  Major Watershed Boundaries
-  Sub-Watershed Boundaries
-  Grassland/Prairie Management Area Boundary
-  Slopes > 20%
-  Slopes > 12%
-  Open Space/Environmental Corridors*
-  Wetlands**
-  Thermally Sensitive Watersheds
-  Rare Species Occurrences***
-  Prairie Remnants/Oak Savannas
-  Known Archaeological & Historical Sites****
-  Locally Identified Archaeological & Historical Sites*****

Note: This map is for general informational use only, and is not to be used to obtain detailed siting information.

*Mapped by the DCRPC based on the Regional Development Guide open space overlay. In August 1997, this layer was refined to reflect town plans. Environmental corridors are continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. They are based mainly on drainageways and stream channels, floodplains, wetlands, and other resource lands and features.

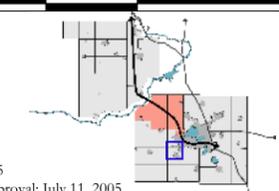
**Extracted from WDNR's land cover dataset. Mapped wetlands are at least 2 acres in size. A wetland is defined as the following: an area with water at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation, and which has soils indicative of wet conditions.

***Represents known occurrences of rare species and natural areas in a section, as recorded in the Wisconsin Natural Heritage Inventory. Areas represented may include terrestrial species, aquatic species, or both types of species.

****Represents known occurrences of archaeological and historical sites based primarily on inventories done by the Wisconsin State Historical Society. Also, includes sites registered in state or federal historic registers. Locations are approximate.

*****Represents locally identified occurrences of archaeological and historical sites. Locations are approximate.

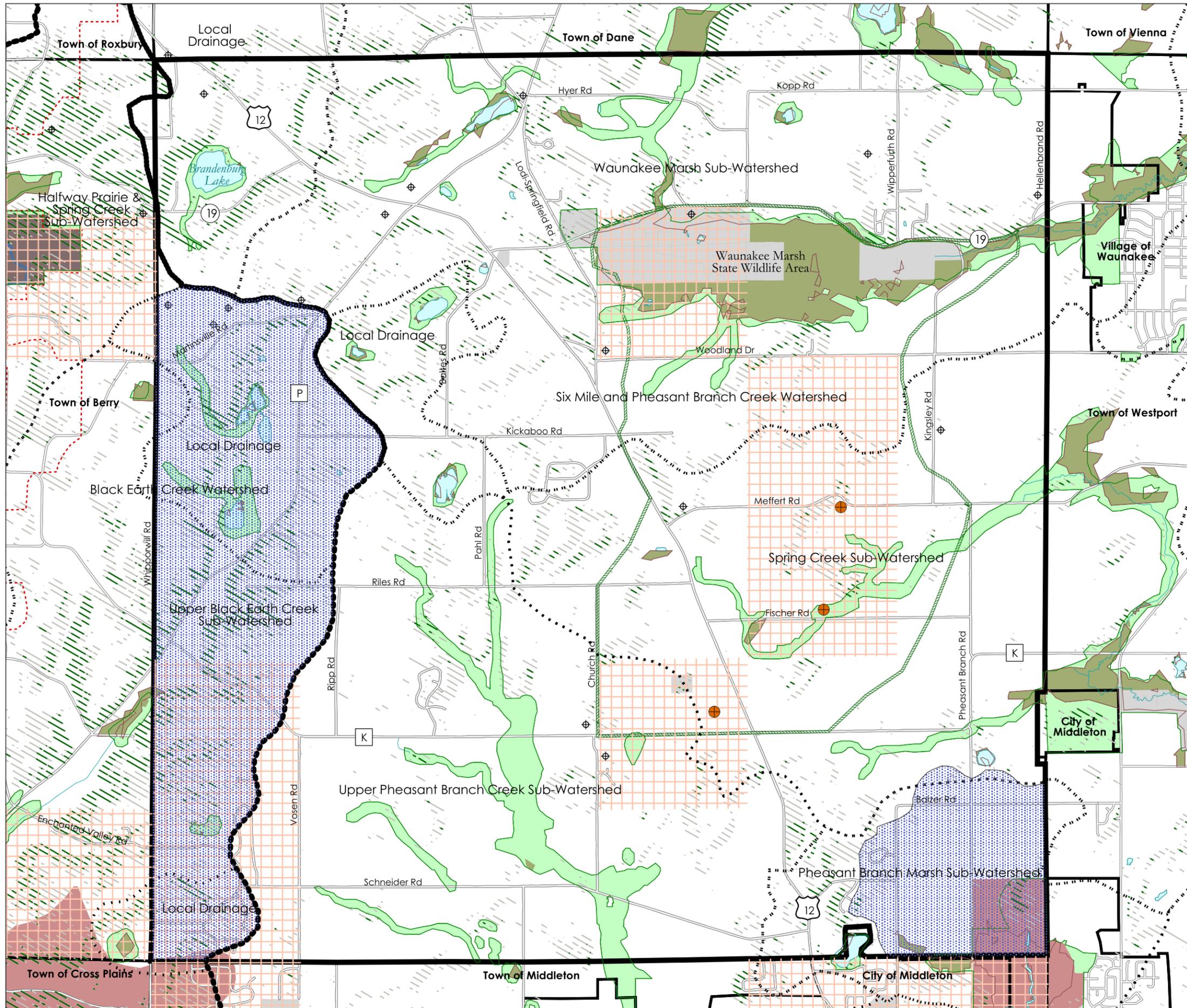
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Adopted: November 1, 2005
Updated Pending Town Approval: July 11, 2005

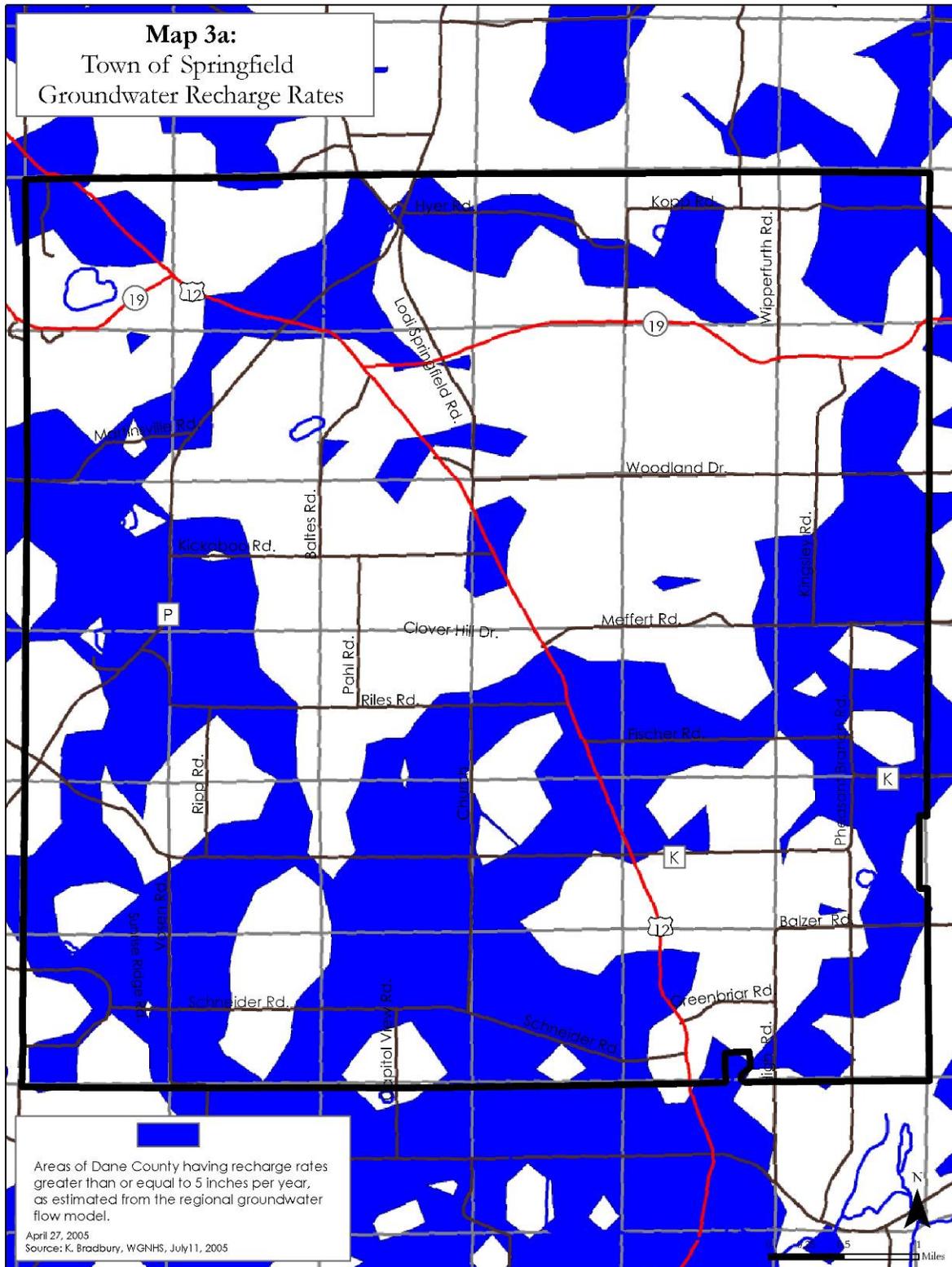
Sources: Dane County Land Information Office,
Dane County Regional Planning Commission, &
Wisconsin DNR.

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Map 3a: Groundwater Recharge Rates



D. NATURAL RESOURCE GOALS, OBJECTIVES, POLICIES AND PROGRAMS

Goal: Preserve and enhance natural resources in the Town.

Objectives:

- a. Recognize the environment as an integrated system of land, water, and air resources serving multiple public objectives.
- b. Encourage water quality and soil conservation practices in agricultural operations.
- c. Cooperate with other units of government on natural resources under shared authority or crossing government boundaries.

Policies and Programs:

- a. Preserve the Town's few examples of special landscape features, including the Waunakee Marsh, glacial lakes and ponds, prairie remnants, and woodlots (see Maps 3 and 5).
- b. Keep new development away from wetlands, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, soils least suitable for on-site waste disposal systems, and slopes greater than 20%. (Affected areas are included within either the Conservancy District or Soils with Building Limitations on Map 6.) Development should also be discouraged on slopes between 12% and 20% where other more appropriate sites are available. General depictions of all these features are included on Map 3 and in the *Dane County Map Book, Town of Springfield* (2005).
- c. Support the more detailed mapping of natural resources where it is apparent that a development proposal may impact these features or that existing maps are in error.
- d. Before approving any changes in land use, consider the impact on wildlife habitat, potential locations of rare plant and animal species, and archeological sites.
- e. Protect and improve the quality of the surface water and groundwater within the Town, particularly in the Upper Black Earth Creek sub-watershed and Pheasant Branch Marsh sub-watershed, through participation in intergovernmental efforts and proper placement and design of new development projects.
- f. Emphasize use of natural drainage patterns, construction site erosion control, and ongoing stormwater management measures that control the quality, quantity, and temperature of water leaving any site.
- g. Before approving any development located within thermally sensitive areas (shown on Map 3), require that the developer demonstrate that the development will not cause thermal pollution.
- h. To protect groundwater quality:
 - Attempt to avoid the over concentration of on-site waste disposal systems in any one area (see policies in Chapter Six—Utilities and Community Facilities).
 - Require the submittal and implementation of nutrient and/or manure management plans for agricultural operations on small lots or expected to have large numbers of animals in any part of the Town.

- Require the submittal of a groundwater impact analysis prepared by an independent soil scientist or other related professional prior to the approval of any subdivision or other major non-farm development proposal, in cases where potential groundwater contamination or recharge is a concern or where otherwise suggested under this *Plan*.
- i. In designated groundwater recharge areas (shown on Map 3a):
 - Limit impervious surfaces to 10,000 square feet per lot.
 - Require stormwater management plans that maximize infiltration.
 - Minimize construction activity compaction of the soil.

E. CULTURAL RESOURCE INVENTORY AND ANALYSIS

Preservation of historic, archeological, and other cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present and future. The following sections and Maps 3 and 4 depict and describe the significant historic, archeological, and visual character resources in the Town.

1. HISTORIC RESOURCES

Native Americans were the first human inhabitants of land that is now Springfield. Evidence of their camps and burial grounds remain today.

The first white settlers arrived in 1841. Many were former factory workers in England, greatly challenged by the wild country they found here. They were not skilled as farmers, but did manage to log the land and eventually grow wheat, corn, and oats—crops still grown in the area. They also established the first Town government in 1848.

The first school was established in Section 12 near Waunakee. Eventually the Town supported 12 one-room schoolhouses. The first post office was in Clarks Corner (which may have been what is referred to today as Springfield Corners), followed by offices in Ashton Corners and Hyer Corner. The hamlets of Martinsville, Springfield Corners, Ashton, and Ashton Corners often developed around a single business, such as a cheese factory, to which farmers from the surrounding area would come daily to drop off their milk. Small service shops and stores often located in these hamlets as well, along with the families that ran them. As transportation became easier due to the availability of the automobile and better roads, these hamlets often lost their businesses to larger villages and cities. Yet the buildings remain, often converted to serve new uses. These hamlets contribute to the rural character of the Town and serve as a reminder of the Town's agricultural heritage.

Churches have also played a central role in the history of the Town, and they continue to be important to the community today. The first to establish a church were the Baptists. Ultimately, German Catholics also began to settle in the Town, and the need for a Catholic church became clear. St Martin's Catholic Church was established in Martinsville in 1850. The building took several years to build, and was completed in 1868. By 1873 a school, convent, rectory and cemetery had been added. Saint Peter's, located in Ashton, is the only property in the Springfield listed in the State or National Register of Historic Places. It was built in 1906, and features a Queen Anne style with clapboard walls, Palladian windows, and an octagonal corner tower. The parish still supports an active school for grades K-5, and maintains a rectory and cemetery.

In addition to the churches, the Town has a fine collection of historic or architecturally significant buildings and sites. The State Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin's distinct cultural landscape. The AHI includes 37 documented properties in Springfield. These properties included older houses and outbuildings, farmsteads, and barns.



The State Historical Society also maintains a list of properties certified as significant by the National Park Service, and determined to be eligible for listing on the National Register. Most properties on this list have been determined eligible through Section 106 of the National Historic Preservation Act, which requires that all federal agencies take into account how their activities affect historic properties. Historic properties may also be found in this list that have been certified for the tax credit programs for the rehabilitation of certified historic properties. Two properties in the Town have been determined eligible for listing on the National Register. They are located in Springfield Corners, and include the Jacques Grosse Store/Farmstead at 6210 Highway P and the Louis Martini Store at 6132 Highway 12.

The general locations of several of the Town's historic sites are shown on Map 3. This map does not, however, represent a comprehensive inventory of all sites and buildings of historic or architectural value.

2. ARCHEOLOGICAL RESOURCES

According to the State Historical Society and local sources, there were 11 known archaeological sites and cemeteries in Springfield as of January 2001 (see Map 3). This does not include all of the sites that might be present in the Town. Sites include cemeteries (burial mounds and unmarked graves), cabins and homesteads, and Native American community and burial sites. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Dane County ordinances require a 25-foot setback from Native American burial mounds.

Few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance or eligibility for listing on the State or National Register of Historic Places. Only one property with archeological importance—the Statz Site—has been determined eligible for the National Register of Historic Places. The Statz Site is significant because it is a well-preserved 1,000 year-old Native American village site. It is located within the Northeast $\frac{1}{4}$ of the Northeast $\frac{1}{4}$ of Section 12 in Springfield and extends into Section 7 of the Town of Westport.

The Kohlmann Cemetery holds histories that originate to the first days of the Town of Springfield, around 1847. Old-timers refer to it as the Kohlmann's "Buchel," which means "a rise in the hill" describing the lay of the land. Until just recently were no records to be found for this cemetery, but recent efforts have turned up evidence that substantiates stories that have been passed down from generation to generation. This cemetery, recently restored, is located at the intersection of Woodland and Lodi-Springfield Roads.

The cemetery first "opened" when a murder was committed in the Town. Mr. Charles Kohlmann, a Prussian immigrant who had only recently moved his family into a new log cabin, set out on foot (accompanied by his ox) for Milwaukee to purchase a wagon, tools and household provisions. He was found slain a short time later, not far from his home. He was buried where he fell. Ironically, the man charged with his murder (and ultimately acquitted) was buried in the same cemetery.

Many family members of the first settlers of Springfield are buried here. Most of those coming from England were members of the British Temperance Emigration Society and members of the Methodist Church. A Methodist Church was in the Town, and members of this congregation were buried in the Kohlmann Cemetery, thus leading to an alternate name, the "Methodist Cemetery."

Many of the first settlers sent off their sons to fight in the Civil War. Both casualties and veterans of the war are buried in the Kohlmann Cemetery, leading to a third name, the "Yankee Cemetery." Those finding eternal rest in the cemetery include family names of Bardsley, Bram, Dantl, Genoschewsky, Gross, Hillier, Hull, Kohlmann, Little, Perry, Pierce, Riles, Stebbins and Tymms. Many of these families have descendants living in the Town today.



3. VISUAL CHARACTER RESOURCES

The comprehensive planning process included an analysis of visual resources that greatly enhance the unique community character or "personality" of Springfield. Visual resources include both natural and human-altered landscapes. The results of this visual resource analysis are presented in Map 4 and in the following description.

The overall landscape of Springfield may be divided into three general landscape personality areas called Rolling Highland Agriculture, Driftless Valleys, and Hill Country. The Rolling Highland Agriculture personality area covers perhaps 90% of the Town. Cultivated flat-to-rolling fields and scattered farmsteads dominate the landscape. Fields are often farmed to road edges and there are few woodlots. Drives or bike rides along roads like Riles and Kingsley illustrate this experience. Long views of the horizon dominate the visual experience. Rural settlements like Martinsville, Springfield Corners, Ashton, and Ashton Corners formed at key crossroads. The Hill Country and particularly the Driftless Valleys personality areas offer quite different visual experiences through topographic and vegetation changes. Each of the three landscape personality areas in Springfield raises unique issues, particularly

when non-farm development is proposed. Chapter Seven—Housing and Appendix A offer some design solutions to some of the most common issues.

Map 4 also generally depicts the following four rural communities inside Springfield that enhance the Town’s visual character, sense of community, and quality of life:

- *Springfield Corners*, near the corners of Highways 12, P, and 19 East, is the Town’s “community center.” It includes civic and commercial uses, along with perhaps 60 to 70 mostly newer houses. This Plan advises the continued and enhanced role of Springfield Corners as the Town’s center of activity, as reflected in the neighborhood plan included in the Land Use chapter.
- *Martinsville*, located on a ridge near the Town’s northeast corner, enjoys dramatic views of the agricultural countryside. St. Martin’s Church is the historic, visual, and spiritual heart of the community. There are also between 40 and 50 older and newer homes, most right along Martinsville Road. Most homes blend nicely with the historic character of the community.
- *Ashton* is centered around the historic St. Peter’s Church near the corners of Highway K and Church Road. The church steeple is visible from miles away. Ashton also includes a ball diamond, tavern, and about 30 mainly older houses. There is a small oak grove on a hill on the northeast corner of K and Church Road.
- *Ashton Corners* is located at the corner of Highways 12 and K, mainly to the west of 12. It includes perhaps 12 to 15 houses along Highway K, most built after World War II. It also includes commercial properties at the intersection in need of reinvestment; one of which was being redeveloped as a gas station/convenience store at time of writing.

Finally, Map 4 depicts features along Highway 12 through Springfield. This highway corridor serves not only as a transportation route through the community, but also as a key part of the community’s character. Because it is so heavily traveled, it serves in large part to define the character of the Town for residents and visitors. As depicted on Map 4, views obtained from Highway 12 are generally expansive. (Views beyond 1½ miles from Highway 12 are not shown.) There are also specific point views of prominent hills, the St. Peter’s Church steeple, and the edge of Middleton development. This *Plan* includes recommendations to preserve views along this corridor.

F. CULTURAL RESOURCE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goal: Protect Springfield’s rural, scenic, “small town” character.

Objectives:

- a. Use agricultural land, “rural centers” like Springfield Corners, and historic resources as defining aspects of the Town of Springfield’s character.
- b. Promote Springfield Corners as the Town’s community gathering place.
- c. Work to improve the appearance of crossroad communities within the Town, such as Springfield Corners, Martinsville, Ashton, and Ashton Corners.
- d. Identify and protect unique historic and archeological areas within the Town.
- e. Protect expansive scenic views in the Town, particularly along Highway 12.

Policies and Programs:

- a. Emphasize the value of remaining natural resource areas as potential focal points of natural beauty and recreation.
- b. Encourage the preservation of historically and architecturally significant structures and archeological resources in the Town when specific sites are proposed for development.
- c. Make specific requests to the State Historical Society for more detailed information when a specific development proposal is offered on land in an area where a known historic or archeological site has been mapped, if its location is not readily apparent.
- d. Encourage new development forms that celebrate the Town's agricultural heritage. Examples include grouping new residences together at the end of a driveway or road to look like a historic farmstead, incorporating existing farm outbuildings in a new development project, or promoting new building styles consistent with historic styles.
- e. In largely undeveloped areas, promote use of existing topography and vegetation to screen new development from public roads, and require viewshed analyses for all major new development projects.
- f. Improve appearance in existing crossroad communities in the Town through:
 - Promoting redevelopment of abandoned, vacant, or obsolete parcels;
 - Providing sufficient off-street parking for new uses in these areas;
 - Working with the County on enforcement of property maintenance standards;
 - High-quality signage, architecture, site design, landscaping, and lighting; and
 - Considering attractive community entrance signs for these areas.
- g. Enhance the role of Springfield Corners as the Town's activity hub through planning for a Town park, sponsoring community events, accommodating community-serving commercial uses, and working with the county and state on road safety.
- h. Support local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the Town's farming heritage and rural way of life.
- i. For the Highway 12 corridor, work with the County to restrict the placement of any additional billboards and limit the placement of communication towers.

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Visual Character
Analysis

-  Major Highway
-  Approximate Extent of View From Highway 12*
-  Woodlands
-  Expansive Views From Highway 12
-  Specific Point Views From Highway 12**
-  10 Foot Contour Lines

*"Approximate Extent of View" is a generalized depiction of a viewshed analysis created in a geographical information system program. The GIS used a countywide digital elevation model to perform the calculations involved with the viewshed analysis. The digital output of the GIS was then field verified.

**Specific points include, but are not limited to: hilltops or ridges, valleys, scenic buildings, farms, and churches. They tend to be distant views.

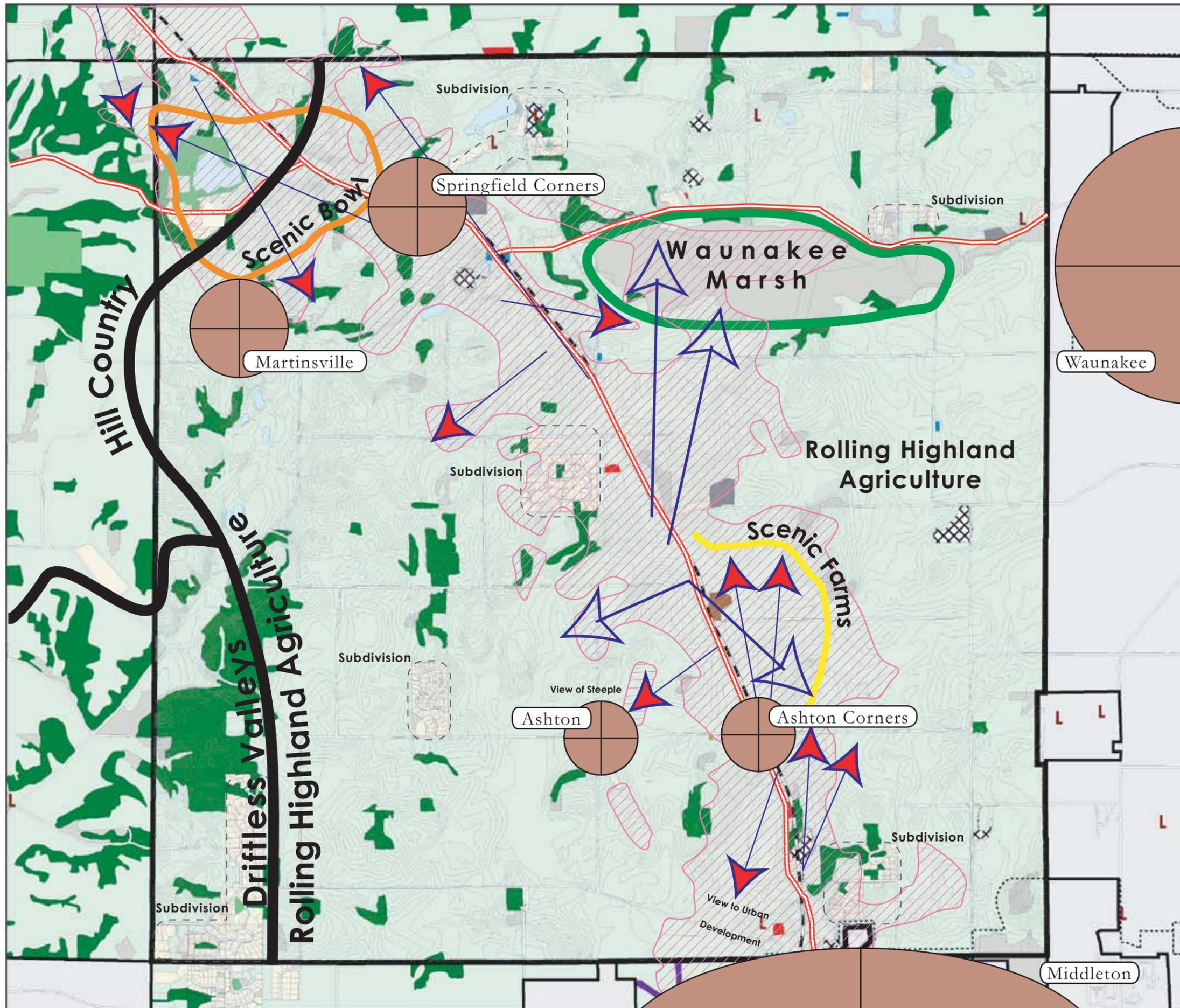
3500 3500 Feet



Adopted: November 1, 2005

Sources: Dane County Land Information Office &
Dane County Regional Planning Commission.

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Madison Milwaukee Colorado Springs
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CHAPTER FOUR: LAND USE

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future preservation and development of public and private lands in Springfield. The chapter includes one map that shows existing (year 2000) land uses and recommended future land uses over the 20-year planning period, and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

A. EXISTING LAND USE

An accurate depiction of the Town's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The Town's consultant conducted an inventory of the Town's existing land uses using data from Dane County, aerial photography, spot field checks, and Town representative review.

1. EXISTING LAND USE MAP CATEGORIES

Map 5 divides existing land uses in the Town of Springfield into the following categories:

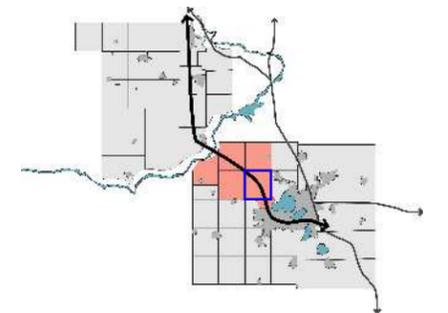
- a. **Agriculture:** land used primarily for farming, farmsteads and support activities, and limited single-family residential development, generally with densities at or below 1 dwelling unit per 35 acres;
- b. **Woodlands:** privately-owned forest land, in certain cases including private recreational uses or single-family residential development generally with densities at or below 1 dwelling unit per 35 acres;
- c. **Rural Lands/Vacant:** privately-owned vacant and undeveloped lands, predominately not in agricultural or woodland use;
- d. **Recreational Lands:** publicly- or privately-owned lands designated as county parks and recreation areas, town parks, or other recreational facilities;
- e. **Surface Water:** lakes, rivers and perennial streams;
- f. **Rural Single Family Residential:** predominantly single family residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres, and served by on-site waste disposal systems;
- g. **Mixed Residential:** a variety of residential units (including mobile home parks) at densities generally above 8 dwelling units per acre;
- h. **General Business:** indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- i. **General Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- j. **Permitted Extraction Sites:** quarries, gravel pits, clay extraction, peat extraction and related land uses;
- k. **Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories.

Existing Land Use (2005)

-  Agriculture
-  Woodlands
-  Rural Lands/Vacant
-  Recreational Lands
-  Surface Water
-  Rural Single Family Residential
-  Urban Single Family Residential
-  Two-Family Residential
-  Mixed Residential
-  General Business
-  General Industrial
-  Permitted Extraction Sites
-  Institutional
-  Houses (Includes: Single, Two, and Mixed Residential; and Farm Dwellings.)
-  Landfills (Closed or Inactive)*
-  Existing Roads
-  Town of Springfield Boundary
-  Urban Service Areas

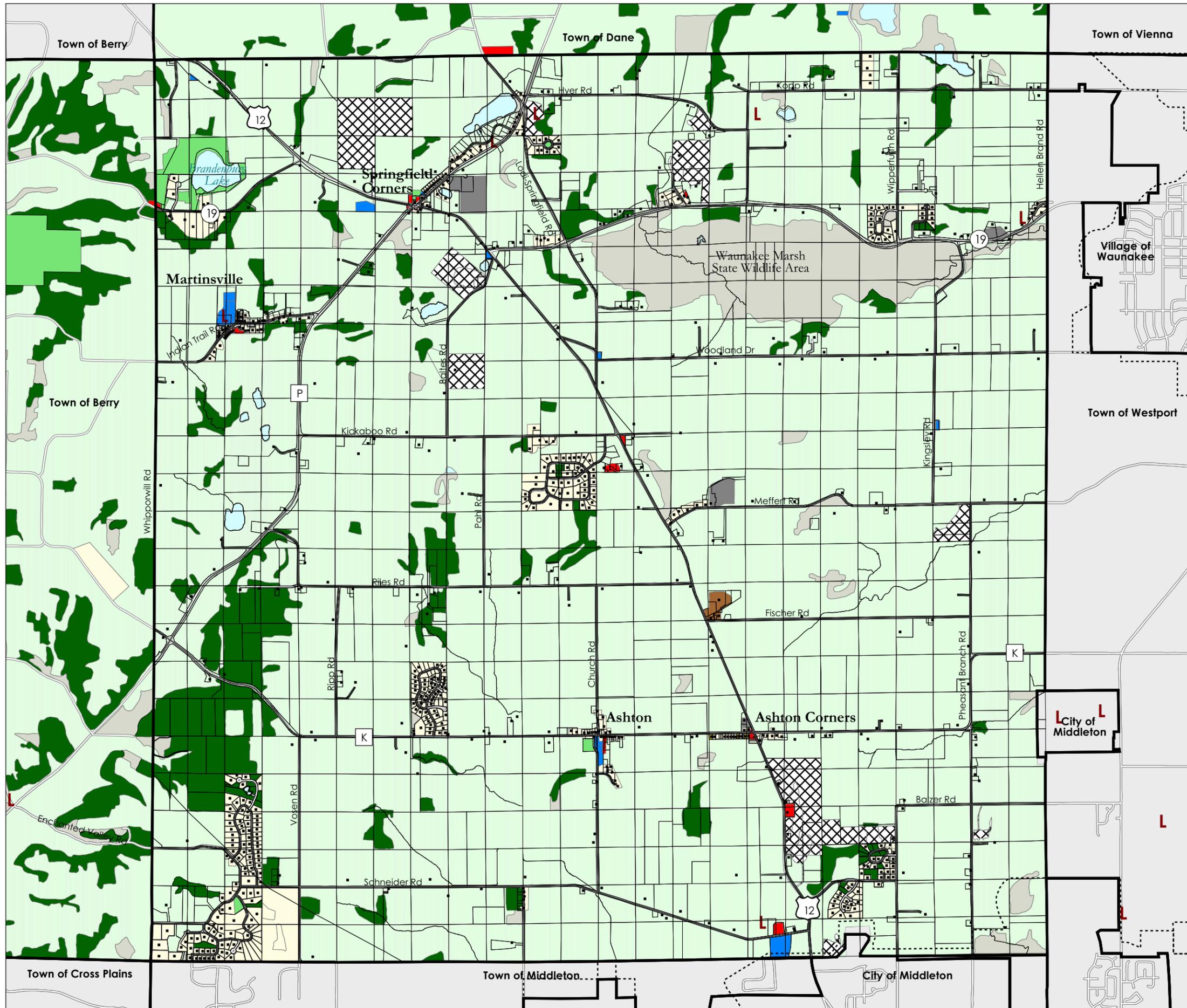
*Sources include: WDNR Area, District and Central Office files as of 6/93; DCRPC reports; Greater Madison Board of Realtors Listing 3/93; newspaper articles; names of private citizens knowledgeable about the site; or a reference to various other federal or DNR listings. Refer to the 1999 Dane County Groundwater Protection Plan for further discussion.

3500 0 3500 Feet



Adopted: November 1, 2005

Sources: Dane County Land Information Office & Dane County Regional Planning Commission, Vandewalle & Associates & Town Update.



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2. EXISTING LAND USE PATTERN

A vast majority of the Town of Springfield remains in open space uses. Most of the land is shown as *Agriculture* in Map 5, with scattered areas of *Woodlands* and *Rural Lands/Vacant*.



The Town’s farm and non-farm residences (most identified by black squares on Map 5) are dispersed throughout the community—generally along Town and County roads. Clusters of non-farm residential development occur within historic crossroads communities or in newer subdivisions. Larger subdivisions are located in the southwest corner of the Town off of Enchanted Valley Road, north of CTH K west of Ashton (Scenic Ridge), off of Kick-A-Boo Road west of Highway 12 (Hickory Highlands), and Highway 12 near the southern border of the Town. Smaller clusters of residential development are scattered throughout other parts of the Town.

General Business uses are located in small parcels mainly along Highway 12. *Institutional* uses are located in Springfield Corners, Ashton, Martinsville, and the corner of Woodland Drive and Lodi-Springfield Road. *General Industrial* uses are located along Meffert Road east of Highway 12, in Springfield Corners, and in Ashton Corners.

Table 6 provides an estimate of the acreage within each existing land use category in the Town of Springfield in the year 2005.

Table 6: Town of Springfield Existing Land Use, 2005

Land Use	Acres	Percent
Agriculture	19,205	82%
Woodlands	1,325	6%
Rural Lands/Vacant	1,060	4%
Recreational Land	90	<1%
Surface Water	120	<1%
Rural Single Family	785	3%
Mixed Residential	20	<1%
General Business	20	<1%
General Industrial	60	<1%
Road	80	3%
Extraction	480	<1%
Institutional	30	<1%
TOTAL	23,275	100%

Source: GIS Inventory, Vandewalle & Associates, 2005

3. LAND DEVELOPMENT TRENDS

From 1992 to 1999, there were a total of 116 new parcels created in Springfield—88 created through certified survey maps and 28 created through subdivision plats. Nearly all of these roughly 15 lots per year were intended for single-family residences. During the 1990s, the Town issued an average of 12 permits per year for new houses. Therefore, lots appear to be being created slightly faster than homes are being built on them.

According to data from the Wisconsin Department of Revenue's Fielded Sales System, 2,830 acres of agricultural land were sold in Springfield from 1990 to 1997. On average, an acre of agricultural land in the Town sold for \$2,125. Of the 2,830 acres of land that were sold, 1,951 acres (69%) continued in agricultural use. The remaining 879 acres were converted out of agricultural use. The average price of land that remained in agricultural use was \$1,724 per acre. The average price of land that was converted to a different use was \$3,012 per acre.

The Town has an interest in the number of parcels available for future homesites in planned Agricultural Preservation Districts, based on the Town's "one home per 35 acres" density policy in place since 1979—the year exclusive agricultural zoning was first adopted in the Town. Based on a general analysis of plat maps and the Town's most recently adopted land use plan (before this *Comprehensive Plan*), it appeared that roughly 520 home sites were potentially available in the Town. As of January 2001, it appeared that roughly 149 to 188 (29% to 36%) of all available home sites or "splits" had been exercised (homes built) within planned Agricultural Preservation Districts.

B. PLANNED LAND USE

1. PLANNED LAND USE PATTERN

Map 6 presents recommended future land uses over the 20-year planning period for all parts of the Town. Changes from the existing land use pattern to realize this planned land use pattern may occur if and when property owners make requests for rezoning, subdivisions or land divisions, conditional use permits, or other development approvals. Map 6, along with policies later in this chapter, will guide Town decision making on future land use changes.

The recommended future land use pattern is consistent with historic locations for farming, development, and natural areas. The vast majority of the Town is proposed to remain in farmland. New development would be focused around many of the Town's existing developed areas, including Springfield Corners, Martinsville, the Enchanted Valley Road area west of Vosen Road, Ashton, Ashton Corners, and the area north of Middleton and east of Highway 12. Most planned development areas will be for single-family residential houses. Commercial development will be directed to Springfield Corners, Ashton Corners, and the Middleton area, following the policies in this chapter. Per the Middleton-Springfield inter-governmental agreement, planned new development in the Middleton area (except homes at a density not exceeding one home per 35 acres) should be served by a public sewer and water system to provide a compact, efficient development pattern in this area.

Planned Land Use

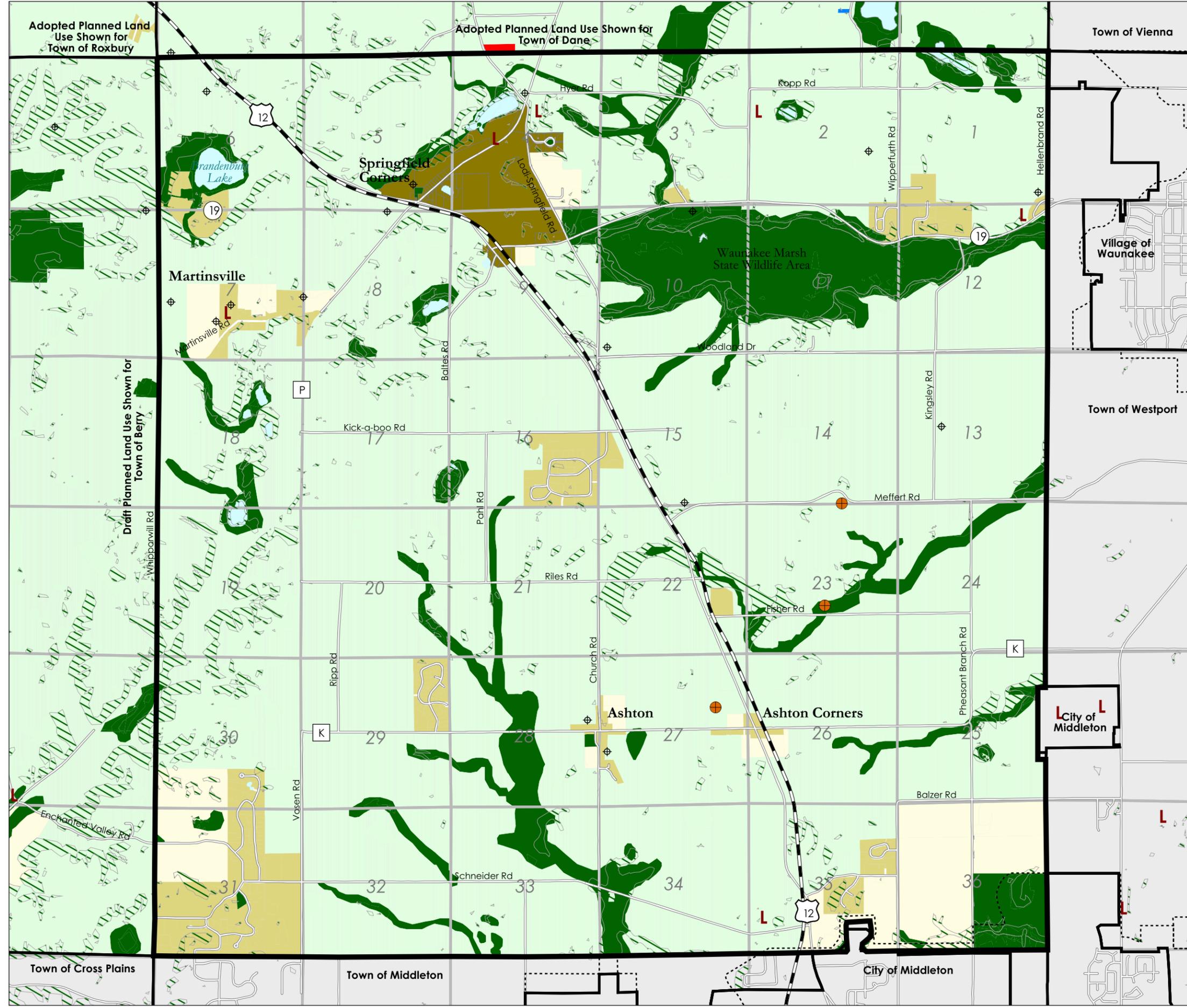
- Agricultural Preservation District**
 - Preserve productive agricultural lands in the long-term.
 - Allow limited commercial, and institutional uses.
 - One house per 35 acres.
 - Mineral extraction operations as conditional uses
 - Agricultural Transition District**
 - Preserve in agriculture and open space until development may be appropriate.
 - Town may identify these lands in future for more intensive development.
 - Same policies as Agricultural Preservation District until then.
 - Rural Development District**
 - Lower density residential development served by on-site systems.
 - Limited neighborhood-serving commercial & institutional uses.
 - Minimum lot size 1.5 acres.
 - Use conservation neighborhood design standards.
 - Rural Development District-Rural Center**
 - See map 6A for additional detail
 - Conservancy District**
 - Environmentally sensitive areas including wetlands, floodplains, and public lands.
 - Avoid building construction.
 - Soils with Building Limitations**
 - Includes slopes greater than 20%, hydric soils not mapped in wetlands, and soils with low or very low potential for dwellings with basements.
 - Try to locate more appropriate building sites.
 - Surface Water**
-
- New USH 12 Alignment**
 - Existing Roads**
 - Town of Springfield 2005 Boundary**
 - 2005 Urban Service Area Boundaries**
 - Sections & Numbers**
-
- Prairie Remnants/Oak Savannas**
 - Known Archaeological & Historical Sites**
 - Closed Landfills**

Notes: (1) Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map.
(2) The above policies for each of the planned land use categories are summaries only. See plan text for more detailed policies.



Adopted: November 1, 2005
Sources: Dane County Land Information Office & Dane County Regional Planning Commission, Vandewalle & Associates, & Town of Springfield, Wisconsin DNR, Wisconsin State Historical Society.

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Adopted Planned Land Use Shown for Town of Roxbury

Adopted Planned Land Use Shown for Town of Dane

Town of Vienna

Village of Waunakee

Town of Westport

City of Middleton

Town of Cross Plains

Town of Middleton

City of Middleton

Springfield Corners

Martinsville

Waunakee Marsh State Wildlife Area

Ashton

Ashton Corners

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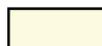
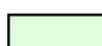
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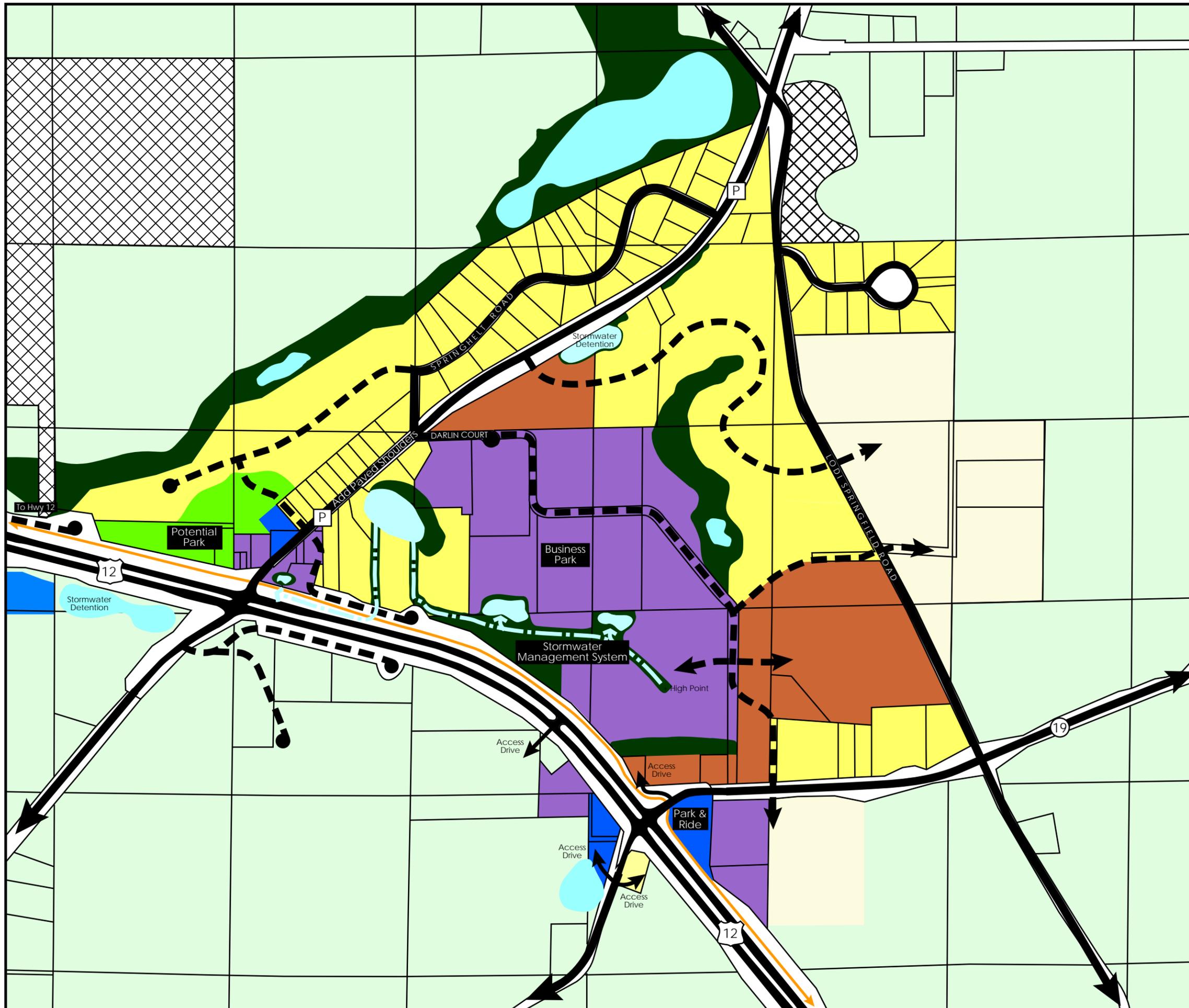
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Conceptual Neighborhood Plan

Planned Land Use

-  Residential (1.5 - 5 Acre Lots)
-  Commercial
 - Retail Near 12/P Intersection
 - Business Park Other Locations
 - Low Water Users in Business Park
 (For Policies, see Chapter 4, Section C4 and Chapter 8, Section B of the Comprehensive Plan)
-  Commercial or Residential
-  Institutional
-  Park/Recreation
-  Conservancy/Landscaped Buffers/Stormwater Management
-  Agricultural Transition
(See Chapter 4, Section C3 of Comprehensive Plan)
-  Agricultural Preservation
-  Permitted Extraction Sites
-  Water
-  Existing Road
-  Future Road
-  Bicycle/Pedestrian Path

All lands lying within 200 feet of divided Highway 12 are in the Noise Control Overlay Zoning District, which prohibits building of houses, unless the land was zoned residential before May 1, 1992.



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Table 7 shows the acreage included within each planned land use designation on Map 6. Each designation is described in additional detail in the sections that follow.

Table 7: Town of Springfield Planned Land Use

Planned Land Use Designation	Acres	Percent
Agricultural Preservation District	1,784	77%
Agricultural Transition District	1,093	5%
Rural Development District	1,102	5%
Rural Development District—Rural Center (Springfield Corners)	395	2%
Conservancy District	2,614	11%
Roads (2005)	73	>1%
Surface Water	121	1%
TOTAL	23,292	100%

Source: GIS Inventory, Vandeville & Associates, 2005

Note: The “Soils with Building Limitations” designation is not listed above because it is an overlay plan designation. Most of these lands are within the Agricultural Preservation District base planned land use designation.

2. PROJECTED LAND USE DEMAND

Consistent with the requirements of Smart Growth, this *Plan* provides projected demand over the 20-year planning period (in five-year increments) for residential, commercial, industrial, and agricultural land uses. Projected demand is then compared to the potential supply of land to accommodate such demand, as presented in Map 6 and Table 7. Projected demand also forms the basis for the Town’s residential growth management program, described later in this chapter.

Demand projections for residential land uses within lands currently in the Town of Springfield boundaries are based on housing unit forecasts for Springfield and, in part, the City of Middleton. This is because the *Plan* anticipates some amount of growth of the City of Middleton into lands that are now part of Springfield. Projected rural (i.e. remaining in Springfield) residential land use demand is presented in Table 8. This table assumes that each new residential unit would be on an average of a three-acre lot.

Table 8: Projected Additional Rural Residential Land Use Demand

	2005	2010	2015	2020	2025
Cumulative demand for additional residential units	75	150	225	300	375
Cumulative demand for additional residential acres	225	450	675	900	1,125

Source: Vandeville & Associates

Future development allowed under Map 6 and the policies of this *Plan* provide enough capacity for perhaps two times the expected residential land use demand over the next 20+ years. Much of this projected residential land use demand will be accommodated through new houses built in the Agricultural Preservation District, under the Town’s density policy. In fact, as of January 2001, there were nearly a sufficient number of unused, available “splits” (about 350) in planned Agricultural Preservation Districts to accommodate all of the anticipated rural housing demand.

Additional rural residential development can be accommodated within undeveloped portions of Rural Development Districts and Agricultural Transition District not adjacent to the City

of Middleton. Map 6 includes approximately 2,500 undeveloped acres mapped within in these planned land use designations. Commercial development demand in the Town will be focused at key intersections along Highway 12. Consistent with past trends, this is not projected to exceed 100 additional commercial acres through 2025 (about 20 acres per five year period). No industrial (e.g., manufacturing) development demand is forecast for lands that will remain in the Town.

Based on an analysis of the City's plans, historic growth rates, and opportunities for future growth in areas not currently in the Town of Springfield, this *Plan* estimates that the anticipated City residential and commercial land use demand within lands now within the Town of Springfield may be 250 acres by 2025. This amounts to about 50 acres per five-year period. The City may have different demand forecasts for this area. The planned Agricultural Transition Area next to the City limits on Map 6 includes about 1,000 acres, which should be sufficient to accommodate this anticipated demand.

The Town of Springfield desires to minimize the amount of land converted away from agricultural use over the planning period. According to the Wisconsin Department of Revenue's Fielded Sales System, which tracks sales of agricultural, forest, swamp and waste parcels for all towns in the state, approximately 880 acres of agricultural land in Springfield were converted out of agricultural use from 1990 to 1997 (this averages to approximately 630 acres over a five-year period). Therefore, if this trend continues, the amount of agricultural land in active use in the Town would decrease by about 630 acres every five years over the 20-year planning period.

3. EXISTING AND POTENTIAL LAND USE CONFLICTS

Residential development in the Town has created some conflicts between newer residents and surrounding farming operations. Activities that make up the day-to-day operation of a farm—slow farm machinery on roads, farm odors associated with the stockpiling and spreading of manure, livestock noise—are sometimes considered nuisances by new, non-farming neighbors.

This *Plan* seeks to minimize these types of conflicts in the future by discouraging most residential development in Agricultural Preservation Districts and through thoughtful land use planning. Conflicts will inevitably occur in areas where residential and other non-farm development abuts against planned Agricultural Preservation Districts. The use of the Agricultural Transition Districts between several planned development areas and the Agricultural Preservation Districts is one approach to minimize these conflicts.

4. OPPORTUNITIES FOR REDEVELOPMENT

Nearly all land in the Town is undeveloped. However, this *Plan* promotes opportunities for community-sensitive redevelopment within the historic crossroad communities, particularly Springfield Corners and Ashton Corners. In particular, many developed lands close to Highway 12 in these areas are in need of rehabilitation or redevelopment. The Town should work with property owners to assure that any soil or groundwater contamination on redevelopment sites is cleaned before development approvals are provided.

The Town has prepared a neighborhood plan for the Springfield Corners area (see Map 6a). This Plan sets a boundary for more intensive development in the Town, and promotes infill within the area designated for development, as well as redevelopment of existing buildings in this historic crossroads community.

C. LAND USE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

General Goal: Promote an efficient, sustainable, and high-quality land use pattern consistent with the Town's rural/agricultural character.

Objectives:

- a. Ensure a desirable and compatible mix of land uses consistent with the Town's agricultural character.
- b. Direct new development in and around areas of existing development.
- c. Balance community interests with preservation of the rights of current landowners.
- d. Emphasize quality in new development projects.

Policies and Programs:

- a. Plan for a sufficient supply of residential and nonresidential land uses to meet Town land use objectives, consistent with the residential growth management program described later in this chapter.
- b. When making detailed land use decisions, follow the land use recommendations mapped and described in this *Comprehensive Plan* (see Maps 6 and 6a).
- c. Assure that incompatible land uses are not located close to one another, and appropriate separation and screening are provided in instances where incompatibilities might otherwise occur.
- d. Promote grouping or clustering of allowable development sites in an effort to preserve farmland, protect other natural resources, and reduce development visibility. See Chapter Seven—Housing and Neighborhood Development and the Appendix for more detailed development siting standards.
- e. Direct most new rural subdivisions and other non-farm rural developments adjacent to lands that had been previously developed, except where otherwise consistent with the Town's "one home per 35 acres" policy.
- f. Direct intensive urban development into existing and future Urban Service Areas, where a full array of municipal services is available.
- g. Adopt and enforce high quality standards for subdivision and site design, commercial building architecture and materials, landscape design, signage, and lighting to be applied to new development projects.
- h. Emphasize the redevelopment of existing, obsolete development sites before new development on greenfield sites occurs, particularly in existing developed crossroad areas.
- i. Encourage collaboration among the Town of Springfield, Dane County, City of Middleton, Village of Waunakee, and other neighboring jurisdictions to achieve shared land use objectives.

1. AGRICULTURAL PRESERVATION DISTRICT (SHOWN ON MAP 6)

Objective:

The Agricultural Preservation District is established and mapped in Map 6 to preserve productive agricultural lands in the long-term, protect existing farm operations from encroach-

ment by incompatible uses, promote further investments in farming, and maintain farmer eligibility for incentive programs. This planned land use designation focuses on lands actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with potential suitability for farming. As mapped, this designation also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, and limited single-family residential development at densities at or below one home per 35 acres. The A-1 Exclusive Agriculture zoning district is the appropriate zoning district for most lands in the Agricultural Preservation District planned land use designation.

Policies and Programs:

- a. Within the Agricultural Preservation District, limit new development to a density of **one residential dwelling unit per 35 acres** held in single ownership as of April 16, 1979.
- b. **Minimum lot size** in the Agricultural Preservation District for all new lots proposed as building sites shall be **1 acre**. Lots for residential building sites of **over five acres each are discouraged**.
- c. The following sub-policies guide the **interpretation** of the “one residential dwelling unit per 35 acres” policy:
 1. **Data Sources and Definitions:** The land owner’s name and land ownership configuration as of April 16, 1979 should be determined using the 1979 Land Atlas and Plat Book for Dane County, published by Rockford Map Publishers, Inc., unless the Town or applicant is able to provide more detailed legal information on ownership as of that date, such as tax records or deeds. Parcel size should be calculated based on gross acreage (including roads and navigable waters), using the 1979 Land Atlas and Plat Book for Dane County, published by Rockford Map Publishers, Inc., unless the Town or applicant is able to provide more detailed legal information on gross parcel acreage as of that date, such as tax records or deeds. A “Parcel” is defined as contiguous lands held in single ownership. “Single ownership” may include any combination of lands singly owned by one individual, jointly owned by a married couple including that individual, or owned by a partnership or corporation in which the individual was a member. For purposes of defining “contiguity” of a parcel in single ownership, a public road, navigable waterway, connection at only one point, or intervening lands in the Conservancy District, shall not be considered to break up contiguity.
 2. **Contiguity:** In determining allowable dwelling units, contiguity of parcels is required in all cases where parcels were not in single ownership on both April 16, 1979 and the date of application for development approval. The Town will consider consolidation of allowable dwelling units from non-contiguous parcels in single ownership if the applicable parcels were in single ownership both on April 16, 1979 and on the date of application for development approval, and all parcels are within Springfield’s planned Agricultural Preservation District or Agricultural Transition District. The total number of dwelling units allowed in such cases will be determined by dividing the total gross parcel acreage in single ownership by 35 in accordance with the “Rounding” sub-policy below. Further, prior to the rezoning becoming effective, a note shall be added to the deeds of all affected parcels indicating the effect of the transfer on the future development potential of those parcels (see sub-policy 8).

3. **Rounding:** Except where all applicable development siting standards described in Chapter Seven—Housing and Neighborhood Development will be met, the maximum number of dwelling units allowed on a parcel will be determined by dividing the number of gross acres owned as of April 16, 1979 by 35, with no consideration of fractions. For example, for a 90-acre parcel on which cluster development standards are not met, a maximum of two dwelling units may be permitted ($90/35=2^{20/35}$ = truncate to 2). Where the Town is assured that all applicable development siting standards in Chapter Seven will be met for all proposed (not pre-existing) dwelling units, the maximum number of dwelling units includes the rounding up of fractions equal to $\frac{1}{2}$ or greater. Under this scenario, a maximum of three dwelling units may be permitted from the same 90-acre parcel ($90/35 = 2^{20/35} =$ round up to 3). The Town may utilize a deed restriction to properly assure future compliance with development siting standards.
4. **Farm Residences:** A farm residence built before April 16, 1979 shall not count against this density policy. A replacement to such a farm residence shall not count against this policy either, provided that the pre-existing farm residence will be demolished. Aside from such a replacement residence, any residence built after April 16, 1979 for a landowner or family member earning substantial income from the farm operation shall be considered one dwelling unit for the purposes of this density policy. In other words, such houses will count against the one dwelling unit per 35 acres density policy. Conversion of farm residences to or from duplexes is covered under the “Duplexes” sub-policy below.
5. **Land Sales After 1979:** Changes and reconfigurations in ownership of a single ownership parcel in existence on April 16, 1979 do not trigger new allotments of potential future dwelling units per the density policy. When land is sold or consolidated after April 16, 1979, the Town will use the following approaches in the order listed to determine how many (if any) potential future dwelling units were transferred along with the land:
 - i. The Town encourages property owners to make clear in sales contracts how many potential future dwelling units (if any) are being transferred along with the land. If provided to the Town and County with the development review application, the Town will use such a sales contract or similar document when considering the application.
 - ii. In the absence of a clearly understood sales contract or similar document, the Town will attempt to learn from all affected property owners the intent (in writing), and share that information with the Dane County Planning and Development Department. That written intent statement or affidavit should then be recorded against the deeds to all affected properties.
 - iii. In the absence of a clearly understood sales contract or statement of intent, the Town Board will attempt to make a determination based on the best available evidence, and share that determination and its rationale with the Dane County Planning and Development Department.
 - iv. In the absence of evidence satisfactory to the Town Board, all remaining future dwelling units shall remain with the largest remaining portion of the 1979 parcel.

6. **Duplexes:** Duplexes built after April 16, 1979 count as two dwelling units for the purpose of this policy. The conversion of any single family dwelling to a duplex after April 16, 1979 shall count as one additional dwelling unit for the purposes of this policy. The conversion of any duplex to a single family dwelling shall increase the maximum number of remaining dwelling units available on a parcel by one, provided that the duplex was legally created by the land owner and recognized by the Town as a duplex.
 7. **Commercial Uses:** A commercial use requiring a rezoning away from A-1 Exclusive Agriculture after March 1, 2002 and a freestanding telecommunication tower approved by Dane County after March 1, 2002 are each considered the equivalent of one dwelling unit for the purpose of this policy. Additional antennas on an existing tower and antennas extending 15 feet or less above alternative support structures (e.g., silo) shall not count against the density policy. If said commercial use or telecommunication tower use ceases in the future, and the land is rezoned or the conditional use permit expires, the discontinued commercial or telecommunication tower use shall no longer be counted against this policy.
 8. **“Build-out” of Dwelling Units:** Whenever a rezoning or other land use approval results in reaching the maximum number of dwelling units and/or commercial build-ings available to the April 16, 1979 ownership parcel under this density policy, the Town intends, as part of the rezoning or other approval, to require that a note be added to the deed to all lands included within the April 16, 1979 ownership parcel indicating that no additional non-farm development (including new farm residences) is permitted on the parcel(s) under the Town’s then-existing plan policy.
- d. Allow pre-existing uses on parcels of less than 35 acres as of April 16, 1979 (i.e., **sub-standard lots** in A-1 Exclusive zoning district) to continue under the provisions of the Dane County Zoning Ordinance. Allow for a total of one new dwelling unit on all such parcels that were less than 35 acres in size as of April 16, 1979 and do not contain an existing dwelling unit. Do not allow rezonings or land divisions of such substandard lots that would result in the right to construct a total of more than one dwelling unit on the 1979 parcel. Pending a greater understanding of the implications of a transfer of development rights (TDR) program on the Town, and Town adoption of a TDR program, these substandard lots may be appropriate future receiving areas for additional dwelling units in exchange for permanent preservation of other lands in the Town. For all new non-farm developments in the Agricultural Preservation District (including commercial and institutional uses), utilize the **development siting standards** included Chapter Seven—Housing and Neighborhood Development.
 - e. Prohibit the development of **subdivision plats** (five or more lots within a five-year period) within the Agricultural Preservation District, except where the subdivision design will be consistent with the density policy and all applicable development siting standards included in Chapter Seven—Housing and Neighborhood Development. For example, a 220-acre parcel may be allowed six dwelling units under the density policy, which would trigger a requirement for a subdivision plat.
 - f. Within the Agricultural Preservation District, allow only such **commercial and institutional uses** that meet all of the following criteria:

1. A rural location for the use is necessary to support the continuation of agricultural operations or to serve primarily agricultural customers.
 2. The placement and operation of the proposed use will not be in conflict with farming operations.
 3. The site is suitable for an on-site waste disposal system of the type and capacity contemplated (see Map 8).
 4. Appropriate limitations preventing unacceptable future commercial or industrial uses of the site may be applied through a deed restriction.
 5. The project will adhere to the development siting standards in Chapter Seven – Housing and Neighborhood Development.
 6. The project adheres to the Town’s design review ordinance.
- g. Within the Agricultural Preservation District, consider applications for **non-metallic mineral extraction sites** and **wireless telecommunication facilities** using the appropriate standards in Chapter Eight—Economic Development.
- h. Within the Agricultural Preservation District, allow **duplexes** only where conditions such as a lack of suitable soils for two home sites indicate that this would be a viable alternative. Do not allow **multiple-family residences**.

2. AGRICULTURAL TRANSITION DISTRICT (SHOWN ON MAP 6)

Objective:

The Agricultural Transition District is established and mapped on Maps 6 and 6a to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development may be appropriate. The Agricultural Transition District focuses on lands used for farming, but also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, and limited single-family residential development at densities at or below one home per 35 acres. Development beyond these uses and densities should be deferred based on the policies described below. The A-3 Agriculture district is the most appropriate zoning district for most lands mapped within the Agricultural Transition District, but A-1 Exclusive Agricultural zoning may also continue to be used. Including lands within this planned land use designation and zoning district does not affect eligibility for farmland preservation tax credits or use value assessment.

Policies and Programs:

- a. Within the Agricultural Transition District, new development should be limited in accordance with **all policies applicable to the Agricultural Preservation District**, until such time when the Town identifies that particular mapped area as appropriate for more intensive development.
- b. All non-farm development projects approved within the Agricultural Transition District shall be designed and laid out in such a manner to **not impede the orderly future development of the surrounding area**, at such time when the Town identifies that area as appropriate for more intensive development.
- c. The Town may, following initial adoption of this *Comprehensive Plan*, identify lands within the Agricultural Transition District as appropriate for more intensive development **if the following standards are met:**

1. For land within the Agricultural Transition District in the southeast corner of the Town, more intensive development will not be allowed prior to annexation to the City of Middleton, per the terms of the Springfield-Middleton Intergovernmental Agreement, described in greater detail in Chapter Nine of this *Plan*.
 2. The Town has received a specific request from a property owner or developer to consider more intensive development.
 3. The property owner or developer has submitted a conceptual neighborhood development plan for the property, showing environmentally sensitive areas that should not be developed, proposed land use and lot pattern, existing and proposed street patterns including connections to neighboring properties, proposed parks or recreational spaces, and a development phasing timetable. The Town encourages the use of “conservation neighborhood design” techniques in the planning and layout of these areas, as described in Chapter Seven—Housing and Neighborhood Development.
 4. The proposed development is likely to have a positive fiscal impact on the Town. The Town may require that the property owner or developer fund the preparation of a fiscal impact analysis by an independent professional.
 5. The proposed development would be economically and financially feasible.
 6. The proposed development would serve an identified short-term need for additional development in the Town, and that need is not being met by other existing developments in the Town.
 7. The property owner or developer has met with nearby property owners and made a good faith effort to address their concerns.
 8. The Town has conducted a meeting to obtain public input.
 9. The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural uses.
 10. The placement of additional on-site wastewater treatment systems at the density anticipated will not negatively impact groundwater quality in the area. The Town may require that the property owner or developer fund the preparation of an analysis from an independent soil scientist or other related professional.
 11. If the property remains in the Town, all policies applicable within the Rural Development District are or can be met (see subsection 4 below).
 12. The proposed development meets the Town’s Residential Growth Management Program, as described later in this Chapter and the Town’s Land Development Ordinance.
- d. The Town does not intend to require an amendment to this **Comprehensive Plan** if and when it determines that land within the Agricultural Transition District is appropriate for more intensive development. However, **following such a determination, the rezoning of said land would be required** to accommodate the proposed development. The Town intends to deny applications to rezone land in the Agricultural Transition District where it has determined that the land is not appropriate for more intensive development based on the above standards.

- e. Pending a greater understanding of the implications of a transfer of development rights (TDR) program on the Town, and Town adoption of a TDR program, the mapped Agricultural Transition Districts **may be appropriate receiving areas for dwelling units from Agricultural Preservation District**, in exchange for the permanent preservation of these other lands in the Town.

3. RURAL DEVELOPMENT DISTRICT (SHOWN ON MAPS 6 AND 6A)

General Objective:

The Rural Development District is established and mapped on Map 6 to identify certain lands for lower density residential development served by on-site waste disposal systems, with the potential for limited neighborhood-serving, small-scale commercial and institutional uses. The designation of lands in the Rural Development District does not imply that an area is immediately appropriate for rezoning. In fact, given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential.

Springfield Corners Objective:

The Springfield Corners area, further designated on Map 6 as a “Rural Center,” is an appropriate location for a range of commercial, institutional, and recreational development serving the entire Town, and a logical location for highway-oriented commercial development consistent with the Town’s character, population, needs, and public service capabilities. This would not include uses that may someday require extensive public services. The goal is to promote Springfield Corners as the Town’s center, with a mix of residential, business, and civic uses. Potential uses that foster the Town center idea include a park, coffee shop or restaurant, convenience store, and gas station.

Wisconsin’s comprehensive planning law requires comprehensive plans to identify “Smart Growth Areas,” which are defined as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.” The Town is required to show these areas on their planned land use map.

This Plan designates the Rural Development District-Rural Center as a “Smart Growth Area”. Springfield Corners’ existing development, commercial establishments, institutional uses, and road infrastructure make infill and contiguous development efficient and cost-effective.

Map 6a represents a Conceptual Neighborhood Plan for the Springfield Corners area. The process to prepare this neighborhood plan involved property owners and local residents in a discussion of opportunities and desires, and resulted in a neighborhood design reflective of the existing small-town community character. Map 6a represents several key areas in the development and redevelopment of Springfield Corners, described below:

- **The Heart:** The corner of USH 12 and CTH P is considered the heart of Springfield Corners. As such, the Town wishes to enhance its role as a community gateway with high-quality development that serves local residents and reflects the existing character of the Town. The Town Hall and existing residential and commercial buildings provide a focal point. To provide the opportunity for future expansion of the Hall and garage, and area for a Town Park, the Town may purchase some land that lies directly behind and

- adjacent to the current building. This corner is also prime location for a new bar and grill and convenience store/gas station, with its accessibility to Highway 12.
- **Growth Edges:** To the northwest of the 12/P intersection, a long environmental corridor, with wetlands and soils with building limitations, serves as a natural boundary for future growth. To the east and south, Lodi-Springfield Road and STH 19 generally provide a local development edge. Additional development is not recommended south and west of USH 12, due to access and safe crossing concerns.
 - **Residential Development and “Flex” Areas:** Existing residential development is located mostly along Springhelt Road. Map 6a shows additional areas for residential along an extended Springhelt Road, and within the area bounded by CTH P and Lodi-Springfield Road. Most of this development is envisioned as single-family homes on 1 ½ to 5-acre lots, but the Town may also support senior-oriented housing to provide for those older Town residents who wish to remain in the Town. Some areas have been designated for either commercial or residential development, to give the Town the ability to consider how future residential and business uses will mix, and to ensure flexibility in responding to future market demand.
 - **Business Park:** The business park area, located to the northeast of the intersection with USH 12, is intended for non-intensive, non-polluting businesses that will not require extensive municipal services, such as contractor shops or other small service businesses.

Policies and Programs:

- a. **Minimum lot size** for all new lots proposed as building sites in the Rural Development District shall be **1½ acres**, unless (i) soil tests or conditions indicate more area is required to provide safe on-site treatment, (ii) a group waste disposal system is approved or (iii) the existing size of a redevelopment lot would not allow for 1½ acres. Lots for residential building sites of **over five acres each are discouraged**.
- b. All new lots should allow for the construction of **driveways** suitable in length, width, design, and slope for emergency vehicle travel.
- c. Buildings should not be placed in **wetlands, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, and slopes greater than 20%**. General depictions of these features are included on Map 6; steep slopes, wetlands, and floodplains are specifically shown on Map 3; and hydric soils and soil potential for basements are included in the *Dane County Map Book, Town of Springfield* (2005).
- d. Placement of **on-site waste disposal systems** should meet the standards in Chapter Six—Utilities and Community Facilities.
- e. In the design of new subdivisions of 10 lots or greater, use standards for achieving “**conservation neighborhood design**” to the extent possible to preserve rural character, protect environmental resources, promote interconnected road patterns, provide attractive development sites, and support recreational opportunities. Conservation neighborhood design techniques are described in Chapter Seven—Housing and Neighborhood Development.
- f. In the design of new subdivisions or land divisions (CSMs) of 9 lots or fewer, (including commercial and institutional uses), utilize the **development siting standards** included in Chapter Seven—Housing and Neighborhood Development.

- g. Protect the rights of farmers by requiring that the following language be included in all new subdivision plats, to notify future residents of the potential effects of nearby farming activities on their property: “Through Section 823.08 of Wisconsin Statutes, the Wisconsin Legislature has adopted a right to farm law. This statute limits the remedies of owners of later established residential property to seek changes to pre-existing agricultural practices in the vicinity of residential property. Active agricultural operations are now taking place and may continue on lands in the vicinity of the Plat of _____. These active agricultural operations may produce noises, odors, dust, machinery traffic, or other conditions during daytime and evening hours.”
- h. Require the submittal of **stormwater management and construction site erosion control plans** for new developments in accordance with county and state requirements.
- i. **Collect fees** in-lieu-of parkland dedication for all new subdivisions in accordance with the Town and County subdivision ordinance.
- j. In addition to the above policies, the following sub-policies shall guide consideration of **commercial and institutional development** proposals in the Rural Development District:
1. The Town requires submittal of a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater plan, and signage plan prior to rezoning, conditional use permit, and/or building permit approval, per the Town’s design review ordinance.
 2. All commercial and institutional developments should meet the minimum standards of the Dane County zoning ordinance and Springfield’s design review ordinance, and be consistent with the rural character of the Town. The Town will utilize the design review standards included in the “Economic Development” chapter of this *Comprehensive Plan* when reviewing site and related plans.
 3. The proposed development should not have a substantial adverse effect upon adjacent property (including values), the character of the area, or the public health, safety, and general welfare.
 4. Within the areas not designated as a “Rural Center” on Map 6, all commercial developments should be designed to address the day-to-day shopping and service needs of nearby residents, as opposed to Town-wide or regional needs. Maximum new building size should be 5,000 square feet and maximum building height should be two stories. The B-1 Local Business-zoning district is the preferred zoning district for such areas.
 5. Appropriate limitations preventing unacceptable future commercial or industrial uses of the site may be applied through a deed restriction.
 6. The Town encourages redevelopment of aging or obsolete commercial properties before the development of “greenfield” sites in the same area.
 7. The Town does not intend to allow commercial developments that may someday require extensive public services such as public sewer and water.
 8. Lot sizes for commercial development sites should be sufficient in area to provide for both a primary and secondary drainage fields, except where redevelopment sites do not allow for this.
 9. Rezoning for industrial development (e.g. manufacturing) should not be considered.

- k. Pending a greater understanding of the implications of a transfer of development rights (TDR) program on the Town, and Town adoption of a TDR program, the mapped Rural Development Districts **may be appropriate receiving areas for dwelling units from Agricultural Preservation District**, in exchange for the permanent preservation of these other lands in the Town.
- l. The number of residential lots allowed to be created within the Rural Development District in any one calendar year shall be limited by the Town's **Residential Growth Management Program**, which is described as follows:
 1. Within all areas shown on Map 6 as Agricultural Transition District (that will remain in the Town), Rural Development District, and Rural Development District—Rural Center (hereinafter together referred to as "Residential Development Areas"), the Town has determined that managing the pace of residential development is necessary to achieve the Town's growth management objectives expressed in this *Plan*.
 2. The desired pace of housing development within these Residential Development Areas shall be based on projected land use demand statistics presented earlier in this chapter (Table 8), as may be subsequently amended. Based on Table 8, it is the Town's intent to limit the number of new residential lots within these Residential Development Areas, subject to the limited flexibility authorized under the Town's Land Development Ordinance, such that the total number of additional residential lots contemplated in the Town for subdivision developments is spread out approximately evenly over the 20-year life of the *Plan*. It is the Town's intent that certified survey splits from farms at the rate of 1 per 35 would not be subject to this maximum for the reason that the Town believes that limits on owner interest in such splits and the finite supply of such lots in the Town will serve adequately to prevent excessive or too rapid development. The Town shall adopt and revise from time to time a growth management allocation policy for the purpose of implementing these provisions of the *Comprehensive Plan*.
 3. The Town shall, on an annual basis starting in 2007, revisit the projected land use demand statistics presented in Table 8. The Town may, without amending this *Comprehensive Plan*, adjust the projections included in Table 8 based on changes in residential land market factors, land supply limitations, growth management desires, expectations for new 20-year periods, intergovernmental agreements, or other related factors. Any such amendments to the 20-year projections on Table 8 shall then lead to an adjustment to the number of new residential lots within Residential Development Areas that may be completed in each succeeding year. The Town Clerk shall provide this number within the Town's newsletter, publish it in the community newspaper, and make it available to all requesting parties.
 4. To implement the Residential Growth Management Program, the Town will accept concept plan proposals for potential subdivisions and land divisions between January and March of each calendar year. The Town Plan Commission shall evaluate each of those concept plan proposals against the goals of this Plan, the standards in the Town's Land Development Ordinance, and the limits on residential lot creation described in this section of the *Comprehensive Plan*.
 5. By July of each calendar year, the Town Plan Commission intends to authorize the submittal of one or more preliminary plats or certified survey maps consistent with this Residential Growth Management Program. The Town Plan Commission shall base its

authorization on the degree of advancement towards the goals, objectives, and policies of this *Comprehensive Plan* and the Town's Land Development Ordinance. The authorizations may suggest development phasing approaches, particularly for larger projects. This is intended to ensure the highest level of compliance with this Residential Growth Management Program possible, when preliminary and final plats and certified survey maps are later submitted.

6. Any party filing an application for plat or certified survey map approval for lands within the Residential Development Areas without first being authorized to do by the Plan Commission under this Residential Growth Management Program shall be subject to rejection of the plat or certified survey map.
7. The Town's Land Development Ordinance contains additional information concerning the Town's Residential Growth Management Program.

4. CONSERVANCY DISTRICT & SOILS WITH BUILDING LIMITATIONS (SHOWN ON MAP 6)

Objective:

The Conservancy District is established to identify and protect generally continuous environmentally sensitive areas, including wetlands, floodplains, public park and open space areas, and other lands zoned conservancy. Appropriate base zoning districts for the Conservancy District planned land use designation include the A-1 Exclusive Agricultural District and CO Conservancy District. Most of these areas are also subject to County wetland or floodplain overlay zoning. The "Soils with Building Limitations," mapped as an overlay designation on Map 6, includes slopes greater than 20%, hydric soils not in mapped wetlands, and soils with low or very low potential for dwellings with basements.

Policies and Programs:

- a. Support **detailed analyses** to determine the exact boundaries of the Conservancy District and Soils with Building Limitations based on the features that define those districts.
- b. Where land included in the Conservancy District is adjacent to land in the Agricultural Preservation District or Agricultural Transition District, such land in **Conservancy District shall count towards calculating the number of dwelling units allowed on the overall parcel**, per the Town's density policy.
- c. **Prohibit building development** in the Conservancy District, and strongly discourage building development on Soils with Building Limitations.
- d. **Permit cropping and grazing** within Soils with Building Site Limitations and the Conservancy District where in accordance with county, state, and federal law.
- e. **Permit recreational activities** such as trails in publicly owned Conservancy District areas where compatible with natural resource protection.
- f. Work collectively **with surrounding local governments**, Dane County, and the State on the protection and preservation of the Conservancy District.

CHAPTER FIVE: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and programs to guide the future development and maintenance of various modes of transportation in Springfield. (Programs are mainly included in policy statements.) The chapter also compares the Town's transportation policies and programs to state and regional transportation plans as required under §66.1001, Wisconsin Statutes.

A. EXISTING TRANSPORTATION NETWORK

Access is a key determinant of growth. Springfield is very well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or easily available to the Town. This section and Map 7 describe the existing conditions of transportation facilities in Springfield.

1. ROADWAYS

U.S. Highway (USH) 12 runs diagonally through the Town from the southeast corner to the northwest. It serves as a principal arterial road. It is the main access road in the Town to the Madison metropolitan area and Sauk County to the north. The State expanded USH 12 from two lanes to four lanes from Middleton to the Sauk County line, with construction taking place in 2002-2005. The Town cooperated on a plan to reduce access points to USH 12 by cooperating on the closure of several pre-existing public roads, most notably Lodi-Springfield Road and Woodland Drive. The interchange in Springfield is just north of Greenbriar Road.

STH 19 runs east west through the Town, providing access to the Village of Waunakee, Interstate 90, and the East Towne area of Madison to the east and Mazomanie to the west. Between 1996 and 1999, traffic volumes on STH 19 just west of USH 12 increased by approximately 14%. Increasing traffic on STH 19 through Waunakee is a growing concern in that community.

CTHs P and K serve as major traffic collectors from rural land uses and distribute the traffic to the arterial system. CTH P runs north from the southwest corner of the Town, intersects USH 12 at Springfield Corners, then continues north into the Town of Dane. CTH P provides a route to Cross Plains south of the Town. CTH K runs east west through the Town, passing through Ashton Corners at USH 12 before entering the Town of Westport to the east. Between 1996 and 1999, traffic volumes on CTH P north of its intersection with CTH K increased by approximately 13%, and traffic volumes on CTH K west of Ashton increased by approximately 7%. A corridor on or south of CTH K east of USH 12 is currently being considered as a possible route for a new "North Mendota Parkway" through a study commissioned by Dane County and others. Numerous Town "mile roads" complement this major roadway network.

As development increases in Springfield and in neighboring municipalities, the amount of through traffic is also increasing. In addition to congestion and safety concerns, the large amount of traffic on the highways—especially USH 12, STH 19, and CTH K—makes the experience of driving through the Town less rural. Enlarging these highways for safety and volume concerns may further affect the rural character of the Town.

2. AIRPORTS

There are no airports located in Springfield. Larger air carrier and passenger facilities are located approximately 9 miles to the southeast in Madison at the Dane County Regional Airport. Small passenger and freight service is available directly south of Springfield at Middleton Municipal Airport--Morey Field, on Airport Road. The airport was recently expanded to accommodate increased activity levels.

3. RAIL

There are no rail lines running through Springfield. A Wisconsin and Southern rail line passes to the south of Town, running along USH 14 from Mazomanie to Madison. This line may be used for future commuter rail services, per a feasibility study currently being coordinated by the Madison Area Metropolitan Planning Organization. The nearest station would be at Greenway Center in Middleton. The Wisconsin and Southern line that runs from Reedsburg to Madison also passes close to the Town, at its northeast corner near Waunakee.

4. BICYCLES AND WALKING

The Town does not have a locally designated bike route system. However, many bicyclists use Town roads for recreational purposes because of the varied terrain and lighter traffic volumes compared to other areas in Dane County. According to the *Wisconsin State Bicycle Map*, Lodi-Springfield Road from STH 12 to the northern border of the Town and Woodland Drive from its intersection with STH 12 to Waunakee are recommended bicycle routes. CTH P is shown as having paved shoulders, but is not on a recommended route.

Brereton Road, Lodi-Springfield Road south of its intersection with Brereton Road, and Woodland Drive are part of the recommended countywide bicycle route system. A separated asphalt bike path was constructed along USH 12 through most of the Town as part of the USH 12 expansion.

There are few sidewalks in Springfield. Opportunities for safe walking are mainly along lesser-traveled roads, such as in residential subdivisions. Sidewalks or paths should be considered in future planned development areas

5. TRANSIT AND SPECIALIZED TRANSPORTATION SERVICES

The nearest public transit services are provided by Madison Metro in the City of Middleton.

The Dane County Specialized Transportation Commission (STC) provides policy direction, helps coordinate, and oversees the administration of specialized transportation services in the County. Residents of Springfield can take advantage of four different specialized transportation services for the elderly, persons with disabilities, and low-income persons. These services are administered by the Adult Community Services Division of the Dane County Department of Human Services (DCDHS). These programs are funded through a combination of federal, state, and county funding. DCDHS contracts with private operators to provide these services through a competitive bid process every two years. Services available to residents of the Town of Springfield include the following:

- Older adults can participate in group services for trips to nutrition sites, senior center activities, day care centers, and shopping;
- STS, another group ride program, provides service to adults aged 18 or older attending work or day programs. Clients generally have a developmental disability or chronic mental illness;

- *Rideline* provides limited individualized paratransit service for employment, volunteer-related, educational, training, and medical trips. Transportation can be provided to low-income persons with no other means of transportation to necessary services;
- The *Retired Senior Volunteer Driver Escort Program* (RSVP) uses volunteer drivers to provide individual and small group rides for the elderly and persons with disabilities not using a wheelchair when other options are not available.

6. TRUCKING AND WATER TRANSPORTATION

The extensive federal, state, and county highway network through the Town accommodates truck traffic. Water transportation is not applicable to Springfield.

B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

This section reviews state and regional transportation plans and studies relevant to the Town, as required under the “Smart Growth” legislation. Springfield’s goals, objectives, and policies, and recommendations for transportation are consistent with these State and regional plans, although the Town recommends certain improvements which are not yet acknowledged by any State or regional plan, most notably the signalization of the intersection of Highways 12 and P.

1. DANE COUNTY LAND USE AND TRANSPORTATION PLAN

The 1997 *Dane County Land Use and Transportation Plan* includes recommendations for a number of different components of the countywide transportation system designed to serve the County’s development through 2020. The following are *Plan* recommendations relevant to Springfield:

- The *Plan* recommends that USH 12 between USH 14 and Sauk City be expanded to a 4-lane expressway, which was recently completed.
- The *Plan* recommends the current “North Mendota Parkway” study of the potential alignment, farmland preservation methods, and growth management issues associated with that proposed highway. This potential highway would connect I-90/94 with USH 12 somewhere between Lake Mendota and Waunakee.
- The *Plan* recommends that CTH P south of USH 12 and STH 19 between USH 12 and Waunakee have paved shoulders, which is helpful for accommodating bicycle traffic. CTH P north of USH 12 is cited as a future shoulder area. The *Plan* also encourages towns to develop bikeway system, route, and facility plans.

2. 2000-2004 TRANSPORTATION IMPROVEMENT PROGRAM

The *Transportation Improvement Program for the Dane County Area 2000-2004* (TIP) provides the mechanism to list projects for federal funding. The TIP must be consistent with the region’s long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and cover at least three years of programming.

The TIP calls for using a portion of the CDBG funding now available to Dane County for expanding specialized transportation services to improve access to senior and community centers for the elderly and employment centers for low-income workers.

3. WISCONSIN STATE HIGHWAY PLAN

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of State Trunk Highways in Wisconsin. That plan identifies USH 12 as a major “Corridors 2020 Backbone” to the state highway network. The plan does not identify specific construction projects, but rather broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety.

4. TRANSLINKS 21: A MULTIMODAL TRANSPORTATION PLAN FOR WISCONSIN’S 21ST CENTURY

Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21st Century provides a broad planning “umbrella,” including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 Plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs.

5. WISCONSIN BICYCLE TRANSPORTATION PLAN 2020

Wisconsin Bicycle Transportation Plan 2020 (1998) presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation’s role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. According to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The plan map shows existing state trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin. In 2001, the State also adopted a pedestrian policy plan, which has somewhat limited applicability for a rural town like Springfield.

6. DANE COUNTY BIKE PLAN

The 2000 *Bicycle Transportation Plan for the City of Madison and Dane County* recommends bicycle facility improvements for the Madison urban area and rural Dane County. Within Springfield, this *Plan* recommends adding or widening paved shoulders along CTH K from USH 12 to Ripp Road to better accommodate bicycle traffic. The *Plan* states that CTH K from Ripp Road to CTH P is suitable now for bicycling, and that CTH P from USH 12 to STH 113 is suitable for bicycle traffic with a 3-foot shoulder (See Map 7).

7. WAUNAKEE-WESTPORT BICYCLE AND PEDESTRIAN PLAN

The Village of Waunakee and Town of Westport worked collaboratively on a bicycle and pedestrian plan, which was adopted in early 2005. This plan provides guidance for future bicycle and pedestrian facility construction, with the goal of providing bicycle and pedestrian facilities for recreation and for transportation both within the communities and to adjacent towns and cities. The Plan recommends improving biking connections to the Town of Springfield through upgraded shoulders on STH 19, CTH K, Balzer Road, and Meffert Road, and also through a future off-road multi-use path along Six Mile Creek, leading west toward Waunakee Marsh, and potentially connecting to the Springfield Corners area.

8. MIDDLETON MUNICIPAL AIRPORT—MORREY FIELD MASTER PLANNING

The City of Middleton expanded Middleton Municipal Airport—Morey Field in 2004-2005 to meet FAA minimum safety guidelines, and update the associated facilities. The new expansion includes the extension of the primary runway to 4,000 feet, a parallel taxiway, relocation of the turf training strip, improved navigational aids, a paved aircraft parking apron, improved entrance/access roads, new terminal facilities and parking areas, expanded hangar areas, and floodplain mitigation.

The Environmental Assessment states that the effects of the airport expansion on land within the Town of Springfield will be minimal. All runways, paved surfaces, and facilities are located within the current limits of the City of Middleton. This expansion is consistent with the Springfield-Middleton Intergovernmental Agreement.

9. NORTH MENDOTA PARKWAY STUDY

Dane County conducted *The North Mendota Parkway Alternatives Study* in 2001-2003 to examine the long-range future of the area located north of Lake Mendota, between USH 12 and Interstate 39/90/94, and transportation options that will support and enhance the land use planning goals of the communities in this area. The study area includes the southeast corner of the Town of Springfield. The Town was an active participant in the committee formed to guide the project. The final recommendations from the study included a set of objectives divided into a phased implementation sequence. Recommendations include:

- Completion of currently programmed County highway improvements. This includes changes to straighten curves in CTH K within the Town.
- Adoption of a binding North Mendota Intergovernmental Agreement between the Cities of Madison and Middleton, Village of Waunakee, Towns of Springfield and Westport, Dane County, and the State of Wisconsin, that includes coordination of future implementation steps.
- Adoption of a short-term development moratorium on an area for the potential Parkway. The location of this area would be determined by the Intergovernmental Agreement.
- Adoption of an interim North Mendota Transportation Policy to establish right-of-way and access control policies for all existing and officially mapped roads.
- Adoption of interim official maps to complete the local roadway grid, including a “North Middleton Collector” (proposed location shown on Map 7)
- Construction of an “improved two-lane collector route” (proposed location shown on Map 7).
- Completion of an environmental study to identify and map sensitive natural resources and recommend appropriate mitigation and buffers.
- Adoption of a formal North Mendota Area Plan, with a planning horizon of 50 years, considering open space and environmental protection, a long-range transportation plan, and a community character overlay district.
- Selection of a route for the North Mendota Parkway (generalized location shown on Map 7).

The Town of Springfield’s main concerns regarding the Parkway are to preserve agricultural land and minimize the negative impact of future transportation improvements on residential areas and schools. The Town’s preferred location for the North Mendota Parkway is south of CTH K, and as close as possible to Middleton.

C. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

Goal: Provide a safe and efficient transportation system that meets the needs of multiple users and minimizes impacts on landowners and farming.

Objectives:

- a. Maintain and require an interconnected road network.
- b. Ensure that transportation system improvements are coordinated with land use desires, especially in relation to Highway 12 expansion and a possible North Mendota Parkway.
- c. Participate on multi-jurisdictional transportation system improvements and maintenance in the Springfield area.
- d. Support the North Mendota Parkway only if the Town remains involved in decision-making and negative impacts on Town residents are minimized.
- e. Support facilities and services for biking, walking, and other modes of transportation.
- f. Improve the safety of key roads in the community.

Policies and Programs:

- a. Continue to update and implement a **Town Road Improvement Program** to provide for the phased upgrading of town roads.
- b. Upgrade **existing town roads** to current standards to the extent practical when repaving or reconstructing those roads.
- c. Discourage use of town roads for **through traffic** with techniques such as signage, speed zones, and weight limits.
- d. Enforce **weight restrictions** on existing town roads and consider weight limits on new town roads when reviewing development proposals.
- e. Along **Highway 12**, work with the State to **prevent new direct access** points and reduce the number of private or single-use accesses wherever practical.
- f. Work with the County, adjacent communities, and WisDOT to preserve Highway 12 as a **scenic “image corridor.”**
- g. Work to promote a timeframe, route, design, access pattern, and growth management strategy associated with the **North Mendota Parkway** that is least disruptive to farmland and Town residents, and least likely to result in undesirable development patterns. The Town would like the alignment of the North Mendota Parkway, if built, to be as far south as possible, south of CTH K (See Map 7).
- h. Require a **minimum setback** for all buildings, parking, signs, and other improvements (aside from landscaping) of at least 50 feet along the Highway 12 and Highway 19 rights-of-way.
- i. Work with the State, Waunakee, and Westport to address **issues associated with increasing traffic on STH 19**, including the possibility of a future interchange.
- j. Support access control and rural character objectives by discouraging large amounts of **“side of the road” development** on main roadways.

- k. Plan for a network of **interconnected new roads** in planned development areas to control highway access, preserve rural character, and improve access to deeper parcels.
- l. Vacate **Town road “driveways”** originally dedicated to serve only one homesite as opportunities present themselves.
- m. Consider implementing Town **road impact fees** for any new development projects that place a burden on or require the upgrading of town roads.
- n. Accommodate **bicycle traffic** on less traveled town and county roadways.
- o. Promote **joint driveways** to achieve traffic safety and rural character goals.
- p. Support **additional transportation options** for those without access to an automobile, including the elderly, disabled, and children.
- q. Work with the City of Middleton to ensure that the **operation of Middleton Municipal Airport**—Morey Field continues with minimal impact on Town residents.

Transportation & Community Facilities

1984 = 1984 Average Daily Traffic*
(2002) = 2002 Average Daily Traffic
+69% = Percent Increase Between 1984 & 2002.

U.S. Highway 12

- Alignment
- Interchange
- Traffic Signals
- Public Road Intersections on Highway 12
- Approximate Extent of View from Highway 12

North Mendota Parkway**

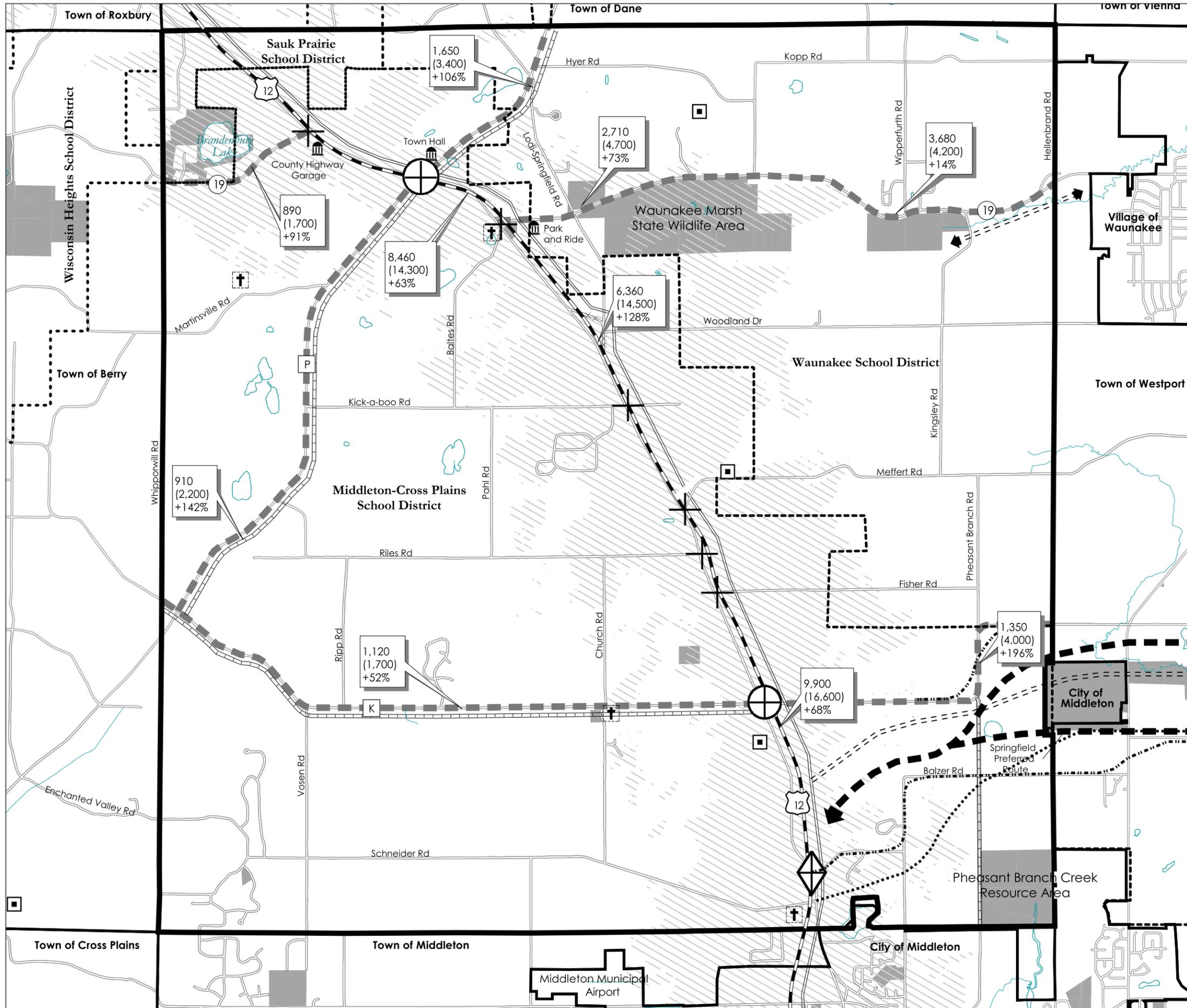
- Recommended Short-term Road Improvements
- Recommended Intermediate-term Improvements
- Long-term Generalized Parkway Location

- Other Existing Arterial & Major Collector Roads
- County Roads "Most Suitable" for Biking (Most Town Roads also Suitable)***
- Off-street Bike Trail****
- Proposed Off-Street Bike Trail*****
- Existing Parks & Recreational Areas
- School District Boundaries
- Public Facilities
- Churches
- Approved Telecommunication Facility Sites



Adopted: November 1, 2005
Sources:
Dane County Land Information Office.
Dane County Regional Planning Commission.
*Wisconsin Highway Traffic Volume Data, WisDOT.
**North Mendota Parkway Study, 2004
***Dane County Map for Bicyclists, 2001.
****Dane County Parks & Open Space Plan, Highway 12 Design.
*****North Mendota Parkway Study, Waunakee-Westport Bicycle and Pedestrian Plan.

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CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES

This chapter of the *Plan* contains background information, goals, objectives, policies and recommended programs to guide the future maintenance and development of utilities and community facilities in Springfield, as required under §66.1001, Wisconsin Statutes. Recommended programs are mainly included within policy statements.

A. EXISTING UTILITIES AND COMMUNITY FACILITIES

1. WATER SUPPLY

Springfield does not provide municipal water service. All Town residents receive their water via private wells. Middleton and Waunakee provide municipal water services to residents within the corporate limits of those communities. The Town does not anticipate providing municipal water service over the 20-year planning period.

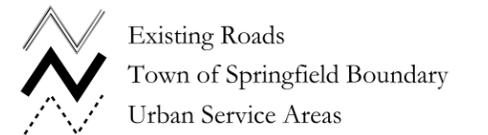
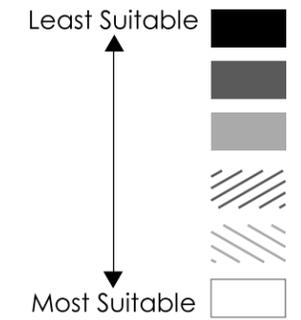
2. SANITARY WASTE DISPOSAL FACILITIES

The Town does not provide sanitary sewer service, nor does it intend to provide such services over the 20-year planning period. All disposal of domestic and commercial wastewater in Springfield is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. Many of the Town's existing systems were installed prior to 1970, when standards for on-site systems began to be upgraded.

The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private sewage system code called COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment. There are six types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. In some cases, alternative waste disposal systems can be used in areas where conventional systems are not feasible due to unsuitable soil conditions. In Dane County, the Department of Human Services (County Sanitarian) administers the county's private sewage system ordinance. The ordinance requires owners of all septic systems to have the systems inspected and, if necessary, pumped every three years. In 2001, Dane County updated the county ordinance to respond to COMM 83. Of special note to the Town is a provision that alternative systems may only be used if the appropriate town has assessed the property for ongoing system monitoring and maintenance.

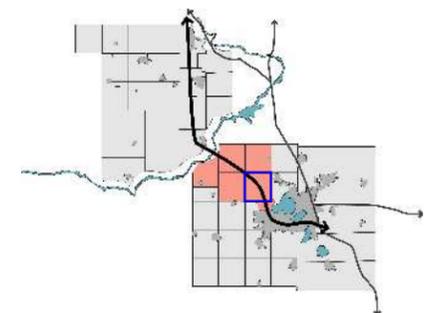
Map 8 shows soil suitability for on-site wastewater disposal systems in the Town of Springfield. The suitability classifications (from least to most suitable) are derived from the Dane County Land Conservation Department's Land Evaluation System. Classifications are based on average slope, depth to soil saturation, average depth to bedrock, and flooding potential. Soils categorized as marsh, alluvial, water, gravel, or stony are classified as "least suitable" for any type of on-site disposal system development. In general, there is a high probability that a conventional system could be used in areas identified on Map 8 as "most suitable". As areas move toward the "least suitable" end of the spectrum, the probability increases that mound or alternative treatment technologies would have to be used. As areas approach the "least suitable" classification, it becomes unlikely that any type of system would be considered acceptable.

Soil Suitability for On-Site
Waste Disposal Systems



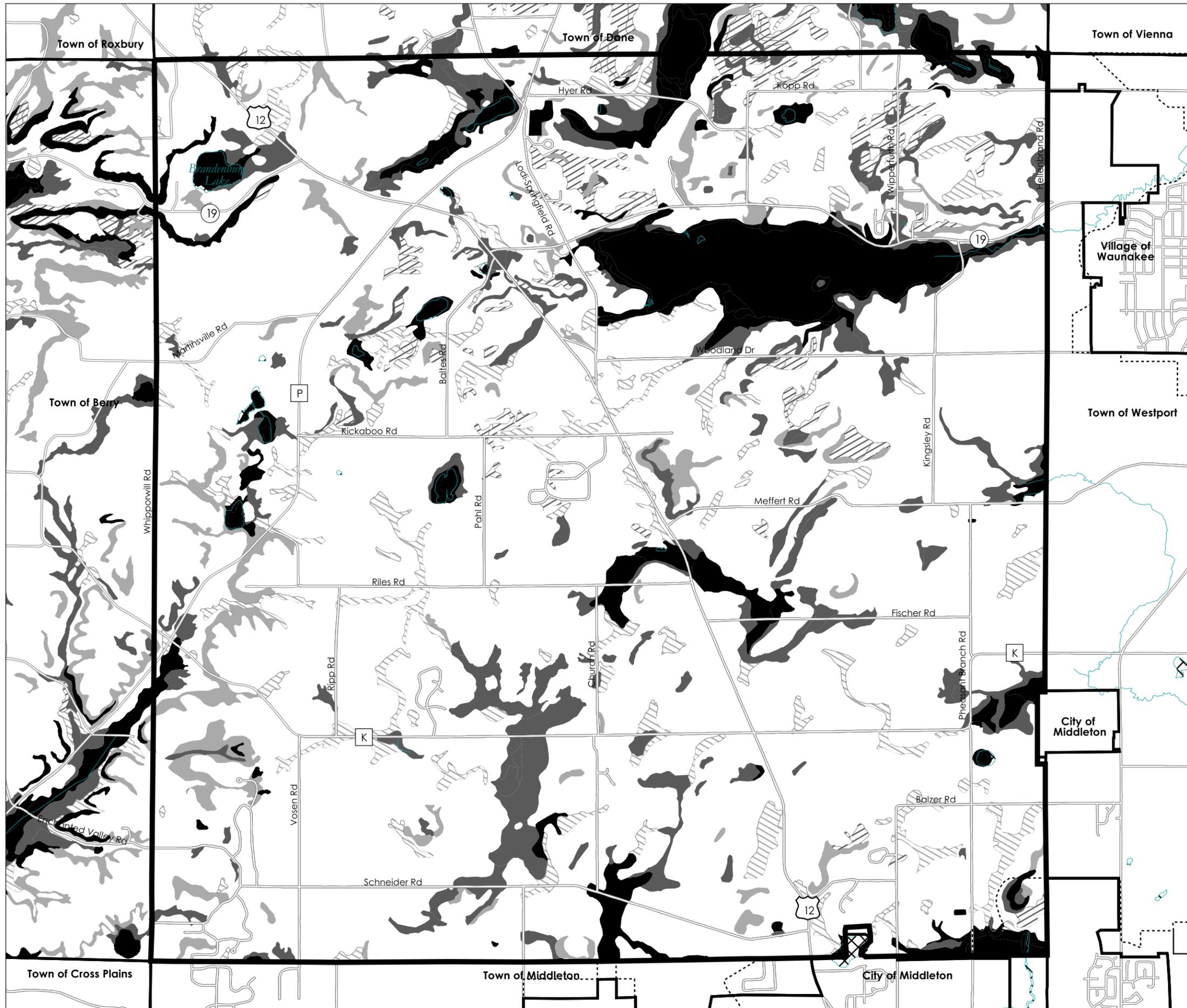
Note: This map is for general informational use only, and is not to be used to obtain detailed siting information.

Note: Classifications derived from the Dane County Land Conservation Department's Land Evaluation System. They are only to be used for general information, not for detailed siting decisions. Ratings of soil suitability do not indicate public policy of where new development may be appropriate. Refer to Map for this information. Classifications are based on average slope, depth to soil saturation, average depth to bedrock, and flooding potential. Soil series categorized as marsh, alluvial, water, gravel, or stony are also classified least suitable for any type of system development.



Adopted: November 1, 2005
Sources: Dane County Land Information Office,
Dane County Regional Planning Commission, &
Dane County Land Conservation Department.

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According to Dane County's 1999 *Groundwater Protection Plan*, research and information from Wisconsin and neighboring states suggests that there is a low probability of significant groundwater pollution associated with on-site sewage disposal systems where housing densities are less than one house per two acres where there are concentrations of twenty or more homes. There is a high probability of groundwater pollution where homes are located at densities greater than one house per one acre.

According to the Dane County Department of Human Services, three subdivisions in the Town of Springfield have had documented problems with on-site septic systems: Sunrise Ridge, with 2 problems, Enchanted Valley with 2 problems, and Prestige Hills/Scenic Ridge with 4 problems. Problems were defined as hydraulic failures, sewage back-ups, ponding on absorption fields, and ponding in the vents. Most of the lots indicated as having problems were determined to have sufficient area of suitable soils for replacement absorption fields, which could allow the original absorption field to restore its treatment capacity.

3. SOLID WASTE DISPOSAL SITES

Solid waste disposal sites, or landfills, are potential sources of groundwater pollution in Dane County. In 1985, the County had 38 operational landfill sites. With the passage of stringent federal regulations in the late 1980s, many town landfills closed. Many of these older landfills were located in worked-out sand and gravel pits, or in low-lying wetland areas. These landfills sites pose a much greater risk to local groundwater quality than modern landfills because of poor location and absence of liners or advanced leachate collections systems.

Map 5 shows closed landfill sites located in Springfield. To protect drinking water quality, WisDNR requires a separation of 1,200 feet (a little less than 1/4 mile) between open or closed landfills and new private water supply wells.

There are seven state approved septage application sites in the Town of Springfield, totaling 817 acres. Septage is a mixture of sludge, fatty materials and wastewater pumped from septic tanks and holding tanks. Septage must be handled with care in order to minimize possible public nuisance problems and avoid public health hazards. It can have a highly obnoxious odor and a very high incidence of pathogenic organisms. All septage application sites in the Town are located on land which rates as low-to-moderate risk for groundwater contamination risk from surface activities.

There are four areas in Springfield where waste from the meat processing industry is allowed to be landspread. These areas are located in the central portion of the Town. Proper application of this waste allows pollutants present in the waste to be attenuated in the soil. Currently these discharges do not represent serious sources of groundwater pollution.

4. STORMWATER MANAGEMENT

In 2001, Dane County adopted a major update to its erosion control/stormwater management ordinance. The ordinance establishes countywide standards for the quantity and quality of the water that runs off of sites in urban, suburban, and agricultural areas. It also provides flexibility for landowners in how they meet those standards, in recognition of the unique characteristics of each project and every site. These stormwater management practices apply to new development in the Town of Springfield. The Town has updated its land division ordinance to incorporate these new standards.

The purpose of the ordinance standards is to set minimum requirements for construction site erosion control and stormwater management, and more specifically to:

- promote regional stormwater management by watershed,
- minimize sedimentation, pollutants, heavy metals, chemical and petroleum products, flooding and thermal impacts on water sources,
- promote infiltration and groundwater recharge,
- protect natural water courses and wetlands,
- provide a single, consistent set of performance standards that apply to all developments in Dane County,
- ensure no increase in the rate of surface water drainage from sites during or after construction, and
- protect public and private property from damage resulting from runoff or erosion.

The Wisconsin DNR requires an erosion control plan and permit for all projects that disturb five or more acres of land. The landowner is required to ensure that a site-specific erosion control plan and stormwater management plan are then implemented.

5. TOWN HALL AND GARAGE

The Town Hall and Garage is located at 6157 CTH P, just northeast of Highway 12 (See Map 7). In the garage, the Town has two trucks with wing, straight and v-plow attachments, a sander, and a box scraper. The Town also has a loader and tractor. Equipment may need to be upgraded or replaced over the planning period. In 2001, the Town enlarged the building. An addition on the backside of the current building provided approximately 800 additional square feet of office and record space. The Town Hall and Garage facility may not be adequate to serve the needs of the Town over the 20-year planning period. To provide for long-term expansion, the Town may acquire land located to the north and west of the current building.

Dane County constructed a new highway garage in the Town of Springfield. The old garage was located at the intersection of Highways 12 and 19 East, and was closed to make way for Highway 12 expansion. The new garage is located at the intersection of Highway 12 and 19 West (see Map 7).

6. LAW ENFORCEMENT

The Dane County Sheriff's Department serves as the primary law enforcement agency for Town residents. The patrol officer serving the Town of Springfield is stationed at a dispatch office in the Town of Middleton at Old Sauk Road and Pleasant View Drive. The Town considers these law enforcement services adequate.

7. FIRE PROTECTION, EMERGENCY MEDICAL SERVICE, AND CHILDCARE FACILITIES

The Town has agreements with nearby urban communities for fire and EMS services. Different parts of the Town of Springfield are served by the City of Middleton and the Village of Waunakee fire departments via intergovernmental service agreements. The City of Middleton, the Village of Waunakee, and the Village of Cross Plains also provide EMS service to various parts of the Town. The Town intends to continue and re-enter these agreements over the planning period. Facility expansions or changes will be the responsibility of the community housing the service.

A variety of childcare types are available in the Springfield area, including group facilities, in-home care, and services affiliated with religious institutions, for children from infant to school age. The number of childcare providers and their capacity changes frequently. A good resource for those wishing to find childcare in Springfield area is Community Coordinated

Child Care, Inc. (4-C). This organization is part of a network of accredited, non-profit Wisconsin Child Care Resource & Referral agencies providing advocacy and support services for childcare in Dane County.

8. TRASH COLLECTION AND RECYCLING SERVICES

Residents of the Town receive on-site trash and recycling pickup from Waste Management, weekly for trash, biweekly for recycling. Trash and recycling services are contracted on a Town-wide basis, and paid through property tax bills as a special charge. No changes in these services are anticipated.

9. LIBRARIES

Springfield is served by the Dane County Public Library Bookmobile, which visits the Town Hall, Martinsville, and Ashton each Saturday. Residents also patronize libraries in Middleton, Waunakee, and Cross Plains. Library patrons can use their Dane County Library card at any of the libraries in the seven-county South Central Wisconsin Library System. The library and the United States Postal Service also provide free delivery for persons who are physically unable to visit the library.

10. SCHOOLS

Springfield is divided between three public school districts (see Map 7). The majority of the students in the Town attend school in the Middleton-Cross Plains Area School District, while the northeast corner of the Town sends students to the Waunakee Community School District. A small portion of the Town in the extreme northwest attends the Sauk Prairie School District. There are no operational public schools located within Springfield. St. Peter's Catholic Church operates a private elementary school in the Town.

The Middleton-Cross Plains Area school system includes 6 elementary schools, 2 middle schools, and two high schools. District enrollment for the 2003-2004 school year totaled 5,434 students. The total number of students is projected to increase by 500 to 1,200 by the year 20013. The District maintains a plan for updating mechanical and structural systems; making architectural, interior, and site improvements; and upgrading operations and grounds. Facilities that have been targeted for improvement within the last five years include expansion and renovation of the high school, a new alternative high school facility, additional kindergarten rooms, a new transportation center facility, and expanded district administrative offices.

The Waunakee Community School District includes two elementary schools (kindergarten through third grade), one intermediate school (fourth through sixth grades) one middle school (seventh and eighth grades), and one high school. Estimated building capacity for the K-12 system is between 2,780 and 2,930. Enrollment for the 2002-2003 school year was 3,031 students. Enrollment is projected to rise to 3,134 students by the 2012 school year.

Renovating older facilities has been an issue for the District. Roof systems, HVAC, windows and exterior walls, and plumbing and electrical systems in many of the school buildings require maintenance or replacement. Some repairs were done in 2001-2002. Adding program space to accommodate increasing enrollments has also been a continuing challenge for the Waunakee District. All available instructional spaces are currently in use. The District owns several potential school sites in Waunakee In February of 2004 a referendum was passed that provides \$24.4 million for additions and renovations for the high school, purchase of additional land south of the current high school, and for athletic fields on this new property. In February of 2005 another referendum passed that will provide \$22.95 million for a new ele-

mentary school, to be called Arboretum Elementary, on the east side of Waunakee, near Savannah Village. The new school is slated to be operating for the 2006-2007 school year. This referendum also authorized funds for renovations to the Intermediate school and Heritage Elementary, and expansion of the Middle school. With these improvements and additions, facilities are expected to be adequate for ten to fifteen years.

11. PARKS AND RECREATION FACILITIES

The Waunakee Marsh State Wildlife Area is located in the northeastern corner of the Town. It is a state-owned, 447-acre wildlife preserve and native cattail marsh. Principle wildlife inhabitants include waterfowl, pheasants, songbirds, and rabbits and other fur-bearing animals. The area was established to help preserve the marsh as a habitat, and to prevent the destruction of the wetland. It provides a resource for hunters, trappers, hikers, and wildlife watchers. To provide the best habitat for wildlife, the marsh has not been developed to provide facilities for visitors, and contains no formal trails.

The *Dane County Parks and Open Space Plan* lists the linkage of the Waunakee Marsh State Wildlife Area to Governor Nelson State Park along Sixmile Creek as part of a proposed North Lake Mendota Trail System.

Pheasant Branch Creek Resource Area is a county-owned, 160-acre site in the extreme southeast corner of the Town. It is adjacent to the Pheasant Branch Creek Conservancy located in and owned by the City of Middleton. The diverse topography of this 160-acre site provides a panoramic view of the Capitol, the downtown Madison skyline and Lake Mendota. Native Americans were first to appreciate these vistas from this high point, as they chose this site for burial mounds. Below this hill to the south are the Pheasant Branch Creek wetlands and several springs that provide water to Lake Mendota. An observation deck has recently been constructed to allow visitors to observe the springs without degrading the site, and to appreciate the scenic vistas. Opportunities for hiking, bird watching and interpretation will be provided in the future.

Over 50 miles of the proposed 1,000-mile Ice Age Trail is planned to transverse Dane County following the terminal moraine of the Wisconsin ice sheet. The Ice Age Trail will in all likelihood not pass through the Town, but does come within one-half mile of its western boundary. At least three different trail connections have been proposed that would connect the Ice Age Trail with The Pleasant Branch Creek Conservancy; one of these possible trail connections would follow Pheasant Branch Creek north through the Town of Springfield.

There are currently no Town-owned park facilities in Springfield, although a central Town park has been discussed. The Town requires a Park and Open Space fee when approving subdivisions. This fee will be used for parkland acquisition and park equipment, or maintenance of park equipment and land. It has recently been increased as part of the land division ordinance update.

12. CHURCHES AND CEMETERIES

As of January 2002, there were four churches within the Town of Springfield (See Map 7). These include the historic St. Martin's church in Martinsville, the historic St. Peter's church in Ashton, St. Andrew's in a new building on Schneider Road near Highway 12, and St. Terese at the corner of Baltes Road and Highway 12 in a former school building. These churches serve as both community gathering points and prominent buildings on the rural landscape. Both St. Martin's and St. Peter's church have cemeteries. Others in the Town include the German Lutheran Cemetery on Brandenburg Road, the Kohlman Cemetery at the

corner of Woodland Drive and Lodi-Springfield Road, the Kingsley Road Cemetery on Kingsley Road south of Woodland, and a small unnamed cemetery south of CTH K along Pheasant Branch Road.

13. WIRELESS TELECOMMUNICATIONS FACILITIES

Due to the proliferation of wireless communications, the construction of telecommunication towers is an issue that towns are addressing more and more often. According to the FCC and the Dane County Department of Planning and Development, there are two telecommunication towers located in the Town of Springfield, one on STH 19 in the north central portion of the Town, and one on Meffert Road, in the center of Town just east of STH 12. Another tower has recently been approved along USH 12. Approved tower sites are shown on Map 7. Chapter Eight of this *Plan* includes the Town's policies for reviewing new wireless telecommunication facilities.

14. POWER PLANTS AND TRANSMISSION LINES

There are no power plants in the Town of Springfield. Madison Gas & Electric provides electrical and gas service to Town residents. American Transmission Company owns the electrical transmission lines through the Town. Currently there are no plans for expanding or upgrading the service within the Town.

B. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

Goal: Support the efficient delivery of community utilities, facilities, and services corresponding with the expectations of Town residents and a rural atmosphere.

Objectives:

- a. Coordinate utility and community facility systems planning with land use, transportation, and natural resources planning.
- b. Protect the Town's public health and natural environment through proper siting of on-site wastewater disposal systems and stormwater management.
- c. Promote the use of existing public facilities, and logical expansions to those facilities, to serve future development wherever possible.
- d. Provide quality and accessible recreational facilities for all Town residents.
- e. Coordinate with Dane County on public works and recreational facilities.

Policies and Programs:

- a. Continue to provide **basic services** for Town residents, including garbage collection, public road maintenance, snow plowing, and emergency services.
- b. Consider the objectives and policies of this *Plan*, as well as the general welfare of all residents, to determine whether **new or expanded Town services** or facilities may be appropriate in the future.
- c. Require **stormwater management plans** meeting County and Town requirements for all subdivision plats, CSMs for commercial development, and other projects increasing impervious surfaces by more than 20,000 square feet.

- d. Direct rural development away from areas with limited **suitability for on-site waste disposal systems**, as depicted in Map 8.
- e. Work with the County Sanitarian to ensure the proper approval process and placement of **new on-site wastewater systems**, and appropriate maintenance and replacement of older systems as a means to protect ground water quality.
- f. The Town does not consider **holding tanks** an acceptable form of sewage disposal in new construction. Holding tanks may be permitted for existing structures if no other sewage treatment system is feasible.
- g. Allow the use of **new biological and chemical wastewater** treatment technologies only where other systems are not feasible, placement is consistent with the land use objectives of this *Plan*, and the property owner pays a special assessment on the property for monitoring and maintenance.
- h. Carefully evaluate **proposed large on-site systems, or groups of more than 20** on-site systems on smaller lots (1 to 2 acres) in the same general area, to ensure that groundwater quality standards are not impaired. The Town may require that the property owner or developer fund the preparation of a groundwater impact analysis from an independent soil scientist or other related professional.
- i. Pursue a “**central park**” as a community gathering and recreational space, with an ideal location in or near Springfield Corners, using locally collected park fees as well as other available grants.
- j. **Discourage** the future development of a **landfill** in the Town.
- k. Work with Madison Gas & Electric to ensure that any **new development is adequately serviced**.

C. UTILITIES AND COMMUNITY FACILITIES TIMETABLE

Table 9 is an estimated timetable for possible changes to utilities and community facilities within the Town over the 20-year planning period. Budgetary constraints and other unforeseen circumstances may affect this timeframe.

Table 9: Utilities and Community Facilities Timetable

Utility or Facility	Timeframe for Town Improvements	Comments
Water Supply	N/A	All water supplied by private wells.
Waste Disposal	N/A	All homes in Town have private wastewater disposal systems.
Solid Waste	On-going	All landfills in the Town are closed. The Town does not intend to allow any new landfills.
Stormwater Management	On-going	The Town's subdivision ordinance meets or exceeds all state and federal standards. The Town should continue to monitor changes to applicable standards and respond accordingly.
Town Hall and Garage	2005-2007	The Town may desire to expand the Hall and Garage to accommodate future needs, which may involve acquisition of property from adjacent owner(s) during the time period in the previous column.
Recycling and Trash Services	Beyond 2025	The Town's recycling and trash service meets current and forecasted needs over the planning period.
Law Enforcement Services	N/A	Dane County administers a dispatch station in the Town of Middleton. This station meets current and forecasted needs over the 20-year planning period.
Fire Protection and EMS Services	N/A	The Town's fire protection and EMS services are provided by intergovernmental agreements with nearby communities. The Town anticipates continuing those agreements, rather than developing its own fire or EMS services or facilities.
Medical Facilities	N/A	Medical facilities serving the Town are located in nearby communities. These facilities appear to meet needs.
Library	N/A	The public libraries serving the Town are located in nearby communities. These libraries meet current and forecasted needs over the 20-year planning Period.
Schools	N/A	Public schools serving Town residents are working to resolve space shortage and repair issues, and should have adequate capacity for 10-15 years.
Park & Recreation Facilities	2005 – 2007	The neighborhood plan for the Springfield Corners area identifies an area suitable for a Town park and recreational facilities. The Town is actively considering this idea.

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CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT

This chapter of the *Plan* contains background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in Springfield, as required under §66.1001, Wisconsin Statutes.

A. EXISTING HOUSING FRAMEWORK

1. HOUSING STOCK CHARACTERISTICS

In 1990, there were 897 housing units in the Town. There were 967 housing units in 2000. Almost all new housing units built in the Town have been single-family residences.

Table 10: Housing Units by Structure Size, 1990 - 2000

Units per Structure*	1990 Units	1990 Percent	2000 Units	2000 Percent*
Single Family	717	79.9%	783	81.0%
Two Family (Duplex)	67	7.2%	71	7.3%
Multi-Family	5	0%	5	>1%
Mobile Home	108	12.0%	108	11.2%

Source: 1990 and 2000 Census of Population & Housing
 * Single family units and percent for 2000 may include some mobile homes.

Table 11 compares other housing stock characteristics for the Town of Springfield with Berry, Roxbury, and Dane County. In 2000, the Town had a vacancy rate of 2.6%. Of all housing units, 86.0% were owner-occupied. The Town's median housing value in 1989 (\$98,200) was higher than the values for Berry, Roxbury, and the County.

More current housing value information is not readily available at the town level. However, at the county level, the median sale price for a home in Dane County has increased 68 percent, from \$86,000 in 1990 to \$144,900 in 1999, according to the South Central Wisconsin Multiple Listing Service (MLS) Corporation.

Table 11: Housing Stock Characteristics

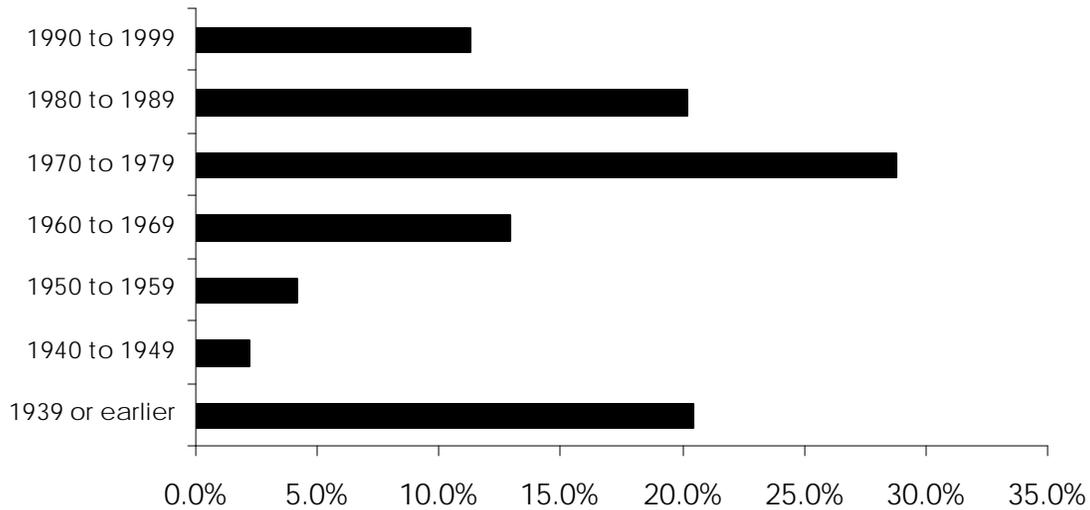
	Town of Springfield	Town of Berry	Town of Roxbury	Dane County
Total Housing Units	967	420	640	180,398
% Vacant	2.6%	2.9%	5.8%	3.8%
% Owner Occupied	86.0%	86.8%	87.7%	57.6%
Median Housing Value in 1989	\$98,200	\$82,600	\$73,600	\$78,400

Source: U.S. Census of Population and Housing, 2000

2. HOUSING CONDITION AND AGE

Table 12 illustrates the age of the Town of Springfield's housing stock. The age of a community's housing stock is sometimes used as a measure of the general condition of the community's housing supply. Over 40% of Springfield's housing stock is over 30 years old. Almost one-fourth of the Town's homes were built before 1940. About fifteen percent of the Town's housing supply was built between 1940 and 1970. Over the planning period, owners of some of these older homes will likely be interested in rehabilitation.

Table 12: Percentage of Total Springfield Housing Stock Constructed per Decade



3. FORECASTED HOUSING NEEDS

Future housing units in Springfield may be forecasted based on population forecasts in Chapter Two, projected changes in average household size, and an assumed future housing vacancy rate of 2.0%. Based on this methodology, the Town of Springfield is forecast to accommodate 1,028 total housing units in 2005, 1,093 total units in 2010, 1,162 total units in 2015, 1,229 total units in 2020 and 1,284 total units in 2025. The Town had 967 housing units in 2000. Actual housing units built in the Town will depend on a number of factors, including the Town’s Growth Management Program, market conditions, demographic shifts, senior housing needs, other Town, county and state regulations, and attitudes towards growth.

4. HOUSING PROGRAMS

Under the “Smart Growth” legislation, a community must provide a range of housing choices that meet the needs of persons of all income levels, age groups, and special needs. The lack of public sewer and water services in the Town curtails the range and intensity of residential units that can safely be built in the Town. This *Plan* does advocates smaller lot sizes for rural residential development, which can reduce the overall costs for housing.

This subsection also identifies specific programs available in Springfield that promote affordable housing.

In 1998, 43 Dane County communities—including the Town of Springfield—joined together to establish the Dane County Community Development Block Grant (CDBG) program. This new partnership was recognized by the U.S. Department of Housing and Urban Development, allowing Dane County to receive CDBG funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1 million annually in CDBG funds are available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation; minor home repair; handicapped–accessibility modifications; down-payment assistance for first-time homebuyers; and housing education, training and counseling.

Other housing programs available to Springfield residents include home mortgage and improvement loans from the Wisconsin Housing and Economic Development Agency (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down-payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

According to the WHEDA, there are no federally subsidized low-income housing units in the Town of Springfield.

B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goal: Provide safe, affordable housing and neighborhood environments for all Springfield residents.

Objectives:

- a. Support the provision of housing in the Town to meet the needs of persons of all income levels, age groups, and special needs.
- b. Encourage high quality construction and maintenance standards for housing.
- c. Encourage home siting in areas that will not result in property or environmental damage, or impair rural character or agricultural operations.
- d. Assure that new residential development contributes to the facility and service demands it generates.
- e. Encourage neighborhood designs and locations that protect residential areas from infringement by incompatible land uses, promote connectivity of roadway and environmental systems, and preserve rural character.

Policies and Programs:

- a. Plan for a sufficient **supply of developable land for housing**, in areas consistent with Town wishes, at a pace consistent with recent development trends, and of densities and types consistent with the Town's rural setting. Refer to the Town's Residential Growth Management Program, described in Chapter Four.
- b. Direct **most residential development** to the Middleton area, Springfield Corners, Martinsville, and southwest corner of the Town, including housing for the elderly.
- c. Coordinate with Dane County in seeking **Community Development Block Grant (CDBG)** funds to provide, maintain, and rehabilitate housing for all income and ages.
- d. Work with Dane County to address **code violations** on existing properties.
- e. Guide housing development **away from the Conservancy District** and Soils with Building Limitations, as depicted on Map 6.
- f. Encourage high-quality residential settings through use of private **covenants**.
- g. Promote the following **process** for laying out subdivisions:

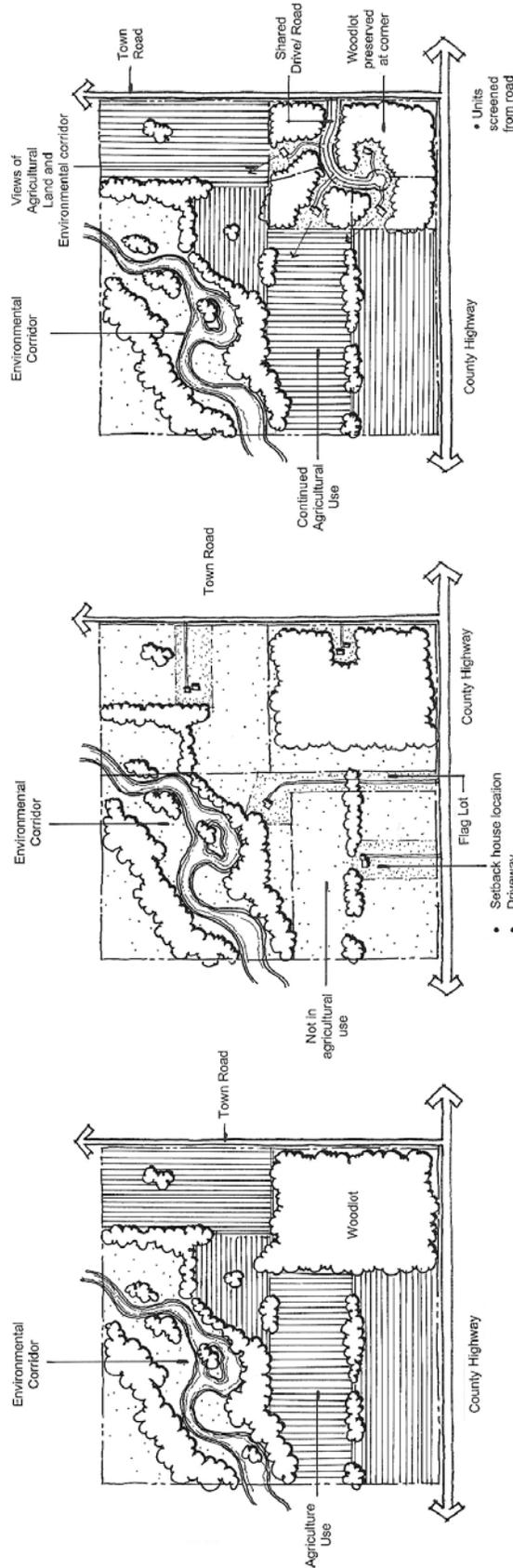
1. **Step 1: Identify and map open space areas worthy of preservation.** This includes detailed mapping of Group I or II farmland, woodlots, wetlands, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, slopes greater than 20%, and possibly slopes between 12% and 20%. Ideal locations for open spaces proposed to be held by the public or in “common” should also be mapped in this step.
 2. **Step 2: Arrange individual homes (not streets) in desirable locations.** Desirable locations should consider topography, privacy, and public and private access to open space.
 3. **Step 3: Design street and trail network.** The purpose of the road and trail network is to connect homes to each other, connect streets to the town or county road network, and connect the development to its surroundings.
 4. **Step 4: Set lot lines.** This fourth step ends up being the least challenging of the entire process.
- h. Promote use of the following **principals of conservation neighborhood design** in laying out larger new subdivisions (10+ lots), where permitted:
1. Attempt to “hide” development from main roads to the extent possible through natural topography, vegetation (e.g., tree lines, wooded edges), and setbacks. Minimize placement of lots in open fields.
 2. Preserve mature trees; stone rows; fence lines; tree lines; and agricultural structures such as farmsteads, barns, and silos wherever possible.
 3. Arrange lots so houses are not placed on exposed hill tops or ridge lines. In general, roof lines should not be higher than ridge lines.
 4. Include an interconnected network of streets meeting Town road standards.
 5. Design streets and lot layouts to blend with natural land contours.
 6. Back lots onto county, state, and federal highways, designing deeper lots and landscape bufferyards into these areas.
 7. Discourage creation of cul-de-sacs except in limited situations, such as where topography, environmentally sensitive areas, or the pre-existing development pattern in the area necessitates their use.
 8. Integrate natural resources into the subdivision design as aesthetic and conservation landscape elements.
 9. Restore the quality and continuity of degraded environmental areas within the subdivision, such as streams and wetlands.
 10. Encourage stormwater management treatment systems that focus on Best Management Practices (BMPs) rather than conventional engineering strategies. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and maximum impervious surface ratios for development sites.
 11. Provide vegetative buffers between building sites and wetlands and streams.
 12. Provide wide areas for public access to parks and common open spaces.
 13. Maximize preservation of common open space in the neighborhood through public dedication and/or private management of open space through a homeowner’s association with conservation easements.

14. Create pedestrian trails through open space areas, allowing for future connections to other areas.
 15. Refer also to the Town's Land Development Ordinance.
- i. Apply the following **development siting standards** to all other developments in the Town. The Town requires submittal of a site plan showing the relationship of the proposed building(s) and lot(s) to applicable natural features prior to granting development approval. Many of these standards are illustrated in the graphic on an upcoming page and in the Appendix A: Rural Development Guidelines.
1. Within the Agricultural Preservation District and Agricultural Transition District (prior to a Town decision to allow more intensive development), no buildings should be developed on soils classified as Group I or Group II on Map 2 of this *Plan*, unless all soils on the ownership parcel are so classified.
 2. Minimum lot size for all new lots, including new lots with pre-existing residences, should be one acre in the Agricultural Preservation District and 1½ acres in all other planned land use districts, unless soil tests or conditions indicate more area is required to provide safe on-site treatment or other policies in this plan suggest a larger minimum. Residential lots or homesites over five acres each are discouraged.
 3. All new lots should have frontage on a public road per Town and County subdivision regulations. Flag lots should generally be discouraged, except where advisable to achieve other objectives of this *Plan*.
 4. Except within "Rural Centers" as shown on Map 6 and planned commercial development projects, buildings should be sited to minimize visibility from public roads through proper placement with respect to existing vegetation and topographic changes, retention of existing vegetation and topography, and/or planting of new vegetation or berming. New buildings should be located adjacent to tree lines where available and at the edge of open fields rather than the middle.
 5. Except within "Rural Centers" as shown on Map 6 and planned commercial development projects, buildings should not be located on top of exposed hilltops and ridge lines. Building roof lines should not be higher than ridge lines. In wooded hill areas, only enough area for the house, immediate yard, and driveway should be cleared.
 6. Preserve existing vegetation; stone rows; fence lines; tree lines; and agricultural structures such as farmsteads, barns, and silos where possible.
 7. Where existing vegetation and changes in topography would not adequately screen the development from public roads, and new plantings would be insufficient, consider arranging development sites in a pattern resembling historic farm building placements (e.g. group of houses set back from road, tree lined single drive or street, fence rows).
 8. All new lots should allow for the construction of driveways suitable in length, width, design, and slope for emergency vehicle travel. New streets or driveways should be placed along existing contours, property lines, fence rows, lines of existing vegetation, or other natural features wherever feasible. Within the Agricultural Preservation District and Agricultural Transition District, streets and driveways should not cross Group I or II agricultural soils or bisect farm fields, unless no other alignment is possible. Shared driveways meeting these criteria are preferred over driveways serving a single use.
 9. Minimize the number of driveway openings onto existing public streets, instead promoting shared driveways with driveway agreements, loop streets, or cul-de-sac streets where

the number of building sites is limited (e.g. not in 10+ lot subdivisions). Except within mapped Rural Development Districts, avoid placing multiple homesites side-by-side along existing roads with multiple driveways and modest building setbacks. The Town also advocates cul-de-sac lengths of greater than 1,000 feet where necessary to adequately screen new houses from existing public roads, and where public safety will not be impaired.

10. Buildings should not be placed in wetlands, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, and slopes greater than 20%. General depictions these features are included on Map 6; steep slopes, wetlands, and floodplains are specifically shown on Map 3; and hydric soils and soil potential for basements are included in the *Dane County Map Book, Town of Springfield* (2005).
11. Placement of on-site waste disposal systems should meet the standards in Chapter Six—Utilities and Community Facilities.

Examples of Conventional and Conservation Development
 35 Acre Density (e.g., Proposed “Agricultural” Planning District)



Predevelopment Site Conditions
 160 Acre Site

Conventional Development Option
 35 Acre Minimum Lot Size
 4 Houses

Conservation Development Option
 1 House per 35 Acres (with Smaller Lots)
 4 Houses

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CHAPTER EIGHT: ECONOMIC DEVELOPMENT

This chapter of the *Plan* contains background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the economic base in Springfield. As required by §66.1001, Wisconsin Statutes, this chapter includes an assessment of new businesses and industries that are desired in the Town, an assessment of the Town's strengths and weaknesses with respect to attracting and retaining businesses, and an inventory of contaminated sites. A labor force analysis was included in Chapter Two—Issues and Opportunities.

A. ECONOMIC DEVELOPMENT FRAMEWORK

1. ECONOMIC DEVELOPMENT FOCUS

This *Comprehensive Plan* must assess categories or particular types of new businesses and industries that the Town desires. The Town's existing and desired economic base is focused on agriculture. The promotion of agricultural-support businesses is part of this effort.

In addition, the Town envisions limited commercial development in planned areas. Such commercial development should mainly be directed to serving town residents and visitors. These include sit-down restaurants, convenience stores, and local services (e.g., contractors). The Town does not envision industrial (manufacturing) development as part of its future, given the service demands it often requires.

Map 6 designates a sufficient number of sites and opportunities for the Town to achieve its desired economic development focus over the 20-year planning period.

2. STRENGTHS AND WEAKNESSES FOR ECONOMIC DEVELOPMENT

The Town's strengths in fostering its desired economic focus in the future are extremely productive soils, large farm parcels, community and farmer commitment to agriculture, interest in limiting non-farm development on productive soils and agricultural areas, and good transportation access.

The Town's weaknesses in advancing its desired economic base include residential development pressures in agricultural areas which may lead to conflicts with agricultural uses, weak agricultural markets, the aging farming population, Springfield's location directly next to Middleton and Waunakee, environmental contamination of some potential commercial sites, and ironically the Town's good transportation access (and "threats" of even better access).

3. ECONOMIC DEVELOPMENT PROGRAMS

Dane County Community Development Block Grant (CDBG) program funds eligible projects related to economic development. These include providing loans, business counseling, and education to small businesses that are owned by or provide jobs for low- to moderate-income residents. Springfield businesses are eligible for such funds and training.

The state's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched

by local funds. Application materials are available from the Wisconsin Department of Commerce.

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company is a nonprofit corporation set up to contribute to the economic development of its community.

4. REUSE OF ENVIRONMENTALLY CONTAMINATED SITES

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

There are eight contaminated sites in Springfield listed on this DNR database. Five are in the Springfield Corners area, one is in Ashton Corners, one near the intersection of Schneider Road and Highway 12, and one is along Lodi-Springfield Road north of Highway 19. More specific locations, property ownership information, and status of remediation efforts for these sites are available from the DNR or at the Town Hall. These properties will need special attention for successful redevelopment to occur. The location of these environmentally contaminated sites was considered when making land use recommendations in the *Plan*. The Town supports clean up and appropriate reuse of these and other contaminated sites, but should not approve development or redevelopment projects until remediation is completed or secure commitments are made for remediation.

B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goal: Encourage high-quality economic development opportunities appropriate to the Town's resources, character, and service levels.

Objectives:

- a. Focus economic development efforts on farming and farm-related businesses.
- b. Discourage continuous strip commercial development.
- c. Discourage intensive commercial development in areas not planned to be provided with extensive public services.
- d. Discourage industrial (i.e., manufacturing) uses.
- e. Encourage the proper clean up, rehabilitation, redevelopment, and reuse of the Town's historic crossroad communities.
- f. Promote careful placement and design of mineral extraction sites, wireless telecommunication facilities, and general commercial uses.

Policies and Programs:

- a. Plan for a **sufficient supply** of developable land for commercial uses, in areas consistent with Town wishes and of a scale and type consistent with the Town's rural setting and service availability.
- b. Support the economic health of **production agriculture** in Springfield.
- c. Support opportunities for **farm family businesses**, home occupations, and agriculturally-related businesses to assist farm families.
- d. Discourage continuous **strip commercial** development along major roadways, particularly Highway 12.
- e. Direct most commercial development into designated **"Rural Centers" and Urban Service Areas**.
- f. Where commercial development is planned in Springfield, emphasize **local shopping** and offices, smaller business services serving mostly local residents, offices, and **businesses related to farming**.
- g. Plan for a thoughtful **mix** of compatible residential, community-serving commercial, civic, and recreational uses **in the Springfield Corners** area.
- h. Require the **disclosure** of any soil or groundwater **contamination** on sites before approving development proposals.
- i. Work with private landowners to **clean up contaminated sites** that threaten the public health, safety, and welfare.
- j. Use the following criteria when considering applications for conditional use permits or rezonings for **non-metallic mineral extraction sites**:
 1. The petitioner should submit directly to the Town copies of all project descriptions, site/operations plans, and reclamation plans required by the County Planning and Development Department.
 2. The Town should provide for full public review of the proposal.
 3. The project should be subject to the preparation of an erosion control plan prepared by a qualified engineer.
 4. There should be assurances that the site would be developed and operated according to the site/operations plan.
 5. The date that operations are expected to cease should be clearly expressed.
 6. Reclamation should be addressed according to State requirements.
 7. Driveway surfacing should be addressed. In general, to prevent tracking of mud onto public roads, driveways should generally be paved within a certain distance of public roads.
 8. Spraying of the site and driveways should be considered to control dust.
 9. On-site bulk fuel storage and appropriate places for fueling of equipment (e.g., above the water table) should be addressed to minimize the potential for groundwater contamination.

10. Access to the site should only be through points designated as entrances on the site/operations plan; such access points should be secured when the site is not in operation.
 11. Hours of operation should be specified, and should be limited if the extraction site is close to residential properties.
 12. Expectations for any blasting, drilling, and screening should be clearly understood, and, if allowed, separate acceptable hours for these activities may be specified.
 13. If blasting or drilling is requested and allowed, additional sets of standards should be applied with relation to frequency, noise and vibration levels, notice to neighbors, pre-inspection of neighboring basements and wells, and claims procedures.
 14. Commercial and industrial uses on site should be limited to those directly related to mineral extraction, such as concrete or asphalt plants. Such ancillary uses should be used to process minerals extracted on-site. Careful review of air and water quality impacts from such uses should be included.
 15. Unless the extraction site is very inaccessible, it should be completely enclosed by a safety fence or maintained at a gentle slope.
 16. The Town should be listed as an “additional named insured” on the liability insurance policy, which should remain in effect until reclamation is complete. The petitioner should have to furnish a certificate of insurance before operations commence.
 17. Provisions for the upgrade, repair, and maintenance of Town roads may be appropriate depending on the intensity of the operation and the existing condition and capacity of such roads. Posting a bond for such work may be required.
- k. Use the following criteria when considering applications for conditional use permits or rezonings for **wireless telecommunications facilities**:
1. The petitioner should submit directly to the Town copies of all project descriptions, site plans, and engineering reports required by the County Planning and Development Department.
 2. The petitioner should submit all necessary authorizations or proofs of “no hazard” from the operator of Middleton Municipal Airport--Morey Field, the FAA, and/or the State Bureau of Aeronautics.
 3. The Town does not intend to take action on the rezoning or conditional use permit until it receives and reviews the results of an independent engineering report and staff report from the Dane County Planning and Development Department.
 4. The Town does not intend to approve wireless telecommunication facilities that would require the installation of light(s) on or near the top.
 5. The Town supports co-location of multiple antennas on a single tower and the use of alternative support structures such as silos, light poles, billboards, electrical poles, and other tall structures.
 6. All freestanding telecommunication towers should be located so as to minimize the aesthetic impact, particularly in the Highway 12 “image corridor.”

7. Facility locations that maximize the screening of the tower structure through topography or vegetation are preferred. All support equipment and the base of the tower should be fully screened from adjacent properties and public roads.
8. The Town may also use County zoning criteria in reviewing the application.
- l. The Town requires submittal of a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater plan, and signage plan prior to development approval for commercial and institutional projects, per the Town's Land Development and Design Review Ordinances. The following additional **design review standards** should be used for all commercial and institutional development projects:
 1. High-quality signage based on the area of building frontage, road frontage, or façade area should be required. The use of monument signs should be encouraged instead of pole signs. In any case, signs should not be higher than the highest point on the associated building.
 2. Existing vegetation should be retained and high quality landscaping treatment of buffer-yards, street frontages, paved areas and building foundations should be provided.
 3. Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas should be oriented away from less intensive land uses.
 4. Parking lots should be landscaped with perimeter landscaping and/or landscaped islands, along with screening (hedges, berms, trees, and decorative walls) to block views from public roads and residential uses.
 5. Parking should be to the sides and rear of buildings wherever possible, rather than having all parking in the front.
 6. Interconnected parking lots and driveways should be provided to facilitate on-site movement.
 7. Loading docks, dumpsters, mechanical equipment, and outdoor storage areas should be behind buildings and complete screening of these facilities should be promoted through use of landscaping, walls, and architectural features.
 8. Illumination from lighting should be kept on site through use of cut-off, shoebox fixtures.
 9. High-quality building materials, colors, and designs that reflect the Town's desired image should be required. For example, building materials, colors, and designs could reflect agricultural heritage of the community (e.g., stone, gabled roofs, earth tones).
 10. Canopies, awnings, trellises, bays, windows, and/or other architectural details should be incorporated to add visual interest to facades.
 11. Variations in building height and roof lines are desirable, particularly on larger buildings.

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION

This chapter of the *Plan* contains background information, goals, objectives, policies and recommended programs for intergovernmental planning and decision making; incorporates by reference all plans and agreements to which Springfield is a party under §66.0301, §66.0307, §66.0309 of Wisconsin Statutes; and identifies existing and potential conflicts between this *Comprehensive Plan* and the plans of adjacent villages and towns, Dane County, the Regional Planning Commission, the State of Wisconsin, and school districts.

A. EXISTING “REGIONAL” PLANNING FRAMEWORK

The following is a description of the plans of other jurisdictions operating within or adjacent to Springfield. These jurisdictions are depicted in Map 1. A summary of any potential conflicts with the *Town of Springfield Comprehensive Plan* follows the description of each jurisdiction’s plans. Where conflicts are apparent, a process to resolve them is also proposed.

1. VILLAGE OF WAUNAKEE

The Village of Waunakee updated its 1998 Master Plan as part of the North Mendota Combined Communities Comprehensive Plan process. The *Village of Waunakee Comprehensive Plan*, adopted June 30, 2003, encourages maintaining the distinct character of the Waunakee-Westport community, preserving the physical separation and open space between Waunakee and the Middleton and Madison areas, and controlling the mix and pace of new development.

The plan identifies Waunakee’s intent to expand its Urban Service Area (USA). All proposed expansion areas are located adjacent to the current USA, and east of CTH Q; the plan does not anticipate expansions into land in the Town of Springfield. The plan also discourages the subdivision of farmland for nonagricultural purposes outside of the Urban Service Area within Village’s extraterritorial zoning jurisdiction, which extends into the Town of Springfield.

The Village’s plan and this *Town of Springfield Comprehensive Plan* are consistent with one another. Springfield does not anticipate intensive non-farm development in Waunakee’s extraterritorial jurisdiction, and Waunakee does not anticipate growing into Springfield in the foreseeable future. Both communities participated in the North Mendota Communities Combined Comprehensive Plan, which allowed the two communities to further discuss growth, community boundaries, land use, traffic issues, and stormwater management issues. One recommendation arising from this planning process was to pursue an intergovernmental agreement, as has been completed with the City of Middleton, to agree on long-range goals for areas of mutual concern. This agreement is in progress at the time of writing. The Town is open to amending this *Plan* as necessary to respond to mutual agreements.

2. CITY OF MIDDLETON PLANS

The City of Middleton and Town of Springfield share a common boundary east of Highway 12, near the Town’s southeast corner. The City’s updated *City of Middleton Northwest Quadrant Study* is the component of the City’s master plan that most affects Springfield. The *Plan* was updated as part of the Highway 12 Growth Management Project.

The *Northwest Quadrant Study* identifies land north of CTH K and west of STH 12 within Springfield for long-term agricultural preservation. New residential development is discouraged around Middleton Municipal Airport—Morey Field to prevent conflicts regarding noise and other nuisances associated with airports. This portion of the *Northwest Quadrant Study* is

completely consistent with the *Town of Springfield Comprehensive Plan*, which places this same area in an Agricultural Preservation District. The Town, City, and Dane County should work together on zoning decisions and potentially purchasing development rights to properly implement this shared plan.

The *City of Middleton Northwest Quadrant Study* and the *Town of Springfield Comprehensive Plan* have comparable land use recommendations in the area east of USH 12, between the Middleton city limits and CTH K. The Town *Plan* shows the area south of Balzer Road as Agricultural Transition, advising preservation of agricultural use until more intensive future development is appropriate (see Chapter Four). The Quadrant Study shows this area for Possible Residential Development, with a Phase I Growth boundary roughly corresponding to the Town's southeastern Agricultural Transition District. While the recommendations of Town and City plans are largely consistent with one another for the area east of USH 12, this *Comprehensive Plan* advises future discussions on timing and types of uses in this area.

3. MIDDLETON-SPRINGFIELD INTERGOVERNMENTAL AGREEMENT

Springfield and Middleton participated in the North Mendota Combined Communities Comprehensive Plan. This planning process provided the opportunity for the Town and City to develop an Intergovernmental Agreement. The Agreement identifies three geographic areas that straddle borders that are of mutual concern to both communities, and lays out new planning-related agreements within those areas:

- *Area A:* Within this area, noted as Agricultural Transition in the southeast corner of the Town (see Map 6), the Town agrees to follow Agricultural Preservation District policies. The Town agrees not to contest annexation requests by landowners in this area. The City will consult with the Town on the detailed plans for the development of the areas as they become annexed. This is the part of the Town in which the City may consider annexation over the next 20 years, unless both parties otherwise agree in writing.
- *Area B:* This area is located west of USH 12, north of the Middleton border and includes sections 32, 33, 34, and the western third of section 35 of the Town. It is shown as a long-term agricultural preservation area in both this *Plan* and the City's *Quadrant Study*. If the City or the Town desires to amend its planned land use map for this area, the other must agree to the change. No annexation or service area extensions will be made to this area within 20 years.
- *Area C:* The area between the Town's southeast Agricultural Transition area and Dorn Creek is identified as an area of mutual Town/City interest. Development would occur in Area C only after Area A has been fully or almost completely developed, which is not anticipated for 20 years. Until such time, the policies of the Agricultural Preservation District will apply. The City agrees not to annex land or extend urban services to land in this area without the permission of the Town.

The Agreement, on file with the Town Clerk, includes additional details and provisions. The Agreement was prepared and executed under §66.0301, Wisconsin Statutes. The two communities may prepare a "Cooperative Plan" under §66.0307 as a follow-up to this Agreement.

4. TOWN OF MIDDLETON

The Town of Middleton lies to the south of Springfield, and shares a border approximately four miles long. The *Town of Middleton Land Use Plan* (1994) identifies that portion of the

Town that abuts Springfield as the “Western Highlands.” The *Plan* recommends low-density single family residential subdivision development served by septic systems in this area. “Cluster” development design is encouraged to preserve open space particularly in environmentally sensitive areas.

West of Vosen Road, the plans for Middleton and Springfield are consistent with one another. Both advise residential development in areas that are already largely developed, including the Enchanted Valley Road area. East of Vosen Road, within the Schneider Road corridor, the *Town of Springfield Comprehensive Plan* recommends long-term agricultural use. Therefore, there may be points of conflict between the implementation of the two towns’ plans. However, future development in the Town of Middleton would more likely relate to and use Airport Road as opposed to Schneider Road, which would reduce some typical areas of conflict.

The two towns should work together to minimize the impact that residential development in the Town of Middleton would have on Springfield’s plan for agricultural preservation east of Vosen Road. Perhaps future “cluster” subdivisions in Middleton could maintain an open space/farmland buffer along their northern edge.

5. TOWN OF WESTPORT

The Town of Westport updated the *Town of Westport Comprehensive Plan* to comply with Wisconsin’s comprehensive planning law. The *Plan* recommends that land along its western border, adjacent to Springfield, remain agricultural or in open space. The Town allows development in other areas, particularly within its part of the Central Urban Service Area, near the north shore of Lake Mendota.

There are no conflicts between Westport’s *Plan* and the *Town of Springfield Comprehensive Plan*. Both towns were participants in the North Mendota Combined Communities Comprehensive Plan and the North Mendota Parkway Study, which addressed issues of mutual concern to both towns.

6. TOWN OF BERRY

The *Town of Berry Land Use Plan* was adopted in 1981. It recommends agricultural and open space preservation over most of the Town. Berry adopted an update of its plan to meet the requirements of Wisconsin’s comprehensive planning law in 2002, also as part of the USH 12 Growth Management Project. Berry’s plan continues the preservation-based direction of its 1981 plan. Berry’s updated plan is completely consistent with the *Town of Springfield Comprehensive Plan*.

7. TOWN OF ROXBURY

Although Roxbury and Springfield share a common boundary at only one point (at Springfield’s northwest corner), they have much more in common in that Highway 12 passes through the center of both towns.

The *Town of Roxbury Land Use Plan* was adopted in 1978. Roxbury adopted an update of its plan in 2002 to meet the requirements of Wisconsin’s comprehensive planning law. The updated *Plan* recommends continued agricultural preservation in the fertile Highway 12 corridor. No commercial development is recommended south of Highway KP. Roxbury’s updated plan is completely consistent with the *Town of Springfield Comprehensive Plan*.

8. TOWN OF DANE

The *Town of Dane Land Use Plan* was first adopted in 1981. It recommends agricultural and open space preservation over most of the Town. Dane adopted an updated of its plan in 2002, to meet the requirements of Wisconsin's comprehensive planning law, as part of the USH 12 Growth Management Project. Dane's plan maintains a similar preservation-based direction as its 1981 plan. Dane's updated plan is completely consistent with the *Town of Springfield Comprehensive Plan*.

9. DANE COUNTY

Dane County is contending with increasing growth pressure. Most of this growth pressure is generated by employment growth throughout the region. The overall population growth rate for the County has averaged about 1.5 percent per year since 1980.

In recognition of the stress that such growth places on both natural and human systems, the County adopted the *Dane County Land Use and Transportation Plan* in 1997. The Plan advocates strong growth management, with a focus on concentrating non-farm developing in existing developed urban areas and in historic hamlet locations. There are no known conflicts between the *Town of Springfield Comprehensive Plan* and this Dane County plan.

Most County land use decisions are based on the *Dane County Farmland Preservation Plan*, which was adopted in the early 1980s. The *Farmland Preservation Plans* includes Town plans as a central component. The *Town of Springfield Comprehensive Plan* was prepared using the policies and procedures of the *Dane County Farmland Preservation Plan*. Once completed and adopted by Dane County, the Town's Plan will actually be a component of this County plan.

In 2001, Dane County prepared a plan to spend \$5 million allocated by the State to purchase development rights from agricultural landowners near Highway 12. That plan was refined into a process to formally seek and rate applications from willing landowners. Properties were chosen based on a scoring system that took into account, among other factors, proximity of the land to the Highway 12 corridor and compatibility with Town plans. Purchase of conservation easements is expected to be completed in 2005.

Dane County began preparation of a County Comprehensive Plan in 2003. Springfield should participate in this effort.

10. REGIONAL PLANNING JURISDICTIONS

The Dane County Regional Planning Commission's (DCRPC) was the regional entity that prepared city and village plans, town plans, ordinances, and special studies at the request of local governments. The DCRPC also advised local governments on population, housing, economic development, and natural resource issues. The DCRPC had the function and duty of preparing and adopting a master plan for the physical development of the region. It also prepared water quality plans, delineation and amendment of urban service areas, and delineation and amendment of environmental corridors in coordination with WisDNR. The DCRPC was dissolved in 2004. Community leaders in Dane County have proposed a successor organization—called a Council of Governments—which would have a different representation but assume similar functions, such as water quality planning and urban service area amendments. The State Legislature and Governor would have to authorize this new organization. However, the majority of the functions of the Commission continue, now housed under the Community Analysis and Planning Division of the Dane County Department of Planning and Development. Past DCRPC plans, studies, and data were a valuable

resource in the preparation of this *Comprehensive Plan*. The following are the adopted plans which were parts of the regional master plan at the time of writing:

- Dane County Land Use and Transportation Plan (adopted June 1997 as amended)
- Dane County Water Quality Plan (adopted June 1980 as amended)
- Dane County Parks and Open Space Plan 2001-2005 (adopted September 2001)
- Dane County Solid Waste Plan (adopted October 1988)
- Dane County Farmland Preservation Plan (adopted October 1981 as amended)
- Bicycle Transportation Plan (adopted August 2000)

DCRPC staff reviewed the Town of Springfield Comprehensive Plan before its original adoption in 2002 and identified that it did not conflict with adopted regional plans.

11. NORTH MENDOTA COMBINED COMMUNITIES COMPREHENSIVE PLAN

The Town of Springfield participated in the North Mendota Combined Community Comprehensive Plan. This cooperative planning effort, involving the Towns of Springfield of Westport, Village of Waunakee, and City of Middleton, addressed issues of concern to the region, such as the transportation impacts of the U.S. 12 expansion, the proposed North Mendota Parkway, and urban growth in Waunakee and Middleton. This planning process facilitated the Intergovernmental Agreement between the Town of Springfield and City of Middleton (described in Section 3, above), the Springfield Corners Neighborhood Plan, and a set of goals, objectives, and policies addressing regional issues such as land use, transportation, the environment, and community character. These goals, objectives, and policies may be obtained from the Town Clerk.

12. IMPORTANT STATE AGENCY JURISDICTIONS

The Wisconsin Department of Transportation's (WisDOT) District 1 office (Madison) serves the Town of Springfield and all of Dane County. The Town should continue to maintain good relations with District 1 as planning, congestion, and safety issues arise along the USH 12 corridor and STH 19 corridor. WisDOT plans are summarized in Chapter Five.

The Wisconsin Department of Natural Resources (WisDNR) provides service to the Town out of its South-central Wisconsin office located in Fitchburg.

There are no known conflicts between the plans and policies of these State agencies and the *Town of Springfield Comprehensive Plan*.

13. SCHOOL DISTRICT

Springfield residents are served mainly by the Middleton-Cross Plains Area School District and Waunakee Community School District. A very small portion of the Town is in the Sauk Prairie School District. The plans of these districts are presented in Chapter Six. There are no known conflicts between the *Town of Springfield Comprehensive Plan* and the plans of the affected school districts. Springfield's *Plan* advocates a controlled growth strategy in and around the Town.

B. INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES

Goal: Continue and build on mutually beneficial intergovernmental relations with surrounding and overlapping governments.

Objectives:

- a. Work with other local governments, Dane County, school districts, and state agencies on land use and community development issues of mutual concern.
- b. Use intergovernmental discussions to promote logical municipal boundaries, desirable land use patterns, and workable transportation solutions near community edges.
- c. Cooperate on service delivery and Urban Service Area planning with adjacent communities.
- d. Stay informed and participate in County-level transportation and growth management efforts.

Policies and Programs:

- a. Provide a copy of this *Comprehensive Plan* to all surrounding and overlapping government jurisdictions.
- b. Work to resolve any differences between the *Town of Springfield Comprehensive Plan* and plans of adjacent communities.
- c. Work with surrounding communities to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural uses.
- d. Consider pursuing a “Cooperative Plan” with the City of Middleton, following state statutory procedures, to provide greater legal weight to the recent Springfield-Middleton Intergovernmental Agreement.
- e. Continue working with the Village of Waunakee on an intergovernmental agreement, addressing boundary, land use, transportation, and service issues of mutual concern.
- f. Work with the City of Middleton and Village of Waunakee to discourage annexation of lands not in accordance with local and regional plans and agreements.
- g. Recognize adopted Urban Service Areas as locations for development to be provided with a full range of public services, including public sewer and water.
- h. Evaluate all proposed changes to Urban Service Areas against the recommendations of the *Town of Springfield Comprehensive Plan*, and participate in the regional review of all proposed Urban Service Area expansions.
- i. Promote consistent standards among local and county governments in the Highway 12 “image corridor” to assure that private development is of the same high quality regardless of the jurisdiction in which it is located.
- j. Consider joint services where consolidating, coordinating, or sharing services will result in better services or cost savings.
- k. Cooperate with other units of government on natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or cross governmental boundaries.
- l. Participate in the implementation of the regional goals, objectives, and policies agreed upon in the North Mendota Combined Community Comprehensive Plan process.

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CHAPTER TEN: IMPLEMENTATION

This final chapter of the *Town of Springfield Comprehensive Plan* provides a roadmap for specific actions necessary to fully implement the *Plan's* recommendations. This chapter generally does not cover day-to-day decisions. Instead, it identifies certain programs and larger actions that the Town may undertake over the next several years. These are listed in a stated sequence, as required under §66.1001, Wisconsin Statutes (i.e., “Smart Growth” legislation).

A. PLAN ADOPTION

The *Town of Springfield Comprehensive Plan* was adopted following procedures specified by Wisconsin’s “Smart Growth” legislation, the State’s Farmland Preservation Law, and Dane County’s procedures established under that law. The Town included all necessary elements for this *Plan* to meet all content requirements of these two laws. In addition, the Town met and exceeded all procedural requirements of the two laws. This included extensive public input throughout the process, a Town Plan Commission recommendation, distribution of the recommended *Plan* to affected local governments, a formal public hearing, and Town Board adoption of the *Plan* by ordinance. Because this *Plan* will serve as a component of the Dane County Farmland Preservation Plan, after Town adoption it was also forwarded to and approved by the County.

B. IMPLEMENTATION RECOMMENDATIONS

Table 13 provides a detailed list and timeline of the major actions that the Town should complete to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including County government and local property owners. Other Town government priorities, time constraints, and budget constraints may affect the completion of the recommended actions in the timeframes presented.

The table has three different columns of information, described as follows:

- *Category*: The list of recommended actions is divided into six different categories generally based on the different chapters of this *Plan*.
- *Program or Recommendation*: The second column lists the actual actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Town actions that might be included, for example, in an annual work program or as part of the annual budgeting process.
- *Implementation Timeframe*: The third column responds to the new State comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes are within the next 10 years (and not the full 20-year planning period), because the *Plan* will have to be updated by 2015.

Table 13: Recommended Implementation Actions

Category	Program or Recommendation	Implementation Timeframe
Agricultural, Natural, and Cultural Resources	1. Explore in greater detail a transfer of development rights program, particularly if adjacent municipalities agree to participate. If feasible, implement a TDR program to reinforce the objectives of this <i>Plan</i> .	2006-2010
	2. Continue to work with the County on programs to preserve farmland over the long term, such as purchase of development rights associated with Highway 12.	On-going
	3. Participate in County watershed planning and related water quality improvement efforts, particularly in the Pheasant Branch Creek and Marsh areas.	Ongoing
Land Use	1. Require submittal of a conceptual neighborhood plan or site plan before considering the rezoning of land to the appropriate development-based zoning district.	Ongoing
	2. Support creation of a County zoning district that allows for “exclusive” agricultural uses on lots <35 acres	On-going
	3. Implement the Town’s Growth Management Program.	2005 and beyond
Transportation	1. Continue to update and implement the Town’s Local Road Improvement Program.	Annually
	2. Participate in continuing discussion of intergovernmental agreements and intergovernmental plans for the potential North Mendota Parkway.	Ongoing
	3. Amend the Town driveway ordinance to include standards for shared driveways.	2006
	4. Consider a Town road impact fee for any new development projects that place a burden on or require the upgrading of Town roads.	2008-20010
Utilities and Community Facilities	1. Where their use is consistent with <i>Plan</i> objectives, require a special assessment where advanced pre-treatment waste disposal systems are proposed.	On-going
	2. Consider creation of a central Town park through use of park fees on new development and available grant programs.	2005-2008
	3. Acquire land for an expanded Town Hall and Garage to provide for future needs.	2005-2006
	4. Consider expansion of Town Hall and Garage.	2010-2015
	5. Cooperate with the County and State on any updates to building, mechanical, and housing codes.	On-going
Housing, Neighborhood, and Economic Development	1. As specified in Chapter Eight—Economic Development, follow standards for design of commercial development projects, including specific standards for wireless telecommunication facilities and mineral extraction operations.	On-going

Category	Program or Recommendation	Implementation Timeframe
	2. As specified in Chapter Seven—Housing and Neighborhood Development, follow the principles of conservation neighborhood design for new residential subdivisions with 10 lots or more, and development siting standards for all other developments.	On-going
	3. Consider use of Community Development Block Grant (CDBG) funds to help provide, maintain, and rehabilitate housing for all incomes and ages.	On-going
Intergovernmental Cooperation & Administration	1. Once adopted, provide a copy of this <i>Comprehensive Plan</i> amendment and all subsequent amendments to surrounding local governments, per Smart Growth requirements.	2005
	2. Work with surrounding communities and Dane County on intergovernmental agreements, studies, and plans associated with the potential North Mendota Parkway.	2006-2009
	3. Pursue a “Cooperative Plan” with the City of Middleton.	2006-2008
	4. Monitor the activities of adjacent towns in order to coordinate plans and provide for shared services, where appropriate.	On-going
	5. Adopt an intergovernmental agreement with the Village of Waunakee on growth management issues of mutual concern.	2005-2006
	6. Consider establishing subcommittees of the Town Board and Plan Commission to complete specific actions advised by this <i>Plan</i> and table, including a TDR program.	Ongoing
	7. Retain professional planning and engineering consultants to help review development proposals and administer the Growth Management Program.	2005-2006

C. PLAN MONITORING, AMENDMENTS, AND UPDATE

The Town should regularly evaluate its progress towards achieving the recommendations of the *Comprehensive Plan*, and amend and update the *Plan* as appropriate. This section suggests recommended criteria and procedures for using, monitoring, amending, and updating the *Plan*.

1. PLAN MONITORING AND USE

The Town Plan Commission should, on an annual basis, review its decisions on private development proposals over the previous year against the recommendations of this *Plan*. This will help keep the *Plan* a “living document.”

The Town should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. The Town makes the following decisions that should always be evaluated against the *Plan*:

- *Rezoning*: The Town Board and County Board have shared authority to approve, conditionally approve, or reject requested changes to the zoning of any property in the Town. Town Board action on a rezoning request is preceded by a recommendation of the Town Plan Commission. The Town requires submittal of a site plan or conceptual

- neighborhood development plan with all rezoning requests, per the design review ordinance. Erosion control and stormwater management plans may also be required. The Town will generally not approve speculative rezoning of lands in the absence of a specific development proposal and site plan.
- *Zoning Ordinance Text Amendments:* Changes to the text of the County zoning ordinance will be approved or rejected by the Town Board, following a recommendation by the Town Plan Commission. Dane County may not approve a zoning ordinance text amendment if a majority of town boards in the County reject that amendment.
 - *Conditional Use Permits:* The County Zoning and Natural Resources (ZNR) Committee has the authority to approve, conditionally approve, or reject requests for conditional use permits. Prior to ZNR Committee action, the Town Plan Commission will make a recommendation to the Town Board on a conditional use permit request, and the Town Board will make a recommendation to the ZNR Committee. The Town requires submission of a detailed site plan with all conditional use permit requests. Erosion control and stormwater management plans may also be required.
 - *Land Divisions and Subdivisions:* Both the Town and County review all proposed land divisions and subdivisions against the standards of their respective and independent subdivision regulations. At the Town level, the Town Board will act to approve, conditionally approve, or reject all requested land divisions and subdivisions, following a recommendation from the Town Plan Commission, and abiding by the Growth Management Program. Separate applications for both the Town and County reviews are required. Frequently, a request for land division or subdivision approval is submitted in tandem with a rezoning request. Erosion control and stormwater management plans may also be required. (The Town Board, following a recommendation by the Plan Commission and a formal public hearing, may approve changes to the text of the Town's subdivision ordinance.)
 - *Building and Zoning Permits:* Prior to the erection or remodeling of any non-farm building in the Town, the petitioner must obtain a building permit from the Town and a zoning permit from the County. Prior to issuance of a building permit for any new principal, non-farm building, the Town requires site plan and design review and approval of the proposed project. Site plan review is often accomplished through a previous rezoning or conditional use permit review process. Where not so required, the Plan Commission should have or be granted the authority to review site plans. Erosion control and stormwater management plans may also be required.
 - *Driveway Permits:* Prior to the issuance of a building or septic permit, the petitioner must obtain from the Town a driveway permit.
 - *Other Land Use Actions:* In general, the Town Board, following a recommendation from the Plan Commission, will take all other actions related to land use. These include amendments and updates to this *Plan*; annexations, incorporations, or consolidations affecting the Town; amendments to Urban Service Areas affecting the Town; and potential Town purchases or sales of land.

Before submitting a formal application to the Town and/or County for approval of any of the requests listed above, the Town urges petitioners to discuss the request conceptually and informally with the Town Plan Commission. Conceptual review almost always results in an improved development product and can save the petitioner time and money.

2. PLAN AMENDMENTS

Amendments to this *Comprehensive Plan* may be appropriate in the years following initial *Plan* adoption and in instances where the *Plan* becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the *Plan* maps or text. In general, the *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided.

Dane County is preparing County-level Comprehensive Plan. The Town should participate in this process, and amend its *Plan* as the Town desires to respond to County initiatives. Because of shared development review authority, it is very important that the Town and County essentially share the same plan for lands in the Town of Springfield.

To comply with the Town’s intergovernmental agreement with the City of Middleton, the Town agrees not make amendments or updates to this *Comprehensive Plan* affecting lands within certain areas near Middleton (see Chapter 9 for a description of these areas) unless the City agrees to that amendment or update in writing.

The State comprehensive planning law requires that the Town use the same basic process to amend, add to, or update the *Comprehensive Plan* as it used to initially adopt the *Plan*. This does not mean that new vision forums need to be held or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4) and Chapter 91, Wisconsin Statutes, need to be followed. Specifically, the Town should use the following procedure to amend, add to, or update the *Comprehensive Plan*:

- a. Either the Town Board or Plan Commission initiates the proposed Comprehensive Plan amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b. The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the plan amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c. The Town Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d. The Town Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission shall make a recommendation by resolution to the Town Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).
- e. The Town Clerk sends a copy of the recommended plan amendment (not the entire *Comprehensive Plan*) to all adjacent and surrounding government jurisdictions as required under Section 66.1001(4)b, Wisconsin Statutes. At this time, the recommended plan amendment should also be forwarded to Dane County Planning and Development Department staff for their informal review. These governments should have at least 30 days to review and comment on the recommended plan amendment.

- f. The Town Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Town Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g. The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed plan amendment into the *Comprehensive Plan* (see sample ordinance included in this *Comprehensive Plan*).
- h. Following the public hearing, the Town Board approves (or denies) the ordinance adopting the proposed plan amendment. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposed plan amendment.
- i. The Town Clerk sends a copy of the adopted ordinance and plan amendment (not the entire *Comprehensive Plan*) to all adjacent and surrounding government jurisdictions as required under Sections 66.1001(4)b and c, Wisconsin Statutes.
- j. The Town Clerk sends copies of the adopted plan amendment to the Dane County Planning and Development Department for incorporation in the Dane County Farmland Preservation Plan and/or County Comprehensive Plan.

3. PLAN UPDATE

The State comprehensive planning law requires that the *Comprehensive Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Further, on January 1, 2010, if a local unit of government has an official map, or subdivision or zoning ordinance, these documents will have to be consistent with locally-adopted comprehensive plans—including zoning and subdivision ordinances, annexations, and transportation improvements. Based on these two deadlines, the Town should complete a full update of its *Comprehensive Plan* before the year 2015 (i.e., ten years after 2005) at the latest. The Town should continue to monitor any changes to the language or interpretations of the State law over the next several years.

D. CONSISTENCY AMONG PLAN ELEMENTS

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the Comprehensive Plan shall be integrated and made consistent with the other elements of the Comprehensive Plan.” Preparing the various elements of the *Town of Springfield Comprehensive Plan* simultaneously has ensured that there are no known internal inconsistencies between the different elements of this *Plan*.

E. INTERPRETATION

The Town intends that this *Plan* should be interpreted reasonably to achieve the overall goals of the *Plan*, and not in a narrow or literal sense which frustrates or delays realization of its goals. If there is a question as to the interpretation of a provision of the *Plan*, the Town Board shall be empowered to adopt an interpretation of the *Plan* which shall resolve the issue and shall be appended to this *Plan*. The Town shall be the only body authorized to interpret this *Plan*.

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APPENDIX A: RURAL DEVELOPMENT GUIDELINES

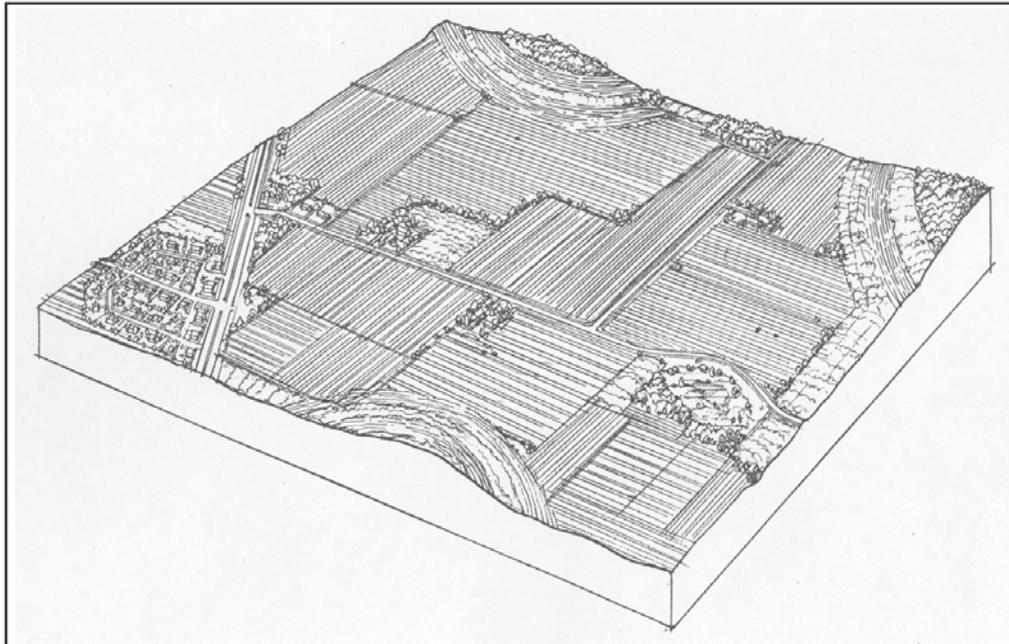
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EXISTING CHARACTER

Rural Development Guidelines

The Town of Springfield is characterized by three landscape personalities including Rolling Highland Agriculture (includes Waunakee Marsh), Hill Country, and Driftless Valleys. The Town is predominately a rural and agricultural landscape of cultivated, flat-to-rolling terrain with fertile soils and scattered farmsteads and woodlots. The impressive Waunakee Marsh has a presence in the northeast corner of the Town. A small portion of the Town's western edge contains the steeper terrain hills and driftless valleys.

Highway 12 bisects the Town and widely-separated county roads are organized on the sectional grid. The Town has four small rural communities, built at crossroads. The larger communities of Middleton and Waunakee border the Town to the south and east.



A "typical" section of land in Springfield

TOWN CHARACTER PRESERVATION PRINCIPLES

Rural Development Guidelines

The overall goals of the Rural Development are to:

- Preserve the existing agricultural character of the Town's landscape
- Preserve valuable farmland and productive agricultural areas
- Preserve wildlife habitat and remaining natural areas

Strategies to accomplish these goals are illustrated on the following pages. They focus on the careful siting of proposed development and sensitive treatment of the developed site (e.g., landscaping, driveway location). Applicable strategies should be used by the Town and property owners when considering development proposals in rural parts of the Town. In addition, the more detailed development policies in the Town of Springfield Comprehensive Plan (particularly "Housing and Neighborhood Development" chapter) will apply.

Example of the specific strategies illustrate on the following pages include:

- Minimize the loss of valuable farmable land
- Optimize the shape and configuration of farmable parcels
- Minimize visual impact of development from roadsides
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development
- Use new landscaping to screen and enhance development
- Minimize visual impact of development through sensitive home siting on hillsides
- Retain wooded areas
- Minimize number of driveways
- Integrate development with existing topography and vegetation pattern
- Mimic typical farmstead features for clusters of homes in open areas
- Guide new development to edge of existing developed areas
- Design new development in compact configurations



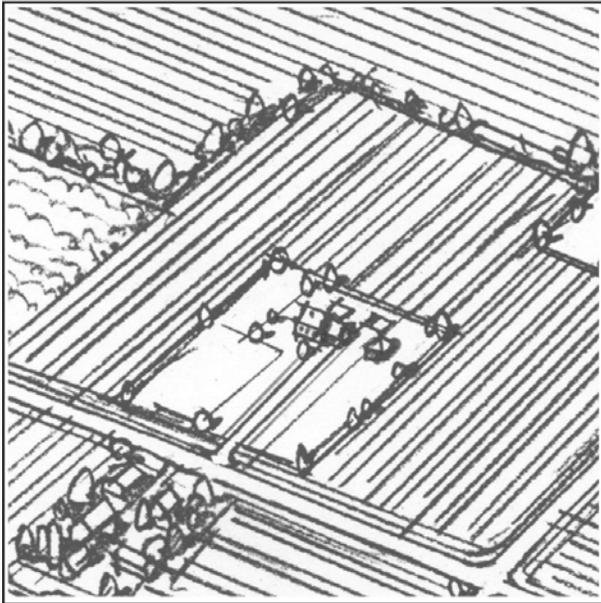
SINGLE LOT RESIDENTIAL

Rural Development Guidelines

The siting and treatment of a **single residential lot** in the Town's **agricultural preservation districts** will have an impact on valuable farmland and the existing visual character of the Town. Utilize the following strategies and "preferred" illustration below to guide proposed development in these situations.

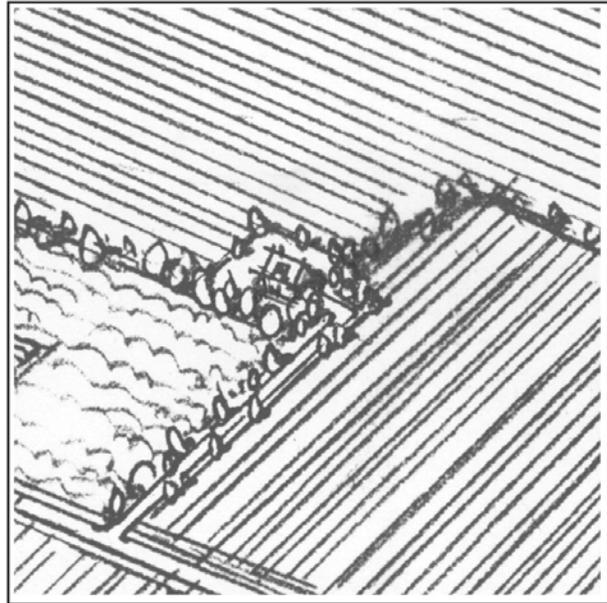
- Minimize loss of valuable farmable land
- Optimize the shape and configuration of farmable parcels
- Minimize visual impact of development from roadside
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development

Typical



- Large isolated lot
- Homes and outbuildings visible from roadside
- Fragmented farmland and wildlife habitat

Preferred



- Cohesive farm fields
- Homes and outbuildings set back from road
- Development located at edge of farmland
- Driveway located along fencerow
- Homes screened with existing vegetation or new landscaping



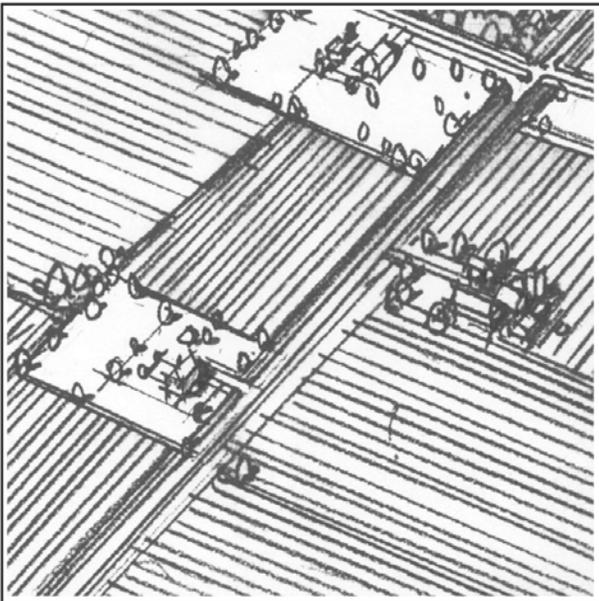
"HOMESTEAD ADDITION" RESIDENTIAL

Rural Development Guidelines

The siting and treatment of a **residential lot** being **added to an existing homestead** in the Town's agricultural preservation district will have an impact on valuable farmland and the existing visual character of the Town. Utilize the following strategies and "preferred" illustration below to guide proposed development.

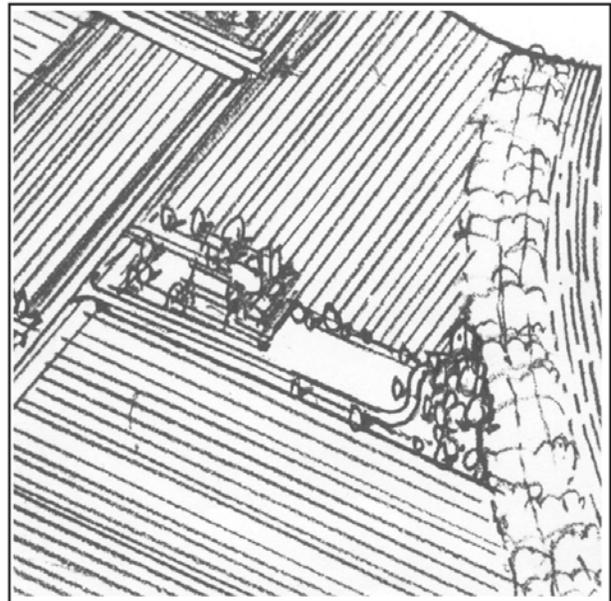
- Minimize loss of valuable farmable land
- Optimize shape and configuration of farmable parcels
- Minimize visual impact of development from roadside
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development
- Identify sites on the homestead

Typical



- Large isolated lot
- Development visible from roadside
- Fragmented farmland and wildlife habitat

Preferred



- Cohesive farm fields
- Homes set back from road
- Development located at edge of farmland
- Driveway located along fencerow
- Homes screened with existing vegetation or new landscaping

TOWN OF SPRINGFIELD



Growth Management Project
Dane County USH 12

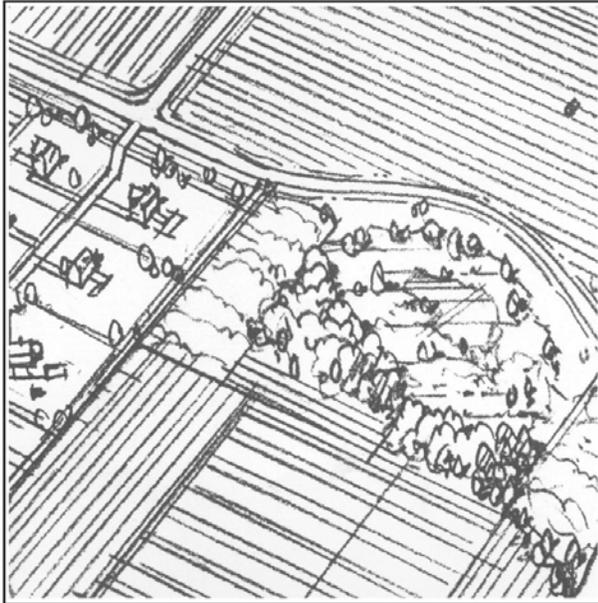
MULTIPLE LOT RESIDENTIAL (NATURAL FEATURE)

Rural Development Guidelines

Where allowed, the siting and treatment of **multiple residential lots** in the Town's **agricultural preservation districts** will have an impact on valuable farmland and the existing visual character of the Town. The following guidelines are based on the strategy of sensitive **integration with a natural feature** (woods, pond, etc.). Utilize the following strategies and "preferred" example below to guide proposed development.

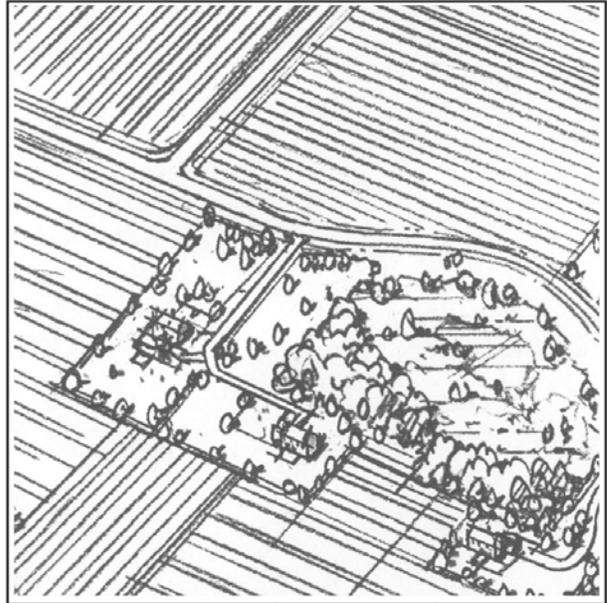
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development
- Minimize loss of valuable farmable land
- Optimize shape and configuration of farmable parcels
- Minimize visual impact of development from roadside

Typical



- Roadside lots
- Multiple driveways
- Development visible from roadside
- Fragmented farmland and wildlife habitat

Preferred



- Cohesive farm fields
- Homes set back from road
- Development located at edge of farmland and natural feature
- Shared driveway located along fencerow or natural feature
- Residence screened with existing vegetation or new landscaping

TOWN OF SPRINGFIELD



Growth Management Project
Dane County USH 12

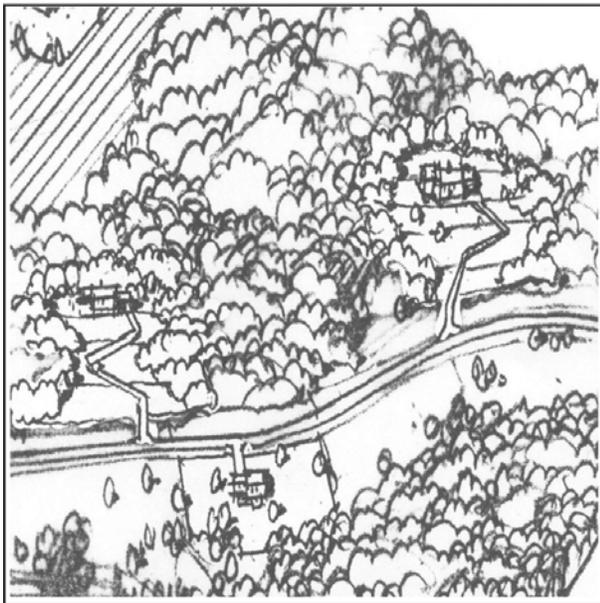
HILLSIDE RESIDENTIAL

Rural Development Guidelines

The siting and treatment of **residential lot(s)** on the Town's **hills and steep slopes** will have a substantial visual impact on the existing character of the Town. Utilize the following strategies and "preferred" example below to guide proposed residential development in these situations.

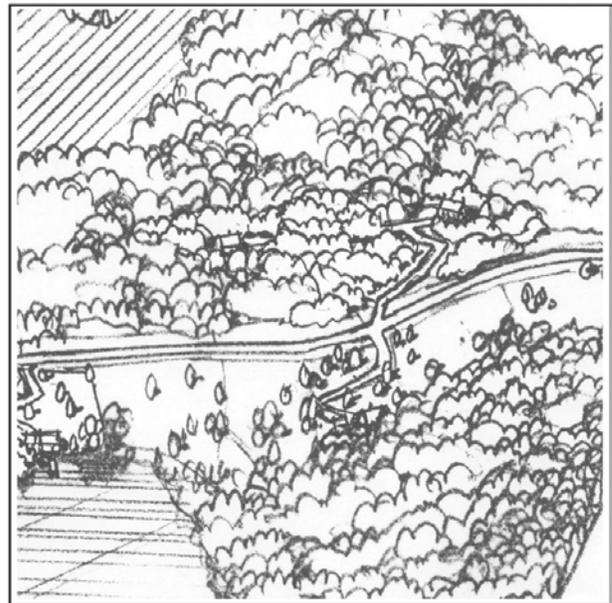
- Minimize visual impact from distance through sensitive hillside siting
- Minimize visual impact of homes from adjacent roadside
- Retain wooded areas
- Minimize number of driveways
- Use existing vegetation to screen new development
- Integrate development with existing topography and vegetation pattern

Typical



- Home built on exposed hilltop
- Multiple driveways, each serving a separate home
- Vegetation removed from hillside

Preferred



- Homes built on hillside, not hilltop
- Homes set back from road
- Development screened with existing vegetation or new landscaping
- Walls and roofs of structures blend with hillside
- Driveway shared by multiple residences
- Vegetation cleared only for drive, house and immediate yard
- Driveway configuration minimizes views of development

TOWN OF SPRINGFIELD



Growth Management Project
Dane County USH 12

MULTIPLE LOT RESIDENTIAL ("FARMSTEAD" OPTION)

Rural Development Guidelines

The siting and treatment of **multiple residential lots** in the Town's **agricultural lands** will have an impact on valuable farmland and the existing visual character of the Town. The following guidelines are **modeled after a typical farmstead building arrangement**. Utilize the following strategies and "preferred" example below to guide proposed development in these situations.

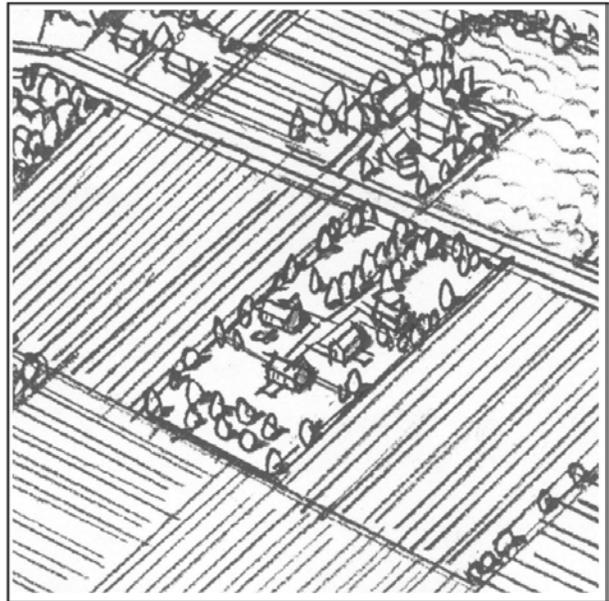
- Mimic typical farmstead
 - Clustered buildings
 - Single shared drive
 - Fence rows and formal landscaping
- Minimize loss of valuable farmable land
- Optimize shape and configuration of farmable parcels

Typical



- Roadside lots with all homes visible from roadside
- Multiple driveways

Preferred



- Residences clustered in the form of a typical Springfield farmstead
- Shared driveway (Tree-lined)
- Development set back from road
- Residences screened with new "farmstead" vegetation
- Cohesive farm fields
- Fence rows define parcels and developed area

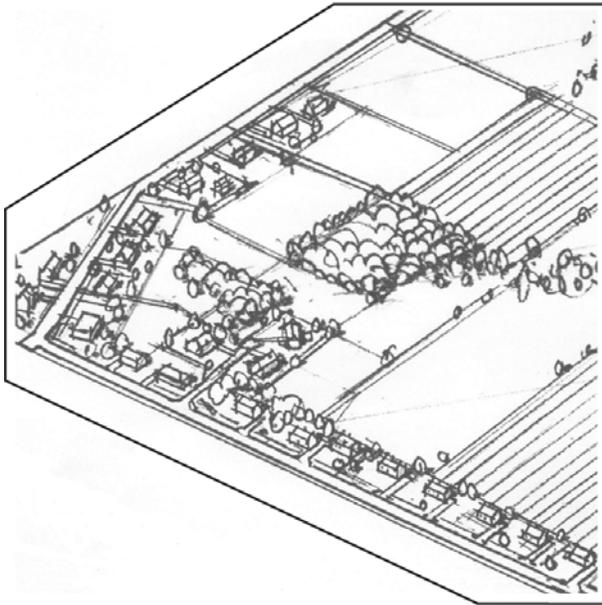
RURAL COMMUNITY EDGE RESIDENTIAL

Rural Development Guidelines

The siting and treatment of **multiple residential lots on the edge of the Town's rural communities** (e.g., Martinsville, Springfield Corners) will have an impact on valuable farmland and the existing visual character of the Town. Utilize the following strategies and case study below to guide proposed development.

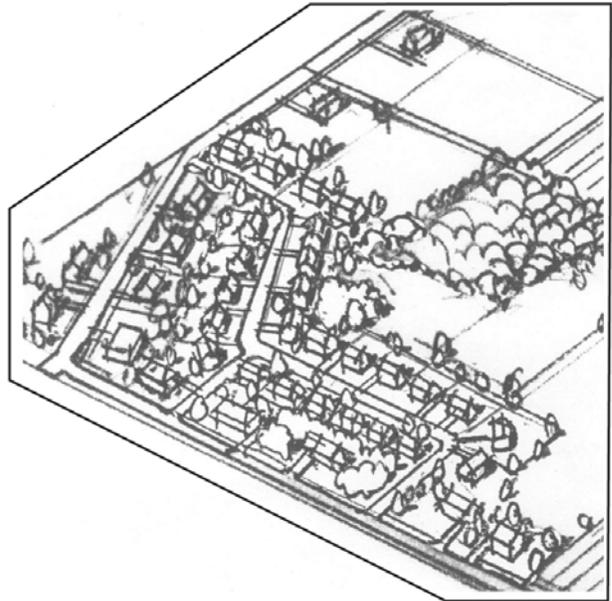
- Concentrate new development in existing developed area
- Avoid endless strips of houses on sides of roads
- Make wise use of deep parcels
- Emphasize connectivity of road system for future

Typical



- Larger scattered lots arranged on individual cul-de-sacs
- Development extends into farming areas
- Fragmented farmland and wildlife habitat
- Lack of connection to larger community

Preferred



- Integrated network of streets or local roads
- Compact lot arrangement
- Well-defined development edge
- Cohesive farm fields remain

TOWN OF SPRINGFIELD



Growth Management Project
Dane County USH 12

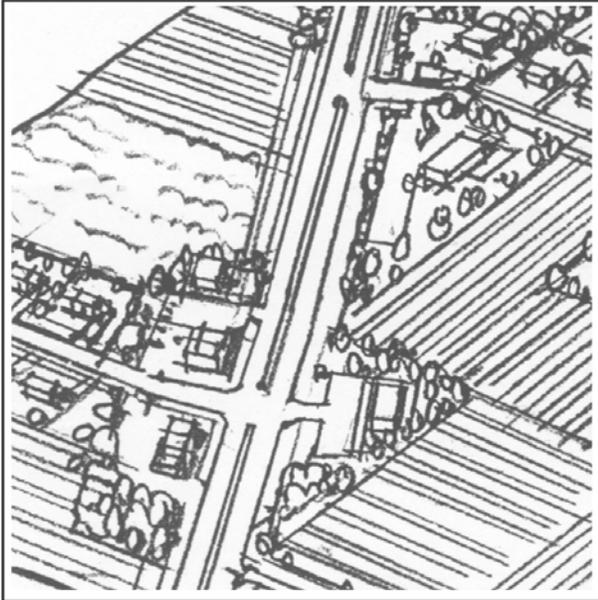
COMMERCIAL

Rural Development Guidelines

The siting and treatment of **commercial lots** will have an impact on the existing visual character of the Town. Utilize the following strategies and "preferred" illustration below to guide proposed commercial development where allowed under the Town's comprehensive plan (e.g., Springfield Corners).

- Follow historic pattern for siting of commercial uses
- Minimize visual impact of parking areas
- Minimize signage
- Create safe access strategies
- Stress use of quality materials

Typical



- Development strung out along major roads
- Multiple access drives
- Parking on road side of establishment
- Competing large signage

Preferred



- Location at and orientation towards crossroad intersections
- Clustered development
- Coordinated access and parking
- Parking at rear and side
- Signage integrated with building

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APPENDIX B: REGIONAL GOALS, OBJECTIVES, AND POLICIES

Regional Goals, Objectives, and Policies

Through the North Mendota Combined Communities Comprehensive Plan, the Town of Springfield worked with the Town of Westport, Village of Waunakee, and City of Middleton on a set of goals, objectives, and policies to represent regional aspirations. The following represents recommendations under all nine elements required by Wisconsin's Smart Growth legislation. The Town's goals, objectives, and policies in previous sections of this *Plan* are consistent with these for the region.

1. HOUSING

Goals:

- a. Provide a range of housing opportunities in the North Mendota communities, where appropriate, that meets existing and forecasted needs of persons of all income levels and age groups and persons with special needs.
- b. Promote and maintain quality neighborhoods that offer residents of the North Mendota Communities an exceptional quality of life.
- c. Discourage housing that contributes to patterns of urban sprawl.

Objectives and Policies:

- a. Encourage housing developers to integrate a variety of housing styles and affordability levels into their residential subdivisions and other housing developments.
- b. Preserve and rehabilitate the existing stock of affordable housing.
- c. Encourage neighborhood design that promotes social interaction and pedestrian access.
- d. Encourage the location of housing in areas that are readily accessible to schools, parks, and neighborhood business districts, where appropriate.
- e. In rural areas, utilize "conservation subdivision" principles to maintain the rural character of the countryside and preserve open space.
- f. Encourage Traditional Neighborhood Developments (TND's) that foster a sense of neighborhood and community.
- g. Link the approval of new housing developments to the availability of infrastructure (including streets, schools, and utilities) to serve the housing.
- h. Discourage non-farm housing on land with Group I and II agricultural soil (as defined by the Dane County Land Conservation Department's Land Evaluation System) in the North Mendota communities. Guide rural housing to lands that are less suitable for farming, generally, Group III-VIII soils.
- i. Explore the possibility of land trusts and other programs and methods for ensuring the lasting availability of affordable housing.

2. TRANSPORTATION

Goal 1: Address the region's transportation needs without encouraging development.

Objectives and Policies:

- a. Control development adjacent to roadways.
 1. Limit new access points onto county and state trunk highways.
 2. Ensure that parcels adjacent to roadways, particularly near interchanges and major intersections, are appropriately zoned for the desired land use.
 3. Investigate funding sources for purchase of land or development rights on key parcels.
 4. Evaluate other legal means for achieving this objective, such as securing open space easements.
- b. Develop and maintain a network of roads and streets
 1. Discourage regional routes from severing local streets that link residents to neighborhoods and farmers to their fields.
 2. Encourage short, local trips to take place on the local road network instead of relying on regional highways, which should be geared to carrying through traffic.
 3. Officially map necessary transportation corridors.

Goal 2: Plan transportation systems in a long-term, comprehensive manner instead of relying on short-term solutions.

Objectives and Policies:

- a. Identify and protect from development future transportation corridors through official mapping and compatible zoning.
- b. Consider the potential land use implications of transportation investment decisions, as well as the impacts of land development proposals on the existing and planned transportation network.
- c. Mitigate environmental, economic and traffic consequences of improvements to the transportation system, including the potential development of a North Mendota Parkway.
- d. Support short-term improvements that ameliorate unsafe conditions at particular intersections, with an eye toward long-term solutions and conditions that are anticipated to exist in the future.
- e. Identify a timeframe for making improvements to the area's transportation system.
- f. Take advantage of existing land features in future transportation planning.

Goal 3: Promote multi-modal transportation planning, not just auto-oriented.

Objectives and Policies:

- a. Encourage the development of alternative transportation to reduce demands on road systems and incentives to use ride sharing, electric and fuel-efficient cars, and an expanded bus system.
- b. Identify and promote transportation systems for persons with disabilities.
- c. Highways:

1. Support and facilitate the concept of a “North Mendota Parkway corridor” that minimizes regional traffic impacts on neighborhoods, environmentally sensitive areas, and productive farmland.
 2. Ensure that development of a “North Mendota Parkway” does not discourage the growth in use of alternative transportation.
 3. Support improvements to current standards to the extent practical when repaving or reconstructing local roads.
- d. Bicycle/Pedestrian accommodations:
1. Create safe and convenient bicycle routes serving both commuters and recreational riders.
 2. Include bike lanes on regional roadways, including County Trunk Highways K, M and Q and popular municipal “urban escape routes,” such as Pheasant Branch Road.
 3. Support development of a regional trail system along at least one environmental corridor, connecting the communities and key parcels of recreational land north of Lake Mendota.
 4. Encourage developers of medium and high-density residential areas to include sidewalks in their subdivisions.
 5. Explore the feasibility of establishing a pedestrian ferry service across Lake Mendota, connecting Westport with downtown Madison.
 6. Refer to Dane County’s and local municipal adopted bicycle plans for additional, specific recommendations.
- e. Public transit:
1. Encourage the development of inter-city bus service.
 2. Identify appropriate locations for park & ride lots that maximize the convenience of transferring between the private vehicle and public transit service.
 3. Support the region’s Transport 2020 study that is evaluating the future of the existing rail corridor that connects Waunakee, Westport, and Madison.
- f. Aviation:
1. Support the City of Middleton’s efforts to develop a small, municipal airport serving the general aviation needs of the west side of the metropolitan area.
 2. Support the development of the Waunakee airport, serving smaller aviation needs on the west side of the metropolitan area.

Goal 4: Manage the transportation system to address traffic volumes, safety, and congestion.

Objectives and Policies:

- a. Support measures to facilitate the flow of traffic on congested roadways while providing opportunities for safe access from side streets and driveways.
- b. Monitor the activities and proposals of the Madison Area Metropolitan Planning Organization and the County Highway and Transportation Department.

3. UTILITIES AND COMMUNITY FACILITIES

Goal, Parkland: Provide an integrated park and open space plan to link the communities in the region.

Objectives:

- a. Ensure that park areas will be accessible throughout the region via trails or sidewalks.
- b. Size and develop parkland for a variety of uses and users.
- c. Ensure that park facilities and permanent, public open space are accessible to every resident in the region.
- d. Address open space separately from parkland.

Policies:

- a. Combine public facilities with parkland, wherever possible.
- b. Establish a separate definition for open space, and include these sites on community plans.
- c. Include an analysis of parkland impacts with all new development.
- d. Evaluate development proposals on a regional basis, not just for the community, to determine impact on the region's park facilities.
- e. Try to site and size facilities for use by adjacent communities.
- f. Include connections by trail, sidewalk and roadway between park facilities.
- g. Site and develop new parks and recreational facilities, incorporating the location of existing parks and recreational facilities in the region.
- h. Coordinate trail developments among local jurisdictions to allow for easier connections between communities.

Goal, Shared Services between Communities: Ensure that services keep up with growth.

Objectives:

- a. Coordinate service levels with adjacent communities.
- b. Identify and minimize the impact of development on existing services.
- c. Coordinate the planning, construction and maintenance of new and existing infrastructure between communities, when appropriate.

Policies:

- a. Evaluate the potential for shared facilities in large capital projects.
- b. Coordinate bidding and construction projects for improved efficiency.
- c. Share Capital Improvement Plans with adjacent communities to identify potential coordinated projects (i.e. roads, stormwater management, signage).
- d. Complete regional flood protection and stormwater management plans and apply these to development proposals.

- e. Evaluate and discuss the demand for services and infrastructure in potential growth areas and determine which jurisdiction is best suited to provide services to those areas.

4. AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Goal, Agricultural Resources: Limit the loss of agricultural land, and preserve its value for agricultural use in the future.

Objectives:

- a. Coordinate service levels with adjacent communities.
- b. Locate new development in a manner that preserves large areas of farmland.
- c. Maximize preservation of family farms.
- d. Preserve large farm acreages.
- e. Minimize loss of agricultural lands.
- f. Limit growth impacts on farmland.
- g. Control farmland runoff to prevent soil erosion.
- h. Encourage cooperation between municipalities in desirable and smart growth, where warranted.

Policies:

- a. Consider a multi-jurisdictional purchase of development rights program for farmland preservation.
- b. Limit development to areas that are not prime farmland through zoning and cooperative land use plans.
- c. Encourage clear, objective methods for evaluating development proposals on agricultural land.
- d. Work with the County, UW-Extension, and other organizations to control soil erosion and explore preventative measures for soil conservation.

5. NATURAL RESOURCES

Goal: Protect valuable natural resources within the region.

Objectives:

- a. Protect, restore and manage water resources, including shorelands, wetlands, stream corridors and groundwater.
- b. Limit impacts of development on wildlife, particularly endangered species.
- c. Limit loss of designated natural areas.
- d. Protect sensitive wildlife habitat areas, environmentally sensitive areas, and forests.
- e. When evaluating new development proposals, consider scenic view preservation and other special landscape features.
- f. Identify appropriate areas for non-metallic mineral extraction operations.

Policies:

- a. Require submittal of a conceptual plan for all proposed development detailing impacts on natural resources and plans for protection and/or restoration of those resources.
- b. Consider the impact of development on natural resources when making any land use decisions.
- c. Implement and enforce effective ordinances to protect natural resources.
- d. Designate sensitive groundwater areas and avoid intensive development within these areas.
- e. Protect groundwater quality, enforcing regulations governing overconcentration of animals.
- f. Consider acquisition of open space and natural areas.

6. CULTURAL RESOURCES

Goal: Promote preservation of cultural resources in the area.

Objectives:

- a. Identify and protect unique historical and archeological areas within the area.
- b. Recognize that the character of the area is defined by a wide variety of historical and archeological elements, ranging from urban to rural.
- c. Recognize that historic and archeological resources play a role in the economy and quality of life in the area.

Policies:

- a. Promote the screening of new development with topography and vegetation.
- b. Encourage new development forms that are compatible with existing, historical development.
- c. Support local community festivals and events, which celebrate local heritage and traditions.
- d. Enforce local historic preservation ordinances.
- e. Work with historic preservation groups on continuing to catalog historic areas.

7. ECONOMIC DEVELOPMENT

Goals:

- a. Promote the development of balanced communities with sufficient commercial, industrial, residential and open spaces to meet the needs of existing and future residents.
- b. Maintain healthy and economically viable downtown business districts in Middleton and Waunakee that reflect a “small town” atmosphere.
- c. Attract businesses and industries that are compatible with the character of the communities and do not adversely impact the environment.

Objectives and Policies:

- a. Encourage the location of industries within planned business parks.
- b. Maintain an inventory of fully serviced lots in business parks that will enable the North Mendota Communities to attract high quality businesses.
- c. Offer a variety of types of business and commercial park settings.
- d. Continue to promote programs to enhance the downtown business districts through design guidelines, preservation of historic structures, streetscape enhancements, and programs that promote locally-owned specialty businesses.
- e. Identify economic development programs at the County, regional, and State level to assist with the economic development goals, objectives and policies of the North Mendota communities.
- f. Encourage the development of smaller neighborhood-oriented businesses within walking distance of surrounding residences.
- g. Adopt strong “green building” standards to require commercial and industrial developers to implement the most recent innovations in building design and landscaping to protect the environment.
- h. Implement appropriate land use tools along major transportation corridors, interchanges, access points, and arterial entrances, in order to control commercial development at these key locations.
- i. Discourage “big box” retailers that would have the effect of undermining existing business districts. This policy should not eliminate the potential for “big box” retailers, but would rather control their location and character.
- j. Promote the development of under-utilized and environmentally contaminated sites.
- k. Seek out economic assistance grants and investigate other financial incentives and grants for the utilization of environmentally contaminated sites.

8. INTERGOVERNMENTAL COOPERATION

Goal 1: Promote intergovernmental cooperation among the North Mendota communities.

Objectives:

- a. Encourage general cooperation between local governments through intergovernmental meetings and on-going dialogue
- b. Coordinate planning and policy with adjacent governmental units, as well as County, State and regional governmental and policy bodies.

Policies:

- a. Continue to promote continuity and resolve differences among the plans of the North Mendota communities, while respecting unique differences between the communities.
- b. Work with surrounding communities, the County, and State agencies to encourage an orderly, efficient land use pattern.
- c. Promote consistent zoning standards among the North Mendota communities.

- d. Consider providing joint services and facilities, promoting conservation of resources and enabling cost savings among the jurisdictions.
- e. Pursue further formal intergovernmental agreements for planning and shared services, and continue to update existing agreements.

Goal 2: Include educational institutions in planning reviews in their evaluation and siting.

Objectives:

- a. Identify impacts of development on educational institutions.
- b. Involve relevant educational institutions in plan reviews.
- c. Maximize the cooperative use of existing facilities with educational institutions.

Policies:

- a. Include a local educational institution contact on all project staff reviews.
- b. Identify local educational institution contacts for local government interaction.
- c. Include educational institution locations in all development application forms.
- d. Complete a development impact analysis with the local school districts to inform the general public of the actual costs of development.
- e. Consider school district boundaries in review of developments.
- f. Evaluate opportunities for shared use of facilities.
- g. Coordinate siting of future school facilities between local governments and educational institutions as part of the land use planning process.
- h. Include an impact analysis on existing infrastructure when siting future school facilities.
- i. Incorporate the potential for additional demand on existing community facilities, as well as a need for new facilities (i.e. schools), when siting developments.
- j. Connect community facilities by trail facilities, wherever appropriate.
- k. Encourage the set-aside of property to be used as a community facility (i.e. school) where appropriate when planning for land use.

9. LAND USE

Goal, Growth Management: Guide the type, location, size and timing of development within the region.

Objectives:

- a. Incorporate potential regional as well as local impacts into development analyses.
- b. Plan for new residential development in the region.
- c. Create common guidelines for development in all four communities.
- d. Coordinate development to create new neighborhoods containing housing, recreation and employment.

- e. Coordinate development to create specific housing, agricultural, recreational and commercial areas in the region.
- f. Maintain the character of existing neighborhoods.

Policies:

- a. Locate industrial lands on the land use plan and limit industrial development to those areas.
- b. Describe a maximum number of residential subdivisions approved annually for each community.
- c. Create a multi-jurisdictional review format for development on community boundaries.
- d. Control sprawl by enforcing urban service boundaries and minimizing road expansions.
- e. Promote development in the region that is diverse, sustainable, and compatible with the region.
- f. Consider major transportation corridors when evaluating growth-related decisions, including policies to control growth along those corridors.
- g. Encourage the development and maintenance of different types of housing (see the Housing goals, objectives and policies for additional recommendations).
- h. Approve development projects that include housing at different levels of affordability (see the Housing goals, objectives and policies for additional recommendations).

Goal, Land Use Design: Influence the overall design and character of development in the region.

Objectives:

- a. Establish a set of design criteria for all commercial and industrial development and include these in the local ordinances.
- b. Maintain scenic vistas and open spaces in the region.
- c. Establish policies that maintain, protect or enhance the region's community identity.
- d. Discourage, prevent and eliminate spot zoning.

Policies:

- a. Encourage appropriate development patterns consistent with each community based on the available utility systems and land characteristics.
 - 1. For urban areas, an infill development pattern will be encouraged.
 - 2. For rural areas, clustered developments and conservation subdivisions will be encouraged.
- b. Consider the Lake Mendota Priority Watershed in analysis of new development.
- c. Evaluate development proposals on a community and regional basis, not individually, to determine impact on the community and region.
- d. Review commercial and industrial projects for location, design and scale appropriate to the community and surroundings.

Goal, Regional Identity Preservation: Encourage land use patterns that preserve, protect and enhance the quality of life that defines the region's communities.

Objectives:

- a. Identify and maintain long-term agricultural and open space uses.
- b. Coordinate development patterns to reinforce the overall rural character of the region.
- c. Limited expansion of urban service boundaries.

Policies:

- a. Create and adopt codes and ordinances to maintain the rural nature of designated areas of the region.
- b. Evaluate requests for rustic road designation on local highways where appropriate.
- c. Designate and maintain existing rural roads as routes for local residential and agricultural traffic, discouraging their use as regional commuting corridors.