



Town of Springfield Comprehensive Plan 2019

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TABLE OF CONTENTS

CHAPTER ONE: VISION AND OPPORTUNITIES.....	6
A. Introduction	7
B. A Snapshot of Springfield.....	7
C. Purpose and Planning Area	9
D. The Town’s Vision.....	9
E. A Summary of This Comprehensive Plan	11
F. Population Trends and Forecasts	13
G. Age and Gender of Population	14
H. Educational and Income Levels.....	14
I. Household Trends and Forecasts	15
J. Labor Force and Employment Trends and Forecasts	15
K. Employment Forecasting.....	16
 CHAPTER TWO: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES.....	 18
A. Agricultural Resource Inventory	19
B. Agricultural Resource Goal, Objectives, and Policies.....	22
C. Agricultural Preservation Programs.....	22
D. Natural Resource Inventory	26
E. Natural Resource Goal, Objectives, and Policies	32
F. Natural Resource Programs.....	33
G. Cultural Resource Inventory and Visual Character Analysis	34
H. Cultural Resource Goal, Objectives, and Policies	37
I. Cultural Resource Program.....	38
 CHAPTER THREE: LAND USE	 41
A. Existing Land Use	42
B. Land Use Goal, Objectives, and General Policies.....	46
C. Future Land Use Recommendations.....	48
 CHAPTER FOUR: TRANSPORTATION, UTILITIES, AND COMMUNITY FACILITIES	 61
A. Existing Transportation Network.....	62

B. Review of State and Regional Transportation Plans.....	67
C. Transportation Goal, Objectives, and Policies	75
D. Transportation Programs	76
E. Existing Utilities and Community Facilities	79
F. Utilities and Community Facilities Goal, Objectives, and Policies	89
G. Utilities and Community Facilities Programs.....	90
 CHAPTER FIVE: HOUSING AND ECONOMIC DEVELOPMENT.....	95
A. Existing Housing Framework	96
B. Housing Goal, Objectives, and Policies.....	98
C. Housing Program	99
D. Economic Development Framework.....	100
E. Economic Development Goal, Objectives, and Policies	103
F. Economic Development Program.....	103
 CHAPTER SIX: INTERGOVERNMENTAL COOPERATION.....	107
A. Existing Regional Planning Framework.....	108
B. Intergovernmental Cooperation Goal, Objectives, and Policies.....	115
C. Intergovernmental Cooperation Program	116
 CHAPTER SEVEN: IMPLEMENTATION	117
A. Plan Adoption.....	118
B. Implementation Recommendations	118
C. Priority Projects	120
D. Plan Monitoring, Amendments, and Update	122
 APPENDIX A: RURAL DEVELOPMENT GUIDELINES	126
 APPENDIX B: PLAN APPROVAL ORDINANCES	135

TABLE OF GRAPHICS

Map 1: Jurisdictional Boundaries.....	8
Figure 1: Population Trends.....	13
Figure 2: DOA Population Forecast for Town.....	13
Figure 3: Age and Gender Statistics, 2010	14
Figure 4: Housing and Household Characteristics, 2010.....	15
Figure 5: DOA Household Projections for the Town of Springfield.....	15
Figure 6: Occupation of Employed Residents, Town of Springfield.....	16
Figure 7: Top Employers in Dane County.....	17
Figure 8: Projected Top Industries in South Central Wisconsin, 2016-2026.....	17
Map 2: Soil Suitability for Agriculture.....	21
Map 3: Small Lot (sub-35 acre) Parcels Zoned Exclusive Agriculture in 2015	25
Map 4: Natural Features and Building Constraints.....	27
Figure 9: Threatened and Endangered Species and Habitats in the Town of Springfield.....	31
Map 5: Visual Character Analysis	40
Figure 10: Town of Springfield Existing Land Use, 2010	42
Map 6: Existing Land Use (2010)	43
Figure 11: New Lots Created, Town of Springfield, 2001-2018.....	44
Figure 12: Permits Issued for New Home Construction, Springfield, 2001-2018	44
Figure 13: Projected Rural Residential Land Use Demand, From 2015 Forward	45
Figure 14: Town of Springfield Future Land Use Presented on Map 7	49
Map 7: Future Land Use	50
Map 8: Springfield Corners Conceptual Neighborhood Plan	51
Figure 15: Agricultural Preservation Area Purpose and Policies	52
Figure 16: Agricultural Transition Area Purpose and Policies	55
Figure 17: Rural Neighborhood Area Purpose and Policies	56
Figure 18: Town Activity Center Purpose and Policies	58
Figure 19: Conservancy Area Purpose and Policies.....	60
Map 9: Morey Field Layout and Municipal Boundaries.....	65
Map 10: WisDOT Preferred Interchange Alternative, Springfield Corners Area.....	72
Map 11: WisDOT Preferred Interchange Alternative, Kick-A-Boo/Meffert Area.....	73
Map 12: WisDOT Preferred Interchange Alternative, Highway K Area	74
Map 13: North Mendota Parkway Alignments from 2010 Intergovernmental Study	75
Map 14: Soil Suitability for On-Site Wastewater Treatment Systems	81
Map 15: ATC Badger-Coulee Line Alignment through Springfield Area	86

Figure 20: Utilities and Community Facilities Timetable.....	94
Figure 21: Housing Units by Structure, 2000 - 2013	96
Figure 22: Housing Stock Characteristics, 2010	96
Figure 23: Percentage of Total Springfield Housing Stock Constructed per Decade	97
Figure 24: Town of Springfield Checklist for Proposed High Intensity Rural Uses (HIRUs).....	105
Map 16: Town of Springfield / City of Middleton Intergovernmental Agreement Map	110
Map 17: City of Middleton Northwest Quadrant Plan Map	111
Map 18: Dane County Farmland Preservation Map.....	113
Map 19: North Mendota FUDA Recommended Scenario	114
Figure 25: Annual Benchmarks in Achieving Comprehensive Plan Goals	119
Figure 26: Comprehensive Plan Priority Programs	121

CHAPTER ONE: VISION AND OPPORTUNITIES

A. INTRODUCTION

This Vision and Opportunities chapter provides an overview of the Town and the purpose of this *Comprehensive Plan*. It also provides the Town's vision for future preservation and development that forms the foundation for the remainder of the *Plan*. This chapter then summarizes the remainder of the *Plan*, and supplies information, trends, and forecasts of population, households, and employment, to understand the changes taking place in Springfield.

B. A SNAPSHOT OF SPRINGFIELD

The Town of Springfield, located in northwestern Dane County, is predominately a farming community.

Residents enjoy the rural atmosphere of the Town. The large number of active farms, gently rolling topography, and carefully sited homes contribute to its rural character. Water resources—such as small lakes found in the northwest part of the Town, Pheasant Branch and Dorn Creeks, and the Waunakee Marsh—add rural, scenic feel. Most 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 neighborhood area the Town's southwest corner. Rural business development has been focused in Springfield Corners and more recently near the southeast corner of the Town, with the other development areas predominately occupied by single family homes.

While farming remains the primary economic activity in Springfield, most residents leave the Town on a daily basis for work and shopping. The Town has experienced modest housing growth over the past decade or so, and there will be continued pressure for residential development over the next decade. This will be driven by the Town's appealing rural landscape; its location minutes from jobs, shopping, activities, and schools in Madison, Middleton, and Waunakee; and continued improvements to the highway network including Highways 12 and 19. Without careful planning and management, unchecked growth could erode the Town's rural character and conflict with farming and natural resource preservation.

Town of Springfield Comprehensive Plan

Jurisdictional Boundaries

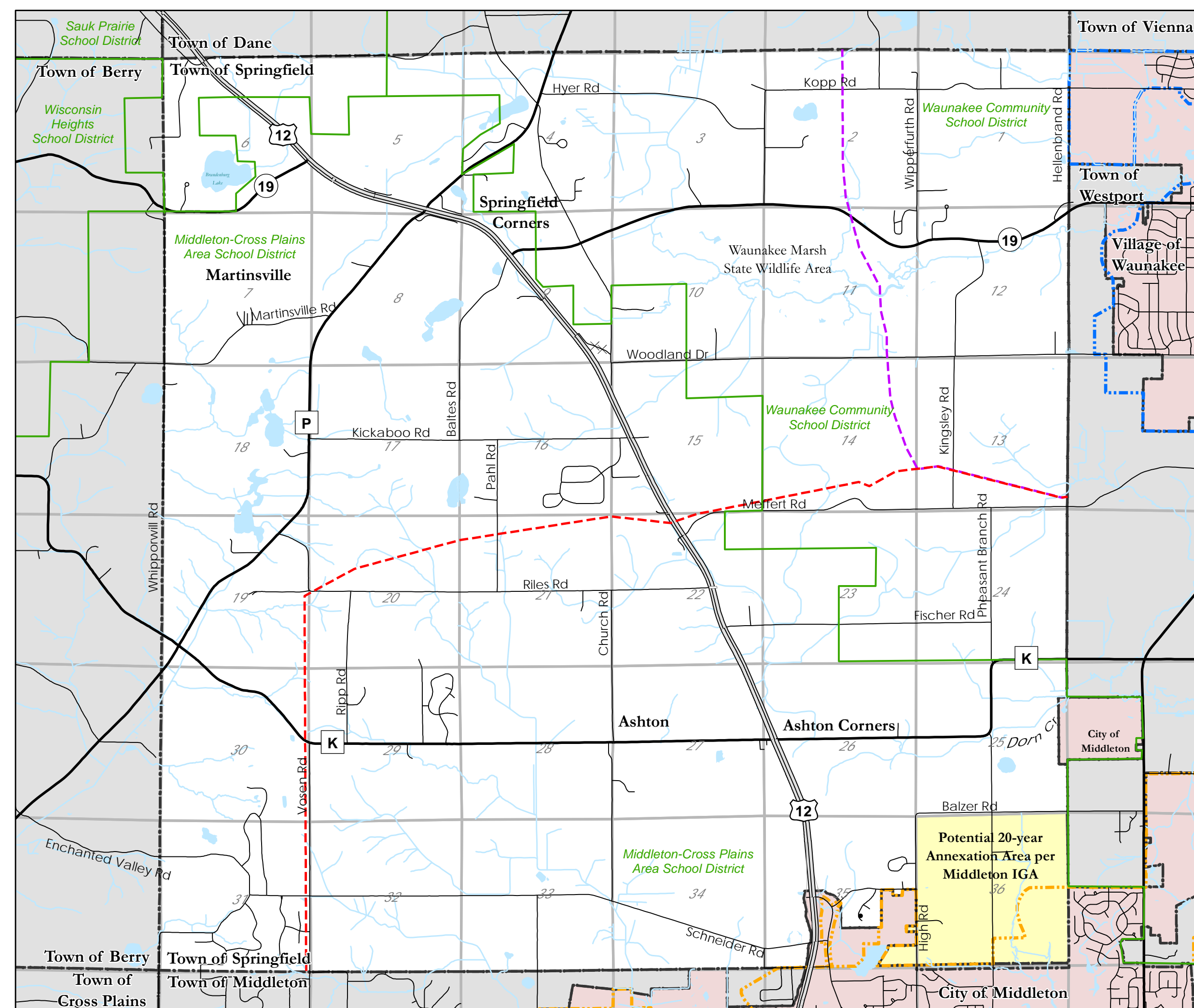
- Local Road
- Middleton Extraterritorial Jurisdiction Boundary
- Waunakee Extraterritorial Jurisdiction Boundary
- Central Urban Service Area (Jan. 2019)
- Waunakee Urban Service Area (Jan. 2019)
- Potential 20-year Annexation/Urban Service Area
- School District Boundaries
- Municipal Boundaries (Aug. 2018)
- State or County Highway
- Local Road
- Sections & Numbers

0 1,500 3,000 6,000 Feet

Date: January 15, 2019

Sources: MDROffers Consulting, Strand Associates, Dane County LIO, and CARPC

Town of
SPRINGFIELD



C. PURPOSE AND PLANNING AREA

This *Town of Springfield Comprehensive Plan* is intended as the Town's guide for growth, development, and preservation over the next 10 to 20 years. The *Plan* covers the nine elements required under Wisconsin's comprehensive planning law. More than just a land use plan, this *Comprehensive Plan* provides the Town's policies and initiatives related to farmland preservation, natural resource protection, recreation, transportation, housing, economic development, intergovernmental relations, and other factors that affect the Town's future.

The planning area for this *Comprehensive Plan* covers all land within the Town, which encompasses just under 36 square miles. 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 to the west, the Town of Dane to the north, and the Town of Middleton to the south (see Map 1).

Portions of the Town are also within the extraterritorial jurisdictions of the Village of Waunakee and the City of Middleton. Within their extraterritorial jurisdictions, these municipalities have the right under Wisconsin Statutes to do land use planning, land division review, official mapping for future roads and other public facilities, and extraterritorial zoning if also approved by the Town.

State and County agencies also play an important role in the future of the Town. The Wisconsin Department of Transportation's (WisDOT) policies and plans for Highways 12 and 19 affect the Town and its residents. The County manages County highways and parks; conducts farmland preservation planning; regulates erosion control, stormwater management, manure management, farmland preservation planning; and administers shoreland, shoreland-wetland, and floodplain zoning regulations.



Dane County had general zoning and land division regulatory authority in Springfield until 2017 when the Springfield Town Board adopted a Town Zoning ordinance under 2015 Wisconsin Act 178 (Section 60.23(34) of Wisconsin Statutes).

D. THE TOWN'S VISION

As an early part of the *Plan* and plan-making process, the Town established a vision statement, which should be understood as:

- A presentation of how the Town wishes to look, feel, and be perceived.
- An inspirational and positive view of Springfield and its future that allows the community to explore its opportunities.

- A platform for the Town to take advantage of its assets and opportunities.
- A broad framework around which to build more detailed strategies and initiatives, including those in this *Comprehensive Plan*.

Springfield's vision statement is presented below. The vision statement is elaborated through a set of guiding principles, which form the basis for the organization of the remainder of this *Plan* and a tool for evaluation of community performance. Springfield's vision and guiding principles should be widely disseminated, understood, and accepted.

The Town of Springfield's Vision

With its fertile land and star-filled skies, the Town of Springfield is dedicated to promoting and enhancing our agricultural economy and rural lifestyle. Springfield...

- Supports diversified forms of agriculture and agricultural technologies, including large-scale production, livestock operations, and smaller and organic operations.
- Participates in regional efforts to preserve watersheds and other efforts to support environmental sustainability.
- Encourages rural businesses in planned locations to enhance tax base, support residents, and provide services to farmers.
- Enables residential development in limited areas and densities to protect the Town's rural character.
- Provides a rural level of services and infrastructure to its residents and businesses to manage property taxes.
- Supports highway projects that are consistent with its vision and help direct through traffic away from Town roads.
- Cooperates with neighboring and overlapping governments and agencies to advance its vision and contribute to the success of the region.

E. A SUMMARY OF THIS COMPREHENSIVE PLAN

The Town of Springfield has a rich agricultural heritage, good farmland in large blocks, and a commitment to long-term agricultural preservation. The vast majority of the Town is planned as an “Agricultural Preservation Area.” Within these areas, the Town seeks to maximize farmland preservation and generally limit the number of houses to a maximum density of one home per 35 acres.

Even lower densities may be achieved by landowner choice, or through the transfer of development rights away from Agricultural Preservation Area. This may be accomplished under the Town’s Transfer of Development Rights (TDR) program. The TDR program enables transfers to planned Rural Neighborhood Areas and Town Activity Centers, to smaller lots in the Agricultural Preservation Area created before Town adoption of exclusive agricultural zoning, and from “farm-to-farm” where the preservation of better agricultural lands would be advanced. This *Plan* and program rules adopted by the Town Board provide detail on the Town’s TDR program.

Owing to its proximity to Madison and major highways, the Town has a relatively diverse land use pattern, including agriculture, mineral extraction, natural areas, rural residential subdivisions and home sites, and business development.

Business development is focused in particular along Highway 12—at Springfield Corners, Ashton Corners, and the southern edge of the Town. The Town anticipates this pattern to continue, in accordance with a future land use map and the policies that guide zoning and other decisions in different parts of the Town. WisDOT’s plans to convert Highway 12 to a freeway and intergovernmental agreements and actions will also influence this pattern.

The Town’s future land use map includes several different types and areas of future land use. Large areas for continued agricultural preservation are envisioned throughout the Town, particularly away from existing concentrations of non-farm development. One notable exception is along Highway 12 near the Highway 19 and P intersections (including Springfield Corners), where the Town encourages a range of different rural development types according to a more detailed plan and design standards included within this Plan. Commercial development—aside from farm-based and home-based businesses—is planned in a few other areas. Additional residential (subdivision) development is generally envisioned in and around areas of existing subdivisions via the TDR program. The southeast corner of the Town is designated for future urban development per an intergovernmental agreement with the City of Middleton.



Through this *Comprehensive Plan*, the Town identifies a set of programs or initiatives for potential implementation over the next several years. The Town's implementation priorities include the following.

- Accelerate the Town's Transfer of Development Rights (TDR) Program
- Support Continued Diversification of Springfield's Agricultural Base
- Advocate Upgrades to Highway 19
- Advocate Town Interests in Implementation of USH 12 Freeway Conversion Project
- Stage Community Facility Investments Based on Need and Budget
- Reevaluate the Town's Parkland Fee, in Conjunction with Town Park Investigation
- Implement Clear and Consistent Standards for "High Intensity Rural Uses"

F. POPULATION TRENDS AND FORECASTS

The Town's population was basically flat between 2000 and 2010—totaling 2,734 residents by 2010. Nearby villages and cities grew significantly during the same period. Dane County as a whole grew by 14.4% and the State of Wisconsin by 6.0%.

The Town's 2018 population estimate, provided by the Wisconsin Department of Administration (DOA), was 2,909 residents. This suggests a 175 person or 6.4% increase since 2010. Of this 175 person increase, the DOA estimates that 158 are aged 18 or greater, which suggests that the Town's population influx is largely empty nesters and/or the children of many existing residents are now adults.

Figure 1: Population Trends

	1970	1980	1990	2000	2010	2000-2010 Population Change	2000-2010 Percent Change
Town of Springfield	1,947	2,379	2,650	2,762	2,734	-28	-.01%
Town of Dane	894	945	921	968	990	+22	2.3%
Town of Berry	896	1,116	1,098	1,084	1,127	+43	3.9%
Town of Roxbury	1,427	1,491	1,536	1,700	1,794	+94	5.5%
City of Middleton	8,246	11,848	13,785	15,770	17,422	+1,652	10.5%
Town of Middleton	2,028	2,598	3,628	4,594	5,877	+1,283	27.9%
Village of Waunakee	2,181	3,866	5,897	8,995	12,097	+3,102	34.5%
Dane County	290,272	323,545	367,085	426,526	488,073	+61,547	14.4%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,686,986	+323,311	6.0%

Sources: U.S Census of Population and Housing, 1970, 1980, 1990, 2000, 2010.

When it made its last projections in 2013, DOA forecasted a Town population hovering around 2,800 residents for the foreseeable future, which based on recent population estimates may be low. Actual future population will depend on market conditions, attitudes toward growth, farming viability, and development regulations. This does not factor in any future residential development on lands currently in Springfield, but annexed into the City of Middleton or perhaps the Village of Waunakee.

Figure 2: DOA Population Forecast for Town

	2015	2020	2025	2030	2035	2040
Town of Springfield	2,755	2,785	2,810	2,830	2,815	2,790

Source: Wisconsin Department of Administration, 2013

Due to Springfield's location at the edge of growing urban communities, population in the area of the Town will continue to grow, and some of that growth may be because of City of Middleton and perhaps Village of Waunakee annexation of lands in the Town of Springfield at time of writing.

G. AGE AND GENDER OF POPULATION

Trends in age distribution factor into future demand for housing, schools, park and recreational facilities and the provision of social services.

Figure 3: Age and Gender Statistics, 2010

	Town of Springfield	Town of Roxbury	Town of Berry	Town of Dane	Dane County	State of Wisconsin
Median Age	44.5	43.9	42.6	49.4	34.4	38.5
% under 18	24.7%	25.0%	23.7%	18.5%	21.7%	23.6%
% over 65	11.1%	12.9%	14.0%	14.6%	10.3%	13.7%
% Female	47.5%	48%	45.8%	50.4%	50.5%	50.4%

Source: U.S. Census of Population and Housing, 2010

In 2010, Springfield's median age was comparable to nearby "Highway 12" towns but older than that of Dane County. The percentage of the Town's population aged 18 and under was comparable to that of nearby towns, the County, and the State. The percentage of the Town's population that was aged 65 and older was slightly lower than that for nearby Towns and the State, but similar to that of Dane County.

Nationwide trends reflect this aging population. The median age in Springfield rose from 25.4 in 1980, 37.9 in 2000, to 44.5 in 2010. With prolonged life expectancy and declining birth rates, the median age will likely continue to rise.

H. EDUCATIONAL AND INCOME LEVELS

According to the 2010 U.S. 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).

The 2009 median household income in Springfield was \$68,663.

Based on income tax returns filed in 2012 the adjusted gross income per tax return for Springfield residents was \$84,250. For comparison, the adjusted gross income per tax return for all residents in Dane County was \$61,470; for residents in the Town of Berry, \$64,350; and for residents in the Town of Roxbury, \$72,780. 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.

The Census no longer reports local statistics on farm income. County level data on farm income is from the Department of Agriculture's Farm Census. Average farm income in Dane County in 2012 was \$40,580, which was down from 2007's average of \$48,134.

I. HOUSEHOLD TRENDS AND FORECASTS

The Town's average household size was similar to that of the Town of Roxbury, but larger than those of the Town of Berry, Dane County, and the State. Coupled with information about the age of the Town's population, this data suggests households in Springfield are comprised largely of parents with older children at home or who have themselves become adults (or sometimes both!).

Figure 4: Housing and Household Characteristics, 2010

	Town of Springfield	Town of Berry	Town of Roxbury	Dane County	Wisconsin
Total Housing Units	1,040	494	806	216,022	2,624,358
Total Households	1,014	472	663	203,750	2,279,768
Household Size	2.7	2.39	2.71	2.33	2.43
% single-person households	15.3%	19.5%	15.1%	30.5%	28.2%
% with householder age 65 and over	20.9%	23.3%	23.8%	17.6%	24.0%

Source: U.S. Census of Population and Housing, 2010

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, to 2.86 in 2000, and to 2.70 in 2010. The average household size in Dane County in 2010 was 2.33, down from 2.37 in 2000 and 2.46 in 1990. The Dane County average is heavily influenced by small households in Madison.

In projections made in 2014, DOA anticipated growth of just under 100 new households in the Town of Springfield through 2040. The expected continuation of smaller households is what results in the DOA's flat population projections for the Town, reported earlier.

Figure 5: DOA Household Projections for the Town of Springfield

	2010 Census	2020	2025	2030	2035	2040
Households	1,014	1,065	1,084	1,102	1,107	1,104
Household Size	2.70	2.62	2.59	2.57	2.54	2.53

Source: Wisconsin Department of Administration, 2014

J. 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 the 2010 Census, 2,094 Springfield residents aged 16 and older were employed out of a potential labor force of 2,734.

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

According to 2010 Census data, 12.6% of employed Springfield residents were employed in the agricultural sector. Most employed Springfield residents commute to non-farm jobs in nearby cities and villages. Over one-half of employed Springfield residents worked in the City of Madison alone, with 11.9% employed in Middleton and 4.4% in Waunakee.

Most employed Town residents work in professional services, retail/wholesale trade, or manufacturing jobs.

Figure 6: Occupation of Employed Residents, Town of Springfield

Occupational Group	Percentage of Labor Force
Professional Services	11.4
Retail/Wholesale Trade	7.8
Manufacturing	13.3
Ag/Forestry/Fishing/Mining	12.6
Construction	6.7
Finance, Insurance, Real Estate	8.9
Transportation/Warehousing	1.8
Public Administration	5.2
Educational/Health/Social	21.2
Information	1.9
Arts/Entertainment/Recreation	5.4
Other Services	3.1

Source: U.S. Census of Population and Housing, 2010

Unemployment in Springfield is low. According to the Wisconsin Department of Workforce Development, the unemployment rate for Dane County in October 2018 was 2.1%. Census data for 2010 indicated that 2.9% of the Town of Springfield's population was unemployed.

K. EMPLOYMENT FORECASTING

The Town of Springfield is not an employment center and does not anticipate growing to become one. The Town's intent is to stay an agricultural community, with development focused on housing and businesses in limited areas that are not job-intensive.

Many Town residents work in various locations around Dane County. For this reason, Figure 7 lists top employers in Dane County. Each company on this list employs more than 1,000 people.

Figure 7: Top Employers in Dane County

Establishment	Service or Product
University of Wisconsin – Madison	Colleges and universities
University of Wisconsin Hospitals	General medical and surgical hospitals
Epic Systems Corporation	Software publishers
American Family Mutual Insurance Co.	Insurance Agencies and Brokerages
WPS Health Insurance Co.	Insurance Agencies and Brokerages
UnityPoint Health at Home	Home Health Care Services
Meriter UnityPoint Health	General medical and surgical hospitals
SSM Health St. Mary's Hospital	General medical and surgical hospitals
Covance Laboratories	Research and Development in Biotechnology
Madison Area Technical College	Junior colleges
CUNA Mutual	Insurance Agencies and Brokerages
State of Wisconsin	Executive and legislative offices, combined
William S. Middleton Memorial VA Hospital	General medical and surgical hospitals
SubZero Inc.	Major Household Appliance Manufacturing

Source: Wisconsin Department of Workforce Development via Infogroup national database, 2017

Forecasting employment growth for Town establishments alone is difficult. Given the Town's economic ties to the broader region, projections for Dane County and south central Wisconsin are reported. Figure 8 shows industry projections for south central Wisconsin. Based on this information, the industries with the highest projected job growth in 2026 will be in Professional and Business Services and Leisure and Hospitality. (Office of Economic Advisors, Wisconsin Department of Workforce Development December 2018).

Figure 8: Projected Top Industries in South Central Wisconsin, 2016-2026

Industry	New Jobs Projected, 2016-2026	% Increase from 2016
Professional and Business Services	9,890	17.70
Leisure and Hospitality	7,560	15.60
Information	2,230	13.10
Education and Health Services	11,620	10.30
Self-Employed	2,370	10.00
Natural Resources and Mining	610	9.90

Source: Wisconsin Department of Workforce Development, December 2018

CHAPTER TWO: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter of the *Town of Springfield Comprehensive Plan* contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future preservation and use of agricultural, natural, and cultural resources. This chapter does not directly address the use of natural resources for recreational purposes (instead see Chapter Four—Transportation, Utilities, and Community Facilities).

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. 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, the Town supports agriculture as a significant land use activity for the indefinite future.

1. CHARACTER OF FARMING

Farming is the Town's primary economic activity. The Town is characterized by corn/soybean and dairy farms in particular.

Municipal level data on agriculture is no longer tracked; instead, data from the County level serves as a window to the nature of the farming. Dane County's top commodities are milk, grain, cattle/calves, nursery/greenhouse products, and hogs/pigs. According to the 2013-2017 American Community Survey, 187 people were employed in agriculture sector jobs in the Town and the median yearly income from agriculture-related jobs was \$23,875.

Farms are generally growing larger, with fewer operators. Per the Census of Agriculture, the average acreage of a farm in Dane County in 2012 was 183 acres, a 14% increase in size from 2007. There were 2,749 farm operators in Dane County in 2012, a 17% decrease from 2007. Dane County led the State in the market value of agricultural products sold, with an average of \$171,533 of products sold per farm, a 21% increase from 2007. Dane County led the State in the number of acres planted in corn for grain, is second statewide for soybeans, and third for corn grown for silage. Farming-related expenses per farm averaged about \$145,698 in 2012, up 43% from 2007. Given that the average size of a farm has increased, an increase in both market value of agricultural products and production costs stands to reason. Still, the average net cash farm income earned by the average Dane County farm operator was \$40,580 in 2012, down from 2007's average by almost 16%. The average Dane County farm received \$7,031 in government subsidies in 2012, up 29% since 2007.

Given the economics of farming, an increasing number of farm operators rely on income earned off the farm to help keep the farming operation viable. In Dane County, 53% of farm operators had off-farm employment in 2012 that supplemented their agricultural endeavors.

Farming is also an aging occupation. In 2012, the average age of County farm operators was 57.7, and increase from 53.1 in 1997.

2. LOCATION OF FARMLAND

According to the Capital Area Regional Planning Commission (CARPC), just under 70% of land in Springfield was used for agricultural purposes in 2010. Agricultural lands are not concentrated in any one part of the Town. Nearly all of this land has been designated in the “Agricultural Preservation Area” category in Town plans and is zoned 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*. There were 9,827 acres classified as Prime Farmland in a 2005 analysis of lands in the Town of Springfield.

“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. Approximately 43% of all soils in Springfield are in Groups I or II (34% of soils are in Group I).

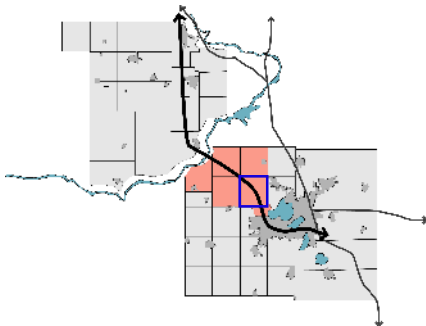
Soil suitability for agriculture is depicted in Map 2 of this *Comprehensive Plan*, and in Map 58: Land Evaluation Classification, in the North Mendota FUDA Environmental Conditions Report.

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 Three – Land Use of this *Comprehensive Plan*.

	Group I & II Agricultural Soils*
	Group III-IV Agricultural Soils*
	Group V-VIII Agricultural Soils*

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

³ 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.



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



B. AGRICULTURAL RESOURCE GOAL, OBJECTIVES, AND POLICIES

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

Objectives:

1. Preserve productive farmlands for continued agricultural use.
2. Encourage development of different forms of agriculture, from large production agriculture to small and organic farms.
3. Limit the amount and guide the placement of housing and other non-agricultural uses in planned agricultural areas.
4. Support appropriate opportunities for farmers to obtain non-farm income from farm parcels.

Policies:

1. Plan most of the Town as Agricultural Preservation Area, with most of those lands zoned Exclusive Agriculture.
2. Limit the number of houses and certain other types of non-farm development in the Agricultural Preservation Area by following a one home per 35-acre residential density policy, or equivalent, as described in more detail in Chapter Three—Land Use.
3. Direct new subdivisions and other major non-agricultural developments away from the Agricultural Preservation Area to the extent consistent with Town zoning rules and the density policy.
4. Guide placement of homes and driveways in the Agricultural Preservation Area to less productive soils and the edges of fields, described in more detail in Chapter Three—Land Use.
5. Where consistent with “1 home per 35 acres” policy, promote the clustering (grouping) of homesites, and smaller lots (e.g., 1 to 3 acres) in Agricultural Preservation Areas.
6. Protect the rights of farmers by requiring that “right to farm” language be included in all new residential subdivision plats. See the Rural Neighborhood Area policies in Figure 17 for the language.
7. Allow on-farm processing, home occupations, and farm family businesses on farm parcels to supplement farming income, following allowable uses and standards in the Zoning ordinance.
8. Support transfer of development rights, farmland preservation tax credits, use value assessments, reform in federal farm laws, and other programs that encourage the continued use of land for farming.

C. AGRICULTURAL PRESERVATION PROGRAMS

1. IMPLEMENT THE TOWN’S TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM

The Town has established a voluntary Transfer of Development Rights (TDR) Program as a key component of its agricultural preservation and growth management strategy. TDR

program criteria is in the separate Town's TDR rules and procedures document adopted and amended from time to time by the Town Board. The Town intends to conduct a formal review of the goals and progress of its TDR program no later than July 1, 2023, and every five years thereafter, and may alter, augment, or repeal the program based on such reviews.

The TDR program specifies that developers of residential land in the Town Activity Center, Rural Neighborhood Area, Agricultural Transition Area, and certain parts of the Agricultural Preservation Area ("TDR receiving areas," as described in Figure 15 in Chapter Three – Land Use) contribute to the conservation of land in the Agricultural Preservation Area ("TDR sending areas"), unless such developers elect not to exceed "1 per 35" densities described elsewhere in this *Plan*. With this choice, the TDR program is voluntary to developers with TDR receiving areas. When reviewing subdivision plats or certified survey maps (CSMs) that would create new lots within the Town Activity Center, Rural Neighborhood Area, Agricultural Transition Area, and certain parts of the Agricultural Preservation Area, where the number of proposed lots is above what a 1 dwelling unit per 35 acre standard would otherwise allow, the Town will require the developer to contribute to the permanent conservation of land elsewhere within the Agricultural Preservation Area by:

- a. **The developer acquiring development rights directly from a willing land owner(s) in the Agricultural Preservation Area.** The required development rights transfer ratios and point systems shall be in accordance with the Town's implementing TDR rules and procedures document. The parcel in the Agricultural Preservation Area must have at least the required number of unused development rights to transfer under the Town's density policy and density map, which is on file with the Town Clerk. The developer may consult with the Town Clerk to learn about land owners in the Agricultural Preservation Area who may be interested in selling development rights. The program is entirely voluntary for property owners within the Agricultural Preservation Area.
- b. **The developer recording (or working with a land owner to record) a deed restriction (notice) or agricultural conservation easement on the appropriate "sending area" parcel in the Agricultural Preservation Area, prior to the receiving area land being authorized for development under the TDR program.** Each such restriction or easement is a legal commitment to restrict the use of the parcel to farming and open space uses, plus any remaining "splits" consistent with the Town's "1 dwelling unit per 35 acres" policy. The Town will require the recording of the deed restriction or agricultural conservation easement as a condition of rezoning, plat, and/or CSM approval. The Town shall approve the format and language of the restriction or easement, shall be designated as a holder of all easements, and shall be provided a copy of the recorded restriction or easement before the Town will authorize the construction of housing in the TDR receiving area.

2. SUPPORT CONTINUED DIVERSIFICATION OF SPRINGFIELD'S AGRICULTURAL BASE

Springfield has historically been home to numerous productive farms of various sizes, crop specialties, and ownerships. As the data presented earlier in this chapter suggests, larger farms have become increasingly prevalent. These farms will continue to form the backbone of agriculture in the Town for the foreseeable future. Still, the Town supports diversification and strengthening of the local agricultural base.

The Town supports on-site processing and sales of products grown or raised on the farm. These activities may include waste product processing, food production and packaging, and retail and tourism outlets selling and celebrating products grown or raised on-site. Most of these types of uses are allowed in the Exclusive Agriculture zoning district; some may require rezoning to the Agricultural Enterprise district.

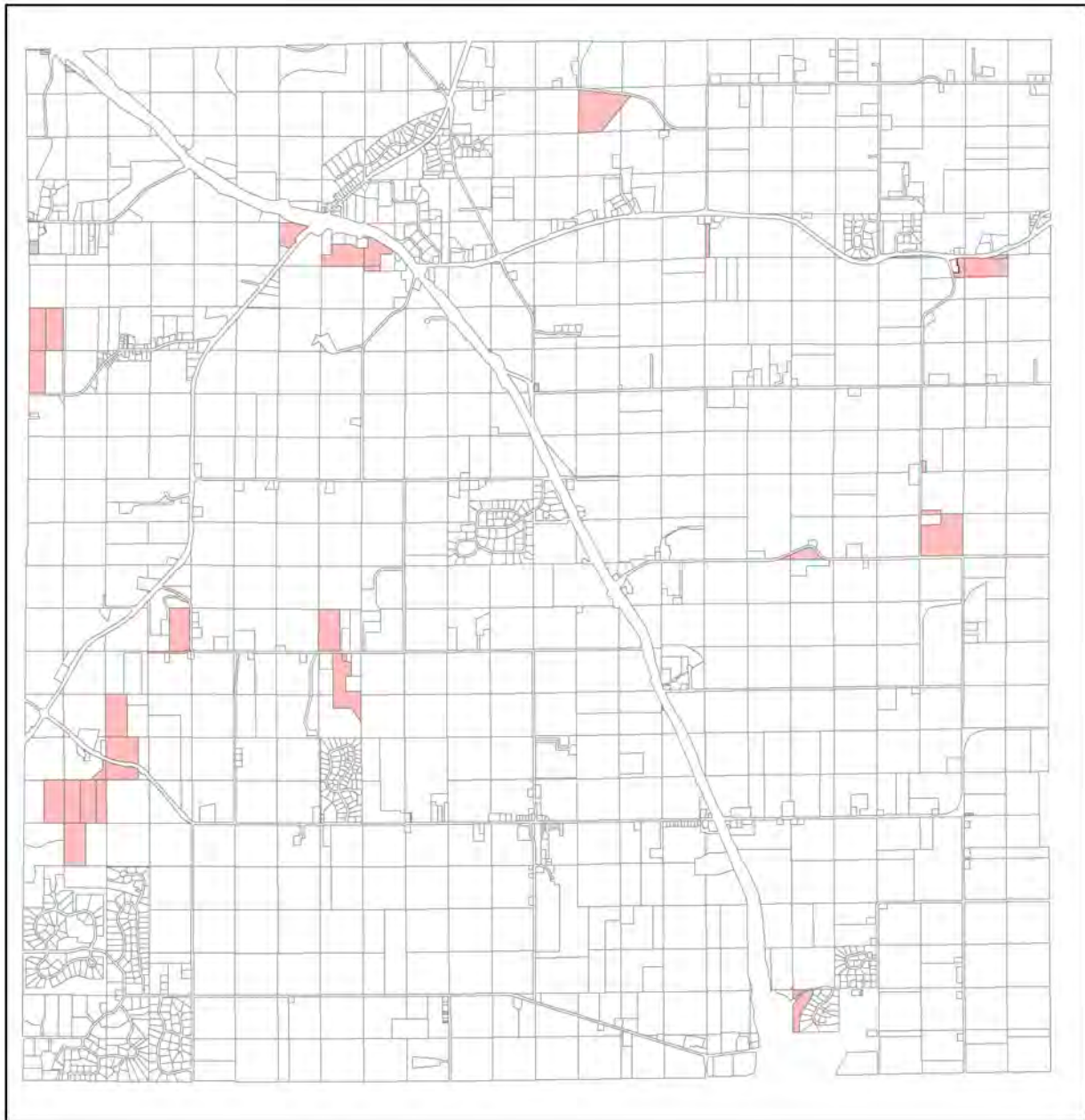
The Town also supports the continued growth of organic farming in Springfield. There is ever-increasing demand for local and/or organic food products—in Wisconsin and especially in the Dane County area. Wisconsin is well positioned to continue to supply this growing demand. As of 2015, Wisconsin was home to just over 1,100 organic farms, second only to California. Wisconsin also ranked third in the nation in the number of vegetable farms. Wisconsin is also home to the largest cooperative of organic farmers in the nation—the Cooperative Regions of Organic Producer Pools, which markets products under the Organic Valley label. On average, organic farmers are younger than their conventional counterparts and typically have prior experience in farming, often on conventional farms.

The USDA certifies land as through certifying agencies. Without USDA certification, farmers cannot refer to their products as organic. Land must be free from use of prohibited substances such as synthetic chemicals, irradiation, the use of sewage sludge, and genetically modified organisms for three years prior to receiving organic certification. High nitrate and atrazine levels can also be a hindrance to those wishing to transition from conventional to organic agriculture. Pesticide drift and runoff from nearby non-organic lands can jeopardize organic crops and USDA Organic certification. Organic farms adjacent to non-organic lands often plant buffer zones at property lines to as a way to combat these type of migration issues. Promoting the clustering of organic operations in certain parts of the Town may also be a means to site organic farms in the best locations. A spatial analysis is one recommended way of identifying optimal lands. If such an analysis is completed, factors should include historic lack of runoff issues, low atrazine and nitrate rates, and distance from operations using large amounts of chemicals.

Land area needed for an organic farm varies and depends on the type of farm is established, but small organic tracts are often viable. For instance, the Organic Agriculture in Wisconsin: 2012 Status Report states that 75% of Wisconsin organic vegetable growers farm on less than 12 acres. The 2012 Census of Agriculture indicated that 89% of all Wisconsin organic producers lived on the farm premises, suggesting that an adjoining house is often an asset.

To grow organic farming in Springfield, the Town will work to address organic parcel size and farmstead needs and help limit geographic constraints to organic certification. The Town has many small agricultural parcels, which provide a suitable location for small organic farms (see Map 3). The Town normally allows one home on such parcels—more if activated as a TDR receiving area.

Map 3: Small Lot (sub-35 acre) Parcels Zoned Exclusive Agriculture in 2015



D. NATURAL RESOURCE INVENTORY

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.

In addition to Map 4: Natural Features and Building Constraints, this section references maps found in the North Mendota Future Urban Development Area (FUDA) study, in particular its Environmental Conditions Report.

1. LANDFORMS/TOPOGRAPHY

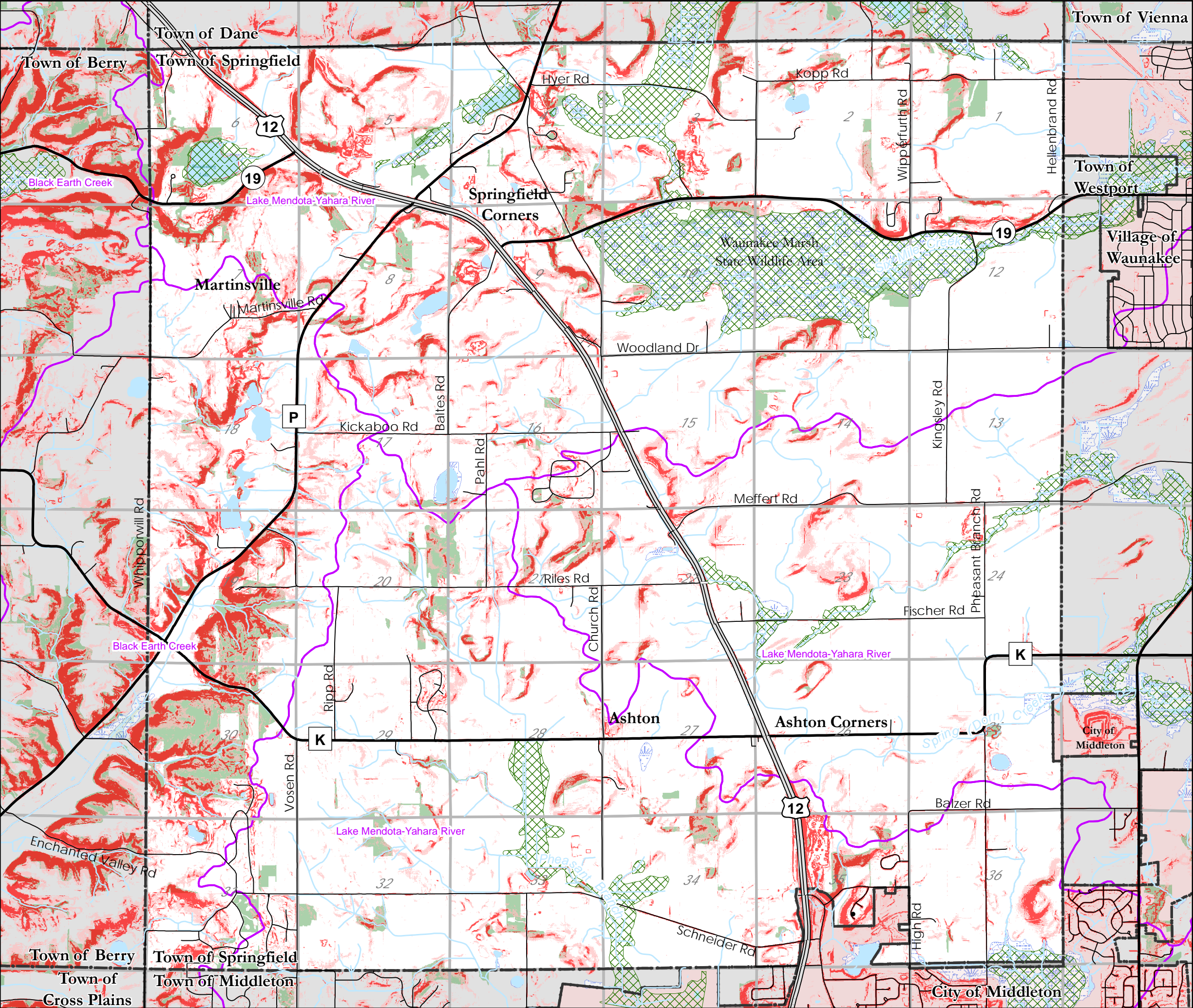
Springfield is situated near the eastern edge of Wisconsin's Driftless Area. The Town's landforms are characterized primarily by gently rolling ground moraines. The western boundary of the Town marks the glacial end moraine, which is composed of fill deposited by the glacier as it retreated and melted. 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. 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 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 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.
- **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 Four—Transportation, Utilities, and Community Facilities.

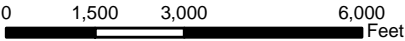


Natural Features and
Building Constraints

- Drainageway
- USGS Watershed Boundaries
- FEMA 100-Year Floodplain
- Slopes 12% to 20%
- Slopes > 20%
- DNR Wetland
- Woodlands
- Surface Water

- Municipal Boundaries (Jan. 2015)
- State or County Highway
- Local Road
- Sections & Numbers

Note: As represented on this map, natural areas and lands with development limitations are for community planning and initial development screening only. The delineations may not be current at time of viewing. Further, more detailed investigation and delineation will be required where a site indicates wetland, floodplain, or other factors that may limit development.



Date: October 2, 2015
Sources: MDRoffers Consulting, Strand Associates, Dane County LIO, Wisconsin DNR, NRCS, & FEMA.



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 also a nationally known trout stream. These watersheds are shown on Map 4. Several small lakes provide local drainage to small portions of the western parts of the Town.

Areas of thermal sensitivity are shown on Map 19 of the North Mendota FUDA ECR. 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 (WisDNR). 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 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 19 of the North Mendota FUDA ECR. The Town's Land Division 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. Through a March 2013 update to the *Dane County Water Quality Plan*, the County took 102 groundwater samples in Springfield. Ten of the samples exceeded the groundwater enforcement standard of 10 mg/l.

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.

Manure storage facilities present another 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 groundwater pollution.

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. Atrazine use is now prohibited in all but a small section of the Town west of USH 12 between STH 19 and CTH P.

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. 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 Dorn 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 in recent decades 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 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 Dorn and Pheasant Branch Creeks, in and around the Waunakee Marsh, and near the several small lakes in the northwest sections. While Map 4 includes general depictions of floodplain boundaries, the National Flood Insurance Program maps produced by FEMA should be referenced for official delineation and elevations of floodplain boundaries.

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. 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. While Map 4 includes wetlands identified and mapped by WisDNR through its Wisconsin Wetlands Inventory; these are not all of the wetlands in the Town and wetland boundaries must be field-delineated prior to adjacent development.

9. WOODLANDS

Due to the prevalence of agricultural land, the Town contains only a few areas of significant woodland cover. Woodlands cover about 7.5% of the Town's total land area, as indicated on Map 4. 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 tree species 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.

10. STEEP SLOPES

The Town is characterized by rolling hills separated by valleys and small plains. As shown on Map 4, 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%) 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 serve to define the horizon, and therefore are critical in rural character preservation efforts. While commanding impressive views, 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 38 of the North Mendota FUDA ECR shows generalized occurrences of endangered resources in the Town of Springfield and the rest of North Mendota FUDA study area. These areas are focused around Waunakee Marsh, an area south of Waunakee Marsh in the Dorn Creek Watershed, and in the Enchanted Valley area at the southwest corner of the Town. Figure 9 lists species and habitats of concern in Springfield. More specific information on location and type of species is available from the state's Bureau of Endangered Resources.

Figure 9: Threatened and Endangered Species and Habitats in the Town of Springfield

Scientific Name	Common Name	Status	Group Name
<i>Aflexia rubranura</i>	Red-tailed Prairie Leafhopper	Endangered	Leafhopper
<i>Cirsium Hillii</i>	Hill's Thistle	Threatened	Plant
Dry Prairie	Dry Prairie	n/a	Community
Dry-Mesic Prairie	Dry-Mesic Prairie	n/a	Community
<i>Emydoidea Blandigii</i>	Blandig's Turtle	Special Concern	Turtle
<i>Eptesicus fuscus</i>	Big Brown Bat	Threatened	Mammal
<i>Priariana cinerea</i>	Leafhopper	Special Concern	Leafhopper
<i>Reithrodontomys megalotis</i>	Western Harvest Mouse	Special Concern	Mammal
Dry-Mesic Southern Forest	Dry-Mesic Southern Forest	n/a	Community
<i>Thamnophis Radix</i>	Plains Gartersnake	Special Concern	Snake

Source: Natural Heritage Inventory, Wisconsin Department of Natural Resources

13. PRAIRIE AND OAK SAVANNA SITES

The Southwest Wisconsin Prairie Enthusiasts conducted inventory of grassland/prairie management areas, which encompassed concentrations of remaining, high-quality prairies and other grasslands. Map 39 of the North Mendota FUDA ECR 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.

Also on ECR Map 39 are priority remnant prairie or oak savanna sites within that larger grassland/prairie management area. 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 Springfield.

14. NON-METALLIC MINERAL EXTRACTION

Sections of the Town are well suited for sand and gravel extraction. Non-metallic mineral extraction sites as of 2010 are shown on Map 6.

E. NATURAL RESOURCE GOAL, OBJECTIVES, AND POLICIES

Goal: Promote environmental sustainability in the Town.

Objectives:

1. Recognize the environment as an integrated system of land, water, and air resources serving multiple public objectives.
2. Protect and manage water resources, including wetlands, streams, and groundwater.
3. Encourage water quality and soil conservation practices in agricultural operations and new non-farm developments.

Policies:

1. Preserve the Town's remaining examples of special landscape features, including the Wau-nakee Marsh, glacial lakes and ponds, prairie remnants, and woodlots.
2. Direct new development away from wetlands, 100-year floodplains, 75-foot shoreland set-backs and wetland buffers, and slopes greater than 20%, as depicted separately on Map 4 and together as the Conservancy Area on Map 7.
3. Support the more detailed mapping of natural resources where it is apparent that a develop-ment proposal may impact these features or that existing data or maps are in error.
4. Before approving any changes in land use, consider the impact on wildlife habitat, potential locations of rare plant and animal species, and archeological sites.
5. Protect and improve the quality of the surface water and groundwater within the Town, par-ticularly in the Upper Black Earth Creek sub-watershed and Pheasant Branch Creek sub-wa-tershed, through participation in intergovernmental efforts and proper placement and design of new development projects.
6. Require construction site erosion control and ongoing stormwater management measures that control the quality, quantity, and temperature of water leaving any site, and promote in-filtration in groundwater recharge areas (see Map 4).
7. Before approving any development located within thermally sensitive areas (see FUDA ECR Map 19), require that the developer demonstrate that the development will not cause thermal pollution.
8. Cooperate with other units of government on natural resources under shared authority or crossing government boundaries.
9. Support maintenance of state and federal laws and oversight for the protection of ground and surface water quality and quantity, and for soil conservation and health.
10. Support responsible development and technology to manage and process animal manure, via the County's animal waste management ordinance.

F. NATURAL RESOURCE PROGRAMS

1. ENCOURAGE PARTICIPATION IN THE GRASS ROOTS RESOURCE PRESERVATION EFFORTS

The Town of Springfield particularly supports grassroots efforts to protect the area's natural resources. For example, Yahara Pride Farms is a farmer-led organization working towards improved soil and water quality through the implementation of conservation practices in the Yahara watershed. The Yahara Pride Farms Board functions independently of, but with support from, the Clean Lakes Alliance. The Board is comprised of six farmers, one independent crop consultant, one agribusiness representative, one Yahara WINS Adaptive Management representative, and two members of the Clean Lakes Alliance Community Board.



The Board is charged with the development of voluntary, non-regulatory, incentive-based, certified best practices that will help farmers have a positive impact on land and water resources within the Yahara watershed. Its tasks include creating a conservation project-financing plan to allocate funding to farmers who require financial assistance. It also investigates options for additional services (such as estate planning and insurance discounts) that to offer farmers who participate in Yahara Pride Farms programs.

2. DEMONSTRATE SPRINGFIELD'S STEWARDSHIP THROUGH GROUNDWATER QUALITY PROTECTION

The Town's groundwater supply is critical for local water consumption, recharge of the creeks in the Town, and water quality in Lake Mendota and beyond. As such, the Town intends to:

- Plan developments and manage lot sizes to avoid the over concentration of on-site waste treatment (septic) systems in any one area. See polices in Chapter 4—Transportation, Utilities, and Community Facilities for more information.
- 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.
- Promote the responsible use and spreading of fertilizers and pesticides.
- 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.
- In designated groundwater recharge areas depicted on Map 4 or in other known areas, limit impervious surfaces to 10,000 square feet per lot, require stormwater management plans that maximize infiltration, minimize construction activity compaction of the soil, and encourage restoration practices like deep tilling.
- Participate in intergovernmental efforts to study and manage groundwater.

G. CULTURAL RESOURCE INVENTORY AND VISUAL CHARACTER ANALYSIS

Preservation of historic, archeological, visual, 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 Map 5: Visual Character Analysis describes 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 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. This list may also include properties certified for historic rehabilitation tax credit programs. 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.

2. ARCHEOLOGICAL RESOURCES

According to the State Historical Society and local sources, there were 11 known archaeological sites and cemeteries in Springfield. 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.

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 from 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 there 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 now-restored cemetery 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 Town’s early 2000s 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, still applicable today, are presented in Map 5 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 Valley’s 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 Five—Housing and Economic Development and Appendix A offer some design solutions to some of the most common issues.

The six wind turbines near Martinsville along Kick-A-Boo Road, constructed by and powering Epic Systems, Inc. and depicted on the cover of this *Plan*, affect the visual character of the Town from several vantage points.

The following four unincorporated rural communities, or hamlets, inside Springfield 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, commercial, contractor, storage, and light assembly uses, along with two residential subdivisions and other home sites. The Town advises the continued and enhanced role of Springfield Corners as the Town's center of activity, as reflected in the neighborhood plan map included in the Land Use chapter.
- **Martinsville**, located on a ridge near the Town's northwest 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 corner 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.
- **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 a modern gas station/convenience store constructed in the 2000s and other commercial properties at the intersection in need of reinvestment.

Finally, Map 5 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 5, views obtained from Highway 12 are generally expansive. There are also specific point views of prominent hills, the steeple at St. Peter's Church, and the edge of Middleton development. This *Plan* includes recommendations to preserve views along this corridor.

H. CULTURAL RESOURCE GOAL, OBJECTIVES, AND POLICIES

Goal: Protect Springfield's rural, agricultural, historic, and visual character.

Objectives:

1. Use agricultural land, "rural centers" like Springfield Corners, and historic resources as defining aspects of the Town of Springfield's character.
2. Promote Springfield Corners as the Town's community gathering place.
3. Identify and protect unique historic and archeological areas within the Town.
4. Protect expansive scenic views in the Town, particularly along Highway 12.

Policies:

1. Value remaining natural and cultural resource areas as focal points of natural beauty, recreation, and spiritual uplift.
2. Encourage the preservation of historically significant structures and archeological resources in the Town when specific sites are proposed for development and during highway projects.
3. 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.
4. 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.
5. Work to improve the appearance of crossroad communities within the Town, such as Springfield Corners, Martinsville, Ashton, and Ashton Corners. Consider existing development form and celebrate history when approving new construction in these areas.
6. 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 highway projects that preserve the integrity of the area.
7. Encourage local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the Town's farming heritage and rural way of life.

I. CULTURAL RESOURCE PROGRAM

1. PROTECT THE TOWN'S IMAGE ALONG HIGHWAY 12

The Town's image to visitors and the greater Madison/Middleton area is largely defined along Highway 12. The rolling hills, farmhouses, small developments at Springfield and Ashton Corners, and now wind turbines depict a mainly bucolic scene that eventually unfolds to the urbanized development in the City of Middleton. As development and highway expansion pressures continue near the Highway 12 corridor, the Town aims to preserve its vision as a primarily agricultural and rural place. Specifically, the Town intends to protect the integrity of the Highway 12 corridor by:

- a. **Masking New Development in Undeveloped Areas.** In largely undeveloped areas, The Town promotes use of existing topography and vegetation to screen new "1 per 35" development from public roads, and require a viewshed analysis for all major new development projects.
- b. **Improving the Appearance of Springfield Corners and Ashton Corners.** The Town intends to focus higher-end rural, mixed use development within these areas. This will be accomplished, in part, through redevelopment of abandoned, vacant, or obsolete parcels and high quality and "rural sensitive" signage, architecture, site design, landscaping,

and lighting. The Town will also consider attractive community entrance signs and recreational features in its two “corners”, such as a Town park and bike trailhead.

- c. **Managing Impacts of New Highway Projects.** The Town will work with WisDOT on sensitive implementation of the freeway conversion project, minimizing use of agricultural land, focusing new development opportunities at Springfield and Ashton Corners, promoting the restoration of “community sensitive design” funds for landscaping and other features to mitigate highway impacts.



- d. **Manage Impacts of Signs and Utilities.** The Town restricts the placement of additional billboards and manages the placement and encourage co-location of telecommunication facilities. The Town may also provide opportunities to tell the story and explain the significance of the wind turbines that now characterize much of the visual experience in the central part of the Highway 12 corridor.

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

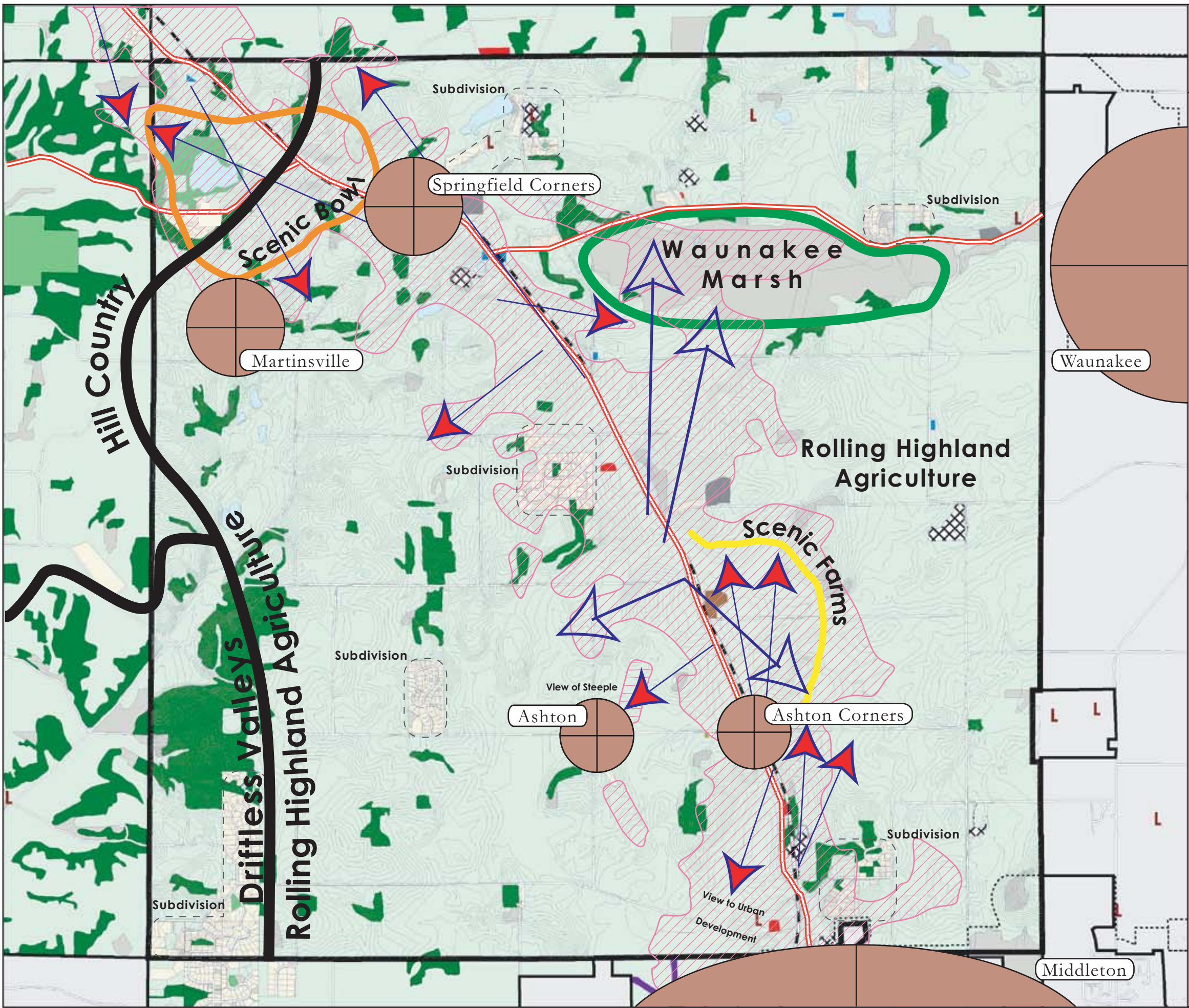


Adopted: November 1, 2005

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



Vandewalle & Associates
Madison Milwaukee Colorado Springs
Planning - Creating - Rebuilding



CHAPTER THREE: LAND USE

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future preservation and development in Springfield. The chapter features a map and detailed policies guiding recommended future land uses and densities, which form the basis for future zoning and land division decisions.

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. Map 6 shows the extent and location of existing land uses in the Town and surrounding area.

1. EXISTING LAND USE PATTERN

A vast majority of the Town of Springfield remains in cropland, pasture, and woodlands.

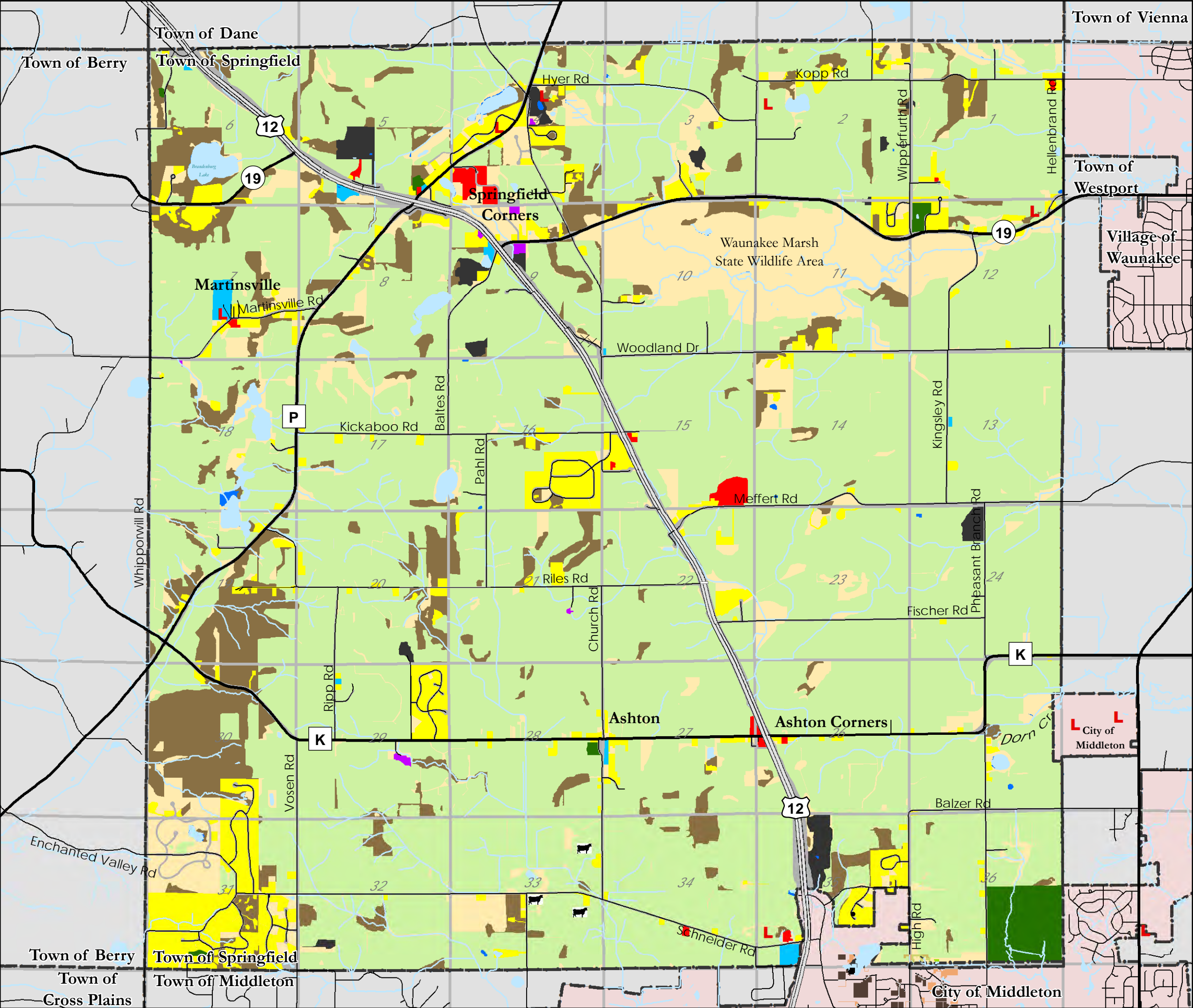
Farm and non-farm residences are dispersed throughout the community—generally along Town and County roads. Clusters of non-farm residential development occur within the historic crossroads communities or in newer subdivisions. Larger subdivisions are located in the southwest corner of the Town off Enchanted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

Commercial service, contractor, and industrial uses are located mainly along Highway 12 and particularly in a business park along Darlin Drive in Springfield Corners, first established in 2008.

Figure 10: Town of Springfield Existing Land Use, 2010

Land Use	Acres	Percent
Agriculture	16,142	69.8%
Commercial	70	0.3%
Industrial	16	0.1%
Institutional/Governmental	51	0.2%
Mineral Extraction	153	0.7%
Other Open Land	2,330	10.1%
Recreation	182	0.8%
Residential	1,192	5.2%
Transportation, Communications and Utilities	1,061	4.6%
Water	214	0.9%
Woodlands	1,725	7.5%
Total	23,134	100.0%

Source: Capital Area Regional Planning Commission, 2014



Existing Land Use (2010)

Existing Land Use Categories

- 2010 Land Use**
- Agriculture
 - Woodlands
 - Other Open Land
 - Recreation
 - Residential
 - Commercial
 - Industrial
 - Institutional/Governmental
 - Mineral Extraction
 - Transportation, Communications, and Utilities
 - Water

- Confined Animal Feeding Operations (CAFOs)
- Closed Landfills
- Municipal Boundaries (Jan. 2015)
- State or County Highway
- Local Road
- Sections & Numbers

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” to this “Shapes on map represent general boundaries of EXISTING land use as of 2010. These may differ from both current zoning and future land use.

0 1,500 3,000 6,000
Feet

Date: October 2, 2015

Sources: Dane County LIO & Dane County RPC
Vandewalle & Associates, Town of Springfield.
Wisconsin DNR, Wisconsin State Historical Society, & City of Middleton.



2. LAND DEVELOPMENT TRENDS

From 2001 to 2018 there were 305 new lots created in Springfield—135 through certified survey maps and 170 through subdivision plats. Most of these lots were intended for single-family residences.

Figure 11: New Lots Created, Town of Springfield, 2001-2018

	2001	2002	2003	2004	2005	2006	2007	2008	2009
Plat	0	0	39	0	0	0	16	55	14
CSM	22	23	10	16	16	6	5	7	16
Total	22	23	49	16	16	6	21	62	30

	2010	2011	2012	2013	2014	2015	2016	2017	2018
Plat	11	0	0	0	0	0	0	0	0
CSM	6	4	9	8	8	2	2	2	8
Total	17	4	9	8	8	2	2	2	8

Source: Capital Area Regional Planning Commission

From 2001 to 2018, permits were issued for 198 new housing units—an average of 11 per year. Permits tapered in the wake of the 2008 housing crisis and have slowed in recent years. Comparing Figures 11 to 12, 107 more lots were created than built upon between 2001 and 2018 in the Town. Recent trends indicate that the Town's inventory of unbuilt residential lots has begun to shrink.

Figure 12: Permits Issued for New Home Construction, Springfield, 2001-2018

Unit Type	2001	2002	2003	2004	2005	2006	2007	2008	2009
Single Family	10	13	0	14	23	12	11	12	10
Two Family	0	0	0	0	0	0	0	0	0
Total	10	13	0	14	23	12	11	12	10

Unit Type	2010	2011	2012	2013	2014	2015	2016	2017	2018
Single Family	5	9	7	16	8	13	12	9	12
Two Family	0	2	0	0	0	0	0	0	0
Total	5	11	7	16	8	13	12	9	12

Source: Capital Area Regional Planning Commission, Town of Springfield

The Town has an interest in the number of parcels available for future home sites in planned development areas. These are the areas marked as Town Activity Center, Rural Neighborhood Area, and Agricultural Transition Area on Map 7: Future Land Use. The Town's consultant estimated that, as of March 2015, there were up to 75 platted but unbuilt lots within areas mapped as Town Activity Center, Rural Neighborhood Area, or Agricultural Transition Area on Map 7. That number had decreased by 2019, prompting interest in creation of at least one new subdivision.

3. PROJECTED LAND USE DEMAND

This *Plan* provides projected demand over the ensuing 20 years for rural 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 7 and Figure 13.

Demand projections for residential land uses within lands currently in the Town of Springfield boundaries are based on housing unit forecasts for Springfield. Projected rural (i.e., remaining in Springfield) residential land use demand is presented in Figure 13. This figure assumes that each new residential unit would be on an average of a three-acre lot.

Figure 13: Projected Rural Residential Land Use Demand, From 2015 Forward

	2020	2025	2030	2035	2040
Cumulative demand for rural residential units	58	116	174	231	289
Cumulative demand for residential acres	289	579	868	1,157	1,446

Source: MDRoffers Consulting

Future development envisioned under Map 7 and the policies of this *Plan* provide enough capacity for expected residential land use demand over the next 20+ years. These include new houses built in the Agricultural Preservation Area under the Town's density policy and houses built in Rural Neighborhood Areas, parts of the Springfield Corners Town Activity Center, and Agricultural Transition Areas at higher densities. A 2015 analysis suggested approximately 1,050 undeveloped acres mapped within in these future land use categories, not including vacant lots in platted subdivisions. These 1,050 acres were divided as follows:

- Roughly 280 acres in Rural Neighborhood Areas, scattered in different locations in the Town. (34 acres were added via a 2018 plan amendment.)
- 170 acres in Town Activity Center, including 150 acres in Springfield Corners. Much if not most of this land, however, will be devoted to non-residential uses.
- 140 acres in Agricultural Transition Areas not expected to be annexed to and developed within the City of Middleton.
- 460 acres in the Agricultural Transition Area slated for annexation and development in Middleton by intergovernmental agreement.

Commercial development demand in the Town will be focused at key intersections along Highway 12, namely in Springfield Corners and Ashton Corners. Consistent with past trends, commercial development demand is projected to be 120 additional commercial acres through 2040, or about 20 acres per each five-year period. No heavier industrial development demand is forecast for lands that will remain in the Town. Future "industrial" uses in the Town will generally be limited to contractors, storage uses, and light assembly not requiring significant water use or heavy trucking activity.

Based on an analysis of the City of Middleton 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 of Middleton residential and commercial land use demand within lands now within the Town of Springfield may approach 400-500 acres by 2040. This amounts to 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 7 includes about 1,000 acres.

Agricultural land demands are projected to decrease in proportion to the lands demanded for residential and commercial uses. Based on past changes in agricultural land demand (which included the initial conversion of USH 12 to a four-lane expressway), the Town can expect conversion of about 375 acres per five-year period, with up to 1,900 acres converted by 2040. This includes lands that may be annexed and developed.

4. 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. These activities are protected under §823.08 Wis. Stats., Wisconsin’s right-to-farm law.

Energy generation facilities, such as wind turbines, biodigesters, and solar fields, create unique opportunities for local, environmentally responsible energy generation. Springfield has been and will continue to be an attractive location for these types of uses, as builders and managers of these energy generation facilities desire proximity to a large population, accessibility to transmission lines, and expanses of open land. Despite their benefits, such energy generation facilities have the potential to produce undesirable odors or noises, negatively affect viewsheds and nearby property values, and consume productive farmland.

This Town seeks to minimize these types of conflicts in the future by discouraging dense residential and other non-farm development in Agricultural Preservation Areas and through thoughtful land use planning. Conflicts will inevitably occur in areas where residential and other non-farm development abuts against planned Agricultural Preservation Areas. The use of the Agricultural Transition Areas between several planned development areas and the Agricultural Preservation Areas is one approach to minimize these conflicts. Map 7 shows where these different areas are mapped.

B. LAND USE GOAL, OBJECTIVES, AND GENERAL POLICIES

Goal: Promote a sustainable land use pattern consistent with the Town’s vision.

Objectives:

1. Direct new development in and around areas of existing development.
2. Balance community interests with preservation of landowner rights.
3. Emphasize quality and environmental sustainability in new development projects.
4. Maximize the Town’s voice in land use decisions in Springfield.

General Policies:

1. Plan for a sufficient supply of residential and nonresidential land uses to meet the Town's vision and demand.
2. Follow the land use recommendations mapped and described in this *Comprehensive Plan*, including Maps 7 and 8 and Figures 15 through 19.
3. 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.
4. Promote grouping or clustering of allowable development sites in an effort to preserve farmland, protect other natural resources, and reduce development visibility.
5. Direct most new rural subdivisions adjacent to lands that have already been residentially developed.
6. Promote community-sensitive rehabilitation or redevelopment within the historic crossroad communities, particularly Springfield Corners and Ashton Corners, working with property owners to assure that any soil or groundwater contamination is addressed before final development approvals are provided.
7. Direct intensive urban development into urban service areas, where a full array of municipal services is available and consistent with the North Mendota FUDA Study, and intergovernmental agreements to which the Town is a party.
8. Revisit the future land use designation on Map 7: Future Land Use for areas close to Highway 12 when and if the Wisconsin Department of Transportation acquires additional highway right-of-way and frontage roads associated with its freeway conversion project. Such action may leave small and irregularly shaped parcels that are no longer suitable for farming.
9. Encourage collaboration among the Town of Springfield, Dane County, City of Middleton, Village of Waunakee, and other neighbors to achieve shared land use objectives.

A New Approach to Zoning in Springfield

2015 Wisconsin Act 178 allowed for each Dane County town to withdraw from the County zoning ordinance and adopt a town zoning ordinance. For towns that pursued this option, Dane County would also forego land division review and certain other authorities. The Town of Springfield opted to exit Dane County zoning and adopt its own zoning ordinance effective January 1, 2018.

C. FUTURE LAND USE RECOMMENDATIONS

1. THE PURPOSE OF MAP 7: FUTURE LAND USE

Map 7 presents recommended future land uses over a 20-year planning period. Map 7, along with Map 8 and policies in Figures 15 through 19, guide Town decision making on future land use changes. This Future Land Use map is based on an analysis of development trends; location of areas logical for future development based on existing development; environmental constraints; anticipated and possible highway improvements; property owner interests; the Town's vision; and the goals, objectives, and general policies in this chapter.



Map 7 and related policies will be used as a basis for all public and private sector development decisions, including rezonings, conditional use permits, subdivision, and land division approvals, and other public or private investments. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land.

Not all land shown for development on the Future Land Use map will be appropriate for rezoning and other land use approvals immediately following adoption of this *Plan*. Given market and service demands, the timing and location of development may or may not occur within the context of this 20-year planning period, at the discretion of the Town.

Like other aspects of this overall *Comprehensive Plan*, a variety of different types of circumstances may compel the Town to amend Map 7 over time. These include, but are not limited to, changes in market demand, development trends, and available land supply.

2. A PREVIEW OF THE TOWN'S FUTURE LAND USE PATTERN

The recommended future land use pattern suggested by Map 7 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 will be focused around many of the Town's existing developed areas, including Springfield Corners, the Enchanted Valley area near the Town's southwest corner, Ashton Corners, and the area north of Middleton and east of Highway 12 per an intergovernmental agreement with the City of Middleton. Most future development areas will be single-family houses. Most commercial development will be directed to Springfield Corners, Ashton Corners, and the Middleton area, following the

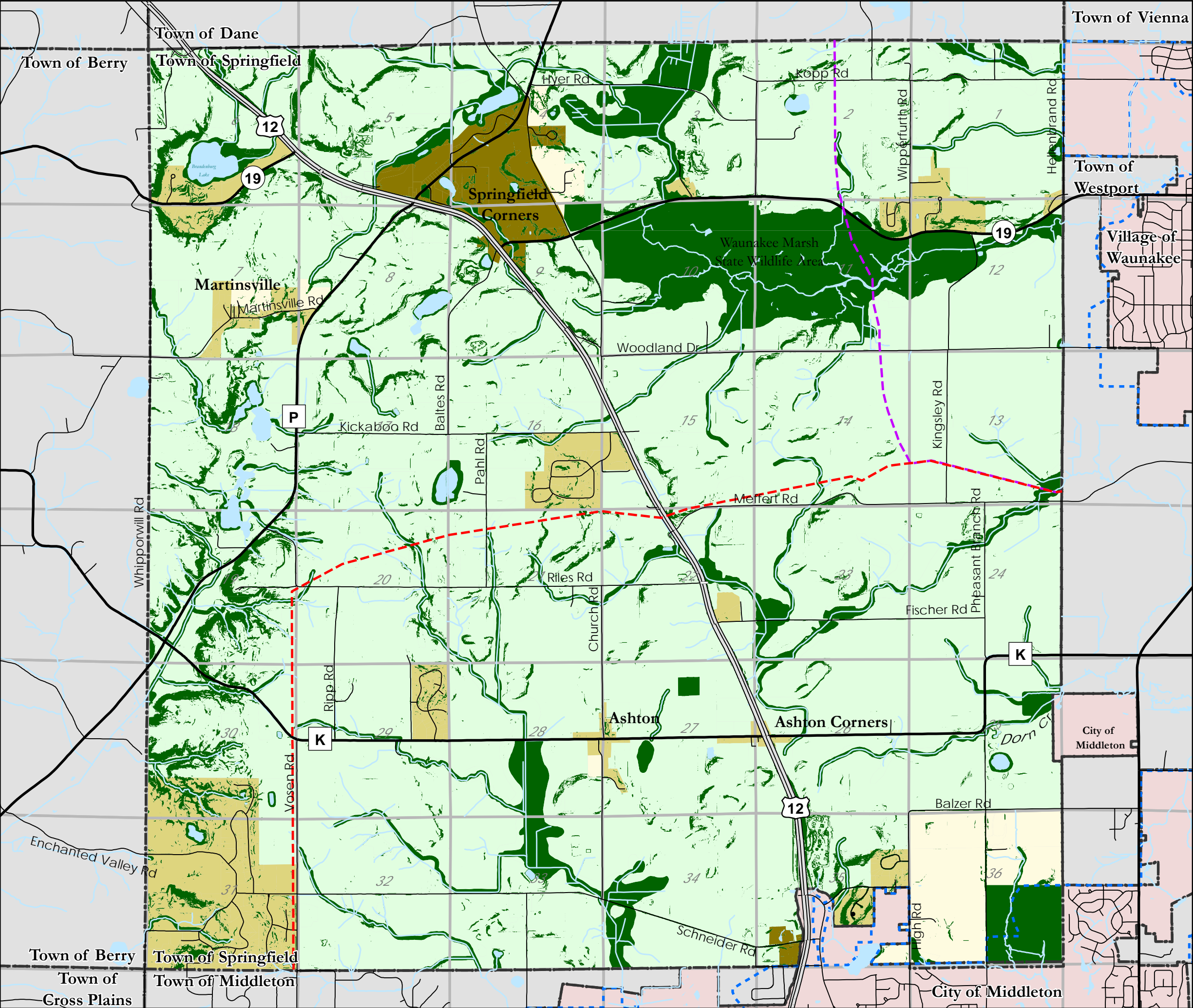
policies in this chapter. Per the Middleton-Springfield intergovernmental agreement, future development in the Agricultural Transition Area north of the City of Middleton should be served by a public sewer and water system to provide a compact, efficient development pattern in this area. In the meantime, rural homes at a density not exceeding one home per 35 acres might be permitted there.

Figure 14 shows the acreage included within each future land use category as mapped on Map 7. Each category is described in additional detail in Figures 15 through 19 that follow.

Figure 14: Town of Springfield Future Land Use Presented on Map 7

Future Land Use Category	Acres	Percent
Agricultural Preservation Area	16,599	71.8%
Agricultural Transition Area	604	2.6%
Conservancy Area	4,2314	18.3%
Rural Neighborhood Area	1,640	7.1%
Surface Water	8	0.03%
Town Activity Center	23	0.1%
Total	23,108	100.0%

Source: GIS Inventory, Strand Associates, January 2019



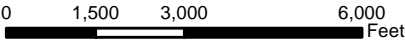
Future Land Use

Future Land Use Categories

- Agricultural Preservation Area
- Agricultural Transition Area
- Rural Neighborhood Area
- Town Activity Center
- Conservancy Area
- Surface Water

- Waunakee Extraterritorial Jurisdiction Boundary
- Middleton Extraterritorial Jurisdiction Boundary
- Municipal Boundaries (Aug. 2018)
- State or County Highway
- Local Road
- Urban Service Area Boundaries (Jan. 2019)
- Sections & Numbers

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.



Date: January 15, 2019

Sources: Dane County LIO & Dane County RPC
Vandewalle & Associates, Town of Springfield,
Wisconsin DNR, Wisconsin State Historical Society, & City of Middleton.



MAP 8

Base map courtesy of Wisconsin Department of Transportation (WisDOT). Future U.S. Highway 12 configuration based on WisDOT's preferred alternative from the 2015 US 12 Freeway Conversion Study: Alternative North 1B-Continuous split diamond interchange system with parallel two-way frontage roads on both sides of Highway 12, and a rerouting of County Highway P to existing Lodi-Springfield Road to State Highway 19 East.

December 2015

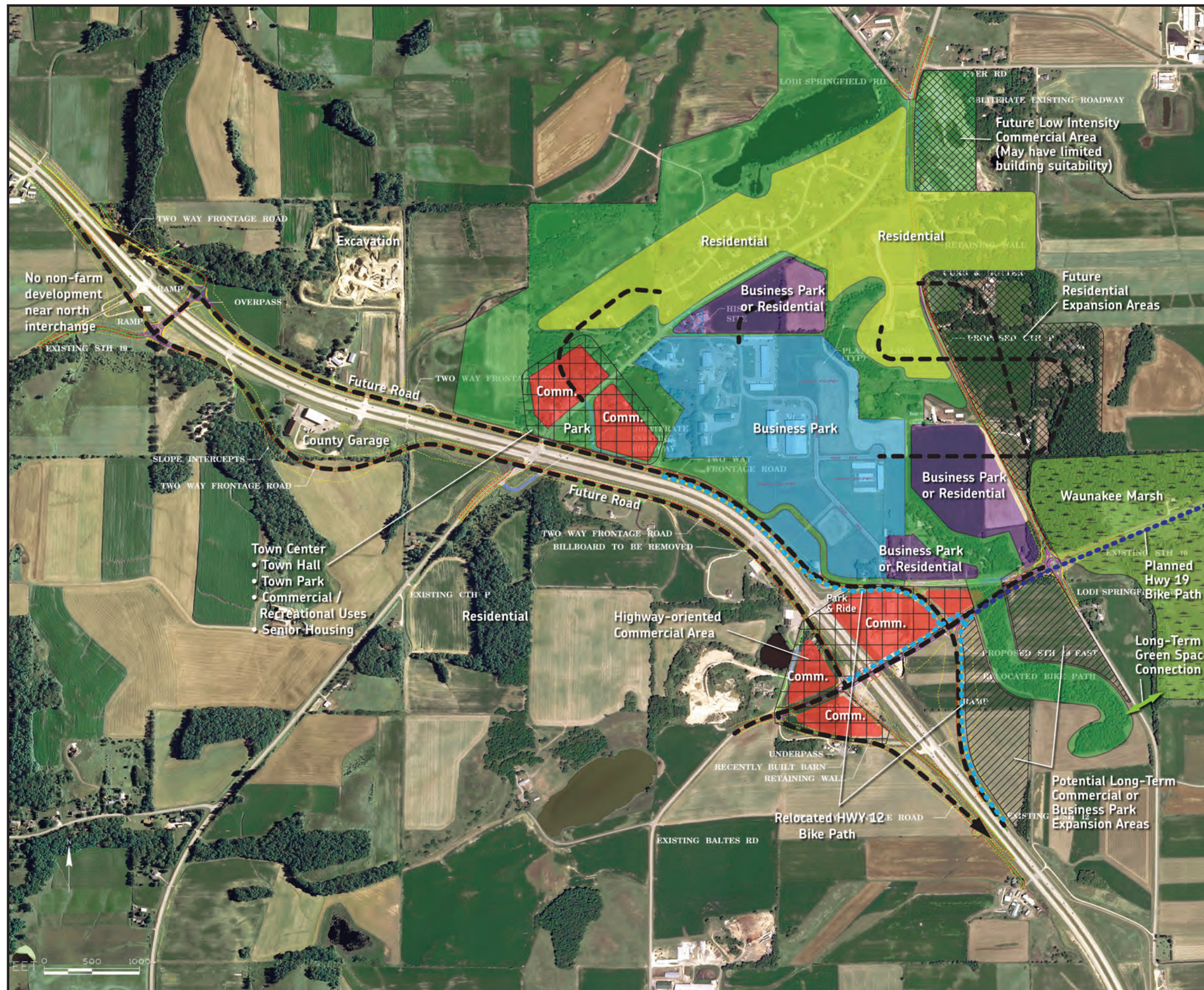


Figure 15: Agricultural Preservation Area Purpose and Policies (multipage figure)

Purpose	Typical Implementing Town Zoning Districts	New Lot Sizes	Relationship to Town’s Transfer of Development Rights (TDR) Program
<ul style="list-style-type: none">▪ Preserve productive agricultural lands in the long-term.▪ Protect existing farm operations from encroachment by incompatible uses. Agricultural uses may involve noise, dust, odors, heavy equipment, use of chemicals, and long hours of operation.▪ Promote investments in farming.▪ Support farms of various sizes and characteristics.▪ Maintain farmer eligibility for incentive programs, such as state income tax credits.▪ Focus on lands actively used for farming, with productive agricultural soils, and with topographic and other conditions suitable for farming.▪ 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 (see density and other development policies below).	<ul style="list-style-type: none">▪ EA Exclusive Agriculture (state certified farmland preservation district)▪ AE Agricultural Enterprise▪ RC Resource Conservancy▪ SFR Single Family Residential, and other districts that allow non-farm residences, where consistent with the density and other development policies below▪ In the Town’s determination, any rezoning away from an Exclusive Agriculture zoning district must be consistent with applicable density and other development policies below, the land must be better suited for a use not allowed in the Exclusive Agriculture district, and the rezoning may not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.	<ul style="list-style-type: none">▪ For newly created lots for <u>non-agricultural purposes</u>: between 1 and 5 acres, except where the Town Board determines a larger lot is advisable due to unusual land configuration, to better protect farmland, and/or to enhance rural or scenic character. For lots divided under the Town’s TDR program, see the TDR rules and procedures document for detailed policies related to lot sizes.▪ For newly created lots for agricultural purposes: 35 acres if zoned in the legacy A-1(EX) district; 5 acres if zoned in the legacy A-4 district or the Town’s EA district.	<ul style="list-style-type: none">▪ See the TDR rules and procedures document, adopted and amended from time to time by the Town Board.▪ Mapped Agricultural Preservation Areas are designated as TDR sending areas and as potential TDR “Type 2” or “Type 3” receiving areas for dwelling units transferred from other parts of the Agricultural Preservation Area, in exchange for the permanent preservation of such other lands.▪ “Type 2” receiving areas cover certain legally created lots that are less than 40 acres in an Exclusive Agriculture zoning district—otherwise known as “small parcel [TDR] development” under the Town’s TDR program.▪ “Type 3” receiving areas allow development rights transfers between larger parcels in the Agricultural Preservation Area—otherwise known as “Preservation Area Splits” development under the Town’s TDR program.
Density Policy (extends to next page)			
<p>Limit new development to a density of one dwelling unit per 35 acres held in single ownership as of April 16, 1979, except where greater density is allowed for “preservation area splits” under the Town’s TDR program, per the following policies:</p> <ol style="list-style-type: none">1. Data Sources and Definitions: The land owner’s name and land ownership configuration as of April 16, 1979 will 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 better information on ownership as of that date (e.g., tax records, deeds). Parcel size will be calculated based on gross acreage (including roads and navigable waters), determined using the most accurate source of parcel size information available, with Dane County digital parcel data being the preferred source in the event of disagreement. Significant highway right-of-way acquisition after 1979, particularly for Highway 12 and otherwise as determined by the Town Board, will not reduce the original 1979 farm acreage. 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. To define “contiguity” of a parcel in single ownership, a public road, navigable waterway, connection at only one point, or intervening lands in the Conservancy Area, 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 Area or Agricultural Transition Area. 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 or conservation easement shall be added to the deeds of all affected parcels indicating the effect of the transfer on the future development potential of those parcels.3. Parcels in Single Ownership Crossing Town Boundaries: When there is a development proposal over such a parcel, the Town will work with the property owner, the other town, and the County to arrive at a mutually agreeable arrangement of allowable dwelling units over the parcel, considering the purpose of the Agricultural Preservation Area and the policies in this figure.4. Rounding: 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, a maximum of two dwelling units may be permitted on a 90-acre parcel ($90/35=2\ 20/35 = \text{truncate to } 2$). For the TDR Receiving Area in an approved “preservation area splits” transfer under the Town’s TDR program, the maximum number of dwelling units allowed on the Receiving Area parcel is twice this total.			

5. **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 shall be considered one dwelling unit for the purposes of this density policy. In other words, new farm residences (but not replacements) 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.

6. **Duplexes:** Each duplex built after April 16, 1979 shall 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. If a duplex is later converted into a single-family residence, there shall be no restoration or increase in the number of allowable dwelling units resulting from that conversion.

7. **Commercial and Other Uses:** The following additional uses shall be considered the equivalent of one dwelling unit for the purpose of this policy:

a. Any commercial use requiring a rezoning away from an Exclusive Agriculture zoning district after March 1, 2002.

b. A freestanding telecommunication tower approved by Dane County or the Town after March 1, 2002.

c. A governmental, institutional, religious, or nonprofit community use.

d. A transportation, communications, pipeline, electric transmission, and utility use. Each wind turbine primarily for off-site energy distribution shall be considered the equivalent of one dwelling unit. Each 5-acre area used for solar panels, their ancillary structures, and required spacing, where primarily for off-site energy distribution, shall be considered the equivalent of one dwelling unit.

Where one of the above non-residential uses is intended within a “Type 2” or “Type 3” TDR receiving area within the Agricultural Preservation Area, such use will require the transfer of a development right from a TDR sending area.

8. **Subdivision Plats:** Subdivision plats (five or more lots within a five-year period) are allowed within the Agricultural Preservation Area where the number of lots will be consistent with the density policy in this section and 80% of the residential development siting standards below. For example, a 220-acre parcel may be allowed six lots/dwelling units under the density policy, which would trigger a requirement for a subdivision plat.

9. **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. Landowners are encouraged to make clear in recorded documentation, such as a sales contract or warranty deed, how many potential future dwelling units are being transferred or retained when selling tracts of land. The Town requests that any supporting documentation be included with rezoning and land division proposals. Supporting documents may include, but are not limited to, sales contracts, warranty deeds, affidavits, and written agreements. When land sales of 35 acres or more occur after April 16, 1979 without clear documentation between buyer and seller, or between subsequent/current owners, any remaining potential future dwelling units will be allocated on a proportional basis among current owners of the April 16, 1979 parcel in keeping with the Town’s density policy. Where land sales of fewer than 35 acres occur after April 16, 1979 without clear documentation between buyer and seller, or between subsequent/current owners, the Town will generally presume that no potential future dwelling units were transferred unless a rezoning and/or land division action at the time suggests otherwise.

10. **Tracking Remaining Dwelling Units or Equivalent Uses:** The Town intends to maintain a map that tracks used and remaining dwelling units or equivalent uses by April 1979 farm, and a process to consider amendments to that map. Whenever a rezoning, land division, conditional use permit, or other land use approval extinguishes all remaining dwelling units or equivalents on the parcel, the Town intends, as part of such rezoning or other approval, to require that a deed restriction, deed notice, or conservation easement be added to or modified for the parcel for which the approval is granted, indicating such extinguishment. The type and format of the restriction shall be as determined by the Town.

11. **Effect of Rezoning without Construction:** Where land has been rezoned to enable construction of a new dwelling unit or an equivalent use under policy 7, but no dwelling unit or equivalent use has been constructed, the Town will assume that one dwelling unit or equivalent use will be constructed on such rezoned land in its calculation of potential remaining dwelling units or equivalents on the 1979 farm. Subsequent rezoning of any such land to an Exclusive Agriculture zoning district would restore the potential dwelling unit or equivalent use to the remainder of the 1979 farm.

12. **Land Sales or Donations for Conservation Purposes:** Land sales or donations to a public agency for conservation or public recreation purposes shall not have the effect of reducing the number of potential future dwelling units or equivalent uses on any remaining balance of the 1979 farm under this density policy, unless and to the extent that the transfer deed or other recorded document indicates such a reduction, or as otherwise determined by the Town Board.
- Residential Development Siting Standards
- The applicant for any rezoning and/or land division approval request that enables a new non-farm residence shall submit, along with the rezoning and CSM/plat approval application, evidence demonstrating that at least seven of the following standards will be met:

1. Direct new non-farm residences and their driveways away from Group I or II soils, depicted on Map 2, unless no other alignment is possible or all soils on the parcel are so classified.

2. Divide all new lots to have frontage on a public road, and minimize use of flag lots except where advisable to achieve other standards in this section.

3. Site residences adjacent to tree lines where available and at the edge of open fields rather than the middle.

4. Site residences to minimize visibility from public roads, such as through thoughtful placement with respect to existing vegetation and topographic changes.

5. Avoid multiple homesites side-by-side along existing roads with multiple driveways and modest building setbacks.

6. Limit tree clearance in wooded areas to the area required for the residence, a yard area not exceeding one acre, and an area for the driveway.

7. If located near the top of a hill or ridge, site the residence so that its roof line is below the hilltop or ridgeline.

8. Place new lots to allow for driveways suitable in length, width, design, and slope for emergency vehicle travel, per the Town’s Driveway ordinance, and use shared driveways where possible.

9. Avoid building placement within wetlands, floodplains, and slopes greater than 20% (see Map 4).

AS AMENDED JUNE 2023

PAGE 53

Policies Applicable to Other Uses in the Agricultural Preservation Area

- 1. **Small Lots in Agricultural Preservation Area (see Map 3):** Allow pre-existing uses on parcels of less than 35 acres as of April 16, 1979. Where the land owner does not use transferred development rights under the Town’s TDR program (as described in the Town’s TDR rules and procedures document), (i) 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 and (ii) do not allow rezonings or land divisions of lots with fewer than 35 acres that would result in the right to construct a total of more than one dwelling unit on the 1979 parcel.
- 2. **Other Residential Uses:** Do not allow multiple-family residences (3+ units) or mobile home parks in the Agricultural Preservation Area, except for farm employees in the determination of the Town Board.
- 3. **Commercial and Institutional Uses:** Within the Agricultural Preservation Area, allow only such commercial, institutional, and utility uses that meet all of the following criteria:
 - a. A rural location for the use is necessary to support the continuation of agricultural operations or to serve primarily agricultural customers.
 - b. The placement and operation of the proposed use will not be in conflict with farming operations to the extent determined applicable by the Town Board.
 - c. The site is suitable for an on-site waste treatment system of the type and capacity contemplated.
 - d. Unacceptable future commercial or other non-residential uses of the site are limited, through use of the appropriate zoning district, a deed restriction, or both.
 - e. The project will adhere to the “Residential Development Siting Standards” above to the extent determined applicable by the Town Board.
 - f. The project adheres to the Town’s design review ordinance.
- 4. **High Intensity Rural Uses (HIRUs):** HIRUs include, but are not limited to non-metallic mineral extraction operations, biodigesters, telecommunication towers, wind turbines, solar fields, and farm trucking operations. Such uses typically demand a rural location, but can have negative impacts on Town roads, the natural environment, farmland, rural character, and the enjoyment of nearby properties (particularly nearby housing). When considering the siting or expansion of HIRUs, utilize policy 3 above, associated standards in Chapter Five – Economic Development, and, for proposed wind turbines and solar fields, associated standards in Chapter Four – Transportation, Utilities, and Community Facilities.

Figure 16: Agricultural Transition Area Purpose and Policies

Purpose	Typical Implementing Town Zoning Districts	New Lot Sizes	Relationship to Town’s Transfer of Development Rights (TDR) Program
<ul style="list-style-type: none">▪ Preserve in agricultural or open space use until more intensive future development is appropriate.▪ Focuses on lands used for farming, but also includes scattered open lands and woodlots, farmsteads, agricultural-related uses.▪ Enable limited single-family residential development at densities at or below one home per 35 acres (see “Agricultural Preservation Area” density and other development policies).▪ Defer development beyond these uses and densities using the policies described below.	<p>Prior to the Town’s determinations to enable more intensive development per the “Agricultural Transition Area Policies” section below, the Legacy A-3 Agriculture (Transition) district plus other districts listed as “Typical Implementing Town Zoning Districts” in Figure 15.</p> <p>After the Town’s determination to enable more intensive development per the “Agricultural Transition Area Policies” section below, typical zoning districts include those listed for the Rural Neighborhood Area or Town Activity Center future land use categories, per Figures 17 and 18 respectively, depending on the desired character of the area as determined by the Town.</p>	<p>Prior to determination for more intensive development per the policies below:</p> <ul style="list-style-type: none">▪ For newly created lots for <u>non-agricultural purposes</u>: between 1 and 5 acres, except where the Town Board determines a larger lot is advisable due to unusual land configuration, to better protect farmland, and/or to enhance rural or scenic character. For lots divided under the Town’s TDR program, see the TDR rules and procedures document for detailed policies related to lot sizes.▪ For newly created lots for agricultural purposes: 35 acres if zoned in the legacy A-1(EX) or A-3 districts; 5 acres if zoned in the legacy A-4 district or Town EA district. <p>After determination for more intensive development, see “new lot sizes” for Rural Neighborhood Area in Figure 17.</p>	<ul style="list-style-type: none">▪ See the Town’s TDR rules and procedures document, adopted and amended from time to time by the Town Board.▪ Lands in the Agricultural Transition Area are designated as TDR “Type 1” receiving areas for potential dwelling units transferred from the Agricultural Preservation Area, in exchange for the permanent preservation of these other lands in the Town, once the Town determines such lands are appropriate for more intensive development under the policies below. “Type 1” receiving areas are intended for neighborhood development.▪ Without the acquisition and transfer of development rights to the property, an interested land owner within the Agricultural Transition Area will be allowed to develop land for residential purposes up to a maximum “1 per 35” density normally applicable in the Agricultural Preservation Area.
Agricultural Transition Area Policies			
<ol style="list-style-type: none">1. Within the Agricultural Transition Area future land use category, limit new development in accordance with all policies applicable to the Agricultural Preservation Area, until such time when the Town identifies that particular mapped Agricultural Transition Area as appropriate for more intensive development.2. Design all residential and other non-farm development projects in such a manner to not impede the orderly future development of the area when the Town identifies that area as appropriate for more intensive development than allowed under Agricultural Preservation Area policies.3. The Town may identify lands within a specific Agricultural Transition Area as appropriate for more intensive development than allowed under Agricultural Preservation Area policies if it determines that the following standards are met:<ol style="list-style-type: none">a. The Town has received a specific request from a property owner or developer to consider more intensive development.b. 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.c. 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.d. The proposed development would be economically and financially feasible.e. 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.f. The property owner or developer has met with nearby property owners and made a good faith effort to address their concerns.g. The Town has conducted a meeting that allows for public input.h. The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural uses.i. 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.j. If the property remains in the Town, all policies applicable within the Rural Neighborhood Area (or Town Activity Center if the property is adjacent to one) are or can be met.4. The Town will not require amendment to this <i>Comprehensive Plan</i> if and when it determines that land in a mapped Agricultural Transition Area is appropriate for more intensive development than allowed under Agricultural Preservation Area policies. However, following such a determination, the rezoning of said land would be required to accommodate the proposed development, and all provisions associated with the Rural Neighborhood Area in Figure 17 or Town Activity Center in Figure 18 would apply.5. For land within the Agricultural Transition Area in the southeast corner of the Town, more intensive development will not be allowed before annexation to the City of Middleton, per the Springfield-Middleton Intergovernmental Agreement.			

Figure 17: Rural Neighborhood Area Purpose and Policies (multipage figure)

Purpose	Typical Implementing Town Zoning Districts	New Lot Sizes	Relationship to Town’s Transfer of Development Rights (TDR) Program
<ul style="list-style-type: none">▪ Map over pre-existing areas of rural residential subdivisions.▪ Identify lands for new rural subdivision development, often adjacent to existing subdivisions, and for residential uses served by private waste treatment systems.▪ Incorporate principles of conservation neighborhood design.▪ Provide opportunities for a range of single-family housing choices, including estate and affordable single-family housing.▪ Enable limited neighborhood-serving, small-scale commercial and institutional uses.	<ul style="list-style-type: none">▪ SFR Single Family Residential, with deed restrictions as necessary to prevent further division of lots▪ NR Neighborhood Retail▪ PUD Planned Unit Development▪ Designation of lands in the Rural Neighborhood Area does not imply that an area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, the Town will carefully consider the timing of zoning decisions.	<ul style="list-style-type: none">▪ Minimum of 1.5 acres each (which may be enforced by deed restriction), except that the Town may approve new lots as small as 0.5 acre each in cases where:<ul style="list-style-type: none">□ a group waste treatment system serving multiple lots is approved;□ the existing size of a redevelopment area would not allow for 1.5 acre lots;□ the development will provide affordable single-family lots or homes that will be priced below the average per acre Dane County rural lot or home price; or,□ smaller lot sizes would aid in the implementation of the Town’s TDR program.▪ Maximum of 3 acres each, except where the Town Board determines a larger lot is advisable due to unusual land configuration and/or to enhance rural or scenic character.	<ul style="list-style-type: none">▪ See the Town’s TDR rules and procedures document, adopted and amended from time to time by the Town Board.▪ Lands within the mapped Rural Neighborhood Area are designated as TDR “Type 1” receiving areas for potential dwelling units transferred from the Agricultural Preservation Area, in exchange for the permanent preservation of these other lands in the Town. “Type 1” receiving areas are intended for neighborhood development.▪ <u>Without</u> the acquisition and transfer of development rights to the property, an interested land owner within the Rural Neighborhood Area will be allowed to develop land for residential purposes up to a maximum “1 per 35” density normally applicable in the Agricultural Preservation Area.▪ Nonresidential land divisions and development within the mapped Rural Neighborhood Area, to the extent allowed by zoning, shall not require the transfer of development rights under that program.
Rural Neighborhood Area Policies			
<ol style="list-style-type: none">1. For the design of new residential subdivisions of 10 lots or greater, meet at least 12 of the “Conservation Neighborhood Design Standards” later in this figure.2. For the design of new residential divisions of 9 lots or fewer, meet at least seven of the residential development siting standards normally applicable to residential development in the Agricultural Preservation Area (see Figure 15).3. Design and place all new lots to allow for the construction of driveways that are suitable in length, width, design, and slope for emergency vehicle travel, and meet the Town’s Driveway ordinance.4. Meet the standards for on-site waste treatment systems in Chapter Four—Transportation, Utilities, and Community Facilities and the Dane County Sanitary Code.5. Require the submittal of stormwater management and construction site erosion control plans for new developments in accordance with Town, County, and state requirements.6. Protect the rights of farmers by requiring that the following language be included in all new residential subdivision plats: “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.”7. Either require public park and open space dedication or collect park and recreational improvement fees for all new residential subdivisions in accordance with the Town Land Division ordinance.8. Use the following policies to guide commercial and institutional development proposals in the Rural Neighborhood Area:<ol style="list-style-type: none">a. Submit a 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 design review ordinance.b. Assure that the proposed development not have a substantial adverse effect upon adjacent property (including values), the character of the area, or the public health, safety, and general welfare.c. Focus commercial and institutional uses to address the day-to-day shopping and service needs of nearby residents.d. Encourage maximum new building sizes of 5,000 square feet and maximum building heights of two stories.e. Encourage redevelopment of aging or obsolete commercial properties.f. Permit only allow commercial developments that will not require extensive public services such as public sewer and water.g. Apply appropriate limitations preventing unacceptable future commercial or other non-residential uses of the site may be applied via deed restriction.h. Do not consider rezonings for heavier industrial development (e.g., no heavy manufacturing processes, significant water usage, significant semi-truck traffic).			

Conservation Neighborhood Design Standards
<p>To preserve rural character, protect environmental resources, promote interconnected road patterns, provide attractive development sites, and support recreational opportunities, at least 12 of the following standards must be met:</p> <ol style="list-style-type: none">1. Minimize visibility of development from main roads through natural topography, vegetation (e.g., tree lines, wooded edges), and setbacks. Minimize placement of lots in open fields.2. Back lots onto county, state, and federal highways, designing deeper lots and landscape bufferyards into these areas.3. Arrange lots so houses are not placed on exposed hill tops or ridge lines. 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. Limit cul-de-sacs except where topography, environmentally sensitive areas, or the pre-existing development pattern in the area necessitates their use.7. Avoid building placement within wetlands, floodplains, and slopes greater than 20%.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 of at least 75 feet 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. Use geothermal, solar, wind, or other renewable energy technologies.15. Use environmentally preferred, locally sourced, or recycled materials for buildings and/or infrastructure.16. Create pedestrian trails through open space areas, allowing for future connections to other parcels and parts of the Town.

Figure 18: Town Activity Center Purpose and Policies

Purpose	Typical Implementing Town Zoning Districts	New Lot Sizes	Relationship to Town’s Transfer of Development Rights (TDR) Program
<ul style="list-style-type: none">▪ Identify lands for new rural subdivision and business development, often adjacent to existing subdivisions, for residential and commercial uses served by private waste treatment systems.▪ Provide opportunities for a range of housing choices, including estate and affordable single-family housing and senior, duplex, and small-scale multiple family housing.▪ Enable commercial, storage, light assembly, institutional, and recreational development serving the entire Town.▪ Provide a logical location for highway-oriented commercial development consistent with the Town’s character, population, needs, and public service capabilities.▪ Do not promote uses that initially or may someday require extensive public services.	<ul style="list-style-type: none">▪ SFR Single Family Residential▪ MFR Multiple Family Residential▪ RUC Rural Community▪ NR Neighborhood Retail▪ COM Commercial▪ RCOM Recreation Commercial▪ IND Industrial▪ PUD Planned Unit Development	<ul style="list-style-type: none">▪ Minimum of 1.5 acres each, except that the Town may approve new lots as small as 0.5 acre each in cases where:<ul style="list-style-type: none">□ a group waste disposal system serving multiple lots is approved;□ the existing size of a redevelopment area would not allow for 1.5 acre lots;□ the development will provide affordable single-family home lots that will be priced below the average per acre Dane County rural lot price; or,□ smaller lot sizes would aid in the implementation of the Town’s TDR program.▪ Maximum of 5 acres each, except where the Town Board determines a larger lot is advisable due to unusual land configuration and/or for non-residential development.	<ul style="list-style-type: none">▪ See the Town’s TDR rules and procedures document, adopted and amended from time to time by the Town Board.▪ Lands within the mapped Town Activity Center are designated as TDR “Type 1” receiving areas for potential dwelling units transferred from the Agricultural Preservation Area, in exchange for the permanent preservation of these other lands in the Town. “Type 1” receiving areas are intended for neighborhood development.▪ Without the acquisition and transfer of development rights to the property, an interested land owner within the Town Activity Center will be allowed to develop land for residential purposes up to a maximum “1 per 35” density normally applicable in the Agricultural Preservation Area.▪ Nonresidential land divisions and development within Town Activity Centers shall not require the transfer of development rights under that program.

Town Activity Center Policies (continued on next page of figure)

1. For the design of new residential subdivisions of 10 lots or greater, meet at least 12 of the conservation neighborhood design standards normally applicable within the Rural Neighborhood Area (see Figure 17).
2. For the design of new residential divisions of 9 lots or fewer, meet at least seven of the residential development siting standards normally applicable to residential development in the Agricultural Preservation Area (see Figure 15).
3. Protect the rights of farmers by requiring that the following language be included in all new residential subdivision plats: “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.”
4. Either require public park and open space dedication or collect park and recreational improvement fees for all new residential subdivisions in accordance with the Town Land Division ordinance.
5. Design and place all new lots to allow for the construction of driveways that are suitable in length, width, design, and slope for emergency vehicle travel, and meet the Town’s Driveway ordinance.
6. Meet the standards for on-site waste treatment systems in Chapter Four—Transportation, Utilities, and Community Facilities and the Dane County Sanitary Code.
7. Require the submittal of stormwater management and construction site erosion control plans for new developments in accordance with Town, County, and state requirements.
8. For new non-residential and multiple family residential developments, 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. In addition:
 - a. 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.
 - b. Appropriate limitations preventing unacceptable future commercial or other non-residential uses of the site may be applied through a deed restriction.
 - c. The Town encourages redevelopment of aging or obsolete commercial properties before the development of “greenfield” sites in the same area.
 - d. The Town does not intend to allow commercial developments that may someday require extensive public services such as public sewer and water.
 - e. Lot sizes for commercial development sites should be sufficient in area to provide for both primary and secondary drainage fields, except where redevelopment sites do not allow for this.
9. For new non-residential developments, meet at least eight of the “Non-residential Development Design Standards” presented later in this figure.

10. Springfield Corners is a Smart Growth Area within the Town. Springfield Corners’ existing development, commercial establishments, institutional uses, and road infrastructure make infill and contiguous development efficient and cost-effective. Map 8 represents a conceptual neighborhood development plan for the Springfield Corners area. It is based upon WisDOT’s preferred alternative from the 2015 US 12 Freeway Conversion Study. The goal is to promote Springfield Corners as a center with a mix of residential, business, civic, and recreational uses. As presented on Map 8, there are several key areas in the future development of Springfield Corners, described below:
- a. *Town Center:* The area near the current corner of Highways 12 and P is 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. This corner is also prime location for the recently improved Pape Park, bar and grill/pub, and senior housing. Highway-oriented commercial uses, like a gas station, should not be encouraged in this area, because the WisDOT study suggests that direct access to Highway 12 will be eliminated from this location in the future.
 - b. *Highway-Oriented Commercial Area:* This is the area around the future interchange of Highways 12 and 19 East. Commercial uses serving the traveling public will be appropriate for this area, including a gas station/convenience store or a restaurant. New development occurring before the freeway project should be sited and molded to conform to that future project. Access control will be administered by WisDOT; the southeast quadrant of the future interchange is unlikely to have any access for new development once the freeway project is completed. This area also includes a Park and Ride lot. WisDOT Southwest Region Park and Ride Study includes the following short-term recommendations for this lot: install bike and pedestrian amenities such as picnic tables, bike racks, info kiosks, and garbage bins; seed the shoulder at the off-tracking locations; and install signing for persons with disabilities and the multi-use trail. Long-term recommendations included installing sidewalks or crosswalks, installing curbed islands at the ends of parking rows, and considering redesign for bus transit, if necessary. The current site has expansion capacity.
 - c. *Business Park:* The business park area, located in the center of Springfield Corners, is intended for non-intensive, non-polluting businesses that will not require extensive municipal services (like water), such as contractor shops or other small service businesses, and small offices. The existing business mix is reflective of the desired future mix. A few areas at the edges of the Business Park area on Map 8, shown as “Business Park or Residential” may be appropriate for business park uses as well. In the long-term, 15+ years out, business park uses may expand into the area south of Highway 19 shown as “Possible Future Business Park Expansion Area” on Map 8. This will require further investigation.
 - d. *Residential:* Existing residential development is located mostly along Springhelt Road and the west side of Lodi-Springfield Road. Map 8 suggests adjacent areas for additional residential development along an extended segment of Springhelt Road, and within the area bounded by Highway P and Lodi-Springfield Road. Most of this development is envisioned as single-family homes. The Town may also support low density senior-oriented housing to provide for those older Town residents who wish to remain in the Town, and other small-scale multiple family development. Lands east of Lodi-Springfield Road are identified as “Future Residential Expansion Areas” on Maps 7 and 8.
 - e. *Green Spaces:* The green areas on Map 8 show likely areas for stormwater management, parks, and environmental corridor uses. These areas often provide good locations for transitions between residential and non-residential uses.
 - f. *“Future” and “Long-term” Expansion Areas:* Map 8 includes two future expansion areas east of Lodi-Springfield Road. The southern area is designated for future single-family residential expansion. The northern area, near the Highway P intersection, is the upland area of an extraction site and designated for future low-intensity commercial uses. Soil and sub-surface conditions may limit building construction. If suitably screened from nearby residences, some outdoor commercial use may be appropriate (e.g., landscape supply). Because these two areas may (re)develop within the next 15 years, these two areas are identified as Agricultural Transition Area on Map 7. Map 8 also includes two “Potential Long-Term Commercial or Business Expansion Areas” south of Highway 19. The Town does not anticipate that these areas will be required for non-farm development over the next 15 years; instead, these areas may represent logical longer-term non-farm development areas once designated business park and commercial sites to the north and west are developed. Because of this 15+ year development possibility, these areas remain designated as Agricultural Preservation Areas on Map 8, which is consistent with the State’s farmland preservation law.

Non-residential Development Design Standards

- To maximize the Town’s tax base, provide for attractive building and site design, and enhance the character and appeal of the Town Activity Center, at least eight of the following standards must be met:
- 1. Design signage of high quality; proportional to the building frontage, road frontage, or façade area; and not higher or taller than the highest point on the associated building.
 - 2. Retain existing, non-invasive trees to the extent practical.
 - 3. Provide professionally designed landscaping treatment of bufferyards, along street frontages, around or within paved areas, and along building foundations.
 - 4. Orient intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas away from less intensive land uses.
 - 5. Site parking to the sides and rear of buildings wherever possible, rather than having all parking in the front.
 - 6. Provide interconnected parking lots and driveways to facilitate on-site movement.
 - 7. Locate loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings where practical, and in any case completely screen these facilities through use of walls, fences, buildings, and dense evergreen landscaping.
 - 8. Keep illumination from lighting on site—and away from neighboring properties and the dark sky—through use of full cut-off, “shoebox” fixtures.
 - 9. Incorporate high-quality building materials, colors, and designs that reflect the Town’s desired image. For example, building materials, colors, and designs could reflect agricultural heritage of the community (e.g., stone, gabled roofs, earth tones).
 - 10. Incorporate features like canopies, awnings, trellises, bays, windows, and/or other architectural details to add visual interest to facades.
 - 11. Include variations in building height and rooflines, particularly on larger buildings.

Figure 19: Conservancy Area Purpose and Policies

Purpose	Typical Implementing Town Zoning Districts	New Lot Sizes	Relationship to Town’s Transfer of Development Rights (TDR) Program
<p>Protect continuous systems of sensitive environmental resources and natural areas, including:</p> <ul style="list-style-type: none">Wetlands, as defined in state statute and including both the shoreland-wetland and inland-wetland districts under Chapter 11 of the Dane County Code.Dane County Code shoreland setbacks and wetland buffers required under Chapter 11.1% regional floodplains, including the general floodplain district, floodway district and flood storage district, as described in Chapter 17 of the Dane County Code.Slopes exceeding 20%.	<ul style="list-style-type: none">RC Resource ConservancyNBR Nature-Based RecreationEA Exclusive Agriculture	<p>Division of land within the Conservancy Area is discouraged</p>	<p>May serve as a TDR sending area where also mapped as an Agricultural Preservation Area. May not serve as a TDR receiving area.</p>
Conservancy Area Policies			
<ol style="list-style-type: none">Permit cropping and grazing within the Conservancy Area where in accordance with County, State, and federal law.Permit recreational activities such as trails in publicly owned Conservancy Area where compatible with natural resource protection.Work collectively with surrounding local governments, Dane County, and the State on the protection and preservation of Conservancy Areas.Prohibit building development in the Conservancy Area, except as may be allowed via variance or special exception processes in the associated ordinances.Where development is proposed near mapped Conservancy Area, determine the exact boundaries based on the features that define those areas. Map these areas as Conservancy Area to allow more intensive uses if:<ol style="list-style-type: none">more detailed information or studies reveal that the characteristic(s) that resulted in their designation as a Conservancy Area is not actually present,approvals from appropriate agencies are granted to alter land so that the characteristic that resulted in its designation will not exist, and/ora mapping error is confirmed.			

CHAPTER FOUR: TRANSPORTATION, UTILITIES, AND COMMUNITY FACILITIES

This chapter includes background information, goals, objectives, policies, and programs to guide the future development and maintenance of transportation, utilities, and community facilities in Springfield. The chapter also presents State and regional transportation plans.

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 includes a description of 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. USH 12 is four lanes the entire length of the Town. Traffic is heavy along this stretch of road – average daily traffic counts in 2012 reported 18,900 drivers from the stretch of USH 12 south of STH 19 and 20,900 drivers south of STH 19. Between 2006 and 2012, traffic increased almost 25% south of STH 19 and by 20% north of it. There are plans to convert USH 12 to a freeway with graded interchanges, discussed in further detail in Section B of this chapter.

STH 19 runs east west through the Town, providing access to the Village of Waunakee, Interstate 39-90-94, and the north side of Madison to the east and Mazomanie to the west. Between 2006 and 2012, traffic volumes on STH 19 just west of USH 12 remained stable. There were 6,600 cars daily in 2012.

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, and then continues north into the Town of Dane. Through this section of the road, there were 4,400 vehicles daily in 2012. CTH P then provides a route to Cross Plains, which sees about half the volume experienced to the north. CTH K runs east west through the Town, passing through Ashton Corners at USH 12 before entering the Town of Westport to the east.

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. MIDDLETON MUNICIPAL AIRPORT—MOREY FIELD

There are no airports or airstrips in the Town of Springfield. However, the Middleton Municipal Airport—Morey Field is a 252-acre general aviation facility in the City of Middleton,

located along the Town/City border between Highway 12, Capitol View Road, Airport Road, and Schneider Road. Map 9 shows the current configuration of the Airport relative to municipal boundaries. The runway protection zone for the grassed north-south runway (Runway 01-19) extends into Springfield, onto land that is privately owned. The City has airport height limitation zoning, which appears to restrict building construction in this runway protection zone.

The Wisconsin State Airport System Plan classifies Morey Field as a Large General Aviation (GA) Airport, which is defined as an airport that can “support all GA aircraft that include daily operations of all types of business jets. These airports generally serve as domestic transportation centers and may support international business activity.” This being said, Morey Field is geared toward the “B-II” critical aircraft family—planes having typical approach speeds between 91 and 121 knots, tail heights of 20-29 feet, and wingspans of 49-78 feet. This is the second lowest (out of five) aircraft approach category and second lowest (out of six) airplane design group.

As of June 2018, the majority of aircraft based at the Airport were single engine aircraft, although two jets and eight multiengine aircraft were also present. There were 40,955 airport operations in 2017. While this was an increase from the number of operations in 2016, airport operations were consistently higher in the 2000s. Airport operations reached a high of 47,768 in 2009. A 2018 survey of local pilots who use Morey Field found that the majority of pilots use Morey Field for recreational/pleasure flights, followed closely by flight training and then business uses.

In Spring 2019, the City formed a committee to assist in updating the Airport’s master plan. Such a plan has not been completed for Morey Field since the City obtained ownership in the 1990s. Since then, the region has grown and the City can no longer accommodate requests for hangar space. The master plan will include an inventory of Airport facilities and environmental conditions, forecast future aviation activity, identify facility requirements, analyze potential improvement alternatives, and include a land use plan, noise analysis, and financial plan. The final product will be an Airport Layout Plan, which could allow the Airport to receive federal funding for certain capital projects. At time of writing, the master planning process was scheduled to be completed by the end of 2019, with additional opportunities for input.

The updated City of Middleton Comprehensive Plan identifies Airport-related items that the City wishes to explore further, likely through the Airport master planning process. Two of these items may particularly impact residents and landowners within the Town of Springfield.

First, the City’s Comprehensive Plan encourages evaluation of the potential extension of the primary runway (Runway 10/28 on Map 9) from 4,000 to 5,000 feet. 5,000 feet is a minimum requirement for many corporate aircraft insurance companies, which use it as a threshold for an aircraft to use the runway. Additionally, some pilots with larger aircraft surveyed in 2018 stated that they may base their aircraft at other airports with longer runways and only use them at Morey Field when conditions allow. Therefore, lengthening Runway 10/28 may facilitate greater use of the Airport, potentially including larger planes.

Second, the City through its Comprehensive Plan suggested the potential expansion of hangar space. The City identified an area just north of Runway 10/28 as a logical location for new hangar space. This may require the City to purchase and/or annex land currently in the Town of Middleton, creating a greater stretch of contiguity between the Airport property and the Town of Springfield.

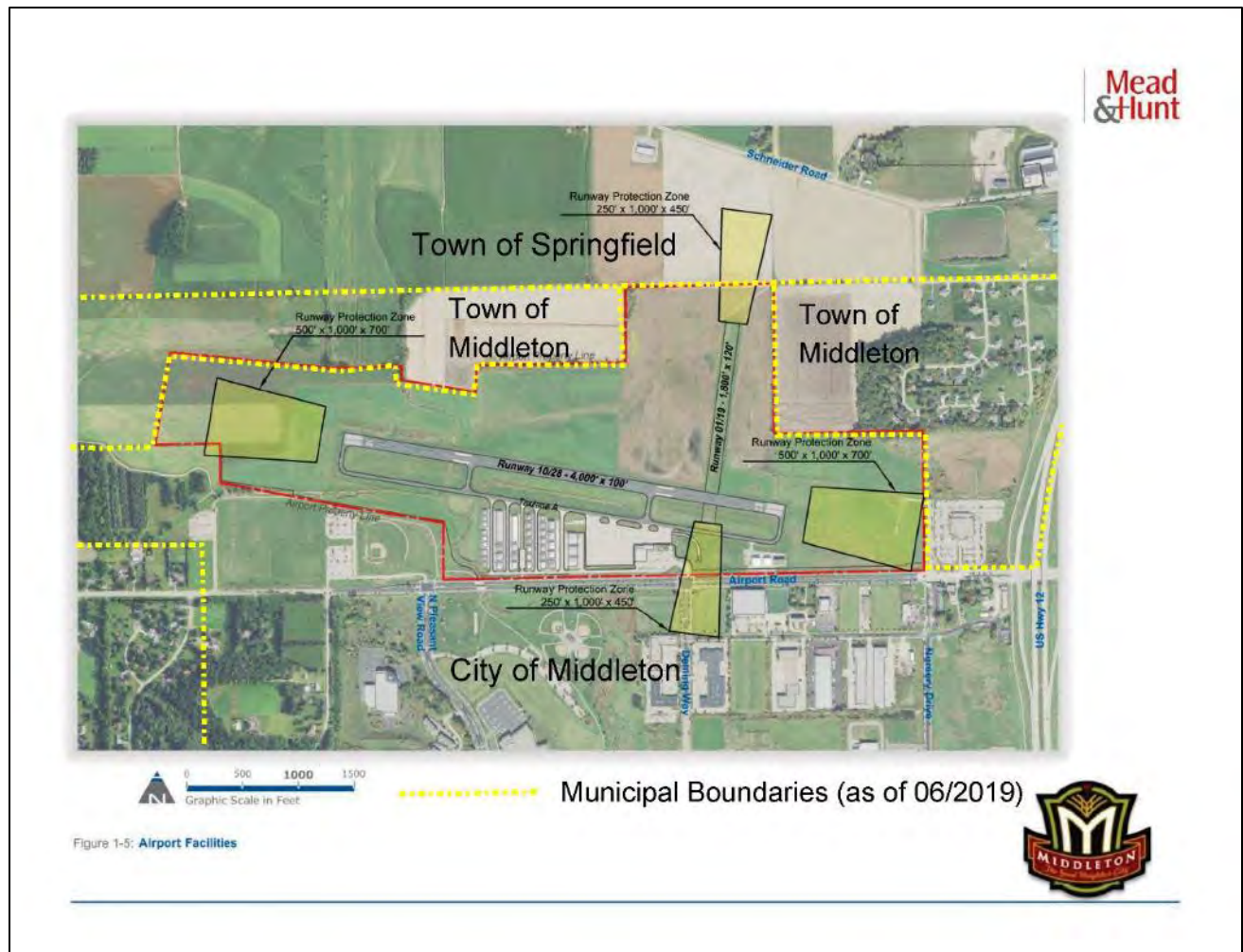
Finally, while not identified in the City's Comprehensive Plan, the updated Airport master plan is likely to evaluate the effect of paving the 1,800-foot north-south Runway 01/19, which currently has a runway protection zone in Springfield.

3. DANE COUNTY REGIONAL AIRPORT

The Dane County Regional Airport (DCRA) is located in Madison, about 13 miles southeast of Springfield Corners. The DCRA offers a full range of flights to regional, national, and international destinations to serve the growing metropolitan area. The DCRA is served by seven commercial air carriers with over 100 scheduled flights per day, plus two air freight airlines. Within the past two years, the DCRA expanded service to San Francisco, Philadelphia, Tampa Bay, Fort Meyers, Las Vegas, and Phoenix. Annually, there are nearly 80,000 aircraft landings and takeoffs from three runways. DCRA served almost two million passengers in 2017.

Renovations completed in 2006 expanded the total passenger terminal square footage from 126,000 to 278,000, expanded counter queuing and baggage claim areas, and added restaurants and shops. Parking was expanded in 2014.

Map 9: Morey Field Layout and Municipal Boundaries



4. 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. The Wisconsin and Southern line that runs from Reedsburg to Madison also passes close to the Town, at its northeast corner near Waunakee.

5. 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. The Madison Area Transportation Planning Board also maintains a functional classification map for bicycle routes, which:

- Designates the shared use path along USH 12 as a primary route for bicyclists within the Town. That path ends at the northern border of the Town at Rauls Road.
- Identifies a secondary bicycle route on Woodland Drive, from USH 12 east into Waunakee.
- Identifies another secondary route at Kingsley Road and Woodland Drive going south, east briefly on Meffert Road, and continuing south on Pheasant Branch Road going into Middleton.

There are few sidewalks in Springfield. Opportunities for safe walking are mainly along lesser-traveled roads, such as in residential subdivisions.

6. TRANSIT AND SPECIALIZED TRANSPORTATION SERVICES

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

The Madison Area Transportation Planning Board provides policy direction, helps coordinate, and oversees the administration of specialized transportation services in the County.

Residents of Springfield can take advantage of 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:

- **Rural Access Program for Persons with Disabilities.** The Rural Access Program for Persons with Disabilities provides rides on the Rural Senior Group Transportation buses. These are scheduled group trips that include destinations such as community/senior centers, and grocery and general shopping. The service is door-to-

door, and is provided in accessible vehicles. The service does not include trips for medical appointments.

- **The Older Adult Transportation Service Assistance Program** serves rural adults aged 60 and over who live in their own homes or apartments. The program provides rides to appointments and services that enhance older adults' ability to remain independent and in their own homes. The service is door-to-door, and passengers are assisted with curbs and stairs. Vehicles are accessible. This is an individualized service. Service area is all of Dane County.
- **Specialized Transportation Services**, 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 persons with disabilities who live in their own homes or apartments.
- 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.
- **Veteran's Transportation** provides rides with scheduled stops to appointments and services and free bus passes to veterans, regardless of discharge status.
- **The Supplemental Medical Transportation Assistance Program** provides rides for persons with medical treatments that are frequent, or of long duration, or more than 25 miles from the patient's home. Riders receive assistance with transportation costs not covered by Medical Assistance.
- **Common Carrier Medical Assistance Transportation** is available to persons eligible for Title IX Medical Assistance (MA) who do not have Specialized Medical Vehicle (SMV) eligibility certification. Rides are available to MA-covered services. Transportation may be provided by bus, cab, SMV, or another common carrier. This is an individualized service. Rides are coordinated through HMOs, approved clinics, and agencies, social or caseworkers, or DCDHS staff. Service area includes all of Dane County and may cover pre-approved out-of-county travel.

7. 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 relevant to Springfield. WisDOT's Southwest Region office is primarily responsible for Interstate, U.S., and State highways in

Springfield. Springfield is also within the jurisdiction of the Madison Area Transportation Planning Board, a metropolitan planning organization.

1. 2035 REGIONAL TRANSPORTATION PLAN UPDATE

This is an update of previous plan done by the Madison Area Transportation Planning Board. The Regional Transportation Plan is a multimodal system plan that provides the overall framework for transportation planning and investment decision making in the future. It identifies transportation projects and strategies or action to be implemented. The RTP is further refined and detailed through area or corridor studies, mode-specific plans such the bicycle transportation plan and transit development plan, and other short- to mid-range planning efforts such as the MPO's new congestion management process.

2. TRANSPORTATION IMPROVEMENT PROGRAM (TIP) 2019-2023

The Madison Area Transportation Planning Board also produces a Transportation Improvement Program (TIP), which is a coordinated listing of short-range transportation improvement projects anticipated to be undertaken in a five-year period. Planned major construction projects in Springfield include CTH P resurfacing from USH 12 to the Springfield/Berry town line, scheduled for 2019.

3. THE BICYCLE TRANSPORTATION PLAN FOR THE MADISON URBAN AREA AND DANE COUNTY

The current plan suggests a future shared used path from Waunakee, running south of the Waunakee Marsh to Woodland Drive. The Madison Area Transportation Planning Board intends to complete an update to this plan in 2015. The new plan's primary goals involve increasing usability of the area's existing system and reducing bicycle accidents. This plan will also update the bikeway system plan included in the 2035 Regional Transportation Plan Update.

4. WISCONSIN BICYCLE TRANSPORTATION PLAN 2020

The *Wisconsin Bicycle Transportation Plan 2020* presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan map shows existing state trails and future "priority corridors and key linkages" for bicycling along the highway system.

5. CONNECTIONS 2030: LONG-RANGE MULTIMODAL TRANSPORTATION PLAN

Connections 2030, adopted by WisDOT in 2013, begins with a vision to create and maintain "an integrated multimodal transportation system that maximizes the safe and efficient movement of people and products throughout the state." The plan includes recommendations for highways, rail, air, port, and bike and pedestrian movement. The plan identifies trends and challenges, including aging transportation infrastructure, increased use, and declining revenues. The plan positions relatively general recommendations around seven themes:

- Preserve and maintain Wisconsin's transportation system
- Promote transportation safety
- Foster Wisconsin's economic growth
- Provide mobility and transportation choice
- Promote transportation efficiencies
- Preserve Wisconsin's quality of life
- Promote transportation security

Connections 2030 includes a statement of support for a proposed route for a four-lane highway, currently referred to as the North Mendota Parkway, in its system level priority corridor maps.

6. WISCONSIN HIGHWAY 19 STUDY - SPRINGFIELD-WATERLOO, DANE-JEFFERSON COUNTIES

In 2016, WisDOT completed an access and safety study on a 30.5 miles segment of Highway 19 between Highway 12 in Springfield and Waterloo in Jefferson County. The purpose of the study was to provide guidance on preserving the highway corridor in order to prolong its useful life. The study includes an analysis of current safety, operations, and access, as well as recommended improvements and strategies that will allow this segment of Highway 19 to operate safely and efficiently into the future. Within the Town, improvements to Highway 19 between the US Highway 12 intersection to the Springfield/Waunakee boundary are anticipated to begin in 2020. The Town notes that any improvements to Highway 19 in Springfield will be challenged by the adjacent wetlands in the Waunakee Marsh.

7. WISCONSIN HIGHWAY 18 PROPOSED IMPROVEMENT PROJECT – SPRINGFIELD CORNERS TO MAZOMANIE

In 2018, WisDOT began the process of developing plans for a proposed improvement project on Highway 19 in Dane County. The project affects the segment of Highway 19 between the Highway 78 intersection in Mazomanie and extends 9.6 miles east to the Highway 12 intersection just north of Springfield Corners. The purpose of the project is to improve corridor safety, address drainage concerns, widen shoulders, and improve pavement condition. The project is still in its design phase and current plans suggest resurfacing for the segments of Highway 19 within the Town. A second public improvement meeting is planned for summer 2019, with land acquisition for right-of-way anticipated shortly after. Construction is anticipated to commence in 2022.

8. US HIGHWAY 12 FREEWAY CONVERSION STUDY

USH 12 is currently classified as an expressway, which indicates a divided highway with at-grade crossings, providing direct access to private properties and Town and County roads. Its construction was completed in 2005.

WisDOT has plans for Highway 12 to eventually convert it to a four-lane freeway from Madison to Sauk City. This will involve removing all current access points, building, and acquiring sites for interchanges, and constructing frontage roads to provide access for landowners along the current expressway. WisDOT utilized the Town's previous land use plans

and interviews with multiple stakeholders to prepare options regarding the location of interchanges and frontage roads.

Through its USH 12 Freeway Conversion Study from Parmenter Avenue to WIS 19, completed in 2015, WisDOT suggests:

- Interchanges in the Springfield Corners area, Ashton Corners area, and Meffert/Kick-a-Boo Road area in between, as indicated on Maps 10 through 12. Split interchanges are preferred at Springfield Corners and the Meffert/Kick-a-Boo area to minimize impacts on existing development.
- Lodi-Springfield Road between current CTH P and STH 19 would become the new CTH P and upgraded to meet County highway standards. The re-routing of CTH P to Lodi-Springfield Road may boost commercial development in this area, but may make residential development less feasible.
- A series of frontage roads connecting existing intersecting road and private properties with planned interchange areas. Through the Study, WisDOT does not anticipate frontage roads being turned over to the Town for upkeep.
- Extension of the current parallel shared use path all the way north to the Dane-Sauk County line.

The Freeway Conversion Study is now considered an adopted WisDOT plan that includes an Environmental Assessment (EA) document signed by the Federal Highway Commission. At time of writing, WisDOT had not yet held an official public hearing that is a prerequisite for a “finding of no significant impact” for the preferred alternatives outlined in the EA. Once such a finding is made, WisDOT would be in a position to map and acquire additional highway right-of-way for the preferred alternatives. The timeframe for such a hearing may be affected by a recent change in state government administration. Construction on the freeway conversion project has not been programmed or budgeted at time of writing.

9. NORTH MENDOTA PARKWAY PLANNING

The North Mendota Parkway is planned as a limited access expressway connecting Highway 12 on the west with Interstate 39/90/94 on the east. It is proposed to address mounting traffic congestion on Highway 19 and other area roads. In the limited locations where it will intersect existing roads, such as CTH Q, it could induce development pressure.

The planning for the North Mendota Parkway began in the late 1990s. In order to minimize impacts on landowners and resources affected, parkway route planning has taken into consideration minimizing farm severances, avoiding wetlands, remaining close to urban areas, and designing a speed-facility type that best fits the area. This includes deciding whether the Parkway will be at-grade or through separate interchanges. In 2010, Dane County endorsed the findings of the North Yahara Parkway Implementation Oversight Committee, which looked at the impacts of the new parkway on various environmental, water, scenic and recreational resources. Because of those impacts, the Town of Springfield entered into an inter-governmental agreement with Dane County, which is described further in Chapter Nine.

That work culminated with the identification of a preferred Parkway corridor, with the corridor in the Springfield area shown on Map 13. The actual location of the Parkway would be significantly narrower than the corridor as it is depicted on this map.

Construction of the North Mendota Parkway is not scheduled, funding is not secured, and even which governmental entity would own and manage such a facility remains uncertain. In early 2015, a coalition of local governments in the area unsuccessfully attempted to include funds for environmental studies associated with North Mendota Parkway construction in the State budget.

Map 10: WisDOT Preferred Interchange Alternative, Springfield Corners Area

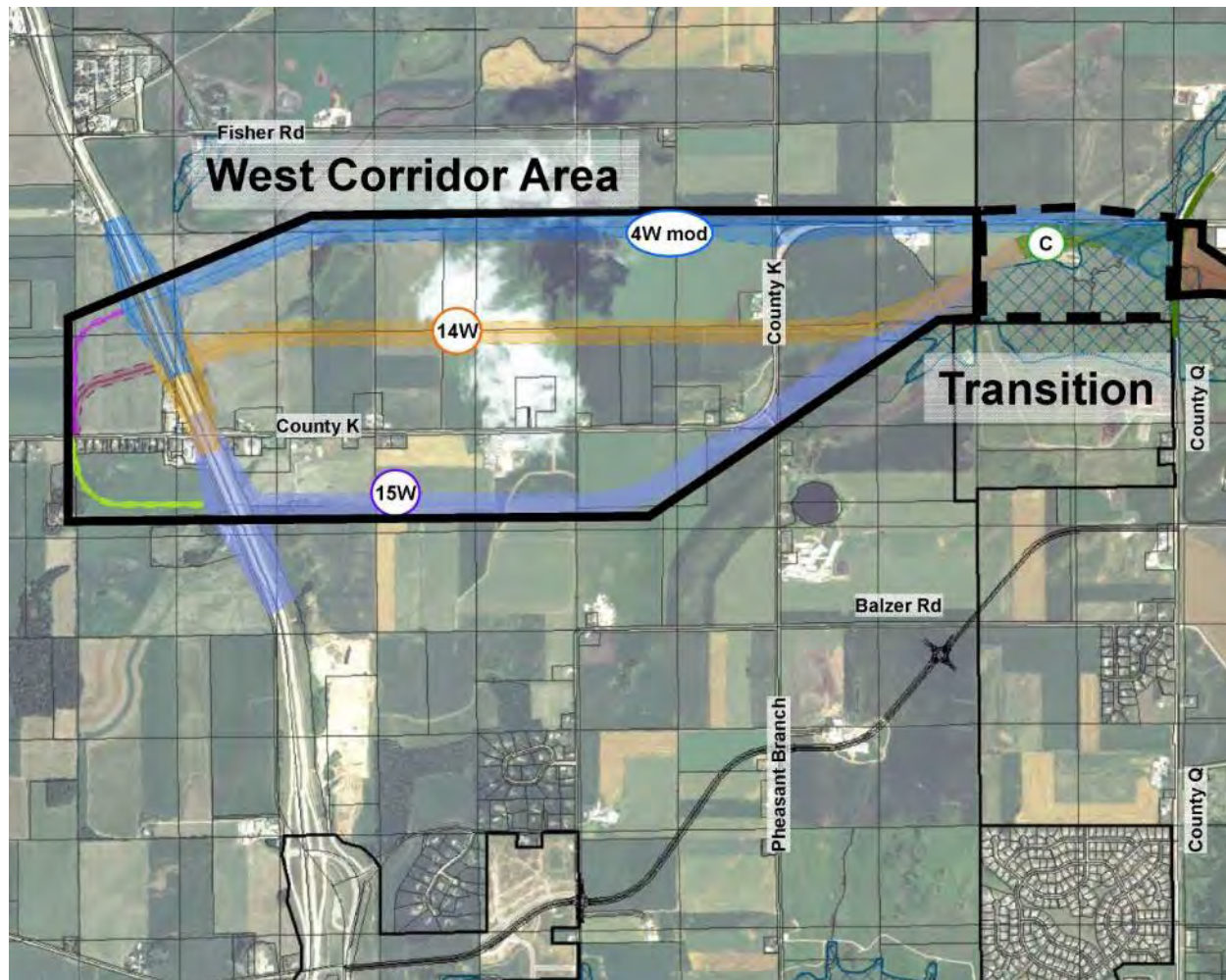


Map 11: WisDOT Preferred Interchange Alternative, Kick-A-Boo/Meffert Area



Map 12: WisDOT Preferred Interchange Alternative, Highway K Area



Map 13: North Mendota Parkway Alignments from 2010 Intergovernmental Study

C. TRANSPORTATION GOAL, OBJECTIVES, AND POLICIES

Goal: Support a transportation system that serves its function; contributes to the Town's vision; and minimizes impacts on landowners, farming, and the environment.

Objectives:

1. Maintain and require a safe and interconnected road network.
2. Ensure that planned highway and airport improvements are coordinated with land use desires and that negative impacts on Town residents are minimized, especially in relation to planned Highway 12 freeway conversion, Highway 19 upgrades, possible North Mendota Parkway, and Morey Field expansion.
3. Participate on multi-jurisdictional transportation system improvements and maintenance.

4. Support biking, walking, and other modes of transportation.

Policies:

1. Update and implement a Town Road Improvement Program to provide for the phased up-grading of town roads, utilizing PASER ratings to prioritize projects.
2. Upgrade existing town roads to current standards to the extent practical when repaving or reconstructing those roads.
3. Discourage use of town roads for through traffic with techniques such as signage, speed zones, and weight limits.
4. Enforce weight restrictions on existing town roads and consider weight limits on new town roads when reviewing development proposals.
5. Support access control and rural character objectives by discouraging large amounts of “side of the road” development and multiple driveways on main roadways.
6. Require a minimum setback for all buildings, parking, signs, and other improvements (aside from landscaping) of at least 50 feet along the State and U.S. highway rights-of-way.
7. 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. Minimize cul-de-sacs and other dead-end streets.
8. Vacate town road “driveways” originally dedicated to serve only one home where possible.
9. Accommodate bicycle traffic on less traveled roadways and in paths,
10. Support an off-road shared use path between Waunakee and Springfield Corners.
11. Promote joint driveways to achieve traffic safety and rural character goals.
12. Support additional transportation options for those without access to an automobile, including the elderly, disabled, and children.

D. TRANSPORTATION PROGRAMS

1. CONTINUE ADVOCACY OF SHARED-USE TRAILS ALONGSIDE HIGHWAY 19 IMPROVEMENTS

Highway 19 connects the Town with its neighbors to the east and with the Interstate network. Its poor condition has led the Town’s to advocate successfully for roadway improvements, including resurfacing, along the entire length of Highway 19 within the Town. Road upgrades are anticipated to relieve congestion on CTH K to the south and reduce pressure for construction of the North Mendota Parkway. Highway 19 improvements are scheduled to begin in 2020 and continue thereafter. While plans for resurfacing include widening the road’s shoulder, improvements will not accommodate bike and pedestrian needs. The Town has long desired and advocated for a parallel, off-road shared use trail connecting Springfield Corners to Waunakee (similar to the USH 12 trail). Dane County included support for such a trail in its 2018-2023 Park and Open Space Plan. Alongside the County, Town can continue to support and propose alternative and multimodal transportation routes as it interacts with WisDOT on this and other upcoming improvement projects.

2. ADVOCATE TOWN INTERESTS IN IMPLEMENTATION OF USH 12 FREEWAY CONVERSION PROJECT

The Town was an active participant in WisDOT's study to convert USH 12 to a freeway. As described earlier in this Chapter, WisDOT's preferred alignment involves three interchanges and several frontage roads in the Town of Springfield. As of the time of writing, the Town had taken no position on the freeway conversion project, but instead will work to minimize negative effects and maximize positive effects. This work will include:

- a. Referring to the Town's vision in Chapter One—Vision and Opportunities, and the goal, objectives, and policies in this chapter, when making decisions or providing advice related to this project.
- b. Assuring that interchange and highway re-routing plans in the Springfield Corners area maximize the Town's interest in economic, residential, and recreational development in this area, per Map 8 and other recommendations in this *Plan*.
- c. Securing a permanent Town park, ideally in the Springfield Corners area, and possibly from remnant lands associated with the freeway project.
- d. Advocating for the logical re-routing of CTH P to reflect actual and expected travel demand.
- e. Limiting the impacts of interchanges and frontage roads on adjacent development and farm parcels, avoiding tracts that are difficult to farm.
- f. Coordinating future building and road development in the Springfield Corners and Ashton Corners areas with future Highway 12 right-of-way needs and expected access controls.
- g. Encouraging a minimum setback for all buildings, parking, signs, and other improvements (aside from landscaping) of at least 50 feet along proposed highway, interchange, and frontage road rights-of-way.
- h. Limiting new development in the Meffert/Kick-a-Boo Road area, despite the possible location of a new interchange there.
- i. Revisiting the future land use designations on Map 7: Future Land Use, for any parcels that are too small and/or poorly configured for continued farm use, following WisDOT right-of-way acquisition.
- j. Restoring "community sensitive design" funds as part of WisDOT's freeway conversion construction project, using those funds for landscaping, paths, parks, community signage, and other public improvements to mitigate the negative effects of the project.
- k. Continuing to manage stormwater flows effectively, as was done with the 2005 expressway project.

3. VOICE TOWN CONCERNS OVER NORTH MENDOTA PARKWAY PROJECT

The Town has also been an active participant on various studies, discussions, and agreements regarding North Mendota Parkway. A general corridor for the Parkway has been delineated, but no construction responsibility has been assigned.

As it is presently conceived, the Town is opposed to construction of the North Mendota Parkway, within the route shown on Map 12 or otherwise. Property owners and farms in the Town would have to absorb a disproportionate share of the negative impact of the project, and the benefits to Town residents are questionable. Further, the Town questions whether the current design truly provides the “expressway” between Highway 12 and Interstate 39-90-94 that many have promised. The selected Parkway route utilizes segments of existing Highways M and 113 to the east, which are experiencing increased congestion.

As such, the Town does not intend to contribute funds or support for further analysis, land acquisition, or construction of North Mendota Parkway. The degree to which the Town will voice its concern and opposition to the project further than this is yet to be determined. The Town Board intends to refer to the Town’s vision in Chapter One—Vision and Opportunities; and the goal, objectives, and policies in this Transportation chapter; when making decisions or providing advice related to this project.

If the North Mendota Parkway project moves forward despite the Town’s concerns, the following matters should be addressed:

- a. Prevent the division of contiguously-owned, productive farmlands, and negative impacts to other private property that may find itself along the new route.
- b. Properly manage stormwater flows to Dane County ordinance standards, and protect wetlands, the Dorn Creek corridor, wildlife habitat, and other natural features.
- c. Coordinate future building and road development in the Ashton Corners area with future North Mendota Parkway right-of-way needs and expected access controls.
- d. Coordinate between the Highway 12 freeway conversation project and North Mendota Parkway.
- e. Pursue a better approach to traffic flow than currently demonstrated, where the North Mendota Parkway is proposed to share the current CTH M route in Westport, given CTH M’s current high traffic volumes and congestion.

4. ADVOCATE FOR TOWN RESIDENT AND LANDOWNER INTERESTS ASSOCIATED WITH MOREY FIELD

As described in Section A.2. above, at time of writing the City of Middleton was coordinating a master planning process for the Middleton Municipal Airport—Morey Field. This master plan may lead to the extension of the main east-west Runway 10/28 to 5,000 feet, additional hangars possibly north of that runway, and/or the possible paving of the north-south Runway 01/19.

The Town acknowledges the contribution that Morey Field makes to the local economy, recreation, and flight training. In addition, the presence of the Airport likely contributed to the City of Middleton agreeing in a 2004 boundary agreement with the Town that it will not annex land from Springfield west of Highway 12 through March 2029. This will aid in the preservation of the productive farmland in this area, which is central to the Town's vision. In exchange, the Town agreed that it would "not to object to the orderly development and expansion of Middleton Municipal Airport—Morey Field." Section 8.03 of the 2004 City of Middleton and Town of Springfield Intergovernmental Agreement provides further detail.

Still, the Town Board is concerned over the impacts of potential Airport expansion on Town residents and landowners in the southern part of Springfield. As such, it provides the following policy positions for inclusion in the Airport master planning process and beyond:

- a. Encourage a continued focus for Morey Field as recreational, training, and small business use airport, continuing to primarily serve the "B-II" critical aircraft family.
- b. Encourage Airport improvements, practices, and oversight that will increase the environmental sustainability and safety of Airport operations, including greater air traffic control.
- c. Discourage Airport improvements that will significantly increase the number of flights and the percentage of flights that rely on jet aircraft.
- d. Assure that all Federal Aviation Administration aircraft noise level standards are consistently met and enforced, and encourage the use of quieter aircraft at Morey Field.
- e. Encourage City acquisition of land or avigation easements over runway protection zones, while retaining such zone in Springfield in crop production and without annexation.
- f. Discourage any additional airport height or other zoning regulations in the Town, except where directly related to public safety and following Town Board and public input.
- g. Generally oppose the relocation of any Town of Springfield roads associated with Airport expansion, or Airport access to Town roads, unless there are significant positive benefits in the determination of the Town Board.
- h. Encourage the City to inform and involve the Town and its landowners before any proposed Airport improvement is actually approved and constructed. During such processes, the Town requests demonstration that off-site noise, public safety, pollution, and traffic impacts will be controlled in a way that protects use, enjoyment, and value of nearby property.

E. 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.

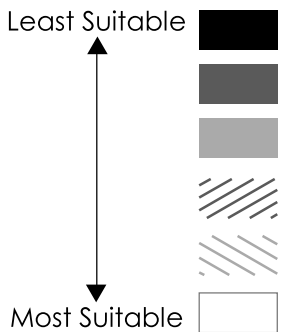
2. SANITARY WASTEWATER TREATMENT FACILITIES

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 waste treatment 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.

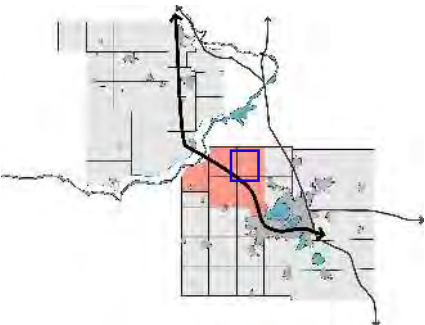
The Town has some limitations concerning on-site wastewater treatment systems. Map 14 shows the general areas of limitation.

According to Dane County's 1999 Groundwater Protection Plan, research suggests that there is a low probability of significant groundwater pollution associated with on-site wastewater treatment systems where housing densities are less than one house per two acres where there are concentrations of twenty or more homes. There is a higher probability of groundwater pollution where homes are located at densities greater than one house per one acre.

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.

 Vandewalle & Associates
Madison, Wisconsin
Planning - Creating - Rebuilding



3. SOLID WASTE DISPOSAL AND PROCESSING 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 6 shows closed landfill sites located in Springfield. To protect drinking water quality, WisDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and new private water supply wells.

In 2013, a biodigester was built in the Town by the La Crosse-based Gundersen Health System and US Biogas. The biodigester processes manure from Blue Star Dairy Farms, Hensen Brothers Dairy, and Ziegler Dairy Farms in three digester tanks. It also processes food waste. The Springfield digester processes between 65,000 to 70,000 gallons of manure per day and 35,000 gallons of food waste. The Springfield digester generates approximately 16 million kilowatt hours of electricity annually that is added to the local grid through Madison Gas and Electric—enough to power approximately 2,500 homes.

4. STORMWATER MANAGEMENT

The Dane County Erosion Control and Stormwater Management 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's Land Division ordinance incorporates County standards.

WisDNR requires an erosion control plan and permit for all projects that disturb one 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. 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. 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. In 2018, the Town replaced its salt shed.

The Town Hall and Garage facility may not be adequate to serve the needs of the Town over the 20-year planning period. Equipment may also need to be upgraded or replaced over the planning period.

Dane County has a highway garage in the Town of Springfield. It is located south of the intersection of Highway 12 and 19 West.

6. LAW ENFORCEMENT

The West Precinct of 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 protection and emergency medical service (EMS). 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 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 change 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 Don's Mobile Manor, 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 among three public school districts, as shown on Map 1. There are no operational public schools located within Springfield. St. Peter's Catholic Church operates a private elementary school in the Town.

The majority of the students in the Town are in the Middleton-Cross Plains Area School District. The Middleton-Cross Plains District operates six elementary schools, two middle schools, and two high schools (one charter). District enrollment grew from 5,646 students in September 2007 to 6,577 students in September 2016. As a result, the District has been expanding, remodeling, and building new schools.

The northeast part of the Town is in the Waunakee Community School District. The District has three elementary schools (kindergarten through fourth grade), one intermediate school (fifth through sixth grades), one middle school (seventh and eighth grades), and one high school. District enrollment grew from 3,483 students in September 2008 to 3,958 students in September 2017. District voters approved a November 2014 referendum to build a replacement intermediate school and expand two existing elementary schools.

The extreme northwest part of the Town is in the Sauk Prairie School District. 2014-2015 enrollment was 2,775 students. District facilities include one grade K-2 elementary school, one grade 3-5 elementary school, two K-5 elementary schools (including one charter), one middle school, and one high school. The results of a successful April 2014 referendum consolidated two rural elementary schools to one campus and replaced the aging Spruce Street Elementary facility with a new elementary school on Broadway Street in Prairie du Sac.

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 Regional Trail Map in the *Dane County 2018-2023 Parks and Open Space Plan* includes a proposed route for a shared-use bicycle/pedestrian trail that would link Indian Lake County Park in the Town of Berry to the North Mendota Trail in the Town of Westport. This proposed route would run through the Town of Springfield. The County plans to continue discussion with WisDOT regarding the completion of the Highway 12 shared-use trail, which currently runs from Middleton and ends at the Springfield/Dane town line. The *Plan's* Regional Trail Map proposes extending this trail to Sauk City.

The North Mendota Hyer Road Unit Wildlife Area is a County-owned, 137-acre site located in the north central part of the Town and extends into the Town of Dane. The site has a small, natural surface parking lot along Hyer Road. This wildlife area provides public hunting access within ditched crop fields. Parking lot and other site improvements were completed items from the County's *2012-2017 Parks and Open Space Plan*.

The Pheasant Branch Creek Resource Area is a County-owned, 160-acre site in the 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 the County's 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 allows 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.

In the winter and weather-permitting, the Town includes a number of state and club-operated snowmobile trails that link with other communities around the County. A map showing the approximate location of snowmobile routes is included in the *2018-2023 Parks and Open Space Plan*

There are currently no Town-owned park lands in Springfield, though the Town has an agreement with WisDOT to utilize State right-of-way near the intersection of Highways 12 and P for recreational space. This area has been named Pape Park, and is currently used as a soccer field and includes an open picnic shelter.

The Town may require the dedication of public park and open space land within new residential developments per its Land Division ordinance. Per that same ordinance, the Town requires a park and recreation facility impact fee from each new housing unit permitted. This fee is used for parkland acquisition, parkland improvement, and new or rehabilitated park equipment. Per a 2023 ordinance amendment, the fee is to be waived where the new housing unit is located in a residential development that had dedicated public parkland.

12. CHURCHES AND CEMETERIES

There are four churches within the Town of Springfield. These include the historic St. Martin's church in Martinsville, the historic St. Peter's church in Ashton, St. Andrew's in a newer building on Schneider Road near Highway 12, and St. Therese 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 churches have cemeteries. Others in the Town include the German Lutheran Cemetery on Brandenburg Road, the Kohlmann 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. There are three telecommunications towers located in the Town of Springfield: one on STH 19 in the north central

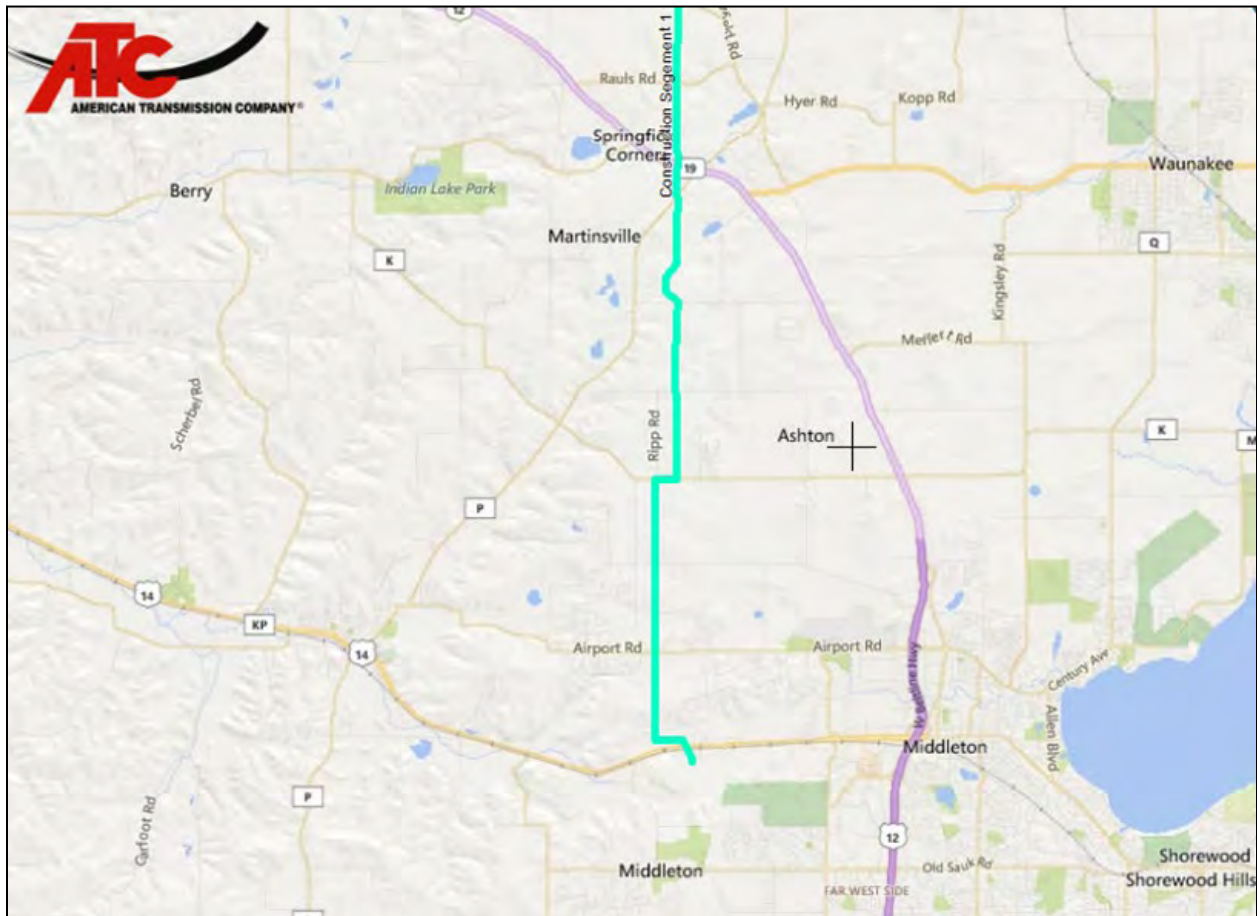
portion of the Town, one on Meffert Road in the center of Town just east of USH 12; and another along USH 12 further north.

14. POWER GENERATION AND TRANSMISSION LINES

Madison Gas & Electric provides electrical and gas service to Town residents.

The American Transmission Company (ATC) owns the electrical transmission lines through the Town. In early 2015, the State Public Services Commission approved ATC's plans for an extension of a high-voltage transmission line from La Crosse to Middleton, called the Badger Coulee line. This line was completed in 2018.

The route through the Town to the North Madison substation is shown on Map 15. The line was constructed on steel, single-pole structures in a single- or double-circuit delta-configuration over most of the route in the Springfield area. The Town received a one-time



payment from ATC of \$366,001 and will receive an annual payment of \$43,912 per year.

Map 15: ATC Badger-Coulee Line Alignment through Springfield Area

A 3-million-gallon biodigester opened in the Town in 2013. Biodigesters are designed to generate electricity and reduce the nutrient level and volume of manure, which eventually goes back to nearby farms to be spread on fields as fertilizer. The biodigester in the Town

sends its energy to Madison Gas & Electric. In 2019, the digester generated nearly 11 million kilowatt-hours (kWh) of electricity, enough to power approximately 1,800 homes.

There are six wind turbines near Martinsville along Kick-A-Boo road. Epic Systems, Inc. built the turbines in 2012 and they were functional by fall 2013. Each turbine has the capacity to produce 1.6 megawatts each, totaling 9.9 megawatts altogether. The company worked with Madison Gas & Electric to lay 16 miles of underground power lines that provide energy straight to the company's Verona campus. These are the only commercial wind turbines in Dane County at time of writing.

At time of writing, there were no commercial solar fields in the Town. There are 1,700 solar panels located on the roof of the City of Middleton Operations Center adjacent to the Town, which provide 500 kW to Madison Gas & Electric's community grid. Also near the Town boundary, a five-megawatt solar field with 17,000 solar panels is planned for Middleton's Morey Field airport, which would provide enough electricity to power approximately 1,500 homes.

Solar field proposals and developments are becoming more common in rural communities across Southern Wisconsin as utility companies and consumers desire to switch from fossil fuels to renewables for electricity production. In Jefferson County, the Badger Solar Field is currently under construction and planned to begin operation in 2021. In Iowa County, the Badger Hollow Solar Field is also under construction and planned to begin operation in 2023. At the time of writing, another large solar field was proposed in Kenosha County.

Badger Hollow Solar Field

The Badger Hollow Solar Field in nearby Iowa County was under construction at time of writing and planned to begin operating in 2023. The solar field is spread across 3,500 acres of agricultural land and will contain 900,000 to 1.2 million solar photovoltaic panels. The project will produce 300 megawatts of electricity, enough to power over 77,000 homes. The project will generate approximately \$500,000 in utility aid for Town governments and \$700,000 for Iowa County. Badger Hollow alone will triple Wisconsin's solar power generation capacity.

Smaller-scale community-solar fields are slightly more expensive per megawatt than large-scale solar fields, but still feasible. At time of writing, Wisconsin was home to more than a dozen examples in Wisconsin of small-scale solar fields located on or near agricultural lands in rural communities. These are predominately located immediately adjacent to transmission lines, owned by the underlying landowner, and cover between five to ten acres of land.

In general, five to seven acres of land are used for every megawatt of solar power capacity. Additionally, solar fields, if not located immediately adjacent to a substation or transmission line, must be served by a dedicated transmission line and transformer to connect to the grid, requiring more land for distribution.

Solar fields sized under 100 megawatts are subject to local zoning regulations and approval, while solar fields 100 megawatts or larger are not subject to local zoning regulations. Instead, these larger solar fields must gain approval from the State of Wisconsin's Public Service Commission (PSC). This process is called a Certificate for Public Convenience and Necessity, or CPCN, which requires the PSC to find that the project will 1) be in the public interest, 2) have no undue adverse impact on environmental values, 3) not interfere with

orderly land use and development plans, and 4) have no adverse impact on competition in the relevant wholesale market. Additionally, Wisconsin law limits local restrictions on solar developments, only allowing restrictions that 1) preserve or protect the public health or safety, 2) do not significantly increase the cost of the system or significantly decrease its efficiency, or 3) allow for an alternative system of comparable cost and efficiency.

The Town's policies and programs related to solar fields are located in the next section of this chapter.

F. UTILITIES AND COMMUNITY FACILITIES GOAL, OBJECTIVES, AND POLICIES

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

Objectives:

1. Coordinate utility and community facility systems planning with land use, transportation, and natural resources planning.
2. Protect the Town's public health, natural environment, farmland, and existing residents through proper siting of utility uses and on-site wastewater treatment systems and mitigation of off-site impacts such as through proper siting and stormwater management.
3. Promote use of existing public facilities, and logical expansions to those facilities, to serve future development wherever possible.
4. Provide quality and accessible recreational facilities for all Town residents.
5. Coordinate with Dane County on public works and recreational facilities.

Policies:

1. Continue to provide basic services for Town residents, including garbage collection, public road maintenance, snow plowing, and emergency services.
2. Consider the objectives and policies of this *Plan*, as well as the welfare of all residents, to determine whether new or expanded Town services or facilities may be appropriate.
3. 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.
4. Direct development away from areas with limited suitability for on-site waste treatment systems, as depicted in Map 14.
5. Work with the County Sanitarian to ensure the proper approval process and placement of new on-site wastewater treatment systems, and appropriate maintenance and replacement of older systems as a means to protect ground water quality.
6. 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.
7. Carefully evaluate proposed large on-site wastewater treatment 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.
8. Develop a Town Park as a community gathering and recreational space, using locally collected park fees and grants if possible. A permanent Town Park could perhaps be located on lands currently being leased from WisDOT at the east corner of the intersection of CTH P and USH 12 (Pape Park), where some park improvements have already been made and/or

another location. The Town may seek acquisition of this land in conjunction with the Highway 12 freeway conversion project and/or other land in the area.

9. Discourage the future development of a landfill in the Town, and remain actively involved in processes to site power generation facilities.
10. Work with Madison Gas & Electric and telecommunications providers to ensure that new development is adequately serviced.

G. UTILITIES AND COMMUNITY FACILITIES PROGRAMS

1. MANAGE THE SITING AND SAFE OPERATION OF WIND ENERGY SYSTEMS

The Town has been concerned about ice build-up on the Galactic Wind turbine blades. The turbines have on occasion projected ice beyond current setback distances, posing a danger to neighboring homeowners and motorists along Town roads. The Town will investigate options to improve this situation, starting with communication with the towers' owners and operators and reviewing the site and operational plans and conditions of approval against actual performance.

The Town may also wish to adopt or enhance wind turbine siting regulations, to address any future expansion to the Galactic Wind site or other potential turbine facilities. The Town has the authority to make its own wind siting ordinance, as long as it is not more stringent than what State law allows (see sidebar to right). The other option for the Town is to utilize the standards for "High-Intensity Rural Uses" as a basis for its action and approval conditions for a conditional use permit for each new or expanded wind energy system.

2. APPLY TOWN PRIORITIES IN EVALUATION OF SOLAR FIELD PROPOSALS

The Town understands and recognizes the benefits of solar energy development. Solar energy does not produce pollution, contribute to climate change, consume water, cause noise or odor, or reflect sunlight. Also, towns in which solar fields are sited often receive payments from their developers or owners, similar to what Springfield has received from ATC

Dane County and Town of Berry Wind Energy Ordinances

In 2013, the Dane County Board adopted Section 10.196 of the County zoning ordinance, titled "Standards and Procedures for Wind Energy Systems."

Through this ordinance section, the County clarifies that wind energy systems require a conditional use permit in all zoning districts. The section specifies standards for granting a conditional use permit for a wind energy system that are consistent with PSC 128—a section of the Wisconsin Administrative Code on that limits local wind energy siting regulation. Restrictions are limited to those that serve to preserve or protect the public health or safety, do not significantly increase the cost of the system, or significantly decrease its efficiency, or allows for an alternative system of comparable cost and efficiency. The section also enables use of the general standards for granting conditional use permits in the County ordinance, to the extent allowed under PSC 128. As of January 1, 2018, the County zoning ordinance, including these wind energy regulations, no longer apply in Springfield.

The neighboring Town of Berry has its own wind siting ordinance for local administration. Berry's ordinance includes the same language in the County ordinance and limitations under PSC 128.

for its recent transmission lines. Property owners on which the solar fields are located also enjoy financial benefits.

Still, the Town has the following concerns related to the potential future siting of solar fields used primarily for off-site energy distribution within Springfield.

- Large-scale solar fields often consume hundreds of acres of farmland. Farmland preservation is clearly a Town priority, as articulated in the vision and numerous goals, objectives, policies, and programs in this Plan. (As an aside, though often referred to as “solar farms”, the Town does not consider solar fields to be farming.)
- Solar fields in Springfield could negatively impact its rural character, viewsheds, and natural environment. These aspects of the Town are prioritized in the cultural and natural resources sections of Chapter Two of this Plan.
- The Town has plans and intergovernmental agreements that support future residential, commercial, and mixed use development in certain parts of the Town. These are articulated in the Land Use and Intergovernmental Cooperation chapters. Were large-scale solar fields to instead occupy such areas, such future development would be stopped, impeded, or forced to leap-frog into less desirable areas for development.
- The Town does not desire to be left with a “solar wasteland” if and when a solar field, panels, and associated equipment exceed their useful life; new technologies emerge; the owner or operator goes out of business or otherwise experiences financial difficulties; or some combination.

Given these concerns, the following are the Town’s policies relative to the siting of solar fields primarily intended for off-site energy distribution in Springfield:

1. Do not site on Group I or II agricultural soils, as depicted on Map 2: Soil Suitability for Agriculture, as these align with the most productive farming areas of the Town.
2. Discourage in other areas used for crop production in the Town. In addition to providing food, these areas also serve an important function for the spreading of manure to support local dairy farming.
3. Do not site over lands designated as Agricultural Transition Area, Rural Neighborhood Area, Town Activity Center, or Conservancy Area on Map 7: Future Land Use. These areas are instead intended for other forms of development or conservation, in line with local and intergovernmental plans and agreements.
4. Discourage within the viewshed of any residential subdivision, public recreation land, or Highway 12 as represented on Map 5: Visual Character Analysis; or effectively screen the solar field from views from these places using topographic changes, woodlands, setbacks, and/or landscaped berms.
5. Require siting along existing electric transmission lines capable of distributing energy from the solar field, or require that new lines outside of the solar field be buried, in order to minimize the installation of new overhead lines outside of the solar field in the Town.

6. Require the submittal of site, grading, stormwater management, and erosion control plans to comply with associated Town, Dane County, and State regulations.
7. Discourage the large-scale removal of topsoil, mature trees, and woodlands; preserve environmental corridors and logical animal movement routes; and promote prairie and pollinator-friendly vegetation as ground cover throughout the solar field.
8. Require every solar field proposal to include an evaluation of environmental, wildlife habitat, architectural, archeological, cultural, and other resources on and near such site, and avoid negative impacts on such resources.
9. Require adequate security and other legal assurances that financial resources are available to remove the solar field and all associated equipment and infrastructure when their usefulness or lifespan is exhausted, other technologies render the facilities obsolete or no longer cost effective, or the owner or operator goes out of business or is otherwise financially unable to maintain the facility or remove the equipment and infrastructure following use.
10. Require the use of “splits” for solar field installation per Figure 15, density policy 7 of this Plan.
11. Attempt to apply review standards for High-Intensity Rural Uses (HIRUs) as laid out in Figure 24 of this Plan.

3. REEVALUATE THE TOWN’S PARKLAND FEE, IN CONJUNCTION WITH TOWN PARK INVESTIGATION

At time of writing, per Section 6.15(4) of the Town’s Land Division ordinance, the developer of residential subdivision plats must pay the Town a per unit “Park and Open Space Fee”. The Town is required to place such collected fees in a fund, which may be used for any park purpose anywhere in the Town, including land acquisition and development of adequate park, playground, recreation, and open space to meet the needs created by the subdivision.

In February 2019, the Town adjusted its park and open space fee to conform with 2017 Wisconsin Act 243. That act affected Section 236.45(6)(m) of Wisconsin Statutes in a manner that requires adherence to the State’s impact fee law (Section 66.0617) for procedural and substantive steps for such fees. Section 66.0617 requires a public facilities needs assessment and particular procedural steps, which the Town followed in early 2019.

The fee is to be devoted mainly for the acquisition and development of a permanent Town Park. This may involve acquisition of and further improvement to Pape Park, and/or some other land area. Other public recreational facilities like additional public trail may also be developed.

The Town intends to engage in a visioning process to determine land area and exact improvement needs for such a permanent, central Town park. Several ideas for potential park improvements will be explored, such as an expanded shelter; electrical, water, and sanitary sewer service; playground equipment; and athletic fields. Outside grants, such as State

Stewardship and ATC funds, should also be considered, but were not assumed as part of the needs assessment.

4. STAGE COMMUNITY FACILITIES INVESTMENTS BASED ON NEED AND BUDGET REALITY

Figure 20 is an estimated timetable for possible changes to utilities and community facilities within the Town over the 20-year planning period. This may form the basis for future capital budgets and multi-year capital improvement programs. Budgetary constraints and other unforeseen priorities and circumstances may affect projects in this timeframe.

Figure 20: Utilities and Community Facilities Timetable

Utility or Facility	Timeframe for Town Improvements	Comments
Water Supply	N/A	All water supplied by private wells; Town does not intend to provide public water service.
Waste Disposal	N/A	All homes in Town have private wastewater treatment systems; Town does not intend to provide public sanitary sewer service.
Solid Waste	N/A	All landfills in the Town are closed. The Town does not intend to allow any new landfills.
Stormwater Management	Keep Town ordinances up to date as necessary	All development in the Town is subject to Dane County’s stringent stormwater management ordinance. Town will work to ensure its ordinances reflect or refer to the latest County standards, and will promote recharge and temperature control in critical areas.
Power Generation and Transmission Facilities	As soon as possible	Utilize resources at the Town’s disposal to be an active participant in any proposal to develop or convert power generation and transmission facilities in the Town. Mitigate known and emerging issues associated with the wind turbines off Kick-a-Boo Road. The Town will consider an ordinance for wind systems that includes provisions that protect residents from known safety hazards associated with the turbines.
Town Hall and Garage	2020-2025	The Town desires to expand the Hall and Garage to accommodate future needs, ideally in conjunction with the improvements scheduled for USH 12. Expansion could be done in conjunction with a permanent Town Park (see below).
Recycling and Trash Collection	Renew or rebid contracts when they are set to expire	The Town’s recycling and trash service meets current and forecasted needs; no changes anticipated.
Law Enforcement	N/A	Dane County administers a dispatch station in the Town of Middleton. This station meets the Town’s current and forecasted needs; no changes anticipated.
Fire Protection & EMS	Update agreements when they are set to expire	The Town’s fire protection and EMS services are provided via 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. The Town will not have its own library.
Schools	By school districts, as approved by voters	Public schools serving Town residents are implementing plans to resolve school capacity issues, and have their own long-range facilities plans.
Park & Recreation Facilities	Consider acquisition and further improvements to Pape Park and/or other central park improvements: 2019-22 Promote trail along Highway 19 in conjunction with road resurfacing project design.	The Town has a lease arrangement with WisDOT for lands at the southeast corner of Highways 12 and P. In 2015, the Town constructed a park shelter on these lands (Pape Park). In the future, the Town may wish to add playground equipment, water and electrical service, bathrooms, small athletic field improvements, or other improvements to that space. Perhaps in conjunction with the Highway 12 Improvement Project, the Town may wish to acquire this or other land in the Springfield Corners area for a permanent Town park. The Town may consider other sites, with a priority to not convert farmable land for a park. The Town also advocates for State or County construction of a trail between Springfield Corners and Waunakee.

CHAPTER FIVE: HOUSING AND ECONOMIC DEVELOPMENT

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs aimed at providing an adequate housing supply and growing the economic base in Springfield. It includes an assessment of new businesses and industries that are desired in the Town, and the Town's strengths and weaknesses with respect to attracting and retaining these businesses. Household and labor force analyses are included in Chapter One—Vision and Opportunities.

A. EXISTING HOUSING FRAMEWORK

1. HOUSING STOCK CHARACTERISTICS

There were 1,013 total housing units in the Town in 2000, per the 2000 U.S. Census, and approximately 1,021 by 2013, according to the 2009-2013 American Community Survey. The Census reports that all new housing units built in the Town since 2001 have been single-family residences (though more local data suggests that one duplex was actually built).

Figure 21: Housing Units by Structure, 2000 - 2013

Units per Structure	2000 Units	2009-2013 Units
Single Family	886	923
Two Family (Duplex)	37	23
Multi-Family	0	0
Mobile Home	90	75

Sources: 2000 Census of Population & Housing, 2009-2013 American Community Survey

The Town's housing vacancy rate has remained stable. Of all housing units, 87.8% were owner-occupied in 2010. The Town's median housing value in 2010 was higher than the values for Berry and the County and just behind the value for Roxbury, which are presented in Figure 22.

Figure 22: Housing Stock Characteristics, 2010

	Town of Springfield	Town of Berry	Town of Roxbury	Dane County
Total Housing Units	1,040	806	494	216,022
% Vacant	2.5%	17.7%	4.5%	5.7%
% Owner Occupied	87.8%	89.1%	89.6%	59.6%
Median Housing Value	\$309,000	\$255,900	\$327,000	\$226,900

Source: U.S. Census of Population and Housing, 2010

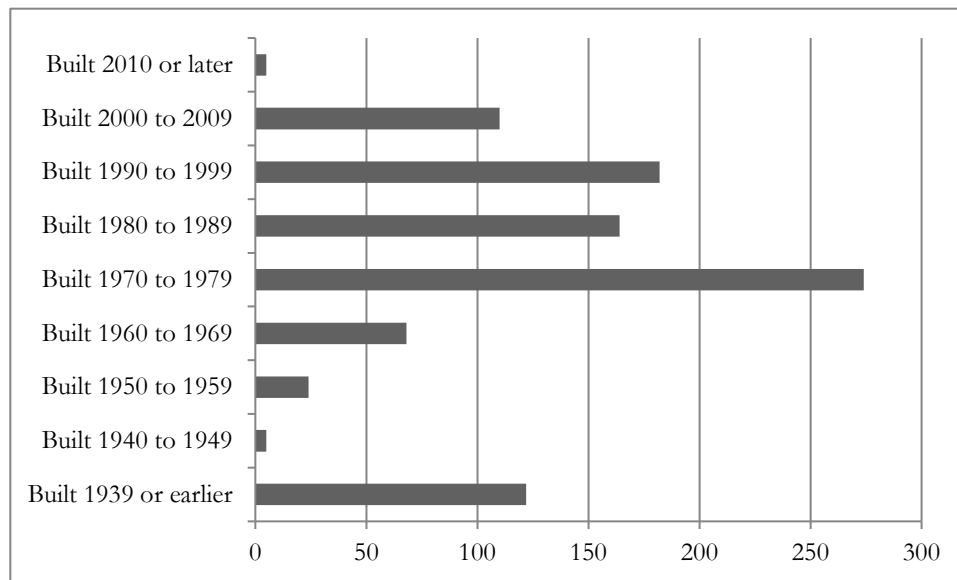
Home sale prices continue to climb, but the dramatic increases of the 1990s and early 2000s have not returned. The median sale price for a home in Dane County increased 35% in a decade, from \$154,400 in 2000 to \$207,000 in 2010.

2. HOUSING CONDITION AND AGE

The age of a community's housing stock is sometimes used as a measure of the general condition of the community's housing supply. 77% of the Town's current housing stock was

built since 1970, 30% since 1990 alone. Only 13% of the housing stock was built prior to 1940. This suggests that most houses in the Town are newer, and perhaps less likely in need of repair or modernization than old houses.

Figure 23: Percentage of Total Springfield Housing Stock Constructed per Decade



3. FORECASTED HOUSING NEEDS

The U.S. Census reports that in 2010 there were 1,014 occupied housing units in Springfield. According to the State Department of Administration, the number of occupied housing units in the Town of Springfield is forecast to increase to 1,065 units in 2020, 1,084 units in 2025, 1,102 units in 2030, 1,107 units in 2035, with no further change by 2040. These do not include units built in places that are annexed from the Town. Actual housing units built in the Town will depend on a number of factors, including market conditions; demographic shifts; senior housing needs; other Town, county, and state regulations; and attitudes towards growth.

4. HOUSING FUNDING OPTIONS

The State's comprehensive planning statute requires that each community provide a range of housing choices that meet the needs of persons of all income levels, age groups, and special needs. The following specific programs may be used to promote affordable housing in Springfield:

- **Community Development Block Grant (CDBG).** The Dane County Department of Health and Human Services administers the CDBG program and the Home Opportunities (HOME) program. Dane County has received approximately \$1.7 million annually in CDBG and HOME funds. Funds are to be used for housing, economic development, and community service initiatives for people with low to moderate incomes. Funds are awarded on a competitive basis and are available to municipalities, as well as not-for-profit and for-profit entities. 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.

- **Section 8.** The Dane County Housing Authority administers the Housing Choice Program (Section 8), which provides eligible families and individuals the opportunity to rent housing of their choice on the private market. The Housing Choice Voucher Program is a major federal government program helping very-low income families, the elderly, and disabled afford decent, safe, and sanitary housing. The Dane County Housing Authority also manages a Conventional Public Housing Program for areas outside the City of Madison. Currently, there is no Section 8 Housing in Springfield.
- **Wisconsin Housing and Economic Development Agency (WHEDA).** Other housing programs available to Springfield residents include home mortgage and improvement loans from the Wisconsin Housing and Economic Development Agency (WHEDA). WHEDA administers programs that offer tax credit programs for home ownership and multifamily rental housing construction by offering tax credit programs to interested parties.
- **USDA.** The U.S. Department of Agriculture provides homeownership opportunities to rural Americans, and home renovation and repair programs. USDA also provides financing to elderly, disabled, or low-income rural residents in multi-unit housing complexes to ensure that they are able to make rent payments. Individuals and municipalities can apply to receive these grants and participate in loan programs.

B. HOUSING GOAL, OBJECTIVES, AND POLICIES

Goal: Provide safe, affordable housing and neighborhood environments.

Objectives:

1. Support housing that serves persons of varying income levels, age groups, and needs.
2. Encourage high quality and sustainable construction and maintenance of housing.
3. Guide home siting and densities to limit negative impacts on property, the natural environmental, farming, and rural character.
4. Assure that new housing and subdivision development contribute to the facility and service demands they generate.

Policies:

1. 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.
2. Direct most residential development to the Springfield Corners area, other historic community areas, the Enchanted Valley Area near the southwest corner of the Town, and the Middleton area east of Highway 12 (see Map 7).

3. Provide a range of housing opportunities, where appropriate, that meets existing and forecasted needs of persons of all income levels and age groups and persons with special needs, including housing for the elderly.
4. Direct interested Town residents to programs administered by Dane County and USDA to help maintain and rehabilitate housing.
5. Work to address code violations on existing properties.
6. Encourage neighborhood designs and locations that protect residential areas from infringement by incompatible land uses, promote connectivity of roadway and environmental systems, preserve rural character, and do not develop Conservancy Areas (see Map 7).
7. Promote energy efficient and environmentally sustainable designs in new subdivisions and housing.
8. Encourage high-quality residential settings through use of private covenants.

C. HOUSING PROGRAM

1. EXPLORE STRATEGIES FOR MORE AFFORDABLE HOUSING SERVING LOCAL NEEDS

Most of the housing built in the Town over the past 20 years has been larger single family residences serving relatively affluent families. The Town understands that an aging population, decreasing household sizes, and changing labor needs mean that housing demand and needs may diversify. The Town is particularly interested in offering options to retain older Town residents and fuel the farm economy. Options that the Town may pursue include:

- **Modest Rural Lot Sizes.** The Town normally requires a minimum residential lot size of one acre in Agricultural Preservation Areas and 1.5 acres in Rural Neighborhood Areas and Town Activity Centers, as depicted on Map 7. Within latter two areas, the Town will entertain lots as small as ½ acre under certain conditions presented in Figures 17 and 18, via either the variance process in its Land Division ordinance or ordinance amendments. Conditions for smaller lots include safe management of sanitary waste and provision of more affordable single family homes than is typical. Smaller lots sizes also mean less land for (often aging) homeowners to maintain, while many times retaining a sizeable home.
- **Attached and Senior Housing in Town Activity Center.** Within Springfield Corners and possibly a redeveloped Ashton Corners, the Town will entertain duplex and small-scale multiple family housing, particularly if geared or restricted to a senior (55+ population). Senior housing is a growing market segment, and could allow many aging Springfield residents to remain in Springfield. Still, the lack of public sewer and water services in the Town curtails the range and intensity of residential units that can safely be built.

- **Modern Manufactured Housing.** The Town has an older mobile home park, and has had some concerns with its operation in the past. Still, properly planned, designed, served, and managed manufactured housing this style of housing could provide more affordable single family housing choices. Neighborhood maintenance and standards that keep such developments in line with the Town's vision could be enforced through zoning conditions and covenants, potentially involving the Town in the siting of new homes. If there are future or expanded manufactured home communities in Springfield, the Town prefers them to be on privately-owned lots by the home owners. The Town also prefers manufactured housing that meets EnergyStar or similar standards.



- **Seasonal Housing for Farm Workers.** Increased opportunities for organic farms in the Town may result in increased need for laborers to assist in planting and harvesting. This may suggest a growing interest in seasonal housing that is decent and safe, and subject to fairly tight standards. These may include requiring a Town license, limiting stays to no more than six months in any calendar year, requiring that a roster of occupants be kept, requiring a set of rules in accordance with a template set by the Town, and setting minimum facility requirements such as 50 square feet of space per person and bathrooms with showers.

D. ECONOMIC DEVELOPMENT FRAMEWORK

1. ECONOMIC DEVELOPMENT FOCUS

Through this *Comprehensive Plan*, the Town 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, including some that are fairly intensive (see standards for "High-Intensity Rural Uses" later in this chapter).

In addition, the Town envisions commercial development in the Town Activity Center, as shown on Map 7. Such commercial development should mainly be directed to serving Town residents and visitors. These include convenience stores, local and rural services (e.g., contractors), and light assembly and craft work. The Town does not envision intensive manufacturing development as part of its future, given the utilities manufacturing often requires.

Map 7 designates a sufficient number of sites and opportunities for the Town to achieve its desired economic development focus over the 20-year planning period, focusing such development around areas with strong existing and future access to Highways 12, 19, and K.

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 increasingly improving transportation access. For example, interchanges associated with the USH 12 Freeway Conversion project and represented on Maps 9 through 11 would provide focused and logical (except Meffert/Kick-A-Boo) locations for new commercial development.

The Town also has a tax increment district. While limited in its ability to generate a large source of revenue for improvements, directing development towards this area would help the Town diversity and grow its tax base. Other TIDs may be considered in Springfield Corners or Ashton Corners.

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), volatile agricultural markets, the aging farming population, Springfield's location 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

The following specific programs may be used to promote economic development in Springfield:

- **Brownfield Program.** The Wisconsin Economic Development Corporation's Brownfield Program provides grant funds to assist local governments, businesses, and individuals with assessing and remediating the environmental contamination of an abandoned, idle, or underused industrial or commercial facility or site. This program will help convert contaminated sites into productive properties that are attractive and ready for redevelopment.
- **Capital Catalyst Program.** The Wisconsin Economic Development Corporation offers this program to provide seed grants typically ranging from \$50,000 to \$500,000 to approved organizations or communities that have existing seed funds in place or the ability to create such funds. These locally-managed funds may make grants, debt and/or investments in startups and early-stage and innovative small businesses that operate in their region. Loan repayments and returns on investment stay with the local partners to fund additional startups and create a supportive environment for entrepreneurs.
- **Community Development Block Grant Loan Fund (CDBG).** The Planning and Evaluation Unit of the Dane County Department of Human Services administers the

County CDBG loan fund, which Springfield Area businesses have access to for job creation or expansion.

- **Certified Development Companies.** 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. Locally, the Wisconsin Business Development (WBD) out of Monona serves this purpose.

4. REUSE OF ENVIRONMENTALLY CONTAMINATED SITES

The Wisconsin Department of Natural Resources' (WisDNR) Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. WisDNR 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 WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

There are two open brownfield sites in Springfield listed on this WisDNR database. These include the former Speedway Sand and Gravel site, at Springton Drive and Parmenter Street. Bong Excavating applied for a Voluntary Party Liability Exemption for clean-up at their site at USH 12 and Schroeder Road.

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.

5. TAX INCREMENTAL DISTRICT (TID)

In 2014, the Town created its first TID. TID #1 provides funds for the environmental remediation of the property that contains the old Town of Springfield landfill and promotion of the commercial redevelopment of this parcel and the surrounding parcels (10.74 acres). This project supports start-up businesses in the Town, and have been largely developed with business uses since 2014. The sites themselves border the City of Middleton and are located near the West Beltline Highway. This area is identified as a Town Activity Center on Map 7.

E. ECONOMIC DEVELOPMENT GOAL, OBJECTIVES, AND POLICIES

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

Objectives:

1. Focus economic development efforts on farming and farm-related businesses.
2. Encourage rehabilitation, redevelopment, and reuse of the Town's crossroad communities.
3. Promote careful placement and design of "high-intensity rural uses", such as manure digesters, mineral extraction sites, wireless telecommunication facilities, and wind turbines.

Policies:

1. 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 (see Map 7).
2. Support the economic health of production agriculture in Springfield, and the continued diversification of farming in the Town to include smaller and organic operations.
3. Support opportunities for farm family businesses, home occupations, and agriculturally-related businesses to assist farm families.
4. Encourage only commercial and other non-residential, non-farm uses that will not generate the need for public sewer and water services and result in damage to Town roads, and in areas planned for such development.
5. Direct most commercial development into designated Town Activity Center areas on Map 7, and consider incentives like tax incremental financing where appropriate.
6. Where commercial development is planned in Springfield, emphasize local shopping and offices, smaller business services serving mostly local residents and rural uses, contractors, and businesses related to farming.
7. Require the disclosure of any soil or groundwater contamination on sites before approving development proposals.
8. Work with private landowners to clean up contaminated sites that threaten the public health, safety, and welfare.

F. ECONOMIC DEVELOPMENT PROGRAM

1. IMPLEMENT CLEAR AND CONSISTENT STANDARDS FOR "HIGH INTENSITY RURAL USES"

The Town has received and approved proposals for a number of intensive rural land uses in recent years, including a biodigester, wind turbines, mineral extraction operations, and telecommunication towers. These types of uses are referred to as "High Intensity Rural Uses," or HIRUs for short. HIRUs are usually allowed as conditional uses in the Exclusive Agriculture zoning district, so proposals of this type may surface virtually anywhere in the Town.

The conditional use permit process requires hearings and review against often-general zoning standards.

While these and similar types of uses can contribute positively to the Town's vision and goals, they can also have a significant impact on Town roads, the environment, farming, nearby residents and property owners, and rural character. Review processes can often be cumbersome, time consuming, confusing, expensive, uncertain, frustrating, and controversial. Further, developing clear and objective standards for review at the same time as being confronted with one of these proposals can be challenging at best.

This section of the *Comprehensive Plan* is an attempt to develop a checklist of performance standards for HIRUs. This checklist should be used by entities considering or making a proposal for a HIRU, and by the Town in its review of proposals for new and expanded HIRUs. Some of the performance standards listed in Figure 24 are for HIRUs in general, while others are specific to particular type of HIRU. Some are more objective, while others are more subjective. In any case, there will remain a fair amount of judgement in the review of new and expanded HIRUs, but this checklist is an attempt to provide some greater structure to future reviews and performance. The checklist is not a substitute for compliance with applicable federal, state, county, and town law.

Further, there have been a number of pre-emptive state and federal laws that have limited the ability of local governments to regulate certain types of HIRUs, such as turbines, cell towers, and large-scale livestock operations. The Town must be cognizant of all such limitations before attempting to designate a use as a HIRU or regulate it as such.

Figure 24: Town of Springfield Checklist for Proposed High Intensity Rural Uses (HIRUs)

Submittal or Performance Standard	Yes No NA			Comments/Evaluation
Submittal Requirements				
Full set of plans meeting Town site plan review ordinance				
Narrative project description and operations plan, specifying all principal and accessory land uses				
Days of week and hours of operation specified				
Emergency operations/spill prevention and control plan				
Local “24/7” contact person identified				
Date of commencement (and completion for temp uses) established				
Structural plans stamped by licensed structural engineer (for towers)				
Reclamation plan (for extraction operations and other temporary uses)				
List of required federal, state, and county permits required, and evidence of progress made in securing these permits				
Other: _____				
Environmental and Farming Impacts				
Dust control addressed (e.g., through hard surfacing, spraying)				
Bulk fuel storage and appropriate places for fueling addressed (e.g., above the water table)				
Manure storage and management properly considered, and supported by detailed plans approved by appropriate agencies				
Evidence that state and federal air quality standards will be met				
Stormwater management planning meeting all County and Town ordinance standards				
Provisions to safeguard groundwater supply and nearby wells				
Will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.				
Minimizes the conversion of productive farmland				
Other: _____				
Rural Character and Neighborhood Impacts				
Noise and vibrations minimized or mitigated (e.g., blasting, drilling, crushing addressed; inspection and claims procedures for residences)				
Expected odors minimized or mitigated				
Lighting specified, and meeting “dark sky” standards				
Site will be secured, such as via fencing, and/or other approaches to minimize “attractive nuisance” aspects				
Co-location and clustering of like facilities has been adequately explored and executed (e.g., multiple cell antennas on a single tower).				

Submittal or Performance Standard	Yes No NA			Comments/Evaluation
Visual impact has been properly considered and mitigated, including through property use of topography, existing vegetation, and landscaping				
Hours/days of operation responsive to nearby residences				
Other: _____				
Town Road and Services Impacts				
Provisions for the upgrade, repair, and maintenance of Town roads made (may require bond or other surety)				
Truck routes established and/or trucking activities controlled				
Access to site meets Town Driveway ordinance				
Tracking of mud onto public streets addressed (e.g., paved driveway near road, tracking pad/wires)				
Certificate of liability insurance provided, listing Town as additional named insured				
Proofs of “no hazard” from the operator of Middleton Municipal Airport--Morey Field, the FAA, and/or the State Bureau of Aeronautics				
Garbage and recycling services to be provided				
Power and telecommunication services adequate				
Protective and emergency services providers involved, and concerns addressed				
Other: _____				

CHAPTER SIX: 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. 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

Part of the Town's eastern border is shared with the Village of Waunakee. The Village of Waunakee's Comprehensive Plan, updated in 2017, contains several policies related to land use, residential development, and phasing that may affect the Town. That plan is a joint plan with the Town of Westport.

In general, Waunakee's comprehensive plan promotes the careful management and sequencing of growth to maintain the Village's character and sense of physical separation from adjacent incorporated communities, and to allow public services and utilities to keep pace with housing development. The Waunakee plan's general policies related to housing and future development include managing expansion of urban development and maintaining rural character, farmland, and natural features—particularly in areas not served by public utilities.

Waunakee's comprehensive plan also articulates the Village's policy desires on the location, type, and pace of growth. The Village approved the Westbridge plat adjacent to the Town in 2011. At build out, that plat will include 282 single family residences. The 60-acre Meadowbrook development, also in the northwest portion of the Village, is projected to include 24 single family condominium units, 160 multiple family condominium units, and 48 retirement units.

For the first time, the 2017 Village plan includes a suggested Village expansion into Springfield—about 60 acres west of Westbridge and Hellenbrand Road. Waunakee plans for that land to be developed with residential uses. In addition, the 2017 Waunakee Plan does not reflect the Town's plan for modest infill rural residential among existing small subdivisions and other existing residences along the Highway 19 corridor. These areas are within the Village's extraterritorial jurisdiction.

The Village of Waunakee and the Town of Springfield first executed an intergovernmental land use and boundary agreement in 2007. That agreement expired on March 31, 2016.

On December 7, 2021, the Village and Town entered into a new intergovernmental land use and boundary agreement, which extends until December 7, 2031. That agreement:

- Acknowledges the Village's 1 ½ mile extraterritorial land division review jurisdiction into the northeast part of the Town (see Map 7), and notes that such jurisdiction may extend further into the Town as a result of subsequent Village annexations.
- Indicates that the Village will use its then-current plans and ordinances to review land division/subdivision requests in its extraterritorial jurisdiction, and will also use the Town's then-current future land use map in this Comprehensive Plan to determine where such divisions will be approved.
- Allows annexation from the Town to the Village, and expansion of the urban service area, for only the 60 acres west of Westbridge and Hellenbrand Road that are mentioned above, unless the Town Board were to subsequently agree to more.
- Generally restricts Town approval of rezonings to commercial and industrial zoning districts lands within the Village's extraterritorial jurisdiction, but not approval of new or amended conditional use permits.
- Restricts the Town from acquiring conservation easements or allowing the transfer of development rights within the extraterritorial jurisdiction, except for transfers to the Rural Neighborhood Area in the Town's then-current *Comprehensive Plan*.
- Limits both the Town and Village from amending their comprehensive plans as they affect the extraterritorial jurisdiction, except with the approval of the other's Board.
- Includes provisions on use of roads for farm vehicles; erosion control, stormwater management, and agricultural drainage; bicycle path cooperation; new development siting and aesthetics; and other secondary matters.

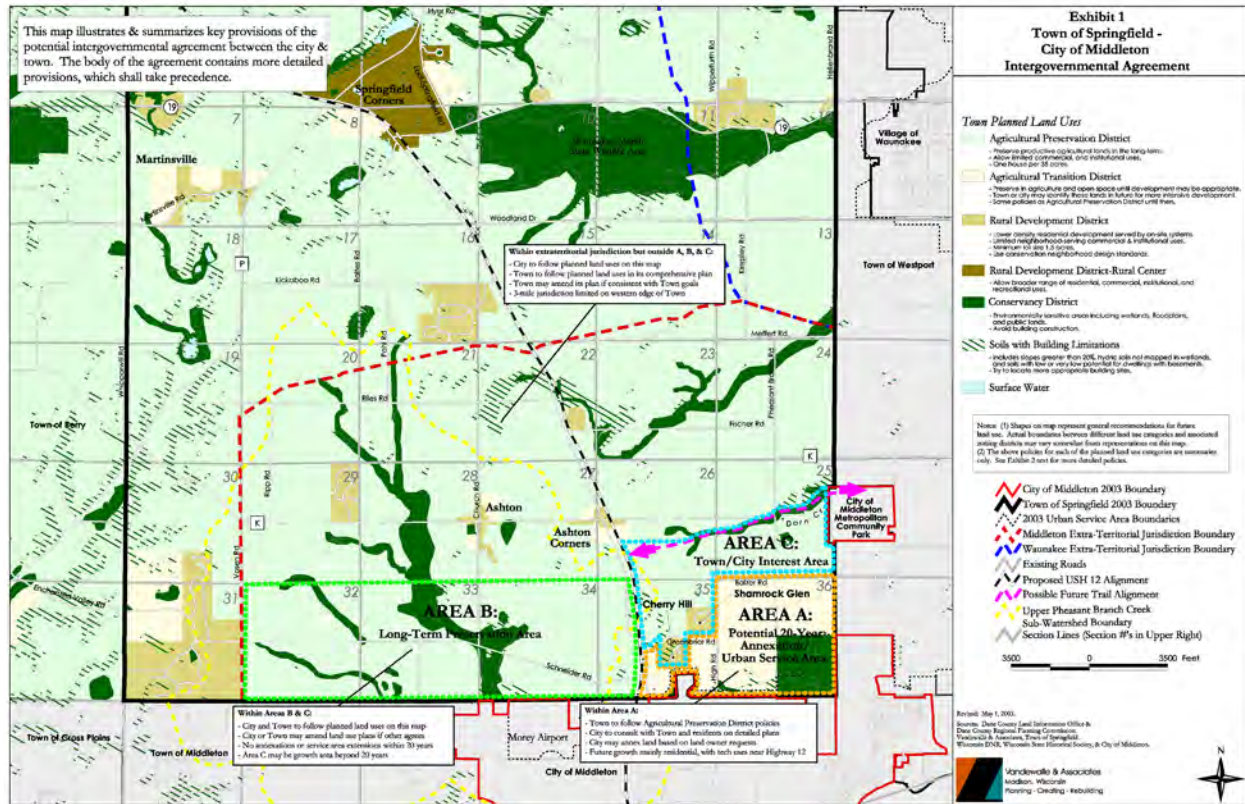
2. CITY OF MIDDLETON

Springfield and Middleton entered into an intergovernmental land use and boundary agreement in 2004, last amended in 2009, and in effect until 2029. As shown on Map 16 and described below, the agreement maps and includes different provisions for three geographic areas that are of mutual concern to both communities.

- **Area A:** Lands within this area may be annexed at any time. The City will consult with the Town on detailed plans for the development of Area A. In advance of annexation, the Town agrees to follow Agricultural Preservation Area housing policies (e.g., no greater than one house per 35 acres).
- **Area B:** No annexation or urban service area extensions will be made to this area. The Town and Village agrees to follow Agricultural Preservation Area housing policies (e.g., no greater than one house per 35 acres).

- **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. City expansion into Area C would occur only after Area A has been substantially developed. Until such time, Agricultural Preservation Area policies apply.

Map 16: Town of Springfield / City of Middleton Intergovernmental Agreement Map

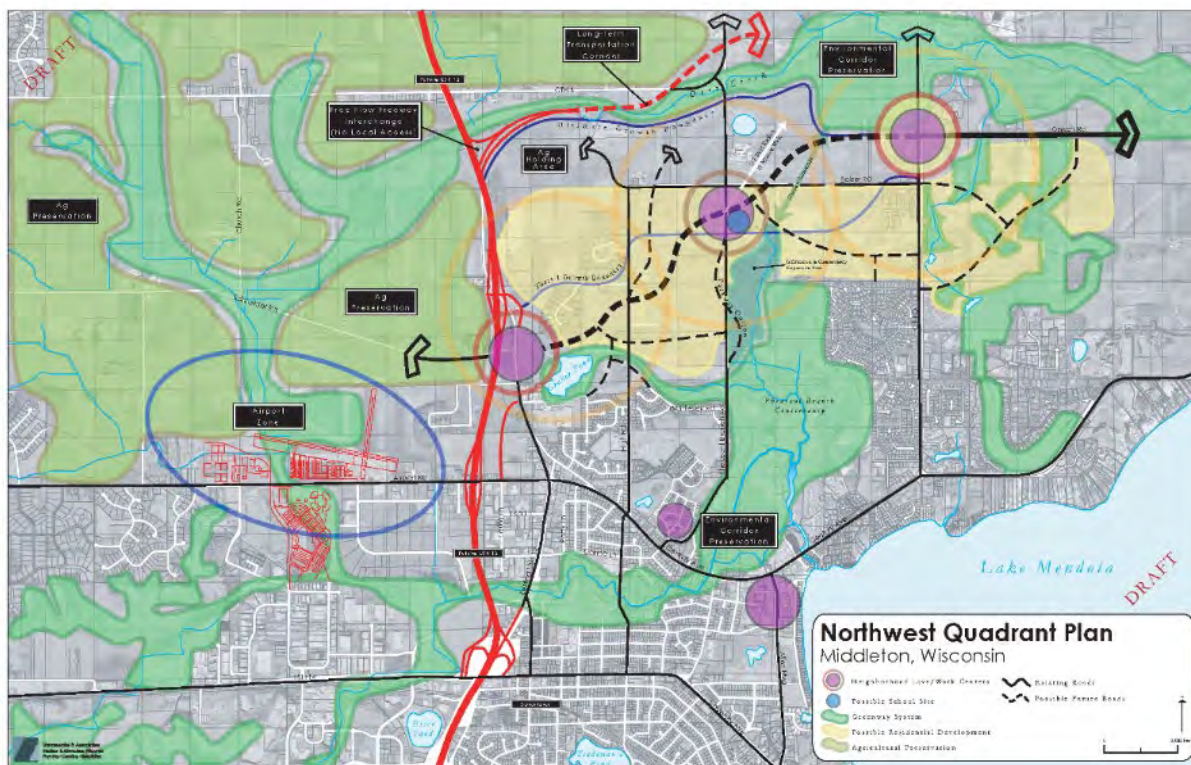


The City of Middleton adopted its last comprehensive plan in 2006.

The aspect of the City of Middleton's last comprehensive plan that most affects the Town of Springfield is its Northwest Quadrant Plan, adopted as a separate component of the City's plan in 2005. This is a more detailed land use and transportation plan that includes lands currently in the Town of Springfield, north to Balzer Road, which roughly coincides with an area intended for future annexation under the Middleton-Springfield intergovernmental land use and boundary agreement described below. Map 17 is the development plan map from the Quadrant Plan.

City plans generally do not suggest any urban development/City annexation west of Highway 12, as the City is most interested in protecting Airport operations and runway approach areas in this location.

Map 17: City of Middleton Northwest Quadrant Plan Map



At the time of writing, the City of Middleton was updating its comprehensive plan, with adoption anticipated in 2019. A number of policies and programs within that plan may affect the Town of Springfield, notably regarding land use in the extreme southeast corner of the Town. However, these appear consistent with this Town *Comprehensive Plan* and the 2009 agreement. The City's draft future land use map, yet unadopted, is consistent with the Town's future land use map. The City's draft future land use map includes the preliminary design of an extension to Belle Fontaine Boulevard, which would connect the existing City neighborhood to Oncken Road. As this road extension is proposed on land still within the Town, the City's draft intergovernmental cooperation chapter proposes continued coordination with the Town in order to minimize adverse impacts to Town residents.

3. 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 Comprehensive Plan (2009) identifies that the two towns have an informal agreement between the towns regarding the plowing and salting of Springton Drive, Highwood Circle, Capital View Road, Koch Road and Enchanted Valley Road. The Town of Middleton plan generally supports rural residential development just south of Springfield's southern border, which could negatively affect continued farming in Springfield, though Springfield also supports rural residential development in the adjacent Enchanted Valley area.

4. TOWN OF WESTPORT

The Town of Westport last updated its comprehensive plan in 2017 in conjunction with Waunakee. That 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. The Town of Westport engages in joint planning efforts with both the Village of Waunakee and the City of Middleton. Westport's plans are consistent with the *Town of Springfield Comprehensive Plan*, except to the extent that it suggests potential future Waunakee growth and extraterritorial jurisdiction intent in Springfield and support for the North Mendota Parkway.

5. TOWN OF BERRY

The Town of Berry Comprehensive Plan was adopted in 2002 and amended in 2012. It recommends agricultural and open space preservation over most of that Town. Berry's plan is consistent with the *Town of Springfield Comprehensive Plan*.

6. TOWN OF ROXBURY

The Town of Roxbury Comprehensive Plan was updated in 2012, and last amended in 2013. The Town of Springfield is located southeast of Roxbury. Highway 12 bisects both towns. The Town of Roxbury's plan includes protecting natural resources and maintaining agricultural areas as residential growth from Sauk City expands south. All of the land in Roxbury that is close to Springfield is planned for agricultural preservation. There are no conflicts between the Springfield *Plan* and the Town of Roxbury plan.

7. TOWN OF DANE

The Town of Springfield shares its northern border with the Town of Dane. The Town of Dane Comprehensive Plan was adopted in 2002. The majority of all land in that Town is planned for agricultural preservation, and no land that abuts the Town of Springfield is planned for development. There are no apparent conflicts between the Dane Plan and the *Town of Springfield Comprehensive Plan*.

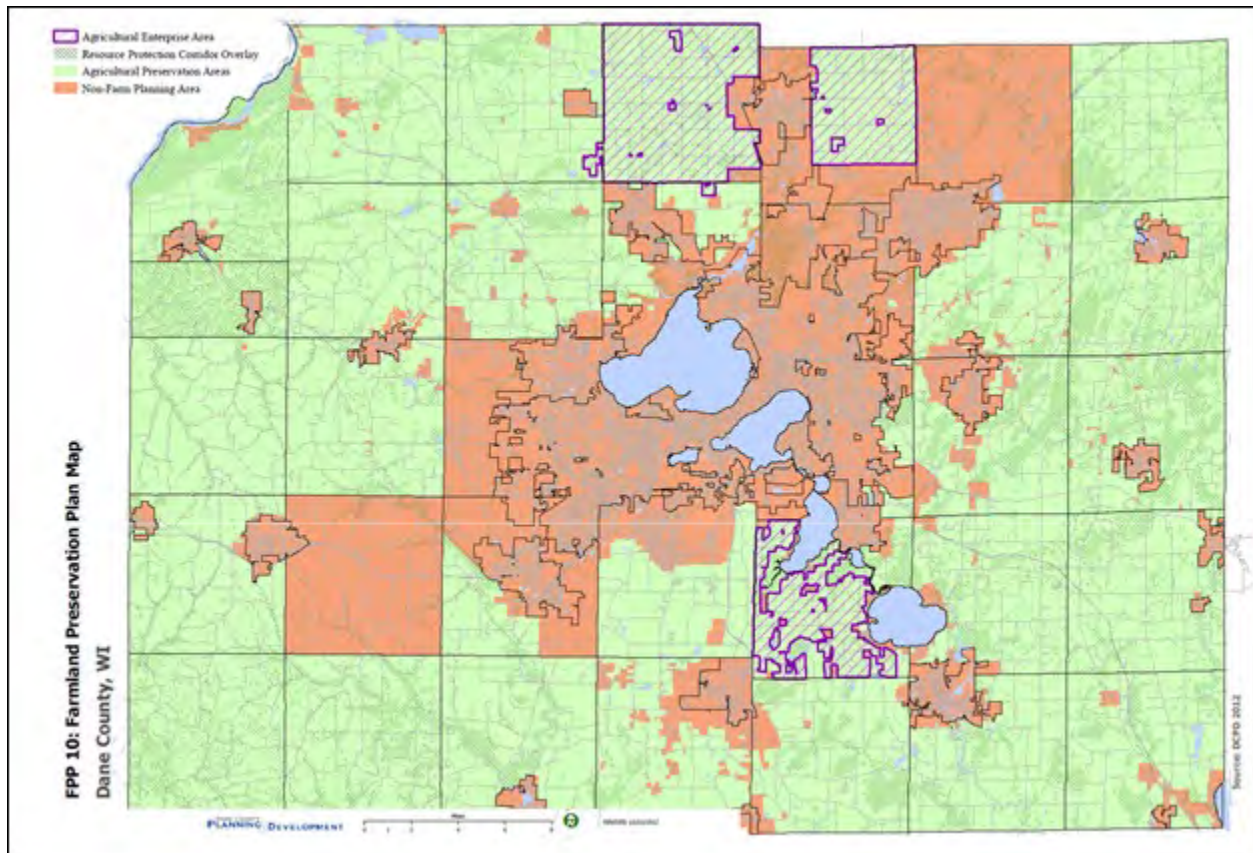
8. DANE COUNTY

Dane County is contending with significant growth. The County's population is projected to increase from 488,073 in 2010 to 606,620 in 2040, which represents a 24% increase. Most of this growth pressure is generated by employment growth throughout the region.

The County adopted its *Dane County Comprehensive Plan* in 2016. The County's policies as outlined in its *Plan* focus on balancing the development needs of the region's growing economy while protecting and maintaining the County's environmental, agricultural, and cultural resources in a way that maintain the County's high quality of life for residents now and into the future.

In 2013, the County adopted an updated Farmland Preservation Plan. That plan includes a farmland preservation plan map, which designates “agricultural preservation areas” in large parts of the Town (see Map 18).

Map 18: Dane County Farmland Preservation Map



9. REGIONAL PLANNING JURISDICTIONS

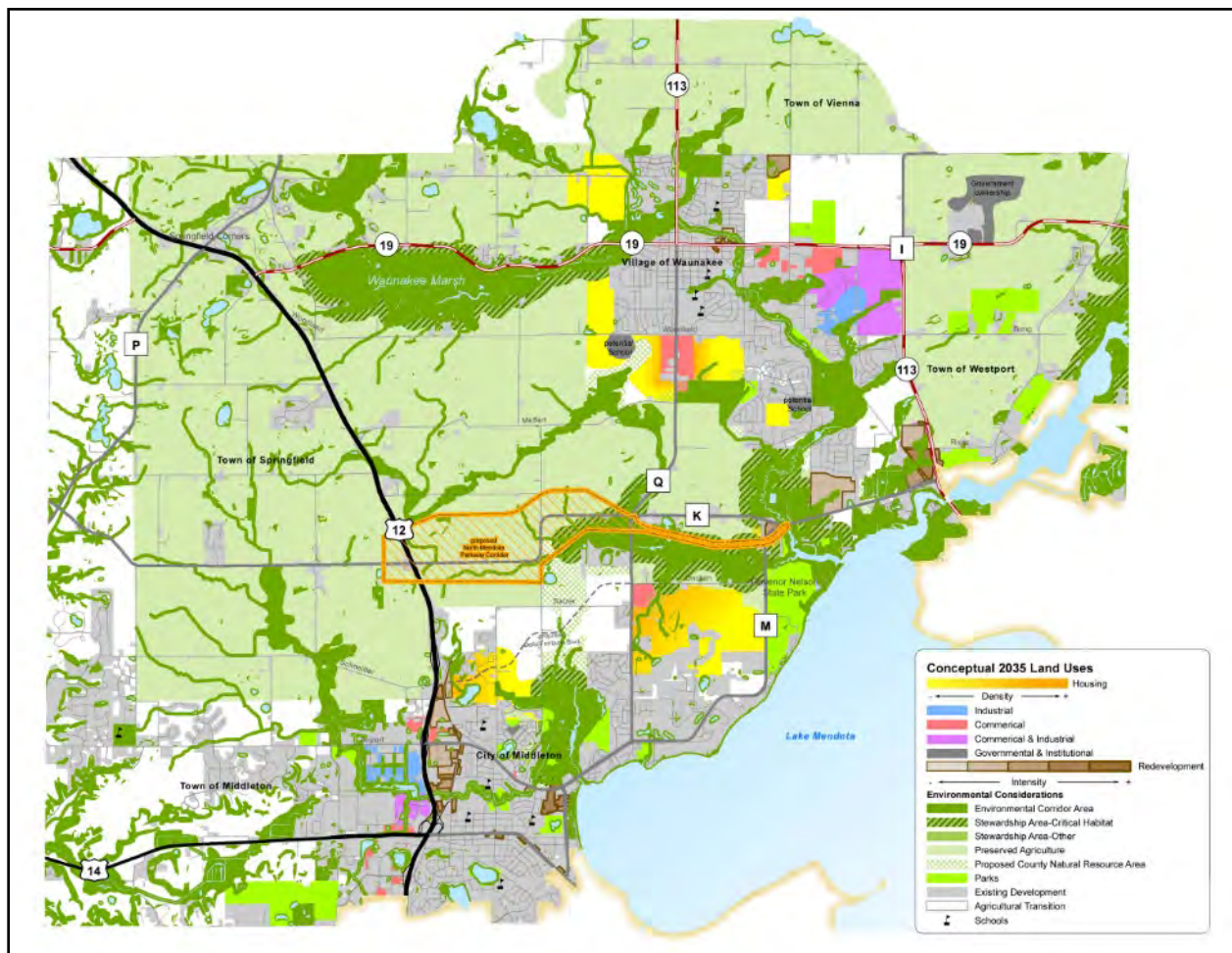
The Town of Springfield is located within the Capital Area Regional Planning Commission’s (CARPC) regional planning jurisdiction. Since 2007, CARPC has served as the regional planning and area-wide water quality management planning entity for the Dane County region, consistent with §66.0309, Wis. Stats. and Wisconsin Administrative Code NR 121. CARPC assesses and recommends requested expansions to urban service areas to the Wisconsin Department of Natural Resources (WisDNR). Urban service area boundaries at time of writing are presented in Map 1. CARPC also performs evaluations of the region’s natural resources.

CARPC organized the North Mendota Future Urban Development Area (FUDA) study, which included the Town of Springfield, City of Middleton, Village of Waunakee, and Town of Springfield. The Town has used this for purposes of better understanding its natural resources. The report, published in 2013, advises that the Town implement its TDR program and the Town and Village of Waunakee extend their intergovernmental agreement.

Additionally, the North Mendota FUDA report provides a recommended land use scenario for the region. Map19 includes an estimated 60 acres of land west of Hellenbrand Road for residential development, which was later reflected in the Waunakee-Westport Comprehensive Plan. The Town of Springfield does not represent any residential development in this area on Map 7: Future Land Use, and instead has the area marked as an Agricultural Preservation Area. The Town may consider adjusting its land use plan to reflect the recommending scenario if reflected in a new intergovernmental agreement between it and the Village of Waunakee.

The North Mendota FUDA study is consistent with the Northwest Quadrant Plan described in plans done by the City of Middleton. It also depicts the corridor for the proposed North Mendota Parkway.

Map 19: North Mendota FUDA Recommended Scenario



10. 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 intends to maintain open

relations with District 1 as planning, congestion, and safety issues arise along USH 12 and STH 19. WisDOT plans, particularly for USH 12, are summarized in Chapter Four—Transportation, Utilities, and Community Facilities.

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

Conflicts between the plans and policies of these State agencies and the *Town of Springfield Comprehensive Plan* may occur in implementing the USH 12 Freeway Conversion Study. The Town has interest in being an active participant in WisDOT's decision making processes, and has approaches for addressing potential conflicts in Map 8 and the Transportation chapter.

11. SCHOOL DISTRICTS

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 -- Intergovernmental Cooperation. 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 GOAL, OBJECTIVES, AND POLICIES

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

Objectives:

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

Policies:

1. Work to resolve any differences between the *Town of Springfield Comprehensive Plan* and plans of adjacent communities.
2. 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.
3. Implement the recommendation of the 2013 North Mendota FUDA Study where in the interests of the Town and its role in regional advancement and growth management.

4. Continue working with the Village of Waunakee and City of Middleton to enter, refine, and implement intergovernmental agreements, addressing boundary, land use, transportation, and service issues of mutual concern.
5. Work with the City of Middleton and Village of Waunakee to discourage annexation of lands not in accordance with local plans and agreements.
6. Recognize adopted urban service areas as locations for development to be provided with a full range of public services, including public sewer and water. 2016 urban service area boundaries are shown on Map 1.
7. Evaluate all proposed changes to urban service areas against the recommendations of the *Town of Springfield Comprehensive Plan*, and participate in the review of all proposed urban service area expansions affecting the Town at the CARPC level.
8. 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.
9. Consider joint services where consolidating, coordinating, or sharing services will result in better services or cost savings.
10. 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.
11. Fully participate in all future discussions regarding the official mapping or construction of a U.S. Highway 12 bypass around Sauk City, and of the potential conversion of Highway 12 to a freeway in western Dane County.
12. In the event of disagreements between the plans, policies, programs, ordinances, or interpretation of intergovernmental agreements between the Town and adjacent and overlapping units of government, pursue dispute resolution approaches that rely on open, direct communications between Town officials and the officials of other affected governments. Consider pursuing new or amended intergovernmental agreements where necessary to resolve such disagreements if less formal intergovernmental communications prove inadequate.

C. INTERGOVERNMENTAL COOPERATION PROGRAM

No programs currently.

CHAPTER SEVEN: 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.

A. PLAN ADOPTION

The *Town of Springfield Comprehensive Plan* was adopted following procedures specified by Wisconsin's comprehensive plan statute. The Town included all necessary elements for this *Plan* to meet all requirements of this law. In addition, the Town met all procedural requirements of this law. This included opportunities for public input; involvement with County planning, WisDOT, and adjacent local government staffs; a Town Plan Commission recommendation; a formal public hearing; and Town Board adoption of the *Plan* by ordinance.

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*.

B. IMPLEMENTATION RECOMMENDATIONS

Figure 25 focuses on yearly benchmarks that will help the Town meet its overall goals. 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.

Figure 25: Annual Benchmarks in Achieving Comprehensive Plan Goals

Goal	Benchmark	Progress Report (To be filled annually)
<i>Agriculture Resources:</i> Preserve agricultural land resources and farming as a viable occupation.	<ul style="list-style-type: none">▪ Limit conversion of agricultural land within planned Agricultural Preservation Areas on Map 7 to no greater 75 acres per year	
<i>Natural Resources:</i> Promote environmental sustainability in the Town.	<ul style="list-style-type: none">▪ Advance at least one collaborative effort or program to protect natural resources▪ Implement natural resource and stormwater management standards in Town plans and ordinances	
<i>Cultural Resources:</i> Protect Springfield’s rural, agricultural, historic, and visual character.	<ul style="list-style-type: none">▪ Support at least one visually-appealing (re)development project or improvement, particularly along Highway 12▪ Consider rural character objectives in review of all rezoning proposals	
<i>Land Use:</i> Promote a sustainable land use pattern consistent with the Town’s vision.	<ul style="list-style-type: none">▪ Maintain the Town’s housing density and siting policies for new residences in the Agricultural Preservation Area▪ Incorporate environmentally sustainable or energy efficient practices into at least one public or private development project	
<i>Transportation:</i> Support a transportation system that serves its function; contributes to the Town’s vision; and minimizes impacts on landowners, farming, and the environment.	<ul style="list-style-type: none">▪ Continue to actively participate in State planning and implementation of future Highway 12 and 19 projects▪ Remain informed, involved, and express positions in North Mendota Parkway planning	
<i>Utilities and Community Facilities:</i> Support the efficient delivery of community utilities, facilities, and services corresponding with the expectations of Town residents living in a rural area.	<ul style="list-style-type: none">▪ Review existing Town contracts and agreements for the provision of public services to Springfield residents▪ Implement or advocate at least one recreational improvement in the Town, such as a bike or pedestrian path or further park improvements	
<i>Housing:</i> Provide safe, affordable housing and neighborhood environments.	<ul style="list-style-type: none">▪ Increase the number of affordable or senior housing units developed by the private sector	
<i>Economic Development:</i> Encourage high-quality economic development opportunities appropriate to the Town’s resources, character, and service levels.	<ul style="list-style-type: none">▪ Increase the Town’s non-farm tax base▪ Add at least one new business, or approve at least one business expansion, within a Town Activity Center on Map 7▪ Retain existing businesses and help them grow	
<i>Intergovernmental Cooperation:</i> Continue and build on mutually beneficial intergovernmental relations with surrounding and overlapping governments.	<ul style="list-style-type: none">▪ Engage in at least one intergovernmental planning, boundary, land use, or development effort	

C. PRIORITY PROJECTS

Figure 26 provides a recommended order of programming that the Town intends to complete by the next *Plan* update. Each of the programs described in the chapters of this *Plan* have been assigned a priority. While it is the Town's intention to work towards completing each of these programs, establishing an order based on time, need, and those of outside stakeholders. Figure 26 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.
- **Priority Rating.** “Top” priorities are a primary focus. “High” priorities should advance as soon as practical, assuming that “top” priorities are on course and manageable. “Moderate” priorities may elevate to “high” or “top” priorities, or may be ongoing or time-permitting initiatives.

Figure 26: Comprehensive Plan Priority Programs

Category	Program	Priority Rating
Agricultural Resources	Implement the Town's Transfer of Development Rights (TDR) Program	Top
	Support Continued Diversification of Springfield's Agricultural Base	High
Natural Resources	Encourage Participation in the Grass Roots Resource Protection Efforts	Moderate
	Demonstrate Springfield's Stewardship Through Groundwater Quality Protection	Moderate
Cultural Resources	Protect the Town's Image Along Highway 12	Moderate
Transportation	Advocate Upgrades to Highway 19	Top
	Advocate for Town Resident and Landowner Interests Regarding Morey Field	High
	Advocate Town Interests in Implementation of USH 12 Freeway Conversion Project	High
	Voice Town Concerns Over North Mendota Parkway Project	Moderate
Utilities and Community Facilities	Manage the Siting and Safe Operation of Wind Energy Systems	Moderate
	Apply Town Priorities in Evaluation of Solar Field Proposals	High
	Stage Community Facilities Investments Based on Need and Budget	High
	Reevaluate the Town's Parkland Fee, in Conjunction with Town Park Investigation	Top
Housing	Explore Strategies for More Affordable Housing Serving Local Needs	Moderate
Economic Development	Implement Clear and Consistent Standards for "High Intensity Rural Uses"	High

D. 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, INTERPRETATION, AND USE

The Town Board, Plan Commission, and staff intend, on a regular basis, to review their decisions on private development proposals and Town actions against the recommendations of this *Plan*.

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 make such interpretation of the *Plan*. The Town Board shall be the only body authorized to interpret this *Plan*.

The Town will also constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. The Town of Springfield intends to use this *Plan* to inform such decisions under the following guidelines:

- **Rezoning.** The Town Board has 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 public hearing and 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.

Proposed rezonings should be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use map and the detailed policies associated with that map will be used to guide the application of the general pattern of zoning districts. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Town Board. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of future land use areas. In their consideration of rezoning requests, the Plan Commission and Town Board will also evaluate the specific timing of the rezoning request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this *Plan* allows for refinement of the precise future land use boundaries and Town discretion on the timing of rezonings to implement the *Plan*.

- **Zoning Ordinance Text Amendments.** Changes to the text of the Town Zoning ordinance will be approved or rejected by the Town Board, following a public hearing and

recommendation by the Town Plan Commission. The Town will rely on this *Comprehensive Plan* and may rely on the advice of professionals before deciding whether to approve or reject a proposed Zoning ordinance text amendment.

- **Conditional Use Permits.** The Town Board has the authority to approve, conditionally approve, or reject requests for conditional use permits, following a public hearing and recommendation from the Town Plan Commission. The Town requires submittal of a detailed site plan with all conditional use permit requests, along with other requirements under the Town Zoning ordinance. Erosion control and stormwater management plans may also be required.

Proposed conditional use permits should be consistent with the recommendations of this *Plan* to the extent applicable. In their consideration of conditional use permit requests, the Plan Commission and Town Board will also evaluate the specific timing of the conditional use permit request, its relationship to the nature of both existing and future land uses, and the details of the proposed development.

- **Land Divisions and Subdivisions.** The Town reviews all proposed land divisions and subdivisions against the standards of the Town's subdivision regulations. 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. 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.

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this *Plan*. Specifically, the Future Land Use map, the Transportation and Community Facilities map, and the policies related to these maps will be used to guide the general pattern of development and the general location and design of public streets and parks. Departures from the exact locations depicted on these maps will be resolved through the land division process for certified survey maps, preliminary plats, and final plats. In their consideration of land divisions, the Plan Commission and Town Board will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, its relationship to the Town's TDR program, and the details of the proposed development. This *Plan* allows for the timing and the refinement of the precise recommended boundaries, development patterns, and public roads and parks provided through the land division process, as deemed appropriate by the Plan Commission and Town Board.

- **Building 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. Prior to issuance of a building permit for any new principal building (except for single- and two-family residences and permitted uses within an Exclusive Agriculture district), the Town requires site plan and design review and approval of the proposed project. The Plan Commission

- has 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 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.

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 Nine 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 re-formed. It does mean that the procedures defined under Section 66.1001(4) and Chapter 91, Wisconsin Statutes, need to be followed. Specifically, the Town intends to 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 Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- c. The Town Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Town Plan Commission public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.

- d. Following the public hearing, the Plan Commission makes a recommendation on the *Plan* amendment to the Town Board by adopting a Plan Commission resolution by majority vote of the entire Commission.
- e. The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed *Plan* amendment into the *Comprehensive Plan*.
- f. The Town Board approves (or denies) an 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.
- g. 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.
- h. The Town Clerk sends copies of the adopted *Plan* amendment to the Dane County Planning and Development Department for incorporation in Dane County plans, as required and limited by law.

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. Based on this deadline, the Town intends to complete a full update of its *Comprehensive Plan* by the year 2029 (i.e., ten years after 2019) at the latest.

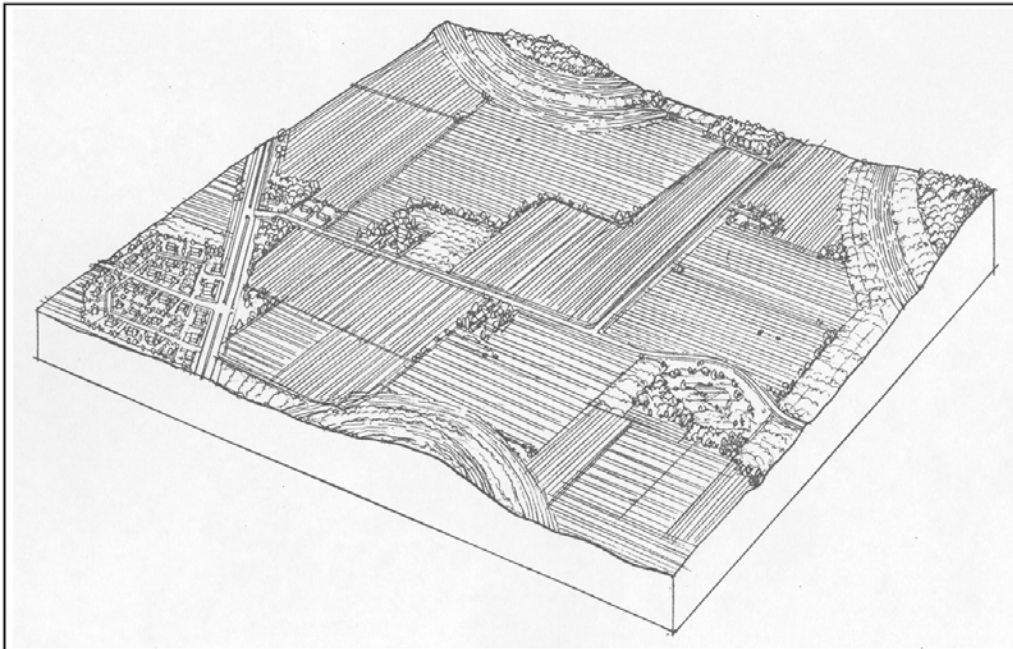
APPENDIX A: RURAL DEVELOPMENT GUIDELINES

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 OF SPRINGFIELD



*Growth Management Project
Dane County USH 12*

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



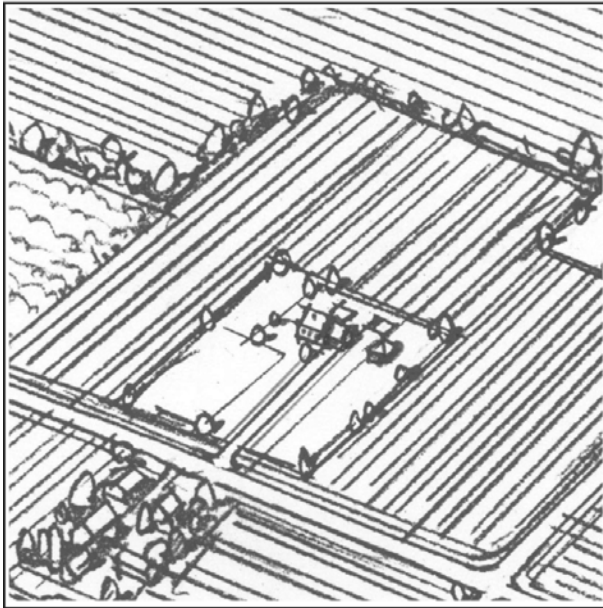
SINGLE LOT RESIDENTIAL

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.

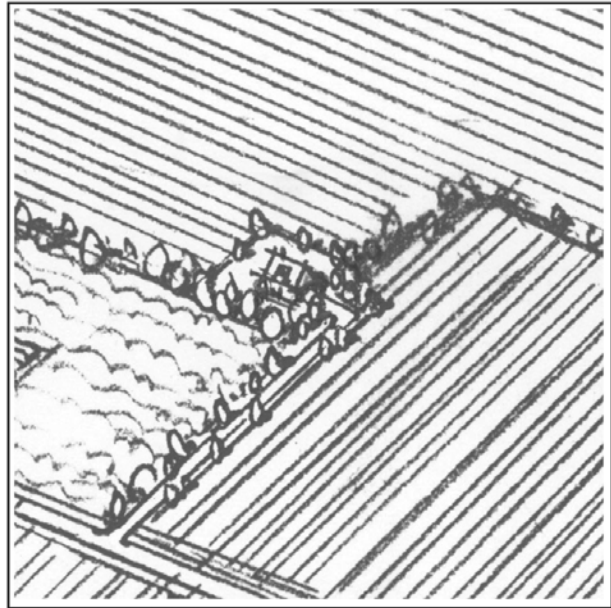
- ☐ Minimize loss of valuable farmable land
- ☐ Optimize the shape and configuration of farmable parcels
- ☐ Minimize visual impact of development from roadside
- ☐ Integrate development with existing landscape patterns
(fields, fencerows, farmsteads, natural features)
- ☐ Use existing vegetation to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

TOWN OF SPRINGFIELD



*Growth Management Project
Dane County USH 12*



Vandewalle & Associates
Madison, Wisconsin

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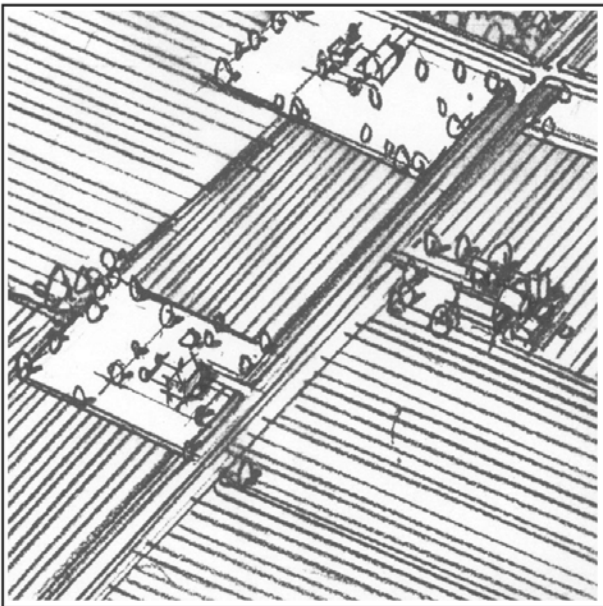
"HOMESTEAD ADDITION" RESIDENTIAL

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.

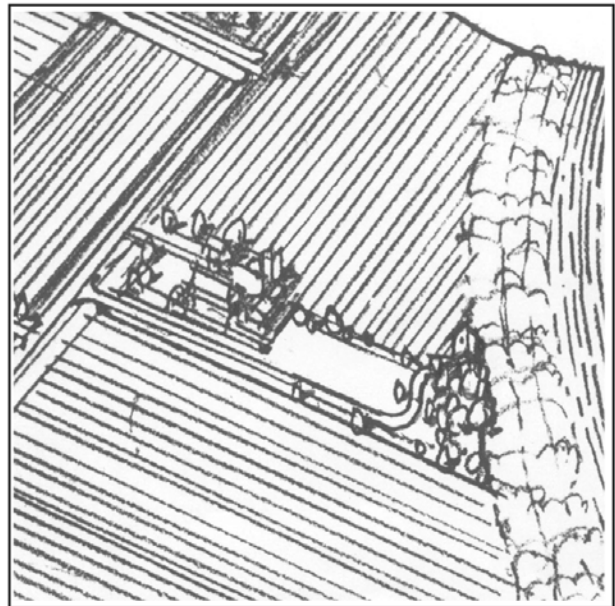
- ☐ Minimize loss of valuable farmable land
- ☐ Optimize shape and configuration of farmable parcels
- ☐ Minimize visual impact of development from roadside
- ☐ Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- ☐ Use existing vegetation to screen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

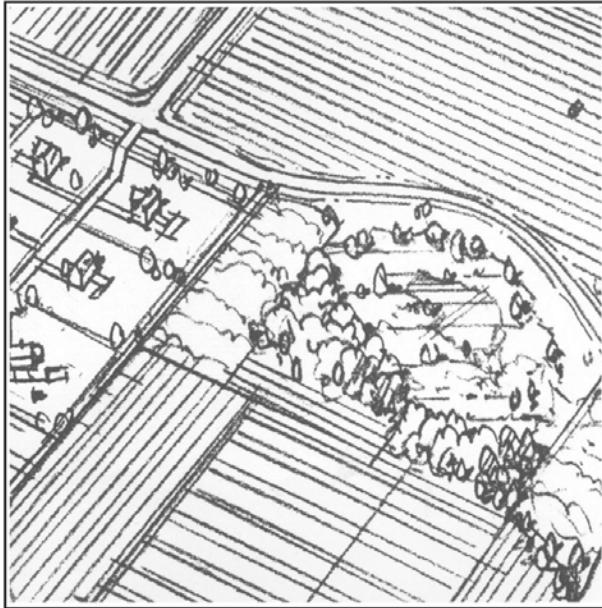
MULTIPLE LOT RESIDENTIAL (NATURAL FEATURE)

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*

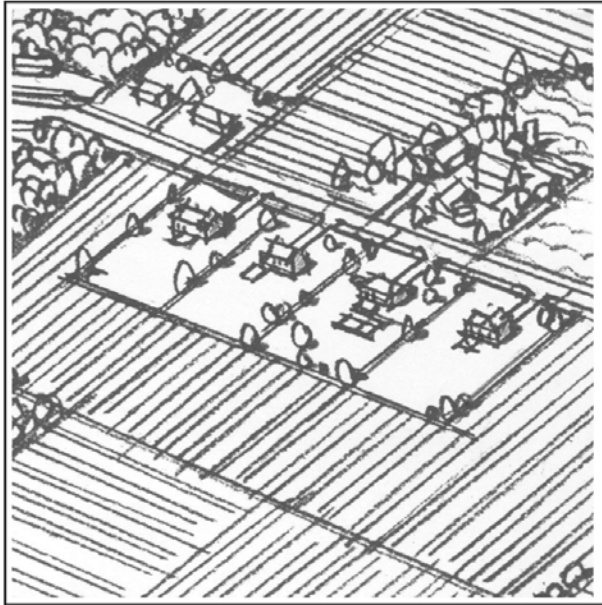
MULTIPLE LOT RESIDENTIAL ("FARMSTEAD" OPTION)

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.

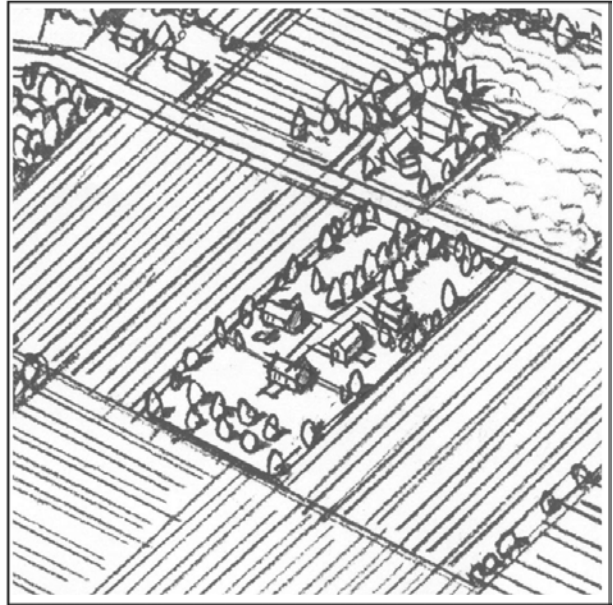
- ☐ Mimic typical farmstead
 - Clustered buildings
 - Single shared drive
 - Fence rows and formal landscaping
- ☐ Minimize loss of valuable farmable land
- ☐ Optimize shape and configuration of farmable parcels

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

TOWN OF SPRINGFIELD



Growth Management Project
Dane County USH 12

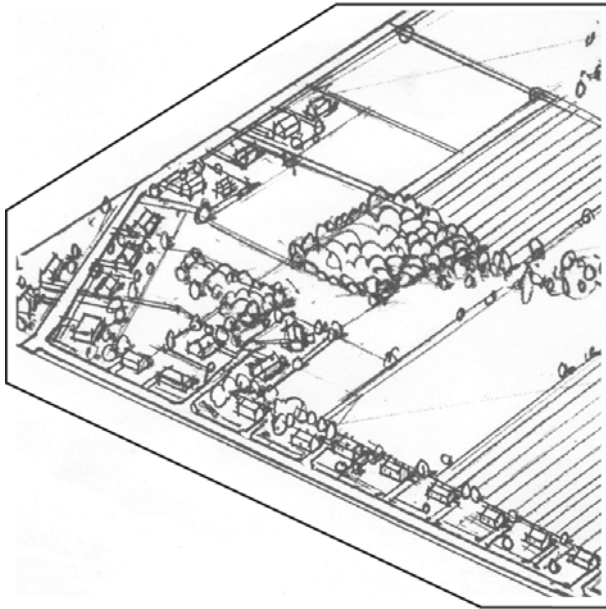
RURAL COMMUNITY EDGE RESIDENTIAL

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.

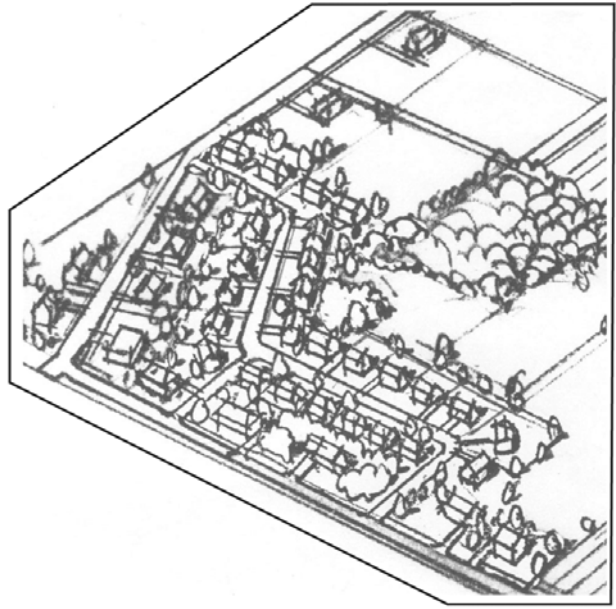
- ☐ Concentrate new development in existing developed area
- ☐ Avoid endless strips of houses on sides of roads
- ☐ Make wise use of deep parcels
- ☐ Emphasize connectivity of road system for future

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

TOWN OF SPRINGFIELD



*Growth Management Project
Dane County USH 12*

APPENDIX B: PLAN APPROVAL ORDINANCES

ORDINANCE 2016 - 01

ADOPTING AN UPDATE TO THE 2005 COMPREHENSIVE PLAN OF THE TOWN OF SPRINGFIELD, DANE COUNTY, WISCONSIN

WHEREAS, the Town of Springfield is authorized to prepare and adopt a comprehensive plan as defined in §§66.1001(1)(a) and 66.1001(2), Wisconsin Statutes; and

WHEREAS, the Town Board adopted the last update to the Town's comprehensive plan in 2005, and said plan has since been in effect, as amended from time to time; and

WHEREAS, §66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to update a comprehensive plan; and

WHEREAS, in 2014, the Town began a public process to update its comprehensive plan, guided by a public participation strategy and procedures adopted by resolution of the Town Board; and

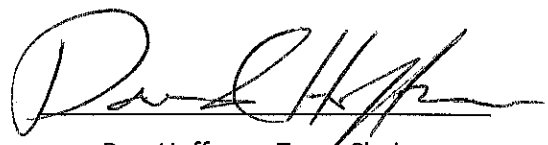
WHEREAS, on January 4, 2016, the Town Board and Plan Commission conducted a joint public hearing on the updated plan in compliance with the requirements of §66.1001(4)(d), Wisconsin Statutes; and

WHEREAS, also on January 4, 2016, the Plan Commission recommended Town Board approval of the updated plan via Plan Commission Resolution 2016-01; and

WHEREAS, the Town Board has considered the public comments made and the recommendations of the Commission, and has determined to approve the proposed comprehensive plan update.

NOW, THEREFORE, the Town Board of Springfield, Wisconsin, does ordain that the version of the Town of Springfield Comprehensive Plan dated December 2015 is hereby adopted as the Town's comprehensive plan, replacing the Town's 2005 comprehensive plan and all amendments thereto.

Adopted at a Town Board meeting this 4th day of January, 2016.

A handwritten signature in black ink, appearing to read "Don Hoffman", written over a horizontal line.

Don Hoffman, Town Chairperson

Attested By:

A handwritten signature in black ink, appearing to read "Carolyn Hacker", written over a horizontal line.

Carolyn Hacker, Town Clerk

**TOWN OF SPRINGFIELD
ORDINANCE 2021 - 02**

**APPROVING AMENDMENTS TO THE 2019 COMPREHENSIVE PLAN OF THE TOWN OF SPRINGFIELD,
DANE COUNTY, WISCONSIN TO ADDRESS SOLAR FIELD SITING**

WHEREAS, the Town of Springfield is authorized to prepare and adopt a comprehensive plan as defined in §§66.1001(1)(a) and 66.1001(2), Wisconsin Statutes; and

WHEREAS, the Town Board adopted the last update to the Town's comprehensive plan on August 20, 2019, and said plan has since been in effect; and

WHEREAS, §66.1001(4), Wisconsin Statutes establishes the required procedure for a local government to amend a comprehensive plan once it has been initially adopted or updated, which provides the Town Plan Commission with the authority and responsibility to recommend amendments to the plan to the Town Board; and

WHEREAS, various private companies, electric utilities, and private landowners are constructing solar energy collection systems ("solar fields") in rural towns throughout Wisconsin; and

WHEREAS, larger solar fields are subject to the approval of the Wisconsin Public Service Commission ("PSC"), and therefore, are not subject to local zoning approval; and

WHEREAS, solar fields often occupy a large amount of land area, and have proven to be potentially disruptive of land use planning, agricultural activity, local economies, and aesthetic values; and

WHEREAS, the Town has identified a need to establish policies and programs were a developer or owner of a proposed solar field to seek Town or PSC approval of such a facility in Springfield; and

WHEREAS, on March 1, 2021, the Plan Commission recommended Town Board approval of the comprehensive plan amendments via Plan Commission Resolution 2021-01; and

WHEREAS, the Town Board has conducted a public hearing on the plan amendments in compliance with the requirements of §66.1001(4)(d), Wisconsin Statutes and considered public comments and Commission recommendations.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of Springfield does ordain that the following amendments are hereby approved and adopted to the Town of Springfield Comprehensive Plan:

Section 1: Amend policies 2 and 3 in the "Agricultural Resource Goal, Objectives and Policies" section on page 22 to read as follows:

2. Limit the number of houses and certain other types of non-farm development in the Agricultural Preservation Area by following a one home per 35-acre residential density policy, or equivalent, as described in more detail in Chapter Three—Land Use.
3. Direct new subdivisions and other major non-agricultural developments away from the Agricultural Preservation Area to the extent consistent with Town zoning rules and, ~~except where consistent with the~~ density policy.

Section 2: Amend the “Existing and Potential Land Use Conflicts” section on page 46 to read as follows:

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. These activities are protected under §823.08 Wis. Stats., Wisconsin’s right-to-farm law.

Energy generation facilities, such as wind turbines, biodigesters, and solar fields, create unique opportunities for local, environmentally responsible energy generation. Springfield has been and will continue to be an attractive location for these types of uses, as builders and managers of these energy generation facilities desire proximity to a large population, accessibility to transmission lines, and expanses of open land. Despite their benefits, such energy generation facilities have the potential to produce undesirable odors or noises, negatively affect viewsheds and nearby property values, and consume productive farmland.

This Town seeks to minimize these types of conflicts in the future by discouraging dense residential and other non-farm development in Agricultural Preservation Areas and through thoughtful land use planning. Conflicts will inevitably occur in areas where residential and other non-farm development abuts against planned Agricultural Preservation Areas. The use of the Agricultural Transition Areas between several planned development areas and the Agricultural Preservation Areas is one approach to minimize these conflicts. Map 7 shows where these different areas are mapped.

Section 3: Amend the policy 5 in the “General Policies” section on page 47 to read as follows:

5. ~~Direct most new rural subdivisions and other non-farm rural developments adjacent to lands that have already been~~ residentially developed.

Section 4: Amend policy 7 in the “Density Policies” in Figure 15 on page 53 to read as follows:

7. **Commercial and Other Uses:** The following additional uses shall be considered the equivalent of one dwelling unit for the purpose of this policy:
 - a. Any commercial use requiring a rezoning away from an Exclusive Agriculture zoning district after March 1, 2002.
 - b. A freestanding telecommunication tower approved by Dane County or the Town after March 1, 2002.
 - c. A governmental, institutional, religious, or nonprofit community use.
 - d. A transportation, communications, pipeline, electric transmission, and utility use. Each wind turbine primarily for off-site energy distribution shall be considered the equivalent of one dwelling unit. Each 5-acre area used for solar panels, their ancillary structures, and required spacing, where primarily for off-site energy distribution, shall be considered the equivalent of one dwelling unit.

Section 5: Amend policies 3 and 4 in the “Policies Applicable to Other Uses in the Agricultural Preservation Area” in Figure 15 on page 54 to read as follows:

3. **Commercial and Institutional Uses:** Within the Agricultural Preservation Area, allow only such commercial, ~~and institutional, and utility~~ uses that meet all of the following criteria:
 - a. A rural location for the use is necessary to support the continuation of agricultural operations or to serve primarily agricultural customers.
 - b. The placement and operation of the proposed use will not be in conflict with farming operations to the extent determined applicable by the Town Board.
 - c. The site is suitable for an on-site waste treatment system of the type and capacity contemplated.
 - d. Unacceptable future commercial or other non-residential uses of the site are limited, through use of the appropriate zoning district, a deed restriction, or both.
 - e. The project will adhere to the “Residential Development Siting Standards” above to the extent determined applicable by the Town Board.
 - f. The project adheres to the Town’s design review ordinance.
4. **High Intensity Rural Uses (HIRUs):** ~~Within the Agricultural Preservation Area, when considering the siting or expansion of HIRUs, utilize associated standards included in Chapter Five – Economic Development. HIRUs include, but are not limited to non-metallic mineral extraction operations, biodigesters, telecommunication towers, wind turbines, solar fields, and farm trucking operations. Such uses typically demand a rural location, but can have negative impacts on Town roads, the natural environment, farmland, rural character, and the enjoyment of nearby properties (particularly nearby housing). When considering the siting or expansion of HIRUs, utilize policy 3 above, associated standards in Chapter Five – Economic Development, and, for proposed wind turbines and solar fields, associated standards in Chapter Four – Transportation, Utilities, and Community Facilities.~~

Section 6: Repeal the “Power Plants and Transmission” section on page 86, and recreate it as the “Power Generation and Transmission Lines” section to read as follows:

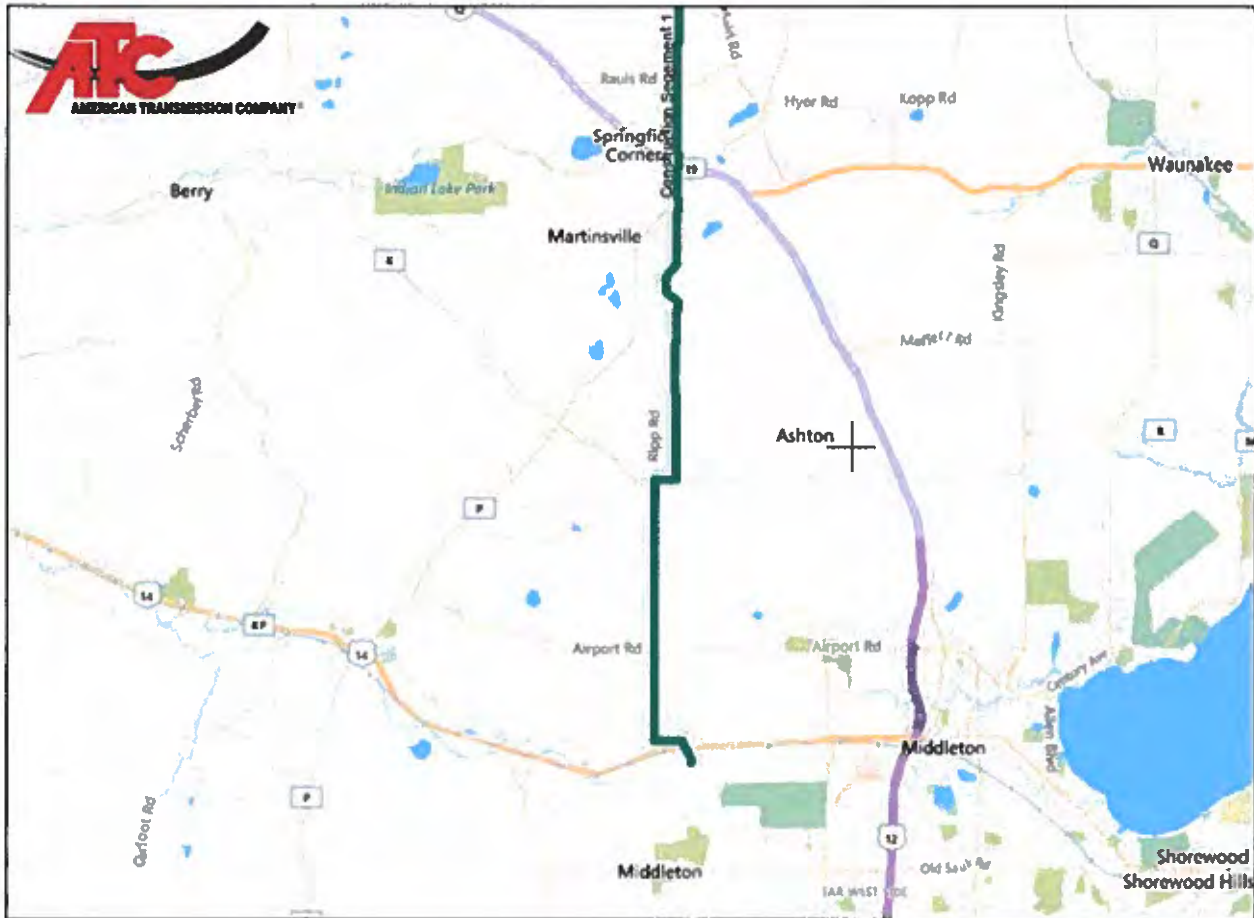
14. POWER GENERATION AND TRANSMISSION LINES

Madison Gas & Electric provides electrical and gas service to Town residents.

The American Transmission Company (ATC) owns the electrical transmission lines through the Town. In early 2015, the State Public Services Commission approved ATC’s plans for an extension of a high-voltage transmission line from La Crosse to Middleton, called the Badger Coulee line. This line was completed in 2018.

The route through the Town to the North Madison substation is shown on Map 15. The line was constructed on steel, single-pole structures in a single- or double-circuit delta configuration over most of the route in the Springfield area. The Town received a one-time payment from ATC of \$366,001 and will receive an annual payment of \$43,912 per year.

Map 15: ATC Badger-Coulee Line Alignment through Springfield Area



A 3-million-gallon biodigester opened in the Town in 2013. Biodigesters are designed to generate electricity and reduce the nutrient level and volume of manure, which eventually goes back to nearby farms to be spread on fields as fertilizer. The biodigester in the Town sends its energy to Madison Gas & Electric. In 2019, the digester generated nearly 11 million kilowatt-hours (kWh) of electricity, enough to power approximately 1,800 homes.

There are six wind turbines near Martinsville along Kick-A-Boo road. Epic Systems, Inc. built the turbines in 2012 and they were functional by fall 2013. Each turbine has the capacity to produce 1.6 megawatts each, totaling 9.9 megawatts altogether. The company worked with Madison Gas & Electric to lay 16 miles of underground power lines that provide energy straight to the company's Verona campus. These are the only commercial wind turbines in Dane County at time of writing.

At time of writing, there were no commercial solar fields in the Town. There are 1,700 solar panels located on the roof of the City of Middleton Operations Center adjacent to the Town, which provide 500 kW to Madison Gas & Electric's community grid. Also near the Town boundary, a five-megawatt solar field with 17,000 solar panels is planned for Middleton's Morey Field airport, which would provide enough electricity to power approximately 1,500 homes.

Solar field proposals and developments are becoming more common in rural communities across Southern Wisconsin as utility companies and consumers desire to switch from fossil fuels to renewables for electricity production. In Jefferson County, the Badger Solar Field is currently under construction and planned to begin operation in 2021. In Iowa County, the Badger Hollow Solar Field is also under construction and planned to begin operation in 2023. At the time of writing, another large solar field was proposed in Kenosha County.

Smaller-scale community-solar fields are slightly more expensive per megawatt than large-scale solar fields, but still feasible. At time of writing, Wisconsin was home to more than a dozen examples in Wisconsin of small-scale solar fields located on or near agricultural lands in rural communities. These are predominately located immediately adjacent to transmission lines, owned by the underlying landowner, and cover between five to ten acres of land.

In general, five to seven acres of land are used for every megawatt of solar power capacity. Additionally, solar fields, if not located immediately adjacent to a substation or transmission line, must be served by a dedicated transmission line and transformer to connect to the grid, requiring more land for distribution.

Solar fields sized under 100 megawatts are subject to local zoning regulations and approval, while solar fields 100 megawatts or larger are not subject to local zoning regulations. Instead, these larger solar fields must gain approval from the State of Wisconsin's Public Service Commission (PSC). This process is called a Certificate for Public Convenience and Necessity, or CPCN, which requires the PSC to find that the project will 1) be in the public interest, 2) have no undue adverse impact on environmental values, 3) not interfere with orderly land use and development plans, and 4) have no adverse impact on competition in the relevant wholesale market. Additionally, Wisconsin law limits local restrictions on solar developments, only allowing restrictions that 1) preserve or protect the public health or safety, 2) do not significantly increase the cost of the system or significantly decrease its efficiency, or 3) allow for an alternative system of comparable cost and efficiency.

The Town's policies and programs related to solar fields are located in the next section of this chapter.

Badger Hollow Solar Field

The Badger Hollow Solar Field in nearby Iowa County was under construction at time of writing and planned to begin operating in 2023. The solar field is spread across 3,500 acres of agricultural land and will contain 900,000 to 1.2 million solar photovoltaic panels. The project will produce 300 megawatts of electricity, enough to power over 77,000 homes. The project will generate approximately \$500,000 in utility aid for Town governments and \$700,000 for Iowa County. Badger Hollow alone will triple Wisconsin's solar power generation capacity.

Section 7: Amend the objective 2 in the "Facilities and Community Facilities Goal, Objectives, and Policies" section on page 88 to read as follows:

2. Protect the Town's public health, ~~and natural environment, farmland, and existing residents~~ through proper siting of utility uses and on-site wastewater treatment systems, and mitigation of off-site impacts such as through proper siting and stormwater management.

Section 8: Amend the policy 9 in the "Facilities and Community Facilities Goal, Objectives, and Policies" section on page 89 to read as follows:

9. Discourage the future development of a landfill in the Town, and remain actively involved in processes to site power generation facilities.

Section 9: Renumber current programs 2 and 3 on pages 89 and 90 to programs 3 and 4 respectively, then create a new program 2 to read as follows:

2. APPLY TOWN PRIORITIES IN EVALUATION OF SOLAR FIELD PROPOSALS

The Town understands and recognizes the benefits of solar energy development. Solar energy does not produce pollution, contribute to climate change, consume water, cause noise or odor, or reflect sunlight. Also, towns in which solar fields are sited often receive payments from their developers or owners, similar to what Springfield has received from ATC for its recent transmission lines.

Property owners on which the solar fields are located also enjoy financial benefits.

Still, the Town has the following concerns related to the potential future siting of solar fields used primarily for off-site energy distribution within Springfield.

- Large-scale solar fields often consume hundreds of acres of farmland. Farmland preservation is clearly a Town priority, as articulated in the vision and numerous goals, objectives, policies, and programs in this Plan. (As an aside, though often referred to as “solar farms”, the Town does not consider solar fields to be farming.)
- Solar fields in Springfield could negatively impact its rural character, viewsheds, and natural environment. These aspects of the Town are prioritized in the cultural and natural resources sections of Chapter Two of this Plan.
- The Town has plans and intergovernmental agreements that support future residential, commercial, and mixed use development in certain parts of the Town. These are articulated in the Land Use and Intergovernmental Cooperation chapters. Were large-scale solar fields to instead occupy such areas, such future development would be stopped, impeded, or forced to leap-frog into less desirable areas for development.
- The Town does not desire to be left with a “solar wasteland” if and when a solar field, panels, and associated equipment exceed their useful life; new technologies emerge; the owner or operator goes out of business or otherwise experiences financial difficulties; or some combination.

Given these concerns, the following are the Town’s policies relative to the siting of solar fields primarily intended for off-site energy distribution in Springfield:

- a. Do not site on Group I or II agricultural soils, as depicted on Map 2: Soil Suitability for Agriculture, as these align with the most productive farming areas of the Town.
- b. Discourage in other areas used for crop production in the Town. In addition to providing food, these areas also serve an important function for the spreading of manure to support local dairy farming.
- c. Do not site over lands designated as Agricultural Transition Area, Rural Neighborhood Area, Town Activity Center, or Conservancy Area on Map 7: Future Land Use. These areas are instead intended for other forms of development or conservation, in line with local and intergovernmental plans and agreements.
- d. Discourage within the viewshed of any residential subdivision, public recreation land, or Highway 12 as represented on Map 5: Visual Character Analysis; or effectively screen the solar field from views from these places using topographic changes, woodlands, setbacks, and/or landscaped berms.

- e. Require siting along existing electric transmission lines capable of distributing energy from the solar field, or require that new lines outside of the solar field be buried, in order to minimize the installation of new overhead lines outside of the solar field in the Town.
- f. Require the submittal of site, grading, stormwater management, and erosion control plans to comply with associated Town, Dane County, and State regulations.
- g. Discourage the large-scale removal of topsoil, mature trees, and woodlands; preserve environmental corridors and logical animal movement routes; and promote prairie and pollinator-friendly vegetation as ground cover throughout the solar field.
- h. Require every solar field proposal to include an evaluation of environmental, wildlife habitat, architectural, archeological, cultural, and other resources on and near such site, and avoid negative impacts on such resources.
- i. Require adequate security and other legal assurances that financial resources are available to remove the solar field and all associated equipment and infrastructure when their usefulness or lifespan is exhausted, other technologies render the facilities obsolete or no longer cost effective, or the owner or operator goes out of business or is otherwise financially unable to maintain the facility or remove the equipment and infrastructure following use.
- j. Require the use of “splits” for solar field installation per Figure 15, density policy 7 of this Plan.
- k. Attempt to apply review standards for High-Intensity Rural Uses (HIRUs) as laid out in Figure 24 of this Plan.

Section 10: Amend Figure 20 on page 93 to read as follows:

Figure 20: Utilities and Community Facilities Timetable

Utility or Facility	Timeline for Town Improvements	Comments
Water Supply	N/A	All water supplied by private wells; Town does not intend to provide public water service.
Waste Disposal	N/A	All homes in Town have private wastewater treatment systems; Town does not intend to provide public sanitary sewer service.
Solid Waste	N/A	All landfills in the Town are closed. The Town does not intend to allow any new landfills.
Stormwater Management	Keep Town ordinances up to date as necessary	All development in the Town is subject to Dane County's stringent stormwater management ordinance. Town will work to ensure its ordinances reflect or refer to the latest County standards, and will promote recharge and temperature control in critical areas.
Wind Energy Power, Generation and Transmission Facilities	As soon as possible	Utility resources at the Town's disposal to be an active participant in any proposal to develop or convert power generation and transmission facilities in the Town. Mitigate known and emerging issues associated with the wind turbines off Kick-a-Bow Road. The Town will consider an ordinance for wind systems that includes provisions that protect residents from known safety hazards associated with the turbines.
Town Hall and Garage	2020-2025	The Town desires to expand the Hall and Garage to accommodate future needs, ideally in conjunction with the improvements scheduled for USH 12. Expansion could be done in conjunction with a permanent Town Park (see below).
Recycling and Trash Collection	Renew or rebid contracts when they are set to expire	The Town's recycling and trash service meets current and forecasted needs; no changes anticipated.
Law Enforcement	N/A	Dane County administers a dispatch station in the Town of Middleton. This station meets the Town's current and forecasted needs; no changes anticipated.
Fire Protection & EMS	Update agreements when they are set to expire	The Town's fire protection and EMS services are provided via 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. The Town will not have its own library.
Schools	By school districts, as approved by voters	Public schools serving Town residents are implementing plans to resolve school capacity issues, and have their own long-range facilities plans.
Park & Recreation Facilities	Consider acquisition and further improvements to Page Park and/or other central park improvements: 2019-22 Promote trail along Highway 19 in conjunction with road resurfacing project design.	The Town has a lease arrangement with WisDOT for lands at the southeast corner of Highway 12 and P. In 2015, the Town constructed a park shelter on these lands (Page Park). In the future, the Town may wish to add playground equipment, water and electrical service, bathrooms, small athletic field improvements, or other improvements to that space. Perhaps in conjunction with the Highway 12 Improvement Project, the Town may wish to acquire this or other land in the Springfield Corners area for a permanent Town park. The Town may consider other sites, with a priority to not convert farmable land for a park. The Town also advocates for State or County construction of a trail between Springfield Corners and Waunakee.

Section 11: Amend Figure 26 on page 121 to read as follows:

Figure 26: Comprehensive Plan Priority Programs

Category	Program	Priority Rating
Agricultural Resources	Implement the Town's Transfer of Development Rights (TDR) Program	Top
	Support Continued Diversification of Springfield's Agricultural Base	High
Natural Resources	Encourage Participation in the Grass Roots Resource Protection Efforts	Moderate
	Demonstrate Springfield's Stewardship Through Groundwater Quality Protection	Moderate
Cultural Resources	Protect the Town's Image Along Highway 12	Moderate
Transportation	Advocate Upgrades to Highway 19	Top
	Advocate for Town Resident and Landowner Interests Regarding Morey Field	High
	Advocate Town Interests in Implementation of USH 12 Freeway Conversion Project	High
	Voice Town Concerns Over North Mendota Parkway Project	Moderate
Utilities and Community Facilities	Manage the Siting and Safe Operation of Wind Energy Systems	Moderate
	Apply Town Priorities in Evaluation of Solar Field Proposals	High
	Stage Community Facilities Investments Based on Need and Budget	High
	Reevaluate the Town's Parkland Fee, in Conjunction with Town Park Investigation	Top
Housing	Explore Strategies for More Affordable Housing Serving Local Needs	Moderate
Economic Development	Implement Clear and Consistent Standards for "High Intensity Rural Uses"	High
Intergovernmental Cooperation	Pursue a New Intergovernmental Agreement with Village of Waunakee	Top

Adopted at a Town Board meeting this 8th day of April, 2021.


Jim Pulvermacher, Town Chairperson

Attest:


Dianah Fayas, Town Clerk

ORDINANCE 2023-01

AN ORDINANCE TO ADOPT AMENDMENTS TO THE 2019 COMPREHENSIVE PLAN OF THE TOWN OF SPRINGFIELD, DANE COUNTY, WISCONSIN TO ADDRESS PARKS, THE TOWN'S DENSITY POLICY, AND THE WAUNAKEE INTERGOVERNMENTAL AGREEMENT

WHEREAS, the Town of Springfield is authorized to prepare and adopt a comprehensive plan as defined in §§66.1001(1)(a) and 66.1001(2), Wisconsin Statutes; and

WHEREAS, the Town Board adopted the last update to the Town of Springfield Comprehensive Plan ("Plan") on August 20, 2019, and amended the Plan on April 8, 2021; and

WHEREAS, §66.1001(4), Wisconsin Statutes establishes the required procedure for a local government to amend a comprehensive plan once it has been initially adopted or updated, which provides the Town Plan Commission with the authority and responsibility to recommend amendments to the plan to the Town Board; and

WHEREAS, the Town desires to make clearer in its Plan that dedication of public parkland is and may be required with new residential developments; and

WHEREAS, in the process of preparing maps identifying used and remaining residential development rights (a.k.a., "splits") on April 1979 farms, the Town has identified the need to enhance its density policy in its Plan to determine these totals; and

WHEREAS, the Town in 2021 entered an intergovernmental boundary agreement with the Village of Waunakee, and desires to have such agreement documented in the Plan; and

WHEREAS, on April 10, 2023, the Town Plan Commission, via its Resolution 2023-1, recommended that the Town Board adopt an ordinance to constitute official Town approval of the proposed amendments to the Plan that are reflected below; and

WHEREAS, the Town Board conducted a public hearing on the proposed Plan amendments in compliance with the requirements of §66.1001(4)(d), Wisconsin Statutes, and the Board considered public comments at that hearing and the recommendation of the Commission.

NOW, THEREFORE, the Town Board of Springfield, Wisconsin, does ordain that the Town of Springfield Comprehensive Plan is hereby amended in the following manner:

Section 1: Amend, in Figure 15, Agricultural Preservation Area Density Policies 1, 9, and 10; and create Policies 11 and 12; to read as follows:

1. **Data Sources and Definitions:** The land owner's name and land ownership configuration as of April 16, 1979 will 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 better information on ownership as of that date (e.g., tax records, deeds). Parcel size will be calculated based on gross acreage (including roads and navigable waters), determined using the most accurate source of parcel size

information available, with Dane County digital parcel data being the preferred source in the event of disagreement. Significant highway right-of-way acquisition after 1979, particularly for Highway 12 and otherwise as determined by the Town Board, will not reduce the original 1979 farm acreage. 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. To define "contiguity" of a parcel in single ownership, a public road, navigable waterway, connection at only one point, or intervening lands in the Conservancy Area, shall not be considered to break up contiguity.

9. **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. Landowners are encouraged to make clear in recorded documentation, such as a sales contract or warranty deed, how many potential future dwelling units are being transferred or retained when selling tracts of land ~~over 35 acres~~. The Town ~~may request~~ that any supporting documentation be included with rezoning and land division proposals. Supporting documents may include, but are not limited to, sales contracts, warranty deeds, affidavits, and written agreements. When land sales of ~~more than 35 acres or more~~ occur after April 16, 1979 without clear documentation between buyer and seller, or ~~between~~ subsequent/current owners, any remaining potential future dwelling units will be allocated on a proportional basis among current owners of the April 16, 1979 parcel in keeping with the Town's density policy. Where land sales of fewer than 35 acres occur after April 16, 1979 without clear documentation between buyer and seller, or between subsequent/current owners, the Town will generally presume that no potential future dwelling units were transferred unless a rezoning and/or land division action at the time suggests otherwise.
10. ~~Deed Restriction or Agricultural Conservation Easement~~ **Tracking Remaining Dwelling Units or Equivalent Uses:** The Town intends to maintain a map that tracks used and remaining dwelling units or equivalent uses by April 1979 farm, and a process to consider amendments to that map. Whenever a rezoning, land division, conditional use permit, or other land use approval ~~results in a change in the number of~~ extinguishes all remaining dwelling units or equivalents on the parcel, the Town intends, as part of such rezoning or other approval, ~~the Town to will~~ require that a deed restriction, deed notice, or conservation easement be added to or modified for the parcel for which the approval is granted, indicating ~~the number of dwelling units remaining under the Town's then-existing plan policies~~ such extinguishment. The type and format of the restriction shall be as determined by the Town.
11. **Effect of Rezoning without Construction:** Where land has been rezoned to enable construction of a new dwelling unit or an equivalent use under policy 7, but no dwelling unit or equivalent use has been constructed, the Town will assume that one dwelling unit or equivalent use will be constructed on such rezoned land in its calculation of potential remaining dwelling units or equivalents on the 1979 farm. Subsequent

rezoning of any such land to an Exclusive Agriculture zoning district would restore the potential dwelling unit or equivalent use to the remainder of the 1979 farm.

12. Land Sales or Donations for Conservation Purposes: Land sales or donations to a public agency for conservation or public recreation purposes shall not have the effect of reducing the number of potential future dwelling units or equivalent uses on any remaining balance of the 1979 farm under this density policy, unless and to the extent that the transfer deed or other recorded document indicates such a reduction, or as otherwise determined by the Town Board.

Section 2: Amend Agricultural Transition Area Policy 4 in Figure 16 to read as follows:

The Town will not require amendment to this *Comprehensive Plan* if and when it determines that land in a mapped Agricultural Transition Area is appropriate for more intensive development than allowed under Agricultural Preservation Area policies. However, following such a determination, the rezoning of said land would be required to accommodate the proposed development, and all provisions associated with the Rural Neighborhood Area in Figure 17 or Town Activity Center in Figure 18 would apply.

Section 3: Amend Rural Neighborhood Area Policy 7 in Figure 17, and Town Activity Center Policy 4 in Figure 18, to read as follows:

Either require public park and open space dedication or collect park and recreational improvement fees in lieu of parkland dedication for all new residential subdivisions in accordance with the Town land division ordinance.

Section 4: Amend the final sentence of Section E.11 within Chapter Four: Transportation, Utilities, and Community Facilities to read as follows:

The Town may require the dedication of public park and open space land within new residential developments per its Land Division ordinance. Per that same ordinance, the Town requires a park and open space recreation facility impact fee when approving subdivisions from each new housing units permitted. This fee is used for parkland acquisition, parkland improvement, and new or rehabilitated park equipment. Per a 2023 ordinance amendment, the fee is to be waived where the new housing unit is located in a residential development that had dedicated public parkland.

Section 5: Amend the final two paragraphs of Section A.1 within Chapter Six: Intergovernmental Cooperation to read as follows:

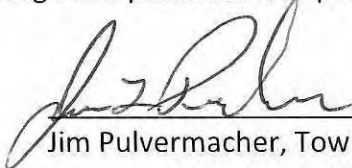
The Village of Waunakee and the Town of Springfield first executed an intergovernmental land use and boundary agreement in 2007. That agreement expired on March 31, 2016. ~~The Town has interest in a new agreement, including provisions for the maintenance of Hellenbrand Road, located within the Town of Springfield but which largely services the Westbridge neighborhood in Waunakee.~~

On December 7, 2021, the Village and Town entered into a new intergovernmental land use and boundary agreement, which extends until December 7, 2031. That agreement:

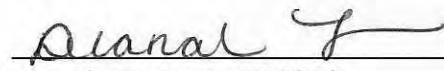
- Acknowledges the Village's 1 ½ mile extraterritorial land division review jurisdiction into the northeast part of the Town (see Map 7), and notes that such jurisdiction may extend further into the Town as a result of subsequent Village annexations.
- Indicates that the Village will use its then-current plans and ordinances to review land division/subdivision requests in its extraterritorial jurisdiction, and will also use the Town's then-current future land use map in this *Comprehensive Plan* to determine where such divisions will be approved.
- Allows annexation from the Town to the Village, and expansion of the urban service area, for only the 60 acres west of Westbridge and Hellenbrand Road that are mentioned above, unless the Town Board were to subsequently agree to more.
- Generally restricts Town approval of rezonings to commercial and industrial zoning districts lands within the Village's extraterritorial jurisdiction, but not approval of new or amended conditional use permits.
- Restricts the Town from acquiring conservation easements or allowing the transfer of development rights within the extraterritorial jurisdiction, except for transfers to the Rural Neighborhood Area in the Town's then-current *Comprehensive Plan*.
- Limits both the Town and Village from amending their comprehensive plans as they affect the extraterritorial jurisdiction, except with the approval of the other's Board.
- Includes provisions on use of roads for farm vehicles; erosion control, stormwater management, and agricultural drainage; bicycle path cooperation; new development siting and aesthetics; and other secondary matters.

Section 6: Repeal Section C.1 within Chapter Six: Intergovernmental Cooperation [currently "Pursue a New Intergovernmental Agreement with Village of Waunakee"], the associated bullet point at the end of Section E within Chapter One: Vision and Directions, and the associated row in Figure 26.

This ordinance shall take effect the day after passage and publication as provided by law.


Jim Pulvermacher, Town Chairperson

ADOPTED: 6/6/2023
PUBLISHED: 6/7/2023


Dianah Fayas, Town Clerk