



Draft Development Rights ("Splits") Maps

Public Presentation: January 28, 2023



Presentation outline

- What is the point of this project?
- Why, how, and when were development rights (“splits”) assigned to farms?
- What’s the Town’s current density/splits policy?
- Questions?
- How did the Town calculate remaining splits?
- What are the preliminary results of this project?
- Where do we go from here?
- How does this relate to the transfer of development rights program?
- More questions?

What is the point of this project?

- Calculate remaining residential development rights (“splits”) on each farm in the Town
- Why?
 - Aid current and prospective landowners in understanding residential development potential
 - Have a good data up front when rezonings and land divisions are proposed
 - Make calculations not only on basic “1 home per 35 acre” policy but also on nuances of Town density/splits policy
 - Facilitate the Town’s transfer of development rights (TDR) program
 - Verify that sufficient “splits” remain for limited new housing construction in the Town in accordance with Town’s vision

Why, how, and when were development rights (“splits”) assigned to farms?

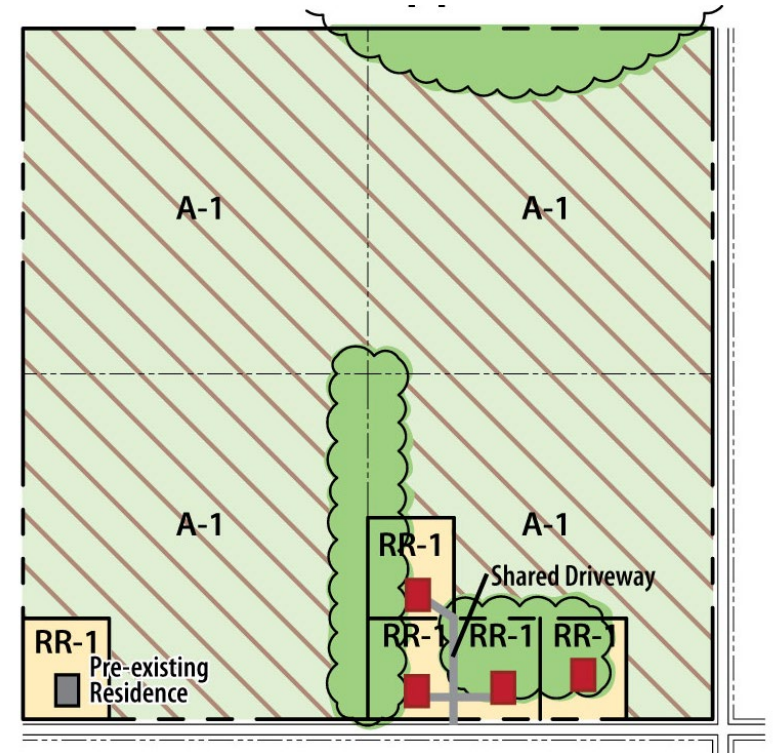
- As Baby Boomers became adults, new subdivisions developed in Springfield and other towns in 1960s-70s, affecting farming areas
- In 1977, State adopted first farmland preservation law, which minimally required at least 35 acres to build a home in planned farmland preservation areas



By the mid 1970s, scattered subdivisions like Hickory Highlands and Scenic Ridge developed in the middle of the Town's farming areas

Why, how, and when were development rights (“splits”) assigned to farms?

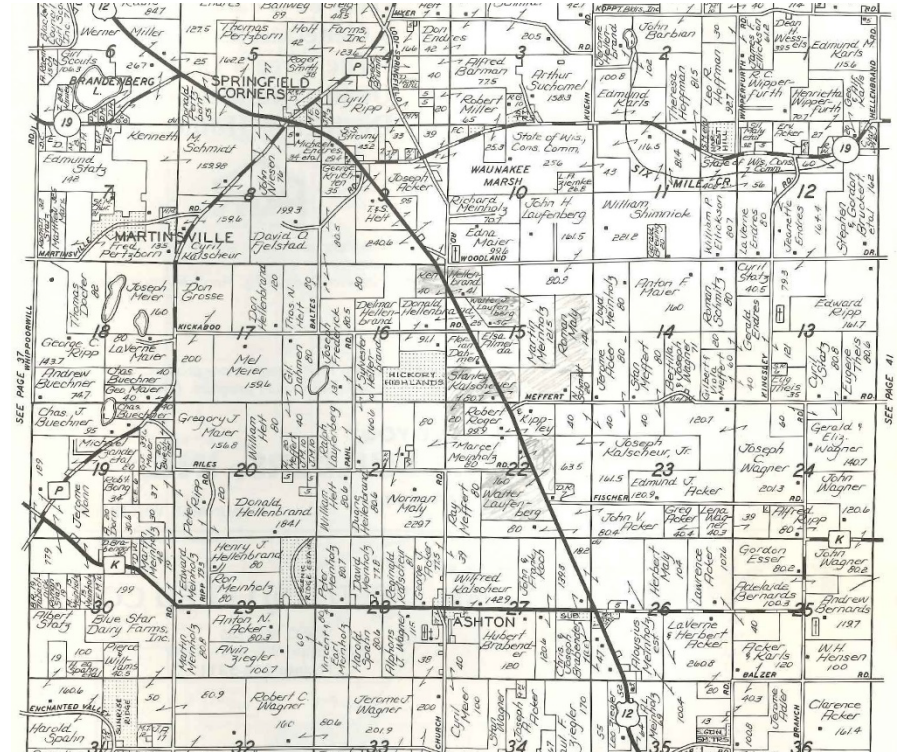
- Under that 1977 law, Dane County and most of its towns took a slightly different approach, requiring a maximum DENSITY of 1 new home per 35 acres per farm
- In 1978, Town adopted its first Land Use Plan describing its density policy, and on April 16, 1979, Town adopted exclusive agricultural zoning, fixing a start date for implementing that policy



This example of a 160-acre farm shows how the “1 home per 35 acre” policy can play out in a manner that better preserves farmland than putting one new home on every 35 or 40 acre tax parcel

Why, how, and when were development rights (“splits”) assigned to farms?

- Implementation of the policy requires the tracking of how many homes built per farm since 1979
- Initial policy didn't fully consider the fact that all or parts of 1979 farms would be sold over time
- Over the years, other situations cropped up that have led to policy refinements



This “Rockford Maps” parcel map from 1979 formed a historical record of Springfield’s farms as of that date for density policy implementation

What's the Town's current density/splits policy?

- Town of Springfield Comprehensive Plan includes and is guided by the Town's vision, which features:
 - Promoting and enhancing agricultural economy and rural lifestyle
 - Enabling residential development in limited areas and densities to protect rural character
- Density/splits policy is included within Town Plan (Figure 15)
- Policy applies most directly to lands planned in the "Agricultural Preservation Area" in the Town Plan



**Town of Springfield
Comprehensive Plan
2019**

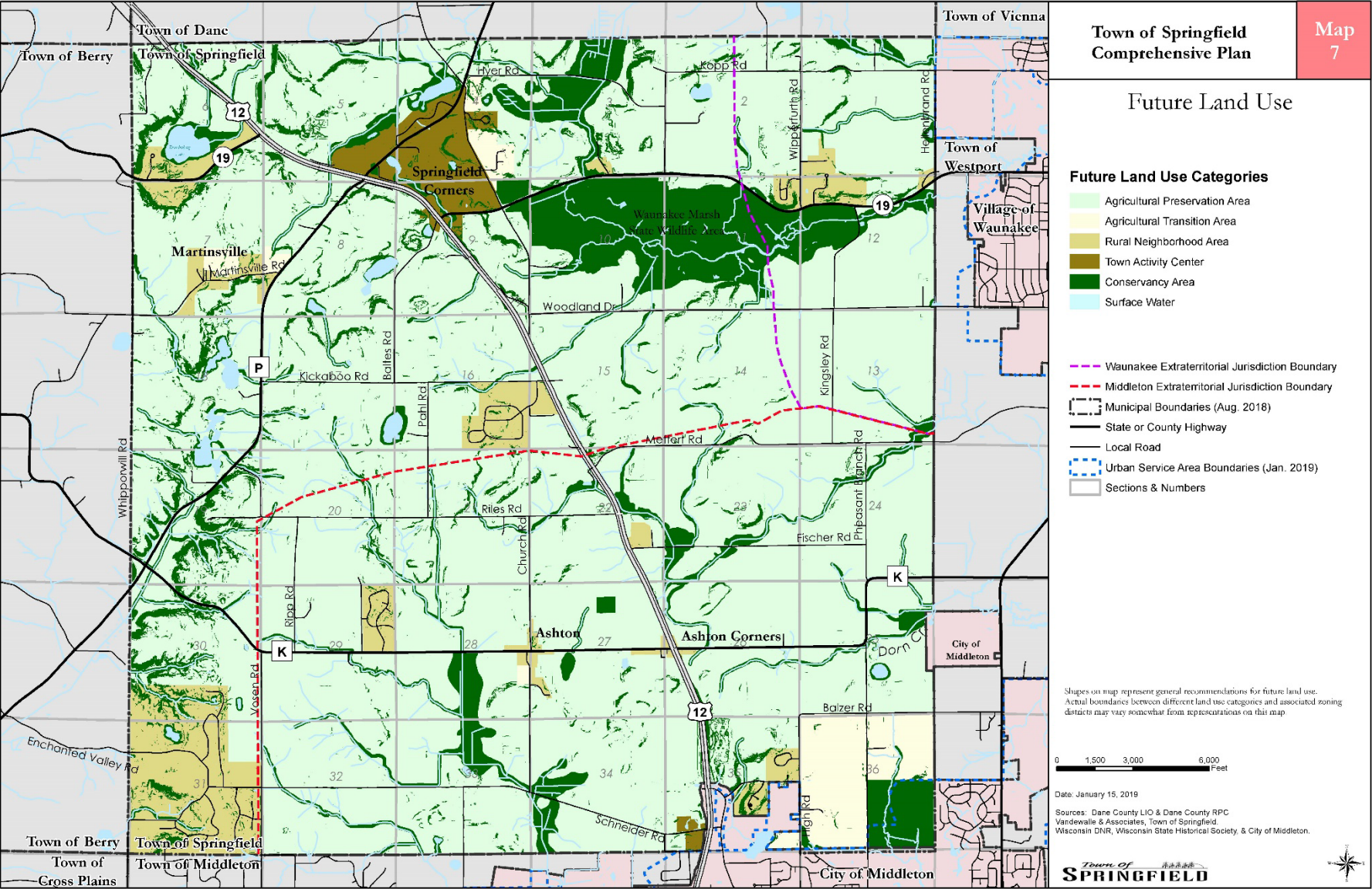
Recommended by Town Plan Commission: May 6, 2019

Adopted by Town Board: August 20, 2019

Amended by Town Board: April 8, 2021

The Town's Comprehensive Plan, last updated in 2019, includes the Town's residential density/splits policy.

What's the Town's current density/splits policy?



Areas shown in light green on this Future Land Use map are the Town's planned "Agricultural Preservation Area," where the Town's density/splits policy most directly applies.



What's the Town's current density/splits policy?

- Within planned Agricultural Preservation Area, the Town will “limit new development to a density of one dwelling unit per 35 acres held in single ownership as of April 16, 1979” per the Town Plan
- Means that:
 - Dwelling unit = a home for one household
 - Calculate maximum housing density based on 1979 farm configuration
 - Houses built before April 16, 1979 do not count
 - We should really be counting houses built after April 16, 1979, not lots created by land division since then, so “splits” might be the wrong word
- But wait, there's so much more to the Town's density/splits policy!

What's the Town's current density/splits policy?

- 1979 farm configuration and ownership are generally determined by the 1979 plat map, with 1979 farm size determined by best available source
- Each farm for which a density calculation is made up of contiguous parcels, and only parcels in Springfield count for Springfield's calculation
- No rounding up if building new dwelling units on the farm—e.g., 90-acre 1979 farm parcel ($90/35=2.57 = 2$ development rights)

What's the Town's current density/splits policy?

- New duplex requires two development rights; conversion of a single-family home to a duplex requires one additional right
- The following NON-residential uses ("equivalents") require a development right:
 - Any commercial use requiring rezoning away from Exclusive Agriculture after March 1, 2002
 - Any cell tower approved after March 1, 2002
 - Any governmental, institutional, religious, or nonprofit community use
 - Each wind turbine, or each 5-acre-area covered with solar panels, where primarily for off-site energy production



What's the Town's current density/splits policy?

- Changes and reconfigurations in ownership after April 16, 1979 do not create new development rights
- Landowners encouraged to make clear in sales contract, deed, or other recorded document how many development rights are being transferred or retained when selling land
- Without such clear documentation, Town will allocate any remaining development rights on a proportional basis among current owners of the April 16, 1979 farm area
- So, please consider this when buying or selling land in the Town!

Questions on information shared so far?

How did the Town calculate remaining splits?

- In 2022, the Springfield Town Board appointed an ad hoc Density Study Committee, with long-term property owners and current and former Town officials as members
- Committee met five times, reviewing and revising a draft database including every 1979 35+ acre farm and directing maps
- Development rights calculated for *every* 1979 35+ acre farm, because even outside of planned Agricultural Preservation Area this forms the floor for potential housing development
- Rights not calculated for parcels that were less than 35 acres in 1979, which generally have right to one single-family home

How did the Town calculate remaining splits?




1. Determined the extent and ownership of all 35+ acre farms as of 1979, and assigned each farm a unique reference number (section #.farm #)
2. Determined the 1979 farm acreage, typically using 2022 County tax parcel records
3. Divided this acreage by 35, then removed any fraction, to determine development rights initially allocated to '79 farm

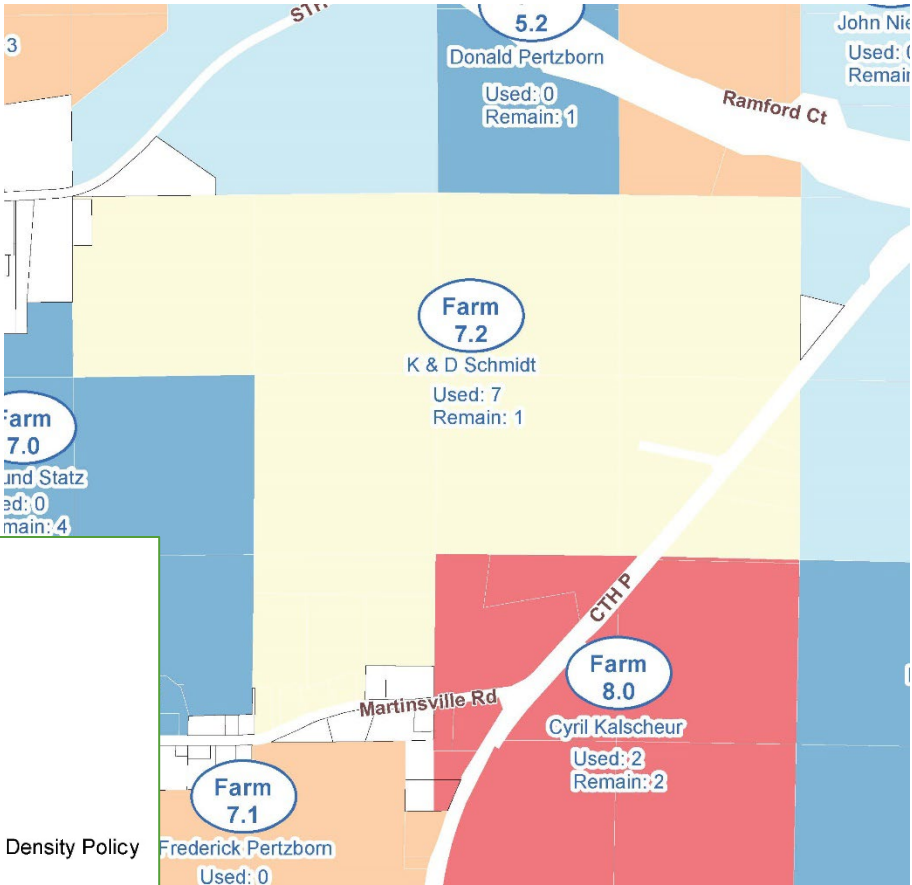
How did the Town calculate remaining splits?

4. Determined how many dwelling units or equivalents were built on each 1979 farm from then until December 2022
 - a) Sources included historic aerial photography; past County and Town density studies; and tax assessment, building permit, rezoning, and land division records
 - b) Used density/splits policies in Town Comprehensive Plan to deal with unique situations, but...
 - c) If a vacant lot was divided and zoned for residential development, a residence was counted as already being built because at any time the lot owner can obtain a building permit
 - d) If all or part of a 1979 farm was later subdivided for a number of residences, each residence was generally counted
 - e) Land sales for passive recreational uses—like for Waunakee Marsh DNR expansions—were not counted
5. Generally did not try to calculate how many remaining rights per December 2022 ownership, where different from 1979 farm

What are the preliminary results of this project?

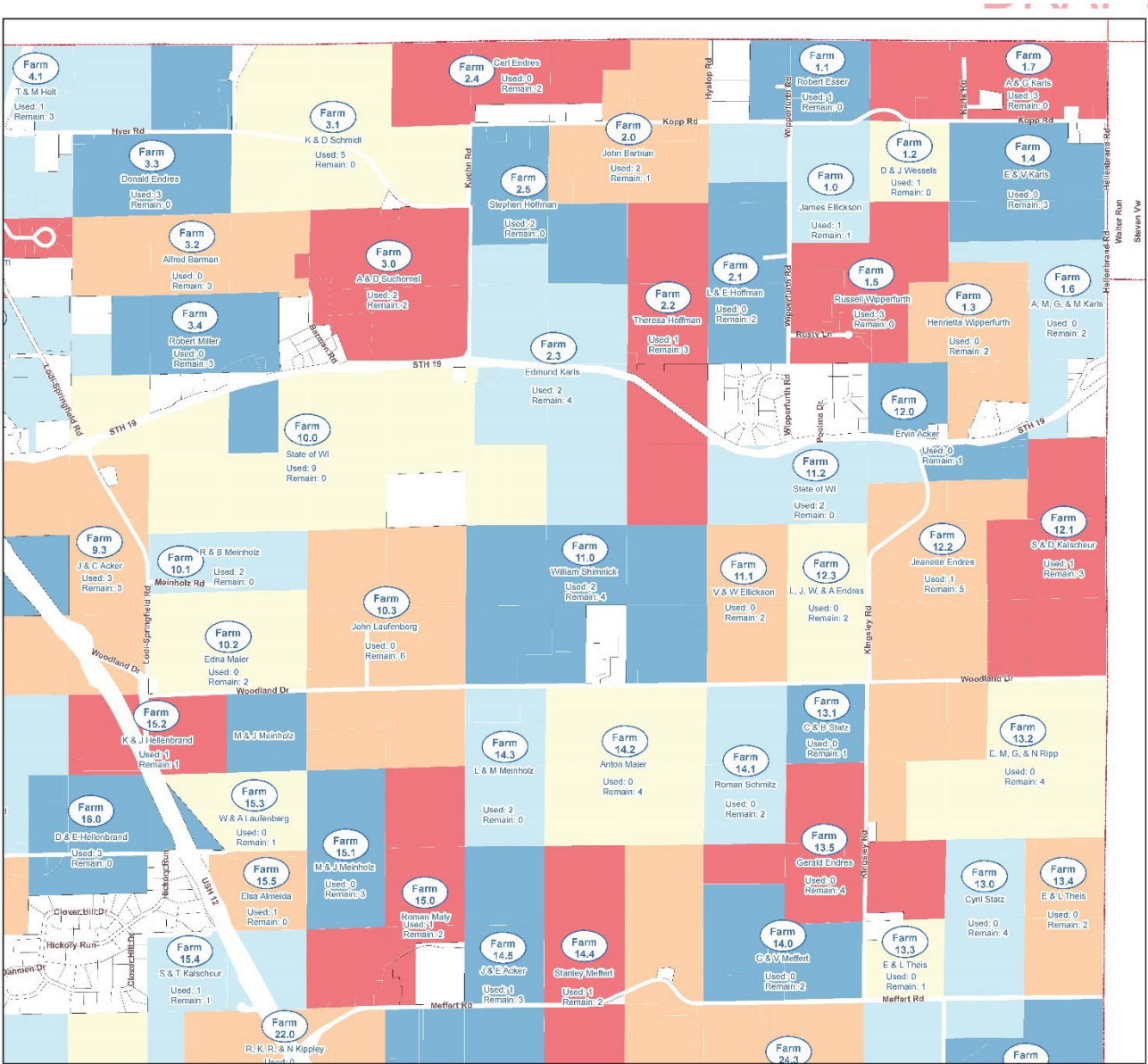
Primary work products are maps showing the number of development rights (dwelling units or “equivalents”) built and remaining on each 1979 farm

[color]	April 1979 35+ Acre Farm Per Rockford Maps
###	Assigned Farm Number
Name	Last Name of 1979 Farm Owner
Used: #	# of Dwelling Units Built Since 1979
Remain: #	# of Remaining Dwelling Units in 1979 Farm Area per Town's "1 per 35" Density Policy
	2022 Tax Parcel Lines in 1979 Farm Areas
	2022 Tax Parcels in Sub-35 Acre 1979 Areas
	August 2022 Municipal Boundaries



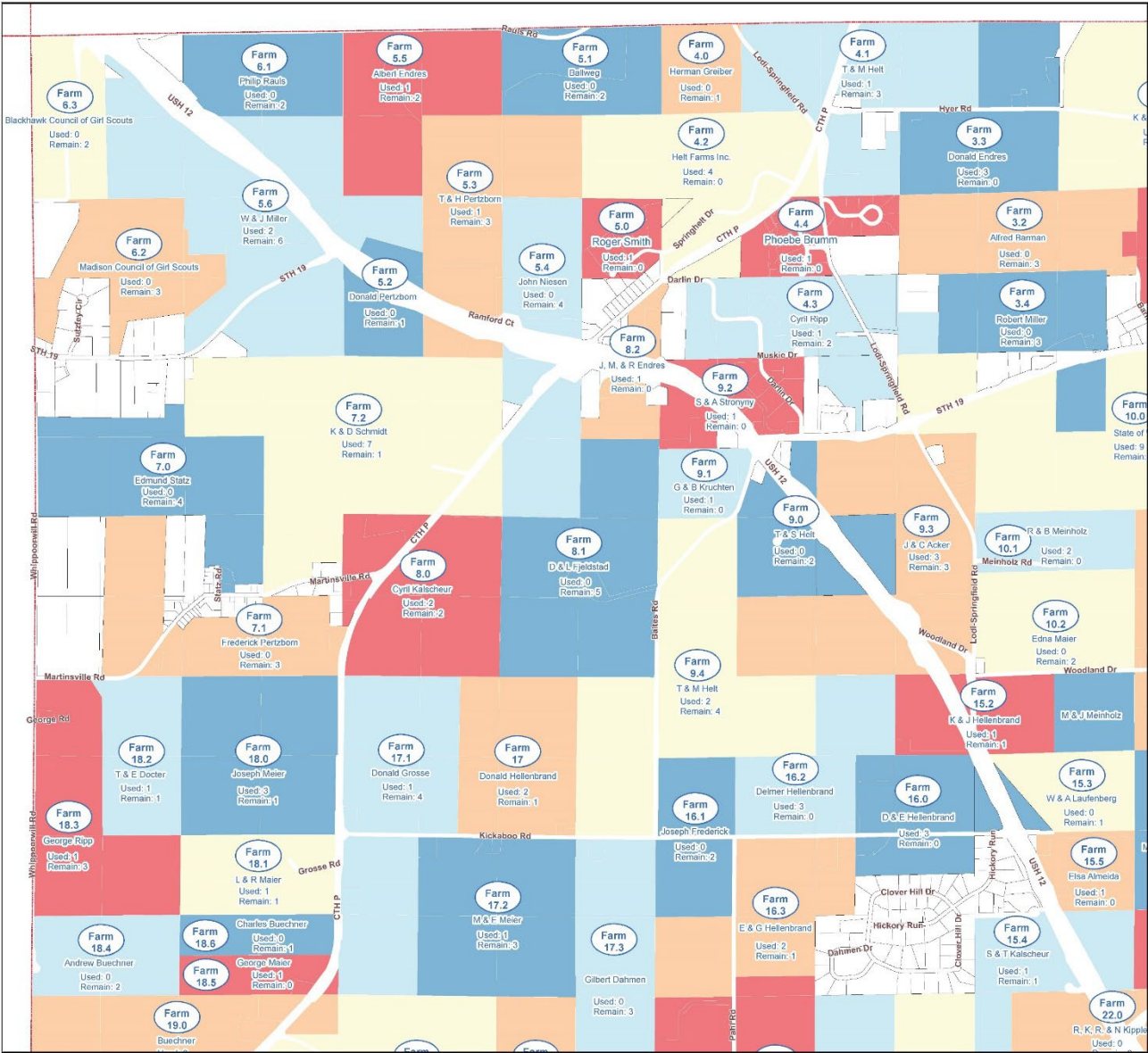
What are the preliminary results of this project?

Northeast Quadrant –
Used and Remaining
Development Rights by
1979 Farm
DRAFT Map



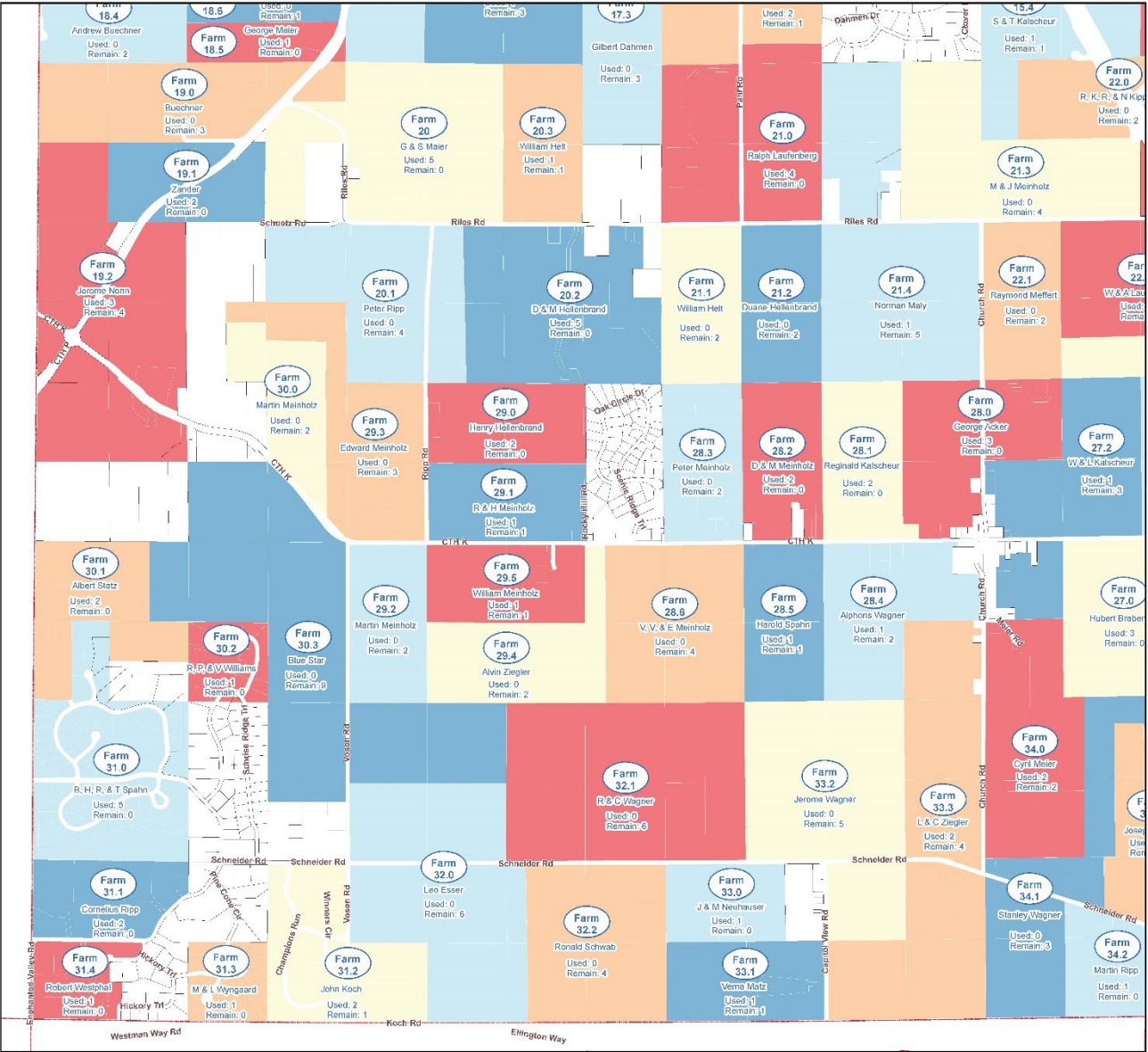
What are the preliminary results of this project?

Northwest Quadrant –
Used and Remaining
Development Rights by
1979 Farm
DRAFT Map



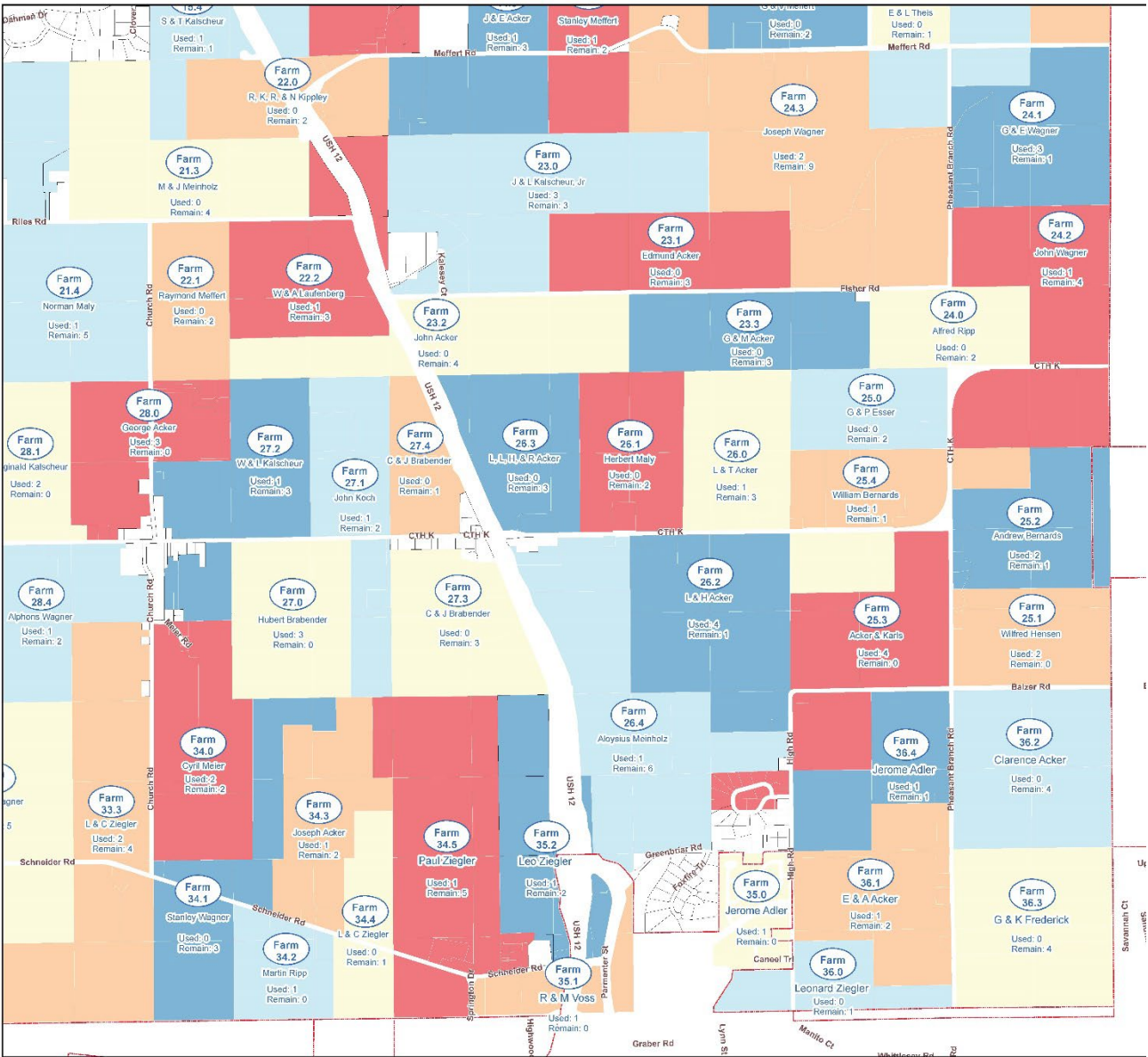
What are the preliminary results of this project?

Southwest Quadrant –
Used and Remaining
Development Rights by
1979 Farm
DRAFT Map



What are the preliminary results of this project?

Southeast Quadrant –
Used and Remaining
Development Rights by
1979 Farm
DRAFT Map



Where do we go from here?

- Ask questions and make any request for explanation or change by the end of February, starting with the Town Clerk
- For any requests for change, provide supporting evidence (e.g., maps, air photos, building permit dates)
- Density Study Committee and Town Board will be asked to endorse maps as soon as March

Where do we go from here?

Proposed procedure for adjustments after Town Board initial endorsement of maps:

- Landowner shares request for change with supporting evidence
- Town Planner may make preliminary determination in writing, following consultation with Town Board if Planner deems necessary
- Landowner may appeal Town Planner preliminary determination to the Town Board, which shall make the final determination in appeals
- At end of each calendar year, maps will be updated with determinations, forwarded to Town Board for endorsement, then posted on Town website
- See Q&A handout for further details

How does this relate to Town's transfer of development rights (TDR) program?

- Town's TDR program allows development rights to be transferred between parcels following a set of published rules
- For TDR "sending areas," these maps will determine the maximum number of rights that may be transferred from the farm to another parcel in the Town, with a "rounding up" incentive if all remaining rights transferred at once per TDR rules
- For TDR "receiving areas," maps provide the baseline of number of dwelling units that may be built before any development rights are transferred to the parcel from a TDR "sending area"
- Detailed discussion of the TDR program is beyond the scope of this meeting, but I can try to answer any basic questions today

More Questions?