Town of Springfield
Comprehensive Plan

2015

Recommended by Town Plan Commission: January 4, 2016
Adopted by Town Board: January 4, 2016
ACKNOWLEDGEMENTS

TOWN OF SPRINGFIELD BOARD:

Don Hoffman, Chair
Dave Laufenberg
Jim Pulvermacher
Art Meinholz
Dan Dresen

TOWN PLAN COMMISSION:

Jeff Endres, Chair
Scott Laufenberg, Vice-Chair
Ron Koci
Elliott Long
Steve Resan
Bill Acker
Jim Pulvermacher

TOWN STAFF:

Carolyn Hacker, Clerk/Treasurer
Jan Barman, Deputy Clerk/Treasurer
Mark Grosse, Road Patrolman

6157 CTH P
Dane, WI 53529-9760
(608) 849-7887
www.town.springfield.wi.us

ASSISTANCE BY:

MDRoffers Consulting
Planning Assistance/Project Management
www.mdroffers.com

Strand Associates
Mapping Assistance (GIS)
www.strand.com

DRXNL Studio
Mapping Assistance (Illustrator)
www.drxnl.com

COVER PHOTO BY COREY COYLE
TABLE OF CONTENTS

CHAPTER ONE: VISION AND OPPORTUNITIES ................................................................. 7
A. Introduction ................................................................................................................. 8
B. A Snapshot of Springfield .......................................................................................... 8
C. Purpose and Planning Area ....................................................................................... 10
D. The Town’s Vision ..................................................................................................... 10
E. A Summary of This Comprehensive Plan .................................................................. 12
F. Population Trends and Forecasts .............................................................................. 14
G. Age and Gender of Population .................................................................................. 14
H. Educational and Income Levels ............................................................................... 15
I. Household Trends and Forecasts .............................................................................. 15
J. Labor Force and Employment Trends and Forecasts ............................................. 16
K. Employment Forecasting .......................................................................................... 17

CHAPTER TWO: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES .................. 19
A. Agricultural Resource Inventory .............................................................................. 20
B. Agricultural Resource Goal, Objectives, and Policies ............................................ 23
C. Agricultural Preservation Programs ......................................................................... 23
D. Natural Resource Inventory ..................................................................................... 26
E. Natural Resource Goal, Objectives, and Policies .................................................... 33
F. Natural Resource Programs ..................................................................................... 34
G. Cultural Resource Inventory and Visual Character Analysis ................................ 35
H. Cultural Resource Goal, Objectives, and Policies .................................................. 38
I. Cultural Resource Program ....................................................................................... 39

CHAPTER THREE: LAND USE .................................................................................... 42
A. Existing Land Use ..................................................................................................... 43
B. Land Use Goal, Objectives, and General Policies .................................................. 47
C. Future Land Use Recommendations.................................................................................................................48

**CHAPTER FOUR: TRANSPORTATION, UTILITIES, AND COMMUNITY FACILITIES** .........................62
A. Existing Transportation Network..................................................................................................................63
B. Review of State and Regional Transportation Plans..............................................................................66
C. Transportation Goal, Objectives, and Policies .........................................................................................72
D. Transportation Programs ............................................................................................................................73
E. Existing Utilities and Community Facilities ...............................................................................................76
F. Utilities and Community Facilities Goal, Objectives, and Policies ..........................................................84
G. Programs ...................................................................................................................................................85

**CHAPTER FIVE: HOUSING AND ECONOMIC DEVELOPMENT** ..............................................................88
A. Existing Housing Framework ....................................................................................................................89
B. Housing Goal, Objectives, and Policies ...................................................................................................91
C. Housing Program ......................................................................................................................................92
D. Economic Development Framework .......................................................................................................93
E. Economic Development Goal, Objectives, and Policies .......................................................................96
F. Economic Development Program ...........................................................................................................96

**CHAPTER SIX: INTERGOVERNMENTAL COOPERATION** .................................................................100
A. Existing Regional Planning Framework ...................................................................................................101
B. Intergovernmental Cooperation Goal, Objectives, and Policies ............................................................108
C. Intergovernmental Cooperation Program ...............................................................................................109

**CHAPTER SEVEN: IMPLEMENTATION** .............................................................................................111
A. Plan Adoption ..........................................................................................................................................112
B. Implementation Recommendations ........................................................................................................112
C. Priority Projects .......................................................................................................................................114
D. Plan Monitoring, Amendments, and Update ........................................................................................116

**APPENDIX A: RURAL DEVELOPMENT GUIDELINES** ......................................................................120

**APPENDIX B: TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM OVERVIEW** .............130
A. Program Goals: Why the Town is Doing TDR .......................................................................................131
B.  TDR Sending Area Overview: How Someone Can Sell Development Rights................. 132
C.  TDR Receiving Area Overview: What Buying Development Rights Allows .................. 134
D.  Transaction Procedures: How To Do a Development Rights Transfer...................... 137
E.  Glossary: What Do Different Terms and Phrases Mean?........................................... 139

**APPENDIX C: APPROVAL RESOLUTION AND ORDINANCE.................................................145**
TABLE OF GRAPHICS

Map 1: Jurisdictional Boundaries.....................................................................................................................9
Figure 1: Population Trends.............................................................................................................................14
Figure 2: DOA Population Forecast for Town..................................................................................................14
Figure 3: Age and Gender Statistics, 2010 ......................................................................................................15
Figure 4: Housing and Household Characteristics, 2010 ..........................................................................16
Figure 5: DOA Household Projections for the Town of Springfield .............................................................16
Figure 6: Occupation of Employed Residents, Town of Springfield ...........................................................17
Figure 7: Top Employers in Dane County .....................................................................................................18
Figure 8: Projected Top Industries in South Central Wisconsin, 2020 .........................................................18
Map 2: Soil Suitability for Agriculture ........................................................................................................22
Map 3: Substandard (sub-35 acre) Parcels Zoned A-1 Exclusive in 2015 .....................................................26
Map 4: Natural Features and Building Constraints .....................................................................................28
Figure 9: Threatened and Endangered Species and Habitats in the Town of Springfield .......................32
Map 5: Visual Character Analysis ................................................................................................................41
Figure 10: Town of Springfield Existing Land Use, 2010 .........................................................................43
Map 6: Existing Land Use (2010) ................................................................................................................44
Figure 11: New Lots Created, Town of Springfield, 2001-2014 .................................................................45
Figure 12: Permits Issued for New Home Construction, Springfield, 2001-2014 .................................45
Figure 13: Projected Rural Residential Land Use Demand, From 2015 Forward .................................46
Figure 14: Town of Springfield Future Land Use Presented on Map 7 ...................................................50
Map 7: Future Land Use .................................................................................................................................51
Map 8: Springfield Corners Neighborhood Development Plan ...............................................................52
Figure 15: Agricultural Preservation Area Purpose and Policies ...............................................................53
Figure 16: Agricultural Transition Area Purpose and Policies ..................................................................56
Figure 17: Rural Neighborhood Area Purpose and Policies ....................................................................57
Figure 18: Town Activity Center Purpose and Policies .............................................................................59
Figure 19: Conservancy Area Purpose and Policies....................................................................................61
Map 9: WisDOT Preferred Interchange Alternative, Springfield Corners Area .......................................69
Map 10: WisDOT Preferred Interchange Alternative, Kick-A-Boo/Meffert Area .....................................70
Map 11: WisDOT Preferred Interchange Alternative, Highway K Area ....................................................71
Map 12: North Mendota Parkway Alignments from 2010 Intergovernmental Study ..........................71
Map 13: Soil Suitability for On-Site Wastewater Treatment Systems .......................................................77
Map 14: ATC Badger-Coulee Line Alignment through Springfield Area ..................................................83
Figure 20: Utilities and Community Facilities Timetable ...........................................................................87
Figure 21: Housing Units by Structure, 2000 - 2013 .................................................................89
Figure 22: Housing Stock Characteristics, 2010.................................................................89
Figure 23: Percentage of Total Springfield Housing Stock Constructed per Decade ..........90
Figure 24: Town of Springfield Checklist For Proposed High Intensity Rural Uses (HIRUs)........98
Map 15: City of Middleton Northwest Quadrant Plan Map .................................................103
Map 16: Town of Springfield / City of Middleton Intergovernmental Agreement Map ..........104
Map 17: Dane County Farmland Preservation Map .................................................................106
Map 18: North Mendota FUDA Recommended Scenario ......................................................107
Figure 25: Annual Benchmarks in Achieving Comprehensive Plan Goals .........................113
Figure 26: Comprehensive Plan Priority Programs ...............................................................115
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, 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, and there will be continued pressure for residential development over the next decade. This will be driven by the continued recovery of the housing market; 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.
Map 1: Jurisdictional Boundaries
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 about 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.

Dane County and State agencies also play an important role in the future of the Town. The County shares planning, zoning, and land division review authority with the Town, and manages County highways and parks. The Wisconsin Department of Transportation’s (WisDOT) plans for Highways 12 and 19 also affect the Town and its residents.

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*. 

---

January 4, 2016

Page 10
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, 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 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, launched in 2015 after more than a decade of consideration. The TDR program enables transfers to planned Rural Neighborhood Areas and Town Activity Centers, to substandard (sub-35 acre) lots in the Agricultural Preservation Area, and farm-to-farm where the preservation of better agricultural lands would be advanced. This Plan and program rules adopted by the Town Board provides significant 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 with Middleton and Waunakee will also influence this pattern.

The Town’s future land use map identifies 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 (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. Few areas of additional residential (subdivision) development are envisioned in and around areas of existing subdivisions. 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 short set of programs or initiatives for potential implementation over the next several years. The Town’s implementation priorities include the following.

- Implement 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 Facilities 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”
- Pursue Intergovernmental Agreement Update with Village of Waunakee
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 2014 population estimate, provided by the Wisconsin Department of Administration (DOA), was 2,772 residents.

Figure 1: Population Trends

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Springfield</td>
<td>1,947</td>
<td>2,379</td>
<td>2,650</td>
<td>2,762</td>
<td>2,734</td>
<td>-28</td>
<td>-0.01%</td>
</tr>
<tr>
<td>Town of Dane</td>
<td>894</td>
<td>945</td>
<td>921</td>
<td>968</td>
<td>990</td>
<td>+22</td>
<td>2.3%</td>
</tr>
<tr>
<td>Town of Berry</td>
<td>896</td>
<td>1,116</td>
<td>1,098</td>
<td>1,084</td>
<td>1,127</td>
<td>+43</td>
<td>3.9%</td>
</tr>
<tr>
<td>Town of Roxbury</td>
<td>1,427</td>
<td>1,491</td>
<td>1,536</td>
<td>1,700</td>
<td>1,794</td>
<td>+94</td>
<td>5.5%</td>
</tr>
<tr>
<td>City of Middleton</td>
<td>8,246</td>
<td>11,848</td>
<td>13,785</td>
<td>15,770</td>
<td>17,422</td>
<td>+1,652</td>
<td>10.5%</td>
</tr>
<tr>
<td>Town of Middleton</td>
<td>2,028</td>
<td>2,598</td>
<td>3,628</td>
<td>4,594</td>
<td>5,877</td>
<td>+1,283</td>
<td>27.9%</td>
</tr>
<tr>
<td>Village of Waunakee</td>
<td>2,181</td>
<td>3,866</td>
<td>5,897</td>
<td>8,995</td>
<td>12,097</td>
<td>+3,102</td>
<td>34.5%</td>
</tr>
<tr>
<td>Dane County</td>
<td>290,272</td>
<td>323,545</td>
<td>367,085</td>
<td>426,526</td>
<td>488,073</td>
<td>+61,547</td>
<td>14.4%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>4,417,821</td>
<td>4,705,767</td>
<td>4,891,769</td>
<td>5,363,675</td>
<td>5,686,986</td>
<td>+323,311</td>
<td>6.0%</td>
</tr>
</tbody>
</table>


DOA forecasts a Town population hovering around 2,800 residents for the foreseeable future. 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

<table>
<thead>
<tr>
<th></th>
<th>2015</th>
<th>2020</th>
<th>2025</th>
<th>2030</th>
<th>2035</th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Springfield</td>
<td>2,755</td>
<td>2,785</td>
<td>2,810</td>
<td>2,830</td>
<td>2,815</td>
<td>2,790</td>
</tr>
</tbody>
</table>

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.
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 a 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!).
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.

DOA anticipates 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.

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**

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

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

According to the Wisconsin Department of Workforce Development, the unemployment rate for Dane County in 2011 was 5.3%, up from 2.3% in 2000. Census data for 2010 indicated that only 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

<table>
<thead>
<tr>
<th>Establishment</th>
<th>Service or Product</th>
</tr>
</thead>
<tbody>
<tr>
<td>University of Wisconsin – Madison</td>
<td>Colleges and universities</td>
</tr>
<tr>
<td>University of Wisconsin Hospitals</td>
<td>General medical and surgical hospitals</td>
</tr>
<tr>
<td>Epic Systems Corporation</td>
<td>Software publishers</td>
</tr>
<tr>
<td>American Family Mutual Insurance Co.</td>
<td>Direct property and casualty insurers</td>
</tr>
<tr>
<td>SSM Health Care of Wisconsin, Inc.</td>
<td>General medical and surgical hospitals</td>
</tr>
<tr>
<td>Madison Area Technical College</td>
<td>Junior colleges</td>
</tr>
<tr>
<td>Meriter Hospital</td>
<td>General medical and surgical hospitals</td>
</tr>
<tr>
<td>County of Dane</td>
<td>Executive and legislative offices, combined</td>
</tr>
<tr>
<td>William S. Middleton Memorial VA Hospital</td>
<td>General medical and surgical hospitals</td>
</tr>
<tr>
<td>American Girls Brand, LLC</td>
<td>Mail-order houses</td>
</tr>
</tbody>
</table>

Source: Wisconsin Department of Workforce Development, Sept. 2013

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 top industries in 2020 will be in Natural Resources and Mining/Construction (Office of Economic Advisors, Wisconsin Department of Workforce Development October 2013).

Figure 8: Projected Top Industries in South Central Wisconsin, 2020

<table>
<thead>
<tr>
<th>Industry</th>
<th>New Jobs Added</th>
<th>% Increase from 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>Natural Resources and Mining/Construction</td>
<td>4,279</td>
<td>27.25</td>
</tr>
<tr>
<td>Administrative and Support and Waste Management and Remediation Services</td>
<td>4,515</td>
<td>26.07</td>
</tr>
<tr>
<td>Professional, Scientific, and Technical Services</td>
<td>4,975</td>
<td>25.44</td>
</tr>
<tr>
<td>Accommodation and Food Services</td>
<td>7,960</td>
<td>21.85</td>
</tr>
<tr>
<td>Leisure and Hospitality</td>
<td>8,605</td>
<td>20.24</td>
</tr>
<tr>
<td>Health Care and Social Assistance</td>
<td>10,452</td>
<td>20.05</td>
</tr>
</tbody>
</table>

Source: Wisconsin Department of Workforce Development, 2013
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 agricultural 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 2008-2012 American Community Survey, 183 people were employed in agriculture sector jobs in the Town and the average yearly income from agriculture-related jobs was $23,000.

Farms are generally growing larger, with fewer operators. Per the Census of Agriculture, the average acreage of a farm in Dane County 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 leads the State in the amount of acres it plants 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. The average Dane County farm received $7,031 in government subsidies in 2012, up 29% since the 2007. Once totaled, 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%.

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 was designated in the “Agricultural Preservation Area” category in past Town plans and is zoned A-1 Exclusive Agriculture.

3. Assessment of Farmland Viability

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

The Dane County Land Conservation Department’s (LCD) Land Evaluation System groups soil suitability for agriculture based on three factors: prime farmland soils, soil productivity for corn, and land capability class. “Prime farmland soils” include land that has the best combination of physical and chemical characteristics for producing crops. They have the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed according to acceptable farming methods. “Soil productivity for corn” is based on projected bushel yields for different soil types based on the Dane County Soil Survey. There were 9,827 acres classified as Prime Farmland in a 2005 analysis of lands in the Town of Springfield.

“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.

“Soil 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.
Map 2: Soil Suitability for Agriculture
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 A-1 Exclusive Agricultural.
2. Limit the number of houses in the Agricultural Preservation Area by following a one home per 35-acre residential density policy, described in more detail in Chapter Three—Land Use.
3. Direct new subdivisions and other major non-agricultural developments away from Agricultural Preservation Areas, except where consistent with 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 Town Activity Center policies in Figure 18.
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 summarized in Appendix B and detailed in implementing TDR rules and procedures adopted and amended from time to time by the Town Board. The Town will conduct a formal review of the goals and progress of its TDR program no later than July 1,
2020, 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 and in Appendix B) 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 adopted Town Board policy, within Appendix B and an 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 or Plan Commission 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 Agricultural Preservation Areas.

b. The developer recording (or working with a land owner to record) an agricultural conservation easement on the appropriate “sending area” parcel in the Agricultural Preservation Area, prior to the land being authorized for more intensive development under the TDR program than would otherwise be allowed. An agricultural conservation easement is a legal agreement to permanently limit the use of the parcel to farming and open space uses. At times, the agricultural conservation easement may retain limited non-farm development (e.g., housing) options on the sending area property if to do so is consistent with the Town’s “1 dwelling unit per 35 acres” policy and with the number of development rights that are transferred away from the property. The Town will require the recording of the agricultural conservation easement as a condition of rezoning, plat, and/or CSM approval. The Town shall approve the format and language of the agricultural conservation easement, shall be designated as a holder of the easement, and shall be provided a copy of the recorded easement before the Town will authorize the recording of the plat or CSM and/or the construction of housing in the plat or CSM area. The agricultural conservation easement shall not be effective until the plat or certified survey map for development of the receiving area has been approved by the Town and the County.

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 A-1 Exclusive Agricultural zoning district; some may require rezoning to the A-B Agricultural Business district.

The Town also supports the continued growth of organic farming in Springfield. There is ever-increasing demand of 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. Wisconsin is home to just over 1,100 organic farms, second only to California. Wisconsin also ranks 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 combat these type of 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’s many substandard parcels—those less than 35 acres and zoned A-1 Exclusive—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. Town and County zoning rules also enable the division of land from larger farm parcels, accompanied by rezoning to the A-4 Agriculture district. These A-4 lands may be sited in combination with an adjacent existing residence or “split.”
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.
Map 4: Natural Features and Building Constraints
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 9 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.
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.

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.

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.

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

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

Source: Natural Heritage Inventory, Wisconsin Department of Natural Resources

13. Prairie and Oak Savanna Sites

The Parks and Open Space Plan for Dane County includes an inventory of grassland/prairie management areas compiled by the Southwest Wisconsin Prairie Enthusiasts. These were selected to encompass concentrations of remaining, high-quality prairies and other grasslands. Map 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.


Sections of the Town are well suited for sand and gravel extraction. Existing Non-metallic mineral extraction sites 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 setbacks 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 development 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 archaeological sites.
5. Protect and improve the quality of the surface water and groundwater within the Town, particularly in the Upper Black Earth Creek sub-watershed and Pheasant Branch Creek sub-watershed, 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 infiltration 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 policies 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 the Springfield listed in the State or National Register of Historic Places. It was built in 1906, and features a Queen Anne style with clapboard walls,
Palladian windows, and an octagonal corner tower. The parish still supports an active school for grades K-5, and maintains a rectory and cemetery.

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

The State Historical Society also maintains a list of properties certified as significant by the National Park Service, and determined to be eligible for listing on the National Register. Most properties on this list have been determined eligible through Section 106 of the National Historic Preservation Act, which requires that all federal agencies take into account how their activities affect historic properties. 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. **Archaeological 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. Dane County ordinances require a 25-foot setback from Native American burial mounds.

Few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance or eligibility for listing on the State or National Register of Historic Places. Only one property with archeological importance—the Statz Site—has been determined eligible for the National Register of Historic Places. The Statz Site is significant because it is a well-preserved 1,000 year-old Native American village site. It is located within the Northeast ¼ of the Northeast ¼ of Section 12 in Springfield and extends into Section 7 of the Town of Westport.

The Kohlmann Cemetery holds histories that originate to the first days of the Town of Springfield, around 1847. Old-timers refer to it as the Kohlmann’s “Buchel,” which means “a rise in the hill” describing the lay of the land. Until just recently were no records to be found for this cemetery, but recent efforts have turned up evidence that substantiates stories that have been passed down from generation to generation. This 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 County 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 protects 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 analyses 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 will work with the County to restrict the placement of any additional billboards, and to manage 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.
Map 5: Visual Character Analysis
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

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

Source: Capital Area Regional Planning Commission, 2014
Map 6: Existing Land Use (2010)
2. LAND DEVELOPMENT TRENDS

From 2001 to 2014 there were 291 new lots created in Springfield—135 through certified survey maps and 156 through subdivision plats. Roughly 21 of these lots each per year were intended for single-family residences.

![Figure 11: New Lots Created, Town of Springfield, 2001-2014](image)

<table>
<thead>
<tr>
<th>Year</th>
<th>Plat</th>
<th>CSM</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>0</td>
<td>22</td>
<td>22</td>
</tr>
<tr>
<td>2002</td>
<td>0</td>
<td>23</td>
<td>23</td>
</tr>
<tr>
<td>2003</td>
<td>39</td>
<td>10</td>
<td>49</td>
</tr>
<tr>
<td>2004</td>
<td>0</td>
<td>16</td>
<td>16</td>
</tr>
<tr>
<td>2005</td>
<td>0</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>2006</td>
<td>0</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>2007</td>
<td>16</td>
<td>7</td>
<td>23</td>
</tr>
<tr>
<td>2008</td>
<td>14</td>
<td>16</td>
<td>30</td>
</tr>
<tr>
<td>2009</td>
<td>11</td>
<td>6</td>
<td>17</td>
</tr>
<tr>
<td>2010</td>
<td>11</td>
<td>4</td>
<td>15</td>
</tr>
<tr>
<td>2011</td>
<td>0</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>2012</td>
<td>0</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>2013</td>
<td>0</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>2014</td>
<td>0</td>
<td>8</td>
<td>8</td>
</tr>
</tbody>
</table>

Source: Capital Area Regional Planning Commission

During the same period, permits were issued for 152 new housing units—an average of 12 per year. Permits tapered in the wake of the 2008 housing crisis, but regained some momentum by 2013. Comparing Figures 11 to 12, 139 more lots were created than built upon between 2001 and 2014 in the Town. Over the past four years, the inventory has begun to shrink.

![Figure 12: Permits Issued for New Home Construction, Springfield, 2001-2014](image)

<table>
<thead>
<tr>
<th>Year</th>
<th>Single Family</th>
<th>Two Family</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>10</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td>2002</td>
<td>13</td>
<td>0</td>
<td>13</td>
</tr>
<tr>
<td>2003</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2004</td>
<td>14</td>
<td>0</td>
<td>14</td>
</tr>
<tr>
<td>2005</td>
<td>23</td>
<td>0</td>
<td>23</td>
</tr>
<tr>
<td>2006</td>
<td>12</td>
<td>0</td>
<td>12</td>
</tr>
<tr>
<td>2007</td>
<td>11</td>
<td>0</td>
<td>11</td>
</tr>
<tr>
<td>2008</td>
<td>12</td>
<td>0</td>
<td>12</td>
</tr>
<tr>
<td>2009</td>
<td>10</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td>2010</td>
<td>5</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>2011</td>
<td>9</td>
<td>0</td>
<td>9</td>
</tr>
<tr>
<td>2012</td>
<td>7</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>2013</td>
<td>16</td>
<td>0</td>
<td>16</td>
</tr>
<tr>
<td>2014</td>
<td>8</td>
<td>0</td>
<td>8</td>
</tr>
</tbody>
</table>

Source: Capital Area Regional Planning Commission

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.

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**

<table>
<thead>
<tr>
<th>Year</th>
<th>2020</th>
<th>2025</th>
<th>2030</th>
<th>2035</th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cumulative demand for rural residential units</td>
<td>58</td>
<td>116</td>
<td>174</td>
<td>231</td>
<td>289</td>
</tr>
<tr>
<td>Cumulative demand for residential acres</td>
<td>289</td>
<td>579</td>
<td>868</td>
<td>1,157</td>
<td>1,446</td>
</tr>
</tbody>
</table>

*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. Map 7 includes approximately 1,050 undeveloped acres mapped within these future land use categories, not including vacant lots in platted subdivisions. These 1,050 acres are divided as follows:

- Roughly 280 acres in Rural Neighborhood Areas, scattered in different locations in the Town.
- 170 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.

This Town seeks to minimize these types of conflicts in the future by discouraging dense residential 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.

**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 and other non-farm rural developments adjacent to lands that had been 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. Consider different options to County zoning if and when they present themselves (see sidebar to right).

10. Encourage collaboration among the Town of Springfield, Dane County, City of Middleton, Village of Wau Bakee, and other neighbors to achieve shared land use objectives.

The Future of Zoning in Springfield

Land in Springfield is subject to the County zoning ordinance, subdivision regulations, and other County ordinances and plans that affect land use. Under State Statutes and the County zoning ordinance itself, County zoning is set up to require a Town role. For example, Dane County may not rezone land and a conditional use permit may not be granted if the Town Board objects.

Still, Springfield and other towns have expressed concern that they do not have a sufficient voice in County land use decisions, and their wishes sometimes are not met. These concerns have led to discussions that could lead to a “comprehensive revision” of the County zoning ordinance. At time of writing, this is the only avenue for towns to opt out of County zoning. The concerns also led to State legislation advanced by the Dane County Towns Association that would enable Dane County towns to unilaterally withdraw from County zoning and subdivision regulation, if the affected town were to adopt its own town zoning ordinance.

There are several pros and cons of Springfield adopting and administering its own zoning ordinance, if the opportunity presents itself. Under town zoning, the Town Board would have more influence over the Town’s future land use pattern, and could implement programs like TDR without compromise. Being under County zoning does, however, limit the Town’s expense in zoning administration and enforcement, allows for County staff expertise to be applied to Town land use decisions, and buffers the Town to a degree from controversial zoning decisions and enforcement actions.

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; environ-
mental 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

<table>
<thead>
<tr>
<th>Future Land Use Category</th>
<th>Acres</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural Preservation Area</td>
<td>16,633</td>
<td>72.0%</td>
</tr>
<tr>
<td>Agricultural Transition Area</td>
<td>604</td>
<td>2.6%</td>
</tr>
<tr>
<td>Conservancy Area</td>
<td>4,231</td>
<td>18.3%</td>
</tr>
<tr>
<td>Rural Neighborhood Area</td>
<td>1,609</td>
<td>7.0%</td>
</tr>
<tr>
<td>Surface Water</td>
<td>8</td>
<td>0.03%</td>
</tr>
<tr>
<td>Town Activity Center</td>
<td>23</td>
<td>0.1%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>23,108</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

*Source: GIS Inventory, Strand Associates, 2015*
Map 7: Future Land Use
Map 8: Springfield Corners Conceptual Neighborhood Plan
### Purpose
- 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 per 35 acres (see density and other development policies below).

### Typical Implementing Zoning Districts
- A-1(EX) Exclusive Agriculture (state certified farmland preservation district)
- A-4 Small Lot Agriculture (state certified farmland preservation district)
- R-H, A-2, and other districts that allow non-farm residences
- A-B Agricultural Business (state certified farmland preservation district), LC-1 Limited Commercial, and other commercial zoning districts at the Town's choice
- In the Town's determination, any rezoning away from A-1(EX) or A-4 must be consistent with applicable density and other development policies below, the land must be better suited for a use not allowed in A-1(EX) or A-4 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.

### New Lot Sizes
- For newly created lots for non-agricultural purposes: 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 newly created lots for agricultural purposes: 35 acres if zoned A-1(EX); 5 acres if zoned A-4

### Relationship to Town's Transfer of Development Rights (TDR) Program
- See Appendix B: Transfer of Development Rights (TDR) Program Overview for the TDR program description, along with detailed implementing rules as 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 developed units transferred from other parts of the Agricultural Preservation Area, in exchange for the permanent preservation of such other lands.
- “Type 2” receiving areas are legally created lots that are less than 35 acres in the A-1(EX) district—or “substandard lots.” “Type 3” receiving areas allow farm-to-farm development rights transfers.

## Density Policy (extends to next page)

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 a “farm-to-farm transfer” under the Town's TDR program, per the following policies:

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. 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’s TDR program, 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 (see “Build-out” of Dwelling Units” sub-policy below).

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 “development and density 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 = 2.57) (2.57 = truncate to 2). For the TDR Receiving Area in an approved “farm-to-farm 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 purposes 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 A-1 Exclusive Agriculture after March 1, 2002.
   b. A freestanding telecommunication tower approved by Dane County after March 1, 2002.
   c. Governmental, institutional, religious, or nonprofit community use.
   d. Transportation, communications, pipeline, electric transmission, and utility use. Each wind turbine shall be considered the equivalent of one dwelling unit.

8. Rezonings to A-4: The number of permitted dwelling units conferred under this density policy shall not be reduced by rezonings to the County’s A-4 Small Lot Exclusive Agriculture zoning district.

9. Subdivision Plans: Subdivision plans (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 sitting standards below. For example, a 220-acre parcel may be permitted six lots/dwelling units under the density policy, which would trigger a requirement for a subdivision plat.

10. 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 occur after April 16, 1979 without clear documentation between buyer and seller, or 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.

11. Deed Restriction or Agricultural Conservation Easement: Whenever a rezoning, land division, conditional use permit, or other land use approval results in a change in the number of remaining dwelling units or equivalents on the parcel, the Town intends, as part of such rezoning or other approval, the Town will require that a deed restriction 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 policy. The type and format of the restriction shall be as determined by the Town.

### 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, a site plan showing the relationship of each proposed residence to the proposed lot (i.e., buildable area), all proposed residences and lots to the rest of the parcel, and all proposed residences and lots to the features indicated below. At least seven of the following standards must 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 per Town and County subdivision regulations, 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).
### Policies Applicable to Other Uses in the Agricultural Preservation Area

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Substandard Lots (see Map 3):</strong> Allow pre-existing uses on parcels of less than 35 acres as of April 16, 1979 (i.e., substandard lots in A-1(EX) zoning district) to continue under the provisions of the Dane County Zoning Ordinance. Where the land owner does not use transferred development rights under the Town’s TDR program (see Appendix B for program summary), (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 such substandard lots that would result in the right to construct a total of more than one dwelling unit on the 1979 parcel.</td>
<td></td>
</tr>
<tr>
<td><strong>2. Other Residential Uses:</strong> 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.</td>
<td></td>
</tr>
<tr>
<td><strong>3. Commercial and Institutional Uses:</strong> Within the Agricultural Preservation Area, allow only such commercial and institutional uses that meet all of the following criteria:</td>
<td></td>
</tr>
<tr>
<td>a. A rural location for the use is necessary to support the continuation of agricultural operations or to serve primarily agricultural customers.</td>
<td></td>
</tr>
<tr>
<td>b. The placement and operation of the proposed use will not be in conflict with farming operations.</td>
<td></td>
</tr>
<tr>
<td>c. The site is suitable for an on-site waste disposal system of the type and capacity contemplated.</td>
<td></td>
</tr>
<tr>
<td>d. Appropriate limitations preventing unacceptable future commercial or other non-residential uses of the site may be applied through a deed restriction.</td>
<td></td>
</tr>
<tr>
<td>e. The project will adhere to the residential development siting standards above to the extent determined applicable by the Town Board.</td>
<td></td>
</tr>
<tr>
<td>f. The project adheres to the Town’s design review ordinance.</td>
<td></td>
</tr>
<tr>
<td><strong>4. High Intensity Rural Uses (HIRUs):</strong> Within the Agricultural Preservation Area, when considering the siting or expansion of HIRUs, utilize associated standards included in Chapter Eight—Economic Development. HIRUs include, but are not limited to non-metallic mineral extraction operations, biodigesters, telecommunication towers, wind turbines, and farm trucking operations. Such uses typically demand a rural location, but can have negative impacts on Town roads, the natural environment, rural character, and the enjoyment of nearby properties (particularly for residential use).</td>
<td></td>
</tr>
</tbody>
</table>
Figure 16: Agricultural Transition Area Purpose and Policies

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Typical Implementing Zoning Districts</th>
<th>New Lot Sizes</th>
<th>Relationship to Town’s Transfer of Development Rights (TDR) Program</th>
</tr>
</thead>
</table>
| Preserve in agricultural or open space use until more intensive future development is appropriate. | Prior to determination for more intense use:  
- A-3 Agriculture (Transition)  
- R-H, A-2, and other districts that allow non-farm residences, per “Agricultural Preservation Area” density and other development policies | Prior to determination for more intense use:  
- For newly created lots for non-agricultural purposes: 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 newly created lots for agricultural purposes: 35 acres if zoned A-1(EX) or A-3, 5 acres if zoned A-4 | See Appendix B: Transfer of Development Rights (TDR) Program Overview for the TDR program description, along with detailed implementing rules as adopted and amended from time to time by the Town Board. |
| Focuses on lands used for farming, but also includes scattered open lands and woodlots, farmsteads, agricultural-related uses. | After determination for more intense use:  
- R-1(A) Residential | After determination for more intense use, see “new lot sizes” for Rural Neighborhood Area in Figure 17 | |
| 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. | | | |

Agricultural Transition Area Policies

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.

3. The Town may identify lands within a specific Agricultural Transition Area as appropriate for more intensive development if it determines that the following standards are met:
   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 to obtain 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, policies applicable within the Rural Neighborhood Area are or can be met, including residential development siting standards (see Figure 4.X: Rural Neighborhood Area).

4. 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. However, following such a determination, the rezoning of said land would be required to accommodate the proposed development.

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

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Typical Implementing Zoning Districts</th>
<th>New Lot Sizes</th>
<th>Relationship to Town’s Transfer of Development Rights (TDR) Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>Map over pre-existing areas of rural residential subdivisions.</td>
<td>R-1(A) Residential</td>
<td>Minimum of 1.5 acres each, except that the Town may approve new lots as small as 0.5 acre each in cases where:</td>
<td>See Appendix B: ‘Transfer of Development Rights (TDR) Program’</td>
</tr>
<tr>
<td>Identify lands for new rural subdivision development, often adjacent to existing subdivisions, and for residential uses served by private waste treatment systems.</td>
<td>R-1 Residential (limited use, when smaller lot sizes warranted per “new lot size” policies to right)</td>
<td>□ a group waste treatment system serving multiple lots is approved;</td>
<td></td>
</tr>
<tr>
<td>Incorporate principles of conservation neighborhood design.</td>
<td>B-1 Local Business (limited use, for neighborhood-serving commercial sites)</td>
<td>□ the existing size of a redevelopment area would not allow for 1.5 acre lots;</td>
<td></td>
</tr>
<tr>
<td>Provide opportunities for a range of single family housing choices, including estate and affordable single family housing.</td>
<td>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.</td>
<td>□ 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,</td>
<td></td>
</tr>
<tr>
<td>Enable limited neighborhood-serving, small-scale commercial and institutional uses.</td>
<td>□ smaller lot sizes would aid in the implementation of the Town’s TDR program.</td>
<td>□ 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.</td>
<td></td>
</tr>
</tbody>
</table>

**Rural Neighborhood Area Policies**

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. Collect fees in-lieu-of parkland dedication for all new residential subdivisions in accordance with applicable subdivision ordinances.
8. Use the following policies to guide commercial and institutional development proposals in the Rural Neighborhood Area:
   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. Ensure 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, as opposed to Town-wide or regional needs.
   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 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

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:

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.
Identify lands for new rural subdivision 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 a range of 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. This would not include uses that may someday require extensive public services.

For new non-residential developments, meet at least 12 of the non-residential development design standards presented later in this figure.

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:

- Lot sizes for commercial development sites should be sufficient in area to provide for both a primary and secondary drainage fields, except where redevelopment sites do not allow for this.
- 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.
- Appropriate limitations preventing unacceptable future commercial or other non-residential uses of the site may be applied through a deed restriction.
- The Town encourages redevelopment of aging or obsolete commercial properties before the development of “greenfield” sites in the same area.
- The Town does not intend to allow commercial developments that may someday require extensive public services such as public sewer and water.

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 a range of 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. This would not include uses that may someday require extensive public services.

Collect fees in-lieu-of parkland dedication for all new residential subdivisions in accordance with the Town and County subdivision ordinances.

Lot sizes for commercial development sites should be sufficient in area to provide for both a primary and secondary drainage fields, except where redevelopment sites do not allow for this.

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.

See Appendix B: Transfer of Development Rights (TDR) Program Overview for TDR program description, along with detailed implementing rules as 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.

Purpose | Typical Implementing Zoning Districts | New Lot Sizes | Relationship to Town’s Transfer of Development Rights (TDR) Program
---|---|---|---
- Identify lands for new rural subdivision development, often adjacent to existing subdivisions, for residential and commercial uses served by private waste treatment systems. | R-1(A) Residential | Minimum of 1.5 acres each, except that the Town may approve new lots as small as 0.5 acre each in cases where: | - See Appendix B: Transfer of Development Rights (TDR) Program Overview for TDR program description, along with detailed implementing rules as adopted and amended from time to time by the Town Board. |
- Provide opportunities for a range of housing choices, including estate and affordable single family housing and senior, duplex, and small-scale multiple family housing. | R-1 Residential (limited use, when smaller lot sizes warranted per “new lot size” policies to right) | ☐ a group waste disposal system serving multiple lots is approved; | |
- Enable a range of commercial, storage, light assembly, institutional, and recreational development serving the entire Town. | R-3 and R-3A Residential (limited use, for senior and other small-scale multiple family housing) | ☐ the existing size of a redevelopment area would not allow for 1.5 acre lots; | |
- Provide a logical location for highway-oriented commercial development consistent with the Town’s character, population, needs, and public service capabilities. This would not include uses that may someday require extensive public services. | B-1 Local Business | ☐ the development will provide affordable single-family home lots that will be priced below the average per acre Dane County rural lot price; | |
- For the design of new residential subdivisions of 9 lots or fewer, meet at least seven of the residential development siting standards normally applicable within the Rural Neighborhood Area (see Figure 17). | C-1 Commercial | or, | |
- 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). | C-2 Commercial | ☐ smaller lot sizes would aid in the implementation of the Town’s TDR program. | |
- Identify lands for new rural subdivision development, often adjacent to existing subdivisions, for residential and commercial uses served by private waste treatment systems. | LC-1 Limited Commercial | 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. | |
- For the design of new residential subdivisions of 9 lots or fewer, meet at least seven of the residential development siting standards normally applicable in the Agricultural Preservation Area (see Figure 15). | | | |
- 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.” | | | |
- Collect fees in-lieu-of parkland dedication for all new residential subdivisions in accordance with the Town and County subdivision ordinances. | | | |
- 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 roadway ordinance. | | | |
- Meet the standards for on-site waste treatment systems in Chapter Four—Transportation, Utilities, and Community Facilities and the Dane County Sanitary Code. | | | |
- Request the submittal of stormwater management and construction site erosion control plans for new developments in accordance with Town, County, and state requirements. | | | |
- 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: | | | |
- Lot sizes for commercial development sites should be sufficient in area to provide for both a primary and secondary drainage fields, except where redevelopment sites do not allow for this. | | | |
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.
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, 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

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Typical Implementing Zoning Districts</th>
<th>New Lot Sizes</th>
<th>Relationship to Town’s Transfer of Development Rights (TDR) Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protect continuous systems of sensitive environmental resources and natural areas, including:</td>
<td>CO-I Conservancy</td>
<td>Division of land within the Conservancy Area is discouraged</td>
<td>May serve as a TDR sending area where also mapped as an Agricultural Preservation Area. May not serve as a TDR receiving area.</td>
</tr>
<tr>
<td>- Wetlands, as defined in state statute and including both the shoreland-wetland and inland-wetland districts under Chapter 11 of the Dane County Code.</td>
<td>A-1(EX) Exclusive Agriculture</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Dane County Code shoreland setbacks and wetland buffers required under Chapter 11.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- 1% regional floodplains, including the general floodplain district, floodway district and flood storage district, as described in Chapter 17 of the Dane County Code.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Slopes exceeding 20%</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Conservancy Area Policies

1. Permit cropping and grazing within the Conservancy Area where in accordance with County, State, and federal law.
2. Permit recreational activities such as trails in publicly owned Conservancy Area where compatible with natural resource protection.
3. Work collectively with surrounding local governments, Dane County, and the State on the protection and preservation of Conservancy Areas.
4. Prohibit building development in the Conservancy Area, except as may be allowed via variance or special exception processes in the associated ordinances.
5. 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:
   a. more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an Conservancy Area is not actually present,
   b. approvals from appropriate agencies are granted to alter land so that the characteristic that resulted in its designation will not exist, and/or
   c. a 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. AIRPORTS

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

3. Rail

There are no rail lines running through Springfield. A Wisconsin and Southern rail line passes to the south of Town, running along USH 14 from Mazomanie to Madison. The Wisconsin and Southern line that runs from Reedsburg to Madison also passes close to the Town, at its northeast corner near Waunakee.

4. Bicycles and Walking

The Town does not have a locally designated bike route system. However, many bicyclists use Town roads for recreational purposes because of the varied terrain and lighter traffic volumes compared to other areas in Dane County. 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 less-traveled roads, such as in residential subdivisions.

5. 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 Transporta-
tion buses. These are scheduled group trips that include destinations such as community/senior centers, and grocery and general shopping. The service is a 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 other 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.

6. **TRUCKING AND WATER TRANSPORTATION**

The extensive federal, state, and county highway network through the Town accommodates truck traffic. Water transportation is not applicable to Springfield.
B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

This section reviews State and regional transportation plans 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) 2015-2019

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 an intersection improvement of USH 12 at CTH K. STH 19 will be resurfaced in 2018 between STH 78 and USH 12, which will only affect a small part of the Town.

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**

At time of writing, WisDOT was conducting an access and safety study on a 30.5 miles segment of Highway 19 between Highway 12 in Springfield and Waterloo in Jefferson County. This study is looking to preserve the highway corridor and prolong its useful life. It includes an analysis of current safety, operations, and access, and will include recommend improvements and strategies that will allow this segment of Highway 19 to operate safely and efficiently into the future. This will be packaged in a Corridor Management Plan, due for completion in winter of 2016. The Town notes that any improvements to Highway 19 in Springfield will be challenged by the adjacent wetlands in the Waunakee Marsh.

7. **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 is advancing plans for Highway 12 to convert it to a four-lane freeway from Madison to Sauk City. This involves 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 has utilized the Town’s previous land use plans and interviews with multiple stakeholders to prepare options regarding the location of interchanges and frontage roads.

The Freeway Conversion Study, completed in 2015, suggests interchanges in the Springfield Corners area, Ashton Corners area, and Meffert/Kick-a-Boo Road area in between, as indi-
cated on Maps 9 through 11. Split interchanges are preferred at Springfield Corners and the Meffert/Kick-a-Boo area to minimize impacts on existing development. WisDOT proposes that 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 past residential development plans less feasible.

The Study suggests 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.

The freeway conversation project would include extension of the current parallel shared use path all the way north to the Dane-Sauk County line.

Construction on the freeway conversation project has not been programmed or budgeted at this time. Next steps involve further public involvement, meeting with property owners, finalizing alternative routes and the environmental conditions report of the corridor, and finalizing a proposed right-of-way map, and beginning land acquisition according to that map.

8. **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 intergovernmental 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 12. 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 9: WisDOT Preferred Interchange Alternative, Springfield Corners Area
Map 10: WisDOT Preferred Interchange Alternative, Kick-A-Boo/Meffert Area
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 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, and possible North Mendota Parkway.
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 upgrading 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.

13. Work with the City of Middleton to ensure that the operation of Middleton Municipal Airport—Morey Field continues with minimal impact on Town residents.

**D. TRANSPORTATION PROGRAMS**

1. **Advocate Upgrades to Highway 19**

   STH 19 connects the Town with its neighbors to the east and with the Interstate network. It is also in poor condition and does not accommodate bike and pedestrian needs. Its upgrade would also relieve congestion on CTH K to the south, and reduce pressure for construction of the North Mendota Parkway.

   As desired outcomes of the WisDOT’s pending corridor management plan for Highway 19, the Town therefore advocates:

   a. The resurfacing of STH 19 within the Town of Springfield within five years.

   b. Safety improvements, particularly at intersections.
c. Inclusion of a parallel, off-road shared use path in this corridor (similar to the USH 12 path), to connect Springfield Corners to Waunakee and improve public access to the Waunakee Marsh.

d. Coordination with WisDOT’s preferred alternative for USH 12 (see below).

2. Advocate Town Interests in Implementation of USH 12 Freeway Conversion Project

The Town was an active participant in WisDOT’s recent 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 conversion 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.
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 13 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.
Map 13: Soil Suitability for On-Site Wastewater Treatment Systems
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.

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 for the 2014-2015 school year totaled 6,754 students. District voters approved a Spring 2012 referendum to rebuild and replace one middle school, expand another, and move fifth graders to middle schools to alleviate crowding at the District’s six elementary 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. Enrollment for the 2014-2015 school year was 4,031 students. 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 Dane County 2012-2017 Parks and Open Space Plan lists the linkage of the North Mendota Natural Resource Area in the Town of Westport to Governor Nelson State Park along Six Mile Creek and its associated wetlands as part of a proposed regional trail connector between Governor Nelson State Park, Holy Wisdom Monastery, and Mendota County Park. Parts of this plan involve lands in the Town of Springfield.

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.

There are currently no Town-owned park facilities 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 is currently used as a soccer field.

The Town requires a park and open space fee when approving subdivisions. This fee will be used for parkland acquisition and park equipment, or maintenance of park equipment and land.

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. According to the FCC and the Dane County Department of Planning and Development, there are two telecommunications towers located in the Town of Springfield, one on STH 19 in the north central portion of the Town, and one on Meffert Road, in the center of Town just east of USH 12. Another tower was recently approved along USH 12 at time of writing.

14. Power Plants 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. The new transmission line is intended to improve electric system reliability both locally and regionally, provide economic benefits to utilities consumers through a more efficient electric grid, and expand utility infrastructure to better support renewable energy systems. The line would be constructed on steel, single-pole structures in a single- or double-circuit delta-configuration over most of the route in the Springfield area.
Later in 2015, a final route through the Town to the North Madison substation was selected. This route is shown on Map 14. Construction of the line is scheduled to begin in Spring 2016 in the Springfield area. The Town will receive a one-time payment from ATC of $366,001 and an annual payment of $43,912 per year.

15. Wind Turbines

There are six wind turbines near Martinsville along Kick-A-Boo road. The Galactic Wind system is owned by Epic Systems, Inc. Epic built the turbines in 2012 and they were functional in 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 site in Verona. These are the only commercial wind turbines in Dane County at time of writing.
Map 14: ATC Badger-Coulee Line Alignment through Springfield Area
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 and natural environment through proper siting of on-site wastewater treatment systems 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 13.
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 as well as grants. 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, where some park improvements have already been made. The Town may seek acquisition of this land in conjunction with the Highway 12 freeway conversion project.
10. Work with Madison Gas & Electric and telecommunications providers to ensure that new development is adequately serviced.

G. 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, given that 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 participation and suggested conditions in the County conditional use permit process under Section 10.196 of the County zoning ordinance.

2. 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 “Park and Open Space Fee” of $1,000 per dwelling unit, payable before the plat may be recorded. 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.

The Town intends to explore adjustments to the fee amount and the types of land divisions to which it applies. For example, the Town could consider requiring the fee from both resi-

Dane County and Town of Berry Wind Energy Ordinances

In 2013, the Dane County Board adopted Section 10.196 of the 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.

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.
dential subdivision plats and residential certified survey maps, possibly reducing the per dwelling unit fee amount in conjunction with this expanded coverage.

The Town desires to explore adjustments to this fee amount in conjunction with the idea of developing a permanent Town Park. The idea is that the fee should be collected with a clear purpose, and the fee amount based on what would be required to meet that purpose. As such, the Town intends to engage in a public process to evaluate the interest for a central Town Park, and/or other public recreational facilities like additional trails. If there remains sufficient interest, the Town intends to engage in a visioning and cost estimating process to determine land area and improvement needs for such a park. Several ideas for potential park improvements should 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.

3. **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

<table>
<thead>
<tr>
<th>Utility or Facility</th>
<th>Timeframe for Town Improvements</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Supply</td>
<td>N/A</td>
<td>All water supplied by private wells; Town does not intend to provide public water service.</td>
</tr>
<tr>
<td>Waste Disposal</td>
<td>N/A</td>
<td>All homes in Town have private wastewater treatment systems; Town does not intend to provide public sanitary sewer service.</td>
</tr>
<tr>
<td>Solid Waste</td>
<td>N/A</td>
<td>All landfills in the Town are closed. The Town does not intend to allow any new landfills.</td>
</tr>
<tr>
<td>Stormwater Management</td>
<td>Keep Town ordinances up to date as necessary</td>
<td>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.</td>
</tr>
<tr>
<td>Wind Energy</td>
<td>2016-2017</td>
<td>Work with Dane County to 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.</td>
</tr>
<tr>
<td>Town Hall and Garage</td>
<td>2020-2025</td>
<td>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 the proposed Town Park (see below).</td>
</tr>
<tr>
<td>Recycling and Trash Collection</td>
<td>Renew or rebid contracts when they are set to expire</td>
<td>The Town’s recycling and trash service meets current and forecasted needs; no changes anticipated.</td>
</tr>
<tr>
<td>Law Enforcement</td>
<td>N/A</td>
<td>Dane County administers a dispatch station in the Town of Middleton. This station meets the Town’s current and forecasted needs; no changes anticipated.</td>
</tr>
<tr>
<td>Fire Protection &amp; EMS</td>
<td>Update agreements when they are set to expire</td>
<td>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.</td>
</tr>
<tr>
<td>Medical Facilities</td>
<td>N/A</td>
<td>Medical facilities serving the Town are located in nearby communities. These facilities appear to meet needs.</td>
</tr>
<tr>
<td>Library</td>
<td>N/A</td>
<td>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.</td>
</tr>
<tr>
<td>Schools</td>
<td>By school districts, as approved by voters</td>
<td>Public schools serving Town residents are implementing plans to resolve school capacity issues, and have their own long-range facilities plans.</td>
</tr>
<tr>
<td>Park &amp; Recreation Facilities</td>
<td>Improve leased park: 2016-20 Promote trail along Highway 19 in conjunction with road resurfacing project design.</td>
<td>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. In the future, the Town may wish to add playground equipment, water and electrical service, bathrooms, and/or small athletic field 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.</td>
</tr>
</tbody>
</table>
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

In the Town, there were 1,013 total housing units 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](image)

<table>
<thead>
<tr>
<th>Units per Structure</th>
<th>2000 Units</th>
<th>2009-2013 Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family</td>
<td>886</td>
<td>923</td>
</tr>
<tr>
<td>Two Family (Duplex)</td>
<td>37</td>
<td>23</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>90</td>
<td>75</td>
</tr>
</tbody>
</table>

*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](image)

<table>
<thead>
<tr>
<th></th>
<th>Town of Springfield</th>
<th>Town of Berry</th>
<th>Town of Roxbury</th>
<th>Dane County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Housing Units</td>
<td>1,040</td>
<td>806</td>
<td>494</td>
<td>216,022</td>
</tr>
<tr>
<td>% Vacant</td>
<td>2.5%</td>
<td>17.7%</td>
<td>4.5%</td>
<td>5.7%</td>
</tr>
<tr>
<td>% Owner Occupied</td>
<td>87.8%</td>
<td>89.1%</td>
<td>89.6%</td>
<td>59.6%</td>
</tr>
<tr>
<td>Median Housing Value</td>
<td>$309,000</td>
<td>$255,900</td>
<td>$327,000</td>
<td>$226,900</td>
</tr>
</tbody>
</table>

*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 mil-
lion 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, 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 with Dane County 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. 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.** Under Dane County zoning, “migrant labor camps” are allowed by conditional use permit in the A-1 Exclusive Agriculture zoning district as “farm residences.” 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. This project supports start-up businesses in the Town. 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.

The 10.74 acres included in this TID are currently owned by Schneider Road Business Development Centre, Inc. (SRBD). For the environmental remediation of the landfill, SRBD is working with the Wisconsin Department of Natural Resources to close the site, cap it, and monitor it in the future. TIF is necessary for this project due to lack of resources to pay for the remediation of this old landfill. The Environmental Remediation TID is proposed to recycle the old landfill site and remediate the site for the estimated cost of $1,358,570. This es-
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 A-1 Exclusive Ag-
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 an 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)**

<table>
<thead>
<tr>
<th>Submittal or Performance Standard</th>
<th>Yes</th>
<th>No</th>
<th>NA</th>
<th>Comments/Evaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Submittal Requirements</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Full set of plans meeting Town site plan review ordinance</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Narrative project description and operations plan, specifying all principal and accessory land uses</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Days of week and hours of operation specified</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Emergency operations/spill prevention and control plan</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local “24/7” contact person identified</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Date of commencement (and completion for temp uses) established</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Structural plans stamped by licensed structural engineer (for towers)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reclamation plan (for extraction operations and other temporary uses)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>List of required federal, state, and county permits required, and evidence of progress made in securing these permits</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other: ___________________________________________________________________________________</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Environmental and Farming Impacts</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dust control addressed (e.g., through hard surfacing, spraying)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bulk fuel storage and appropriate places for fueling addressed (e.g., above the water table)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manure storage and management properly considered, and supported by detailed plans approved by appropriate agencies</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Evidence that state and federal air quality standards will be met</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stormwater management planning meeting all County and Town ordinance standards</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provisions to safeguard groundwater supply and nearby wells</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>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.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minimizes the conversion of productive farmland</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other: ___________________________________________________________________________________</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural Character and Neighborhood Impacts</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Noise and vibrations minimized or mitigated (e.g., blasting, drilling, crushing addressed; inspection and claims procedures for residences)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Expected odors minimized or mitigated</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lighting specified, and meeting “dark sky” standards</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Site will be secured, such as via fencing, and/or other approaches to minimize “attractive nuisance” aspects</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Co-location and clustering of like facilities has been adequately explored and executed (e.g., multiple cell antennas on a single tower).</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Visual impact has been properly considered and mitigated, including through property use of topography, existing vegetation, and land-</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Submittal or Performance Standard</td>
<td>Yes</td>
<td>No</td>
<td>NA</td>
<td>Comments/Evaluation</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>-----</td>
<td>----</td>
<td>----</td>
<td>----------------------</td>
</tr>
<tr>
<td>Scaping</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hours/days of operation responsive to nearby residences</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other: ___________________________</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Town Road and Services Impacts</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provisions for the upgrade, repair, and maintenance of Town roads made (may require bond or other surety)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Truck routes established and/or trucking activities controlled</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Access to site meets Town driveway ordinance</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tracking of mud onto public streets addressed (e.g., paved driveway near road, tracking pad/wires).</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Certificate of liability insurance provided, listing Town as additional named insured</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Proofs of “no hazard” from the operator of Middleton Municipal Airport—Morey Field, the FAA, and/or the State Bureau of Aeronautics</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Garbage and recycling services to be provided</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Power and telecommunication services adequate</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Protective and emergency services providers involved, and concerns addressed</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other: ___________________________</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
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, written in 2003 and last amended in 2012, contains several policies related to land use, residential development, and phasing that may affect the Town.

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 type and pace of growth. The plan contains a phasing approach that will guide the sequence of new development and the general order by which the Village anticipates approving new developments, including three phases. Phase 1 includes major residential development sites located in the northwest portion of the Village, adjacent to but not within lands currently in Springfield. Within this area, the Village approved the Westbridge plat in 2011. At build out, that plat will include 282 single family residences. The 60 acre Meadowbrook Phase 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. The current Village plan does not include any suggested Village expansion into Springfield.

On the whole, the current Village plan does not conflict with this Town of Springfield Plan, though the Village comprehensive plan was scheduled for an update beginning in late 2015.

The Village of Waunakee and the Town of Springfield executed an intergovernmental land use and boundary agreement in 2007. Key provisions of this agreement include the following:

- Restricts Waunakee from annexing or expanding its urban service area into lands currently in the Town of Springfield.
• Allows limited rural development within the Village’s 1½ mile extraterritorial jurisdiction, but restricts subdivisions out of a limited area near the intersection of Highway 19 and Wipperfurth Road.

• Requires Village approval of any TDR transfers in the extraterritorial jurisdiction.

This agreement is set to expire on March 31, 2016. The Town has requested an extension, with amendments as appropriate. This includes provisions for the maintenance of Hellenbrand Road, located within the Town of Springfield but which largely services the Westbridge neighborhood in Waunakee. The Town maintained jurisdiction over the road while the Village covered road repairs. To date, the Village has not expressed sufficient interest to pursue discussions, preferring to complete its comprehensive plan update process first.

2. CITY OF MIDDLETON

The City of Middleton adopted its last comprehensive plan in 2006. At the time of writing, the City of Middleton was updating its comprehensive plan with adoption scheduled for late 2015. A number of policies and programs within that plan are likely to affect the Town of Springfield, notably regarding land use in the extreme southeast corner of the Town.

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 15 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.
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.
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 Sprinpton 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 2004. 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. As these efforts occur, the Town amends it comprehensive plan accordingly. Additionally, the Town recently updated its Comprehensive Outdoor Recreation Plan. Westport’s plans are consistent with the Town of Springfield Comprehensive Plan.
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.

In recognition of the stress that such growth places on both natural and human systems, the Dane County Comprehensive Plan was adopted in 2007. That plan advocates strong growth management, with a focus on concentrating non-farm developing in existing developed urban areas and in historic rural hamlet locations. Dane County began preparation of a County Comprehensive Plan update in 2013.

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 13). There are some minor inconsistencies between this map and Map 7 of this Comprehensive Plan, which are addressed later in this chapter.
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 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 Future Urban Development Area report provides a recommended land use scenario for the region. Map 18 includes an estimated 60 acres of land...
west of Hellenbrand Road for residential development. The Town 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 pending a new intergovernmental agreement between it and the Village of Waunakee.

The North Mendota Future Urban Development Area 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 18: North Mendota FUDA Recommended Scenario

![Map 18: North Mendota FUDA Recommended Scenario](image)

#### 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 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. Advocate for the County to update its Farmland Preservation Plan to reflect parcels in Martinsville and Ashton Corners recategorized as Agricultural Preservation Areas.

7. Recognize adopted urban service areas as locations for development to be provided with a full range of public services, including public sewer and water. Current urban service area boundaries are shown on Map 1.

8. 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.

9. 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, in particular through working with Springfield and Dane County.

10. Consider joint services where consolidating, coordinating, or sharing services will result in better services or cost savings.

11. 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.

12. 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.

13. 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

1. PURSUE INTERGOVERNMENTAL AGREEMENT UPDATE WITH VILLAGE OF WAUNAKEE

The current Springfield-Waunakee intergovernmental agreement expires on March 31, 2016. To provide greater predictability in future growth and preservation near shared borders, and address development-related impacts, the Town desires to extend the current intergovernmental agreement, or replace it with a new agreement. The extended or new agreement would ideally be for 10 or 20 years, possibly also include the Town of Westport, and ideally address the following subjects:

- Identify the outer limits of Village annexation and urban service area expansion. The Town may need to acknowledge some Village expansion into lands currently in
Springfield, such as into the area identified as “future urban development area” in the 2013 FUDA study.

- Specify that the Village and Town will collaborate on the planning of areas that are in and adjacent to the Town, much like the relationship that the Village and the Town of Westport have today and a provision in the Middleton-Springfield agreement.

- Develop a community planning approach to maximum the areas that may continue to be planned as Agricultural Preservation Areas and zoned A-1 Exclusive Agriculture, to maximize the number of farmers eligible for State farmland preservation income tax credits.

- Clarify and refine Town and Village expectations regarding the use of the Town’s TDR program in the Village’s extraterritorial jurisdiction.

- Update expectations and allowances regarding rural development type, location, and density within the extraterritorial jurisdiction.

- Include provisions for the maintenance of Hellenbrand Road, located within the Town of Springfield but receiving significant traffic from the Westbridge neighborhood in Waunakee.

- Continue other provisions of the 2007 agreement, including those related to stormwater management and drainage.

- Address other matters of interest to either or both communities.
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**

<table>
<thead>
<tr>
<th>Goal</th>
<th>Benchmark</th>
<th>Progress Report (To be filled annually)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture Resources: Preserve agricultural land resources and farming as a viable occupation.</td>
<td>▪ Limit conversion of agricultural land within planned Agricultural Preservation Areas on Map 7 to no greater than 75 acres per year</td>
<td></td>
</tr>
<tr>
<td>Natural Resources: Promote environmental sustainability in the Town.</td>
<td>▪ Advance at least one collaborative effort or program to protect natural resources ▪ Implement natural resource and stormwater management standards in Town plans and ordinances</td>
<td></td>
</tr>
<tr>
<td>Cultural Resources: Protect Springfield’s rural, agricultural, historic, and visual character.</td>
<td>▪ 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</td>
<td></td>
</tr>
<tr>
<td>Land Use: Promote a sustainable land use pattern consistent with the Town’s vision.</td>
<td>▪ 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</td>
<td></td>
</tr>
<tr>
<td>Transportation: Support a transportation system that serves its function; contributes to the Town’s vision; and minimizes impacts on landowners, farming, and the environment.</td>
<td>▪ 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</td>
<td></td>
</tr>
<tr>
<td>Utilities and Community Facilities: Support the efficient delivery of community utilities, facilities, and services corresponding with the expectations of Town residents living in a rural area.</td>
<td>▪ 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</td>
<td></td>
</tr>
<tr>
<td>Housing: Provide safe, affordable housing and neighborhood environments.</td>
<td>▪ Increase the number of affordable or senior housing units developed by the private sector</td>
<td></td>
</tr>
<tr>
<td>Economic Development: Encourage high-quality economic development opportunities appropriate to the Town’s resources, character, and service levels.</td>
<td>▪ 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</td>
<td></td>
</tr>
<tr>
<td>Intergovernmental Cooperation: Continue and build on mutually beneficial intergovernmental relations with surrounding and overlapping governments.</td>
<td>▪ Engage in at least one intergovernmental planning, boundary, land use, or development effort</td>
<td></td>
</tr>
</tbody>
</table>
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

<table>
<thead>
<tr>
<th>Category</th>
<th>Program</th>
<th>Priority Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Agricultural Resources</strong></td>
<td>Implement the Town’s Transfer of Development Rights (TDR) Program</td>
<td>Top</td>
</tr>
<tr>
<td></td>
<td>Support Continued Diversification of Springfield’s Agricultural Base</td>
<td>High</td>
</tr>
<tr>
<td><strong>Natural Resources</strong></td>
<td>Encourage Participation in the Grass Roots Resource Protection Efforts</td>
<td>Moderate</td>
</tr>
<tr>
<td></td>
<td>Demonstrate Springfield’s Stewardship Through Groundwater Quality Protection</td>
<td>Moderate</td>
</tr>
<tr>
<td><strong>Cultural Resources</strong></td>
<td>Protect the Town’s Image Along Highway 12</td>
<td>Moderate</td>
</tr>
<tr>
<td><strong>Transportation</strong></td>
<td>Advocate Upgrades to Highway 19</td>
<td>Top</td>
</tr>
<tr>
<td></td>
<td>Advocate Town Interests in Implementation of USH 12 Freeway Conversion Project</td>
<td>High</td>
</tr>
<tr>
<td></td>
<td>Voice Town Concerns Over North Mendota Parkway Project</td>
<td>Moderate</td>
</tr>
<tr>
<td><strong>Utilities and Community Facilities</strong></td>
<td>Manage the Siting And Safe Operation of Wind Energy Systems</td>
<td>Moderate</td>
</tr>
<tr>
<td></td>
<td>Stage Community Facilities Investments Based on Need and Budget</td>
<td>High</td>
</tr>
<tr>
<td></td>
<td>Reevaluate the Town’s Parkland Fee, in Conjunction with Town Park Investigation</td>
<td>Top</td>
</tr>
<tr>
<td><strong>Housing</strong></td>
<td>Explore Strategies for More Affordable Housing Serving Local Needs</td>
<td>Moderate</td>
</tr>
<tr>
<td><strong>Economic Development</strong></td>
<td>Implement Clear And Consistent Standards for “High Intensity Rural Uses”</td>
<td>High</td>
</tr>
<tr>
<td><strong>Intergovernmental Cooperation</strong></td>
<td>Pursue Intergovernmental Agreement Update with Village of Waunakee</td>
<td>Top</td>
</tr>
</tbody>
</table>
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 adopt an interpretation of the Plan which shall resolve the issue and shall be appended to this Plan. The Town shall be the only body authorized to interpret this Plan.

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:

- Rezonings: The Town Board and County Board have shared authority to approve, conditionally approve, or reject requested changes to the zoning of any property in the Town. Town Board action on a rezoning request is preceded by a recommendation of the Town Plan Commission. The Town requires submittal of a site plan or conceptual neighborhood development plan with all rezoning requests, per the design review ordinance. Erosion control and stormwater management plans may also be required. The Town will generally not approve speculative rezoning of lands in the absence of a specific development proposal and site plan.

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 County zoning ordinance will be approved or rejected/vetoed by the Town Board, following a recommendation by the Town Plan Commission. Dane County may not approve a zoning ordinance text amendment if a majority of town boards in the County reject/veto that amendment. The Town will rely on this *Comprehensive Plan* and may rely on the advice of professionals before deciding whether to approve, reject/veto, or take no action on a proposed zoning ordinance text amendment.

• **Conditional Use Permits:** The County Zoning and Land Regulation (ZLR) Committee has the authority to approve, conditionally approve, or reject requests for conditional use permits. Prior to ZLR Committee action, the Town Plan Commission will make a recommendation to the Town Board on a conditional use permit request, and the Town Board will make a recommendation to the ZLR Committee. The Town requires submittal of a detailed site plan with all conditional use permit requests. 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:** Both the Town and County review all proposed land divisions and subdivisions against the standards of their respective and independent subdivision regulations. At the Town level, the Town Board will act to approve, conditionally approve, or reject all requested land divisions and subdivisions, following a recommendation from the Town Plan Commission, and abiding by the Town’s program. Separate applications for both the Town and County reviews are required. Frequently, a request for land division or subdivision approval is submitted in tandem with a rezoning request. Erosion control and stormwater management plans may also be required.

   The Town Board, following a recommendation by the Plan Commission and a formal public hearing, may approve changes to the text of the Town’s subdivision ordinance.

   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 and Zoning Permits:** Prior to the erection or remodeling of any non-farm building in the Town, the petitioner must obtain a building permit from the Town and a zoning permit from the County. Prior to issuance of a building permit for any new principal building (except for single- and two-family residences and permitted uses within the A-1 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 and/or County for approval of any of the requests listed above, the Town urges petitioners to discuss the request conceptually and informally with the Town Plan Commission. Conceptual review almost always results in an improved development product and can save the petitioner time and money.

### 2. Plan Amendments

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

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

To comply with the Town’s intergovernmental agreement with the City of Middleton, the Town agrees not make amendments or updates to this *Comprehensive Plan* affecting lands within certain areas near Middleton (see Chapter 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 reformed. It does mean that the procedures defined under Section 66.1001(4) and Chapter 91, Wisconsin Statutes, need to be followed. Specifically, the Town should use the following procedure to amend, add to, or update the *Comprehensive Plan*.
a. Either the Town Board or Plan Commission initiates the proposed Comprehensive Plan amendment. This may occur as a result of a regular Plan Commission review of the Plan, or may be initiated at the request of a property owner or developer.

b. The Town Plan Commission prepares or directs the preparation of the specific text or map amendment to the Comprehensive Plan.

c. The Town Clerk sends a copy of the draft Plan amendment (not the entire Comprehensive Plan) to adjacent government jurisdictions and the Dane County Planning and Development Department staff for their informal review. These governments should ideally have at least 30 days to review and comment on the recommended plan amendment.

d. 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.

e. 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.

f. The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the Comprehensive Plan.

g. The Town Board approves (or denies) the ordinance adopting the proposed Plan amendment. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposed plan amendment.

h. 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.

i. The Town Clerk sends copies of the adopted Plan amendment to the Dane County Planning and Development Department for incorporation in the Dane County Comprehensive Plan. The County will hold its own hearing before acting to incorporate the Town Plan amendment into the County plan.

### 3. PLAN UPDATE

The State comprehensive planning law requires that the Comprehensive Plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the Town intends to complete a full update of its Comprehensive Plan by the year 2025 (i.e., ten years after 2015) at the latest.
APPENDIX A: RURAL DEVELOPMENT GUIDELINES
APPENDIX B: TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM OVERVIEW
This appendix provides an overview of the Town of Springfield’s Transfer of Development Rights (TDR) program.

The Town’s TDR program is authorized and outlined in the body of this Town Comprehensive Plan and the Town’s Land Division Ordinance, and supplemented by the County’s TDR authorizing ordinance contained within the Dane County Zoning Ordinance. No transfer of development rights shall occur without the approval of the Town Board (including any proposed transfers out of the Town), following a recommendation of the Town Plan Commission.

The Town’s complete TDR program is described in full within a separate document entitled TDR Rules and Procedures. That separate document is intended as a complete user’s guide to the program, containing all applicable rules and procedures. The rules and procedures within that document are subject to amendment from time to time by the Town of Springfield Board, following a recommendation from the Town Plan Commission. The TDR Rules and Procedures document may be amended without requiring an amendment to the Town Comprehensive Plan, as long as the amendment to the TDR Rules and Procedures document remains consistent with the Town Comprehensive Plan. This includes but is not limited to consistency with the information included within this Appendix B.

The program described in this Appendix involves exchange of development rights which are permitted by zoning and other police power ordinances. The use of the term “development rights” does not imply that these rights are a form of property, nor does approval of this program constitute the creation of any private property rights. The Town and County reserve all future legislative authority to regulate the use of land under their zoning and other powers.

The remainder of Appendix B is divided into five sections, as follows:

1. Program Goals: Why the Town is Doing TDR
2. TDR Sending Area Overview: How Someone Can Sell Development Rights
3. TDR Receiving Area Overview: What Buying Development Rights Allows
4. Transaction Procedures: How to do a Development Rights Transfer
5. Glossary: What do Different Terms and Phrases Mean [NOTE: Terms that begin with a capital letter within other parts of this Appendix generally are terms defined in the glossary.]

### A. Program Goals: Why the Town is Doing TDR

1. Preserve large viable areas of farmland with a minimum of non-farm divisions, and help keep farming economically viable.
2. Redirect development to land within and close to areas that already contain concentrations of residential development, and to parcels that are too small for most types of farming.
3. Design the TDR program as voluntary for Town property owners. Specifically, without TDR, most properties within the Town remain eligible for limited housing development at a
density of one Dwelling Unit per every 35 acres, regardless of the future use for which the land is designated in the Town’s Comprehensive Plan. Through use of the Town’s TDR program, certain properties anticipated under the Town’s Comprehensive Plan for denser development could accomplish such higher density only through use of Development Rights that were transferred from one or more properties somewhere else in the Town.

4. Adopt, maintain, and update the necessary legal framework, rules, and procedures for a successful TDR program. This includes participating in the Dane County Transfer of Development Rights system that is established under Chapter 10 of the Dane County Code of Ordinances (i.e., the Dane County Zoning Ordinance).

**B. TDR Sending Area Overview: How Someone Can Sell Development Rights**

1. **TDR Sending Areas Defined:** TDR Sending Areas are defined as areas from which Development Rights could be transferred away (or retired) through (a) the rezoning of such lands to the County’s TDR-S Overlay Zoning District and (b) the recording of a TDR Agricultural Conservation Easement against such lands. Both actions combined would restrict housing and other non-farm development below levels normally allowed under the Town Comprehensive Plan. No transfers of Development Rights will be allowed without property owner consent and approval of the Town Board, following a recommendation from the Town Plan Commission. No person or other legal entity may transfer Development Rights in the Town without owning the underlying land from which the Development Rights originated.

2. **Minimum Criteria for TDR Sending Areas:** The Town has established minimum criteria for an area to qualify as a TDR Sending Area, thereby allowing the Transfer of Development Rights. These criteria are described in detail within the *TDR Rules and Procedures* document, but in general the TDR Sending Area Acreage must:
   
   a. Be located within an “Agricultural Preservation Area” or an adjacent “Conservancy Area” on Map 7.
   
   b. Remain zoned A-1 Exclusive Agriculture or A-4 Small Lot Agriculture, and also be zoned into Dane County’s TDR-S Overlay Zoning District.
   
   c. Have one or more available Development Rights under the Town’s Comprehensive Plan; in other words, have the ability under this Plan to build at least one new Dwelling Unit on the Acreage instead of transferring the Development Rights.
   
   d. Be consistent with applicable Intergovernmental Agreements that the Town has with the City of Middleton and the Village of Waunakee, in areas of mutual interest.
   
   e. Have a Farm Conservation Plan in effect.

3. **TDR “Super Sending Area” Criteria:** To best accomplish the goals of the Town’s TDR program, the Town values the preservation of TDR Sending Area lands with certain additional qualities. These will be designated as “Super Sending Areas,” which may enable higher development densities within a TDR Receiving Area than would otherwise be allowed with a “standard” TDR Sending Area. The criteria for designating an area as a Super Sending Area...
are described in detail within the *TDR Rules and Procedures* document, but in general include the following as part of a points/performance based system (i.e., enough, but not all, criteria need to be met):

a. The Fields are mainly underlain by Group I or II Agricultural Soils.

b. The Acreage contains or is close to a Large-Scale Livestock Operation or mineral extraction operation.

c. Most of the Acreage is within a significant Groundwater Recharge Area.

d. The Acreage is close to property where a conservation easement is already recorded.

e. Two or fewer Dwelling Units have been built on the land since April 16, 1979.

f. Parts of the land are designated as being within the “Conservancy Area” on Map 7 of this *Plan*.

g. The Acreage deemed by the Town Board is suitably close to Highway 12.

h. The Acreage is deemed by the Town Board to be close to or within a Dane County Parks and Open Space Plan conservation area or the DNR’s Waunakee Marsh project boundary.

i. The land owner elects to place all of his or her Contiguous lands into an Agricultural Conservation Easement.

j. The Acreage is within an Agricultural Enterprise Area approved by the State Department of Agriculture, Trade and Consumer Protection.

4. **TDR Agricultural Conservation Easements**: A TDR Agricultural Conservation Easement must be placed on the TDR Sending Area Acreage, limiting future non-farm development, before the transferred Development Rights may be exercised in a TDR Receiving Area (i.e., before additional housing density gets authorized there), per the following general standards, detailed further within the *TDR Rules and Procedures* document:

a. The TDR Agricultural Conservation Easement must be permanent (but see standard f below).

b. The TDR Agricultural Conservation Easement need not remove all future Development Rights from the Acreage. When not all of the Development Rights are transferred, the Town will specify on the TDR Sending Area Acreage where the remaining Dwelling Unit sites may be located and the maximum lot size, based on the TDR program goals.

c. Funding for acquisition of TDR Agricultural Conservation Easements may come from multiple sources, including from a Developer purchasing Development Rights and from grant funding for farmland and/or natural resource preservation.
d. The Town and County will be the co-holders of the TDR Agricultural Conservation Easement.

e. Except by Intergovernmental Agreement involving the Town of Springfield, all TDR Agricultural Conservation Easements under the Town’s program may be applied only to Acreage within the Town of Springfield.

f. To deal with uncertainty in future planning (for example, some of today’s planned “preservation areas” might be planned “development areas” in ensuing decades), if approved by all proposed holders, the TDR Agricultural Conservation Easement may include a provision allowing its removal if (a) the Town later agrees that land is more appropriate for development by amending the Town Comprehensive Plan and (b) at least twice as much comparable land of comparable value, with “comparable” being determined by the Town Board, within the Town has been identified for the transfer of the TDR Agricultural Conservation Easement.

g. The TDR Agricultural Conservation Easement must meet all the criteria for such easements within the Dane County Zoning Ordinance.

C. TDR Receiving Area Overview: What Buying Development Rights Allows

1. TDR Receiving Areas Defined: TDR Receiving Areas are defined as those areas to which Development Rights may be transferred, enabling greater development density than would otherwise be allowed there, in exchange for the permanent protection of Acreage within a TDR Sending Area through a TDR Agricultural Conservation Easement. No transferred Development Rights are required for division and development of parcels intended and restricted for non-residential purposes. No transfers of Development Rights will be allowed without approval of the Town Board, following a recommendation from the Town Plan Commission. All Development Rights intended for use in a TDR Receiving Area must be obtained from a person or other legal entity owning land within a TDR Sending Area within the Town.

There are three types of TDR Receiving Areas in the Town: Type 1 Receiving Areas—“Neighborhood Development,” Type 2 Receiving Areas—“Sub-35 Acre Lot Development,” and Type 3 Receiving Areas—“Farm-to-Farm Transfer.”

2. Minimum Criteria for All TDR Receiving Areas: The Town has established minimum criteria for an area to qualify as a TDR Receiving Area. These criteria are described in detail within the TDR Rules and Procedures document, but in general the TDR Receiving Area (and the development proposal within it) must:

a. Be capable of supporting conventional, mound, or alternative wastewater treatment systems.

c. Be rezoned into an appropriate rural homes or residential zoning district, coupled with the TDR-R Overlay Zoning District.

d. Be consistent with the terms of applicable Intergovernmental Agreements the Town has with the City of Middleton and Village of Waunakee.

e. Meet a sufficient number of applicable residential development design standards in this Comprehensive Plan, as recommended by the Town Plan Commission and approved by the Town Board.

f. Acquire an adequate number of Development Rights based on the number of new Lot(s) anticipated.

g. Secure conditional final plat or Certified Survey Map (CSM) approval. Conditions of final plat or CSM approval will include a provision ensuring that acquisition of Development Rights is finalized before the Plat or CSM is recorded.

3. **Type 1 Receiving Areas—“Neighborhood Development”**: These areas are shown as either a “Town Activity Center”, “Rural Neighborhood Area”, or “Agricultural Transition Area” on Map 7: Future Land Use. In addition to the above criteria for all TDR Receiving Areas, the property must meet sufficient additional criteria in a performance, point-based system to qualify as a Type 1 Receiving Area. These criteria are described in detail in the TDR Rules and Procedures document, and are summarized as follows:

a. Obtain consent from the City of Middleton if in a “Town Activity Center”, “Rural Neighborhood Area”, or “Agricultural Transition Area” close to the City of Middleton (as detailed in the Intergovernmental Agreement between the City and Town), unless a revised or new Intergovernmental Agreement suggests otherwise.

b. Be a minimum distance specified by the Town Board from any mineral extraction operation and/or large-scale livestock operation.

c. Not be located within a designated Dane County Park and Open Space Plan conservation area or the DNR Waunakee Marsh project boundary.

d. Meet maximum lot size criteria, as outlined in the TDR Rules and Procedures document.

In addition, the number of available house lots within qualified Type 1 TDR Receiving Areas must adhere to the transfer ratios described in the TDR Rules and Procedures document, with different ratio options outlined as follows:

a. **Standard 1:1 Transfer**: Where Development Rights are acquired from a standard (non-Super) TDR Sending Area and the TDR Receiving Area is not a “Super Receiving Area.”

b. **2:1 Transfer Ratio Opportunity**: Where Development Rights are acquired from a “Super Sending Area” or where the TDR Receiving Area is designated as a “Super Receiving Area” by securing sufficient points based on criteria specified within the TDR Rules and Procedures document. These criteria include small lot sizes, use of conventional/community waste treatment, contiguity with pre-existing subdivision plats, location
mostly outside of designated Groundwater Recharge Areas and “Conservancy Area” areas on Map 7, location mostly away from Group I or II Agricultural Soils, and location distant from highways.

c. 4:1 Transfer Ratio Opportunity: Where Development Rights are acquired from a “Super Sending Area” and where the TDR Receiving Area is designated as a “Super Receiving Area” by securing sufficient points based on criteria specified within the TDR Rules and Procedures document.

d. 5:1 Transfer Ratio Opportunity (if also authorized within the TDR Rules and Procedures document): Where Development Rights are acquired from a “Super Sending Area” and where the TDR Receiving Area is designated as a “Super Receiving Area” by securing sufficient points based on criteria specified within the TDR Rules and Procedures document, with an explicit requirement that the average (mean) lot size will be two acres or less.

4. Type 2 Receiving Areas—“Sub-35 Acre Lot Development”: These areas may be designated over parcels of fewer than 35 acres zoned A-1 Exclusive Agriculture or A-4 Small Lot Agriculture that are shown in the “Agricultural Preservation Area” or adjacent “Conservancy Area” on Map 7: Future Land Use. In addition to the above criteria for all TDR Receiving Areas, the property must meet sufficient additional criteria in a performance, point-based system to qualify as a Type 2 Receiving Area. These criteria are described in detail in the TDR Rules and Procedures document, and are summarized as follows:

a. Be a minimum distance specified by the Town Board from any mineral extraction operation and/or large-scale livestock operation.

b. Not be located within a designated Dane County Park and Open Space Plan conservation area or the DNR Waunakee Marsh project boundary.

c. Be located mostly outside of any designated “Conservancy Area” on Map 7.

In addition, the number of available house lots within qualified Type 2 TDR Receiving Areas must adhere to the transfer ratios described in the TDR Rules and Procedures document, with different ratio options outlined as follows:

a. Standard 1:1 Transfer: Where Development Rights are acquired from a standard (non-Super) TDR Sending Area. Where the new Lot exceeds a maximum recommended lot size in the TDR Rules and Procedures document, the Town requires the acquisition of two Development Rights for each new additional house Lot.

b. 2:1 Transfer Ratio Opportunity: Where Development Rights are acquired from a “Super Sending Area” and where the receiving area is designated as a “Super Receiving Area” by securing sufficient points based on criteria specified within the TDR Rules and Procedures document. These criteria include small lot sizes, location mostly away from Group I or II Agricultural Soils, and use of shared driveways.
Each parcel designated as a Type 2 Receiving Area may, alternatively, serve as a TDR Sending Area under the requirements for TDR Sending Areas outlined above and described in the TDR Rules and Procedures document.

5. **Type 3 Receiving Areas—“Farm to Farm Transfer”**: These areas may be parcels of greater than 35 acres that are shown within the “Agricultural Preservation Area” or adjacent “Conservancy Area” on Map 7: Future Land Use. Maximum density may not be more than double the “1 per 35” density normally allowed in the “Agricultural Preservation Area”. In addition to the above criteria for all TDR Receiving Areas, the property must meet sufficient additional criteria in a performance, point-based system to qualify as a Type 3 Receiving Area. These criteria are described in detail in the TDR Rules and Procedures document, and are summarized as follows:

   a. Be a minimum distance from any mineral extraction operation and/or large-scale livestock operation.

   b. Not be located within a designated Dane County Park and Open Space Plan conservation area or the DNR Waunakee Marsh project boundary.

   c. Be located mostly outside of any designated “Conservancy Area” on Map 7.

   d. Be located mostly away from Group I or II Agricultural Soils and be less suitable for agricultural use than the Acreage from which the Development Rights are to be transferred.

   e. Use shared driveways for the new Lots.

Also, where the new Lot(s) exceeds a maximum recommended lot size in the TDR Rules and Procedures document, the Town requires the acquisition of two Development Rights for each new additional house Lot. Finally, each parcel designated as a Type 3 Receiving Area may, alternatively, serve as a TDR Sending Area under the requirements for TDR Sending Areas outlined above and described in the TDR Rules and Procedures document.

### D. Transaction Procedures: How To Do A Development Rights Transfer

1. **TDR Transaction Procedure Overview**: The procedures for executing a TDR Transaction generally follow normal development approval processes and require rezoning and land division approval from the Town and Dane County. Additional procedural steps will be taken to ensure that proper legal tools have been recorded, particularly the TDR Agricultural Conservation Easement and the assignment of TDR Overlay Zoning Districts.

2. **Steps for TDR Transaction**:

   Except as otherwise approved by the Town in a manner consistent with applicable Town and County ordinances, the following shall be the process to complete a transaction of one or more Development Rights from a TDR Sending Area to a TDR Receiving Area:
a. **Seek Density Study from County Staff to Determine Number of Available Development Rights.** The County Planning and Development Department will make a determination, of the number of remaining Development Rights (splits) on any property upon request. The County’s density study process allows for Town input. There is an application and a fee for this service, which is credited towards any future rezoning application submitted within a reasonable timeframe.

b. **Seek Town Staff/Consultant Concept Plan Review and Completion of Criteria Worksheets.** Individuals who wish to transfer Development Rights and/or utilize Development Rights to develop land (i.e., a Developer) approaches Town staff/consultant to discuss the idea in concept, sharing the County’s density study. Town staff/consultant completes a Criteria Worksheet for the TDR Sending Area and the appropriate type of TDR Receiving Area (type 1, 2, or 3) with the Land Owner or Developer. The Criteria Worksheet forms included at the end of the *TDR Rules and Procedures* document. The Town may charge a fee for this service.

c. **Seek Town Plan Commission/County Staff Concept Plan Review.** In advance of any formal development application (e.g., rezoning, plat, or Certified Survey Map--CSM), the Developer brings a Concept Plan, a County density study, and completed TDR Sending and Receiving Area Criteria Worksheets to the Town Plan Commission for its review. Also, the Developer is advised to share the Concept Plan with staff from County Planning and Development Department during this step to understand County issues and compatibility with County TDR ordinance requirements.

d. **Hear Initial Evaluation of Concept Plan.** Town compares the Developer’s submittal to the Town’s TDR program rules, Comprehensive Plan, and Land Division Ordinance. Town advises the Developer accordingly, both during and after the Town Plan Commission meeting described in paragraph c above. Town also shares its evaluation with County Planning and Development Department staff.

e. **Identify TDR Sending Area Property Owner for Option to Purchase Sufficient Development Rights.** The Developer seeks out potential TDR Sending Area property owner(s) (including those already zoned TDR-S and/or from the Town’s “interested property owners list”–), and secures an Option to Purchase (or another legally recognized tool) to enable the future purchase of Development Rights from that owner(s). The Developer is encouraged not to complete final transaction to acquire Development Rights at this time (see paragraph h below), in the event that not all required development approvals can be secured after this time for whatever reason.

f. **Submit Rezoning and Land Division Approval Applications.** Developer submits applications for rezoning with Dane County, and preliminary Subdivision Plat or a Certified Survey Map (CSM) application with County and Town, with the requirement for a either a Subdivision Plat or CSM generally depending on the number of Lots within the proposed development. Lands within the TDR Receiving Area will generally require rezoning to a rural homes or residential underlying zoning district, along with a TDR-R Overlay Zoning District. Acreage within the TDR Sending Area will have to be zoned into the TDR-S Overlay Zoning District, if not already pre-zoned TDR-S.
g. **Work through Town and County Rezoning and Land Division Approval Processes.** Town and County approve the rezoning of the TDR Receiving Area to a rural homes or residential zoning district, TDR Overlay Zoning districts over both the Sending and Receiving Areas, and the land division via a preliminary plat or CSM. These approvals proceed under normal processes that apply whether or not a Development Rights transfer is involved. Following a preliminary plat process, if required, the Developer then submits a final plat, and Town and County approve the final plat.

h. **Complete Purchase of Development Rights, Record Documents, and Secure Zoning/Building Permits.** County zoning and Town building permits for new housing within the TDR Receiving Area issued after evidence is provided to the Town and the Dane County Zoning Administrator that the required TDR Agricultural Conservation Easement is recorded against the TDR Sending Area Acreage and an associated TDR Notice Document is recorded against the TDR Receiving Area property. Both recorded documents shall meet all requirements of the Town’s TDR program, the definitions in the Glossary below, models available from the Town, and Dane County’s TDR ordinance. In addition, before issuing a zoning permit, Dane County requires a letter from the Town indicating that the TDR Transaction is consistent with transfer ratios, siting criteria, and all other applicable policies of the Town’s Comprehensive Plan and TDR program. Any Development Rights that were acquired from the TDR Sending Area Acreage but that were for whatever reason not transferred to or utilized in the associated TDR Receiving Area property(ies) shall be considered null and void and not available for use elsewhere.

---

**E. Glossary: What Do Different Terms and Phrases Mean?**

The following terms and phrases are used in this Appendix as capitalized terms, but may not have commonly understood definitions.

**A-1 Exclusive Agriculture:** A Dane County zoning district mapped over large sections of the Town of Springfield specifying, among other regulations, permitted uses of land so zoned. Per Section 10.123 of the Dane County Zoning Ordinance, the purpose of the A-1 Exclusive Agricultural zoning district is, in part, to preserve productive agricultural land for food and fiber production and prevent land use conflicts between incompatible uses. Most of the lands that are planned in the “Agricultural Preservation Area” in this Comprehensive Plan are zoned A-1 Exclusive Agriculture.

**Acreage:** The total extent and amount of land within the Town of Springfield, owned by one property owner or group of owners, from which Development Rights are to be transferred as part of a TDR Transaction (i.e., a TDR Sending Area). The “Acreage” includes any land that remains available for the construction of new Dwelling Units following such a TDR Transaction, if the property owner elects not to transfer all remaining Development Rights.

**Agricultural Preservation Area:** A future land use category depicted on Map 7: Future Land Use and described within this Town of Springfield Comprehensive Plan, representing the Town’s desired use of lands that are so mapped over the 20 year comprehensive planning period, at a minimum. Intended to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, support farms of
various sizes and characteristics, and maintain farmer eligibility for incentive programs. Absent the
decision to utilize planned “Agricultural Preservation Area” lands as a TDR Receiving Area, housing
is generally allowed as a density not exceeding one residential Dwelling Unit per 35 acres held in sin-
gle ownership as of April 16, 1979, per the Town of Springfield Comprehensive Plan. Most, but not all,
lands planned in the “Agricultural Preservation Area” are zoned A-1 Exclusive Agriculture.

**Agricultural Soils:** The Dane County Land Conservation Department (LCD) groups soils into
classes based on their capability to produce common cultivated crops and pasture plants without
deteriorating over a long period of time. These capability classifications are based on numerous cri-
teria that include, but are not limited to, the soil’s salinity, capacity to hold moisture, potential for
erosion, depth, texture, and structure, as well as local climatic limitations (e.g. temperature and rain-
fall). Under this system of classification, soils are separated into eight classes. Generally, Class I and
Class II soils are the best suited for the cultivation of crops.

**Agricultural Transition Area:** A future land use category depicted on Map 7: Future Land
Use and described within this Town of Springfield Comprehensive Plan, representing the Town’s
desired use of lands so mapped over the 20 year comprehensive planning period. Intended to iden-
tify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open
space uses until such time as more intensive development may be appropriate. Except where oth-
erwise specified by Intergovernmental Agreement, may be appropriate Type 1 TDR Receiving Are-
as.

**Certified Survey Map:** A legal tool generally used to divide a parcel of land into four or fewer
Lots, and subject to local and county government approval prior to recording. Also referred to as a
CSM.

**Concept Plan:** A preliminary plan, prepared by a Developer, indicating on a map a proposal for
development of land in a TDR Receiving Area, prepared with sufficient detail to enable the Devel-
oper and Town staff/consultant to complete a Receiving Area Criteria Worksheet and allow the
Town’s staff, consultant, and Plan Commission to evaluate the conceptual development proposal
before the more formal rezoning and land division approval process begins.

**Conservancy Area:** A future land use category depicted on Map 7: Future Land Use and de-
scribed within this Town of Springfield Comprehensive Plan, representing the Town’s desired use of lands
so mapped over the 20 year comprehensive planning period, at a minimum. Per this Comprehensive
Plan, where land included within the “Conservancy Area” is adjacent to land in the “Agricultural
Preservation Area” or “Agricultural Transition Area,” such land in the “Conservancy Area” counts
towards calculating the number of Dwelling Units allowed on the overall ownership parcel, per the
Town’s density policy.

**Criteria Worksheets:** Town-created forms which, once completed, allow Town officials, land
owners, and Developers to determine the eligibility of TDR Sending Area Acreage and TDR Receiv-
ing Area properties for the Transfer of Development Rights under the Town’s TDR program. In-
cluded as attachments to the TDR Rules and Procedures document.
Developer: Anyone who elects to develop one or more Lots for residential purposes on his or her land, regardless of whether developing land is a regular or primary profession of that person or person(s).

Development Rights: The expected ability to develop property by a landowner, as described and allocated in this Town of Springfield Comprehensive Plan, and as generally measured by number of Dwelling Units allocated to that property. The number of Development Rights afforded to a property can vary depending on how that property is designated within this Comprehensive Plan. For example, within the planned “Agricultural Preservation Area,” Development Rights are afforded within this Comprehensive Plan at a density not exceeding one residential Dwelling Unit per 35 acres held in single ownership as of April 16, 1979, usually subject to the rezoning of property to achieve that development density. Under the Town’s TDR program, Development Rights may be transferred between properties meeting certain criteria.

Dwelling Unit: A building designed for and occupied exclusively as a residence for one family.

Farm Conservation Plan: A plan, prepared by a farm owner and usually approved by a county or state official with jurisdiction, designed to minimize soil loss and otherwise protect the natural environment in and around a farm property.

Farm-to-Farm Transfer: A type of Transfer of Development Rights whereby Development Rights are transferred from a larger farm parcel designated in an “Agricultural Preservation Area” in this Town of Springfield Comprehensive Plan to another larger farm parcel also designated in an “Agricultural Preservation Area” (and within a Type 3 Receiving Area).

Field: That portion of the Acreage, defined above, that is mapped as “field” on U.S. Department of Agriculture Farm Service Agency (FSA) maps, indicating land in agricultural production.

Groundwater Recharge Area: An area in which water is absorbed that eventually reaches the zone of saturation in one or more aquifers. Within the Town of Springfield, Groundwater Recharge Areas are shown on the Pheasant Branch Recharge Area map and in the North Mendota FUDA Environmental Conditions Report, available at the Town Hall or from the Capital Area Regional Planning Commission.

Intergovernmental Agreement: A contractual agreement between government entities to achieve coordinated and cooperative planning. The Town of Springfield has Intergovernmental Agreements with the City of Middleton and Village of Waunakee, which affect land use planning in areas of mutual concern near common municipal boundaries.

Large-scale Livestock Operation: A new or expanded livestock facility that will have 500 or more animal units, with each animal unit generally consisting of 1,000 pounds of animal weight. The rules of the State Department of Agriculture, Trade, and Consumer Protection will be consulted in the event an interpretation needs to be made.

Lot: For the purposes of the TDR program only, a single legally defined parcel of land proposed for construction of a single residence.
Option to Purchase: A legal agreement entered between two parties providing an option for the first party to purchase the second party’s real property, or an interest in real property, at a specified future date, or upon a specified future occurrence, for a pre-determined price. In the case of the Town’s TDR program, such interest in real property would be a TDR Sending Area property’s associated Development Rights, and such specified future occurrence may be when the first party obtains governmental approvals of a Subdivision Plat or CSM that would enable application of those Development Rights to a TDR Receiving Area property under the first party’s control. A standard Wisconsin Option to Purchase Contract may be utilized or modified for this purpose.

Overlay Zoning District: A zoning district that includes a uniform set of opportunities and/or restrictions over all parcels where it is mapped, which are in addition to the opportunities and/or restrictions specific to the underlying or standard zoning district that also applies to those parcels. Dane County has two Overlay Zoning Districts that are particularly applicable to the Town’s TDR program. These include the TDR-S Transfer of Development Rights Sending Area Overlay District and the TDR-R Transfer of Development Rights Receiving Area Overlay District, both of which are described further in Section 10.158 of the Dane County Zoning Ordinance.

Rural Neighborhood Area: A future land use category depicted on Map 7: Future Land Use and described within this Town of Springfield Comprehensive Plan, representing the Town’s desired use of lands so mapped over the 20-year comprehensive planning period. The “Rural Neighborhood Area” is intended for residential uses served by private waste treatment systems, with the potential for limited neighborhood-serving, small-scale commercial and institutional uses. Parcels within the “Rural Neighborhood Area” may be appropriate Type 1 TDR Receiving Areas.

Town Activity Center: A future land use category depicted on Map 7: Future Land Use and described within this Town of Springfield Comprehensive Plan, representing the Town’s desired use of lands so mapped over the 20-year comprehensive planning period. The “Town Activity Center” is intended for new rural subdivision development, often adjacent to existing subdivisions, for residential and commercial uses served by private waste treatment systems, providing opportunities for a range of housing choices, including estate and affordable single family housing and senior, duplex, and small-scale multiple family housing. Land marked as “Town Activity Centers” also enables a range of commercial, storage, light assembly, institutional, and recreational development serving the entire Town. Parcels within the “Town Activity Center” may be appropriate Type 1 TDR Receiving Areas.

Sub-35 Acre Lot: A parcel of fewer than 35 acres that is shown within the “Agricultural Preservation Area” or adjacent “Conservancy Area” on Map 7: Future Land Use and is zoned A-1 Exclusive Agriculture or A-4 Small Lot Agriculture. The A-1 Exclusive Agriculture zoning district requires a minimum parcel size of 35 acres; therefore, sub-35 acre lots zoned A-1 Ex are considered “legal nonconforming” under Dane County zoning rules, which limits their development potential under that zoning designation. This Comprehensive Plan has policies regarding their potential future development. Sub-35 Acre Lots may be appropriate Type 2 Receiving Areas or TDR Sending Areas under the Town’s TDR program. Also sometimes referred to as “substandard parcels in A-1 Exclusive Agriculture zoning district.”

Subdivision Plat: A legal tool generally used to divide a parcel of land into five or more Lots, which is subject to local and county government approval prior to recording. Regulations generally
require submittal and approval of a preliminary Subdivision Plat in advance of submittal and approval of a final Subdivision Plat.

**Super Receiving Area:** A type of TDR Receiving Area that is so designated based on the characteristics of the property and/or the development that is proposed on the property which may make it eligible for greater levels of residential development under the Town’s TDR program than standard TDR Receiving Areas.

**Super Sending Area:** A type of TDR Sending Area that is so designated based on the characteristics of the property that make it particularly desirable for preservation and the application of a TDR Agricultural Conservation Easement. When paired with Type 1 or Type 2 Receiving Area, Development Rights transferred from a TDR Super Sending Area can yield greater development density in the TDR Receiving Area than otherwise would be allowed.

**TDR Agricultural Conservation Easement:** A document, recorded against the deed to a property, which indicates the easement holder’s non-possessor interest in real property, generally limits future uses to agricultural production and other uses that are consistent with agricultural production, and generally applies in perpetuity. Recorded with the Dane County Register of Deeds against TDR Sending Area Acreage once Development Rights are transferred. May allow a limited and specified number of Dwelling Unit sites in areas designated by the Town if the Sending Area property owner elects to not transfer away all remaining Development Rights.

**TDR Receiving Area:** Those areas to which Development Rights may be transferred under the Town’s TDR program, enabling greater development density than would otherwise be allowed there under this Town of Springfield Comprehensive Plan in exchange for the permanent protection of Acreage within a TDR Sending Area through a TDR Agricultural Conservation Easement. There are three types of TDR Receiving Areas in the Town, to account for different geographic areas, pre-existing land parcel sizes, and development policies per the Town’s Comprehensive Plan. These include Type 1 Receiving Areas—“Neighborhood Development,” Type 2 Receiving Areas—“Sub-35 Acre Lot Development,” and Type 3 Receiving Areas—“Farm-to-Farm Transfer.”

**TDR Sending Area:** Those areas from which Development Rights may be transferred (or retired) through the application of TDR Agricultural Conservation Easements, which would restrict housing development below levels normally allowed under this Town of Springfield Comprehensive Plan.

**TDR Notice Document:** An instrument recorded against each new residential Lot within a TDR Receiving Area where a TDR Transaction has taken place that enables residential development of that Lot. Each TDR Notice Document must detail the number of Development Rights transferred, describe the associated TDR Sending Area Acreage, and reference the recorded document number of the required TDR Agricultural Conservation Easement recorded against the TDR Sending Area Acreage.

**TDR Transaction:** The process of transferring Development Rights from a TDR Sending Area to a TDR Receiving Area, resulting in a TDR Agricultural Conservation Easement recorded against the TDR Sending Area Acreage, more Lots for residential purposes than would normally be allowed
under the Town’s Comprehensive Plan on the TDR Receiving Area property, and a TDR Notice Document recorded against all residential Lots on the TDR Receiving Area property.

**Transfer of Development Rights (TDR):** A Town of Springfield program that requires a Developer of land in certain areas identified for development in this Town of Springfield Comprehensive Plan to contribute to the conservation of land in other areas identified in this plan for long-term preservation, but only if such Developer elects to develop at a density that exceeds policies normally applicable in the “Agricultural Preservation Area.” The TDR program is part of the Town’s overall farmland preservation and rural character preservation strategy.
APPENDIX C: APPROVAL RESOLUTION AND ORDINANCE