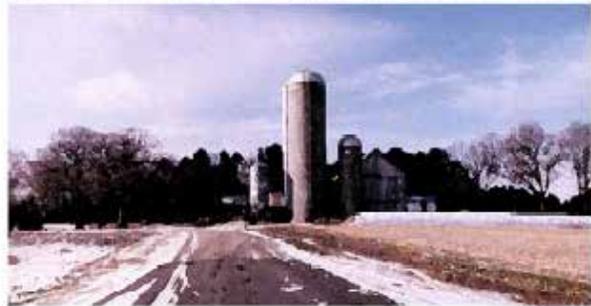


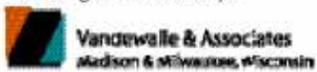
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Updated: October 12, 2016



2005

Planning Assistance by:



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# INTRODUCTION

## PURPOSE OF THIS PLAN

The purpose of the *Town of Springfield Comprehensive Plan* is to help guide decision-making by:

- § Identifying areas appropriate for development and preservation over the next 20 years;
- § Recommending types of land uses for specific areas in the Town;
- § Identifying needed transportation and community facilities to serve future land uses;
- § Providing detailed strategies to implement recommendations.

This *Plan* is being prepared under the State of Wisconsin's "Smart Growth" legislation contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the state law and grant program. Zoning and subdivision decisions undertaken by the Town that affect land use will have to be consistent with this *Plan*, or later amendments. The Town of Springfield's planning process was conducted concurrently with Marquette County, thirteen other towns, and five cities and villages (see Map 1).

This *Comprehensive Plan* is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information on the element (e.g., land use, transportation, economic development), followed by an outline of the Town's policy desires related to that element, and ends with detailed recommendations for the element. The final chapter (Implementation) provides recommendations, strategies, and timelines to ensure the implementation of this *Plan*.

### Plan Adoption Process

Before adoption, a *Plan* must go through a formal public hearing and review process. The Town Plan Commission adopts the *Plan* by resolution and recommends that the Town Board enact an ordinance adopting the *Plan* as the Town's official comprehensive plan. Following Plan Commission action, the Town Board holds a public hearing to discuss the proposed ordinance adopting the *Plan*. Copies of the public hearing draft of the *Plan* are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the *Plan* and information concerning where the entire document may be inspected or obtained. The Board may then adopt the ordinance approving the *Plan* as the Town's official *Comprehensive Plan*, and may forward this *Plan* to Marquette County for inclusion in the County *Plan*.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Town Plan Commission and Board assures that both bodies understand and endorse the *Plan*'s recommendations. Adoption by both the Town and County would assure that both are "reading from the same play book" when making future decisions affecting the Town.

## EARLY 2000S PLANNING PROCESS

Marquette County's and the Town of Springfield's multi-jurisdictional comprehensive planning process involved work done simultaneously at both the local and county level. Much of the initial public input in the countywide planning process was obtained through an opinion survey conducted in early 2002, with more local input provided during a series of visioning workshops held in each of the participating towns, villages and city from 2002 to early 2004.

Much of the data collection and inventory mapping for this multi-jurisdictional project was completed at the County level, with supplemental information and more detailed maps prepared for each of the local participating communities. An opportunities analysis was also conducted to identify "big picture" influences in the region, from which each local community could advance specific goals or strategies to take advantage of these unique opportunities. Each local community had a chance to review the background data, opportunities analysis, and inventory maps. The Town of Springfield customized the information in this plan document to address specific local issues and concerns.

To ensure that each planning document prepared under this process was “speaking the same language,” each community worked from the same menu of land use categories to draft their individual planned land use map. When brought together, these local planned land use maps formed the basis of Marquette County’s planned land use map. Each participating community, as well as the County, distributed a draft and final version of their *Comprehensive Plan* document to surrounding jurisdictions, and each jurisdiction followed all of the required procedures to formally adopt a comprehensive plan as prescribed in Wisconsin’s comprehensive planning legislation.

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## 2016 PLAN UPDATE PROCESS

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In early 2016, Marquette County completed an update to the County’s 2005 Comprehensive Plan. The Plan update also incorporated an updated County Farmland Preservation Plan, replacing a 1982 vintage plan. The County Comprehensive /Farmland Preservation planning process took over a year to complete and provided multiple opportunities for public involvement, at the County and Town levels, including six open house events held at strategic intervals during the planning process, town meetings with County Zoning Department staff, and a public hearing before the Marquette County Planning and Zoning Committee.

As part of the County Comprehensive Plan update process, each municipality in Marquette County had the opportunity to review, and if desired, update the Planned Land Use map from its mid-2000s plan. The Town of Springfield participated in this review and returned an unrevised Town Planned Land Use map for the County to include in the updated Marquette County Comprehensive Plan.

In 2016, Marquette County facilitated a process to assist each interested town update its individual comprehensive plan to reflect the newly updated County Comprehensive Plan. Given limited population and land use changes in the County since adoption of the initial comprehensive plans, the town comprehensive plan update process was more condensed and strategic than the early 2000s planning process described above.

The 2016 Town of Springfield Comprehensive Plan update includes:

- § Updated demographic information contained in Chapter Two: Issues and Opportunities to reflect the latest information available from the U.S. Census and State of Wisconsin.
- § Adjustments to Chapter Four: Land Use to incorporate changes to the Planned Land Use map that have occurred since adoption of the Town’s original Comprehensive Plan, including those made during the County’s recent plan update process, but not yet incorporated into any town plans. Due to limited population growth the remainder of Chapter Four, including population projections, remains unchanged.
- § Revisions Figure 23 in Chapter 9: Implementation to include the Town’s role in implementing initiatives in the updated Marquette County Comprehensive Plan and to remove older initiatives that have been completed or are no longer applicable.

Due to the limited scope of the 2016 Town Comprehensive Plan update and Town input in the County’s recent Comprehensive Plan update, other Plan chapters were generally not updated and public participation was more condensed. The Town of Springfield Plan Commission reviewed and recommended approval of the updated Comprehensive Plan and following a properly noticed public hearing; the Town Board reviewed and approved the recommended Plan update.

## **CHAPTER ONE: INTERGOVERNMENTAL COOPERATION**

## I. INTERGOVERNMENTAL COOPERATION

The Town of Springfield developed this *Comprehensive Plan* as part of a countywide, multi-jurisdictional planning effort. To provide a regional framework for this effort, this chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions, and covers all information required under §66.1001, Wisconsin Statutes.

### A. EXISTING REGIONAL FRAMEWORK

The following is a brief description of the units of government operating in and around the Town of Springfield, as well as a description of other regional and state jurisdictions operating in the planning area. Map 1 shows the boundaries of the various jurisdictions in the region.

#### 1. TOWN OF SPRINGFIELD

The **Town of Springfield** is a one of 14 civil towns in Marquette County. Civil towns are units of government in Wisconsin's rural areas which, like a city and county, have elected representatives and the ability to tax and regulate within its borders. The Town, encompassing about 34 square miles, is located in the far northwestern corner of the county and had an estimated 2004 population of 678 residents. Springfield was one of the three fastest growing towns in the County during the early 2000s (along with Oxford and Westfield), all located along the Interstate 39 corridor. There are no hamlets or unincorporated "villages" in Springfield, but the Town shares its boundary with the Village of Westfield in the far southeast corner. The Town has not adopted County zoning; however, the County's shoreland zoning and subdivision ordinance is in effect. At the time this plan was written, the Town was not party to any plans or agreements under §66.0307 or §66.0309, Wisconsin Statutes. The Town was party to general cooperative agreements for fire, rescue, road maintenance, and other services with the Village, neighboring towns, and the County under §66.0301.

#### 2. SURROUNDING TOWNS

Springfield is adjacent to the Town of **Newton** to the east, Town of **Westfield** to the south, and Town of **Harris** to the southeast. The Town borders the Town of **Coloma** in Waushara County to the north, and the Town of **Lincoln** in Adams County to the west. Newton and Harris began preparing plans in 2003 in coordination with other Marquette County communities under the Smart Growth Planning program. The Town of Coloma adopted its Land Management Plan in February 2003. Coloma's plan recommendations for lands adjacent to Springfield were considered during the preparation of this *Comprehensive Plan*. All neighboring towns received draft and final versions of this plan document to identify potential conflict areas or issues. There are no apparent conflicts between the long-range plans of these communities and this *Plan*.

#### Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark element of Marquette County's countywide planning process. The County's towns, cities and villages not only share common boundaries, but also school attendance areas, watersheds, bike routes, fire protection services, emergency medical services, roads, lakes, rivers, recycling programs, and rural-based economies. These jurisdictions have been working together for years to provide more efficient and cost-effective delivery of services.

Recognizing the wisdom and benefit in joint planning, the Town of Springfield and its neighboring communities along with the County agreed to work together to develop individual comprehensive plans under the state's Smart Growth Comprehensive Planning Grant program.

This **Town of Springfield Comprehensive Plan** was prepared to meet all of the requirements of the state's comprehensive planning legislation (§66.1001, Wisconsin Statutes).

## Map 1 Jurisdictional Framework



### 3. MARQUETTE COUNTY

**Marquette County** covers 455 square miles and is located in the south central part of Wisconsin. The County is situated about 50 miles north of Madison, 110 miles northwest of Milwaukee, and 200 miles northwest of Chicago. The County's estimated 2004 population is 15,051 residents. The County is made up of 19 local units of government: 14 towns, 4 villages, and 1 city. All of these local jurisdictions are populated with less than 2,000 people, with only a few exceeding 1,000 people. The County has a sizeable seasonal population, with nearly a quarter of its housing stock listed as "seasonal". It is also home to several public and private summer camps. The County has an adopted farmland preservation plan, outdoor recreation plan, land and water resources management plan, erosion control plan, zoning ordinance, land division ordinance, exclusive agricultural zoning district, and highway access control plan. The County is preparing its first-ever comprehensive plan, in coordination and cooperation with other local units of government and under the Smart Growth Comprehensive Planning Grant program. There are no apparent existing or potential conflicts between the long-range plans of Marquette County and this *Plan*.

### 4. VILLAGE OF WESTFIELD

The **Village of Westfield** serves as trade center for its surrounding townships, including Springfield. The Village (1,229 estimated residents) has grown by about 1 percent since the 2000 census. The Village began updating its comprehensive plan in 2003 in coordination with other Marquette County communities under the Smart Growth Planning Grant program. The Village has an adopted zoning and subdivision ordinance to regulate development. There are no apparent existing or potential conflicts between the long-range plans of the Village of Westfield and this *Plan*.

### 5. SURROUNDING COUNTIES

The Town is bordered to the west by **Adams** County (estimated 2003 pop. 20,452), and to the north by **Waushara** County (estimated 2003 pop. 24,656). These neighboring counties received draft and final versions of this plan document. There are no apparent existing or potential conflicts between the long-range plans of these counties and this *Plan*.

### 6. REGIONAL PLANNING JURISDICTION

The Town of Springfield is in the **East Central Wisconsin Regional Planning Commission's** (ECWRPC) planning jurisdiction, although Marquette County is not an official member. The ECWRPC is the comprehensive planning agency for the counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. In 2001, The ECWRPC began developing a region-wide framework plan for the 10 counties that it represents. The plan's focus is to identify issues of regional significance and to develop best practice examples to help guide future land use decisions within the region. It is scheduled for completion in 2005. The plan's inventory information and maps for the region was compiled in the ECWRPC's *State of the Region Report*, prepared in 2003. There are no apparent existing or potential conflicts between the long-range plans of ECWRPC and this *Plan*.

### 7. IMPORTANT STATE AGENCY JURISDICTIONS

There are several state agencies that affect planning in the Town of Springfield. The Town is located within the Wisconsin Department of Transportation's (**WisDOT**) District 4 Region, with its regional office located in Wisconsin Rapids. The Town is located in the Wisconsin Department of Natural Resources' (**WisDNR**) Northeast Region, with its regional office in Green Bay and its service center located in Wautoma. WisDNR owns hundreds of acres in Springfield, which includes land in state wildlife and fishery areas. WisDNR also operates a fish hatchery in the Village of Westfield. The **University of Wisconsin Extension** office is located in the City of Montello and serves as an educational resource for town residents. The Town recognizes the importance of working with these state agencies during this plan preparation process; particularly in data gathering and discussing specific planning issues. There are no apparent existing or potential conflicts between the long-range plans of these agencies and this *Plan*.

## 8. SCHOOL DISTRICTS

Residents in the Town of Springfield are served by the **Westfield School District** (serving the north and northwest part of Marquette County). The Town is within the Madison Area Technical College (MATC) District which offers education in liberal studies and over 100 other fields. There are no apparent existing or potential conflicts between the long-range plans of these districts and this *Plan*.

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## B. INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, POLICIES AND PROGRAMS

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

***Goal: Interact with the School District on issues of mutual concern.***

### ***Objectives:***

- a. Work with surrounding local governments, Marquette County, local school districts, and state agencies on land use, natural resource, transportation and community development issues of mutual concern.
- b. Cooperate with neighboring governments, school districts, Marquette County and State agencies on providing shared services and planning for future public facility and service needs.
- c. Participate in County-level transportation, land use and economic development efforts.
- d. Work with surrounding communities to encourage an orderly, efficient land use pattern that preserves rural character and minimizes land use conflicts.
- e. Stay informed on activities of the School District to ensure the Town has the opportunity to be involved in decisions that affect town residents, such as building improvements, tax issues, and transportation.

### ***Policies and Programs:***

1. **Provide copies** of this *Comprehensive Plan* to all surrounding government jurisdictions.
2. **Cooperate with other units of government**, including lake organizations, the County, and State Department of Natural Resources on preservation of natural resources (as discussed in greater detail in **Chapter Three**), for instance:
  - a. Stay informed and involved in WisDNR management of State Fishery and Wildlife Areas in the Town, in particular decisions to expand within the project boundaries.
  - b. Work with the state and lake organizations to procure support for lake management activities.
  - c. Work with WisDNR to ensure protection of groundwater, support woodland management efforts, promote best management practices for logging activities, protect rare species within reason and wildlife habitat, and monitoring of large-scale livestock operations.
3. Cooperate with the County and surrounding communities on a **comprehensive survey of historic and archeological sites** throughout Marquette County (as discussed in Chapter Three).
4. Work **with the County and State Department of Transportation on maintaining and improving the Town's transportation system** (as discussed in detail in Chapter Five), including:
  - a. Town road maintenance
  - b. Address problem intersections in the Town
  - c. Update design and layout standards for new town roads.
  - d. Develop Town or County-level driveway ordinance

5. **Participate with other units of government on joint facility and community utility concerns**, including working with the County and other communities in northwestern Marquette County on exploring options to improve EMS service delivery (as discussed in Chapter Six).
6. Participate with Marquette County and other communities on an **economic development initiative to promote a balanced rural economy** for the area – including initiatives related to entrepreneurship, forestry and agricultural production, and resource-based tourism (as discussed in Chapter Eight).
7. Cooperate with neighboring communities and other units of government to minimize **intergovernmental conflict** and ensure that the policies and recommendations of this *Plan* are implemented, including:
  - a. Continue on-going dialogue with communities in the northwest quadrant about land use and community service issues.
  - b. Remain informed on the land use planning processes in the Towns of Coloma and Lincoln in adjacent counties, as well as the Town of Westfield when its prepares a comprehensive plan. Where conflicts in the planned land use pattern are apparent, work together to arrive at mutually agreeable resolutions.
  - c. Engage in and consider dialogue with other towns in the area when major changes in land use are proposed near Town boundaries or that may affect natural resources in the Town.
  - d. Provide input to **Westfield School District** regarding long term district operations planning. At the time this plan was written, the District is not anticipating increased enrollment and therefore there are no new or expanded facilities under consideration.
8. In coordination with neighboring Towns and the County, **stay involved with School District** through periodic communications and meetings to ensure that the Town's interests are represented in District decisions that affect Town residents.



## **CHAPTER TWO: ISSUES AND OPPORTUNITIES**

## II. ISSUES AND OPPORTUNITIES

This chapter provides the baseline data necessary to develop a comprehensive understanding of the changes taking place in the Town of Springfield. This chapter includes population, household and employment trends and forecasts, age distribution and education levels, and employment and income characteristics. It also includes an overall vision to guide the future preservation, development and redevelopment in Springfield over the 20-year planning period.

### A. POPULATION TRENDS AND FORECASTS

The Town of Springfield has experienced **steady population growth** over the past 50 years. Figure 1 shows the Town's Census population from 1960 to 2010, and compares it to Marquette County's historic population rate and the proportion of the County total that lived in a town, village or city. Overall, the Town's population grew slowly during the 1960s, but the 1970s saw strong growth, when the entire nation experienced a "rural renaissance" as manufacturing firms moved into rural areas and city residents sought out nearby recreation and retirement areas to escape urban problems. Most of the new migrants moving into the Town during the 1970s were not necessarily going into farming or farm-related activities; rather, they were seeking recreational or retirement homes along lakeshores or woodlots. The Town's population dipped again in the 1980s but saw steady growth during the 1990s and 2000s. The Town of Springfield's population grew to 830 residents by the 2010 Census.

Figure 1: Historic Population, 1960 - 2010

	1960	1970	1980	1990	2000	2010
<b>Town of Springfield</b>	<b>308</b>	<b>322</b>	<b>501</b>	<b>480</b>	<b>628</b>	<b>830</b>
Marquette County	8,516	8,865	11,672	12,321	14,555	15,404
<i>Town Population</i>	<i>5,380 (63%)</i>	<i>5,733 (65%)</i>	<i>8,219 (70%)</i>	<i>8,668 (70%)</i>	<i>10,512 (72%)</i>	<i>11,146 (72%)</i>
<i>City and Village Population</i>	<i>3,136 (37%)</i>	<i>3,132 (35%)</i>	<i>3,459 (30%)</i>	<i>3,653 (30%)</i>	<i>4,043(28%)</i>	<i>4,258 (28%)</i>

Source: U.S. Census of Population and Housing, 1960 - 2010

Figure 2 compares Springfield's population trends over the past 30 years to trends in neighboring towns and the Village of Westfield in the County's northwest quadrant, as well as the State as a whole. From 2000 to 2010, the Town's growth rate of about 32 percent was comparable to the Town of Westfield, but was over triple the growth rate for the other adjacent towns, with the lone exception of the Town of Westfield which experienced a growth rate of 26 percent,--making it **one of the faster growing Towns in the County**.

Figure 2: Population Trends, 1980 - 2010

	1980	1990	2000	2010	Pop. Change*	Percent Change*
<b>Town of Springfield</b>	<b>501</b>	<b>480</b>	<b>628</b>	<b>830</b>	+202	+32.2
Town of Newton	460	470	550	547	-3	-0.5
Town of Westfield	538	520	689	866	+177	+26
Town of Harris	657	715	729	790	+61	+8.4
Village of Westfield	1,033	1,125	1,217	1,254	+37	+3.0
Marquette County	11,672	12,321	14,555	15,404	+849	+5.8
Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	+323,311	+6.0

Sources: U.S. Census of Population and Housing, 1980 – 2010

\* 2000 to 2010 population change

Since the 2010 Census, the Town has remained constant, with an estimated population of **832 residents in 2013**. Figure 3 shows the Town's projected population in five-year increments over the next 20 years based on forecasts prepared by the Wisconsin Department of Administration in 2013. Forecasts for the Village of Westfield, the County, and the State are also shown for comparison. According to these forecasts, the Town's population is projected to grow to **1,055 residents by 2040**.

These forecasts will be useful for long-term Town land use, housing, and community facility planning; but the **limitations of these projections** should be recognized. The State bases these projections on historical growth patterns and the composition of the current population base. The reliability of these projections depend on the continuation of the Town's past growth trends. Projecting populations for rural areas such as Springfield are subject to error, as minor changes in birth, death or migration rates can significantly impact town growth rates. Given the importance of in-migration rates in the entire County, these projections are particularly vulnerable to external "push" and "pull" factors that determine migration flow. Actual future population will depend on market conditions, attitudes toward growth, and development regulations. Local policies and plans can certainly affect these rates of growth.

Figure 3: Population Forecasts, 2015 - 2040

	2015	2020	2025	2030	2035	2040
<b>Town of Springfield</b>	<b>875</b>	<b>920</b>	<b>980</b>	<b>1,030</b>	<b>1,050</b>	<b>1,055</b>
Village of Westfield	1,310	960	1,025	1,075	1,100	1,105
Marquette County	16,000	16,315	16,970	17,325	17,305	17,015
Wisconsin	5,783,015	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635

Sources: Wisconsin Department of Administration, 2013

## B. DEMOGRAPHIC TRENDS AND FORECASTS

The Town's changing age structure has important implications for education, service, housing and transportation needs. Figure 4 compares the Town's age and sex distribution in 2010 with the Village of Westfield, County, and State. In general, the Town's **population is aging** with the overall percent of school age residents (under 18) dropping, and the percent of seniors (over 65) slightly increasing. In 2010, the Town's medi-

an age of 49.8 years was older than the Village, County and State average. For a historical perspective, the Town's median age in 1980 it was 38.4, in 1990 it was 37.8, and in 2000 it was 45.5. With prolonged life expectancy and a trend toward declining birth rates, the Town's median age will likely continue to get older over the planning period.

**Figure 4: Age and Gender Distribution, 2010-2014, Estimate**

	Median Age	% under 18	% over 65	% Female
Town of Springfield	49.8	19.2	20.6	48.3
Village of Westfield	36.8	27.4	15.7	51.8
Marquette County	48.0	20.0	21.1	49.3
Wisconsin	38.5	23.6	13.7	50.4

*Source: U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates*

Age group projections for the Town of Springfield are not available but, according to State agencies, Marquette County's "**baby boom**" and **elderly age cohort will increase** over the planning period, while the younger age groups (0 to 19) will decrease. This projected change in age groups in Marquette County will have important planning implications for the future, from school facility planning to elderly housing and transportation in all communities.

**Figure 5: Marquette County Age Cohort Forecasts, 2010 to 2030**

	Under 5	5 - 19	20-64	65+
2010	801	2,569	8,788	3,246
2015	780	2,470	9,105	3,645
2020	785	2,405	8,730	4,395
2025	775	2,470	8,325	5,400
2030	760	2,475	7,885	6,205

*Source: Wisconsin Department of Administration, 2013*

## C. HOUSEHOLD TRENDS AND FORECASTS

Figure 6 compares selected household characteristics for Springfield with the Village of Westfield, County and State. The Town's average household size was lower than all comparable populations. The Town's **average household size has declined** over the past thirty years, from 2.59 in 1990, then down to 2.30 in 2000, and finally reaching 2.27 in 2010.

Figure 6: Household Characteristic Comparisons, 2010-2014, Estimates

	Total Housing Units	Total Households	Average Household Size	% Single-person Household
Town of Springfield	634	365	2.27	27.7
Village of Westfield	529	523	2.40	32.7
Marquette County	9,896	6,571	2.32	27.3
Wisconsin	2,624,358	2,279,768	2.43	28.2

Source: U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates

Countywide, the average household size dropped from 2.41 in 2000 to 2.32 in 2010. According to forecasts prepared by the Wisconsin Department of Administration, the Town of Springfield's average household size is forecasted to drop to 2.19 in 2015; to 2.16 in 2020; to 2.12 in 2025, and to 2.08 persons per household in 2030. These projected household sizes will be used in projecting future housing unit demand in the Town over the next 20 years. More information on the Town's housing and household characteristics is provided in Chapter Seven: Housing and Neighborhood Development.

## D. EDUCATION AND INCOME LEVELS

Educational attainment is the highest degree or level of school completed, and is a variable used when assessing a community's labor force potential. Educational attainment differs by ethnicity, access to higher education, employer expectations and socioeconomic status. According to American Community Survey 2010-2014 estimates, of the Town's population age 25 and older, **92.2 percent attained a high school level education**. For comparison, the high school graduation rate for Marquette County was 87.8 percent and for the State it was about 90.8 percent. Approximately 16 percent of this same age group in the Town had attained a college level education (bachelor's degree or higher).

Another measure of a community's economic well-being is average annual incomes. According to 2010-2014 American Community Survey estimates, the Town's **median household income was \$44,643**. For comparison, the median household income reported for the entire County during this period was \$46,875, and Statewide it was \$52,738. More information on the Town's income characteristics is provided in Chapter Eight: Economic Development.

## E. EMPLOYMENT CHARACTERISTICS AND FORECASTS

The Town of Springfield's primary economic activity is in **manufacturing and education** related employment. The percentage of the Town's labor force employed by sector, estimated by the American Community Survey, 2010-2014, is shown in Figure 7. The largest proportion of the 304 employed persons living in Springfield were employed in the manufacturing sector (25.7 percent), followed by the education, health and social services sector (18.8 percent). Jobs related to the tourism industry (arts, entertainment, recreation, accommodation and food services, and retail trade) made up a combined total of 14 percent of the Town's labor force. It is important to note that many of the local residents holding down jobs within these sectors **travel outside of Town for work**.

**Figure 7: Town Labor Force Characteristics, 2010-2014, Estimate**

<b>Occupational Group</b>	<b>% of Labor Force</b>
Manufacturing	25.7
Education, health and social services	18.8
Arts, entertainment, recreation, accommodation and food services	2.6
Agriculture, forestry, fishing and hunting, and mining	7.6
Construction	4.9
Public administration	10.2
Retail trade	11.5
Finance, insurance, real estate, and rental and leasing	4.6
Transportation and warehousing, and utilities	4.9
Professional, scientific, management, administrative, and waste management services	3.0
Other services	3.9
Wholesale trade	2.3
Information	0.0

*Source: U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates*

Additional employment data is available at the County level. The number of jobs in the County decreased by 4% between 2001 and 2013; with a total of 3,653 Marquette County jobs in 2013. The County's job base is centered in the education, health, and manufacturing industries. According to the State's Department of Workforce Development (WisDWD), manufacturing is the largest industry segment within the County. Food Manufacturing comprises the largest industry sub-segment, due to the location of Brakebush Brothers, Inc. within the County. Between 2007 and 2012, the total number of jobs in the Fabricated Metal Product Manufacturing and Animal Production industries increased. Fabricated metal product manufacturing grew by 24 jobs, most likely due to growth of TW Design and Manufacturing in the City of Montello. All other reported industries observed a decrease in number of jobs, likely a result of the "Great Recession" that occurred during this period.

As of 2010, the largest private employers in Marquette County included: Brakebush Brothers, Inc. (poultry processing); Gumz Muck Farms LLC (crop farming); Wisconsin Illinois Senior (nursing care); TW Design and Manufacturing LLC (machining shop); Northland Community Services, Inc (individual and family services); and Arimon Technologies Inc. (electric component manufacturing). Greater than half of the residents in the County commute to other counties for work, indicating that many residents find it necessary to obtain employment outside of the Town or County.

**Figure 8: Jobs in Marquette County, 2011 – 2014**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>
Natural Resources & Mining	230	251	262	286

Construction	80	80	77	75
Manufacturing	1,192	1,218	1,206	1,133
Trade, Transportation, Utilities	486	467	501	510
Information	40	41	38	40
Financial Activities	100	102	96	90
Professional & Business Services	133	90	72	74
Education & Health Services	636	666	683	688
Leisure & Hospitality	439	446	419	419
Other Services	93	96	88	86
Public Administration	193	199	183	186
<b>Total</b>	<b>3,621</b>	<b>3,654</b>	<b>3,623</b>	<b>3,587</b>

*Source: Wisconsin Department of Workforce Development, 2016*

While there is no data available on the total number of jobs in the Town of Springfield, Figure 8 shows the number jobs in Marquette County from 2011 to 2014. Overall, the number of jobs provided in the County decreased slightly over the three-year period. Certain sectors have gained jobs, while other sectors were negatively impacted by the mid-2000s economic down turn, particularly the Professional and Business Services, and Manufacturing sectors.

Employment projections for the County come from the Department of Workforce Development. The WisDWD sees growth for jobs in the “Merchant Wholesalers, Nondurable Goods” 3-digit NAICS code, noticing a growth of 32% in the industry within the County between 2007 and 2012. Another potential area for growth is in animal production, which saw a 10% increase between 2007 and 2012. Gasoline stations, food services, and nursing and residential care facilities saw dramatic decrease – each around 25% - during the same time period.

Additional economic information is available through Economic Modeling Specialists (EMSI), a firm providing comprehensive labor market analysis. EMSI projects that the manufacturing and poultry processing industries will continue to grow between 2013 and 2023, with a total increase of 221 jobs within Marquette County. However, this is somewhat offset by the projected declines in employment in farming, sawmills, and drinking establishments. EMSI projects that the total number of jobs within Marquette County will grow by 8% during this time period. More information on the Town’s employment characteristics is provided in Chapter Eight: Economic Development.

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## F. RESULTS OF PUBLIC PARTICIPATION EFFORTS

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The Town of Springfield, in cooperation with Marquette County, its local units of government and State agencies, conducted several public participation events in the early-2000s to involve and educate public officials and private citizens in the comprehensive planning process. In addition, Town officials and some residents participated in the process to update the Marquette County Comprehensive Plan in 2015, and sought input from Town residents on this Town Plan update in 2016.

The following is a summary of the early-2000s efforts, which will be used to guide the more detailed recommendations of this comprehensive plan.

## 1. TOWN OPINION SURVEY

In June 2002, the Town of Springfield participated in a countywide opinion survey. The purpose of the survey was to obtain input from residents and property owners on local and county land use planning issues and their preferred approaches to addressing those issues. The survey was sent to 794 residents in the Town of Springfield, and 230 were returned. This resulted in a response rate of 29% (the overall response rate for the entire county was 32%).

The results of this survey suggest that Town of Springfield residents are generally supportive of planning for the community's future. Residents are most concerned with preserving their natural resources such as lakes, streams, rivers and groundwater, while promoting a modest level of economic development. Most residents preferred small- to medium-scale industrial and small-scale retail development. While additional housing was not reported as an important concern among residents, there was strong support for developing stronger restrictions on the siting of mobile homes in the community. There was also strong support for regulating the location of manufacturing facilities in the town. (Other results from this survey are listed throughout this plan document in black boxes).

## 2. TOWN VISIONING

In 2002, the Town created a Vision Planning Committee to coordinate the community's visioning efforts. That Committee was responsible for publicizing and encouraging local participation in three visioning sessions held in early 2003 to ensure that this *Plan* is based on the vision of the Town residents. Local residents were informed of these sessions through press releases, flyers, and notices inserted in tax bill mailings. The Town's visioning efforts are summarized in the following paragraphs.

### Key Planning Issues Exercise

In January 2003, the Committee organized a session to identify key planning-related issues in the Town. About 40 residents participating in this session identified the following issues:

- § *Housing.* Need to create a balance between housing development and preserving the Town's rural character. Smaller parcels are more affordable than larger 40-acre parcels and allow younger families to move into the Town, but smaller parcels could result in an unattractive rural landscape. Need better control over subdivisions. Town is not sure how much control it has in providing senior or assisted-living housing. Residential areas should be separated from undesirable neighboring commercial uses.
- § *Land Use.* Town is not under County zoning. A pyramid zoning scheme with multiple zoning classifications is one suggested approach to local land use regulation. Town government should come to a consensus on what "small" and "large" lot sizes means. Because there are many large parcels of land that have not yet been divided, there is a threat of unplanned development in the Town.
- § *Economic Development.* Better job opportunities are needed in the area. Types of new businesses and services desired in the area, most suitably in the Village of Westfield or a neighboring incorporated area, include: bakery, drug store, dry cleaner, industrial businesses, hardware store, day care, restaurants, boat rental facilities and gas station. There is potential for an industrial business area along CTH CH, perhaps on land purchased by the Town.
- § *Agricultural, Natural, and Cultural Resources.* There is relative satisfaction and enjoyment of the Town's agricultural, natural and cultural resources and a desire to have these resources protected. Need for better public access to lakes. Desire to expand of the uses of WisDNR land, possibly as a picnic area. Need for better bike and hiking trails, recognizing that there are costs associated with developing and maintaining such trails. There is interest in identifying grant programs available for trail development. More controls on logging activity needed at certain times of the year, with better clean-up rules once logging is completed.

- § *Transportation.* There is relative satisfaction with the town road system and access to state and federal highway system.
- § *Utilities and Community Facilities.* The following issues and desires were identified: There is a desire for a centralized recycling area in the Town. The fire department needs more support from fundraising efforts. The community center should be expanded for additional activities and/or services, either as an addition to the current building or as a new building across the street. The Town Hall building could be utilized for more services, such as a senior or day care center. There is a lack of ball fields in the town. There is potential for a new town park near the landfill site, but the Town no longer owns the property. A public, heated swimming pool is desired to serve the larger northwest region of Marquette County, possibly at the high school.
- § *Community Character/Local Government.* A desire to better regulate junk cars and trailers. Old, unsafe and uninhabited buildings should be torn down or removed. A desire to keep property taxes low in Springfield. Any additional services and facilities should be funded, in part, by state and federal grants.

### **Visual Preference Survey**

In January 2003, workshop participants were asked to view a series of slide images, which were not necessarily of Springfield, and identify the types of landscapes they would like to see, and the types of images they would not like to see in Springfield. Members selected “positive” images that identified various types of rural landscapes, particularly those that emphasized farming and recreational uses. Examples include small, well-kept family owned farms; farm fields and natural areas creating open space and scenic vistas; rolling hills and wooded areas; and buildings and houses separated across the landscape. “Negative” images selected by participants included homes very close to one another; urban sprawl and development; a waste treatment plant; traffic lights; tall buildings; “cookie-cutter” subdivisions; and sidewalks, curbs, gutters, street lights and other city development characteristics.

In addition to the visual preference survey, the Town’s Vision Planning Committee participated in a photo survey of Springfield. Members were given cameras and asked to travel throughout the town and identify “the good, the bad and the ugly” places in Springfield. These photographs were posted at the initial visioning workshop for attendees to view and discuss.

### **Summary of Visioning Efforts**

Several common themes emerged from the three visioning exercises, including the following:

- § Town residents appreciate the close proximity to other towns and the Village of Westfield yet enjoy their distance from Madison and other metropolitan areas.
- § There is a desire to retain the Town’s rural atmosphere comprised of lakes, wildlife, dairy farms, and historic places.
- § There is interest in preserving the Town’s abundant natural resources so that people visiting or residing in Springfield can enjoy biking, hiking, hunting, fishing, snowmobiling, and boating.
- § The many summer camps and nursery in the Town are well appreciated commercial establishments.
- § There is a desire that growth be well planned and coordinated.

### **3. PUBLIC PARTICIPATION PLAN**

In 2003, the Town Board adopted its Public Participation Strategy and Procedures. This plan was developed to assure that citizens had a variety of opportunities and methods for receiving information about and having input into the Town’s planning process and planning related issues.

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## G. REGIONAL, COUNTY AND LOCAL OPPORTUNITIES

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### 1. REGIONAL OPPORTUNITIES

The Town of Springfield and all of Marquette County are strategically situated within central Wisconsin's larger regional population and recreational base. This location, coupled with the area's wealth of natural resources and rural lands, offer **unique regional opportunities** that will help drive the future growth and health of the Town and County. These opportunities are based on proximity to growing urban areas, transportation accessibility, abundant natural resources for recreation, and nearby tourist destinations.

#### Proximity to Metropolitan Areas

Marquette County and the Town of Springfield are within an "urban field," a term used to describe peripheral rural areas that share a strong flow of people, commodities, money, and information with nearby metropolitan magnets. Rural places in the "urban field" are popular for weekend visits, seasonal recreation, vacation homes, and retirement living. Marquette County lies within a 1-to 4-hour drive from the Madison, Milwaukee, Fox Valley, and Chicago areas. Wausau, Stevens Point, and Wisconsin Rapids are also within an hour.

This flow of people and goods will undoubtedly increase as the surrounding metropolitan areas become more populated and congested. Over the next 30 years, the Chicago seven-county metro area is projected to increase by almost 30% or by 2.4 million people, reaching a projected population of slightly over 10.6 million people. Similarly, the Milwaukee four-county metro area is projected to grow 11% by 2040 to a population of 1.7 million people. Dane County is projected to grow 24% by 2040 to reach a population of 606,620 people. Today, nearly one half of Marquette County's workforce commutes outside of the County for work. This trend will likely continue as job opportunities expand in the Madison and Fox Valley metropolitan areas.

#### § Good Access and Connections

Interstate 39, with its connections to major urban centers including Madison and Chicago (and Milwaukee and Minneapolis/Saint Paul via Interstate 94), provides excellent access to Marquette County and the Town of Springfield. State Highways 22 and 23 provide access to and from adjacent communities and regional markets such as the Fox Valley area, the Lake Puckaway/Green Lake area, and the Wisconsin Dells/Baraboo area. This access to regional markets supports traditional forms of economic development (e.g., industrial parks), continued tourism growth, and the ability of two-wage earner families to live in Marquette County and each work in a different metro area within an hour's drive.

The County also has excellent access to high-speed internet service, based largely on investments by a rural cooperative. Strong internet access cannot be underestimated as an economic asset. It allows business growth in industries dependent on high-speed data transmission. It also enables telecommuting and good connections for visitors, retirees, and educational service delivery.

#### Abundant Outdoor Recreation Areas

Marquette County's open lands, trout streams, lakes, river impoundments and woodlands make it a popular destination for residents, seasonal hunters, fishermen, boaters, hikers, campers, and tourists. The County offers four seasons of outdoor recreational opportunities and greater than 12,000 acres in public ownership available for recreation.



Some of the most popular outdoor activities in the C impact of hunting and fishing the State. According to the National Fish and Wildlife Survey of Fishing, life-Associated Recreation, hunting related expenditures in Wisconsin totaled \$2.5 billion in 2011 and fishing related expenditures totaled \$1.4 billion. In 2011, there were approximately 1.6 million hunters and anglers in Wisconsin, who spent an average of \$29 per day during a fishing or hunting trip. As the region’s population base grows over the next 20 to 30 years, use of County lands for fishing and hunting will likely increase, along with increased expenditures in local sporting goods stores, accommodations, restaurants, guides, and other service-related establishments.

The Fox River provides another unique regional opportunity. It enters the County from Columbia County and flows through to Green Lake County. The Fox-Wisconsin Heritage Water Trail has been designated by the National Park Service as a National Recreation Trail. The purpose of this river parkway between Portage and Green Bay is to highlight unique cultural, historical, recreational and natural resources. Along the Upper Fox River portion of the parkway, State and federal plans suggest opportunities to promote designated canoe routes that re-trace the discovery route of Marquette and Joliet, early French explorers. Land-based trail systems along the corridor are also envisioned.

**Unique History**

Marquette County’s natural resources also have a unique and colorful history. The boyhood of John Muir, a naturalist considered the “Father of our National Park System,” lived in Marquette County. In 1849, the Muir family moved from Scotland and homesteaded 160 acres in Marquette County. Much of Muir’s land ethic and philosophy came from his time in Marquette County. Muir had a direct hand in the establishment of Yosemite, Sequoia, and Grand Canyon National Parks. In 1892, Muir helped found the Sierra Club, the first conservation organization in the United States. In Marquette County, his orientation competitions, book festivals, landscape photography-themed festivals or other similar events honoring Muir’s legacy that, over time, have become a part of the County’s identity for the area as “Muir-quette” County.

**2. COUNTY AND LOCAL OPPORTUNITIES**

The Town of Springfield and Marquette County’s unique assets make it an attractive place to visit or live. Marquette County and the Town of Springfield will recognize, improve, and market the varied resources and amenities found in the Town and County through the following priority initiatives.

**Attract and Retain Residents**

Marquette County and the Town of Springfield have an abundant supply of another resource often overlooked in assessing economic development opportunities: small town atmosphere. Marquette County’s communities offer opportunities to live a slower pace, find affordable housing, be within short walking or biking distance to schools and shops, and be in proximity to the recreational and entertainment assets of the region. The County will seek to attract new residents, from young families to commuters to “urban refugees” to retirees—all seeking a quality, affordable, living environment.

Marquette County desires to proactively address (and hopefully reverse) the County’s aging demographic and limited population growth, capitalizing on the unique quality of life offered in Marquette County and on new efforts to improve it. A “Marquette Life” theme is advanced throughout the County’s Comprehensive Plan “Marquette Life” encompasses a set of initiatives and programs to improve the quality of life and opportunities for existing residents, prospective residents, and visitors (who sometimes become residents).

### Grow Tourism

Tourism is one of Wisconsin's top three industries. In 2013, travelers spent nearly \$10.6 billion in the state (with an estimated \$20.2 million in Marquette County, an increase of over 4% from 2012). Travelers to Marquette County contributed \$2.5 million in State and local taxes and the County's tourism industry employed 291 people in 2013. With its proximity to growing metropolitan areas, the County is poised to take advantage of this trend for years to come. With greater access, careful management and thoughtful preservation, the multitude of outdoor activities available – have the capacity to expand the County as a center for nature based-tourism. These include biking, hiking, climbing, canoeing, boating, hunting, camping, nature viewing, and fishing. For example, the County's blue-ribbon trout streams draw fishermen from across the State and region. There are opportunities to cooperatively develop and market these recreational activities with other counties and cities in the region to a growing, eager market in nearby metro areas.

The tourist entertainment destinations surrounding the County, including the hotels and water parks located in the Dells area, the weekend flea market in Princeton, and the hotels and vacation homes in Green Lake County, provide an opportunity to create a market niche. This niche should complement the events and activities going on around the region and take advantage of the County's natural assets. The continued growth potential for this niche, if carefully planned, will provide a significant growth opportunity for the County. Finally, the co-marketing of the nature based-tourist activities, cultural destinations, and local festivals in conjunction with the tourist entertainment activities will create a unique tourist destination with the capacity to meet a wide range of needs and interests.

### Preserve Agriculture as an Economic Activity

Preservation of the County's agricultural uses and heritage is an important component of the future growth, both economic and physical. The changing national market for agricultural products, including the demand for local and organic products, value-added agriculture, niche and specialty crop markets, and the role for agriculture in biotechnology, create an opportunity for agriculture-based economic growth. The existence of an economic driver for agricultural preservation creates a secondary, though equally important, result. This is the preservation of the rural character and scenic views, which are valued by residents and visitors alike.

Agricultural tourism provides another opportunity to add value to the local agricultural economy. In conjunction with other heritage-based tourism activities in the area, local farmers' markets, day-on-the-farm and pick-your-own programs, the Marquette County fair, brat festivals, miniature horse fairs, and other local festivals provide families with a variety of day-tripping activities for both residents and visitors.

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## H. STATEMENT OF OVERALL VISION

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Each chapter of this comprehensive plan includes a set of goals, objectives and policies which will provide the vision and policy guidance that the Town Plan Commission, Town Board, town residents and landowners, and other interested groups and individuals need to guide the future preservation and development of Springfield over the next 20+ years.

Goals, objectives and policies are defined below:

§ **Goals** are broad statements that express general public priorities about how the county should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.

§ **Objectives** are more specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.

### 2002 Town Survey Results

*When asked to identify a vision statement for Marquette County in the year 2020, most Town of Springfield respondents chose:*

**"Preserve rural landscape with limited new development".**

- § **Policies** are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. The policies are intended to be used by decision-makers on a day to day basis.
- § **Programs** are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are sometimes included in the same lists as “policies” and are sometimes included in the same section as “recommendations,” depending on the chapter.

Below is an overall vision statement of goals to guide the future preservation and development in the Town of Springfield over the 20-year planning period. Goals, objectives, policies and recommendations for each plan element are provided in the corresponding chapter.

**Town of Springfield Vision Statement:**

*“Residents in the Town of Springfield envision that the town will remain a peaceful, aesthetically pleasing, rural community by preserving agricultural areas, historic aspects and natural resources; whereby residents will enjoy clean air, water and recreational opportunities associated with the natural beauty of the environment. Springfield will manage growth and development with reasonable regulation in a fiscally responsible manner.”*



## **CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

### III. AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter contains a compilation of background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection, as required by §66.1001, Wisconsin Statutes.

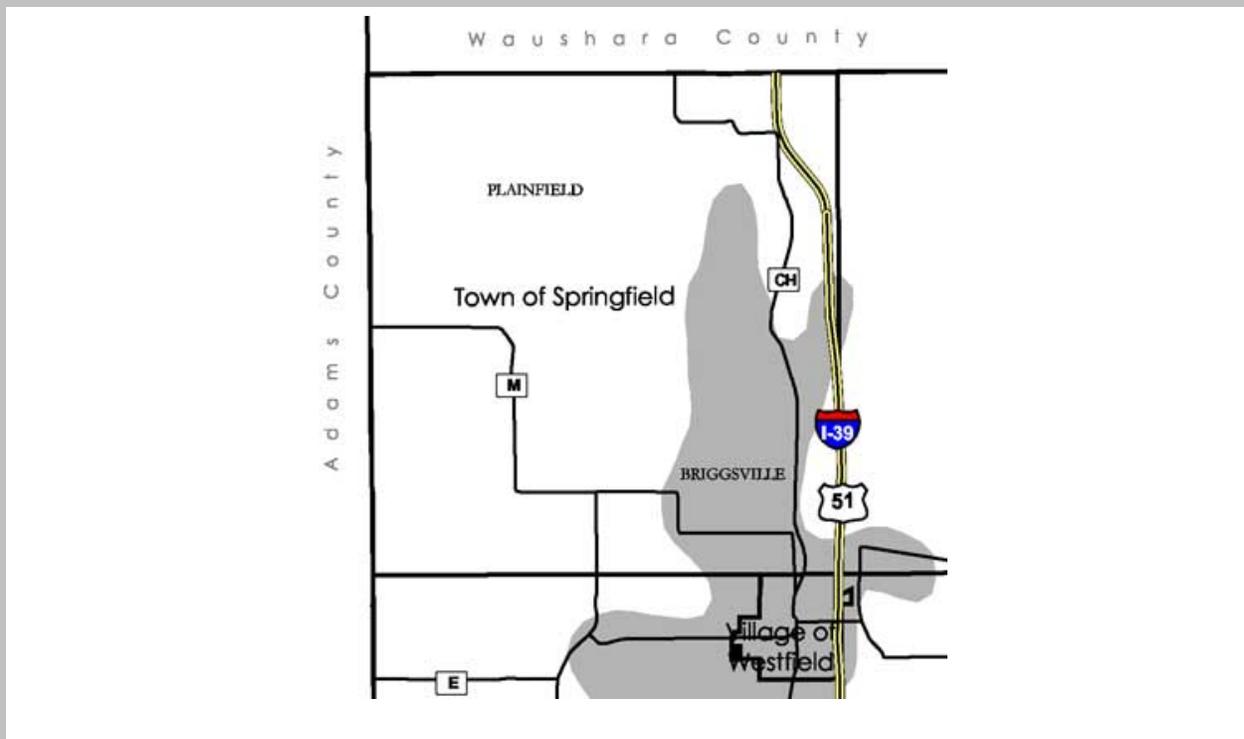
#### A. AGRICULTURAL RESOURCE INVENTORY

The following is a brief overview of the character, location, and viability of farming activity in the Town of Springfield as of the late 1990s and early 2000s.

##### 1. CHARACTER OF FARMING

According to the 2003 land use inventory, approximately **44 percent** of the Town is used for farming, including row crops, forage land, and grazing land. According to the Town planning committee, there are 15 active farms operating in Springfield in 2004, which is down from about 37 farms operating back in 1990. Of the 15 farms, eight are dairy operations. There were 5,938 acres of farmland on the Town's tax rolls as of 2003, which amounts to 27 percent of the Town's land area. Countywide, trends in farming mirror the region and state, with an overall decline in the number of full time farm operators and a drop in average farm sizes. According to the ECWRPC, the number of farms in Marquette County decreased from 540 in 1990 to 530 in 1999. Over that same time period, the average farm size in the County decreased from 278 to 257 acres.

Figure 9: Soil Suitability for Agriculture



## 2. ASSESSMENT OF FARMLAND VIABILITY

Less than a third of the Town's land area is well-suited to agricultural uses with soils that have good textures, moderate permeability, adequate depth, low erodability, and free from flooding. The U.S. Soil Conservation Service ranks soil suitability for different uses into eight capability classes, with Class I soils being considered prime farmland, and Class VIII soils being useful for recreational purposes or natural habitat areas only. **Class I and II soils are shown in gray** in Figure 9 map inset to the left, and are primarily located in the eastern third of the Town. Class III and IV soils cover the Town's remaining land area and these soils have moderate to severe limitations which reduce the number and type of crops that can be grown and require special conservation practices to prevent erosion. A description of the "Plainfield" and "Briggsville" soils labeled on Figure 9 are provided later in this chapter.

## 3. FARMLAND PRESERVATION EFFORTS

Town of Springfield farmers can participate in federal, state, and local programs and initiatives that are intended to **preserve long-term farming activities**. The 2002 Farm Bill reauthorized several federal programs, including the Conservation Reserve Program (CRP) that protects sensitive farmland; the Wetland Reserve Program that restores wetlands, the Wildlife Habitat Incentives Program that improves wildlife and fishery habitat; Grazing Lands Conservation Incentive that provides cost-sharing to improve grazing lands; and the Environmental Quality Incentives Program that cost-shares conservation practices (this program is a partnership between the USDA Farm Service Agency and the USDA Natural Resource Conservation Service).

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## B. AGRICULTURAL RESOURCE GOAL, OBJECTIVES AND POLICIES

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*Goal: Protect the Town's economically productive farmland areas*

**Objectives:**

- a. In planned agricultural areas, limit the amount of non-farm uses and guide the location of homes on individual sites.
- b. Protect farm operations from incompatible land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment.
- c. Work to preserve farming as a viable occupation and way of life within the Town.

**Policies:**

1. Utilize this *Plan* and explore optional regulatory methods to **minimize nonagricultural development in farming areas**.
2. **Promote the continuation of the "family" farm** by supporting the introduction and operation of agriculture-support businesses, and providing families with opportunities for small non-farm businesses to supplement farm income.
3. **Support efforts to regulate large-scale livestock operations** and to mitigate their impacts so they do not degrade community and environmental sustainability.

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## C. AGRICULTURAL RESOURCE RECOMMENDATIONS

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Expanding on the local planning policies listed above, this *Plan* advises the following strategies to preserve the Town's agriculture land base:

## 1. MINIMIZE NONAGRICULTURAL DEVELOPMENT IN FARMING AREAS

A large amount of residential development in agricultural areas makes farming extremely difficult to continue. There are numerous conflicts between such uses, including, noise, odors, use of roads, and hours of operation. Further, the intrusion of nonagricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers. To avoid this situation, this *Plan* advocates an approach to minimize the amount of residential development in the Town's farming areas.

As described more fully in Chapter Four: Land Use, the Town mapped the *Rural Lands* designation over many other areas where agricultural soils might be less productive, or where farming has been more of a marginal land use activity. These *Rural Lands* remain suitable for farming use, but are recommended for a housing density of one home per 10 acres, and future platting and development in these areas should adhere to the "conservation neighborhood design" concepts described above and illustrated on a following page.

## 2. PROMOTE THE CONTINUATION OF THE "FAMILY" FARM

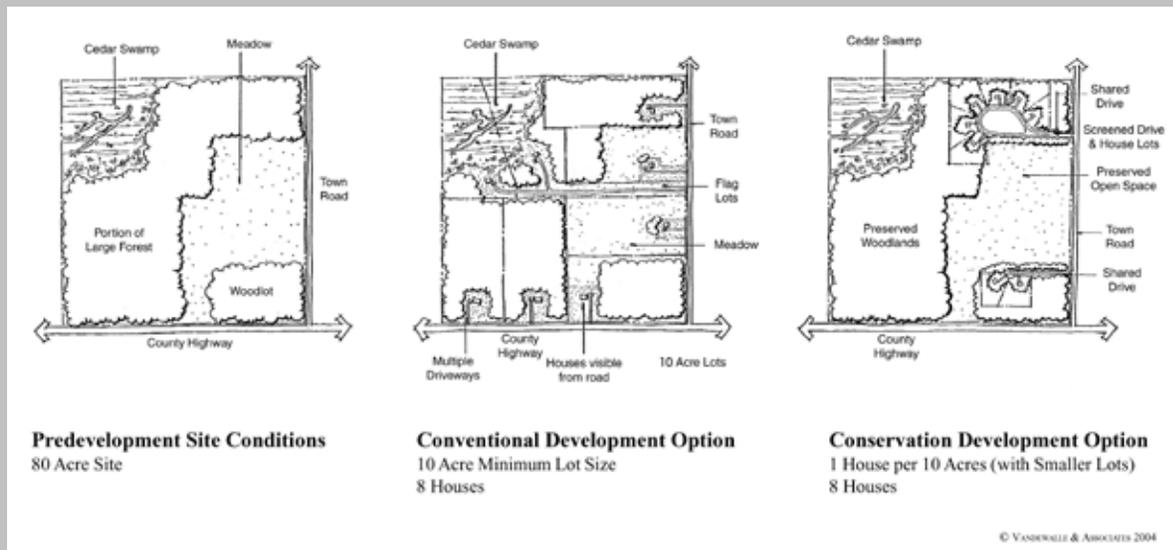
For the most part, the County and Town planning processes showed support for the "farm community," and general reluctance to promote large "factory" farm operations. Farmers and local governments have little control over the price for agricultural products, which are set by federal policy and price subsidies. However, interested parties can work locally on a variety of efforts to improve farm family income. These may include:

- § Working with UW-Extension and County staff to increase efficiency in farm operations, provide technical assistance including exploring alternative farming techniques (e.g., grazing), and provide advice on other financial and technical support opportunities.
- § Working to promote specialty agriculture, directed primarily to providing food and products for the local market. On the demand side, work with local stores to promote sales of local products and help develop Farmers Markets. Strategies to promote value-added agriculture, directly market farm products to consumers, participate in the Agricultural Development Zone Program, and promote agricultural-based tourism are provided in Chapter Eight: Economic Development.



*This Plan recommends minimizing the amount of development in the Town's farming areas*

Figure 11: Examples of Conventional and Cluster Development (Rural Lands)



### 3. SUPPORT EFFORTS TO REGULATE LARGE-SCALE LIVESTOCK OPERATIONS

A growing number of dairy operations across the state have begun expanding their herd size and modernizing their facilities to increase productivity and competitiveness. These “mega farms” are increasingly raising concern among neighboring farmers, landowners, and residents because of the intensity of the operation and their impact on local roads, adjacent land uses and the environment. This *Plan* supports recent state efforts to ensure that the impacts of large-scale livestock operations do not degrade the environment or disturb neighboring uses. In April 2004, the state enacted new legislation intended to create a more predictable framework for county and municipal decisions to site or expand large-scale livestock facilities in Wisconsin. The new law directs the Department of Agriculture, Trade and Consumer Protection (DATCP) to appoint a panel of experts to develop a list of **performance standards** for the siting of new or the expansion of existing livestock operations with 500 or more animal units. If a local government chooses to regulate livestock facilities through their zoning ordinance, it must use the performance standards set by DATCP when deciding to approve or deny a proposed facility. In general, a local government will have difficulty denying any proposed siting or expansion of a livestock facility if there is a determination that the operator complies with DATCP standards. Local governments may apply more stringent standards than the ones established by DATCP if it adopts them by ordinance based on “reasonable and scientifically defensible” findings that demonstrate a health or safety need. The livestock operator and any person who lives or owns land within two miles of the livestock facility may appeal the decision made by the local government on the grounds that the community either incorrectly applied the statewide performance standards, or lacks the statutory authority to approve or deny applications.

The Town should continue to monitor the progress of these DATCP practices and standards and explore what options are available to the Town to incorporate these standards. At a minimum, this *Plan* advocates the following practices for large-scale livestock operations:

- § *Proper siting and design of manure storage facilities:* Large farm operators should carefully consider the siting and design of manure storage facilities. Improper storage of manure may cause pollution of groundwater or surface water. Common types of storage facilities include walled enclosures, storage ponds (or earthen facilities), aboveground tanks, and underground storage (typically beneath confined free-stall buildings). Each facility has different site limitations, costs, and labor requirements.

- § *Control runoff from areas where manure is concentrated:* Large farm operators should prevent rain and melting snow from washing manure nutrients and bacteria into nearby drainageways, streams and lakes. Common practices include the placement of rain gutters, downspouts and outlets on all buildings near manure-covered areas; diverting water away from a barn or feedlot by building a berm or dredging a channel; constructing a settling basin at the lower end of the feedlot that allows runoff water to leave the yard at a controlled rate; or installing a filter strip or buffer area at the lower end of the feedlot to trap nutrients and suspended material.
- § *Careful application of manure fertilizer:* Large farm operators should spread their manure fertilizer according to a nutrient management plan to protect water quality and maximize the benefit from manure. The key is to put manure in known places at known rates. Too much manure application or allowing runoff from spreading sites can result in polluted streams, lakes or groundwater, without any increases in productivity.
- § *Protect streambanks and shoreline areas:* Farm operators should restrict their cattle herd's access into any streams or shorelines within the grazing areas. When cattle are concentrated along stream banks and shorelines, bank erosion and manure can threaten water quality and fish habitat. Several practices can allow cattle access to water while protecting banks and shorelines. These include installing fencing, constructing stream crossings and access ramps, or pumping water to a location away from the stream.

During the interim period as DATCP establishes its Best Management Practices and performance standards, the Town should actively ensure that it is properly notified when any landowner wants to raise their operation to over 1,000 animal units. WisDNR requires concentrated animal feeding operations (CAFOs) with 1,000 or more animal units to obtain a permit. This permit is called a Wisconsin Pollutant Discharge Elimination System (WPDES) Concentrated Animal Feeding Operation (CAFO) permit—or a WPDES CAFO permit. These permits are designed to ensure that farm operations choosing to expand to 1,000 animal units or more use proper planning, construction, and manure management practices to protect water quality from adverse impacts. At the time of writing, there was one large-scale farm operation in Marquette County regulated under this permit program.

Before submitting a WPDES CAFO permit application to operate a feedlot with 1,000 or more animal units, this *Plan* recommends that the landowner submit a site plan for the proposed operation for Town review. This site plan should demonstrate how the landowner intends to mitigate traffic impacts, nuisance issues, and manure storage and water quality impacts associated with this large-scale operation. The landowner should meet with the Town Plan Commission to discuss the submitted site plan. The site plan should include the same information as required for the WPDES CAFO permit application. This includes:

- § The location of the existing and proposed site on plat maps, aerial photographs, and soil survey maps.
- § Scaled drawing(s) locating animal housing, waste storage facilities, runoff controls, groundwater monitoring wells, loafing or outside lot areas, feed storage structures and water supply wells.
- § A description of proposed and existing waste storage facilities, and a nutrient management plan.
- § A description of proposed and existing runoff control systems, groundwater monitoring systems, permanent spray irrigation or other landspreading systems.
- § Information on current and future animal units for the operation and the expected expansion dates.
- § A narrative containing background information on the operation as it exists and how it will function after the planned construction or expansion.

A proposed CAFO usually requires a public hearing. Town Plan Commission review of this site plan, and subsequent discussions with the landowner, will serve as the basis for the Town's submittal of a formal

letter to WisDNR during the public comment period of the WPDES CAFO permitting process. This letter will indicate whether or not the site plan was submitted for Town review, and will include any findings or concerns related to the proposed operation. The Town should contact the Agricultural Runoff Management Specialist in the WisDNR Northeast Regional Office to formally request, in writing, that the Town be notified of all public comment periods related to a CAFO permit request in Springfield.

**4. ENCOURAGE FARMERS TO PARTICIPATE IN THE FARMLAND PRESERVATION PROGRAM**

In the 2013 tax year, around 30 Marquette County farmers claimed farmland preservation tax credits, totaling only \$30,000 in Wisconsin tax dollars being returned to the County's farmers and economy each year. This figure is dwarfed by the several hundred thousand in credits being returned to farmers in nearby counties. Increasing the credits received in Marquette County would enhance farm income, promote farm facility and equipment investments, and boost spending in the County.

The level of awareness of the currently opportunities and obligations under the tax credit program could be improved. As the Town does not administer the program itself, it intends to work with Marquette County, DATCP and other State agencies to engage in an educational effort to:

- § Inform Town farmers of the \$7.50 per acre tax credit available, if planned as a "farmland preservation area" and zoned AG-1. Some farmers may still believe that the formula is more complex and tied to farm income, as it was before 2009.
- § Educate farmers on the conservation requirements associated with tax credit eligibility, including linking them with providers of and funding for conservation and nutrient management plans, and opportunities for self-certification to prepare their own plans.

## D. NATURAL RESOURCE INVENTORY

The Town's rural landscape is defined not only by rolling farm fields and farmsteads, but also by its wetlands, lakes, streams, woodlots, hills, and other natural features. Results of the 2002 survey found that most residents value the area's natural resources and believe they are critical to ensuring the area's quality of life, recreational opportunities, and economic health. Map 2 depicts the Town's key natural resources, some of which are described in more detail below.

### 2002 Town Survey Results

*When asked to identify the most important future planning issues facing Marquette County, most Springfield respondents chose "protecting lakes, rivers, streams, and groundwater" as their number one choice.*

#### 1. LANDFORMS/TOPOGRAPHY/NON-METALLIC RESOURCES

Springfield's landforms and topography are characterized by several **glacial advances and retreats** that took place over northeastern and central Wisconsin some 15,000 to 25,000 years ago. As a result of this activity, numerous unique geologic and topographic features emerged such as escarpments, outwash plains, lake plains, terminal moraines, ground moraines, and drumlins. The **highest point in the County** is located in Sections 7 in Springfield (1,300 feet above sea level). This area is heavily wooded with oaks, maples and evergreens. Some rock outcroppings exist at the southern edge of the hill, which rises up to 300 feet above the surrounding area. Each of these features has its own unique qualities that relate to land use planning, including: structural suitability, groundwater interaction, and the provision of non-metallic minerals to serve growing development in the town. The entire County lies in a very significant region geologically, home to several stone quarries and masonry industries. Extensive deposits of sand and gravel are found in several areas of the County, and there were a total of six active non-metallic mining (or quarry) locations operating in the County as of 2003. There is **one limestone quarry** located in the Town of Springfield.

Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. This statute does not directly apply to the Town of Springfield, which has not adopted zoning authority.

At the time this plan was written, Marquette County does not have a register of marketable mineral deposits. However, the County does maintain a list of active and inactive nonmetallic mine sites. Six of these sites are actively mined.

#### 2. GENERAL SOILS INFORMATION

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. As defined by the United States Department of Agriculture, the soils in Marquette County are of eight major types: *Plainfield-Gotham*, *Houghton-Adrian*, *Oshemo-Gotham*, *Delton-Briggsville-Mundelein*, *Granby-Tedrow-Moundville*, *Lapeer-Pardeeville-Metea*, *Gotham-Mecan*, and the *Mecan-Metea* associations. The following is a summary of the three most common soil associations found in the Town of Springfield.

§ The *Plainfield-Gotham* is the **most extensive soil association** in Springfield, covering the western and central portions of the township. Most of the areas in this association remain in woodland, but some areas have been cleared and are used for agriculture. The steeper soils are used mainly for pasture and maintained as woodland. This soil association poses few limitations for development and on-site sewage disposal.

**Map 2: Natural Areas**



- § The soils in the *Delton-Briggsville-Mundelein* association cover the eastern third of the Town, and are generally sandy underlain by silty clay at about three feet. Most of the areas in this association are well drained and suited for farming. This soil association poses slight to moderate limitations for development and on-site sewage disposal.
- § Portions of Sections 8, 16, and 17 are covered by the *Oshtemo-Gotham* soil association, which includes soils which are loamy underlain by sandy material at about three feet. These soils are well drained. This association is distributed mainly over hills, ridges, outwash terraces and sloping areas. Much of the areas in this association are cultivated and suited for farming, with the steeper soils used mainly for pasture or woodlands. This soil association poses few limitations for development and on-site sewage disposal.

### 3. DRAINAGE BASINS

Marquette County is divided into seven major watersheds, all of which lie within the Upper Fox River Basin. The Town of Springfield lies in the **Montello River Watershed**, which drains the northwest part of the County and is the largest in the County covering 126 square miles of agriculture, forestland, and the developed areas of Westfield, Harrisville and parts of the City of Montello. This watershed flows in a southeast direction toward Montello.

### 4. GROUNDWATER

Groundwater supplies nearly all of the water for domestic, commercial and industrial uses in Marquette County. In the Town of Springfield, groundwater is primarily used for rural domestic, irrigation, and stock watering uses. In general, groundwater use has increased in the County and throughout the region as urban areas continue to grow and require significant quantities of water for residential, commercial, and industrial uses. The increase in rural housing developments, each with their own private well, also places demands on the existing aquifer system.

The **quality of the Town's groundwater is relatively good.**

According to data from the Central Wisconsin Groundwater Center in 2002, of the 560 private wells sampled in Marquette County, 7 percent tested with a nitrate-N level over the health standard of 10 milligrams per liter. This was one of the lower percentage readings in the East Central region. From the same data source, of the 652 private wells sampled for bacteria, 12 percent tested positive—which are results that are similar to surrounding counties in the region. A statewide model was developed by WisDNR to assess the potential for groundwater contamination for the entire East Central Region based on a number of geologic, soil, and aquifer conditions. The highest susceptibility for contamination exists in areas with sandy soils, thin soils or fractured bedrock, with includes most of the Town of Springfield.

### 5. SURFACE WATERS

Prominent named lakes in Springfield include Wood, School Section, Burnita, Pine, and Twin Lakes. Most of these lakes are lined with residential development. The Town serves as the headwaters region for four classified **Class 1 trout streams**: Tagatz Creek, Caves Creek, Lawrence Creek, and Chaffee Creek, all of which flow through the Town in an easterly direction. There are no dam structures located in the Town of Springfield.



*Stream in the Town of Springfield*

## 6. FLOODPLAINS

In Wisconsin, **floods are one of the most common types of natural disasters** and each year Wisconsin communities suffer millions of dollars in flood damages. The Federal Emergency Management Agency (FEMA) designates floodplain areas in the state. These are areas predicted to be inundated with flood waters 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. Map 2 shows the boundaries of mapped floodplains in the Town of Springfield in dark blue. The National Flood Insurance Program maps produced by FEMA should be referenced for official delineation and elevations of floodplain boundaries. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage.

## 7. WETLANDS

Wetland areas cover about seven percent of the Town's land area. These wetlands are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat, and serve social functions such as open space, recreation, and aesthetics. Historically, the greatest threats to wetlands in the County, region and state have been agricultural drainage and urban development. Thousands of acres of hydric soils have been drained and converted to farmland or filled for roads and urban development, according to a review of historic USDA soil survey maps conducted by ECWRPC.

The larger wetland areas in the Town are found in Sections 14, 23 and 26. Some of these are partially protected as State Wildlife Areas. All known wetland areas over five acres have been identified and mapped by WisDNR through its Wisconsin Wetlands Inventory, which was used to create the wetland layer on Map 2. Generally, County zoning prohibits development in these areas.

## 8. WOODLANDS

According to the 2003 existing land use inventory, approximately **39 percent of the Town is covered by woodlands**. The uplands contain mostly Oak, Pine and Central Hardwoods; while the lowlands contain mostly tamarack, black spruce and bottomland hardwoods. Countywide, the majority of woodland is made up of poor quality "scrub oak" that has low value as timber.

As of September 2003, there were over 2,264 acres of privately-owned forestland in the Town of Springfield enrolled in either the Forest Crop Law (FCL) or Managed Forest Law (MFL) program, both administered by WisDNR (see sidebar for more information on these state forest programs). Unlike the FCL program, MFL landowners are not required to keep their land open for public recreational use. As a result, only 190 acres of MFL land are "open" for hunting, fishing, hiking, cross-country skiing, and sight-seeing.

## 9. ECOLOGICAL LANDSCAPES

The Town of Springfield lies in an ecological region known as the "**Central Sand Hills.**" This region is located at the eastern edge of the old Glacial Lake Wisconsin and contains a series of glacial moraines and partially covered glacial outwash. Pre-settlement vegetation consisted of oak forests, oak savanna, and a variety of prairie types. According to Marquette County's 1999 *Outdoor Recreation Plan*, there is one oak savanna site in the county, the Black Oak Savanna east of the Village of Westfield on private land.

### State Forest Programs

The Forest Crop Law (FCL) program, enacted in 1927, allows private landowners to defer tax payment on timber until after the harvest, or when the contract is terminated. FCL enrolled parcels must be at least 40 acres of contiguous forestland and be open to the public for hunting and fishing. Permanent houses are not allowed on these parcels. New enrollment for this program terminated in 1986.

To qualify for the Managed Forest Law (MFL) program, which was enacted after 1986, forest land must be at least 10 contiguous acres and participating landowners must adopt a forest management plan that includes harvesting at least 80 percent of their forested area. In exchange, their land is assessed for tax purposes at a rate below the state average.

## 10. RARE SPECIES OCCURRENCES

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species in the state. This data is obtained through field inventory. As of September 2003, there were several documented occurrences of **rare or threatened species** the Town of Springfield. Map 2 shows that these occurrences were reported somewhere in Sections 1, 2, 7, 8, 9, 10, 15, 17, 18, 22, 25, 30, 31, and 32 of the Town. More specific information on location and type of specie is available from the WisDNR's Bureau of Endangered Resources. The **Karner blue butterfly**, added to the Federal Endangered Species list in 1992, is found in the northern half of Marquette County. On public rights of way where the protected blue butterfly existing, town and county highway departments engaging in mowing and maintenance need to get a permit from the U.S. Fish and Wildlife Service.

## 11. STATE FISHERY AND WILDLIFE AREAS

There are portions of **three State Fishery or Wildlife Areas** within Springfield: Mecan River State Fishery Area (previously part of the Chaffee Creek area) Caves Creek State Fishery Area, and Lawrence Creek State Wildlife Area. **Lawrence Creek** is a cold, hard water trout stream with an excellent stream flora and fauna. This creek is internationally famous for research on brook trout ecology, life history, and management. The 25-acre protected area includes the main spawning area for a large reproducing population of brook trout. The Lawrence Creek Wildlife Area is owned by the DNR and was designated a State Natural Area in 1968.

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## E. NATURAL RESOURCE GOAL, OBJECTIVES AND POLICIES

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*Goal: Protect the Town's natural features, including wetlands, lakes, woodlands, wildlife habitats, open spaces and groundwater resources*

**Objectives:**

- a. Preserve the Town's rivers, creeks, lakes, floodplains, wetlands, steep slopes, ridgetops, and woodlands.
- b. Protect surface water, ground water, and shoreline quality within Springfield.
- c. Encourage the use of soil conservation practices and the management of woodlands.
- d. Direct development away from environmentally sensitive areas and productive forest lands.
- e. Pursue opportunities that support both natural resource protection and rural economic development.

**Policies:**

1. **Map and protect "environmental corridors"** as a composite of the Town's most sensitive natural areas, by:
  - a. Protecting areas classified as wetlands on Wisconsin Wetland Inventory Maps, on Map 2 of this *Plan*, and on more detailed field surveys from development to preserve the significant natural functions that wetlands provide.
  - b. Protecting areas within the 100-year floodplain as shown on Flood Insurance Rate Maps and more detailed surveys from development to avoid damage to private and public property and the health, safety and welfare of the community.
  - c. Discouraging building or driveway development on slopes in excess of 20 percent.
2. **Protect surface water quality** (e.g., waterways, drainage channels, lakes, ponds, and wetlands) by supporting streambank management, natural shoreline restoration practices, erosion control, proper agricultural practices, stormwater management and use of buffer areas as appropriate practices to

protect the Town's water quality, depending in part on the quality and sensitivity of the associated water and the relative presence or absence of development.

3. **Protect groundwater quality** through the proper placement and dispersion of new on-site wastewater systems, appropriate maintenance and replacement of older systems, and preventing excessive irrigation practices.
4. **Support long-term woodland management efforts**, encourage forest landowners to enroll in the State's Managed Forest Land Program, and promote best management practices for forestry activities.
5. Work to **protect rare specie and wildlife habitat areas**.
6. **Build on the Town's natural resources to promote tourism** and local economic development.
7. **Carefully review proposals for mineral extraction sites and operations**.
8. Cooperate with other units of government and non-profit land conservation agencies on natural resource preservation which are under shared authority or cross government boundaries.
9. Continue to support efforts to educate citizens on the tools, programs, and incentives that protect the natural environment.

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## F. NATURAL RESOURCE RECOMMENDATIONS

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Expanding on the local planning policies listed above, this section of the *Plan* provides specific recommendations for conserving the Town's environmentally sensitive areas. Specific tools to implement these recommendations are provided in Chapter Nine: Implementation.

### 1. MAP AND PROTECT ENVIRONMENTAL CORRIDORS

The Town should map and protect environmental corridors which are, in effect, a composite of important individual elements of the natural resource base. They have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. Environmental corridors generally occur in a linear (corridor) pattern on the landscape (see Map 4 (*forthcoming*) for *Environmental Corridor* delineations). As mapped within Springfield, environmental corridors include the following areas:

- § Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing County zoning. Wetlands of five acres or greater are included. This layer may not include all wetlands that are subject to state and/or federal disturbance rules.
- § Federal Emergency Management Association (FEMA) designated floodplains subject to existing County zoning. These general floodplain delineations represent the areas potentially subject to the 100-year flood. All areas of the County subject to flooding are not necessarily reflected in mapped floodplains (or within the environmental corridor delineation).
- § Lands with steep slopes of 20 percent or greater. Due to the instability of these soils and erosion concerns, development on these steep slopes is not advisable.

New development should generally be discouraged in environmental corridors, and is often very limited by existing State-mandated county zoning. Development types should be limited to those which will not impair the resource, and which are compatible to existing and proposed uses on surrounding lands. Generally appropriate uses include open space, agriculture and forestry activities using Best Management Practices. New homes and other buildings should not be placed in these areas if other, more appropriate, building sites are available outside the environmental corridor. Where other sites are not available, development should generally be limited to a density of one home per 10 acres (or one home per 40 acres if

adjacent to lands in the *Agriculture* planned land use designation). Sensitivity to surrounding natural resources should be the guiding principal when reviewing the appropriateness of development in mapped environmental corridors.

The environmental corridors depicted in Map 4 are necessarily general and should be used to identify general areas where development may not be appropriate. Lands within that designation may be removed under one or more of the following circumstances:

- § More detailed study reveals that the characteristic(s) which resulted in its designation as an environmental corridor no longer exists, or never existed,
- § Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or
- § A mapping error has been identified.

## 2. PROTECT SURFACE WATER QUALITY

The 1999 *Marquette County Land and Water Resource Management Plan* advocated many recommendations designed to protect and enhance water quality in Marquette County. This management plan recommends the identification of Water Quality Management Areas, which are defined as lands within 300 feet of a stream, 1,000 feet from a lake, and any specific site susceptible for groundwater contamination where certain manure management practices would be prohibited. It also recommended an update to the County's 1994 Animal Waste Storage Ordinance to incorporate updated standards and specifications, and the ongoing commitment to promote landowner participation in state and federal grant programs.

Several efforts at the County and State level have been undertaken in recent years that impact water quality planning and regulation. In 2002, WisDNR and DATCP established administrative rules to address nonpoint pollution sources (i.e. where contaminants do not come from a pipe or other easily identifiable sources). Much of the work for implementing the rules will fall on county land and water conservation staff. This *Plan* does not seek to cover all of these efforts in depth. Instead, general recommendations designed to support the objectives of protecting the quality of the Town's water resources are offered below.



### Lake Quality Assessment

The Town of Springfield supports a countywide effort to adopt and implement a lakes classification system. Lakes classification is a management tool that helps protect an area's lakes by applying protection strategies based on certain characteristics. In Springfield, these different strategies could apply to Wood, School Section, Burnita, Pine, and Twin Lakes. By tailoring strategies for lake management and protection by class, rather than each individually, a community can achieve standards of management sensitive to the unique characteristics of an individual lake. Lake classification systems generally consider the type, size, shape, and location of a water body and the intensity of surrounding development or land use activities. Lakes can be grouped based on hydrology, average depth, surface area, shoreline configuration, sus-

ceptibility to pollution, and sensitivity to recreational use. Typically, there are three classes of lakes identified:

- § *Natural Environment/Wild Lakes:* These lakes may need special care in order to protect diverse or unique wildlife, pristine vegetation and exceptional water quality. Appreciating and maintaining the natural state of the lake, and preserving habitat for species like loons and fish would be high priority. The restrictive standards applied to these lakes may include large or clustered lots, deep setbacks, and use restrictions.
- § *Intermediate Lakes:* These lakes, in spite of significant shore and surface use, are relatively intact as natural systems. A plan for these lakes may be to maintain existing development levels but minimize trends toward higher building densities. Future development plans may allow more homes if they have gentler impact on lake health. Homes may be set back farther or clustered away from the water. Certain types of low-density development lakes may be best suited for fishing and wildlife watching.
- § *General Development Lakes:* These lakes tend to be the least sensitive to shoreland disturbance due to size, shape, or other factors, or are already highly developed. Generally the least restrictive set of standards are placed on development of these lakes and management strategies are focused on restoration rather than prevention.

UW Extension and the WisDNR provide assistance with lakes classification through the Lakes Protection Grant program. These grants are administered to communities, qualified lakes association, non-profits, and other recipients. These grants include 75 percent cost sharing up to \$50,000.

### **Surface Water Quality**

Construction site erosion control and ongoing stormwater management are increasingly important issues in Marquette County. Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under a recent change to State law, construction site erosion control plans are required for all sites over 1 acre in area. The Town and County should also work to promote ongoing stormwater management for subdivisions and other larger projects. Techniques include natural drainage swales and retention and detention basins. These techniques control the quantity and improve the quality of water run-off during storms. Again, these techniques are critical in shoreland areas and may serve as important groundwater recharge areas.

The Town and County should focus on preserving surface water quality of existing high-quality watersheds and improving water quality in watersheds with the greatest water quality problems. Marquette County should continue to seek funds from State programs designed to assist in efforts to protect and enhance surface water quality in key areas, including:

- § The DNR Targeted Runoff Management Program, which provides financial assistance to communities to either construct best management practices themselves or contract with individual landowners to install such practices.
- § The DNR River Protection Grant Program, which aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty as the number of homes, recreational activities, and other uses increases along rivers. Grant dollars in two separate subprograms may be used for river organization development; information and education; assessments of water quality, fish, and aquatic life; non-point source evaluations; purchase of land or easements; development of local ordinances; and habitat restoration.

### **3. PROTECT GROUNDWATER QUALITY AND QUANTITY**

Groundwater is the source for nearly all of the Town's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This may be of particular concern where water tables are dropping rapidly resulting from growth-induced

groundwater use. Its protection is critical. This *Plan* supports several efforts to protect groundwater quality and quantity, including the following:

§ *Identify all open and closed landfill sites, and avoid planning for new development within about ¼ mile of these areas.* To protect drinking water quality, the WisDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and nearby private water supply wells. This separation is measured from the edge of the nearest exaction area or, if unknown because it's a filled site, from the site's property line. The inventory of known landfills, including their 1,200 foot buffer, is shown in Map 4. The Town of Springfield should also work with DNR staff to research the landfills in terms of what impact they are having on the environment in the long term.

§ *Ensure the proper placement and maintenance of on-site waste disposal (septic) systems.* Improper placement and maintenance, particularly of both old systems and chemical and biological treatment systems allowed under the new "COMM 83" law, can result in groundwater contamination. In addition, an over-concentration of on-site septic systems can increase the probability of groundwater pollution. On-site system recommendations are addressed more completely in Chapter Six: Utilities and Community Facilities.



*Wooded areas provide scenic value and important wildlife habitat in Springfield*

§ *Partner with local governments and property owners in the identification, assessment, remediation, and reuse of "brownfield" sites.* These sites have the potential to contaminate groundwater. Significant state and federal dollars are now available for brownfield assessment, planning, and clean-up in advance of redevelopment.

§ *Remain informed and involved in decisions pertaining to high-capacity wells.* At the time this plan was written, permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. Should potential new sites be proposed in Springfield over the planning period, the Town should remain informed and involved in any WisDNR decisions regarding high-capacity well decisions through regular communication and providing public comment during Environmental Impact Statement review periods. The Town could consider participating in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and state agencies where appropriate, should Groundwater Protection Areas or Groundwater Management Areas be formed in the future.

#### **4. SUPPORT LONG-TERM WOODLAND MANAGEMENT EFFORTS**

The Town's public and private woodlands are a critical component of the area's recreational base and rural economy. These woodlots provide timber revenues to private landowners and abundant recreational opportunities for both residents and visitors. It is essential that development located near and within the Town's vast woodlands does not negatively affect the resource.

As a method to preserve this important natural resource over the planning period, the Town should encourage private landowners to participate in the State's Managed Forest Land (MFL) Program as a way to

promote multiple goals and objectives of this *Plan*. Enrollment is open to all private landowners owning ten or more acres of contiguous forestland. Adhering to a forest management plan—prepared for each piece of MFL-enrolled property—is a requirement of the program. Property owners must allow public access to all but 80 acres of MFL-enrolled lands in a single town for hunting, fishing, cross-country skiing, hiking, and sightseeing. Owners have the option of posting up to 80 acres per town as closed for recreational activities. Landowners with “closed” MFL land pay a higher annual property tax than those who allow their land to be “open” for public recreation. Buildings used or “developed for human (year-round) residence” are not allowed on MFL-enrolled lands. Eight criteria are used to evaluate whether a structure is considered a human year-round residence. Landowners wishing to build residences on land entered into the MFL program must withdraw the land from the program first and pay early withdrawal penalties.

Over the planning period, increased residential development in the Town’s wooded areas could increase the chances for more wildfire damage to private property, as experienced in the Town of Crystal Lake in April 2003. WisDNR provides information for private homeowners and local communities on preventative measures and strategies to mitigate wildfire damage in residential areas within or adjacent to forestland. This *Plan* recommends several strategies that the County, Town, and private landowners should pursue to prevent or minimize any major wildfire damage in the future. Chapter Five address issues related to access, road and property fire number identification, and overall road circulation to properly respond to a wildfire; Chapter Six provides recommendations on the types of facilities and services that could improve local emergency preparedness for wildfires; and Chapter Seven presents specific recommendations on preventative measures that could be used around a private lot and home to mitigate wildfire damage and spreading.

#### Forest Cooperatives

Encouraging land owners to form and participate in forest landowner cooperatives is another way the Town of Springfield can promote the preservation of its woodland resources. The objective of forest cooperatives is to help small landowners benefit from their woodlands, while encouraging ecologically sound management principles. Forest cooperatives can facilitate information sharing, cooperative management planning, joint marketing, and promote value-added processing and marketing of forest products.

Forest owner cooperatives are set up as a member-controlled business, carrying out its activities in a manner that returns a net profit to landowners based on their share of the wood harvested and processed. To minimize upfront costs and promote sustainable forest management, these cooperatives can provide the following services to its members: education, identification of forestry professionals to assist with management plans and other forestry services, processing and marketing wood, sawing contracts, and drying and milling information. There are several resources available to help interested landowners form forestry cooperatives including WisDNR, Cooperative Development Services, and the Wisconsin Center for Cooperatives.

## 5. PROMOTE BEST MANAGEMENT PRACTICES FOR LOGGING ACTIVITIES

Establishing more control over logging activities in Springfield with specific standards on clean-up once the activity is completed was identified as a key issue during the Town’s planning process. This *Plan* recommends that before any logging activities commence in Springfield, the Town request that the private landowner or contractor prepare a **forest management plan**. This plan, covering activities from road construction, timber harvesting and site preparation, should result in better harvest operations that use WisDNR’s Best Management Practices (or BMPs). These forestry BMPs are intended to reduce the amount of erosion related to logging activities. A private landowner should select the best forest management strategy to protect water quality specific to the site. A contractor, such as the logger or road developer, is usually responsible for implementing forestry BMPs. Marquette County’s DNR forester can work with private landowners to develop the forest management plan. WisDNR has some cost-sharing assistance for plans written by a consulting forester. More information on this program is available from the County’s DNR forester.

## 6. PROTECT RARE SPECIES AND WILDLIFE HABITAT AREAS

Preservation of wildlife habitat and rare plant and animal species has many benefits. It enhances the quality of residents' lives, preserves rural character, increases pride and stewardship in private land ownership, and enhances recreation and ecotourism. Map 4 shows *Potential Recreation Expansion Area* boundaries that reflect areas identified by WisDNR as foreseeable expansions of state-owned parks, fishery areas, wildlife areas, or similar resource areas. It is WisDNR policy to purchase land within the expansion area only from willing landowners.

Preserving habitat and protecting rare species at the local level may also minimize the potential that a species will officially become "threatened" or "endangered," thereby requiring federal intervention under the Endangered Species Act. The WisDNR—Bureau of Endangered Resources maintains a database entitled the Wisconsin Natural Heritage Inventory (NHI). Map 2 shows all sections in the Town where rare plant or animal species and natural communities have been documented in that database. NHI data is collected in the field on a continuous basis by biologists. However, it is important to note that not all sections of the Town of Springfield have been inventoried for the presence of rare species. Because rare species are vulnerable to collection and intentional destruction, the exact locations and type of rare species is not made readily accessible. However, this data is available through submittal of a "Wisconsin Natural Heritage Inventory Request Form."

The Town should continue to properly manage its road right-of-ways in compliance with USFWS rules intended to protect the Karner blue butterfly, which was added to the Federal Endangered Species list in 1992. Within the butterfly's habitat area (which includes much of northern Marquette County), examples of potential disturbance activities that require a USFWS permit include highway and utility corridor construction and maintenance such as mowing and prescribed burning. It will be important to protect wildlife habitat areas throughout the entire County over the 20-year planning period.

## 7. BUILD ON THE TOWN'S NATURAL RESOURCES TO PROMOTE TOURISM

As identified and described in Chapter Two, the possibility for expanding Marquette County as a center for nature-based tourism provides the opportunity for residents to enjoy financial benefits of increased economic development while simultaneously preserving the area's unspoiled environment. These opportunities are particularly well-suited for the Town of Springfield, given its proximity to growing urban areas, transportation accessibility, abundant and unspoiled natural resources for recreation and relaxation, and clusters of surrounding tourist destinations.

Marquette County's abundant natural areas are particularly well-suited to attract the growth in wildlife watching. In 2001, the National Survey of Fishing, Hunting and Wildlife-Associated Recreation, which gathers information on the number of anglers, hunters and wildlife watchers in the United States, found that Wisconsin's participation rate in wildlife watching was the third highest of all states, with 53 percent of all residents age 16 and older. In Wisconsin, the direct spending impact of wildlife observers amounted to \$251 million in 2001, of which \$152 million was spent on food and lodging, \$78 million on transportation costs, and \$22 million on other trip-related costs. A nearby example of this tourism-related activity is Sauk Prairie's eagle watching bus tours.

As evidenced by the National Survey, birding has become big business and there is a movement to establish The Great Wisconsin Birding Trail, a proposed statewide auto trail that would lead people to parks, historic sites, rivers, lakes, and biking trails in Wisconsin. This trail system and accompanying trail map is envisioned to serve all types of visitors from the die-hard birding enthusiast to the curious visitor who is looking for something different. At the time this plan was written, this statewide trail consists of five loops - The Great River Birding Trail, Oak Leaf Birding Trail, Horicon Marsh, Lake Superior/Northwoods Birding and Nature Trail, and Ozaukee County Interurban Trail. Nominations for additional sites to be included on the trail system are being solicited.

This *Plan* recommends that the Town, working with the County, chambers of commerce, and private organizations, identify potential sites or countywide "Trail Loop" system for nomination on The Great

Wisconsin Birding Trail. Site along this loop system could include state wildlife and natural areas, as well as the Land Legacy Places identified by WisDNR. More information on this statewide trail system is available through the Wisconsin Bird Conservation Initiative.

## 8. CAREFULLY REVIEW PROPOSALS FOR MINERAL EXTRACTION SITES

Mineral resources have potentially significant economic, community, and environmental impacts. Mineral resources are placed in two general categories—nonmetallic (e.g., sand and gravel) and metallic (e.g., gold, silver, copper). There are no active metallic extraction sites in the County. Map 4 (*forthcoming*) depicts known open nonmetallic mineral extraction sites in the County. Wisconsin now has administrative rules on the reclamation of nonmetallic mines (NR 135). The rules require virtually all nonmetallic mines operating on or after September 1, 2001 to obtain a nonmetallic mine operation and reclamation permit. The new State standards address the reclamation of mineral extraction sites after extraction operations are complete. The Town should assure by enacting a local ordinance that applications for approval of extraction operations present a clear picture of proposed activities, through submittal of the information listed below before approvals are issued.

*The applicant should submit a written statement containing the following information:*

- § General description of the operation.
- § The types and quantities of the materials that would be extracted.
- § Proposed dates to begin extraction, end extraction, and complete reclamation.
- § Geologic composition and depth to the mineral deposit.
- § Existing use of the land.
- § Existing natural and archeological features on and adjacent to the land.
- § Where extracted materials would be hauled and over what roads.
- § Types, quantities, and frequency of use of equipment to extract, process, and haul.
- § Whether blasting, drilling, crushing, screening, or washing would be performed on site.
- § Any proposed temporary or permanent structures (e.g., scales, offices).
- § Proposed hours of operation.
- § Proposed use after reclamation.
- § Any special measures that will be used for spill prevention and control, dust control, transportation, or environmental protection.

*The applicant should also submit a detailed site/operations plan map, drawn to scale by a qualified professional, and showing the following information:*

- § Boundaries of the extraction site.
- § Existing contour lines, roads, driveways, and utilities.
- § Existing natural features, including lakes, streams, floodplains, and wetlands.
- § Proposed erosion control and stormwater management strategies and areas.
- § All residences within 1,000 feet of the extraction site.
- § Location of the proposed extraction operation, staging areas, and equipment storage areas.
- § Proposed location and surfacing of roads, driveways, and site access points.
- § Proposed phasing plan, if any (recommended for larger sites).
- § Proposed fencing of property and gating of driveways, and type of screening berms and landscaping.
- § Proposed locations of stockpiles.
- § Proposed temporary and permanent structures, including scales and offices.
- § An erosion control plan prepared by a qualified engineer.

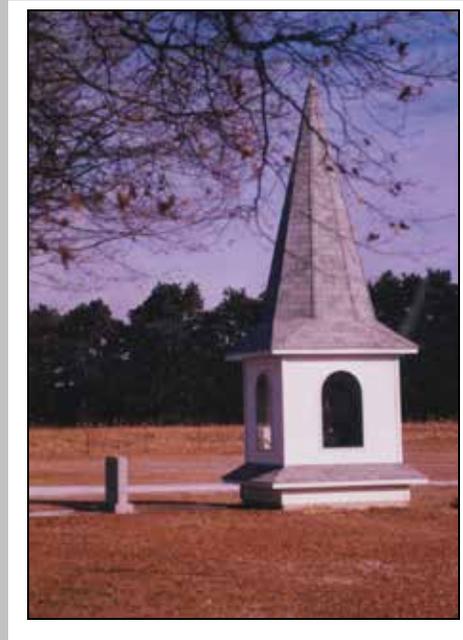
*In its review of new proposals for mineral extraction, the Town should make sure that:*

- § The site would be developed and operated according to the site/operations plan.

- § Spraying of the site and driveways should be considered to control dust.
- § On-site bulk fuel storage and appropriate places for fueling of equipment (e.g., above the water table) should be addressed to minimize the potential for groundwater contamination.
- § Access to the site should only be through points designated as entrances on the site/ operations plan; such access points should be secured when the site is not in operation.
- § Hours of operation should be limited if the extraction site is close to residential properties.
- § Expectations for any blasting, drilling, and screening should be clearly understood, and separate acceptable hours for these activities may be specified.
- § If blasting or drilling is requested, additional sets of standards should be applied with relation to frequency, noise and vibration levels, notice to neighbors, pre-inspection of neighboring basements and wells, and claims procedures.
- § Unless the extraction site is very inaccessible, it should be completely enclosed by a safety fence or maintained at a gentle slope.
- § The Town should be listed as “additional named insured” on the liability insurance policy, which should remain in effect until reclamation is complete. The petitioner should have to furnish a certificate of insurance before operations commence.
- § Provisions for the upgrade, repair, and maintenance of Town and County roads may be appropriate depending on the intensity of the operation and the existing condition and capacity of such roads. Posting a bond for such work may be required.

## G. CULTURAL RESOURCE INVENTORY

Marquette County and the entire region was once home to several tribal Native American groups. The three prominent Native American tribes in the region were the Menominee, Chippewa, and the Ho-Chunk (or Winnebago). In 1673 French Jesuit priest Jacques Marquette and explorer Louis Joliet were the first Europeans to travel the entire length of the Fox River from Green Bay to Portage and onward down the Wisconsin River. Waves of European immigrants arrived in the region in the mid-1800s, with British and Irish settlers particularly favoring Marquette County. A large influx of German immigrants also settled the county. By 2000, about 54 percent of the Town’s population reported **German ancestry**, followed by 12 percent reporting Irish ancestry and 9 percent reporting Polish ancestry. Each succession of ethnic groups and each generation of residents have added to the cultural, religious, and architectural flavor of the region. Preservation of these historic and 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 describe the Town’s significant historic and archeological resources.



### 1. HISTORIC RESOURCES

There are five sites listed in the National Register of Historic Places in Marquette County, but none are located in the Town of Springfield. While not on any national list, there are numerous properties in the Town listed as local historic resources in the State Historical Society’s database. The 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, school houses, and turn-of-the-century homes—that create Wisconsin’s distinct cultural landscape. The AHI includes 10 documented

properties in the Town of Springfield. These properties include older homes, churches, and out-buildings. A **Korean War memorial** is located at the Interstate 39 rest area in Springfield.

To preserve and promote these historic resources, the **Marquette County Historic Society Museum**, located in Westfield, showcases an extensive collection of artifacts, dating from the area's earliest pioneering days through the mid-twentieth century. The Museum's collection is exhibited in three separate buildings: the newly constructed Kerst Exhibit Building, and two historic structures, a railroad section house containing memorabilia of earlier railroad days, and the Cochrane-Nelson House, a stately two-story home with high-ceilings and filigree woodwork constructed in 1903, furnished from top to bottom with antiques and collectibles that were useful and fashionable when the county was young.

## 2. ARCHEOLOGICAL RESOURCES

According to the State Historical Society, there are **six archeological sites** in Springfield (Map 2 shows the sections where these sites have been identified). These sites include cemeteries and Native American burial mounds. The National Historic Preservation Act of 1966 requires federal agencies to insure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. All human burial sites, including cemeteries and Indian mounds, are protected under state law.

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## H. CULTURAL RESOURCE GOAL, OBJECTIVES AND POLICIES

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*Goal: Preserve the Town's cultural, historic and archeological sites and scenic character*

**Objectives:**

- a. Identify and promote the preservation of the Town's cultural, historic, and archeological resources.
- b. Preserve large blocks of woodlands, hunting land, wetlands, and open space that contribute to Springfield's rural character and way of life.
- c. Protect the narrow, winding, lightly-traveled roadways that contribute to the Town's scenic quality and, for some, outdoor recreation opportunities.

**Policies:**

1. Encourage private landowners to **protect and rehabilitate known historic and archeological sites**.
2. **Preserve and celebrate the scenic landscape** and byways in the Town.
3. **Promote "heritage tourism"** (e.g., local festivals, fairs, farm tours, and markets) that celebrates the Town's heritage and rural setting.

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## I. CULTURAL RESOURCE RECOMMENDATIONS

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Expanding on the local planning policies listed above, this *Plan* encourages the Town of Springfield to preserve and celebrate its treasured cultural resources by pursuing the following strategies:

### 1. PROTECT AND REHABILITATE KNOWN HISTORIC AND ARCHEOLOGICAL SITES

This *Plan* identifies historic sites that are listed on the State or National Register of Historic Places and archeological sites that are included in the Wisconsin Archeological Site Inventory (ASI) database. Mapped archeological sites in Springfield are predominantly burial sites. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. This *Plan* advises that the Town make a specific request 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.

## **2. PRESERVE AND CELEBRATE THE SCENIC LANDSCAPE**

Scenic beauty is a very important cultural resource in the Town of Springfield and all of Marquette County. The region offers a very diverse landscape of glacial hills, lakes, rivers, and agricultural areas. There are numerous local areas that offer stunning views of the landscape, key landmarks (e.g., hills), and bodies of water. Areas identified as having high scenic value during the local planning process include the bluff areas in the northwestern portion of the township. Within and near these areas, the Town could conduct or require viewshed analysis before approving new developments. A viewshed analysis would identify the places from where the new development could be seen from other locations, and the impact of the view that would result if development occurred in the manner proposed. Geographic Information Systems technology can greatly enhance the ability to complete a viewshed analysis. New development should be designed, located, and landscaped in a manner that does not detract from these scenic views. Chapter Seven: Housing and Neighborhood Development provides additional guidance on minimizing the visual impact of development.

State and federal “rustic road” and “scenic byway” programs are also techniques to preserve and celebrate particularly scenic road corridors. State “rustic roads” designations would be best suited for scenic town roads. To qualify, a roadway must be substantially undeveloped and have outstanding natural features—including native vegetation, abundant wildlife, open areas, or agricultural vistas—that make the area unique. The “rustic road” program may be best suited for town roads. The County and Towns should explore the possibilities, advantages, and disadvantages of these programs.

## **3. PROMOTE HERITAGE TOURISM**

The Town should work to promote tourism opportunities that celebrate and take economic advantage of the area’s historic, archeological and scenic resources. This type of tourism—often called “Heritage Tourism”—will become increasingly popular as the baby boom generation eases into retirement. Heritage tourism may focus on museums and cultural centers, vibrant rural communities, historic architecture, historic settlement patterns and the Town’s considerable and diverse natural amenities and views. Agricultural tourism highlighting both traditional agriculture and organic farms has also been successful in the region, such as seasonal farm events with pumpkin patches, sleigh rides, corn mazes or tours of organic farms. The Town, along with Marquette County and its Economic Development Corporation, should explore state grant opportunities to study, establish, and fund a heritage tourism program.

## **4. PARK, OPEN SPACE, RECREATIONAL AND COMMUNITY DESIGN RESOURCES**

The planning goals, objectives, policies, maps and programs related to park, open space, and recreational resources in Town of Springfield are presented in Chapter Six: Utilities and Community Facilities. Goals, objectives, policies, maps, and programs related to community design are presented in Chapter Four: Land Use.

## CHAPTER FOUR: LAND USE

## IV. LAND USE

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the Town of Springfield. The chapter includes two maps that show existing land uses and recommended future land uses, and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

### A. EXISTING LAND USE

An accurate depiction of the Town's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The Town's planning consultant conducted an inventory of existing land uses in Summer 2003 using data from WISCLAND, aerial photography, and spot field checks. Local representatives had an opportunity to review and suggest corrections to the existing land use map before it was finalized in 2004.

#### 1. EXISTING LAND USE MAP CATEGORIES

Map 3 divides existing land uses in Town of Springfield into several categories. These categories include:

**Agriculture & Rural Lands:** land used primarily for open space, farming, farmsteads, nurseries, and farm-support activities, and limited single-family residential development, generally with densities at or below 1 dwelling unit per 40 acres, and small-scale institutional uses such as cemeteries, churches and town hall buildings. Also includes grasslands, shrubland and sandy or barren land;

**Wetlands:** Wetlands over two acres identified through the Wisconsin DNR "Wisconsin Wetland Inventory";

**Public Open Space:** publicly-owned land designated as state parks and scenic areas; state conservation areas; conservancy land owned by non-profit agencies; county parks and recreation areas; town parks, city parks, or other recreational facilities owned by the public or private utility companies;

**Forest:** privately-owned forest land, in certain cases including private recreational uses or single-family residential development generally with densities at or below 1 dwelling unit per 40 acres, covered with coniferous, broad-leaved deciduous, and mixed deciduous trees;

**Surface Water:** lakes, rivers and perennial streams;

**Single Family Residential - Rural:** groupings of predominantly single family residential development, generally at lower densities (between 1 dwelling unit per acre and 1 dwelling unit per 40 acres), and typically served by on-site waste disposal systems;

**Single Family Residential - Sewered:** Single-family residential development typically served by a public or group sanitary sewer system at densities up to 6 dwelling units per acre;

**Two Family Residential:** groupings of two-family and attached single-family residential development;

**Mixed Residential:** groupings of a variety of residential units (including apartments and mobile home parks);

**Commercial Recreation:** privately-owned lands designated as recreation areas, such as for-profit campgrounds, private golf courses, fish farms, and waterfront businesses;

**General Business:** indoor commercial, office, telecommunication facilities, and occasional outdoor display land uses, generally with moderate landscaping and signage;

#### 2002 Town Survey Results

*When asked to indicate their support for putting restrictions on different land use activities in Marquette County, most respondents chose "locations of mobile homes, manufacturing plants, and large-scale commercial farms" as their top choices.*

**Downtown:** pedestrian-oriented indoor commercial, office, institutional, and residential uses with streetscaping and low-key signage;

**Industrial:** indoor industrial land uses and occasionally outdoor storage areas, generally with moderate landscaping and signage;

**Extraction:** sites in active use as a quarry, gravel pit, clay extraction, peat extraction and related land uses;

**Institutional:** large-scale public buildings, hospitals, airports/landing strips, non-profit campgrounds, and special-care facilities. Small institutional uses may be found in areas designated in other land use categories.

## 2. EXISTING LAND USE PATTERN

The Town of Springfield's existing land use pattern is primarily rural, with scattered pockets of farmland and woodlots located throughout the entire area. Large tracts of *Agriculture & Rural Lands* are found throughout the Town, but are most prominent in the eastern portion along CTH CH. Large *Wetland* areas cover Sections 14, 23 and 26 of the Town. There are large tracts of *Forest* land located everywhere, but particularly in the central and northwestern part of Town. There are pockets of *Single Family Residential - Rural* development located along waterfronts. There is a *Mixed Residential* land use along 5<sup>th</sup> Avenue. The *Commercial Recreation* category shows a youth camp near Pleasant Lake. The large *Institutional* areas in Sections 4 and 20 represent non-profit church camps. The *Institutional* use in Section 36 represents the Westfield High School. Figure 12 shows the amount, type and intensity (or percentage) of each land use in Springfield as of 2003.

Over the past decade, residential densities in the Town of Springfield increased from 13 homes per square mile in 1990 to about 17 homes per square mile in 2000. For comparison, in Marquette County the density in 2000 was 19 homes per square mile, up from 12 homes per square mile back in 1980.

**Figure 12: Existing Land Use Totals – Town of Springfield**

Land Use	Acres	%
Agriculture & Rural Lands	9,702	44.5%
Wetlands	1,241	5.7%
Public Open Space	1,124	5.2%
Forest	8,628	39.6%
Surface Water	266	1.2%
Single Family Residential - Rural	708	3.2%
Mixed Residential	2.7	> 1.0%
Commercial Recreation	2.3	> 1.0%
General Business	33.3	> 1.0%
Extraction	8	> 1.0%
Institutional	40.9	> 1.0%
Religious Institutional	58.9	> 1.0%
<b>TOTAL</b>	<b>21,815</b>	<b>100%</b>

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2004

### 3. LAND DEVELOPMENT TRENDS

According to the Marquette County Zoning Department, between 1992 and 2002, there were 179 new parcels created in the Town of Springfield through either land divisions or certified survey maps. This means that there were, on average, 18 new parcels created on an annual basis over that ten-year period. In 1997 and 1998, there were 47 and 35 lots created in Springfield, representing the peak of the platting activity over the past decade. Much of this land platting and zoning activity resulted in residential development.

Countywide, most land development has resulted in new homes. According to data provided by the Wisconsin Department of Revenue, the amount of land assessed as “residential” increased 11 percent over the past decade in Marquette County, from 24,347 acres in 1990 to 27,062 acres in 2000. (It is interesting to note that the amount of land assessed as “agriculture” decreased during the 1990s by about this same rate.) Meanwhile, the amount of land assessed as “commercial” dropped by 84 acres, and the amount of land assessed as “manufacturing” dropped by 10 acres over this time period.

### 4. LAND MARKET TRENDS

Town land market trend data is available from the Wisconsin Department of Revenue’s Fielded Sales System (see sidebar for more information on this system). According to data from the Fielded Sales System, there were 2,411 acres of agricultural land sold in Springfield from 1990 to 1997. On average, an acre of agricultural land sold during this time period was \$527. Of the 2,411 acres of agricultural land sold over those seven years, 468 acres were converted to non-agricultural uses. In all of Marquette County, the Towns of Oxford, Douglas, Packwaukee, Springfield and Westfield experienced the highest volume of total agricultural land sales. There are no sales data for forest land available on the town level, but at the county level there were 5,940 acres of forest land sold in from 1998 through 2001. The average price of an acre of forest land sold between 1998 and 2001 in Marquette County was \$1,546. Of the total acreage of forest land sold during this time period (819 acres), about 14 percent was converted to other uses.

For countywide trends, Figure 13 shows the equalized value of all property in Marquette County for 1980, 1990 and 2000. The highest increases in land value occurred in the residential and swamp and wasteland real estate categories. The increase in swamp and wasteland resulted in a change in real estate classification and a change in market perceptions. In 1980, swamp and wasteland was seen as having little market value. By 2000, real estate classified as swamp and wasteland became popular, as more individuals began purchasing this land for hunting and other recreational purposes. Between 1980 and 2000, the equalized value of all property in Wisconsin more than doubled, from \$108 billion in 1980 to \$286 billion in 2000.

#### Wisconsin’s Fielded Sales System

The Wisconsin Department of Revenue’s Fielded Sales System tracks sales of agricultural, forest, and swamp and waste parcels for all counties in the state. For agricultural parcels, data is collected at the time of sale and includes those parcels that will remain in agricultural land use, as well as those converted to different uses. It should be noted that the system only tracks the sales of land that exceed a certain size. In 1990 the minimum size included all parcels over 20 acres. In 1997, it included all parcels over 35 acres. As a result, any parcel sold in recent years less than 35 acres in size was not reported in the system.

The Department defines forest land as forested acres that are being managed or set aside to grow tree crops for “industrial wood” or to obtain tree products such as sap, bark or seeds. Areas primarily held for hunting, trapping, and the operation of game preserves are also classified as forest land. Orchards and Christmas tree farms are classified as agricultural.

### Map 3: Existing Land Use



Figure 13: Equalized Land Values for Marquette County, 1980 - 2000

	Residential	Commercial	Manufacturing	Agricultural	Swamp & Waste & Other	Forest Land	Total
1980	\$51,162,100	\$3,623,200	\$254,400	\$78,933,900	\$8,728,100	\$37,924,800	\$180,626,500
1990	\$64,229,450	\$4,613,020	\$329,100	\$47,300,032	\$8,715,330	\$32,392,135	\$157,579,067
<b>2000</b>	<b>\$154,786,562</b>	<b>\$9,073,275</b>	<b>\$549,600</b>	<b>\$30,318,824</b>	<b>\$30,432,440</b>	<b>\$55,785,770</b>	<b>\$280,396,871</b>

Source: East Central Wisconsin Regional Planning Commission, 2003

## 5. EXISTING AND POTENTIAL LAND USE CONFLICTS

As growth and development occurs throughout Marquette County, there will likely be increasing land use conflicts. Urban and exurban residential, commercial and industrial land use development will require the conversion and possible fragmentation of more farmland, woodlots and open fields in the countryside. Conflicts between non-farm residential development and surrounding farms could become increasingly common in Springfield.

Other potential rural land uses that could conflict with neighboring uses include large-scale farm operations, nonmetallic mining operations, and rural manufacturing plants. This plan seeks to avoid potential *future* land use conflicts through thoughtful and comprehensive land use planning at the local and county level. Potential land use conflicts along community borders will be minimized through the County's multi-jurisdictional planning process, which calls for formal intergovernmental discussions and sharing of draft and final plan maps before plan adoptions at the local and county level, including the timely drafting and adoption of local ordinances.

## 6. PROJECTED LAND USE SUPPLY AND DEMAND

This *Plan* projects land use demand over the 20-year planning period (in five-year increments) for residential, commercial, industrial, and agricultural uses. Projected demand is then compared to the potential supply of land to meet that demand, as presented in Figure 12. Residential land use projections in Springfield are based on year-round population, household size, and housing unit forecasts prepared by the Department of Administration and discussed in Chapter Two: Issues and Opportunities. Using these forecasts, and assuming that the average future residential home site in Springfield will be 10 acres, Figure 14 shows the amount of year-round residential acreage needed to accommodate future growth in five-year increments based on DOA forecasts. Figure 14 does not account for seasonal home development. Actual future growth of the Town's year-round population may be somewhat higher.

Figure 14: Projected Rural Residential Land Use Demand

	2000- 2005	2005- 2010	2010- 2015	2015- 2020	2020 - 2025	Totals 2000 - 2025
Projected Number of New Residents	48	49	44	34	34	209
Projected Household Size (persons/unit)	2.35	2.29	2.23	2.17	2.17	na
Projected Number of New Housing Units	20	21	20	16	16	92
Projected Residential Land Use Acreage Demand	200 acres	210 acres	200 acres	160 acres	160 acres	920 acres

Source: Wisconsin Department of Administration; Vandewalle & Associates

Future residential development shown on Map 4 and allowed under the policies of this *Plan* will provide more than enough capacity to accommodate this expected year-round residential land use demand (920 total acres) through the year 2025. This is because the large supply of *Rural Lands* and *Single Family Residential – Rural* plan designations can accommodate homes at different densities. These designations also allow seasonal home development. Based on an analysis of historic growth rates, this *Plan* estimates that the anticipated demand for commercial and industrial land uses can be accommodated within the planned *Rural Lands* areas shown on Map 4, which are lands suitable for some limited non-residential development. It is the Town’s policy to remain primarily rural and residential in character. The amount of new land demand for new commercial and industrial uses in the Town is expected to be less than five additional acres every five years over the 20-year planning period. This is based on historic trends and the lack of expectations for public utilities in the Town.

According to the Wisconsin Department of Revenue’s Fielded Sales System, which tracks sales of agricultural, forest, swamp and waste parcels, approximately 468 acres of agricultural land in Springfield were converted out of agricultural use from 1990 to 1997, a loss of approximately 67 acres per year. If this trend continues, the amount of agricultural land in active use will decrease by about 334 acres every five years over the 20-year planning period.

## B. LAND USE GOAL, OBJECTIVES AND POLICIES

**Goal:** *Promote a future land use pattern consistent with Springfield’s rural character.*

**Objectives:**

- a. Promote a desirable and compatible mix of land uses consistent with the Town’s rural character.
- b. Plan for a sufficient supply and mix of new development to meet Town objectives.
- c. Direct intensive new housing development (e.g., subdivisions) away from agricultural areas and into planned single family residential land use areas.
- d. Minimize the visual impact of new development on the landscape.
- e. Identify areas suitable for non-residential development and long-term open space preservation.

**Policies:**

1. When making land use decisions, **follow the land use recommendations** mapped and described in this *Plan* (see Map 4).
2. **Promote the grouping or clustering** of allowable home sites in the rural portions of Springfield as an option to preserve farmland and open space, protect natural resources, and reduce development visibility.

3. Assure that **incompatible land uses are not located close to one another** or require appropriate separation and screening.
4. Actively **explore, develop and adopt ordinances** that are intended to enforce the goals and policies set forth in this *Plan*.
5. **Coordinate with the Village of Westfield** on a mutually beneficial land use pattern in the Interstate 39 and CTH M corridor areas.
6. **Guide intensive new development** requiring higher levels of municipal utilities and services to the Village of Westfield.

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## C. LAND USE RECOMMENDATIONS

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Map 4 presents recommended future land uses over the 20-year planning period for the Town of Springfield. The map shows more than enough developable acreage to accommodate projected population and land use demands. Map 4, along with the recommended policies and programs listed in this chapter, should be used to **guide Town decision-making on future land use changes**.

Map 4 uses numerous planned land use designations to describe the desired type and future location of different land uses in Springfield. These planned land use designations were prepared in a joint effort with other towns, villages, cities, and Marquette County and reflect the range of economic and geographic conditions in the region. The following is a **description, programs and policies** for each planned land use designation mapped in Springfield:

### 1. RURAL LANDS

**Description:** This is the most common designation mapped in Springfield, and includes farmland, privately owned undeveloped lots, small woodlots, grasslands, forestland and open lands. Continued open space uses (including farming and forestry) are recommended for mapped *Rural Lands* areas, in addition to seasonal and permanent single family homes generally with a density of between 1 new residence per 10 gross acres and 1 new residence per 40 gross acres, associated home occupations and small family businesses which do not interfere with the interests of nearby property owners, small-scale forest production and processing, public access motorized and non-motorized recreational uses where permitted by the Forest Crop Law or Managed Forest Law programs, and the keeping of animals in numbers appropriate to the size of the lot.

#### **Policies and Programs:**

- § To guide the recommended lot sizes in the mapped *Rural Lands* areas and promote clustering of homes and preservation of land for open space use within mapped *Rural Lands* areas, **consider adopting a land division ordinance** to enforce the goals and policies set forth in this *Plan*.
- § To ensure that associated home occupations, small family businesses, and the keeping of animals does not interfere with the interests of nearby property owners, **consider ordinance options** to establish clear definitions and standards for these types of uses.
- § This *Plan* considers “**small-scale forest production and processing**” uses as operations pertaining to the handling, transport, processing, storage, sale, or repair of forestry equipment, products, by-products, or materials primarily used by forestry operations. Examples of such land uses include, but are not limited to, commercial logging operations, portable sawmills, de-barking operations, chipping facilities, and similar uses. Paper mills, box manufacturing operations, or other large scale packaging or finish processing facilities are not considered “small-scale forest production and processing” uses.
- § **Discourage the placement of buildings and driveways within mapped *Environmental Corridors*.**

- § Encourage new development to be designed and **located in a manner that does not detract from Springfield's rural character**, and which may be easily served by Town and emergency services. New roads or driveways should be placed along existing contours, property lines, fencerows, lines of existing vegetation, or other natural features wherever possible. The Town would be able to review such roads or driveways under a land division ordinance and review process.
- § **Consider certain types of small-scale non-residential uses** such as churches, day care centers, parks and walking trails as generally appropriate within *Rural Lands* areas.

## 2. PUBLIC OPEN SPACE

**Description:** This designation includes portions of the Mekan River, John Lawton, Caves Creek, and Lawrence Creek state wildlife and fishery areas, and some private lands where the Town would support long-term open space preservation.

### Policies and Programs:

- § Cooperate and **maintain communication** with the WisDNR regarding the long term management of the state-owned *Public Open Space* areas in the Town.
- § Ensure that all land use decisions related to the *Public Open Space* designation are in **coordination with the Utility and Community Facility recommendations** in Chapter Six of this *Plan*.

## 3. ENVIRONMENTAL CORRIDOR

**Description:** This overlay designation includes generally continuous open space systems based on lands including sensitive natural resources and severe limitations for development. This designation includes the following three component parts: Wisconsin DNR-identified wetlands subject to existing state-mandated county zoning, FEMA designated floodplains subject to existing state-mandated county zoning, and slopes of 20 percent or greater, which if disturbed can result in erosion and unstable building sites.

### Policies and Programs:

- § New **development should be avoided** within mapped *Environmental Corridors* whenever more suitable areas for development are available on the same parcel.
- § This is an **overlay planning designation**, which means that both the guidelines associated with the *Environmental Corridors* designation and the underlying designation on the planned land use map (e.g., *Rural Lands*) should guide Town land use decisions, with the understanding that additional restrictions may be placed on the desired use or development if the parcel is located within an environmental corridor.
- § If development is proposed on parcels where this designation is mapped, the property owner or developer should be responsible for **determining the exact boundaries** of the environmental corridor based on the wetland, floodplain, or steep slope feature that defines the corridor. Refer to Chapter Three: Agricultural, Natural and Cultural Resources for more information on mapping and protecting *Environmental Corridors*.
- § **Permit cropping and grazing** in mapped *Environmental Corridor* areas, where compatible with natural resource protection and farmland preservation.

## 4. SINGLE FAMILY RESIDENTIAL – RURAL

**Description:** This designation includes single family detached residential development, generally at densities between 1 dwelling unit per 30,000 square feet to 1 dwelling unit per 10 acres, and served by individual on-site waste disposal (septic) systems.

**Policies and Programs:**

- § To guide the desired lot sizes in the mapped *Single Family Residential – Rural* areas, **consider adopting a land division ordinance** to enforce the goals and policies set forth in this *Plan*.
- § In an effort to direct as much future housing development as possible away from rural lands and farming areas, **encourage development in the planned *Single Family Residential – Rural* areas.**
- § For *Single Family Residential – Rural* areas planned along **waterfront areas**, all new development will need to meet Marquette County’s shoreland setback requirements and possibly floodplain ordinance restrictions, depending on location
- § Consider allowing lot sizes smaller than 30,000 square feet in mapped *Single Family Residential – Rural* areas if a **group waste disposal system** is approved.
- § **Consider certain types of small-scale non-residential uses** such as churches, day care centers, parks and walking trails as generally appropriate within *Single Family Residential – Rural* areas.
- § **Encourage “granny flats”** in the *Single Family Residential – Rural* areas. “Granny flats”, or accessory apartments with not more than one bedroom for an extended family member and possibly in-home care provider. The Town should consider not counting a “granny flat” as a separate dwelling unit when calculating overall density for a project.

**5. GENERAL BUSINESS**

**Description:** *General Business* uses are mapped over existing commercial areas in Springfield. This designation includes indoor commercial, office, institutional, telecommunication facilities, and outdoor display land uses, with new development adhering to high-quality building design, generous landscaping, modest lighting, and limited and attractive signage.

**Policies and Programs:**

- § If the Town plans for additional commercial development in the future, all new commercial development should be **accessed by town or county roads.**
- § The Town should consider requiring a local ordinance that requires all proposed **commercial projects submit a detailed site plan** show the proposed location of the building, parking, outdoor storage, loading, signage, landscaping and lighting prior to development approval. Chapter Eight includes suggested standards for site plan review.

**6. COMMERCIAL RECREATION**

**Description:** This designation includes privately-owned lands designated as recreational areas or businesses, such as **for-profit** campgrounds, private golf courses, fish hatcheries, and waterfront businesses. In Springfield, an existing campground is shown as a *Commercial Recreation* use. There are no new *Commercial Recreation* areas proposed in this *Plan*.

**7. INSTITUTIONAL & RELIGIOUS INSTITUTIONAL**

**Description:** In the Town of Springfield, these designations include non-profit campgrounds (in religious institutional), schools, state highway rest areas, and the landfill site in Section 10.

**Policies and Programs:**

- § This *Plan* does not support airports in mapped *Institutional* areas.
- § Map 4 shows *Religious Institutional* uses for the existing, built facilities in the two non-profit campgrounds; not the entire area under ownership by the campground operator.

- § Should additional *Institutional* and *Religious Institutional* uses be necessary, **thoughtfully locate them (and promote their location) in areas accessible to Town residents.**
- § Ensure that all land use decisions related to the *Institutional* and *Religious Institutional* designations are in **coordination with the Utility and Community Facility recommendations** of this Plan.

#### 8. WELL SETBACK AREA FROM LANDFILL (BOUNDARY)

**Description:** This boundary depicts the 1,200 foot setback area around closed landfills where the installation of a private drinking well is generally prohibited under WisDNR rules, unless a waiver is granted.

##### Policies and Programs:

- § **Do not plan for any new intensive residential development** within this ¼ mile setback area.
- § **Work with WisDNR staff to research this landfill** in terms of what impact, if any, it is having on groundwater quality in the long term.

#### 9. POTENTIAL RECREATION EXPANSION AREA (BOUNDARY)

**Description:** Areas within this boundary have been identified by WisDNR are foreseeable expansions (project boundaries) of state-owned parks, fishery areas, wildlife areas, or similar resource areas. WisDNR may not purchase lands outside these project boundaries. It is WisDNR policy to purchase lands within the expansion area only from willing landowners. In Springfield, this boundary is shown for identified expansion areas to the Mekan River, John Lawton, and Caves Creek state fishery areas.

##### Policies and Programs:

- § This Plan recommends that land in the *Potential Recreation Expansion Area* be acquired **only from willing landowners** through land purchases or conservation easements.
- § Until and unless individual properties in the delineated *Expansion Area* are acquired, these lands are generally **recommended for uses described in the *Rural Lands* or *Agriculture* designations.**

#### 10. EXTRACTION

**Description:** Includes sites in use as a quarry, gravel pit, clay extraction, peat extraction, or related land uses. In the Town of Springfield, Extraction is mapped over the existing non-metallic mines in Sections 3, 6, and 35.

##### Policies and Programs:

- § New Extraction Use Review. For all new proposed extraction uses, **follow the recommended criteria provided in Chapter Three of this Plan.**
- § Policies for Lands Also Mapped as Environmental Corridors. See subsection 3 above for additional policies affecting lands than are designated both Extraction and Environmental Corridor.

#### 11. OPPORTUNITIES FOR REDEVELOPMENT

This *Plan* does not identify any specific areas or parcels in the Town of Springfield in need of redevelopment, because nearly all of the Town is undeveloped.

#### 12. SMART GROWTH AREAS

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

This Plan designates the *Commercial Recreation* areas shown in Springfield on Map 4 a “Smart Growth Area”. These existing development areas with existing road infrastructure would make infill and contiguous development efficient and cost-effective.

**Map 4: Planned Land Use**



## CHAPTER FIVE: TRANSPORTATION

## V. TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Town of Springfield. Given the Town’s rural setting, the primary focus is on highways and local roads. It compares the Town’s transportation policies and programs to county, state and regional transportation plans as required under §66.1001, Wisconsin Statutes.

### A. EXISTING TRANSPORTATION NETWORK

The Town is well connected to the region through the existing roadway network (see Map 5). This section describes the Town’s existing transportation facilities.

#### 1. ROADWAYS

The Town of Springfield is served by Interstate 39, which links residents in the County’s northwest quadrant to the region’s major cities and is vital to the area’s tourism and recreation-based economy. Located on the Town’s eastern edge, **Interstate 39** serves as Marquette County’s primary traffic artery running north-south through the County. As a principal arterial roadway, this four-lane freeway is designed to keep traffic flowing smoothly across the entire state, and connects Wisconsin’s metropolitan areas in the south to the “northwoods” region (see sidebar for more information on the function of roadways). Traffic has increased on the freeway since the mid-1990s. According to the Wisconsin Department of Transportation (WisDOT), which records average daily traffic volumes (number of cars) for major state roadways, traffic on I-39 increased by about 10 percent from 1996 to 2000.

The Town is served by a network of county trunk highways (CTHs) that function as collector roads to serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area’s farm and forest resources to the County’s urban centers and major highways. The major county highways in Springfield are **CTHs M, A, CH, and Z**. Traffic on most of these highways has increased in recent years. Between 1996 and 2000, average daily traffic along CTH CH near Highway Z increased 25 percent; traffic along CTH M near Twin Lakes went up 38 percent.

Town roads serve local development, farming and forest areas. They also provide access to many of the area’s lakes. Important town roads in Springfield include **Duck Creek Avenue, Deerborn Road, Dakota Drive, Dover Avenue**, and the north-south avenues (**2<sup>nd</sup>, 4<sup>th</sup>, and 5<sup>th</sup>**).

#### Roadway Function Classification System

Throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the “Roadway Functional Classification” system.

As identified by WisDOT, the functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main functional classes include:

- § Arterials that provide primary access to and through an area,
- § Collectors that disperse traffic within an area, and
- § Local streets that provide access to individual properties.

Map 5 shows the functional road system in Marquette County.



## 2. AIRPORTS

There are no airports located in Marquette County. The nearest larger airport is the Portage Municipal Airport in Columbia County, which is classified as a “general utility” airport serving small general aviation single and twin-engine aircrafts. There are also “basic utility” airports used for recreational flying, training, and crop dusting near Wautoma and Friendship. Larger air carrier and passenger facilities are located to the south in Madison at the Dane County Regional Airport, and to the east at the Wittman Regional Airport in Oshkosh and Outagamie County airport in Appleton. There are some **small landing strips** in Springfield.

## 3. RAIL

There is no rail line running through Springfield. In Marquette County, the Union Pacific Railroad runs through the Towns of Buffalo, Montello and Oxford. This rail line connects the cities of Chicago, Milwaukee and Minneapolis and traverses Wisconsin in a roughly diagonal route. This is freight rail route, there is no passenger rail service serving the county.

## 4. WATER AND TRUCK TRANSPORTATION

Most freight shipments in Marquette County occur by truck or rail. There is no waterborne freight movement in the Town, County or region. Semi-truck shipments are most prevalent along Interstate 39. Most cities and villages in the County have designated specific truck routes within their community to guide truck traffic from the major highways and freeways into industrial parks and business areas.

## 5. BICYCLE ROUTES

The County’s highly scenic rural roads provide abundant opportunities for bicycling and bike touring. In recognition of this opportunity, a group made up of the Citizens Recreation Committee, County Highway Department, and Marquette County Board cooperatively identified and mapped several on-road bike route tours in the county in 1999. As shown on Map 5, the ten identified routes provide approximately 140 miles of bike touring opportunities. In the Town of Springfield, a loop route called the “**Northwest Passage Ride**” is designated along Eagle Avenue, 4<sup>th</sup> Avenue, Dakota Road, and CTH CH. A consistent signage program to identify the designated routes is considered a high priority need by the Citizen Recreation Committee. No off-road recreational trails for bicyclists and hikers are available in the Town at the present time.

## 6. ICE AGE TRAIL

A portion of the **Ice Age Trail** is proposed along a route near the Springfield-Newton town line (see Map 5). Tracing Wisconsin’s rich glacial history, the route of the Ice Age Trail passes through Marquette County as it loops through the state some 1,000 miles from Door County to Interstate Park on the St. Croix River. Using a combination of public land, easements across public property, and abandoned rail corridors, the completed trail will be an exceptional resource for recreationalists wishing to hike its entire length or merely a small portion of it. A 10-mile segment of the trail has been designated between Portage and John Muir County Park, considered to be one of the highlights of the trail. The remainder of the trail, which awaits designation, would extend to Montello, Harrisville, Westfield, and north along the Springfield-Newton town line into Waushara County. A newly-formed chapter of the Ice Age Trail in Marquette County was established to assist in the planning and development of this trail.

## 7. TRANSPORTATION FACILITIES FOR ELDERLY AND DISABLED (PARA-TRANSIT)

Para-transit is a **specialized transit service** to specific segments of the population that require more accessible vehicles and flexible routing. The Marquette County Commission on Aging administers a Para-transit program with limited services to county residents for local trips and longer distance trips. The largest proportion of the population served is the frail elderly who are either living in their own homes, in nursing homes or some type of community based residential facility. The County has four vehicles of varying sizes to serve this transportation need. The program is able to meet the current needs of county

residents but will be strained over the next 20 years if new vehicles and staffing levels are not increased beyond current levels, as the county's elderly population grows.

## 8. REVIEW OF COUNTY, STATE AND REGIONAL TRANSPORTATION PLANS

The following is a review of county, state and regional transportation plans and studies relevant to Springfield. There are no known conflicts between the policies and recommendations set forth in this *Comprehensive Plan* and those of state, regional and county transportation plans and studies.

### County and Town Transportation Improvement Plans

Transportation improvements to the County's highways include relatively minor activities such as resurfacing. The Marquette County Transportation Improvement Program 2001 – 2006 includes project listings undertaken in the County. In the Town of Springfield area, these projects include resurfacing portions of Highway CH. The 5-year plan call for pavement improvements to 3<sup>rd</sup> Avenue, Deerborn Avenue, Deerborn Road, 4<sup>th</sup> Avenue, 2<sup>nd</sup> Avenue, Dover Court, and 6<sup>th</sup> Court.

### Marquette County Highway Access Control Plan

This plan, prepared in 1991 by the East Central Wisconsin Regional Planning Commission, documents the need for access control in the unincorporated areas of Marquette County, analyzes options for access regulation, and recommends an access management plan to maintain the safety and protect the carrying capacity of the County's highway network. The major recommendations were:

- § The County should amend its zoning and subdivision ordinances to control access points for county trunk highways in the unincorporated areas that establish spacing standards, number and width of driveways per land use, and other design standards.
- § The Marquette County Highway Department should issue driveway permits for county trunk highways.
- § The County Zoning Department should establish a town road access permit process similar to the County process. (The Town of Springfield desires to keep town road access permitting administered at the local level.)
- § The County should prepare an access control map and this map should be posted in the County Highway Department, Zoning Department, and in all towns.

As a follow-up to this access control plan, the County Highway Department established an access permit system for new driveways along county trunk highways. In addition, the County zoning ordinance was amended to include the recommended access spacing, number and design standards.

### Wisconsin State Highway Plan and Corridors 2020 Plan

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. The plan identifies Interstate 39 (USH 51) as a major "Corridors 2020 Backbone" to the state highway network. The state's *Corridors 2020 Plan* identifies portions of the regional highway system that are expected to be either severely congested if no capacity expansion projects are completed over the next 20 years. There are no projects in or near Springfield that fall into this category.

### Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21<sup>st</sup> Century

*Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21<sup>st</sup> Century* provides a broad planning "umbrella" including a vision and goals for transportation systems in the state for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 "backbone" network by 2005, the crea-

tion of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. Interstate 39 was identified as a key “backbone” to the statewide network. WisDOT is in the process of updating its 1995 plan in *Connections 2030*, set for completion in Spring 2006.

### **Wisconsin Bicycle Transportation Plan 2020**

*Wisconsin Bicycle Transportation Plan 2020 (1998)* presents a blueprint for improving conditions for bicycling, clarifies 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 State Trunk Highway system in Wisconsin. In Marquette County, STH 22 from Montello to Wautoma was listed as a key linkage.

### **Wisconsin Pedestrian Plan 2020**

*Wisconsin Pedestrian Policy Plan 2020 (2002)* outlines statewide and local measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT’s role in meeting pedestrian needs. Pedestrian facilities include sidewalks, walkways, streetscapes, crosswalks, traffic control signals, overpasses and underpasses, bridges, multi-use paths, curb cuts and ramps, transit stops, and paved shoulders.

### **Wisconsin State Airport System Plan 2020**

*Wisconsin State Airport System Plan 2020* includes a general inventory of existing airport facilities in the state and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the state. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, but does not identify any new locations for airports to meet future needs. There are no recommendations related to Marquette County.

### **Wisconsin Rail Issues and Opportunities Report (2004)**

*Wisconsin Rail Issues and Opportunities Report* summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming *Connections 2030*, WisDOT’s next multimodal transportation plan set for completion in 2006. There are no critical rail transportation issues related to Marquette County identified in this report.

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## **B. TRANSPORTATION GOAL, OBJECTIVES, POLICIES AND PROGRAMS**

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***Goal: Provide and encourage a safe and efficient transportation system.***

***Objectives:***

- a. Provide for adequate roadway capacities and safe conditions in conjunction with the County and State.
- b. Promote the coordination of transportation investments with land use planning and development.
- c. Preserve the scenic value along roadways to protect the Town’s rural character.
- d. Support biking, walking, and other alternative modes of transportation.

***Policies and Programs:***

1. **Work with the County to maintain and, as necessary, upgrade town roads and County Highways.** Marquette County maintains a 5-year plan for road improvements within the County.

The County also maintains town roads and has historically included maintenance of such roads in its five-year plan. The Town should continue to work with the County Highway Department to incorporate desired town road projects into this 5-year county-wide plan. The Town could also assist the County Highway Department in maintaining a database on the physical condition of roads and bridges. The County's Plan recommends that the County Highway Department update its 5-year improvement plan annually. If this recommendation is followed, then ideally the Town would provide road condition ratings and maintenance and improvement desires to the County on an annual basis as well.

There are several federal and state sponsored improvement **programs and funding sources** available to the County and local communities for transportation projects. Additional information on these programs is available in the Marquette County Comprehensive Plan, and from the WisDOT District 4 office in Wisconsin Rapids and University of Wisconsin Transportation Information Center.

2. **Work with the County to ensure safety on the roadways by:**

§ **Addressing problem intersections.** The intersection of Deerborn Road and 5<sup>th</sup> Road was identified by participants in this process as particularly problematic because the stop sign is set too far back from 5<sup>th</sup> Avenue. The Town should support efforts of the County to add improvements to this intersection to the 5-year road improvement program.

§ Exploring **signage and speed zones to encourage motorists to reduce their speeds, particularly where there are a significant number of adjacent driveways or curves in the road.**

§ **Discouraging the use of Town roads for through and truck traffic** by designating weight limits where appropriate.

3. **Consider working with the County to promote an interconnected system of roads in planned Single Family Residential-Rural areas, and to update design and layout standards for new town roads where platted.** The Marquette County Comprehensive Plan recommends developing unified road improvement standards in conjunction with the towns. The resulting product would be a Town Road Specifications Manual, which would be in effect for newly platted roads in towns that endorsed or accepted it. The recommended Town Road Specifications Manual could help ensure that roads are built to function properly, to facilitate maintenance and emergency service provision, and to last as long as possible. Pending further discussions following adoption of the comprehensive plans, the manual may also address issues such as road right-of-way width, base course and pavement width and thickness, roadside and internal drainage, intersection design, maximum slopes and curves, logical addressing, and/or non-duplicative road naming.

4. **Consider adopting a town driveway ordinance to ensure suitable dimensions and design for emergency vehicles, guide driveway placement, promote access control to adjacent roads, and protect rural character.** A driveway ordinance could:

§ Include width, design, clearance, address signage, and slope standards to ensure access by emergency vehicles. To effectively provide safe access for emergency equipment, driveways should provide at least 12 feet of unobstructed width and at least 14 feet of unobstructed height. Driveways lined with dense vegetation and longer driveways should provide for a turn-out to accommodate two-way traffic and a turnaround near the home.

§ Specify the number of driveway accesses to the road allowed for each property.

§ Encourage shared driveways between adjacent developments.

§ Require "no vehicular access" areas on subdivision plats or certified survey maps where driveways connecting to the public road would not be safe.

- § Guide the placement of driveways relative to each other and road intersections, and to protect sight distances for vehicles leaving the property.

This type of ordinance typically requires, before a driveway may be constructed, submittal of a plan that shows the location, slope, cross-section, retaining walls or bridges or culverts (if necessary), erosion control and drainage management approaches. Model town driveway ordinances are available from the Wisconsin Towns Association.

5. **Help protect the rural character along scenic roadways.** This may include:

- § **Consider adopting a Town property maintenance code** to ensure that properties are kept up to certain basic standards of repair and maintenance;

- § Where housing is planned, **promoting the placement of new houses in locations that minimize visibility from the road** and preserve vegetation and topographic features. The local planning process identified a desire to have homes set back at least 300 to 500 feet from roadways.

6. **Monitor and participate in pending statewide long-range plans** (*Connections 2030*) for highways, local roads, air, water, rail, bicycle, pedestrian, and transit systems.

7. The Town should continue to work with the county, state, and regional jurisdictions to **support other transportation options**, including:

- § **Commuter Facilities.** This *Plan* recommends that the County explore the interest in a park-and-ride lot at the I-39 interchange area in Westfield. This lot could serve Springfield commuters.

- § **Para-Transit** The Town, Village of Westfield and County should explore programs administered by WisDOT which utilize both federal and state funding for transportation assistance for the elderly and disabled populations. These are:

- *Specialized Transportation Assistance Program for Counties* program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment.
- *Elderly and Disabled Transportation Capital Assistance* program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, local public bodies that are the approved provider of transportation services for the elderly and disabled in their areas. The state also funds the
- *Wisconsin Employment Transportation Assistance Program (WETAP)*. This program supports the development of transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants to the program must prepare a Regional Job Access Plan that identifies the needs for assistance.

8. **Coordinate with the County to improve the marking of existing bicycle routes in the Town.**

In addition, this *Plan* recommends paving the shoulders (4 feet) on all state and county highways identified on a designated bike route. Town roads have low enough traffic volumes where paved shoulders are generally not necessary. This is particularly important where the state-designated bike trail in Springfield follows the same route used by quarry trucks.



## Map 5: Planned Transportation and Community Facilities



## **CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES**

## VI. UTILITIES AND COMMUNITY FACILITIES

This chapter of the plan contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future maintenance and development of the Town's utilities and community facilities, as required under §66.1001, Wisconsin Statutes.

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### A. EXISTING UTILITIES AND COMMUNITY FACILITIES

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#### 1. TOWN FACILITIES

The Town Hall and Fire Hall are located along CTH M at Duck Creek Avenue.

#### 2. COUNTY FACILITIES

Marquette County's government offices operate out of several buildings in Montello; most located in the County's courthouse building on West Park Street. The County Courthouse is listed on the National Register of Historic Places. Other county facilities include the highway department facility, and service center, both located along Underwood Avenue, and the County's Job Center located on West Street. The County Fairgrounds occupies a 40-acre site in the southwestern portion of the Village of Westfield. Facilities include a softball diamond, horse racing track, a grandstand, restrooms, and several livestock and exposition buildings. The County fair is held annually in July.

#### 3. PARKS AND RECREATION FACILITIES

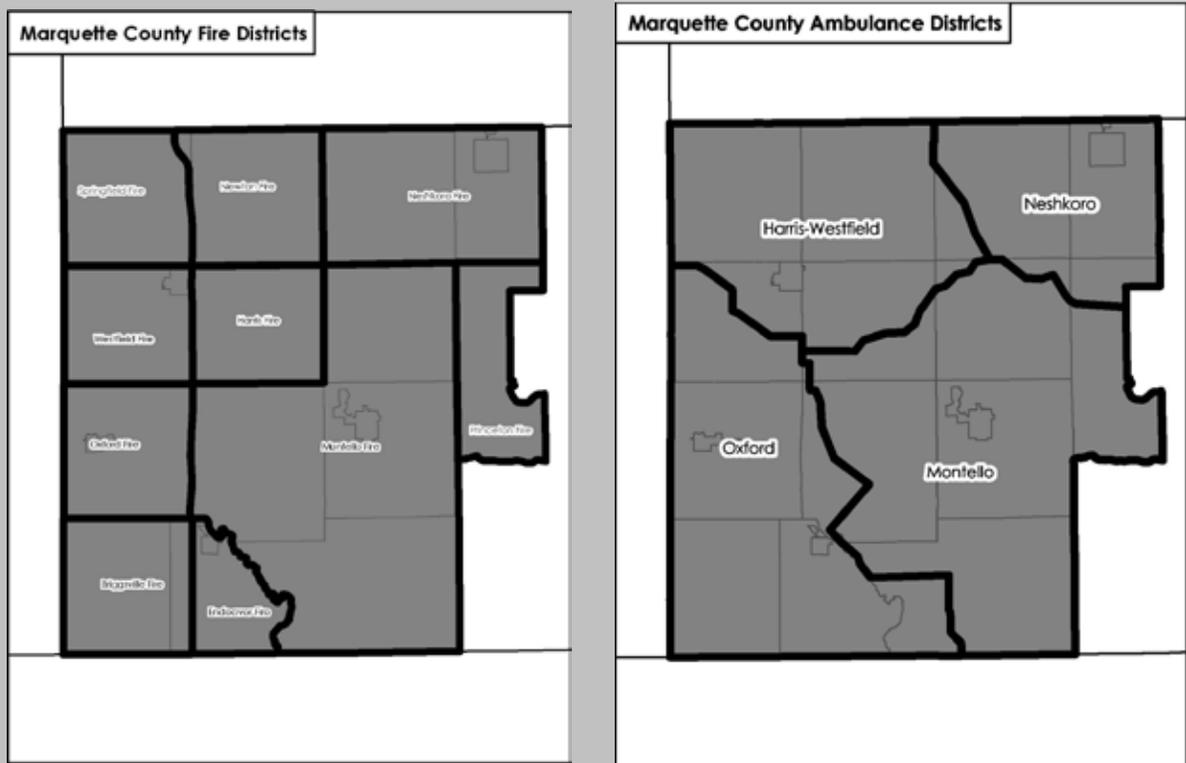
There are no Town-owned parks in Springfield. The County park system contains eight sites totaling 200 acres (with the county fairgrounds making up the remaining acreage). A complete description of the County's park and recreation facilities is provided in the 1999 *Outdoor Recreation Plan*. The Town of Springfield owns six public access points, including one each at Twin Lakes, Lake Burnita, Pleasant Lake, School Section Lake, and two at Wood Lake. Private clubs and organizations in Marquette County maintain about 100 miles of public snowmobile trails, some of which are located in Springfield. The county's trail network and 60 miles of interconnecting privately-maintained club trails are readily accessible to all portions of the county and link up with trails of surrounding counties as a part of a statewide system. Most of the public trails are wintertime easements which cross private property. No public cross country ski trails presently exist in the county.

#### 4. POLICE, FIRE, EMERGENCY, HEALTH CARE SERVICES AND CHILD CARE FACILITIES

The Marquette County Sheriff's Department serves as the primary law enforcement agency for town residents. The department has 35 full-time officers. Based on the County's 2000 jurisdictional population, the county is providing about 2.5 officers per 1,000 people (comparable to the state ratio of 2.4). The department operates out of the courthouse building in Montello.

There are ten fire departments in the County (see Figure 15 for district boundaries), with the **Springfield Fire Department** serving local residents. An ambulance will be located in Westfield beginning January 1, 2005. There are four emergency medical service areas in the County. The County's EMS is staffed with 4 full time employees and 70 on-call volunteers. A shortage of trained staff to provide EMS service was identified as a critical need during the local planning process. There are no major hospitals located in the Town, with the nearest hospital located in Portage and the Adams Memorial Hospital in Adams. There are day care and child care facilities located in the County's urban areas, a few are located in the Town of Springfield.

Figure 15: Fire and Ambulance District Boundaries (2004)



5. SCHOOLS

School-age kids in the Town are served by the **Westfield Public School District**. The boundaries of this and other public school districts in Marquette County are shown on Map 1.

Figure 16: School District Enrollment, 1997 - 2003

	97/98	98/99	99/00	00/01	01/02	02/03
Westfield School District	1,525	1,457	1,390	1,410	1,346	1,337

Source: Wisconsin Department of Public Instruction, 2003

The Westfield School District serves 3,500 households and had a total k-12 enrollment of 1,337 during the 2002/03 school year. Enrollment has been declining since the 1997/98 school year, when about 1,500 students were in attendance (see Figure 16). This district serves the villages of Westfield, Neshkoro and Oxford and the towns of Springfield, Newton, Westfield, Harris, Crystal Lake, Neshkoro, Oxford, and a portion of Douglas, as well as portions of Adams and Waushara counties. There is a high school, middle school and elementary school located within the Village of Westfield. There is also a district elementary school located in the villages of Oxford and Neshkoro. The district owns a 175-acre school forest. The Town is also located in the Madison Area Vocational Technical district.

## 6. LIBRARIES

Residents in the Town of Springfield are served by Ethel Everhard Memorial Library in the Village of Westfield. This public library, located across the street from the village hall building, was constructed in 1971 with money donated by a local resident. With between 6,000 and 7,000 volumes, this library offers a wide selection of materials to patrons in the Village and residents in surrounding towns. All of the public libraries in Marquette County are part of the Winnefox Library System, which serves 30 libraries and a population of over 300,000 residents in the east central region. Of the seventeen public library systems in the state, Winnefox ranks number one in the state in per capita circulation.

## 7. WATER SUPPLY

Residents in the Town of Springfield obtain their water supply from private wells. Chapter Three provides more detailed information on the quantity and quality of the groundwater supply in the Town and County.

## 8. SOLID WASTE DISPOSAL

There are no open or active landfill sites in the Town of Springfield. There are two closed or inactive sites in the town; one in Section 6 and the other in Section 10.

## 9. PRIVATE ON-SITE WASTEWATER TREATMENT FACILITIES (POWTS)

In the Town of Springfield, the disposal of domestic and commercial wastewater is handled primarily through the use of **private on-site wastewater disposal systems**. These on-site systems, often referred to as septic systems, generally discharge the wastewater to underground drainage fields. There are six types of on-site disposal system designs typically used in rural areas: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. The County regulates septic systems through authority granted by the state. The state's Department of Commerce (COMM) establishes the statewide code for siting, design, installation, and inspection of private on-site sewage systems. In 2000, the state adopted a revised private sewage system code called COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment. In some cases, alternative waste disposal systems can be used in areas where conventional systems are not feasible due to unsuitable soil conditions. Residents in the neighboring Village of Westfield are served by a municipal wastewater treatment facility.

## 10. STORMWATER MANAGEMENT & EROSION CONTROL

Stormwater management has gained more attention statewide in recent years as an environmental concern due to flooding, property damage, and surface water quality issues. Many communities are adopting stormwater management rules and requiring stormwater management plans to control run-off on an ongoing basis, such as establishing maximum impervious surface ratios, requiring that the amount of run-off occurring after development is the same as before development, and setting minimum water quality standards. Controlling run-off during site grading and construction has been viewed as particularly important. Under a recent change to State law, construction site erosion control plans are required for all sites over 1 acre in area.

In rural areas, another method to address stormwater run-off concerns is through a drainage district. In Marquette County, there are four established **Drainage Districts** overseen by commissions of appointed individuals. These districts can: plan, operate, and maintain districtwide drainage and dam facilities, levy assessments against landowners who benefit from drainage, award damages to landowners injured by the construction of drainage facilities, make or recommend modifications to drainage district boundaries, and resolve drainage disputes.

### 11. TELECOMMUNICATIONS

Three telephone companies serve most of Marquette County: Verizon North, Marquette-Adams, and Century Tel. The Town of Springfield is served by Verizon North. There is a growing trend in cellular telephone use throughout the county and, with this demand, comes local issues regarding electronic interference, aesthetics, and community impacts associated with this service. At the time this plan was written, there are two **cell towers** located in Town of Springfield. Responsibility for safety and maintenance is the owner's.

### 12. ELECTRIC GENERATION AND POWER DISTRIBUTION SYSTEMS

The County is served by three electric power utilities: Pioneer Power and Light (Westfield Electric), Alliant-Wisconsin Power and Light, and the Adams-Columbia Electric Cooperative. Most of the Town of Springfield is served by Pioneer Power and Light. There are three hydropower electrical generating facilities in Marquette County.

There is **one electric transmission line** running north-south through the Town of Springfield, operated by the American Transmission Company (ATC). This line carries electric energy from power plants to local communities. The rights-of-way for the three lines running through Marquette County vary from a width of 40 feet to 100 feet. To meet the State's growing electricity use, many existing transmission lines will need upgrading and many new lines and substations will need to be constructed.

### 13. SOLID WASTE AND RECYCLING FACILITIES

There are no active or open landfills in Springfield. There is a closed landfill site located in Section 6 and Section 10. The closest recycling drop-off point is located in Harrisville. Marquette County adopted its *Recycling Plan* in 1991 to establish a framework for the development of an effective recycling program to serve the entire County.

### 14. CEMETERIES

There are four public and private cemeteries located in the Town of Springfield; some of the named cemeteries include Immanuel Evangelical Lutheran, Norton, Springfield, and Pleasant View. The locations of most of these sites are available from County plat books and town maps, as well as from the County Historic Society.

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## B. UTILITIES AND COMMUNITY FACILITIES GOAL, OBJECTIVES, POLICIES AND PROGRAMS

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***Goal: Supply public facilities and services in line with resident expectations and the Town's rural atmosphere.***

***Objectives:***

- a. Coordinate community facilities planning with land use, transportation, and natural resource planning.
- b. Provide the appropriate level of community services and facilities consistent with a low tax levy and the rural orientation of the Town.
- c. Protect the Town's public health and natural environment through proper siting of on-site wastewater disposal systems, erosion control and stormwater management.
- d. Enhance resident access to advanced telecommunication technologies through considering the location of cellular phone towers and broadband/fiber optics.

### ***Policies and Programs:***

1. **Work with the County and neighboring communities on forming and revisiting joint service agreements as a means to consolidate and coordinate services, to achieve better services and/or cost savings.** These types of agreements are particularly important in the current era of diminishing government financial resources. The Town should explore or extend joint service agreements with neighboring communities and the County where consolidating and coordinating services can result in cost savings. This type of strategy might be undertaken to improve the service of County Emergency Medical Services (EMS), for instance, which has been identified as a particular issue in northwest Marquette County. EMS discussions may focus on ensuring adequate equipment and training, and to work toward providing better compensation to retain employees. This type of strategy is also appropriate for improving the area's recycling services, and maintaining sheriff/police and fire service provision. .
2. **Work with the Village of Westfield and any interested town homeowners associations to coordinate future land development with planned improvements to public sanitary sewer systems and/or community/group waste treatment systems.** There are three approaches the Town, Village, and private homeowners associations can take to promote long-range waste treatment planning:
  - § ***Guide urban development into areas with public sanitary sewer or close to the Village.*** This *Plan* seeks to guide higher density development and more intensive land uses (e.g., commercial and industrial uses) requiring public sanitary service in or close to the Village of Westfield. This approach will maximize the considerable investment that has already been made into these public utilities and result in more compact, higher value commercial and industrial uses.
  - § ***Consider creating or exploring new sanitary or utility districts.*** In areas where there is existing or planned development that is some distance from a public sanitary sewer system, the Town may consider creating a sanitary or utility district. State law grants towns the authority to create such districts. The general process for creating these types of districts include reviewing a signed petition by at least half of the persons owning land or the owners of at least half of the land within the proposed limits of the sanitary district; holding a town board public hearing on the petition and, if approved, legally file the district with WisDNR and the County Register of Deeds. Once established, the district commission may project, plan, construct and maintain a system of water supply, solid waste collection, and sanitary sewer service.
  - § ***Assist property owners to establish group or community waste treatment facilities.*** If a Town sanitary district is deemed unfeasible due to distance from public services and/or there are particular problems with the siting or maintenance of on-site systems, another option to serve existing or planned development areas remote from public sanitary districts is a group or community waste treatment system. These systems generally involve providing wastewater or sewage collection with centralized treatment to a group of homes. There are a variety of collection and treatment technologies available for group systems. Group or cluster systems can provide the advantage of allowing higher housing density than would be allowed under normal septic systems, better environmental protection, and the potential for future conversion for discharge to a municipal system. Instead of public ownership, these systems may be owned and maintained by a homeowners association or lake organization. Proper assurances for joint, ongoing maintenance of such facilities is critical, such as through a lake organization or homeowners association.
3. **Work with the County to properly site and monitor private on-site wastewater treatment systems to assure public health and groundwater quality.** Marquette County recently updated its sanitary code to respond to COMM 83. In the future, Marquette County may consider additional updates. The Town should remain informed should these changes occur.

The Town could work with the County to promote the state's grant program, called the **Wisconsin Fund**, to help repair or replace failing septic systems. The County could also promote the use of community/group waste treatment systems in existing and planned areas of intensive development, where connection to a public sewer system is not feasible. Proper assurances for joint, ongoing maintenance of such facilities is critical, such as through a lake organization or homeowners association.

- 4. **Support strategies for enhancing telecommunication capabilities.** In Marquette County, there are fiber optic lines that can support high speed data transmissions in the villages of Endeavor, Oxford, Westfield, and the city of Montello. This *Plan* supports strategies to enhance telecommunication capabilities for the Town. The Town and the County can **enhance telecommunication facilities** by supporting or encouraging the following efforts:

- § When roadway improvements are conducted, work with the State, County to ensure fiber optic cables are laid.
- § Work with local utility providers which maintain easements and right-of-ways, telecommunications infrastructure, and an existing customer base to provide service.
- § Support study that includes feasibility of various broadband services, determination of the scope of work to install, return on investment, and projected timelines.
- § Focus on larger customers in rural areas to determine their need for broadband data transmission. These larger potential customers could provide enough economic incentive to bring service to rural areas where demand may not otherwise justify the expense.
- § Explore funding for this type of community utility investment available through the U.S. Department of Agriculture’s Rural Utility Services or other broadband or exploratory or pilot programs.

- 5. **Explore avenues to assure a high-quality and abundant supply of groundwater.** Private wells draw water from the upper aquifer, which can be susceptible to contamination.

Therefore, the Town, in cooperation with Marquette County and other communities, should consider the following steps to protect groundwater:

- § *Minimize intensive development in rural areas.* There is a low probability of groundwater pollution associated with on-site sewage disposal systems where overall housing densities in an area are less than one house per two acres. There is a higher probability of groundwater pollution at overall densities greater than one house per one acre.
- § *Minimize impervious surfaces* (e.g., rooftops, paved areas) and promote water infiltration (e.g., stormwater basins) in groundwater recharge areas.
- § *Direct residential development away from all closed landfills* (1,200 foot radius).

**Wireless Communications for Rural Areas**

Residents in the Town of Springfield are keenly aware of the role telecommunications and the internet play in future economic development and community quality of life. Quality cell phone service, broad band internet, and wireless internet connections continue to grow in importance for the region’s economy. Although fiber optics are available in the Village of Westfield and the City of Montello, not all parts of the County have access to high-speed internet service. Certain locations in the County are underserved by cellular communications and high-speed internet (broadband) access. Broadband access, which is needed to connect internet telephone, can be provided over fiber optic cables, satellite, or radio waves.

The remoteness and sparse population of rural communities often becomes a barrier when seeking private investment in infrastructure such as wireless communication networks. However, a number of creative solutions are being successfully implemented to bridge this technology gap. These include:

- § Some rural counties have joined together to install fiber optic cables and create regional broadband service capacity, suggesting regional cooperation between the Marquette County and its neighbors is one option for giving Marquette County’s rural communities broadband and internet telephone access;
- § Patented Direct Wireless technology, marketed through Direct Wireless Incorporated, uses software that is integrated into individual phones, allowing for high quality, affordable wireless connections in rural areas.

The USDA’s Rural Utility Service offers grants and loans for high-speed internet/broadband development, and the Federal Communications Commission’s Wireless Outreach Initiative encourage the installation of high-speed internet networks in rural areas.

- § *Continue to support and promote recycling and waste-reduction programs* to decrease waste loads going to landfills in the region.
- § *Support an effective inspection and required maintenance program* at the County level for all private on-site waste disposal systems.
- § *Work with the County to limit the use of salt on roads*, and locate and manage snow and salt storage areas to avoid groundwater and stream pollution.
6. **Encourage efforts to retain and improve small community schools** and educational services directed to educating the Town's youth and providing continuing education and training to adults. To make sure they have a voice in school district decision-making, the Town should cooperate with the Westfield School District in long-range planning and decision-making
  7. **Explore the feasibility of expanding the fire station to a site across from the town hall building.**
  8. Stay informed with any plans by the American Transmission Company (ATC) related to the power lines running through the Town. Because new transmission lines are costly to build and difficult to site, energy providers are increasingly looking to increase capacity along existing routes. This *Plan* promotes "**corridor sharing**" or the use of the transmission line's existing rights-of-way for **other facilities**. Corridor sharing reduces the impacts by locating linear land uses together, and minimizes the amount of land affected by new easements. It also reduces the proliferation of corridors and easements such roads, pipelines, power lines, and other linear features.
  9. **Encourage construction site erosion control and ongoing stormwater management for subdivisions and other larger projects to protect water quality and prevent flooding.** Stormwater management techniques include natural drainage swales and retention and detention basins. See Chapter Two for more information.
  10. Do not plan for direct Town government involvement in **health care and child care** over the 20-year planning period, as these services will be provided in nearby communities and by private entities.
  11. Do not plan for direct Town involvement in providing additional or expanded parks, libraries, or cemeteries. The Town expects that **parks, cemeteries, and libraries** in the area will be sufficient to serve Town residents over the planning period, or other county or private entities will provide these facilities.
  12. Do not plan for municipal water or sanitary sewer services in the Town.
  13. Generally follow the timetable shown in Figure 17 to **create, expand or rehabilitate** community facilities.

Figure 17: Timetable to Improve or Enhance Utilities and Facilities

Utility or Facility	Timeframe for Improvements	Comments
Water Supply	N/A	All water supplied by private wells; expected to continue.
On-Site Wastewater Treatment (Septic)	Ongoing	Promote the state's Wisconsin Fund to help repair or replace failing septic systems; promote the use of community/group waste treatment systems in areas of intensive development; participate in County code updates.
Solid Waste Disposal	N/A	All landfills in the Town are closed; No new local landfills expected.
Stormwater Management	N/A	County enforces the Erosion Control and Stormwater Runoff ordinance for new subdivisions.
Recycling and Trash Services/Compost	2005 – 2010	No needed improvements/expansions identified
Law Enforcement Services	2005 - 2010	County provides services and may explore long-range space needs for Sheriff's Department
Fire Protection and EMS Services	2005 – 2025	Joint fire services are sufficient to meet current and forecasted needs, occasional equipment upgrades will be needed
	2005 – 2010	Work with the County to consider and implement options to improve EMS service to County residents.
	2020 – 2025	Explore the feasibility of expanding the fire station
Medical Facilities	N/A	Medical facilities in nearby communities appear to meet needs.
Library	N/A	County libraries meet current and forecasted needs.
Schools	2005 – 2025	Work with the Westfield School District on long-range planning studies.
Park & Recreation Facilities	2005	Participate in the Countywide update to the 1999 Outdoor Recreation Plan.
Telecommunication Facilities	2005-2010	Work with the County to explore funding sources, feasibility, and demand for fiber optic/broadband access expansion.
	2005 - 2025	Support the siting of wireless communication facilities to improve town coverage
Cemeteries	N/A	No present need to identify future sites or expansions.



## **CHAPTER SEVEN: HOUSING & NEIGHBORHOOD DEVELOPMENT**

## VII. HOUSING & NEIGHBORHOOD DEVELOPMENT

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

### A. EXISTING HOUSING FRAMEWORK

#### 1. HOUSING AGE AND STRUCTURAL CHARACTERISTICS

According to 2000 Census data, there are 544 housing units in the Town of Springfield. As shown in Figure 18, the **Town's housing stock is predominately single-family homes** (89 percent). This proportion of single family homes is larger than the County housing stock (79 percent), the East Central Region's housing stock (75 percent), and the statewide figure (69 percent). About 8 percent of the Town's housing stock in 2000 was comprised of mobile homes, lower than the countywide figure of 16 percent.

According to the State Demographic Services Center, Annual Housing Unit Survey, there were 153 new housing units constructed in the Town between 1990 and 2003. Seventy-four of these units were completed between 1999 and 2003. The majority of these units were single-family dwellings.

Figure 18: Housing Types: 1990- 2000

Units per Structure	1990 Units	1990 %	2000 Units	2000 %
Single Family	382	88.0%	483	89.5%
Two Family (Duplex)	3	1.0%	8	1.5%
Multi-Family	0	0.0%	6	1.0%
Mobile Home	46	11.0%	45	8.0%

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

Figure 19 compares other 2000 housing characteristics for the Town with the county and state. Most notable is the proportion of seasonal homes in Springfield, with about **half of the housing stock classified as "seasonal"** by the U.S. Census. Seasonal units are intended for use only in certain seasons or for weekend or other occasional use throughout the year. They include cottages, cabins, time-share units, and temporary work housing for migrant workers. For comparison, seasonal units comprised on 26 percent of the units in the County, and 6 percent in the State. The **median value** of an owner-occupied home in the Town in 2000 was \$84,400. About 56 percent of the Town's housing stock was valued in the \$50,000 to \$99,000 price range, and about 9 percent was valued in the \$200,000 to \$500,000 range.

Figure 19: Comparison of Housing Stock Characteristics - 2000

	Town of Springfield	Marquette County	Wisconsin
Total Housing Units	544	8,664	2,321,144
Occupancy Rate	50%	69%	89%
% Seasonal	46.9%	26%	6%
% Owner Occupied	87.2%	82%	68%
Median Housing Value/Owner Occ.	\$84,400	\$87,000	\$112,200

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

## 2. HOUSING AGE AND STRUCTURAL CHARACTERISTICS

The **overall condition of housing** in the Town can be generally assessed through census data, including structural age, presence of complete plumbing facilities, and overcrowding. Figure 20 illustrates the age of Town's housing stock based on 2000 Census data. The Town experienced its highest building rate during the 1980s and 90s. About 31 percent of Springfield's homes were built before 1959 and will probably show signs of wear over the planning period, which could increase the interest in housing rehabilitation resources.

From 1990 to 2000, the proportion of occupied housing units that lacked hot and cold water, a flush toilet, or a bathtub or shower in the Town dropped from 3 to less than 1 percent. This trend is similar to county, regional and state trends and percentages. There are not many **overcrowded living units** in the Town, as defined as units with more than one person per room. In 2000, there 1 percent of the units in the Town classified as overcrowded, while in Marquette County the figure was 1.75 percent.

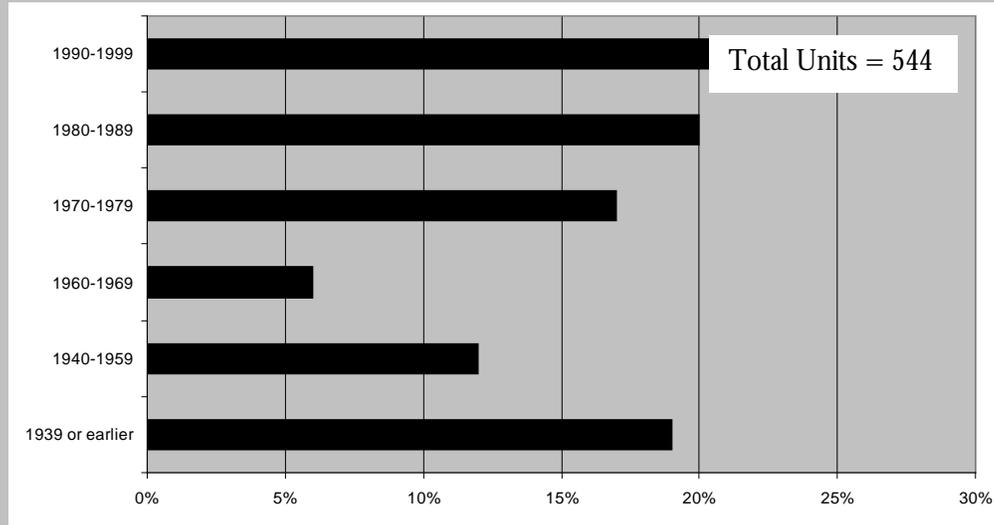
## 3. SPECIAL NEEDS HOUSING

Special needs or subsidized housing is often needed for individuals who need housing assistance or housing designed to accommodate their needs due to financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems. Throughout Marquette County, several governmental, private and nonprofit agencies provide some form of housing assistance to meet these types of situations. According to the Wisconsin Housing and Economic Development Authority (WHEDA), there were **116 federally assisted rental units** in the County in 1999. Of these, 91 were elderly units, 21 were family units, and 4 were units for disabled individuals. None of these units are located in the Town of Springfield.

### 2002 Town Survey Results

*When asked to identify housing needs in Marquette County, most Springfield respondents chose "assisted living housing for the elderly, and single family housing" as their top choices.*

**Figure 20: Age of Town of Springfield Housing as a Percent of the Total 2000 Housing Stock**



#### 4. HOUSING NEEDS ANALYSIS

The relationship between housing costs and household incomes is an indicator of **housing affordability**, which is gauged by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownership costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events.

While there is no data available down to the town level, the percentage of homeowners in Marquette County paying a disproportionate share of their income for housing was 21 percent in 1999, which was the highest rate in the East Central Region (averaging 15 percent) and higher than the state average of 18 percent. The percentage of renters in Marquette County paying a disproportionate share of their income for housing was 23 percent, which was lower than the regional and state averages. The ECWRPC compiled ten variables (including age of occupied units, homeowner and rental vacancy rates, owner-occupied housing values, renter and owner-occupied housing affordability and housing conditions) from the 2000 census to produce a composite map of the region indicating the level of “housing stress” in each jurisdiction. The levels range from “adequate” to “moderate” to “severe”. According to this map, no jurisdictions in Marquette County face “severe” housing stress, but several communities, including the Town of Springfield, were identified as having a **“substantial” level of housing stress (between “moderate” and “severe”).**

#### 5. HOUSING PROGRAMS

The U.S. Veterans Administration provides low-cost loans and other housing assistance to veterans in the county. WHEDA is the most active housing agency in Marquette County and constructed most of the affordable housing for low-income families and seniors. The Wisconsin Department of Administration also provides loans to low and moderate income homebuyers in the county. Rural Development is a nonprofit agency active in central Wisconsin that also provides housing assistance in the form of low-interest loans to low-income homebuyers. Other agencies providing housing services include religious institutions and social service agencies that provide housing services to persons with disabilities, persons with HIV/AIDS and for seniors.

In addition, CAP Services, a regional provider of business, housing and social services has a financial assistance program for first-time homebuyers. It provides matching dollars to low-and moderate-income first-time homebuyers for down payment and closing costs. CAP also provides housing rehabilitation and weatherization for owner-occupied and rental housing.

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## B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOAL, OBJECTIVES, POLICIES AND PROGRAMS

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***Goal: Encourage decent, affordable housing for all Town residents.***

***Objectives:***

- a. Support housing to meet the needs of persons of all income levels, age groups, and special needs.
- b. Encourage high quality construction and maintenance standards for housing.
- c. Encourage home siting that will not result in property or environmental damage, or impair rural character or agricultural operations.
- d. Encourage neighborhood designs and locations that protect residential areas from incompatible land uses, promote connectivity of road and environmental systems, and preserve rural character.
- e. Discourage development which decreases property values.

***Policies and Programs:***

1. **Plan for a sufficient supply of developable land** for a range of different housing types, in areas consistent with Town land use goals, and of densities and types consistent with community service and utility availability. The recommended “Planned Land Use Map” for the Town of Springfield (Map 4) will accommodate expected housing demand over the 20 year planning period and beyond, within a variety of residential and rural land use designations.
2. **Encourage efforts to maintain housing and residential areas.**
  - § Consider a Town Junk Ordinance.
  - § Consider working with the County to identify sources of funding to rehabilitate housing that has deteriorated in condition. Using CDBG funds, communities may establish rehabilitation loans or grants to assist owner-occupants with repairs.
3. **Support the private market in developing affordable housing** and housing for the elderly. Several state and federal programs and funding sources are available to assist private developers, Marquette County, local governments, and residents meet housing objectives. Examples of these are described earlier in this chapter.
4. **Support efforts to protect private homes from wildfire hazard through thoughtful home siting and grounds maintenance.** County and local governments can work with private developers and homeowners to educate them on the risk of wildfires and take measures to ensure that emergency responders can safely and adequately fight fires. This measure might involve appointing a board of area residents interested in fire issues, conducting a wildfire hazard assessment, removing trees to promote access along roads and driveways, and scheduling a spring cleaning day to remove flammable woody debris. The Springfield Fire Department and WisDNR can assist with these efforts.

In addition, this *Plan* recommends that local fire agencies be provided the opportunity to review and comment on major subdivisions or large-scale non-residential development projects. The location of individual homesites, parks, open recreational lands, roads, trees, and landscaping should also be reviewed with fire protection in mind. A driveway ordinance is another way to provide safe access to

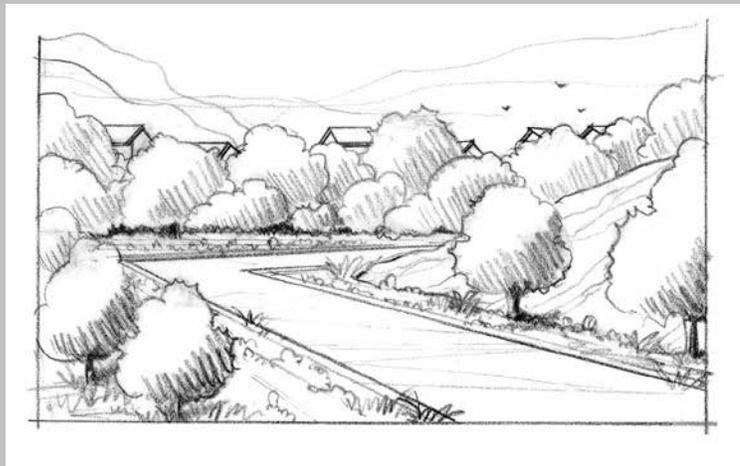
homesites. WisDNR has additional information to help educate both newcomers and long-term residents on the hazards wildfires pose on lives and private property.

5. **Promote quality neighborhood design and layout in new residential areas** adhering to appropriate rural standards for roads, other infrastructure, and lot placement in new subdivisions. Details are provided below. Areas planned for new housing are shown in Map 4.

This *Plan* endorses high-quality design and layout in all newly planned residential areas in the Town. This includes protecting “environmental corridors” during the land division and construction phase and providing safe and adequate road access. In areas where Map 4 shows new residential development (the areas designated as *Single Family Residential – Rural*), this *Plan* encourages the use of “conservation neighborhood design” techniques in the planning and developing of these subdivisions. Conservation Neighborhood Design is an overall approach to designing new residential developments in a manner that achieves many of the goals of this *Plan*. The following “conservation neighborhood design” guidelines described in this section are recommendations, and not mandates:

§ Preserve open space, farmland, and natural features that define, sustain, and connect rural neighborhoods and enhance rural character.

§ Promote rural character by “hiding” development from main roads through natural topography, vegetation, and setbacks. This could be accomplished by arranging lots behind trees, hills and ridges. Where such features are absent, the use of berms with natural plantings can also be effective. Another method would be to discourage the development of highly-visible “frontage lots” along road-



ways, as these have the greatest visual and traffic impacts. It should be noted, however, that while minimizing the visual impact of development, it is also critical to maintain safe fire access and appropriate road and driveway markings to ensure fast emergency response.

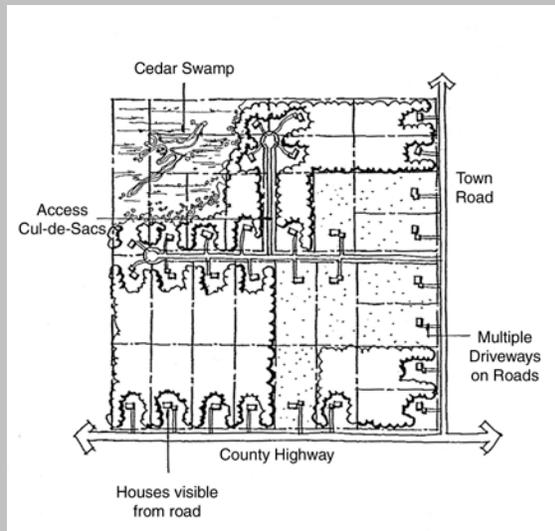
§ Arrange individual homes in desirable locations, which should consider topography, privacy, and views of open space.

§ Use the road and possibly a trail network to connect homes to each other, connect streets to the existing road network, and connect the development to adjoining open space or nearby public lands.

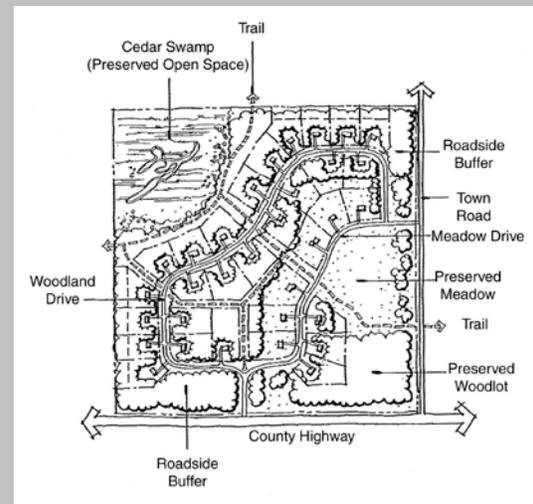
§ Encourage housing on modest sized lots. Smaller lots that are “clustered” in buildable portions of a property will allow for greater protection of natural features and open space in other portions of the land. Often, rural lots can be as small as 1½ acres and still allow for safe disposal of sanitary waste. Figure 21 provides a visual comparison between a conventional subdivision and conservation neighborhood design on the same conceptual site.

## Figure 21: Example of Conservation Neighborhood Development Compared to Conventional Development

(In Planned Single Family Residential – Rural areas)



Conventional Development



Conservation Neighborhood

The Town should **consider adopting a new subdivision ordinance** to encourage conservation neighborhood design principles as an option. The rules may be written to provide incentives for this type of development, for example, by allowing slightly more lots than otherwise allowed if conservation design principles are not followed.

Often, conservation subdivisions preserve one-half or more of the land as permanent open space. Who maintains this space is a frequent question. In conservation neighborhoods, the **open space** may be owned and managed by one or a combination of the following:

- § A private individual who holds fee title to the land and manages the land for open space uses (e.g., farming, hunting), often as provided by a conservation easement. This conservation easement could limit any future development in the open space area. This individual could be the original landowner, or a new owner interested in using the land for farming, hunting or other open space uses.
- § A homeowner's association or lake association made up of private property owners within the development. The homeowner's association would own and maintain the common open space through a formal declaration of covenants, conditions and restrictions. This method provides residents with the greatest degree of control over the use and management of the open space.
- § A non-profit conservation organization, such as a land trust, which retains or protects the natural, scenic or open space values of real property to assure the availability of this land for agricultural, forest, recreational or open space uses.
- § A governmental agency which might provide the land as a public recreation area.



## CHAPTER EIGHT: ECONOMIC DEVELOPMENT

## VIII. ECONOMIC DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the Town's economic base. As required by §66.1001, Wisconsin Statutes, this chapter includes an assessment of new businesses and industries that are desired in the Town, an assessment of the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

### A. EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

#### 1. LABOR FORCE TRENDS

In 2000, The Town's labor force consisted of 304 people. (A community's labor force is the portion of the population age 16 or older that is employed or available for work, and includes people who are in the armed forces, employed, unemployed, or actively seeking employment). Of this labor force population, 295 persons were employed and 9 were unemployed; resulting in an **unemployment rate of 1.7 percent**. In June 2004, the unemployment rate for the entire County was 6.5%, and for the state and nation it was around 5%.

#### 2. LOCAL JOBS

Within Marquette County, the number of jobs grew 9 percent from 1996 to 2001 (with a reported 3,821 jobs). The County's job growth has been centered in the **goods-producing industries** rather than service-producing, which is counter to trends happening throughout the rest of the state and nation. According to the state's Department of Workforce Development (WisDWD), manufacturing employment has not been hit as hard in the early 2000s as other parts of the country because most of its products are non-durable goods (e.g., foods and kindred products) which are less prone to fluctuation in typically businesses cycles. Job growth has also been strong in industries that serve the County's growing in-migration population, many of whom are retired. Finance, insurance and real estate; and construction of new residential properties are the two fastest growing industries in the County.

#### 3. INCOME DATA

According to 2000 Census data, the **median household income** in the Town of Springfield in 1999 was **\$35,109**. For comparison, the average household income in Marquette County was \$35,746. The County ranks 51<sup>st</sup> of 72 counties in median household income and is lower than the state and national average (the state average was \$43,791). Within the County, median household incomes in the 14 towns ranged from \$31,000 to \$43,000, and in the city and four villages from \$30,000 to \$39,000.

#### 4. COMMUTING PATTERNS

Approximately half of Marquette County's workforce is employed outside the County, according to 2000 statistics compiled by WisDWD. Of the 3,236 workers commuting outside the County, **43 percent** (1,398 workers) **commute** to Columbia County to the south. Dane County is the second most common workplace destination, drawing 13 percent of the commuting workforce (423 workers). Nearly 200 or more Marquette County workers commute to one of the other nearby counties: Green Lake, Sauk, Waushara, and Fond du Lac. In contrast, about 1,330 workers commute *into* Marquette County for employment. The average time a County resident travels to work increased from 23 minutes in 1990 to almost 26 minutes by 2000. There is no town level data on commuting available.

#### 2002 Town Survey Results

*When asked to identify the most important problem facing Marquette County, most respondents chose "increase in taxes and lack of job opportunities" as their top choices.*

## 5. LOCATION OF ECONOMIC DEVELOPMENT ACTIVITY

Map 3 shows the location of existing economic development activity in the Town of Springfield. These areas are labeled under the *Commercial Recreation*, and *General Business* land use categories on the map.

## 6. ENVIRONMENTALLY CONTAMINATED SITES

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the state. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community. As of July 2003, there were **2 sites in the Town listed** in the Bureau for Remediation and Redevelopment Trading System. Both sites were Leaking Underground Storage Tanks (LUST) sites, which include sites where a leaking underground storage tank has contaminated soil and/or groundwater with petroleum.

## 7. ECONOMIC DEVELOPMENT PROGRAMS

Aside from local economic development initiatives, the following economic development programs and agencies are benefiting, or are available to, the Town, its residents, and Marquette County:

**ECWRPC Economic Development Strategy** is used to distribute Community Development Block Grants (CDBG) for designated projects in each county within the region.

**Agricultural Development Zone** is a program to attract, promote, retain and encourage the expansion of agricultural businesses in Wisconsin.

**Community Assets for People (CAP)** was established in the 1960s as a federally designated community action agency for Marquette, Portage and Waushara counties. CAP programs are designed to assist low-income residents address the causes of poverty. Examples of these programs include below market rate loans for low to moderate income entrepreneurs wishing to start or expand a business; an income qualified first-time homebuyers program; a Head Start program to provide daycare and childcare services to low and moderate income residents.

**Marquette County Economic Development Corporation** established a Strategic Plan in 2004 to identify short- and long-range economic development goals, including building strong partnerships, raising awareness about the EDAC, conducting a countywide economic development assessment, identifying funding sources, and working on programs that enhance business and job creation.

**Wisconsin Rural Partners** is a nonprofit organization that focuses on rural community and economic development, providing a wide range of services that includes economic development workshops and education.

**United States Department of Agriculture (USDA)** provides distance learning and telemedicine loans and grants which assist in developing technological and/or medical services in rural areas (through the USDA Rural Utilities Service), including a broadband program to assist in installation of internet technology in rural small towns, business loans, tech assistance, and helps establish empowerment zones for rural areas.

**Community Based Economic Development Program (CBED)** provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development.

**Community Development Block Grant (CDBG) Program** is available through the State to help underwrite the cost of infrastructure necessary for business development and make improvements to public facilities such as water systems, sewage systems and roads, and which will principally benefit business retention or creation.

**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.

**For additional information about any of the above programs, see the *Marquette County Comprehensive Plan*.**

**8. ECONOMIC DEVELOPMENT ASSESSMENT**

The Wisconsin comprehensive planning statute requires that the *Comprehensive Plan* “assess categories or particular types of new businesses and industries that are desired by the local government unit.” According to the 2002 countywide opinion survey and local community visioning efforts, there is desire for **small-scale industrial and retail development, and tourism development** in the county. Figure 22 shows strengths and weaknesses with respect to attracting and retaining businesses and industries in the Town based on input from the Town of Springfield Planning Committee.

**Figure 22: Town Strengths and Weaknesses for Economic Development**

Strengths	Weaknesses
Abundant natural and outdoor recreation opportunities	Lack of job opportunities
Available land for commercial and industrial development	Distance from major markets and population centers
Scenic, rural atmosphere	Sparse population and seasonal residency
Good road access (Interstate 39)	

**B. ECONOMIC DEVELOPMENT GOAL, OBJECTIVES, POLICIES AND PROGRAMS**

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

***Objectives:***

- a. Focus economic development efforts on natural resources, farming, nature and farm-related businesses, and small, community-serving businesses in limited areas.
- b. Seek new economic development opportunities that capitalize on natural resources.
- c. Allow home-based businesses where there will be no impact on surrounding properties.
- d. Discourage unplanned, continuous strip commercial development.
- e. Consider only small-scale industrial uses with no environmental impact.
- f. Promote the careful placement and design of mineral extraction sites, wireless telecommunication facilities, and other uses that may have a significant visual, environmental, or neighboring property owner impact.
- g. Do not promote major centers of employment within the Town (e.g. large industrial), due to its rural orientation, lack of public utilities, and limited services. Most Town residents will continue to seek quality employment opportunities in villages and cities in Marquette County and nearby counties.

***Policies and Programs:***

- 1. Plan for a **sufficient area of developable land** for commercial uses, in areas consistent with the planned land uses shown on Map 4, and of a scale and type consistent with the Town’s rural character and service availability. Based on the analysis presented in Chapter Four, the demand for land for these types of uses in the Town is minimal.
- 2. Direct larger-scale commercial and industrial uses into or adjacent to the **Village of Westfield** where public sewer is available and police, fire, and other services are closer. High quality economic development

in the Village of Westfield will benefit Town of Springfield residents because the village is in the same school district.

3. Outside of the *General Business* areas shown on Map 4, encourage businesses that are **related to farming and recreation**, including home occupations and “cottage industries” that are compatible with the rural nature of the area. These uses are particularly appropriate in rural areas to supplement household income (e.g., farm families). Home-based businesses and services range from those who supplement their income by selling a craft item or repairing a lawnmower to those who are employed by a company, but do most of their work from a home office (commonly called telecommuters). Two major trends have attributed to the rise of home occupations: the increased use of the personal computer and the re-structuring of the corporate workforce (e.g., downsizing, out-sourcing, “satellite” offices).
4. Cooperate in a county-wide effort to **create a balanced rural economy**. The Town’s natural resources provide opportunities for production, tourism, and other nature-based economic development activities. The Town should work with the County on this effort to **seek economic development strategies that capitalize on the Town’s natural resource base**. For instance:
  - § Support the economic health of **agriculture and forestry production** in the Town.
  - § Support the exploration of “**non-traditional**” forms of **agriculture and forestry**, such as vegetable, fruit and nut farms, and other small-acreage farms; grazing; research farming; community-supported agriculture; equine centers; businesses supporting hunting, fishing, and other outdoor recreational activities; and production of specialty products.
  - § Consider ways to **promote and market farm products** and agriculture-related activities, such as seminars, markets, farm days, and festivals.
  - § The range of **four-season opportunities could be crafted into a County-level** tourism plan that, once implemented, may provide a stable economic base that is able to weather changes in consumer preferences.
5. When reviewing applications for **non-metallic mineral extraction sites**, refer to the standards listed in Chapter Three.
6. When reviewing applications for new **commercial development projects**, the Town should refer to the policies for *General Business* areas in Chapter Four and the following design standards:
  - § High-quality signage treatment that is based on the area of building frontage, road frontage and façade area. The use of monument signs should be encouraged instead of pole signs.
  - § Retention of existing vegetation and high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
  - § Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
  - § Parking lots landscaped with perimeter landscaping and/or landscaped islands, along with screening (hedges, berms, trees, and decorative walls) to limit views from streets and adjacent residential uses.
  - § Parking to the sides and rear of buildings wherever possible, rather than having all parking in the front.
  - § Interconnected parking lots and driveways to facilitate on-site movement.
  - § Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and complete screening through use of landscaping, walls, and architectural features.

- § Illumination from lighting kept on site through use of cut-off, shoebox fixtures.
- § High-quality building materials and architectural details.
- § Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- § Variations in building height and roof lines.

## CHAPTER NINE: IMPLEMENTATION

## IX. IMPLEMENTATION

This final chapter 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 programs and larger actions that the Town may undertake over the next several years.

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### A. PLAN ADOPTION

The *Town of Springfield Comprehensive Plan* was adopted following procedures specified by Wisconsin's comprehensive planning legislation. This included extensive public input throughout the process, a Town Plan Commission recommendation, distribution of the recommended *Plan* to affected local, county, and State governments, a formal public hearing, and Town Board adoption of the *Plan* by ordinance.

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### B. IMPLEMENTATION RECOMMENDATIONS

Figure 23 provides a detailed list and timeline of the major actions that the Town may pursue to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including County government and local property owners. Other Town government priorities, time constraints, and budget constraints may affect the completion of the recommended actions in the timeframes presented.

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

- § *Category*: The list of recommended actions is divided into six different categories generally based on different chapters of this *Plan*.
- § *Recommendation*: The second column lists the actual actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Town actions that might be included, for example, in an annual work program or as part of the annual budgeting process.
- § *Implementation Timeframe*: The third column responds to the State comprehensive planning statute, which requires implementation actions to be listed in a "stated sequence." The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes can be changed at the Town Board's discretion, depending on the ability to coordinate projects with other units of government, other Town priorities, and available budgetary and personnel resources..

**Figure 23: Recommended Implementation Actions**

<b>Category</b>	<b>Recommendation</b>	<b>Implementation Timeframe</b>
<b>Agricultural, Natural, and Cultural Resources</b>	Work with Marquette County, the WisDNR, and neighboring communities to promote local and regional natural resources for tourism.	Ongoing
	Work cooperatively with neighboring governments, lake organizations, the County, WisDNR and community stakeholders to protect natural resources.	Ongoing
	Remain involved in WisDNR decisions relating to possible future high-capacity wells in and near the Town.	Ongoing
	Protect surface water quality by working with Marquette County to require stormwater management for new subdivisions and larger development proposals	Ongoing
	Participate in the update to the Marquette County Multi-Hazard Mitigation Plan, if completed	2016-2017
	Collaborate with Marquette County to develop and implement a Natural Resource Identification Checklist to help evaluate new development proposals	2017 and Ongoing
	Encourage Town property owners to pursue grants for natural stormwater management projects through the WisDNR Healthy Lakes grant program.	Ongoing
<b>Land Use</b>	Use this Comprehensive Plan and Map 4 to guide Town decision-making on future land uses.	Ongoing
	Adopt a Town subdivision ordinance to implement the recommendations of this Comprehensive Plan, including: § Erosion control and stormwater management standards § Discourage building placement in environmental corridors § Provisions to allow clustering	2017 - 2018
	Consider requiring submittal of a site plan for specific development proposals (commercial or industrial) before approving the rezoning of land to the appropriate development-based zoning district	Ongoing
	Research and adopt various ordinances to implement the land use recommendations of this Plan, including but not limited to consideration of: § General Town Zoning; § Trailer Camp, Campground, and Mobil Home Park Ordinance; § Driveway Ordinance; § Nuisance Ordinance; § Non-Metallic Extraction Ordinance, and; § Ordinances related to home occupations, allowing “gran-	2016 and Ongoing

Category	Recommendation	Implementation Timeframe
	ny flats,” keeping of animals, and defining “small-scale” forest production and processing operations.	
	Comply with existing set-back and adopted local ordinances.	Ongoing
<b>Transportation</b>	Work with the County to have all desired town road improvements listed on the County’s five year plan	2016 and Ongoing
	Work with the County and State to address problem intersections in the Town – such as Deerborn Road and 5 <sup>th</sup> Road.	2017 - 2018
	Participate in the County’s Bicycle and Pedestrian Planning process to study and improve non-motorized transportation in the Town	2018 - 2020
	Consider adopting a Town driveway ordinance and a Town Road Specifications Manual to implement the recommendations of this <i>Comprehensive Plan</i> .	2016 - 2017
	Explore locally accepted methods of limiting junk accumulation and preserving views along Town roadways – including consideration of a Town maintenance code	2016 - 2018
<b>Utilities and Community Facilities</b>	Work with the County and neighboring communities to plan for the future of emergency medial service	2016 - 2017
	Explore feasibility and funding sources for expanded fire station	2020 - 2025
	Promote the State’s Wisconsin Fund to help repair or replace failing septic systems	Ongoing
<b>Housing, Neighborhood, and Economic Development</b>	Work to connect older residents and others in need of housing assistance with available resources to help them update and stay in their homes.	Ongoing
<b>Intergovernmental Cooperation</b>	Provide a copy of this <i>Comprehensive Plan</i> and all subsequent amendments to surrounding local governments.	2016 and as amended
	Stay informed on and participate in County-level transportation and economic development comprehensive planning efforts.	2016 and Ongoing

## C. PLAN MONITORING, AMENDMENTS, AND UPDATE

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

### 1. PLAN MONITORING AND USE

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

The Town should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. Before

submitting a formal application to the Town for development approval, 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 applicant 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. Frequent amendments to accommodate specific development proposals should be avoided.

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 means that the procedures defined under Section 66.1001(4) Wisconsin Statutes need to be followed. Marquette County staff may also be of some assistance.

- a. Either the Town Board or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b. The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the plan amendment process (see Section 66.1001(4)a of Statutes).
- c. The Town Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d. The Town Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Town Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).
- e. The Town Clerk sends a copy of the recommended *Plan* amendment (not the entire *Comprehensive Plan*) to all adjacent and surrounding government jurisdictions as required under Section 66.1001(4)b, Wisconsin Statutes. At this time, the recommended *Plan* amendment should also be forwarded to Marquette County Zoning staff for their informal review. (It is very important to cooperate with Marquette County in planning processes, including forwarding all Town-approved amendments to the County. It is important that the Town and County essentially share the same plan for lands in the Town of Springfield.) Metallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments should have at least 30 days to review and comment on the recommended plan amendment.
- f. The Town Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Town Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g. The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed amendment into the *Comprehensive Plan*.
- h. Following the public hearing, the Town Board approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- i. The Town Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire *Comprehensive Plan*) to all adjacent and surrounding government jurisdictions and metallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government,

and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

- j. The Town Clerk sends copies of the adopted *Plan* amendment to the Marquette County Zoning Department for incorporation, and as appropriate, into the County's Comprehensive Plan.

### 3. PLAN UPDATE

The State comprehensive planning law requires that the *Comprehensive Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. The Town should complete a full update its *Comprehensive Plan* before the year 2026 (i.e., ten years after 2016) at the latest. The Town should continue to monitor any changes to the language or interpretations of the State law over the next several years.

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## D. CONSISTENCY AMONG PLAN ELEMENTS

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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*.