

The background of the cover is a photograph of a vast field of green corn plants. The sky is filled with soft, white clouds, and a distant treeline with a few buildings is visible on the horizon. A red and yellow vertical bar is on the left side of the page.

2020 TOWN OF DEERFIELD COMPREHENSIVE PLAN

RESOLUTION 2020-01

**RESOLUTION RECOMMENDING THE ADOPTION OF THE
2020 TOWN OF DEERFIELD COMPREHENSIVE PLAN,**

PLAN COMMISSION OF THE TOWN OF DEERFIELD, WISCONSIN

WHEREAS, the Town of Deerfield on April 9, 2007 adopted the existing Town of Deerfield Comprehensive Plan, (hereinafter "Plan") as the Town's comprehensive plan under Section 66.1001(4), Wisconsin Statutes, with said Plan including procedures for consideration of replacement; and


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

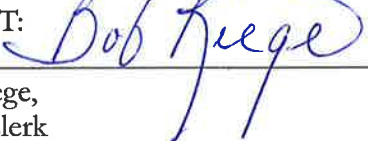
WHEREAS, the Town of Deerfield Plan Commission has the authority and responsibility to recommend the 2020 Town of Deerfield Comprehensive Plan; and

WHEREAS, on March 2, 2020, the Plan Commission held a public hearing on the proposed 2020 Town of Deerfield Comprehensive Plan, considered the public comments made, and has determined to recommend the 2020 Town of Deerfield Comprehensive Plan; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Town of Deerfield hereby recommends that the Town Board adopt an ordinance to adopt the 2020 Town of Deerfield Comprehensive Plan that the Plan Commission recommended for approval at its March 2, 2020 Plan Commission Meeting.

PLAN COMMISSION

By: 
Korby Holzhueter,
Plan Commission Chair

ATTEST:
By: 
Bob Riege,
Town Clerk

ORDINANCE 2020-02

**ORDINANCE TO ADOPT THE
2020 TOWN OF DEERFIELD COMPREHENSIVE PLAN**

TOWN BOARD OF THE TOWN OF DEERFIELD, WISCONSIN

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

WHEREAS, pursuant to sections 61.35 and 62.23(2) and (3) of Wisconsin Statutes, the Town of Deerfield is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Town Board adopted its comprehensive plan in 2007 entitled “Town of Deerfield Comprehensive Plan”; and

WHEREAS, as part of the Town’s original adoption of a comprehensive plan the Town Board adopted and has since followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan update as required by §66.1001(4)(a) of the Wisconsin Statutes; and

WHEREAS, the Plan Commission of the Town of Deerfield, by a majority vote of the Commission recorded in its official minutes, has adopted a resolution recommending to the Town Board adoption of the Town of Deerfield 2020 Comprehensive Plan.


WHEREAS, the Town of Deerfield has, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes, provided opportunities for public involvement per its adopted public participation plan; and

WHEREAS, on March 9, 2020, the Town Board held a public hearing on the proposed 2020 Town of Deerfield Comprehensive Plan, considered the public comments made and the recommendations of the Plan Commission, and has determined to approve the recommended 2020 Town of Deerfield Comprehensive Plan.

NOW, THEREFORE, the Town Board of the Town of Deerfield, Wisconsin, does ordain that the proposed 2020 Town of Deerfield Comprehensive Plan is hereby adopted pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

Enacted this 9th Day of March, 2020

ATTEST: 
By: _____
Bob Riege, Town Clerk

TOWN OF DEERFIELD
By: 
Mike Schlobohm, Town Board Chairman

Executive Summary

The Town of Deerfield is a rural community focused on farming and agricultural preservation but is also experiencing moderate population growth. Rolling fields, drumlins, and wooded hillsides provide an attractive setting for the Town's 1,600 residents. Given the Town's location within the ever-growing Madison Metro area and adjacency to the Village of Deerfield, planning for growth and preservation is critical to preserve farmland and farmers, protect woodlands and other natural features, avoid land use conflicts, provide appropriate rural housing and economic opportunities, and protect the Town's heritage.

Overall Comprehensive Plan Goal

Preserve farming, rural character, and quality of life in the Town of Deerfield, in part through responsible growth management and planning, cooperative intergovernmental relations, and protection of natural resources.

Key Objectives:

- Protect the lands best suited for agricultural use in the Town so that the family farm and the Town's distinctive rural character and economic base may be preserved.
- Provide for orderly growth and development of the Town by limiting residential development to densities and in locations that are best suited to preserving the Town's distinctive rural character.
- Ensure the adequate provision of necessary public services by encouraging development which will not overburden the Town's capacity to provide such services.
- Protect the natural, scenic, historical, and cultural resources of the Town by guiding development to those areas which are most suitable for development.
- Prohibit development in all floodplains, shorelands, steep slopes, and wetlands in order to mitigate future impact from storm events and prevent servicing, developmental, and environmental problems.
- Achieve good soil and water conservation practices, reduce runoff erosion, and protect stream, lake, and ground water from pollution.
- Diversify and expand the Town's tax base with land uses and locations consistent with the Future Land Use map.
- Preserve and protect farmlands and farm operations for the long-term as a principal land use outside of the Village's growth area.
- Encourage greater diversification in housing.
- Encourage commercial and industrial growth in the Deerfield area to provide increased nonresidential tax base and community services, with a secondary goal of increasing employment.
- Recognize that the most logical growth pattern around the Village is development served by public sanitary sewer and municipal water service.

Purpose of this Plan

The Town of Deerfield Comprehensive Plan provides recommendations on growth, change, and preservation for the next 20 years. It will be used to guide future decisions on zoning changes, in addition to establishing Town goals, priorities, and implementation action items. This is an update of the 2007 Town of Deerfield Comprehensive Plan and the Town's 1993 Land Use Plan. It meets all requirements of Wisconsin's Smart Growth law.

The Comprehensive Plan attempts to achieve the Town's goal by balancing development opportunities with preservation of natural, agricultural, and cultural features. The Town's challenge over the next two decades is to achieve this balance in the face of increasing development pressure resulting from metropolitan growth and highway expansions. The Plan addresses major issues and opportunities for the Town, including:

- Development pressure from nearby places
- Related effects on natural resources & services
- Changes to agriculture and the desire for non-farm income from farmland
- Impacts of highway improvements
- Intergovernmental cooperation and collaboration

This is a Plan for a Town that is forecasted to grow to 1,800 residents by 2040. How can the Town accommodate this projected growth while maintaining its rural character, farm base, and natural beauty?

Focus New Development Near Already-Developed Areas

This Plan directs new residential subdivisions near areas where there are already subdivisions—both in the Village and in planned Rural Development Districts in the Town. Most future industrial and commercial uses are encouraged to locate in the Village and its Urban Service Area, with limited commercial areas in the Town planned near the I-94/Highway 73 and Highways 12/73 intersections.

These recommendations accomplish several of the Town Plan objectives, including:

- Retaining most of the Town's land for farming
- Preserving natural resources and open spaces in the largely undeveloped parts of the Town
- Providing a range of nearby housing and jobs
- Avoiding sprawl and leap-frog development
- Minimizing land speculation
- Continuing the recommendations and pattern from the Town's 2007 Comprehensive Plan and adopted zoning

Preserve Farming & Rural Character

This Plan establishes a clear framework for the Town to advance farmland and rural area preservation by:

- Designating most of the Town as an Agricultural Preservation District, where new housing is usually limited to a maximum density of one home per 35 acres
- Updating the Town's housing density policy for limited new housing in mapped Agricultural Preservation Districts, while maintaining some flexibility to deal with special situations
- Promoting thoughtful, high quality design of new developments through plan review
- Focusing Town economic efforts on small scale businesses, like farming or recreation businesses and specialty or value-added farm production
- Including standards for large-scale farms operations to protect quiet character and resources
- Keeping development away from wetlands, floodplains, shorelines, and steep slopes
- Encouraging participation in land preservation programs, including the farm tax credit program
- Control non-metallic mining by restricting locations to legally established current and future mining sites and additional new sites, as depicted in the Extraction land use category on the Future Land Use Map

Implement the Plan Cooperatively

The Town will work collaboratively with other governments to achieve its Plan, including:

- Coordinating with Dane County, WisDNR, and neighboring communities on the preservation of agricultural and natural resources and on related zoning issues
- Seek an intergovernmental boundary agreement with the Village through ongoing discussions, planning, and coordination
- Coordinating with WisDOT on planned intersection improvements and expansions to Highway 12-18

Acknowledgements

Town Board:

Mike Schlobohm, Board Chair
Nick Brattlie, Supervisor
Dan Kelly, Supervisor
Randy Behlke, Supervisor
Bill Roelofs, Supervisor

Town Plan Commission:

Korby Holzhueter, Commission Chair
Kim Grob, Commissioner
Jim Maple, Commissioner
Mike Schlobohm, Commissioner
Tom Gullickson, Commissioner
Kim Schmitt, Commissioner

Town Staff:

Bob Riege, Town Clerk
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INTRODUCTION



Introduction

Located in eastern Dane County, the Town of Deerfield is a rural community that has experienced modest population growth over the past couple of decades. The Town's rolling fields, drumlins, and wooded hillsides provide an attractive setting for its residents. Given the Town's location within the rapidly changing Madison Metro Area, unplanned and uncoordinated growth over the next 20 years could gradually erode the Town's rural character. In this context, planned development in a controlled, orderly, and predictable manner is essential to preserve the Town's farmland and farmers, protect its woodlands and other natural features, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect and improve its rural heritage.

Purpose of this Plan

This 2020 Town of Deerfield Comprehensive Plan is intended to update the Town's 1993 Land Use Plan and 2007 Town of Deerfield Comprehensive Plan. This comprehensive plan will allow the Town to guide short-range and long-range growth, development, and preservation. The purposes of the Comprehensive Plan are to:

- Identify areas appropriate for development and preservation over the next 20 years
- Recommend types of land use for specific areas in the Town, including the location of non-metallic mining sites
- Preserve agricultural lands and farming in the community
- Identify needed transportation and community facilities to serve future land uses
- Locate and protect historical and culturally significant areas
- Direct private housing and other investment in the Town
- Provide detailed strategies to implement plan recommendations

This Comprehensive Plan is being prepared under the State of Wisconsin's "Smart Growth" legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This Plan meets all of the statutory elements and requirements of the "Smart Growth" law. After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing for zoning and subdivision review. In addition to meeting the "Smart Growth" law, this Plan complies with the state's Farmland Preservation Program. This Plan specifically includes policies and maps related to:

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

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

Goals, Objectives and Policies

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

Goals, objectives and policies are defined below:

- **Goals** are broad statements that express general public priorities about how the Town should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.
- **Objectives** are more specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.
- **Policies** are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. The policies are intended to be used by Town 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 generally used interchangeably with the word “recommendations.”

Specific goals, objectives, policies, and programs for each plan element are provided in the corresponding chapters that follow.

General Regional Context

Map 1 shows the relationship of the Town to neighboring communities in the region. The Town is located about 15 miles east of Madison and 10 miles west of Lake Mills in eastern Dane County. The Town surrounds the Village of Deerfield and abuts the Town of Lake Mills and Jefferson County to the east, the Town of Christiana and the Village of Cambridge to the south, the Town of Cottage Grove to the west, and the Town of Medina to the north.

Deerfield is located in the ever-growing Madison Metro Areas, where growth and development has outpaced most other regions in Wisconsin. A strong diverse regional economy, natural resource amenities and destinations, and higher educational opportunities have spurred much of this growth. Since 2001, Dane County has added over 43,000 new jobs, the most of any area within the state over that time. In continuing this trend, total population, employment, and development are all forecasted to continue growing in the region over next two decades, with places like Deerfield, Cottage Grove, Cambridge, Lake Mills, and Sun Prairie likely to receive increased growth pressure.

Source: Cap Times, 2019

Selection of the Planning Area

The Town of Deerfield encompasses approximately 35 square miles. The planning area includes all of the unincorporated land within the Town. The Village of Deerfield is located in the south-central portion of the township. The Village has planning and zoning authority within its boundaries and the ability to plan for lands within 1 ½ miles of its limits through its extra-territorial jurisdiction (ETJ). The Village may also extend municipal utilities into its Urban Service Area (USA). Urban Service Areas are those areas in and around communities that are most suitable for development and capable of being provided with a full range of urban services. The Village of Deerfield’s municipal boundary, ETJ, and USA boundary are shown on Map 1.

Regional Planning Effort

The previous comprehensive planning process was prepared concurrently with seven other neighboring communities in southeast Dane County and northern Rock County as part of a state-funded multi-jurisdictional planning process. The other seven communities included: towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs and Rutland; the Village of Brooklyn, and the City of Edgerton. In the fall of 2002, these eight communities formed a Regional Steering Committee to develop regional planning goals for growth, transportation systems, farmland preservation, natural resource protection, historic and cultural resource preservation, regional utilities, and park and trail systems. This committee coordinated data, analyzed trends, and discussed mutual planning issues and concern related to the larger region. The Village of Deerfield also updated its comprehensive plan at the same time.

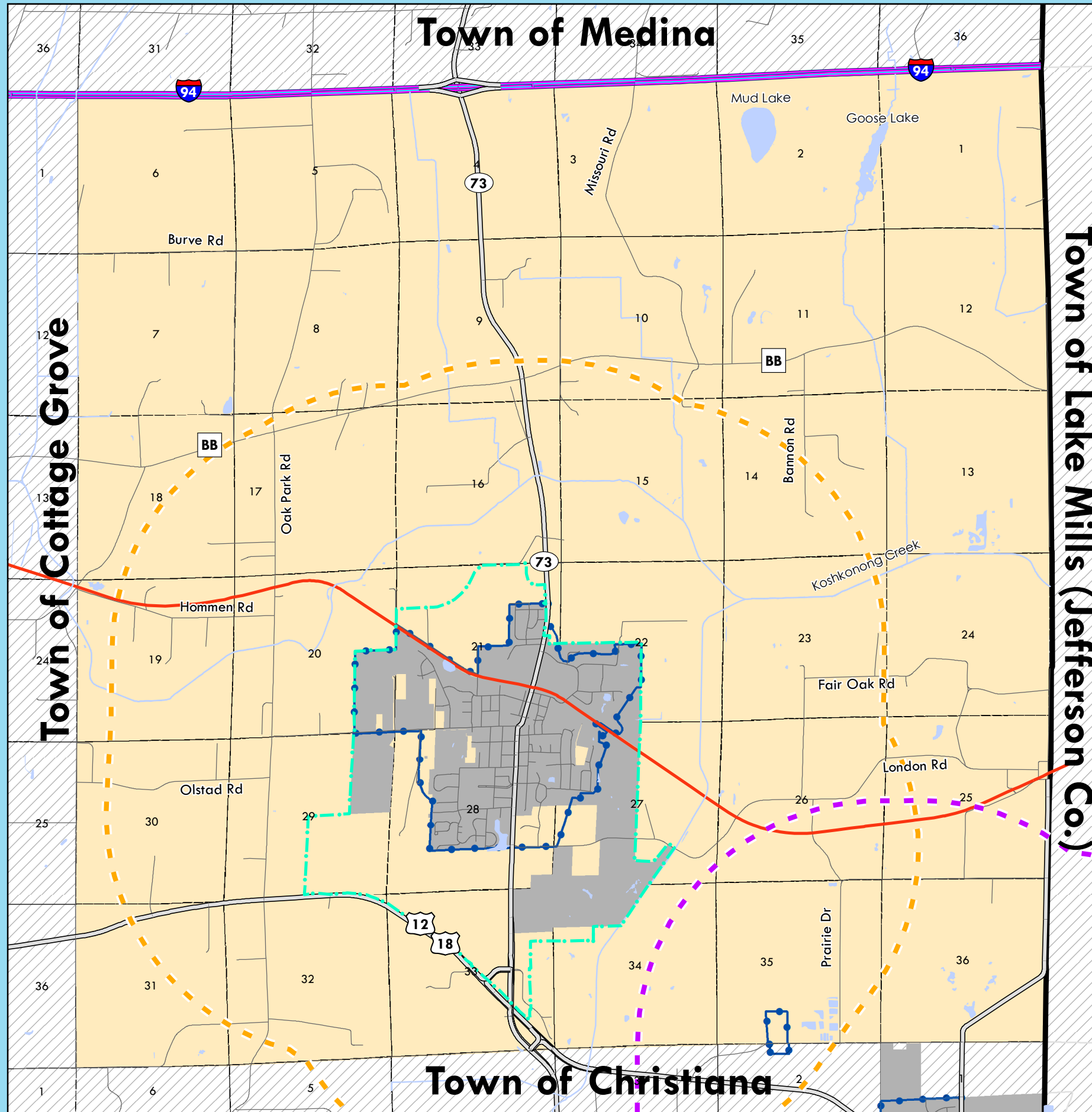
While the Regional Steering Committee may not be active anymore, Dane County plays an active role in land use planning throughout the county, especially in rural and unincorporated areas. The County hosts all municipal and town plans, in addition to an interactive existing land use map.

Regionally, all of the Town's neighboring communities have an adopted comprehensive plan. These plans were considered in the development of 2020 Town of Deerfield Comprehensive Plan:

- Village of Deerfield (adopted in 2007)
- Village of Cambridge (adopted in 2003)
- Village of Cottage Grove (adopted in 2015)
- Town of Cottage Grove (adopted in 2015)
- City of Lake Mills (adopted in 2009)
- Town of Lake Mills (adopted in 2007)
- Town of Christiana (adopted in 2009)
- Town of Medina (adopted in 2008)

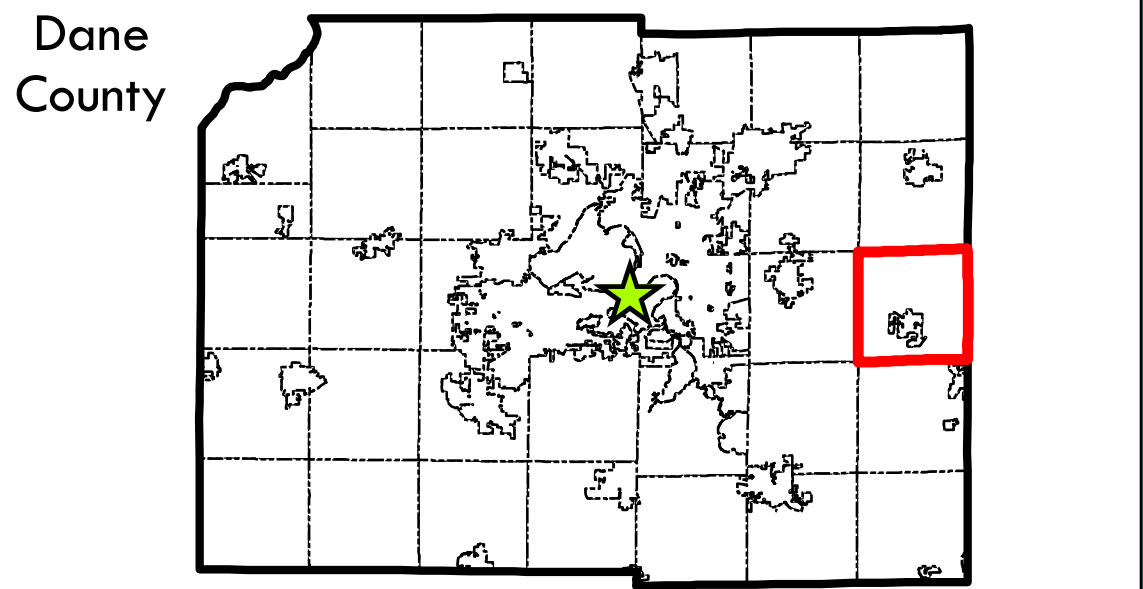
Town of Deerfield 2020 Comprehensive Plan

Map 1 Jurisdictional Boundaries



- Town of Deerfield
 - City or Village
 - Sections
 - County Boundary
 - Urban or Limited Service Area
 - Glacial Drumlin State Trail
 - Adjacent Towns
 - Water Features
 - Village of Deerfield 1.5 Mile ETJ
 - Village of Cambridge 1.5 Mile ETJ
 - Village of Deerfield Planned Development Area
- Roads**
- Interstate Highway
 - US Highway
 - County Highway
 - Local Road

Date: March 9, 2020
Source: Dane County and V&A
VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change



1 ISSUES AND OPPORTUNITIES



Chapter One: Issues and Opportunities

This chapter provides an overview of demographic trends and background information necessary to develop an understanding of the changes taking place in the Town of Deerfield. As required under §66.1001, Wisconsin Statutes, the Plan includes population, household and employment forecasts, age distribution and employment characteristics.

The Town of Deerfield experienced rapid population growth during the 1990s from 1,181 residents in 1990 to 1,470 residents in 2000, nearly a 24.5 percent increase. However, the trend slowed over the next two decades, with the Town only growing by 9% between 2000-2017. Many surrounding towns and municipalities also experienced similar trends in the 1990s and 2000s, with substantial population growth. In particular, the Village of Deerfield grew by 30% between 1990-2010.

Since 2010, the Town has experienced very little population change (2%). This is not uncommon among surrounding communities, the state, and the nation as-a-whole since the Great Recession and subsequent housing market collapse in 2008. Many Midwestern communities are just now beginning to economically recover from the downturn and very little residential growth has occurred throughout the state, outside of Madison, Milwaukee, and their directly adjacent suburban communities.

Table 1.1: Population Trends

	1970	1980	1990	2000	2010	2017*	Change 2000- 2017	Change 2010- 2017
Town of Deerfield	855	1,111	1,181	1,470	1,585	1,612	9%	2%
Town of Christiana	1,261	1,209	1,182	1,313	1,235	1,378	5%	10%
Town of Cottage Grove	1,818	2,952	3,525	3,839	3,875	3,939	3%	2%
Town of Medina	961	1,019	1,124	1,235	1,376	1,263	2%	-9%
Village of Deerfield	1,067	1,466	1,617	1,971	2,319	2,492	21%	7%
Village of Cambridge	672	785	883	1,101	1,457	1,227	10%	-19%
Dane County	290,272	323,545	367,085	426,526	488,073	522,837	18%	7%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,686,986	5,763,217	7%	1%

Source: U.S. Census Bureau, 1970-2010 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Population projections are important components of the planning process because they provide a guide for decision makers on potential long-term policy decisions. Since the market has fluctuated so much over the past 30 years, it is more important to factor in multiple projection scenarios to account for the various outcomes that could occur in the future. In Table 1.2 seven different population projection scenarios for the Town through the year 2040 were calculated and compared. They include:

- Wisconsin DOA's projections (2013).
- Straight Line Projection that was calculated by determining the Town's average annual population change between 1990-2017, 2000-2017, and 2010-2017 and projecting it forward to 2040.
- Compounded Projection that was calculated by determining the Town's percent population change between 1990-2017, 2000-2017, and 2010-2017 and projecting that forward to 2040.

Based upon these scenarios, the Town's population is projected to be between approximately 1,700 and 2,200 in the year 2040, an increase of between 90-600 new residents. For the purposes of this Plan, the Town will utilize the Linear Growth Projection scenario from 2000-2017. This factors in both the increased population

growth experienced between 1990 and 2010, in addition to the stagnant population growth experienced between 2010 and 2017. The population scenario will also be used for housing and land use demand projections later in the Plan. While it is certainly possible that the Town will not grow to this population by 2040, a careful approach to land use planning suggests that this Plan shows how that amount of growth could be appropriately accommodated. Market conditions, the continued growth of the Madison Metro Area, attitudes towards growth, and the Town's policies will help determine the actual rate of population growth.

To note, the population, household, and land use projections in this Plan do not account for unknown land use changes like Village annexation patterns or the total number of parcel splits available within the Town. Both are important factors that will affect the growth and change of the Town over the planning period.

Table 1.2: Population Forecasts

	2010*	2017**	2020	2025	2030	2035	2040
Linear Growth 1990-2017 (1)	1,585	1,612	1,660	1,740	1,820	1,899	1,979
Linear Growth 2000-2017 (1)	1,585	1,612	1,637	1,679	1,721	1,762	1,804
Linear Growth 2010-2017 (1)	1,585	1,612	1,624	1,643	1,662	1,681	1,701
Compounded 1990-2017 (2)	1,585	1,612	1,678	1,795	1,919	2,053	2,195
Compounded 2000-2017 (2)	1,585	1,612	1,640	1,687	1,735	1,785	1,836
Compounded 2010-2017 (2)	1,585	1,612	1,624	1,644	1,664	1,684	1,705
WisDOA Population Projection	-	-	1,655	1,710	1,755	1,780	1,795

*Source: U.S. Census Bureau, 1990-2010 Census.

**Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Source: Wisconsin Department of Administration, 2013 population estimate.

1. Extrapolated based on the average annual population change over the given years.
2. Extrapolated based on the average annual percent change over the given years.

Demographic Trends

Table 1.3 shows trends in the Town's age demographics. The Town, like many surrounding communities, the County, the State, and the nation as-a-whole is experiencing an increasingly larger aging population, which has caused median ages to rise. The Town's median age increased 10 years between 2000-2017, to reach 48 years old and the percentage over 65 years old increased to 17% of the total population. This is, in part, due to the Baby Boomer generation, but it also has to do with increasing life expectancies, declining birth rates, and the preferences and trends of younger generations. This trend effects almost all other components of this Plan and is important for the Town to recognize as it considers the future.

Table 1.3: Age Breakdown 2000-2017

	Town of Deerfield			Village of Deerfield			Dane County		
	2000	2010	2017	2000	2010	2017	2000	2010	2017
Median Age	38	42	48	33	34	36	33	34	35
Under 18	27%	23%	21%	31%	28%	27%	23%	22%	21%
Over 65	9%	7%	17%	9%	7%	9%	9%	10%	12%

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Household Trends and Forecasts

Table 1.4 compares various household characteristics. Both households and housing units have increased over the past 17 years in the Town. This is directly connected to the population increase outlined above. Another trend impacting the Town, its surrounding communities, and the nation overall is the decline in average household size.

As people live longer, they are often increasingly living in smaller households. Additionally, on the opposite spectrum, younger generations are choosing to wait longer to get married and start a family, and when they do, they are having fewer children. Together, this and other social and economic factors are helping drive the average household size down throughout the country. To note, households have increased at a greater rate than housing units over the time period, this is in part due to the decrease in average household size.

Table 1.4: Household Characteristic Comparisons, 2000-2017

	Total Housing Units			Total Households			Average Household Size		
	2000	2010	2017	2000	2010	2017	2000	2010	2017
Town of Deerfield	503	565	566	468	476	557	2.77	2.74	2.65
Town of Medina	452	492	539	447	493	506	2.76	2.79	2.5
Town of Cottage Grove	1,356	1,538	1,699	1,338	1,463	1,539	2.87	2.65	2.56
Village of Deerfield	749	911	946	726	781	946	2.71	2.62	2.63
Dane County	180,398	216,022	226,189	173,484	196,383	216,930	2.37	2.36	2.35
Wisconsin	2,321,144	2,624,358	2,668,692	2,084,544	2,274,611	2,328,754	2.5	2.41	2.41

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Employment Trends and Forecasts

In 2000, the largest portion of employed residents that live in the Town worked in the educational services, health care, and social services sector. The same is true today (23%). Overall, the Town's workforce is fairly evenly distributed between the various economic sectors in Table 1.5. This is mostly likely due to the fact that the Town is located in the Madison Metro Area and there are a wide variety of communities and jobs within commuting distance. South Central Wisconsin's employment projections were provided by the Wisconsin Department of Workforce Development. While the data is not at the County or Town level, it does offer a broad context as to which occupations are projected to grow more quickly than others in this area of the state. One of the key projections to note is that both healthcare practitioners and support staff is projected to grow over the next decade. This matches the largest occupational group for Town residents. Projections are not available at the Town level.

Table 1.5: Occupation of Employed Town Residents, 2000-2017

Occupational Group	Percentage of Labor Force	
	2000	2017
Agriculture, Forestry, Fishing and Hunting, and Mining	6%	4%
Professional Services	7%	11%
Educational Services, Health Care, and Social Assistance	21%	23%
Manufacturing	14%	12%
Retail and Wholesale Trade	15%	10%
Construction	13%	9%
Finance, Insurance, and Real Estate	7%	9%
Transportation, Warehousing, and Information	10%	9%
Public Administration	4%	4%
Other Services	4%	5%

Source: U.S. Census Bureau, 2000 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Table 1.6: South Central Wisconsin* Employment Projections, 2014-2024

Occupational Group	Change in Employment 2014-2024	Median Annual Wage
All Occupations	8%	\$37,880
Management	8%	\$92,072
Business and Financial	10%	\$59,529
Computer and Mathematical	26%	\$71,989
Architecture and Engineering	10%	\$66,174
Life, Physical, and Social Service	12%	\$56,408
Community and Social Services	8%	\$42,663
Legal	4%	\$65,558
Education, Training, and Library	4%	\$43,519
Arts, Entertainment, and Media	5%	\$44,236
Healthcare Practitioners	7%	\$65,279
Healthcare Support	18%	\$30,454
Protective Services	3%	\$38,051
Food Preparation and Serving	12%	\$19,645
Building and Grounds Maintenance	10%	\$22,740
Personal Care and Service	22%	\$22,612
Sales and Related	6%	\$25,516
Office and Administrative Support	1%	\$34,635
Farming, Fishing, and Forestry	1%	\$28,160
Construction and Extraction	11%	\$50,390
Installation, Maintenance, and Repair	8%	\$44,331
Production	2%	\$32,945
Transportation and Material Moving	7%	\$30,876

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015

*South Central Wisconsin Includes: Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk Counties

Education and Income Levels

The Town of Deerfield, like many surrounding towns, has a relatively high median household income and per capita income compared to the County and the State. This is not uncommon for many towns near significant cities like Madison where it is typical for some wealthier individuals to seek residency in rural areas where there is still the convenience and ability to commute to large employment centers.

Table 1.7: Income Comparison

	Median Household Income			Per Capita Income		
	2000	2010	2017	2000	2010	2017
Town of Deerfield	\$63,125	\$86,944	\$92,266	\$24,763	\$37,828	\$40,480
Town of Medina	\$65,250	\$88,594	\$86,000	\$27,027	\$30,169	\$42,717
Town of Cottage Grove	\$71,007	\$85,581	\$93,652	\$26,602	\$36,800	\$42,762
Village of Deerfield	\$50,439	\$64,861	\$75,625	\$20,209	\$25,748	\$31,658
Dane County	\$49,223	\$60,519	\$67,631	\$24,985	\$32,392	\$37,193
Wisconsin	\$43,791	\$51,598	\$56,759	\$21,271	\$26,624	\$30,557

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Overall, Dane County is unique in that it has a very highly educated workforce (50% bachelor's degree or higher). This trend is also reflected in the Town of Deerfield, where both the percentage of residents that are high school graduates or have obtained a bachelor's degree or higher are both higher than the State's rate. Additionally, over the past 17 years, both rates have increased within the Town. This follows national trends where the number of both high school graduates and people who have obtained a bachelor's degree or higher are increasing.

Table 1.8: Educational Attainment

	High School Graduates			Bachelor's Degree or Higher		
	2000	2010	2017	2000	2010	2017
Town of Deerfield	95%	93%	94%	25%	31%	34%
Town of Medina	87%	94%	92%	19%	25%	21%
Town of Cottage Grove	95%	99%	96%	28%	30%	35%
Village of Deerfield	91%	94%	97%	20%	28%	35%
Dane County	92%	94%	96%	41%	45%	50%
Wisconsin	85%	89%	92%	22%	26%	29%

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Public Participation

Throughout the planning process a variety of public participation activities were held to gather input, develop priorities, and gain local knowledge. The following is a complete list of the events and feedback garnered through the process:

Joint Plan Commission and Town Board Project Kickoff Meeting

In July 2019, members of the Town Plan Commission, Board, and public participated in an interactive kickoff meeting facilitated by Vandewalle & Associates. Twelve total people were in attendance. Attendees were asked a set of overarching questions and asked to complete a priority survey. The results are as follows:

What has changed in the Town over the past 20 years (like or dislike)?

- Some residential growth has both positive and negative aspects
- Non-metallic mining issues
- Lack of stormwater management
- Need to improve intergovernmental communication and cooperation

What trends or changes do you think could affect the Town over the next 20 years?

- Increased residential growth pressure
- Long-term transportation infrastructure maintenance and improvements
- Large-scale alternative energy
- Village and County control, priorities, and administration consistency

What are the most important topics for the Town to include in the update of the Plan?

- Transportation planning
- Improved intergovernmental cooperation and establishment of formal agreements
- Land use regulation, management, and planning
- Retain businesses and farms
- Transfer of development rights
- Natural resource conservation and protection

Priority Survey (top 5 issues identified)

- Cooperation and collaborating between governments
- Growth management/agricultural land preservation
- Groundwater and surface water protection
- Transportation infrastructure planning/funding
- Stormwater management/flooding

Following the meeting, the questionnaire and survey were posted on the Town's website offering residents an additional opportunity to provide feedback.

Joint Plan Commission and Town Board Meetings

The Town Plan Commission and Town Board met several times over the course of this process to direct the preparation of the plan. Three separate open-to-the-public working sessions were held to gather continuing insight and review the different draft iterations. In October 2019, the Plan Commission and Town Board met to review the public input collected, the key proposed changes, and the first full draft of the plan. In November 2019, the Commission and Board reviewed the draft maps and second draft of the text. In December 2019, a final working session was held to facilitate the development of the Town's Transfer of Development Rights (TDR) policy. Each meeting was attended by members of the public who also provided input during the working sessions.

The final December working session was unique and focused entirely on the subject of Transfer of Development Rights and its components. An interactive polling exercise was used to produce anonymous real-time feedback from attendees on the different policy decisions that make up a TDR policy. Following the working session, it was determined that a TDR policy would be incorporated into the Comprehensive Plan. Over the following months, the public, Town Board, and Plan Commission worked to review and revise the policy based on the December meeting's feedback. See the Land Use Chapter for the Town of Deerfield's TDR policy.

Public Open House

In February 2020, a public open house event was held in Deerfield to review the final draft plan and maps and to gather further public input on the draft Transfer of Development Rights (TDR) policy. The informal event provided interested individuals a chance to review and comment on summary documents and maps.

Public Hearing

On March 2, 2020, a public hearing was held at a Town Plan Commission meeting where the Plan was recommended to the Town Board for adoption. On March 9, 2020, an additional public hearing was held at a Town Board meeting where the Plan was adopted by ordinance.

2 AGRICULTURAL RESOURCES



Chapter Two: Agricultural Resources

This chapter of the comprehensive plan contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, required by §66.1001, Wisconsin Statutes. This chapter also contains more detailed agricultural-related trends and analyses as required under the Farmland Preservation Program.

Agricultural Resource Inventory

Agriculture is a prominent land use in the Town of Deerfield. Agricultural lands cover approximately 74 percent of the Town's land area, according to a land use inventory conducted in 2019. Farming is an important component of Deerfield's local economy, heritage, and character. It is also a way of life for many Town residents. The agricultural landscape enhances Deerfield's aesthetic appeal. The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to Deerfield's rural character. This plan seeks to ensure that agriculture remains a significant land use activity in the community. The character, location, and viability of farming in the Town are described below.

Character of Farming

The character of farming in Deerfield is reflective of the agricultural practices of the State and the County. Below is a list of the significant agricultural trends, changes, and statistics for the State, County, and Town.

Wisconsin (2017)

- There are over 68,000 total farms in the state with an average farm size of 209 acres
- Wisconsin is the top state in producing cheese (nearly 27% of all produced in the U.S.), corn for silage, and cranberries
- The state is second in milk production (14% of all produced in the U.S.), head of milk cows, and oats
- 46,843 total agricultural acres were sold in 2017, 9% (4,222 acres) of which were sold to be diverted away from agricultural land use

Source: 2018 Wisconsin Agricultural Statistics, Department of Agriculture, Trade, and Consumer Protection and USDA

Dane County (2017 and 2018)

- The average farm size is 161 acres (2007)
- There were 2,493 total agricultural acres sold in 2017, 53% (1,317 acres) of which were sold to be diverted away from agricultural land use
- There were 135,000 head of cattle in 2018, 4th most of any county in the state
- On average, cash rent per non-irrigated acre of cropland was \$180 per year. This was in the top 5 of the most expensive in the state
- The County received 38.28 inches of rain in 2018, up nearly 4 inches from the county's normal (average between 1981-2017)

Source: 2018 Wisconsin Agricultural Statistics, Department of Agriculture, Trade, and Consumer Protection and USDA

Dane County Produced (2017)

- 30,115,000 bushels of corn for grain
- 723,000 tons of corn of silage
- 77,400 tons of hay harvested
- 51,200 bushels of oats
- 4,528,000 bushels of soybeans

- 768,000 bushels of winter wheat
- 135,000 head of cattle

Source: USDA's National Agricultural Statistics Service Wisconsin Field Office

Many Town residents derive all or part of their income from farming producing a variety of agricultural commodities including row crops, hops, tobacco, grapes, dairy products, alfalfa, corn, and soybeans. Overall, Deerfield contributes to many of the crop production totals for Dane County as listed above. Over the past 20 years, the Town has experienced a decrease in the number of full-time farm operations from 101 in 1997 to just 64 in 2017. However, the total number of dairy farms in the Town has remained the same over the past 20 years (15 total). In total, there are an estimated 2 farms per square mile in the Town.

Source: USDA National Agricultural Statistics for the 53531 -zip code (most of the Town of Deerfield)

In terms of agricultural land values, the Town has experienced a 150% decline in the equalized value of land since 2000 from \$7,645,400 to \$3,038,300 in 2018. This is more reflective of shifts in state assessment practices than physical changes to the amount or productivity of the Town's agricultural lands. For more information see Chapter 9.

Source: Wisconsin Department of Revenue, 2018

Location of Farmland

Agricultural land covers much of the Town. Most of this land has been planned within the "Agricultural Preservation District" and is zoned FP-35 General Farmland Preservation. The density of new residential development is limited to one lot or non-farm residence per 35 acres, with the exception of instances where several criteria are met. Between 2010 and 2018, nearly 220 acres of land were rezoned out of the A-1 Exclusive Agriculture district.

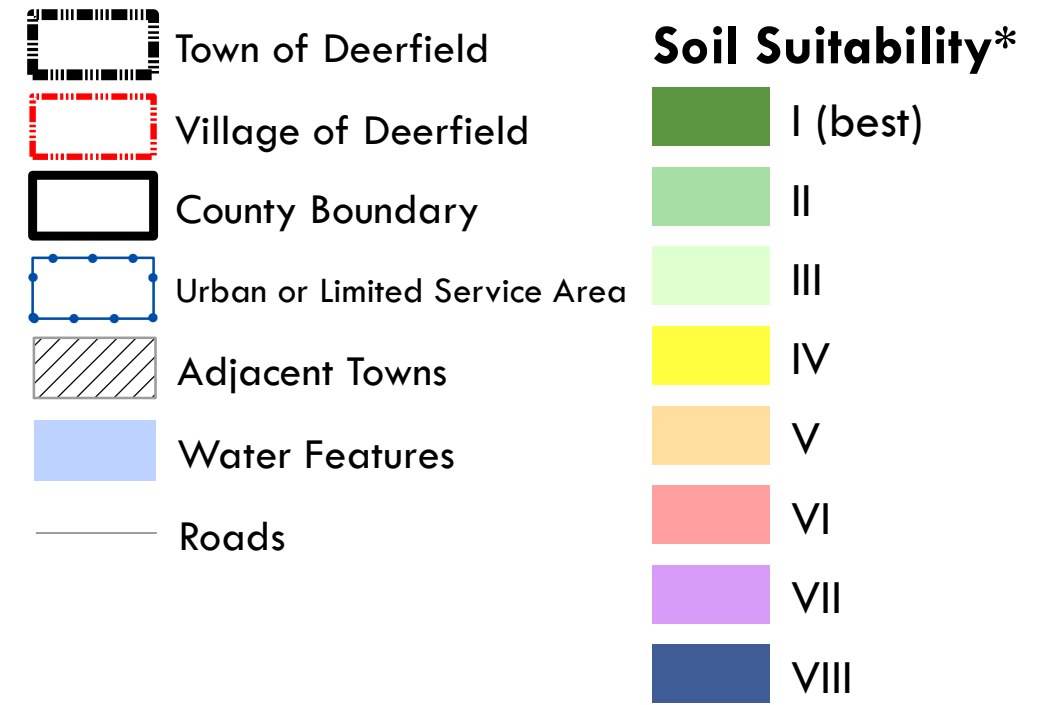
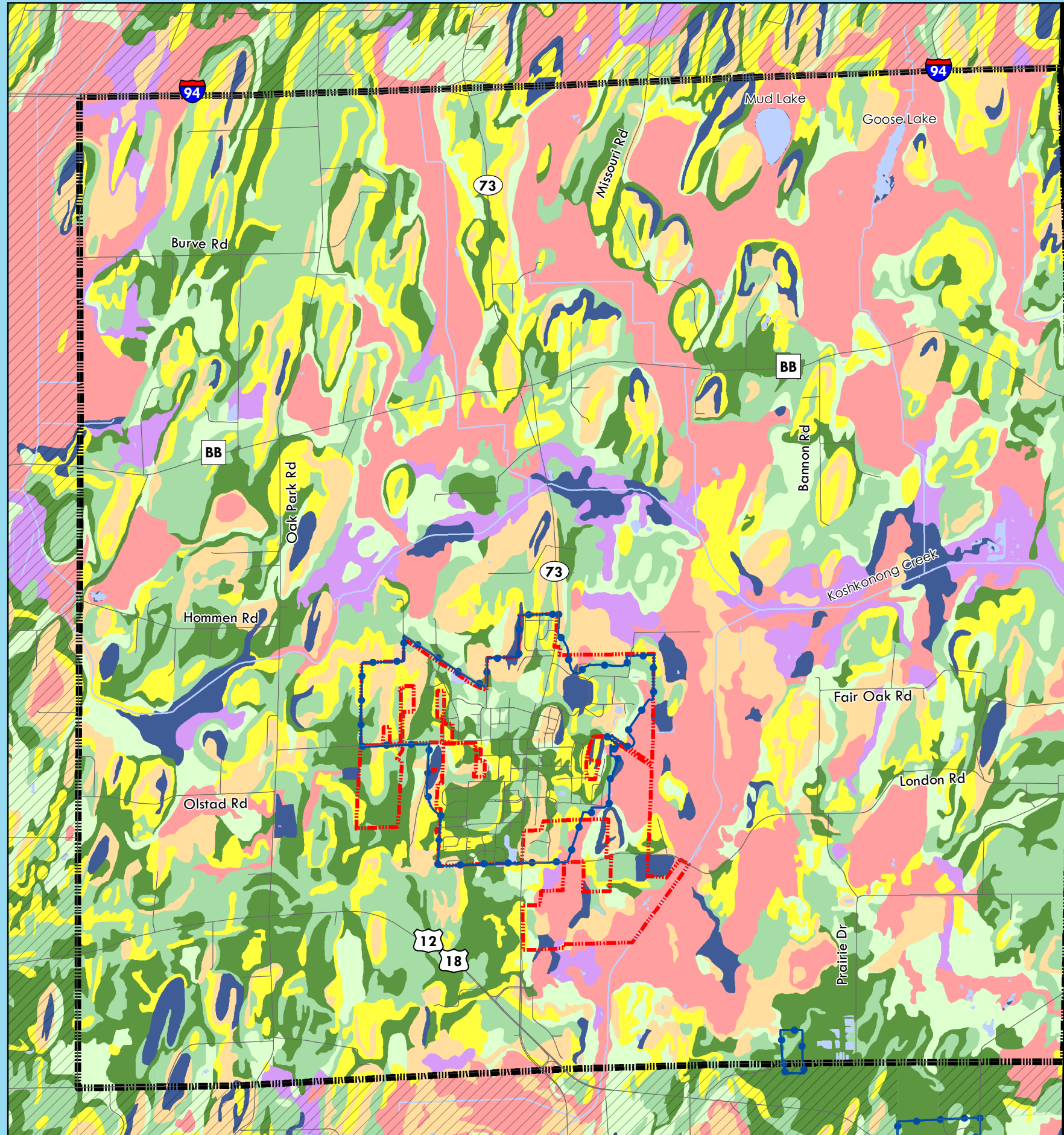
Assessment of Farmland Viability

The Dane County Land Conservation Department's Land Evaluation System groups soil suitability for agriculture based on three factors: prime farmland, soil productivity for corn, and land capability class. "Prime farmland soils" includes land that has the best combination of physical and chemical characteristics for producing crops. They have the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed according to acceptable farming methods. "Soil productivity for corn" is based on projected bushel yields for different soil types based on the Dane County Soil Survey.

"Land capability class" identifies the relative degree of limitations for agricultural use inherent in the soils of a given area. In general, the fewer the limitations, the more suitable the soil is for agriculture and the lower the costs of overcoming limitations. Soils best suited for agricultural use are called Group I and II soils. Group I soils have the highest crop yields and few limitations that restrict their use for agriculture. Group II soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. In Deerfield, there are large areas containing Group I and II soils. As shown in Map 2, these soils are interspersed throughout the Town. They are most abundant in the western portion of the Town, but are also common in the southeastern corner.

Town of Deerfield 2020 Comprehensive Plan

Map 2 Soil Suitability



*Soil groupings derived from the Dane County Land Conservation Department's Land Evaluation System. The system uses three factors to determine a numeric rating from Group I to VIII: prime farmland (10%), soil productivity for corn (45%), and land capability class (45%). See the Dane County Farmland Preservation Plan for more information.

Date: March 9, 2020
Source: Dane County Land Evaluation Site Assessment (LESA) system, USDA-NRCS, and V&A

 **VANDEWALLE & ASSOCIATES INC.**
Shaping places, shaping change

0 0.25 0.5 1 Miles



Agricultural Resource Goals, Objectives and Policies

Goal:

1. Protect agricultural resources and farming as an occupation and way of life in the Town of Deerfield.

Objectives:

1. Preserve productive farmlands for continued agricultural use.
2. Maintain agriculture as the major economic activity and way of life within the Town.
3. Discourage land uses which conflict with agriculture

General Policies:

(The following policies shall apply in the planned “Agricultural Preservation District” in the Town of Deerfield— See Map 5)

1. Understand that farm economics are cyclical and that prime agricultural soils and major infrastructure (e.g., farm buildings) investments should be preserved for future agricultural use as much as possible. Recognize that cyclical and short-term economic conditions related to agriculture are the greatest threat to long term farmland preservation.
2. Encourage and protect agricultural operations as a primary land use in the Town and help qualify farmers for the State Farmland Preservation tax credit program.
3. Allow opportunities for and encourage specialized forms of agriculture such as orchards, vineyards, agritourism, truck farming, etc., as a way of preserving farmland.
4. Limit uses of land permitted in the Agricultural Preservation District to be primarily agricultural production and dwelling units which serve as the places of residence for the owners, families, and employees of the farm.
5. Do not apply Town ordinances to farm operations that restrict noise, odors, keeping of animals, or other activities that could inhibit normal farm operations within the Agricultural Preservation District designated on Map 5.
6. Cooperate with other units of government to make local farmers eligible for the farmland tax credit and other programs that would encourage the continued use of land for farming.
7. Follow the “Summary of the Town of Deerfield’s Residential Development Policy” in the Land Use Chapter when considering new non-farm development in Agricultural Preservation Districts illustrated on Map 5. Exceptions to such standards may be considered where past Town plans or ordinances—or past errors or omissions in government decisions made under such plans or ordinances—affect a property’s current development potential in a manner that is not fair or equitable to the property owner. Where such exceptions are deemed appropriate, the Town will generally limit additional development on the parcel to not more than one dwelling unit more than the number otherwise allowed when applying the calculations within the “Summary of the Town of Deerfield’s Residential Development Policy” section in the Land Use Chapter, and will require adherence to all other policies in this Comprehensive Plan.
8. Partner with local farmers to establish an Agricultural Enterprise Area or conservation easements in the Town.
9. Participate in any future updates of the Dane County Farmland Preservation Plan and Land and Water Resource Management Plan.

10. Limit subdivisions and development to areas identified for future development on the Future Land Use map.
11. Discourage land uses which conflict with long-term agriculture land use, such as poorly sited individual homes and unplanned land subdivisions for commercial, industrial, or single-family homes.

Summary of Housing Density Policy

- Deerfield's Residential Development Policy is used in Agricultural Preservation District, not the Rural Development District (see Map 5). FP-35, FP-1, FP-B, and RM-16 Zoning Districts
- A parcel over 35 acres can be rezoned for residential development if it meets all of the provisions in the Town's Comprehensive Plan
- One house for every 35 acres of contiguous ownership in 1978 (year Exclusive Agriculture zoning was adopted)
- Divide total 1978 acreage by 35, and round up if result is greater than 0.80 (e.g., 100-acre owner allowed 3 homes because $100/35 = 2.85$)
- Deed restriction is applied to land once all allowed houses are built per policy
- Transfers between any qualified sending parcels and receiving parcels allowed. See TDR Policy.
- Future houses go with large land sales, unless otherwise specified
- Prefer to not site housing on Group I or II agricultural soils, if possible
- Minimum new lot size is 40,000 square feet
- Meet Town's environmental protection maps and criteria
- Total of one house allowed on pre-1978 lots that are less than 35 acres
- Pre-1978 homes remaining on parcels greater than 35 acres in size do not count towards the parcel's total number of homes allowed

Agricultural Resource Recommendations and Programs

Farming is the Town's most significant land use and economic activity. To ensure that Deerfield remains a strong farming community, local farmers must be able to make a decent living, large blocks of farmland must be preserved, and non-farmland uses must be directed away from the Town's agricultural areas. This Plan seeks to achieve these important objectives.

This Comprehensive Plan updates the Town's 2007 Comprehensive Plan and 1993 Land Use Plan, which has served as a component of the Dane County Farmland Preservation Plan and Dane County Comprehensive Plan. The County's Farmland Preservation Plan, along with Exclusive Agriculture zoning, enables eligible farmers to participate in the state's Farmland Preservation tax credit program.

In addition to incorporating adopted town plans, the 2012 Dane County Farmland Preservation Plan also includes the following countywide policies:

- Maintain Dane County as one of the nation's most productive and economically viable agricultural areas. Keep farming economically viable in Dane County through the 21st century.
- Identify areas of Dane County suitable for long term preservation and viability of diverse agricultural enterprises and resources. Protect or encourage protection of those areas for the benefit and use of current and future generations. Support preservation of the family farm.
- Maintain Dane County's rural character and preserve the distinct character and physical separation of Dane County communities. Reflecting these countywide farmland preservation policies, this plan recommends the following approaches to preserve the Town's valuable agricultural resources.

Limit Non-farm Development in Agricultural Areas

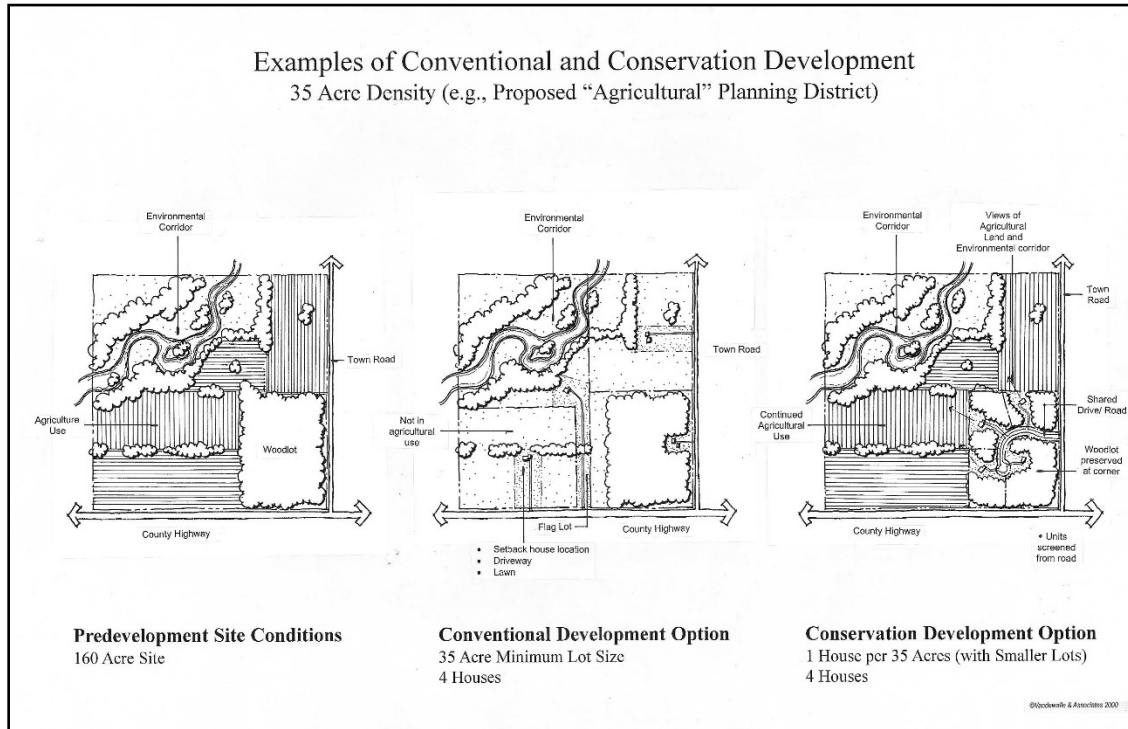
This Plan seeks to continue to limit the amount of residential development in farming areas. There are numerous conflicts between houses and farming, including use of roads, noise, odors, and hours of operation. Further, the intrusion of non-agricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers.

As described more fully in the “Land Use” chapter, the Town’s future land use map (Map 5) designates most of the Town as an Agricultural Preservation District, which are those areas deemed appropriate for long-term farming. This planning designation was mapped on the basis of soil types, topography, agricultural productivity, and current and potential agricultural uses. The primary land use activity within the Agricultural Preservation District should be farming. This Plan generally recommends a housing density of not more than one home per 35 acres owned in the Agricultural Preservation District, and the location of these limited homesites in non-productive agricultural areas. This plan designation and accompanying density policies earlier in this chapter seek to avoid the breaking up of large farm parcels, while still providing some non-farm economic return for farmers.

This Plan advocates smaller residential lot sizes in farming areas. For example, while the Agricultural Preservation District designation generally allows one home per 35 acres, those homes should be on smaller lots, such as one or two acres. These homesites, along with the private driveways that access these sites, should be directed away from soils best suited for agricultural use (Group I and II soils shown on Map 2). Home sites should also be directed away from hydric or alluvial soils which are prone to flooding or instability. More appropriate sites might be located in an adjacent woodlot, at the edge of a tilled field, and on other, more appropriate soils.

The graphic below provides a visual comparison between conventional development and “conservation development,” with smaller lots on one portion of the parcel. The first panel shows the pre-development conditions of a 160-acre parcel. The second panel shows how this parcel would be subdivided under conventional development with a 35-acre minimum lot size. The resulting parcel is divided into four large lots, each accessed by a separate driveway, and can no longer be used for farming activities. The third panel shows how this parcel would be subdivided using conservation development techniques recommended by this plan. Four homes are placed on smaller lots that are in one corner of the parcel, thereby preserving the farmland and natural features. The third panel also shows how development can be “hidden” from main roads through natural topography, vegetation, and setbacks.

This Plan recommends certain rural housing design guidelines to allow the Town to direct private development into appropriate locations and forms. A description and illustration of these design guidelines are provided in the “Housing and Neighborhood Development” chapter. The types of non-farm businesses appropriate in the Agricultural Preservation District are described in the Economic Development Chapter.



Leverage Farmland Preservation Zoning

Dane County has participated in the Wisconsin Farmland Preservation Program under Chapter 91 of the Wisconsin State Statutes since the program started in 1978. The Town of Deerfield and many of the other towns throughout the County adopted the exclusive agricultural zoning district which was certified by the state Land and Water Conservation Board as Farmland Preservation Zoning. This makes lands with this zoning eligible to participate in the state’s program to receive an income tax credit incentive and helps to accomplish local land use goals.

In 2019, the County adopted a new Zoning Ordinance and later in 2019, the Town of Deerfield also adopted the new ordinance. There are three Farmland Preservation Districts based on the former A-1, A-B, and A-4 districts: FP-35 General Farmland Preservation, FP-B Farmland Preservation-Business, and FP-1 Small-Acreage Farmland Preservation. Additionally, there are also two new natural resources and recreational districts based on the former CO-1 and RE-1 districts: NR-C Natural Resource Conservation District and RE Recreational District. The majority of the Town is zoned one of these five categories. The rest of the Town is zoned for rural mixed-use, rural residential, commercial, and transitional depending on lot sizes and uses.

Direct Intensive Development into Urban Service Areas

Large-scale residential and commercial development projects, which have the greatest opportunity for conflicts with farming, should be directed away from the planned Agriculture Preservation District entirely. This plan seeks to direct intensive development (e.g., large subdivisions, multi-family residential, high water usage commercial and industrial uses) into the Village of Deerfield Urban Service Area, where a full array of municipal services are available. These services include public water systems, sanitary sewage systems, higher levels of police and fire protection, solid waste collection, streets with curbs and gutters, street lighting, and parks. The 2019 boundaries of the Village of Deerfield Urban Service Area are shown on Map 5. These boundaries are intended to represent the outer limits of planned urban growth and development in the Village over a 20-year planning period. However, these boundaries can be expanded in the future.

Support Efforts to Regulate Large-Scale Livestock Operations

Current trends in agriculture may result in more concentrated, larger-scale livestock operations locating in the Town over the 20-year planning period. This Plan supports recent state and county efforts to ensure that the impacts of large-scale livestock operations do not degrade the environment or disturb neighboring uses. Specifically, 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 ground-water or surface water. Common types of storage facilities include walled enclosures, storage ponds (or earthen facilities), aboveground tanks, and underground storage (typically beneath confined freestall buildings). Each facility has different site limitations, costs, and labor requirements. Dane County has adopted an animal waste management plan and has established minimum design and siting criteria for storage facilities.
- 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. Under Dane County ordinances, any overflow of manure storage facilities is prohibited.
- 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. Dane County now has standards and permit requirements for the spreading of liquid manure in winter months.
- 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 streambanks 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.
- Ensure that the large-scale operation does not overburden Town roads: State statutes allow town or county governments in charge of road maintenance to impose special weight limits on roads under their jurisdiction. As part of this authority, local governments can exempt certain vehicles servicing a large-scale livestock operation from the posted weight limits as long as they provide financial assurances to cover damage caused by their road usage. These heavier servicing vehicles could also be required to remove debris deposited on a posted road.

The state provides additional resources through the Department of Agriculture, Trade, and Consumer Protection (DATC) in relation to regulating livestock operations, all are being utilized within Dane County and the Town of Deerfield as 2019:

- Control land use through zoning districts
- Adopt ordinances that require permits for new and expanded livestock facilities
- Rely on laws other than livestock siting to regulate operations

Review Site Plans for Concentrated Animal Feeding Operations (CAFOs)

A growing number of dairy operations across the state have started 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.

The Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP), through ATCP 51 (Livestock Facility Siting), adopted performance standards for the siting of new or the expansion of existing livestock operations with 500 or more animal units. They address:

- Property line and road setbacks
- Management and training plans
- Odor management
- Nutrient management
- Manure storage facilities
- Runoff management

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, but local governments do not have to require permits for any new or expanding livestock operation. 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. Any appeals concerning permit decisions will be heard by the Livestock Siting Review Board.

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. As of 2019, this portion of the statute was in the process of being revised to include greater opportunities for public comment on the proposed rule and allows for changes to the proposed rule as a result of the comments. The Town should continue to monitor these DATCP practices and standards and explore what options are available to the Town and Dane County to incorporate these 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. The Wisconsin Department of Natural Resources 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. In 2019, there were a total of 13 CAFO permits granted by the Wisconsin Department of Natural Resources in Dane County, however only 7 are active. One of the active permits, Daybreak Foods, is located within the Town of Deerfield.

Before submitting a WPDES CAFO permit application to operate a feedlot with 1,000 or more animal units in the Town of Deerfield, the landowner should submit a site plan for the proposed operation. 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
- A description of proposed and existing runoff control systems, groundwater monitoring systems, permanent spray irrigation or other land-spreading 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.

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 WisDNR South Central Regional Office to formally request, in writing, that the Town be notified of all public comment periods related to a pending WPDES CAFO permit for an operation located in the Town.

Identify Farm Priority Areas

Farm Priority Areas (FPAs) are places within Dane County that support a thriving agricultural community, contain exceptional agricultural soils, have received high levels of agricultural investment, and have the most promise to remain in agricultural use over the long term. The creation and mapping of FPAs can:

- Stabilize the Town's agricultural tax base by encouraging continued re-investment and improvements to operating farms.
- Reduce the costs associated with Town road maintenance and other Town services demanded by scattered residential development.
- Retain the Town's rural character by permanently protecting large farming areas.
- Make farmers within FPAs eligible for voluntary participation in the sale of agricultural easements under possible future purchase of agricultural easements, purchase of development rights, or local transfer of development rights programs.
- Ensure that farmers within the FPAs will be surrounded by other lands which are preserved for long-term agricultural use, which may encourage desired farm investments.
- The Agricultural Preservation District mapped in the Town is identified as a Farm Priority Area. This Plan recommends that the Town and county work together to ensure that farmers with this Farm Priority Area continue to invest in and improve their operations.

Agricultural Enterprise Areas (AEAs)

A designated Agricultural Enterprise Area is a community led effort run by DATCP to establish areas as important to Wisconsin's agricultural future. Essentially, an AEA is productive agricultural land that receives a special designation from the state to encourage long-term agricultural production on the property and allows the landowner to enter into a voluntary farmland preservation agreement which establishes only agricultural use on the property over the next 15 years. The agreement also makes landowners eligible for either a \$5/acre or \$10/acre annual tax credit, depending on zoning and designation status.

AEAs are valuable for the entire community because they promote the local agro-economy and show a commitment to investing in local land and water resources. Due to the fact that Dane County has a Farmland Preservation Plan and Exclusive Agricultural Zoning, properties within the Town of Deerfield are eligible to apply for AEA designation and annual tax credits. However, the petition for designation must be completed and submitted voluntarily by both the landowner and the Town. While there are several designated AEAs in Dane County, as of 2019, there weren't any within the Town.

Conservation Easements

A conservation easement is an agreement where the landowner conveys some property rights to an easement holder, typically a government entity or nonprofit organization. Many Wisconsin DNR programs require grantees to establish conservation easements. This is designed for areas that of significant natural, ecological, habitat, scientific, scenic, geological, archaeological, recreational, educational, forestry, agricultural and open space that should be preserved.

Agricultural Conservation Easements

These easements are permanent restrictions placed on the property's use. The restrictions ensure that work land is always available for farming. The land is still on the property tax rolls and the property landowner still must pay property taxes. Through the easement the property owner continues to:

- Own and manage the land
- Farm the land according to a farmland conservation plan
- Keep title of the property
- Remain eligible for farmland preservation income tax credits (if applicable)
- Control public access to the land

Purchase of Agricultural Conservation Easements (PACE)

PACE (aka PDR) programs provide public money to landowners who choose to voluntarily restrict the development potential on all or some of their property. Grant money is provided through DATCP and USDA programs to provide funding to purchase agricultural conservation easements. Typically, local entities like the Town or a nonprofit organization would apply for a 50% grant to cover the purchase of the easement. Once purchased, the local entity and state would be co-holders of the easement and the property's long-term agricultural use would be protected.

Through an Agricultural Conservation Easement, the property owner's right including:

- Right to use the property
- Sell, lease, or leave the property to heirs
- Borrow money against the property
- Construct buildings (subject to reasonable land use regulations)

Source: Dane County Farmland Preservation Plan, 2012

3 NATURAL RESOURCES

GOOSE LAKE

To your left is a "drumlin," a long streamlined hill formed by the last glacier about 15,000 years ago. A vast field of 40 drumlins, all pointing southwest, can be seen from high points in this area. Centuries ago, marshes, bogs and lakes formed in the low areas between drumlins.

A bog is a special kind of wetland. Its water is so cold and acidic that dead vegetation decomposes very slowly. Thick layers of peat build up over hundreds of years. In time tamarack trees, like those 300 yards in front of you, take root in the peat. Tamaracks are unusual conifers because they are not "ever green". They have bright yellow fall color and lose all their needles in the winter. Tamaracks and other bog plants

Chapter Three: Natural Resources

Natural Resource Inventory

Understanding the extent and location of the Town's natural features suggests possible locational advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. This chapter details the various natural resource components that make up the Town of Deerfield, goals, objective, and policies for protecting and preserving them, and recommendations aimed at accomplishing each. Map 3a depicts the Town's environmentally sensitive areas and key natural resource areas, some of which are described in more detail below.

Landforms/Topography

The Town of Deerfield is situated in eastern Dane County in the glaciated "drumlin marsh" area, consisting of general glacial deposits and extensive areas of marsh deposits. The Town's landforms are characterized by a mixture of tear-drop shaped hills (drumlins), deep peat marshes, and other lowlands and fertile agricultural soils. A series of interconnected wetlands have poorly defined drainage. Other surface water consists of several streams through the lowland area that are fed by springs. Elevations in the Town range between 850 and 1,050 feet above sea level.

Open Space/Environmental Corridors

Open space and environmental corridors are shown on Map 3a. They are continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands for open space and recreational use. They include water features, forest cover, wetlands, floodplain, and resource protection areas. Within the Town, the dominant corridor follows Koshkonong Creek and Mud Creek. Other open space corridors are located in the southeast corner of the Town, and the Goose Lake State Wildlife Area in the northeast. Open space and environmental corridors are used in this plan to address the multiple concerns of drainage, water quality, recreation, and open space.

General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. Problems that limit development on certain soils include slumping, poor drainage, erosion, steep slopes and high-water tables. As defined by the United States Department of Agriculture, the soils in the Town are of two major types:

- The Dodge-St. Charles-McHenry association is characterized by well-drained and moderately well-drained soils with silt loam subsoil and is underlain by sandy loam glacial till. In Dane County, most areas of this association are cultivated, with corn, oats, and alfalfa being the most common crops.
- The Batavia-Houghton-Dresden association is characterized by both well-drained and poorly-drained, deep and moderately deep silt loams and mucks underlain by silt, sand, and gravel. These soils were formed by outwash material near streams or adjacent to glacial moraines. In Dane County, a large part of this association is cultivated, with corn being the most common crop.

The suitability of the various soils in the Town for agricultural use is described and mapped in Map 2. Soil suitability for on-site waste disposal systems is described and mapped in Map 7 within the "Utilities and Community Facilities" chapter.

Drainage Basins

The Town lies within the Koshkonong Creek and Mauneshia River Basins. The northwestern portion of the Town is situated within the Upper Koshkonong Sub-Watershed. The Town's southwestern portion is drained by the Mud Creek Sub-watershed. The northeast and central part of Town is within the Mud Lake and Goose Lake marsh Sub-watershed area. A small portion of southeastern Deerfield drains into the Rockdale Sub-watershed. A significant portion of the eastern part of Deerfield is located within an environmentally sensitive corridor which includes perennial streams, intermittent streams, drainage ways, open channel (constructed) drainage ways, buffer strips, wetlands, floodplains and other drainage features. Major watershed boundaries are shown on Map 3a.

Groundwater

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies nearly all of the water for domestic, commercial, and industrial uses in Dane County. In the County's rural areas, groundwater is primarily used for rural domestic (4% of all groundwater used in Dane County), irrigation (8%), and stock watering uses (4%). Overall, the Dane County Water Quality Plan Appendix G (2017) estimates that private wells in the County supply 17% of the total groundwater used (83% is supplied through public wells). In Dane County, high-capacity wells draw water from the Mt. Simon aquifer. Low-capacity (rural domestic) wells draw water from the upper sandstone aquifers. Average daily pumping in the Village of Deerfield in 2014 was approximately .166 million gallons and is expected to rise to 0.206 million gallons in 2040, according to the Dane County Water Quality Plan Appendix G (2017). There are no averages for the entire Town. Water table levels in the Town range between 860 and 880 feet above sea level (average well depths in the Town range from 200 to 300 feet). There are numerous springs in Dane County which serve as natural points of groundwater discharge, though only two intermittent springs and one lower flow spring in the Town. Areas of groundwater discharge from the Mt. Simon aquifer in Deerfield exist primarily along the major waterways: Koshkonong Creek and Mud Creek.

Groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In the county's rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil, thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, silage juice and decaying plant debris. According to the Dane County Water Quality Plan Appendix G (2017), 23% of private wells tested for nitrate between 1994-2011 by the WisDNR had nitrate levels greater than 10 mg/l, which is slightly above acceptable health standard levels, especially for infants. This is common in shallower private wells comparatively to deeper municipal wells.

Surface Waters

Koshkonong Creek, Mud Creek, Mud Lake and Goose Lake are the most prominent surface water features in the Town. Several perennial streams, intermittent streams, drainage ways, and open channels also constitute the Town's surface water.

Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplains. 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. Development is strongly

discouraged in floodplains to avoid both on-site and up- and downstream property damage. Dane County's Floodplain Zoning (Chapter 17) applies to all lands within the floodplain.

Map 3a shows the approximately 5,800 acres of land in the Town classified as floodplain. Floodplain areas in the Town are a component of the Open Space/Environmental Corridors shown on Map 3a, located along Koshkonong Creek running east-west through Town and Mud Creek in the southern portion of the Town. In addition, much of the Goose Lake State Wildlife area is classified as floodplain.

Flood Storage

Flood storage areas are a portion of the floodplain that acts as a natural flood storage capacity area within a watershed. The volume of runoff water expected within a watershed is the basis for how much regional flood discharge the flood storage area is capable of holding. This is included in the FEMA floodplain flood fringe area extent.

The importance of these areas cannot be underestimated because they reduce the amount and duration of flooding that occurs within the floodplain immediately downstream. The most common example of flood storage areas are wetlands, also described below. Protecting these areas and keeping them intact is important for protecting all areas downstream, especially as impervious surfaces increase and larger stormwater events occur more frequently.

Wetlands

Wetland areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat. There are several wetland complexes present throughout the Town, which comprise approximately 2,600 acres (according to WisDNR data). The Goose Lake State Wildlife Area contains vast acreage of wetland habitat. Other prominent wetlands are situated in the southcentral portion of the Town and throughout the planning area, as shown on Map 3a. Dane County zoning does not permit development in these areas.

Rain/Flooding Events

Over the past 40 years, the number of storm events and precipitation totals have increased. These events have cause millions of dollars of damage each year all over the world. The Town of Deerfield is not immune to these trends. In fact, between 1980-1989 the average precipitation totals per year was a little over 31 inches, however between 2010-2018, the average increased to nearly 39 inches per year. Additionally, storm events have increased over that time period too. Together, both increased precipitation totals and storm events are important components of the natural resource environment of the Town and should be considered in all aspects of this plan.

Table 3.1: Madison Airport Weather Station Precipitation Totals

Decade	Average Precipitation Per Year
Average 1980-1989	31.58
Average 1990-1999	35.09
Average 2000-2009	36.47
Average 2010-2018	38.87

Source: NOAA, 1980-2018

Table 3.2 Dane County Total Storm Events

Decade	Total Storm Events Per Decade
Total 1980-1989	60
Total 1990-1999	104
Total 2000-2009	280
Total 2010-2018	233

Source: NOAA, 1980-2018

Storm events include: *Blizzard/Winter Storm, Cold/Wind Chill, Dense Fog, Dense Smoke, Drought, Dust Storm, Excessive Heat, Extreme Cold/Wind, Flash Flood, Flood, Hail, Tornado, Thunderstorm, High Wind, Lightning, and Funnel Cloud*

Woodlands

The Town contains several areas that have significant woodland cover, ranging in quality based on whether they have been grazed in the past. Wooded areas cover approximately 2,770 acres of the Town's total land area according to the WisDNR. These areas often coincide with areas of steep slopes and drumlins interspersed throughout the Town's agricultural land area. The largest forested area in the township is located in the north-east corner in the Goose Lake State Wildlife area. These stands are composed of mature oak, aspen and mixed central hardwoods. Throughout the Town, much of the area is dominated by oak, however many of these areas are shifting into central hardwoods, including hickory, walnut and red maple. The woodlands in and around the Town are valuable contributors to the area's character and beauty. However, heavily grazed sites are stocked with box elder or are being invaded by non-native species such as honeysuckle and buckthorn.

As of 2019, there were 262 acres of privately-owned woodland in the Town of Deerfield enrolled in WisDNR's Managed Forest Land (MFL) Program, representing 9 landowners, none of which is open to the public. This program is available to landowners with 20 or more contiguous acres of land covered in at least 80% forest. In exchange, their land is taxed at a rate below the state average. Participating landowners must agree to a forest management plan that includes (according to the WisDNR):

- Harvesting timber according to sound forestry standards.
- Thinning plantations and natural stands for merchantable products.
- Releasing trees from competing vegetation.
- Tree planting to maintain necessary forest density.
- Treating before and after harvest to ensure adequate forest regeneration.
- Controlling soil erosion.

Steep Slopes

The Town is characterized by gently rolling drumlins, marshes and lowlands. As shown on Map 3b, steep slopes exceeding a 12% grade occur relatively infrequently and only for very short runs. These areas are scattered throughout the Town and are generally associated with either directly adjacent waterways or drumlin systems. Slopes between 12% and 20% grade present challenges for building site development. Slopes that exceed a 20% grade are not recommended for disturbance or development. These areas are uncommon in Deerfield. There is a strong association between wooded areas and steep slopes.

Hilltops and Ridgetops

Hilltop and ridgetop areas are important natural features that are often overlooked in comprehensive planning efforts. Within the Town, these features are particularly noticeable running from the southwest to the northeastern sections of the community. Hilltops and ridgetops serve to define the horizon. Large structures constructed on

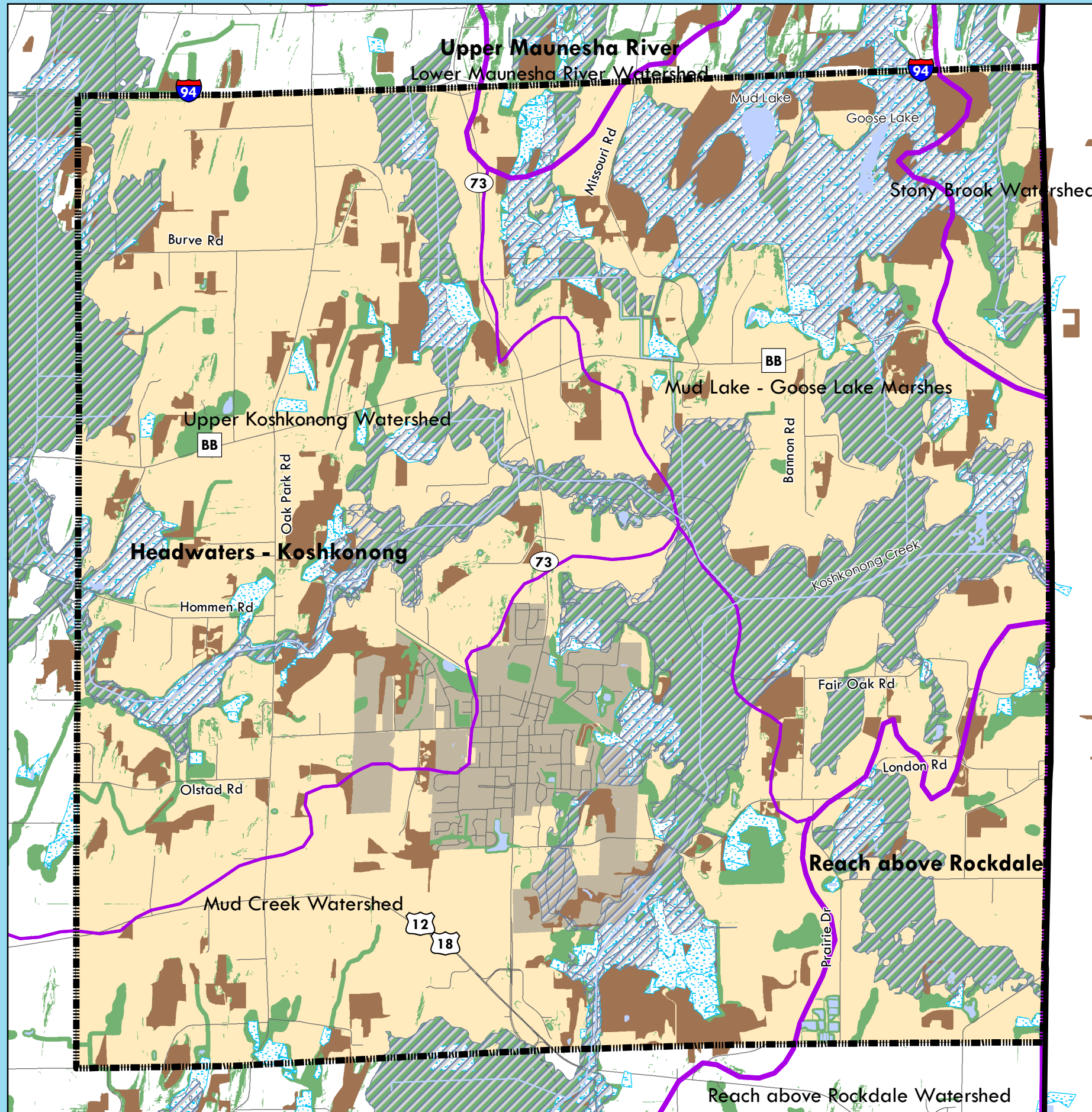
top of them tend to be visually prominent—especially if not blending with the area’s rural-agricultural character in terms of color, material, or style.

Rare Species Occurrences/Natural Areas

WisDNR’s Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventory. The inventory identifies five species, including one butterfly, one fish, and three plants, as well as ten sensitive community types within the township bounds.

Town of Deerfield 2020 Comprehensive Plan

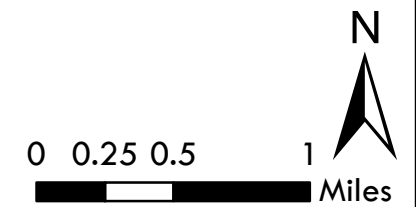
Map 3a Environmentally Sensitive Areas



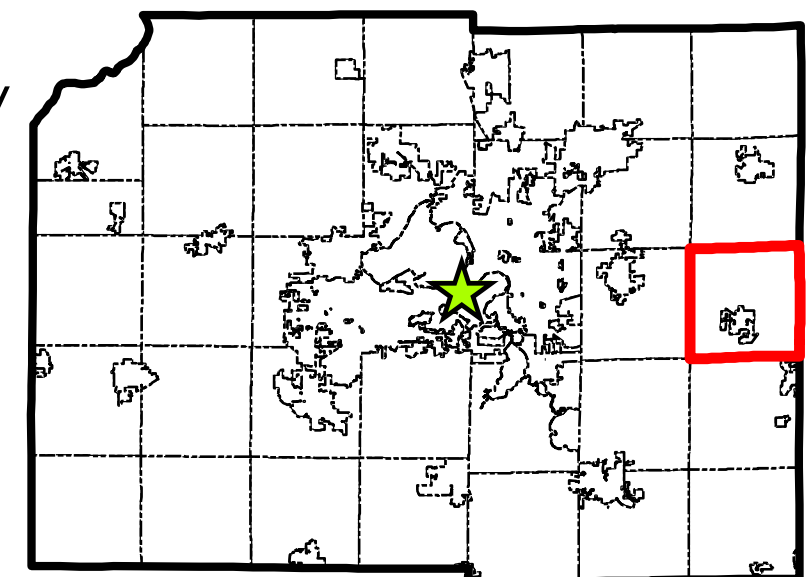
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|--|----------------------|--|--|
| | Town of Deerfield | | Environmental Corridor or Resource Protection Area |
| | Village of Deerfield | | Forest Cover |
| | County Boundary | | Wetlands |
| | Local Road | | Floodplain |
| | Water Features | | |
| | Watersheds (Name) | | |
| | Subwatersheds(Name) | | |

Date: March 9, 2020
Sources: Dane County, CARPC, WisDNR, V&A

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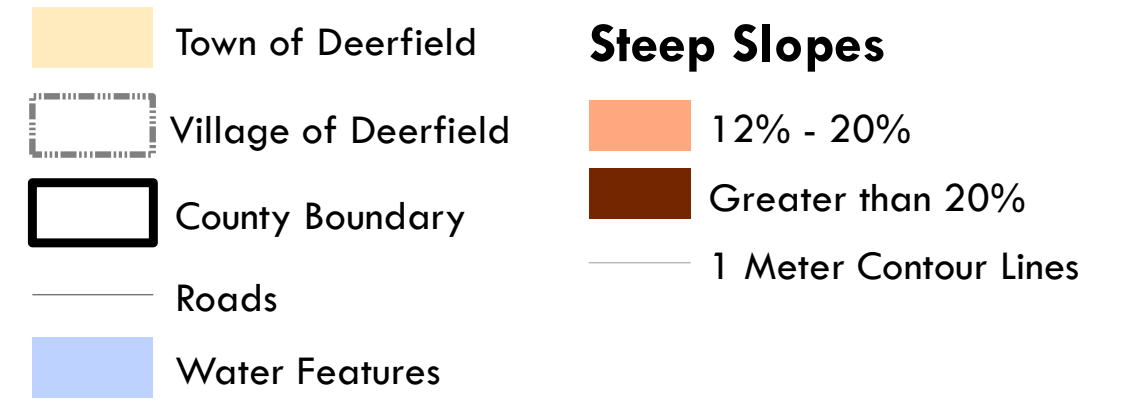
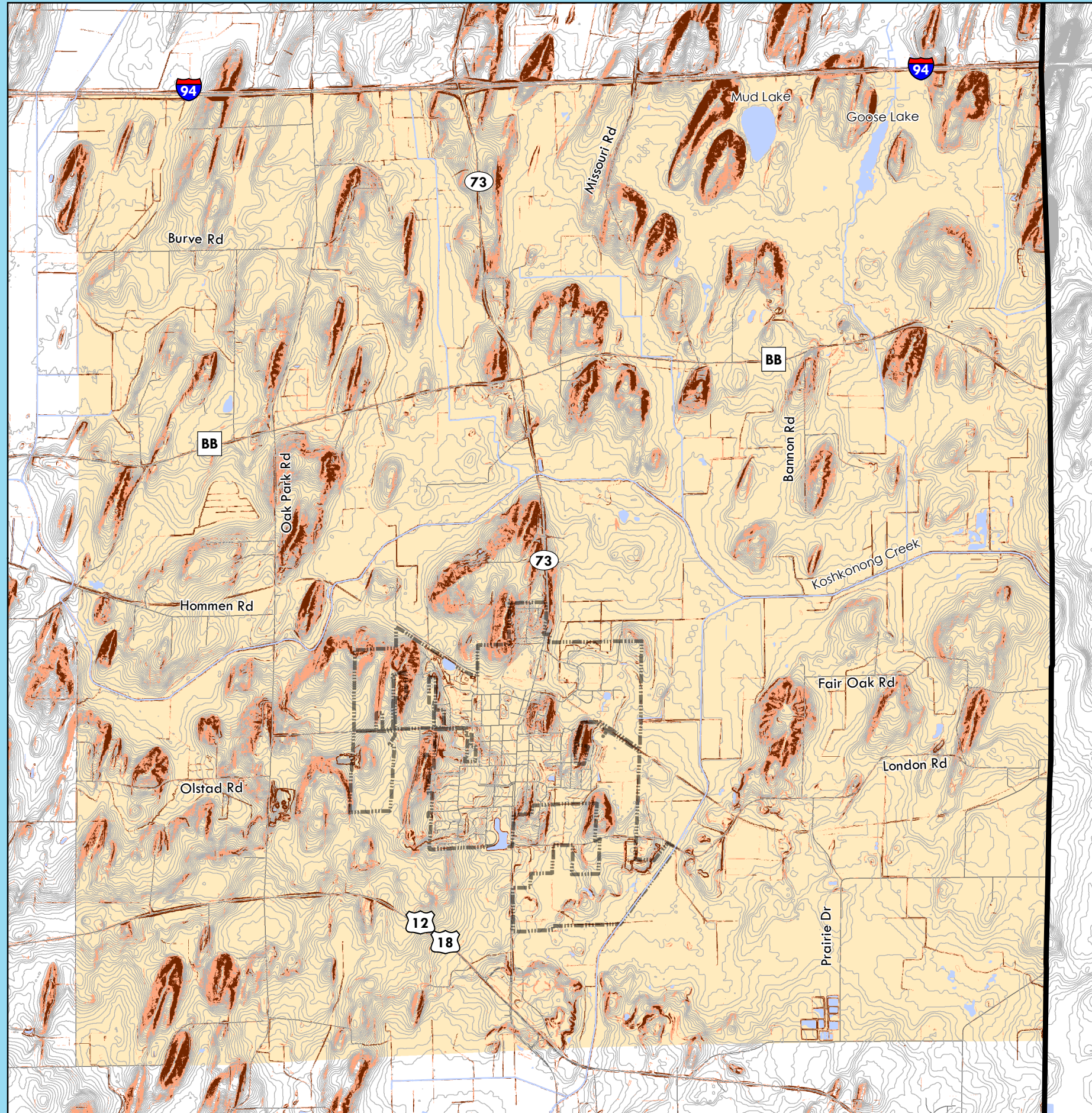



Dane County

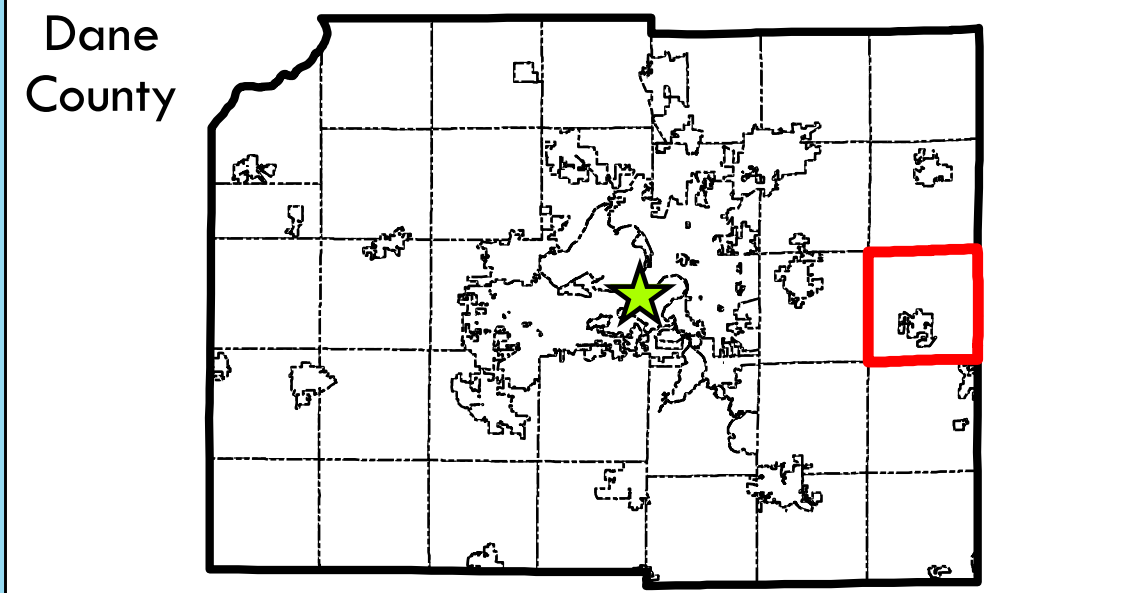
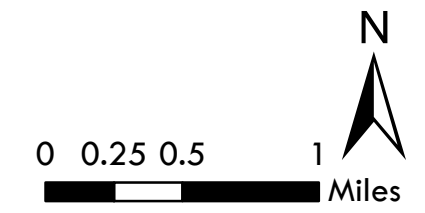


Town of Deerfield 2020 Comprehensive Plan

Map 3b Elevation and Slopes



Date: March 9, 2020
 Source: Dane County, WisDNR,
 and V&A
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 Shaping places, shaping change



Natural Resource Goals, Objectives and Policies

Goal:

1. Protect and preserve natural resource features in the Town of Deerfield.

Objectives:

1. Recognize the environment as an integrated system of land, water, and air resources, the destruction or disturbance of which can immediately affect the community by creating hazards, destroying important public resources and habitat, or damaging productive lands and property.
2. Protect and improve the quality of the surface and groundwater within the Town.
3. Identify and protect unique natural resources such as floodplains, wetlands, steep slopes, and woodlands.
4. Encourage the use of soil conservation practices and the management of woodlands.

Policies:

1. Guide the location and design of development to minimize any adverse impact on the quality of surface waters, aquifers, wetlands, steep slopes, woodlands, and agriculture.
2. Prohibit development or other destructive activities in the wetland and floodplain areas of the Town.
3. Utilize natural drainage patterns and measures which control the quality and quantity of stormwater leaving any site, and work with the Village and neighboring jurisdictions on joint stormwater management planning. Continue to help enforce the County's Stormwater Management Ordinance.
4. Preserve wetlands and woodlands as essential components of the hydrologic system and as valuable wildlife habitat and restore degraded resources where possible.
5. Protect natural landscape features such as woodlands, wetlands, floodplain areas, streams, lakes, and steep slopes and emphasize their value to the community as potential focal points of natural beauty and recreation.
6. Direct proposed development in areas where soil characteristics are compatible with the proposed development. Soil characteristics generally incompatible with development include hydric soils, wetlands, Group I and II soils, soils with low or very low suitability for dwellings with basements, and soils least suitable for on-site waste disposal systems, as described and depicted on maps in this plan.
7. Discourage and, where possible, prevent the filling or developing of wetlands and floodplains.
8. Encourage the management of woodlands in an effort to promote further value for timber and wildlife and work with private landowners to prevent the spread of oak wilt and emerald ash bore in the Town's woodland areas.
9. Promote development and agricultural practices which protect surface and ground water quality, including proper erosion control, manure management, and stormwater management strategies.
10. Before approving any changes in land use, consider the impact on wildlife habitat, potential locations of rare plant and animal species, and archeological sites.
11. Continue to encourage Town residents to test their groundwater quality in order to monitor local groundwater supply.

Natural Resource Recommendations and Programs

In addition to extensive farmland, this plan recognizes the importance of other natural features in defining Deerfield's rural character, sense of place, and environmental health. Expanding on the planning policies listed above, the following are recommendations for preserving natural resources.

Dane County Farmland Preservation Plan

The Dane County Farmland Preservation Plan provides recommendations for natural resources that have been mirrored in this Plan. The following is a summary of the key recommendations:

- Develop and promote a countywide system of resource protection corridors based on watersheds as a framework to:
 - Protect and where possible, restore, the natural environment and scenic values;
 - Provide outdoor recreation opportunities, and;
 - Preserve for posterity the nature and diversity of our natural heritage.
- Permanently protect key sensitive and critical environmental resources, including, but not limited to: infiltration areas; riparian habitat; in-stream habitat; wetland habitat; wetlands; groundwater recharge areas; open space corridors; spawning grounds; shore cover, and; headwater areas.

Dane County Land and Water Resource Management Plan

In 2019, Dane County adopted its latest 10-year version of the Land and Water Resources Management Plan that establishes goals for the County and maintains eligibility for various grants. The plan is structured very similarly to this plan in setting a series of goals and developing actions aimed at accomplishing them. The five overarching goals of the County's Plan are also reflected in this Plan. They include:

- Assess, protect and improve surface water and groundwater resources
- Maintain viable agricultural lands for long-term production
- Develop, explore and implement innovative ideas
- Protect and enhance in-stream, riparian, wetland and upland habitats
- Partner with and involve citizens on soil and water protection initiatives

Dane County Parks and Open Space Plan

In 2018, Dane County adopted its 5-year update to the County-wide Park and Open Space Plan. This plan focuses on parks and recreation, but also natural, cultural, and historical resource preservation, protection, and enhancement. Below are the six overarching goals of the plan which directly relate to this Plan.

- Provide sufficient park land and recreation facilities to meet the demand of Dane County residents without adversely affecting existing natural and cultural resources.
- Preserve for posterity the characteristics and diversity of the natural, cultural, and historical resources of Dane County.
- Preserve large tracts of natural and agricultural rural landscapes at urban fringe areas that will provide regional resource protection and recreation benefits.
- Provide volunteer opportunities and stewardship education to all county residents.
- Protect lakes, rivers and streams, including shorelines, wetlands, high infiltration areas and associated vegetative buffers to maintain high water quality, manage water quantity, and sustain water-related recreation throughout Dane County.
- Provide an inclusive parks system for all Dane County residents, regardless of age, race, gender or gender identity, national origin, ethnicity, culture, religion, sexual orientation, political affiliation, place of residence, veteran status, physical ability, cognitive capacity, or family, marital, or economic status.

While there are no County parks, open spaces, or wildlife areas in the Town of Deerfield, the Glacial Drumlin State Trail does run through the area in addition to two state snowmobile trails and one club snowmobile trail. The Dane County Park and Open Space Plan recommends continuing the Glacial Drumlin State Trail to the west so that it eventually connects with the Capital City Trail. Additionally, as part of the recommendations, a new dog park is identified within the Town, between the Village of Deerfield and Cambridge.

Glacial Heritage Area Plan

In 2011, the Wisconsin Department of Natural Resources adopted the Glacial Heritage Area Plan which included a Master Plan for the Goose Lake State Wildlife Area and Goose Lake Drumlins State Natural Area.

The wildlife area is 2,453 acres consisting of open grassland, mixed hardwood upland forests, open marshes, floating sedge meadow, brushy uplands, two lakes (Mud Lake and Goose Lake) and swamps. Currently, it has three wildlife observation areas, 4 miles of hiking trails, and interpretive displays and kiosks.

The following is a list of identified public use management and development recommendations for the area:

- Provide a designated 1.5 mile lightly developed hiking trail from the parking area at Krueger Road to an overlook of Goose Lake. Develop a wildlife observation area at the overlook of Goose Lake.
- Provide a designated 50-75 yard lightly developed trail northeast from the parking area at Krueger road to the top of the drumlin and a scenic overlook of the Wildlife Area. Develop and maintain an informational display at the overlook.
- Provide a designated primitive trail from the parking area at Raether Road to the former hunt club landing site on the east side of Goose Lake.
- Maintain six 4-10 car parking areas on the periphery of the property. Develop and maintain a six-car parking area off of CTH BB to provide access to the grasslands on the southeast corner of the property.
- Many non-designated service roads, pheasant stocking lanes, firebreaks and volunteer trails provide foot access throughout the property.

Conservation Easements

A conservation easement is an agreement where the landowner conveys some property rights to an easement holder, typically a government entity or nonprofit organization. Many Wisconsin DNR programs require grantees to establish conservation easements. This is designed for areas that of significant natural, ecological, habitat, scientific, scenic, geological, archaeological, recreational, educational, forestry, agricultural and open space that should be preserved.

Open Space Corridors

Open Space Corridors have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, and scenic value. As mapped on the Town's future land use map (Map 5), these corridors include the following features:

- Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing Dane County zoning. Wetlands of two or more acres are included. This layer may not include all wetlands that are subject to state and/or federal disturbance rules.
- Federal Emergency Management Agency (FEMA) designated floodplains subject to existing Dane County zoning. These general floodplain delineations represent the areas potentially subject to the 100-year flood adjacent to navigable waters. All areas of the Town subject to flooding are not necessarily reflected in mapped floodplains (or within the Open Space Corridor delineation).
- Wisconsin DNR-owned lands, both existing and proposed (the Goose Lake State Wildlife Area).

New development is already limited in these corridors by existing County zoning. Generally appropriate uses include open space and agriculture activities. New homes and other buildings should not be placed in these areas.

The Open Space Corridors depicted in Map 5 are necessarily general and should be used to identify general areas where development may not be appropriate. They are mapped on the basis of the best available information at the time of delineation. Changes to these corridor boundaries might be necessary to correct mapping errors or omissions or to reflect additional, improved or updated background information gained from field reconnaissance, more detailed studies, or detailed site surveys.

Steep Slopes

Steep slopes—greater than 15 percent—are located throughout Deerfield (see Map 3b). These hills and ridges are typically wooded and associated with adjacent waterways and drumlin systems. Steep wooded slopes provide wildlife habitat, enhance scenic beauty, and provide a natural barrier for development. Disturbing the soils and vegetation on steep slopes can result in severe erosion, which can in turn have an impact on the water quality of nearby water resources. Disturbing steep slopes can also result in landslides, causing expensive and extensive damage to buildings, roads, and utilities.

The Town generally advises that development on slopes of 15 percent or greater be avoided where practical, such as where other appropriate building sites with lesser slopes are readily available on the property. The Town's driveway ordinance prohibits the disturbance of slopes greater than 25 percent and requires an engineer's plan showing adequate erosion control measures for driveways which disturb slopes between 20 and 25 percent. The maximum grade of a finished driveway may not exceed 13 percent.

Water Quality

Groundwater is the source for drinking water for all of the Town's households. Its protection is critical. The 2017 Groundwater Element of the Dane County Water Quality Plan included many recommendations designed to protect and enhance water quality in Dane County's unincorporated areas. In conjunction with the County's groundwater protection objectives, this plan supports several efforts to protect the Town's groundwater, including the following:

- Work with the County and State agencies in managing livestock waste storage facilities. Livestock waste is a potential source of groundwater pollution in the Town. Inadequately controlled animal feedlots, unconfined manure stacks, unlined manure pits and improper manure spreading are the main sources of livestock waste pollution. According to the Dane County Land Conservation Department, there were approximately 18 manure storage facilities in the Town. Dane County has adopted an animal waste management plan and a Manure Storage and Utilization Ordinance (2005) established minimum design, construction, maintenance, abandonment, and siting criteria for animal waste storage facilities. To protect drinking water quality, WisDNR requires a separation of at least 250 feet between livestock waste storage facilities and nearby private water wells. The Town should recognize and reinforce this requirement in its approval of homesites.
- Avoid planning for new development within about ¼ mile of open or closed landfill sites. Maps 4 and 5 show the locations of known landfill sites in the Town. 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 requirement should be recognized in home siting decisions.
- Ensure the proper placement and maintenance of on-site waste disposal (septic) systems. Improper placement and maintenance of both conventional disposal systems and chemical and biological treatment systems allowed under the new "COMM 83" rule can result in groundwater contamination. More specific recommendations for on-site systems are addressed in the "Utilities and Community Facilities" chapter.

- Remain informed and involved in decisions pertaining to high-capacity wells. Currently, 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 Deerfield 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. Dane County is currently identified as a Groundwater Attention Area (GAA) by WisDNR, meaning that it is experiencing groundwater challenges now or is likely to experience groundwater problems in the future.

Woodland Management

The Town should encourage owners of the Town's remaining large wooded parcels 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 with 20 or more contiguous acres of land covered in at least 80% forest. In exchange, their land is taxed at a rate below the state average. Participating landowners must agree to a forest management plan. Buildings used or "developed for human (year-round) residence" are not allowed on MFL-enrolled lands. Landowners wishing to build residences on MFL land must withdraw the land from the program first and pay early withdrawal penalties.

Additionally, the Town should support educational and mitigation efforts to help prevent the spread of oak wilt and emerald ash bore in all of Deerfield's wooded areas. The WisDNR has several different educational, prevention, and management resources available that can be utilized by Town residents in helping to stop the spread of both diseases.

Nonmetallic Mineral Resources

Under Section 295.20 of State Statutes, 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. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired. At the time of writing, there were not any registered non-metallic mineral deposits in the Town of Deerfield.

There is one area in Deerfield currently used for nonmetallic mineral extraction on Oak Park Road in Town Section 29. The Town might receive requests for new or expanded extraction sites over the planning period. Such uses are appropriate in the Extraction District shown on Map 5 provided that they are properly sited and reclaimed per all state and county rules. Extraction activities are not generally compatible with residential uses and should be directed away from clusters of homesites or planned residential areas. The Town has established the following policies for proposed quarry, sand, or gravel operations:

- Any new or expanded mineral extraction sites shall meet the conditional use standards of the Dane County Zoning Ordinance including application materials, site plan information, reclamation plan, and additional

mineral extraction land use conditions (Dane County Zoning Ordinance 10.191). Mineral extraction uses, as mandated by state farmland preservation statutes, are only permitted as a Conditional Use in the FP-35, FP-B, AT-35, AT-B, RM-16, AT-5, RI, and MI. The 15 new conditional use standards for mineral extraction uses were added to the ordinance with the adoption of the new 2019 County Zoning Ordinance. The updated ordinance provides additional detailed site control for both the Town and County Board.

- Any new or expanded mineral extraction site shall meet the Town of Deerfield's Nonmetallic Mining Operations Ordinance (Town Ordinance 2015-01, including Amendments 2016-01 and 2016-02) and Regulating Blasting Ordinance (Town Ordinance 2015-02, including Amendments 2016-01, 2016-03, 2016-04, and 2016-05).
- Only commercial or industrial uses directly related to the mineral resource use, such as redi-mix concrete and hot mix paving plants, may be allowed through the granting of a Conditional Use Permit per Section 10.004(99) of the Dane County Zoning Ordinance. In addition to meeting conditional use standards, the Town will consider conditions which protect the interests of residents within 1 mile and conditions which protect air and water quality from these heavy industrial-type activities.
- It is recommended that any new or expanded mineral extraction site be required to provide a performance bond for repair of any Town or County road damaged by mining equipment during mining operation.

Rare Species Occurrences and Wildlife Habitat

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 recreational experiences. 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.

Recreational Resources

Recommendations related to the Town's parks and recreational resources are provided in the "Utilities and Community Facilities" chapter.

4 CULTURAL RESOURCES



Chapter Four: Cultural Resources

Cultural Resource Inventory

Preservation of 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.

Historic Resources

There are no buildings or properties in the Town listed in the State or National Register of Historic Places. However, this should not be interpreted to mean that the Town does not have a fine collection of historic or architecturally significant buildings and sites. The State Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin's distinct cultural landscape. The AHI includes 56 documented properties in the Town. These properties include older homes and out-buildings, farmsteads, barns, and schoolhouses including the Liberty Schoolhouse built in 1889, and churches including the St Paul's Liberty Lutheran Church constructed in 1851.

Archeological Resources

The Wisconsin State Historical Society maintains and constantly updates a list of archeological sites and cemeteries, the Archeological Site Inventory Database (ASI). According to the State Historical Society, there were 17 known archaeological sites and cemeteries identified in the Town. These sites include cemetery/burial grounds, mounds, cabin/homestead, and Native American campsite/villages. The sites identified to date are not fully representative, however, of the area's rich history and the breadth of sites, as only a small portion of the Town has actually been surveyed- generally only required for certain projects.

Based on the information from available archeological surveys, the State Historical Society has identified certain characteristics of areas where additional sites would probably be found, such as along higher, dryer areas adjacent to current and former lakes, rivers, streams, and wetlands, and areas adjacent to older historic features such as trails, early roads, rail corridors, homesteads, and communities.

Farmer's Markets

One of the most effective ways to build on the Town's agricultural economic base and connect with Town and surrounding community residents is through participation in local farmer's markets. These events promote and highlight agricultural production, in addition to providing locally-sourced healthy food to community residents. While there are no farmer's markets within the Town, there are several in nearby locations:

- Village of Deerfield Farmer's Market
- Village of Cambridge Farmer's Market
- City of Lake Mills Artisan and Farmer's Market
- Capitol View Farmer's Market (Madison)
- Dane County Farmer's Market (Madison)

Local Festivals and Celebrations

Although the Town of Deerfield does not put on any festivals or celebrations, the surrounding area has many to offer. Ultimately, these events are attended by town residents due to proximity and function as significant components to of the community's cultural resources. A few of these events include:

- Deerfield Fireman's Festival (Village of Deerfield)
- Christmas in the Country Craft and Art Show (Village of Deerfield)
- Barktoberfest (Village of Cambridge)
- Cambridge Classic Christmas (Village of Cambridge)
- Midwest Fire Fest (Village of Cambridge)
- Lake Mills Winter Market (City of Lake Mills)
- Dane County Fair (Dane County)
- World Dairy Expo (Dane County)

Cultural Resource Goals, Objectives and Policies

Goal:

1. Enhance and maintain the Town's cultural resources and rural character.

Objectives:

1. Preserve the Town's agricultural, cultural, historic, and archeological resources that celebrate the community's pre-settlement and early settlement periods.
2. Identify and protect cultural, historic, and archeological resources.
3. Prohibit incompatible land uses (e.g. high traffic generators, light and noise polluters, or unaesthetic uses) from locating within or next to residential areas.
4. Encourage the preservation of historically and architecturally significant structures.
5. Protect scenic roadways in the Town.

Policies:

1. Cooperate with the State Historic Society, Dane County, and other surrounding communities on a comprehensive survey of historic and archeological resources in the Town.
2. Encourage private landowners to protect and, if necessary, rehabilitate identified cultural, historic, and archeological resources when specific sites are proposed for development.
3. Support local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the Town's farming heritage and rural way of life.
4. Support Dane County zoning and subdivision regulations that are intended to prohibit incompatible land uses.
5. Work with Dane County to establish standards for siting and constructing telecommunication towers in the Town.
6. Consider the designation of one or more "Rustic Roads" in the Town.

Cultural Resource Recommendations and Programs

This plan encourages the preservation of historic, archeological, and cultural resources in the Town.

The Town should also work with the county and state in preserving the community's historic farmsteads and out-buildings that contribute to Deerfield's agricultural heritage and aesthetic beauty. These important Town landmarks should be included in any future cultural resource identification and protection programs.

Through the state and federal government, there are several different historic preservation resources available to property owners such as:

- Property owners can qualify for a 20% federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of the Interior has listed on the National Register of Historic Places.
- At the state level, the Wisconsin Economic Development Corporation administers an annual Historic Tax Credit Program. It allows for a state tax credit of 20% of qualified rehabilitation expenditures for income producing properties that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. However, this program can only be applied to projects exceeding \$50,000 in rehabilitation. All work must comply with federal guidelines established in the Secretary of the Interior's Standards for Historic Building Rehabilitation.
- Another state-level tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that are certified historic or contribute to a historic district. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. Applications for both Wisconsin programs must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.
- Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provides mini (under \$2,000) and major (under \$10,000) grants for projects that enhance the appreciation of important historic buildings or decorative art works. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

Additionally, another important cultural resource is the Town's unique community character. "Community Character" is a term often used to describe the way a community looks, feels, and functions. Long-term it is challenging to maintain and enhance the community's character because of changes, trends, and growth pressures. The good news is that many community character objectives can be pursued without raising taxes or spending a lot of money. Rather, by enforcing regulations and standards that specifically address the aesthetic components of development (such as architecture and building materials), thoughtful integration and preservation of open and gathering spaces, and safeguarding of attractive community entryways and historic and culturally significant features, the Town can do a lot to ensure that any project has a positive impact on the way the community looks and feels to residents and visitors. Paying attention to and preserving the characteristics that make rural Towns like Deerfield such desirable places to live will help the Town better protect and build upon its existing assets.

Finally, the Town will continue to support and promote the community's farming heritage by supporting existing and new events and attractions such as local festivals, fairs, markets, farm tours, or farm breakfasts.

5 LAND USE



Chapter Five: 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 Deerfield. It includes a map showing existing land uses and recommended future land uses and provides land use data and analysis as required under §66.1001, Wisconsin Statutes.

Existing Land Use Map Categories

Each land use category is listed below. On the Existing Land Use map, these categories indicate how land was being used at the time this Plan was written. On the Future Land Use maps, these categories indicate the Town's desired future uses. Not all land use categories listed below are represented on all maps.

- Agriculture/Rural: land used primarily for farming, farmsteads, and related activities; woodlands and open lands; and limited single-family residential development, generally densities at or below 1 dwelling per 35 acres.
- Park and Recreation (public): Publicly-owned lands designated as County Parks and recreation areas, State Wildlife Areas, Town parks, or other recreational facilities.
- Private Park and Recreation: Privately-owned lands that are used for parks, open space, or other recreational facilities.
- Surface Water: lakes, rivers, and perennial streams.
- Single Family Residential – Unsewered: Single family residential development served by on-site waste disposal systems typically on lots over 2 acres in size (the minimum new lot size in the Town of Deerfield is 40,000 square feet).
- Residential – Sewered: Single-family, two-family, and multi-family residential development, generally at densities between 2-8 dwelling units per acre and served by public sanitary sewer service (in the Village of Deerfield).
- Commercial: Low-density indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage.
- Industrial: Low-density indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage.
- Institutional: Large- or small-scale public buildings, churches, cemeteries, schools, community buildings, hospitals, and special-care facilities.
- Extraction: Sites in current uses as quarries, gravel pits, clay extraction, peat extraction and related land uses.
- Rights-of-Way: Land utilized for transportation purposes, typically publicly-owned (state, county, town, or municipal) right of way.
- Utilities: Areas owned by and used for public or private utility provision.
- Vacant: Open lands and vacant parcels, typically not being farmed.

Existing Land Use Pattern

An accurate depiction of the Town's existing land use pattern is the first step in planning for a desired future land use pattern. Table 5.1 summarizes the existing acreage allocated to each of the various land use categories in the Town limits. These totals do not include lands within the Village of Deerfield's current municipal boundary.

Agricultural/Rural

A vast majority of the Town remains in open space uses. As shown on Map 4, about 74 percent of the Town's total area is in Agriculture/Rural use. Agricultural land, however, has decreased slightly since 2003 as the Village of Deerfield expands and more residents move to the Town.

Residential

Shown as Single Family Residential-Unsewered, there are scattered residential lots throughout the township and several small subdivision tracts on the Town's west side, including Nora Heights, Prairie Village and development along Oak Park Road. Other pockets of rural residential development are located along STH 73, Bannon Road, CTH BB, and in the hamlet of London. The Deer Ridge subdivision on the southeast edge and homes along Jensen Lane on the west edge of the Village or Deerfield are shown as Residential - Sewered because these lots are served by municipal sewer and/or water.

Park, Recreation, and Bike Trail

The park, recreation, and bike trail land use in the Town consists of public and private parks and trails. Most of this land use is in the far northeast section of the Town as part of the Goose Lake Drumlins State Natural Area and owned by the WisDNR. Almost all of it is public park land used for preserving open space and recreational uses. The other large public facility in the Town is the Glacial Drumlin State Trail, which is also owned by the WisDNR and bisects the Town along an old rail corridor. Finally, there are 5 total private parks scattered throughout the Town, mostly in older subdivisions and the Hamlet of London.

Other Development

There are a few Commercial uses located in the Town, mostly used for agricultural and outdoor recreational-type businesses. Institutional uses scattered throughout the Town represent cemeteries and church sites. An Extraction site is located near the intersection of Olstad Road and Oak Park Road in the southwest area of the Town, near the Village of Deerfield.

Table 5.1: Existing Land Use Totals, 2019

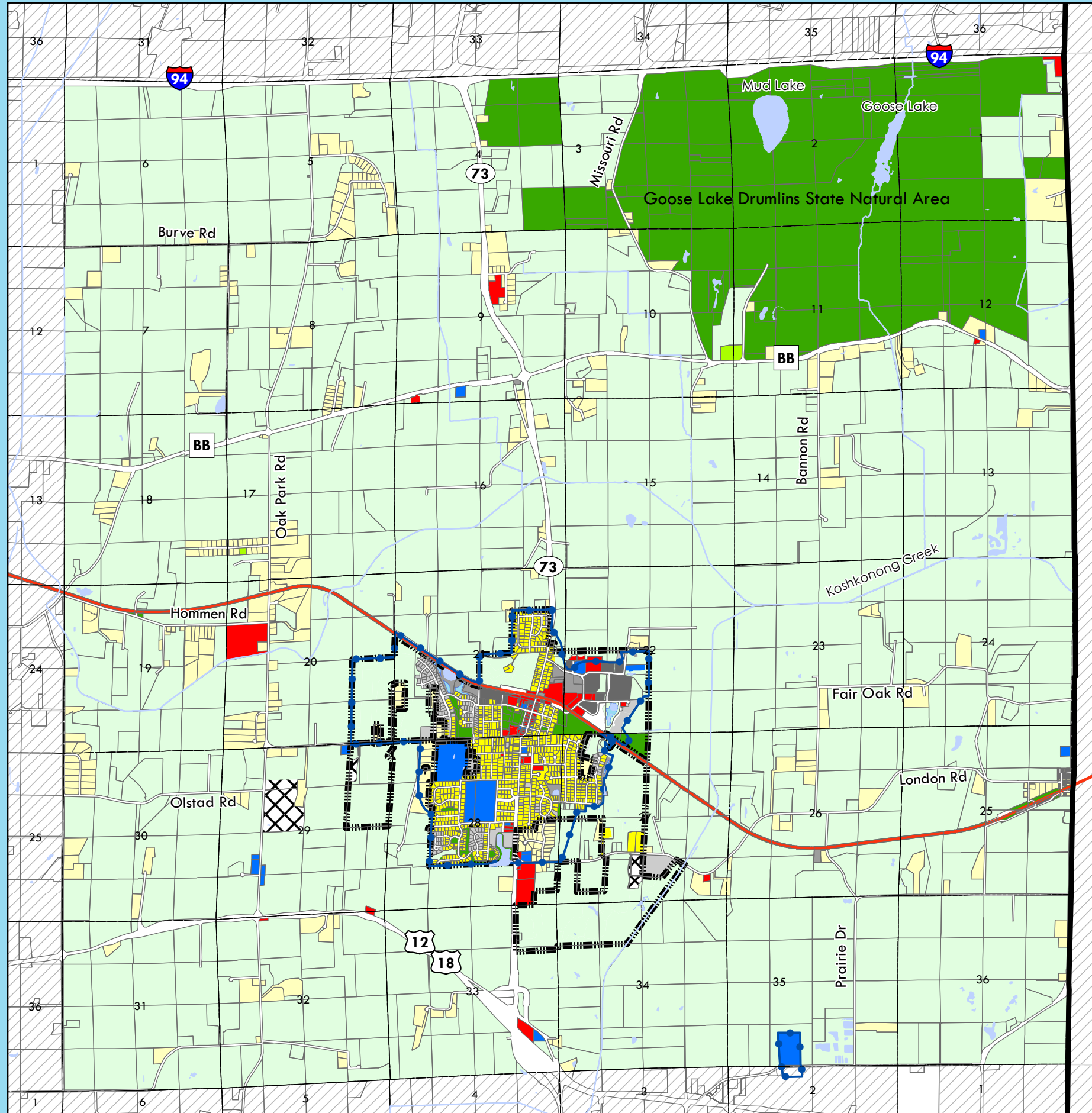
Existing Land Use	Acres	Percent of Town
Agriculture/Rural	15,876	74%
Single-Family-Unsewered	1,091	5%
Commercial	71	0.33%
Institutional	31	0.14%
Industrial	1	0.01%
Park, Recreation, and Bike Trail	2,550	12%
Private Park	7	0.03%
Extraction	36	0.17%
Utilities	4	0.02%
Vacant	20	0.09%
Right-of-way	1,830	9%
Totals	21,524*	100%

*Only land within the Town of Deerfield was calculated in this table. Land within the 2019 boundaries of the Village of Deerfield was not included.





















Source: Vandewalle & Associates, 2019

Town of Deerfield 2020 Comprehensive Plan

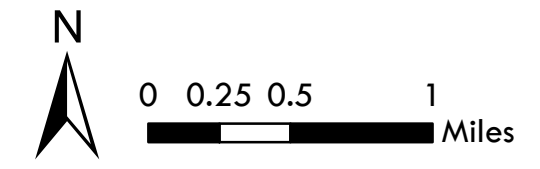
Map 4 Existing Land Use



Existing Land Use

-  Parcels
-  Glacial Drumlin State Trail
-  Urban or Limited Service Area
-  Village of Deerfield
-  Adjacent Towns
-  County Boundary
-  Water Features
-  Sections
-  Agriculture/Rural
-  Single Family-Unsewered
-  Residential-Sewered
-  Commercial
-  Institutional
-  Industrial
-  Park and Recreation
-  Private Park
-  Extraction
-  Transportation
-  Utilities
-  Vacant

Date: March 9, 2020
 Source: Dane County and V&A
 **VANDEWALLE & ASSOCIATES INC.**
 Shaping places, shaping change



Land Development Trends

From 2010 to 2018, there were 56 parcels rezoned in the Town. Nearly all of these lots were rezoned for residences, averaging about 6 per year. This is a decrease from the 1990s and early 2000s where the Town averaged approximately 12 per year.

Trends in the Town's agricultural land market are available from the Wisconsin Department of Revenue, which tracks all land sales in the state. In the 1990s, DOR only tracked the sale of parcels larger than 35 acres. According to that data, there were 4,671 acres of agricultural land sold in Deerfield from 1990 to 1997. On average, an acre of agricultural land in the Town sold for \$1,102 during this time frame. In 2019, DOR tracked all land sales, no matter the size of the parcel. Between 2014 and August of 2019, 5,145 acres of agricultural land was sold in the Town. The average, for agricultural land only, was sold for \$3,090 an acre during that time.

In Dane County overall, there were 2,395 total agricultural acres sold in 2017, 53% (1,317 acres) of which were sold to be diverted away from agricultural land use. Between 2012-2017, there were over 14,500 total agricultural acres sold in the County at an average price of between \$6,600 and \$8,000 per acre according to UW-Extension's Wisconsin Agricultural Land Prices 2012-2017.

To preserve farmland, the Town of Deerfield adopted the A-1 Exclusive Agriculture zoning district in 1978 and established residential density policies related to possible rezonings out of this district. The Town's density policy is limited to one home (commonly called a "split") per 35 acres owned. The A-1 Exclusive Agriculture district covers most of the Town and these areas are now predominantly zoned FP-25.

Existing Land Use Conflicts

There are no existing land use conflicts of note in the Town. As growth occurs throughout Dane County and the Town, 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 Deerfield.

Projected Land Use Supply and Demand

Residential land use projections in Deerfield are based on existing and projected population, household size, and land per dwelling unit. Using these projections, and assuming that the average residential home site in Deerfield will be about 3 acres, Table 5.2 shows the amount of residential acreage needed to accommodate future growth—which is an estimated 225 acres total over the next 20 years. Some of this projected acreage for residential development will likely be sited in the Town's Agricultural Preservation District as property owners exercise their "one home per 35 acres" residential development options. There is a sufficient number of unused, available "splits" in the planned Agricultural Preservation District to accommodate this anticipated demand. Some of this acreage can also be accommodated in the Town's Rural Development District, as shown on Map 5.

Table 5.2: Projected Rural Residential Land Use Demand

	2020	2025	2030	2035	2040	Total 2017- 2040
Projected Number of New Residents*	25	42	42	42	42	192
Projected Household Size**	2.62	2.59	2.57	2.54	2.53	
Projected Number of New Housing Units***	10	16	16	16	17	75
Projected Residential Land Use Acreage Demand****	29	48	49	49	50	225

*Based on U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates and the Linear Growth Population Projection between 2000-2017 (See Table 1.2)

**Source: Wisconsin Department of Administration, 2013 household size projection.

***Projected new residents divided by the projected household size.

****Projected new housing units multiplied by an assumed 3-acre lot for each new housing unit.

Based on an analysis of historic growth rates, this plan estimates that the anticipated demand for commercial and industrial land can be accommodated within the planned General Business areas shown on Map 5. The projected demand for both commercial and industrial land uses over the planning period is expected to be less than ten acres every five years, based on historic growth rates. Overall, the Town desires to minimize as much as possible the amount of land converted away from agricultural use.

Land Use Goals, Objectives, and Policies

Goal:

1. Develop and maintain an efficient and sustainable land use pattern.

Objectives:

1. Ensure that a desirable mix of land uses consistent with the Town's agricultural character is achieved.
2. Encourage collaboration between the Town of Deerfield, the Village of Deerfield, the Village of Cambridge, Dane County, and neighboring jurisdictions with regard to planning initiatives and development policies.
3. Coordinate land development with transportation system improvements.

General Policies:

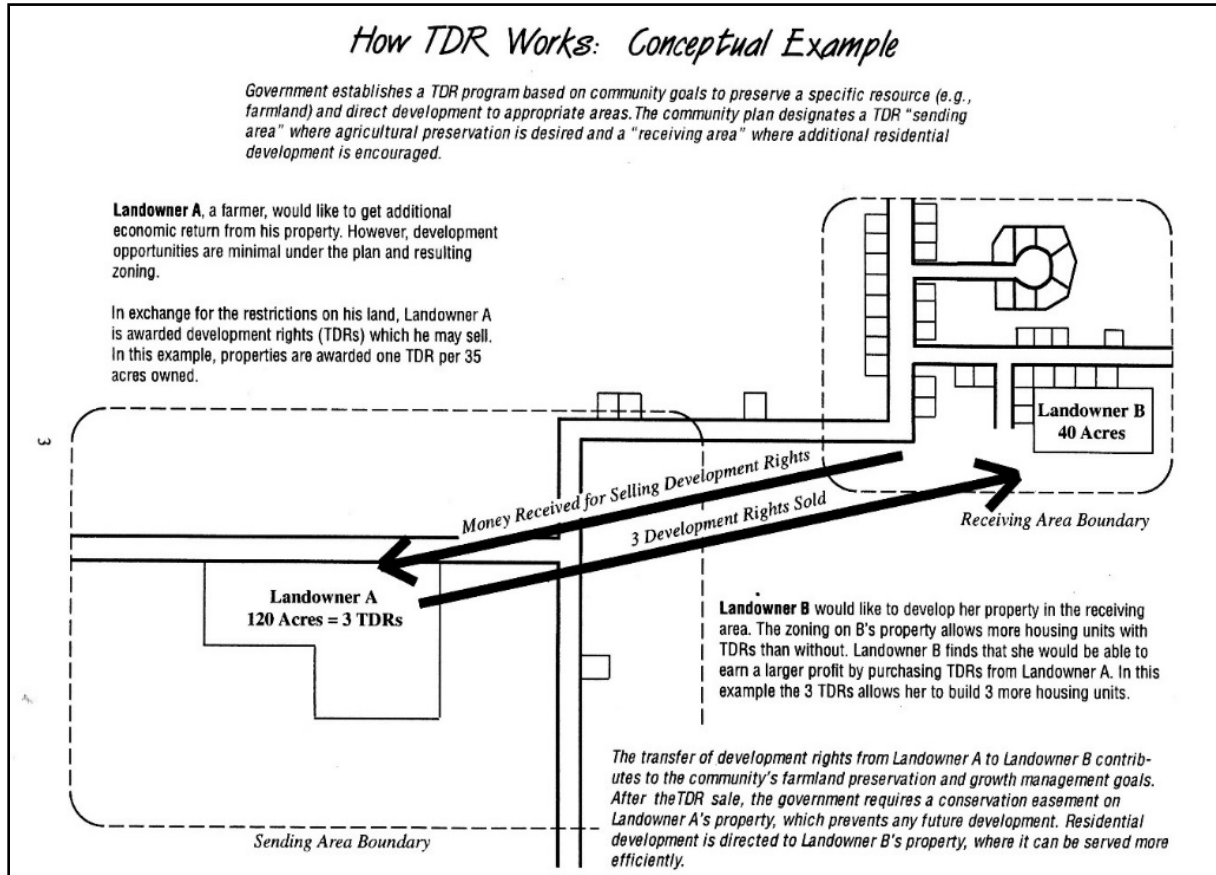
1. Plan for a sufficient supply of residential and nonresidential land uses to meet local land use desires.
2. Direct residential development in and around areas of existing development.
3. Where more than one home site is allowed, promote the location of those sites on 40,000 square foot lots or slightly larger, in an effort to preserve farmland, protect other natural resources, and reduce visibility of development.
4. Collaboratively work with the Village of Deerfield to develop a boundary agreement.
5. Direct intensive future development to the Village of Deerfield, including large subdivisions or large-scale commercial and industrial operations where public sewer and water, local road access, and stormwater facilities are present to accommodate such uses.

Town of Deerfield Transfer of Development Right (TDR) Program

Another strategy to preserve land within the Agricultural Preservation District is a Transfer of Development Rights (TDR) program. In a TDR program, the Town would allow development rights to be transferred from “sending areas” where preservation is desired to “receiving areas” where additional development is acceptable. Instead of the government purchasing the development rights, private developers controlling land in receiving areas would have to acquire development rights from landowners in the “sending areas.” The developer would have to demonstrate that sufficient development rights will be purchased (and a deed restriction or conservation easement placed on the sending area property) before the Town approved any rezonings, plats, or conditional use permits. The graphic below shows how TDR can work.

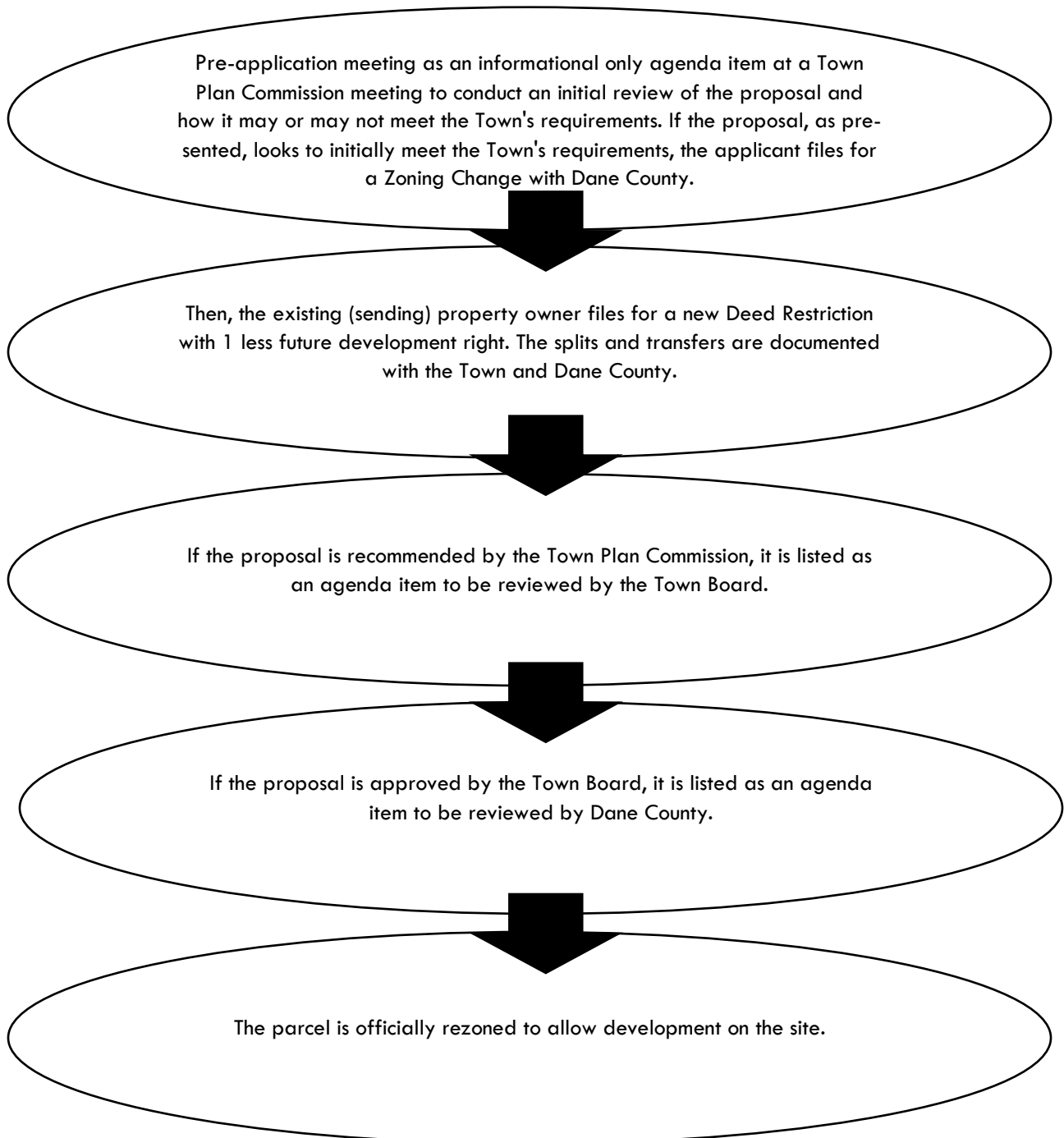
In 2019, the Town of Deerfield pursued the development and establishment of a customized TDR program. As determined through this planning process, the Town’s new TDR policy includes the following guiding policies.

- Applicants under this provision will be required to have a pre-application meeting between the owner and town and county representatives to discuss the proposal prior to consideration by the Plan Commission or Town Board.
- Landowners proposing transfers under this policy shall be required to first obtain a density analysis from the Dane County Department of Planning and Development for both sending and receiving areas.
- The town may, at its sole discretion, deny any proposed transfer to less than 35 acres.
- Both the sending areas and receiving areas shall be located in the Town of Deerfield.
- Outside of the remaining total available splits within the Town today, based on the long-standing policy of 1 split per 35 acres, no new development splits will be created through the establishment of a TDR program in the Town.
 - On-site splits are still permitted outside of this Transfer of Development Rights policy.
- Following the transfer of development rights from the sending area, the sending property should be permanently protected from additional development through a deed restriction or conservation easement.
- Receiving areas = 1 split per each additional dwelling unit, minimum 40,000 square foot lot size
- Sending and receiving areas are not mapped or specified within the Town and may occur in any location, however any new receiving area development is limited to preserving the most productive agricultural land and in a manner that preserves the rural character of the Town using the following specific siting criteria (also see the Summary of the Town of Deerfield’s Residential Development Policy):
 - Preferably outside of any Group 1 or 2 soils (Map 2)
 - Outside of steep slopes greater than 12% grade (Map 3b)
 - Outside of any environmentally sensitive areas, except forest cover (Map 3a)
 - Cluster dwelling units together onto adjacent new lots
 - Require lot design and layout for Town Review
 - The receiving parcel must have adequate road access and a suitable building site that would not result in a “flag lot” with a long driveway bisecting agricultural land. The proposed building site must conform to the Town’s Development Siting Criteria within the Agricultural Preservation District.
 - Prior to the purchasing of development rights, at a minimum, a conceptual review of the proposed lot layout must be approved by the Town Plan Commission and Board for the receiving area.
- Appropriate documentation must accompany any transfer, including, at a minimum, a deed restriction and/or conservation easement on the sending parcel identifying a minimum 35 acres of land, or amount of land commensurate to the number of splits transferred, to be preserved exclusively for long-term agricultural use. Such documentation shall also indicate the number of splits remaining, if any, on the remaining lands of the sending property. Receiving parcels shall also be accompanied by a notice document indicating that the property received a split(s) from the sending property. All such documents must include appropriate legal descriptions of the properties involved and must be recorded with the Dane County Register of Deeds.
- There is no limit to the number of development rights that can be transferred by one owner in a given time period. However, the Plan Commission and Town Board may place other restrictions on the transaction, including but not limited to, a cap on the number of development rights transferred to one location.



Transfer of Development Right Process

The following is the recommended approach and process for executing a transfer of development rights in the Town of Deerfield as described above. This chart is expected to be used as a guiding document and does not represent every possible iteration of the process.



Summary of the Town of Deerfield's Residential Development Policy

Summary

- Deerfield's Residential Development Policy is used in Agricultural Preservation District, not the Rural Development District (see Map 5). FP-35, FP-1, FP-B, and RM-16 Zoning Districts
- A parcel over 35 acres can be rezoned for residential development if it meets all of the provisions in the Town's Comprehensive Plan and Zoning Ordinance
- One house for every 35 acres of contiguous ownership in 1978 (year Exclusive Agriculture zoning was adopted)
- Divide total 1978 acreage by 35, and round up if result is greater than 0.80 (e.g., 100-acre owner allowed 3 homes because $100/35 = 2.85$)
- Deed restriction is applied to land once all allowed houses are built per policy
- Transfers between any qualified sending parcels and receiving parcels allowed (see TDR Policy above)
- Do not site new housing on Group I or II agricultural soils, if possible
- Minimum new lot size is 40,000 square feet
- Meet Town's environmental protection maps and criteria
- Total of one house allowed on pre-1978 lots that are less than 35 acres
- Pre-1978 homes remaining on parcels greater than 35 acres in size do not count towards the parcel's total number of homes allowed

Residential Development Density Standard

- New non-farm development shall be restricted to a maximum gross density of one dwelling unit per 35 contiguous acres owned as of October 26, 1978. This baseline date is when the Town of Deerfield adopted the A-1 Exclusive Agriculture zoning district.
 - As a guide to determine the total acreage under contiguous ownership on October 26, 1978, the Town will use (a) the acreage amount listed on the parcel's 1978 tax roll if available or the net acreage from Dane County's Geographic Information Systems (GIS) database, and (b) ownership information shown on the 1978 Land Atlas and Plat Book for Dane County published by Rockford Map Publishers, Inc.
 - For the purposes of this policy, the terms "contiguous acres owned" or "contiguous ownership" are defined as all parcels under single ownership as of October 26, 1978 which share a common boundary. Parcels in single ownership which are directly across public roads, public or rail rights-of-way, or easements, along with parcels that meet only at a corner, shall be considered contiguous.
- The minimum new lot size shall be 40,000 square feet. The Town Board may require a larger lot size if it deems in particular cases that the special natural features of the land require a larger lot to protect the resource.
- The Town may support rezoning and development of vacant parcels less than 35 acres in size if it meets all of the following prerequisites: (1) research shows the property was created as a legal lot of record prior to 1978, (2) it remains vacant today, and (3) the development meets all Town standards.
- Housing allowed within the FP-35 Zoning District will count toward the one dwelling unit per 35-acre density standard. This housing should be limited to housing for the farm owners/operators and their immediate family members, if the farmer is earning income from the farm operation. An additional farm residence for parents or children of the farm operator may be allowed if the conditional use standards of the FP-35 Zoning District are met and if all Town policies are met. However, it is recommended that all new residential development occur on its own separate residential parcel through the approval of a Certified Survey Map and rezoning. Farm-related housing shall occur on the least fertile soils for agricultural uses and in a manner which maximizes agricultural use of the remaining usable area.

- If a landowner owned non-contiguous parcels in the Town as of October 26, 1978 and continues to own them at the time of the proposed rezone, that landowner may transfer allotted dwelling units from one parcel to the other if (a) the first parcel is more productive for farming, (b) the Town Board determines that such a transfer meets the spirit and policies of this Comprehensive Plan, and (c) a deed restriction will be placed on the parcel from which the dwelling units are transferred.

How to Calculate Development Density Standard

- When calculating the number of dwelling units permitted (or “splits”), the number of contiguous acres owned as of October 26, 1978, which must be at least 35 acres, will be divided by 35. If the result is a fraction greater than 0.80, the landowner can round up to the nearest whole number. Example: a landowner with 100 contiguous acres can get 3 “splits” ($100/35 = 2.85$). A landowner with 95 contiguous acres is limited to 2 “splits” ($95/35 = 2.71$).
- The maximum number of dwelling units on a property shall be calculated based on the land area in contiguous ownership as of October 26, 1978. This means a change of ownership does not commence a new allotment of dwelling units. When portions of an October 26, 1978 parcel change ownership, a contract of sale stipulating the exact number of “splits” going to the purchased parcel and the exact number of “splits” staying with the remaining parcel shall be prepared. Such a stipulation should be recorded with the Register of Deeds and notice should be provided to the County Planning and Development Department. If past transactions have not included this type of deed stipulation, the Town assumes that one “split” went with the purchased parcel if it exceeded 35 acres, two “splits” if it exceeded 70 acres, three “splits” if it exceeded 105 acres, etc.

Siting Criteria

- Any and all parcels in the Town may be eligible as TDR sending or receiving areas, including receiving TDRs on parcels that have exhausted their splits, provided that all of the following other siting criteria are complied with.
- All residential development that is located within the Agriculture Preservation District (FP-35 Zoning District) should be low density and should be located in areas posing minimal conflict with agricultural uses. It is preferred that no residential development should be allowed on Group I or Group II soils, unless there is no suitable area on the subject property that is not classified as Group I or Group II soils. In those cases, the Town Plan Commission and Town Board may relax the soil criterion. Residential development should also be located so that natural environmental features are protected. All such development should be designed in accordance with natural resource protection standards specified later in this Plan.
- No new residential development shall be allowed within an Open Space Corridor as shown on Map 5, or as may subsequently be adjusted through a detailed site analysis which more precisely locates the feature(s) which led to its mapping as an Open Space Corridor in the first place.
- New non-agricultural development abutting active farm operations may be fenced, contain adequate setbacks, or otherwise be situated or screened in a manner that will help prevent nuisance complaints that could limit normal agricultural practices. As determined by the Town, the particular strategy(ies) will vary depending on the characteristics of the development, the topography and existing vegetation, the nature of the farm operation, and other factors. The use of one or more strategies will be particularly important where the farm operation includes a livestock confinement area that is near to the new development.
- Preferably new private driveways or roads should not be permitted to cross or bisect Group I or II farmlands, unless aligned along existing property lines, fences, or appropriate natural features.
- Utility extensions (electronic power lines, telephone lines, gas distribution lines) shall not cross farmlands in a manner that will disrupt farming activities.
- Erosion control practices shall be encouraged in accordance with recommendations of the U.S. Natural Resource Conservation Service.
- Mineral extraction operations may be permitted through a conditional use permit provided that they meet all policies and standards of the Town with regards to road usage, meet policies in the “Nonmetallic Mineral Resources” section below, and are compatible with surrounding uses of land.

Subdividing (“Splits”) Policy

- Any land sold to a public agency (e.g., Wisconsin Department of Natural Resources, Dane County Parks, Wisconsin Department of Transportation) after 1978 will not be subtracted from October 26, 1978 parcel size when calculating the maximum number of dwelling units permitted, unless a contract of sale stipulates the exact number of “splits” going to the purchased parcel and the exact number of “splits” staying with the remaining parcel. Such a stipulation should be recorded with the Register of Deeds and notice should be provided to the Dane County Planning and Development Department.
- If more than 35 acres of an October 26, 1978 contiguous ownership parcel is annexed into a city or village, the Town will subtract the annexed acreage from the original parcel total when calculating the maximum number of dwelling units (“splits”) permitted.
- The platting of subdivisions (5+ lots in a five-year period, as further defined in the Dane County Subdivision Ordinance) in the mapped Agricultural Preservation District (FP-35 Zoning District) is not permitted, unless a landowner is exercising five or more of his or her allowed dwelling units. For example, a landowner with 175 acres in the Agricultural Preservation District is permitted to create five homesites under the Town’s density policy. These five lots must be clustered to one portion of the property so the remainder of the land can be used for farming. To create such a cluster, a Certified Survey Map or Subdivision Plat (if 5+ lots) is required. The Town Board promotes the minimum new lot size shall be 40,000 square feet.
- See also the “Housing and Neighborhood Development” chapter for rural housing layout guidelines applicable in the Agricultural Preservation District.

Rezoning Policy

- Whenever a rezone results in reaching the maximum number of development sites available to the parcel under the density provision above, the Town shall, as part of the rezoning, require that the balance of the contiguous lands that remain under the ownership of the applicant requesting the final development site be deed restricted to prevent further development.
- Because of its benefits to the local economy and tax base, any commercial or industrial development shall not count toward the one dwelling unit per 35 acre density standard, provided that the development is compatible with an agricultural setting, meets all policies applicable to the General Business future land use category and does not require high water usage.

Land Use Recommendations, Specific Policies, and Programs

This chapter of the Plan is intended to provide specific recommendations for future land use in the Town over the 20-year planning period. These recommendations are reflected in the Future Land Use map (Map 5) and are based on the goals, objectives and policies presented in this chapter. Changes from the existing land use pattern to realize this Future land use pattern may occur if and when private property owners make requests for rezoning, subdivisions or land divisions, conditional use permits, or other development approvals. Map 5, along with the recommended policies and programs listed in the appropriate chapters of this Plan, should be used to guide Town decision-making on future land use changes in Deerfield.

In general, Map 5 recommends the continuation of an agricultural land use pattern in the Town of Deerfield, focused on preserving farmlands, protecting significant natural resources, and conserving water and soil resources. More intensive development should be directed into areas with existing development and infrastructure—primarily within the Village of Deerfield Urban Service Area.

Future Land Use Map Categories

The following is the description, policies and programs, and recommended zoning for each future land use category shown on Map 5:

Agricultural Preservation District

Description

This category includes agricultural lands and operations; farmsteads and homes, generally at densities not exceeding one single family residential unit per 35 acres owned; woodlands; non-tillable slopes; agriculture-related and farm family businesses; and mineral extraction operations. The Agricultural Preservation District category has been mapped over most of Deerfield. The Town should promote continued agricultural operations in these areas. Farm owners in this planning district should be encouraged to participate in the State Farmland Preservation Program, which generally enables landowners to receive state tax credits. Landowners with large tracts of woodland within this planning district should be encouraged to explore the state's woodland management programs. New housing should be limited in these areas to prevent incompatibilities with farm operations, and should be located at the edges of fields, on non-productive lands, and away from hydric or alluvial soils.

Town Policies and Programs

Policies for development in the Agricultural Preservation District are provided early in the Summary of the Town of Deerfield's Residential Development Policy.

Recommended Zoning

The county zoning district most compatible with this plan category is the FP-35 General Farmland Preservation District. This zoning district complies with the provisions of the State's Farmland Preservation program. The FP-1, FP-B, and RM-16 zoning districts might be suitable for parcels proposed for farm-related businesses or services. Other non-agricultural zoning districts (e.g., RR Rural Residential or Single-Family Residential districts) may be mapped where landowners exercise their "one home per 35 acre" development options. Deed restrictions may be used to supplement current zoning options. With the rewrite and adoption of the Dane County Zoning Ordinance in 2019, a new agriculture zoning district which allows only agricultural uses on parcels less than 35 acres in size was established (FP-1).

Agricultural Transition District

Description

This category includes certain lands in mutually agreed growth areas with the Village of Deerfield. Some of these lands are used for farming, as well as scattered open lands and woodlots, and limited single-family residential development.

Town Policies and Programs

- Within this transition district, new development should be limited in accordance with all policies applicable to the Agricultural Preservation District, until such time when the area is appropriate for more intensive development.
- Pending a greater understanding of the implications of a transfer of development rights (TDR) program on the Town, the mapped Agricultural Transition District may be appropriate receiving areas for development rights in exchange for the permanent preservation of other lands in the Town. See the Town of Deerfield's TDR Policy on page 54.
- For any residential development in this district, the minimum new lot size should be 12,000 square feet if annexed into the Village and served with full urban services, and 40,000-80,000 square feet if served by private on-site waste treatment systems.
- The Town and Village may adopt a stormwater management plan and ordinance which specifies facilities and standards necessary to properly manage development run-off in this district. The ordinance should

require that all new development be located outside of the 100-year floodplain and provide land and facilities to accommodate the 100-year storm event.

- Development in this district should be designed to accommodate the future extension of public sewer collection facilities, stormwater management facilities, public water facilities, and pedestrian paths and bikeways.
- Mapped environmental corridors in this district should be officially mapped by the Village of Deerfield and utilized as green space connectors. These features should not be encroached upon by new development, except that they may be used to provide locations for pedestrian paths and bikeways.

Recommended Zoning

The AT-35, FP-35, FP-1, and RM-16 county zoning districts are the most suitable for these areas.

Rural Development District

Description

This category is planned for groupings of existing and new homes (including subdivisions) on lots that are generally between 40,000 square feet and three acres. These areas are served by on-site well and waste disposal systems. There are very limited areas planned as Rural Development Districts in the Town; only where larger blocks of land have already been rezoned out of FP-35. In certain cases, the presence of natural features and the interests of nearby homeowners may limit how many houses may be built in these areas in the future.

Town Policies and Programs

- The Town's "one home per 35 acres" density policy does not apply in these areas, because such lands have already been rezoned for more intensive use.
- The minimum lot size for lands in this district should be 40,000 square feet, although environmental constraints may require larger lot sizes. The Town Board reserves the right to reject the further rezoning of lands within the Rural Development District in a manner that would allow for more home sites.
- The Town does not support higher density development, including duplexes and multi-family units, in this district. Such development should be located in areas that have convenient access to the full range of urban services including municipal sewer and water.
- New development in these areas should be directed away from hydric and alluvial soils and slopes in excess of 15 percent, where other more appropriate areas on the property are available for development. In any case, the maximum slope and disturbance requirements in the Town's driveway ordinance shall be met for new driveways.
- Residential development planned for parcels along Oak Park Road and Hommen Road should consider the known archaeological and historic sites in the area.
- New development should be sited in a manner that promotes, enhances, and maintains the rural character of the community (see Rural Housing Lot Layout and Design Guidelines in the "Housing & Neighborhood Development" chapter).
- Park dedication requirements shall be in the form of financial contribution to the Town and shall be used for the future development of public parks to be located in the area that is designated by the Town Board for use by all residents of the Town.

Recommended Zoning

All lands in this designation have already been rezoned for residential development (Rural Residential or Single-Family Residential).

Open Space Corridors

Description

This overlay category includes continuous systems of open space that include environmental corridors, resource protection areas, water features, FEMA floodplains and drainageways, DNR wetlands, and forest cover. The Open Space Corridors are displayed on Map 3a.

Town Policies and Programs

- New development should not encroach into these areas to protect environmental resources, prevent property damage, and preserve wildlife habitat.
- Roadways and driveways should be avoided to minimize soil erosion, disruption of important wildlife habitat, and to keep maintenance costs for foundations, roads, utilities, and waste disposal systems to a minimum. All driveways also require adherence to the Town's driveway ordinance.
- Any new development near open space corridors shall be required to strictly adhere to stormwater control and erosion control practices prescribed by WisDNR.

Recommended Zoning

As an underlying zoning district, the county's FP-35 and NR-C zoning districts are most compatible with this future land use category.

Recreational Lands

Description

This category includes publicly- or privately-owned lands designated as state wildlife areas and recreational areas, County parks and recreation areas, Town parks, and other recreational facilities. This category is mapped over the Goose Lake Wildlife Area, Glacial Drumlin State Trail, and the small private parks within subdivisions scattered throughout the Town.

Town Policies and Programs

- The Town will require that all proposed public recreational development conform to all of the policies and performance standards prescribed in this Comprehensive Plan, particularly those aimed at protecting the agricultural character and farm vitality of the township.
- No existing parks or land designated for a park or public use shall be reverted to private ownership without a public hearing.

Recommended Zoning

The county zoning districts most compatible with this future land use category are the FP-35 or RE zoning districts.

General Business

Description

This category includes indoor commercial, office, and controlled outdoor display land uses, with moderate landscaping and signage. Map 5 shows all existing business parcels in the Town as planned General Business areas. Areas planned for new General Business uses are located at the STH 73/194 interchange area, the Highway 73/12 intersection area, and the Highway 73/BB intersection area.

Town Policies and Programs

- Only commercial and industrial uses that do not require sanitary sewer or municipal water service and which will not negatively impact the economic viability of the existing community center will be considered for approval.

- All commercial and industrial development shall be subject to site plan review by the Town Plan Commission. The Commission shall consider parking, lighting, loading, setbacks, bufferyards, building materials and orientation, landscaping, driveways, and other components of site development in its review.
- Strip commercial development shall be discouraged throughout the Town.
- Highway commercial or tourist-related commercial development should only be allowed in areas where they will not conflict with other land uses, preferably in the Controlled Community Entryways as shown on Map 5.
- All commercial and industrial development shall provide adequate off-street parking spaces. No vehicles should be parked on public roads within the Town.
- Cross easements allowing frontage road access between businesses will be encouraged so that clustering of commercial and industrial development can be facilitated.
- All developers shall be required to institute permanent erosion control measures.

Recommended Zoning

The county zoning district most often used for this future land use category is the GC or LC zoning districts.

Institutional

Description

This category includes small-scale governmental or religious uses, such as churches, cemeteries, schools, and Town facilities. It also includes known landfills (see landfill wellhead setback description below).

Recommended Zoning

The county zoning district most often used for this future land use category is the FP-35. Governmental and religious uses are allowed in this district as a conditional use.

Landfill Wellhead Setback

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.

Town Policies and Programs

- The Town does not plan for new residential development within these ¼ mile setback areas.
- The Town intends to work with WisDNR staff to research the landfill sites in terms of what impact, if any, they are having on groundwater quality in the long term.

Extraction

Description

This category includes any existing mineral extraction uses that are registered with the Wisconsin Department of Natural Resources and have an approved Conditional Use Permit through Dane County.

Town Policies and Programs

- See Nonmetallic Mineral Resources in the Natural Resources Chapter 2 for more information.

Recommended Zoning:

- Conditional Use Permit through Dane County.

Controlled Community Entryways

Consistent with past Town planning programs, this Plan identifies three areas where a higher level of site design is recommended to ensure that development will have a positive impact on the community. These three entryways, each labeled on Map 5 as a “Controlled Community Entryway,” are located at the intersections of STH 73 with USH 12, CTH BB, and I-94. All commercial or industrial development planned for these intersections should be required to meet site plan and design performance standards in the Dane County Zoning Ordinance. Commercial development along community entryways should not directly compete with the economic viability of the existing Village center.

Smart Growth Areas

Wisconsin’s comprehensive planning law requires comprehensive plans to identify “Smart Growth Areas,” 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.”

This plan designates the Agriculture Transition District around the Village of Deerfield on Map 5 as a “Smart Growth Area”. This area is near existing development, commercial establishments, institutional uses, and road and utility infrastructure that would make infill and contiguous development efficient and cost-effective.

Farmland Preservation Mapping Requirements

In addition to meeting the State’s “Smart Growth” requirements, the Town’s Future Land Use map (Map 5) is also intended to meet the requirements of the State’s Farmland Preservation Program. Specifically, the Future Land Use Map clearly designates “agricultural preservation areas”, where long term agricultural activities are recommended. The Future Land Use Map also designates “transition areas”, which are essentially holding zones identified for future urban development. In the Town, urban development is directed to the Village of Deerfield’s Urban Services Area. The Future Land Use map clearly identifies areas of nonagricultural use, including commercial and residential use.

Potential Land Use Conflicts

This Plan seeks to avoid potential land use conflicts by limiting non-farm development in the Town’s agricultural areas. Intensive land uses are directed into the Village of Deerfield Urban Service Area. Continued discussions and coordination between the plans of the Town and Village will be required to minimize conflicts along the Town-Village boundary. The Village’s 2007 Comprehensive Plan suggests a substantially larger area for Village expansion, which the Town is not prepared to acknowledge until urban service area expansions are approved in line with such recommendations (see “Intergovernmental Cooperation” chapter).

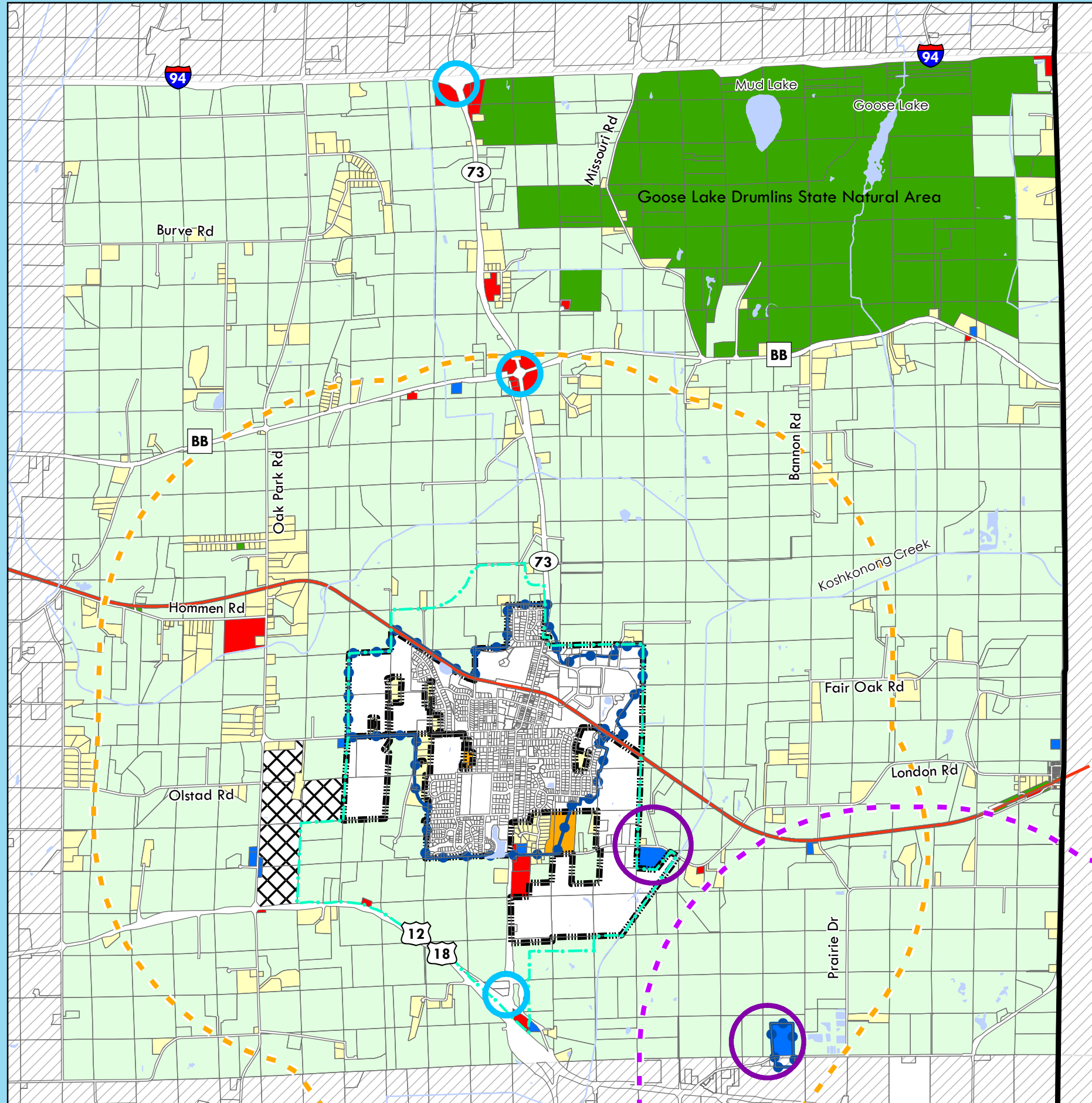
Further, this Town Plan includes rural housing design guidelines to help Town officials carefully site new residential development in a manner that preserves farmland, protects natural resources, and reduces visibility of development. Finally, the Town supports efforts to ensure that conflicts associated with large-scale livestock operations are minimized (see the “Agricultural Resource” chapter).

Opportunities for Redevelopment

Overall, this Plan promotes opportunities for community-sensitive redevelopment in appropriate locations and situations. The Town intends to work with property owners to assure that any soil or groundwater contamination on redevelopment sites is cleaned before development approvals are provided. This Plan does not identify any specific areas or parcels in the Town of Deerfield in need of redevelopment, because nearly all the Town is undeveloped.

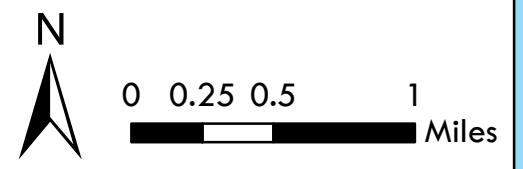
Town of Deerfield 2020 Comprehensive Plan

Map 5 Future Land Use



- | | |
|---|---------------------------|
| Parcels | Agricultural Preservation |
| Glacial Drumlin State Trail | Agricultural Transition |
| Urban or Limited Service Area | Rural Development |
| Village of Deerfield | General Business |
| Adjacent Towns | Institutional |
| County Boundary | Recreational Lands |
| Water Features | Extraction |
| Village of Deerfield 1.5 Mile ETJ | |
| Village of Cambridge 1.5 Mile ETJ | |
| Village of Deerfield Planned Development Area | |
| Controlled Community Entryway | |
| Landfill Wellhead Setback | |

Date: March 9, 2020
Source: Dane County and V&A
VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change



6 TRANSPORTATION



Chapter Six: 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 Deerfield. Given the Town's rural setting, the primary focus is on highways and local roads. The chapter compares the Town's transportation policies and programs to state and regional transportation plans as required under §66.1001, Wisconsin Statutes.

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 four main roadway functional classes include:

- **Principal Arterials.** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways.
- **Minor Arterials.** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials.
- **Collectors.** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These roadways collect traffic from local streets in residential neighborhoods and channel it onto the arterial system.
- **Local Streets.** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged.

Source: WisDOT, Facilities Development Manual, Procedure 4-1-15.

Existing Transportation Network

The Town is relatively well connected to the region through the existing roadway network, including USH 12/18 and I-94. This section describes the Town's existing transportation facilities.

Roadways

Interstate 94 is a principal arterial running east-west along the Town's northern boundary. This heavily traveled portion of the state's Interstate highway system connects the Madison and Milwaukee metropolitan areas.

U.S. Highway (USH) 12-18 runs through the extreme southwest corner of the Town and serves as a principal arterial road. According to WisDOT, average daily traffic volumes along the portion of USH 12-18 in the Town increased from 10,400 to 12,200 between 2005 and 2018. According to Connections 2030: Wisconsin's Long-Range Transportation Plan, the portion of USH 12-18 extending from I-90 to Cambridge, including a portion running through the Town of Deerfield, is slated for potential capacity improvements and studies.

State Trunk Highway (STH) 73 runs north-south through the central part of the Town, bisecting the Village of Deerfield—the main route north to Marshall and south to Edgerton. Between 2005 and 2018, traffic volumes increased from 4,100 to 4,600 average daily trips along STH 73 near the Interstate north of the Village. Over this same time period, traffic volume on STH 73 south of the village stayed relatively the same at 4,600 average daily trips. The intersection of STH 73 and USH 12-18 was recently reconstructed and reconfigured in 2017.

County Trunk Highways BB and W serve as major traffic collectors from rural land uses and distribute the traffic to the arterial system. CTH BB runs east-west through the north central portion of the Town, and has increasingly become a popular route into the Madison area. Town roads complement this major roadway network. Prominent Town roads include Munson, London, Fair Oak, Liberty, Oak Park north of USH 12/18, Olstad, Smith, Burve, and Bannon.

Airports

There are no airports located in the Town. Larger air carrier and passenger facilities are located approximately 20 miles to the northwest in Madison at the Dane County Regional Airport. There is also a municipal airport near to the City of Watertown in neighboring Jefferson County. Blackhawk Airfield is located approximately 10 miles west in the Town of Cottage Grove.

Trucking

Trucking through the Village is accommodated through the highway network.

Rail

There is no rail serve within the Town. The abandoned Chicago Northwestern line has been converted into the Glacial Drumlin State Trail.

Bicycle Facilities

The Town features one of the state's premier multi-use trails, the Glacial Drumlin State Trail. This trail runs 52 miles through glacial landscapes between Waukesha and Cottage Grove. It is also used for hiking, touring, skiing, and snowmobiling during the different seasons of year. The Town does not have a designated bicycle trail system. However, bicyclists in Dane County use Town roads for recreational purposes because of the lighter traffic volumes as compared to other roads in region, and its connectivity to the Glacial Drumlin State Trail System.

The 2015 Bicycle Transportation Plan for the Madison Metropolitan Area and Dane County recommends a priority new multi-use path that connects the exiting Glacial Drumlin State Trail and the City of Cambridge, however, all of the proposed path is outside of the Town of Deerfield. This is the only future proposed new off-street or on-street bicycle facility within the Town. There are several existing on-street facilities listed, including US 12/18, STH 73, and CTH BB as on-street bicycle facilities with a paved bicycle lane or shoulder and Oak Park Rd (north of the Glacial Drumlin State Trail) as a secondary on-street bicycle facility. Other on-street facilities listed are within the Village of Deerfield municipal boundary.

Paratransit

Paratransit is specialized transit service to specific segments of the population that require more accessible vehicles and flexible routing. The Dane County Specialized Transportation Commission provides policy direction, coordination, and administration of specialized transportation services in the county. Residents of the Town of Deerfield can take advantage of several specialized transportation services for the elderly, persons with disabilities, veterans, rural residents, those in need of direct employment transportation, and low-income persons. These services are administered by the Adult Community Services Division of the Dane County Department of Human Services.

The Community Access Transportation: Rural Transportation Program is an appointment-based service that provides door-to-door rides throughout Dane County. It is available to anyone who lives in their own home or apartment that does not have access to public transportation. The program is coordinated through the Transportation Call Center. The cost of riding is based on the passenger's ability to pay and other program eligibility.

Review of State and Regional Transportation Plans

The following are state and regional transportation plans and studies relevant to this plan. There are no conflicts between these state and regional plans and this Town plan.

2050 Regional Transportation Plan

This plan was completed by the area's Metropolitan Planning Organization (MPO) and adopted by the Transportation Planning Board in 2017.

Action items affecting Deerfield that were identified in the Regional Transportation Plan 2050 were a new intersection at Highway 12/18 and CTH AB and bridge upgrades along Interstate 94. The plan's seven overarching goals, which are reflective of and build on the goals of this plan include:

- Create Connected Livable Neighborhoods and Communities
- Improve Public Health, Safety, and Security
- Support Personal Prosperity and Enhance the Regional Economy
- Improve Equity for Users of the Transportation System
- Reduce the Environmental Impact of the Transportation System
- Advance System-wide Efficiency, Reliability, and Integration Across Modes
- Establish Financial Viability of the Transportation System

Wisconsin Southwest Region 2018-2023 Highway Improvement Program

The WisDOT maintains a six-year improvement program for state and federal highways. Wisconsin has over 100,000 miles of public roads, from Interstate freeways to city and village streets. The highway improvement program covers only the state highway system which is administered and maintained by the WisDOT. The rest of the roadways are improved and maintained by the cities, towns, counties and villages in which they are located. Projects near the Town include pavement improvements on Highway 12/18 (near Cambridge) and bridge replacement and maintenance on Interstate-90 (Jefferson County).

Connections 2030: Wisconsin's Long-Range Transportation Plan

Connections 2030 is the state's long-range transportation plan adopted in 2009. The plan addresses all forms of transportation over the 20-year planning horizon and helps identify the state's priority corridors, along with a system-wide infrastructure inventory, developing trends, general themes, goals, and vision statements. It is the long-term guiding document for the WisDOT, which prioritizes investments and assists districts in identifying future segments for more detailed corridor plans.

To note, USH 12/18 is forecasted to have moderate congestion by 2030, meaning speeds and distances are reduced and will cause some constricting of traffic flow. Additionally, because of the forecasted traffic demand, growth of the region, and importance of the roadway, the stretch of USH 12/18 between Madison and Highway 26 is a candidate for construction of additional lanes and/or new alignment in the future and has been for at least fifty years. However, it is stated, "WisDOT will complete the necessary studies and, where appropriate, will either upgrade existing expressways and/or convert expressways to freeways on routes where future traffic movement and safety are in jeopardy." Neither the physical construction of new lanes nor the necessary highway study is identified on the 2018-2023 Highway Improvement Plan.

WisDOT's typical approach prior to full lane expansion has been focused on safety plans and projects, such as a corridor study or interim congestion improvements (such as passing lanes and protected bypass lanes). Due to the fact that no corridor study has taken place nor have any of the interim congestion improvements along the roadway been made, in addition to the more recent planned USH 12 Bypass of Fort Atkinson to Whitewater being stopped, there is no indication at this time that the USH 12/18 will see lane expansion in the near future.

Wisconsin Bicycle Transportation Plan 2020

This plan presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The plan identifies the Glacial Drumlin State Trail as a priority corridor and key linkage. The plan map shows other existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan 2020

This plan 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.

Wisconsin State Airport System Plan 2030

The Wisconsin State Airport System Plan is the statewide long-range plan for airport transportation. It was adopted in 2015 and helps establish an inventory of airports, while also being a guide for investment decisions. It outlines a vision for aviation, an analysis of the state's system, and an environmental justice analysis. There are no recommendations related to the Town of Deerfield.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative represents an ongoing effort by nine Midwest states, including Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin, to develop an expanded and improved passenger rail system throughout the Midwest. The proposed regional system would mainly use existing rail lines to connect these nine Midwest states. As of right now, there are no active rail initiatives in the surrounding area.

Wisconsin Rail Plan 2030

The Wisconsin Rail Plan is the statewide long-range plan for freight rail, inter-city passenger rail, and commuter rail. In addition, it identifies priorities and strategies that will serve a basis for Wisconsin rail investments over the next 20 years. The plan was officially adopted in 2014. There are no critical rail transportation issues related to the Town of Deerfield identified in this report.

Transportation Goals, Objectives and Policies

Goal:

1. Provide a safe and efficient transportation system that meets the needs of all residents, workers, and visitors.
2. Increase long-term roadway planning and maintenance to enhance Town infrastructure, retain local businesses and residents, and improve coordination with neighboring jurisdictions.

Objectives:

1. Provide for adequate road capacities and road conditions.
2. Ensure that transportation system improvements are coordinated with land use planning and land development.
3. Coordinate multi-jurisdictional (town, village, county, state) transportation system improvements and maintenance in the town.

4. Support facilities that accommodate multi-modal transportation connections throughout the Town and region.

Policies:

1. Utilize a Capital Improvements Plan (CIP) to prioritize and plan for Town road upgrades, among other capital expenditures.
2. Consider implementing Town road impact fees for any new development projects that place a burden on or require the upgrading of Town roads.
3. Support access control and rural character objectives by discouraging large amounts of “side of the road” development on major roadways.
4. Accommodate bicycle traffic on less traveled Town and county roadways. Work with Dane County to develop designated on-street bicycle routes through the Town that connect the Glacial Drumlin State Trail to local destinations and keep bicyclists off heavily vehicle traveled, unfit roadways.
5. Work with the county, state and private landowners in ensuring that road-rights-of-way are clear of visual obstacles, particularly at road intersections. Road rights-of-way should be properly mowed and cleared.
6. Enforce weight restrictions on existing Town roads and consider the weight limits on local roads when reviewing development proposals.
7. Work with the WisDOT, Dane County, landowners, and private developers to limit development along USH 12-18 to help preserve it as a throughway.
8. Discourage the use of cul-de-sacs except in very limited situations (e.g. existing topography or development pattern necessitates their use).
9. Coordinate capital improvements with the annual review of the Implementation Chapter of this plan.
10. Participate in local, county, and regional transportation planning initiatives to improve coordination with the Village of Deerfield, surrounding Towns, Dane County, MPO, and WisDOT.
11. As part of the intergovernmental agreement between the Town and Village of Deerfield (see Intergovernmental Cooperation Chapter), integrate land use and transportation planning to prioritize roadway maintenance and upgrades needed to accommodate future growth areas.

Transportation Recommendations and Programs

The Town’s existing transportation network includes federal, state and county highways, complemented by a network of Town roads. This section describes key recommendations for the Town’s transportation facilities.

Arterial and Collector Roads

The Town intends to continue to work with WisDOT, Dane County, and its neighboring communities to coordinate appropriate improvements to existing federal, state, and county highways and bridges. Any improvements to these arterial and collector roads will have important implications on many of the land use recommendations provided in this plan.

Work with Dane County to evaluate Oak Park Road and Liberty Road as potential County Highways due to significantly increasing commuter traffic. Additionally, due to the same issue, continue to work with WisDOT to monitor and potentially improve the intersection of USH 12/18 and Oak Park Road over the planning period.

Town Roads

Because most of the Town is planned for agricultural and low-density residential development, implementation of this Plan should not require construction of many new or extended Town roads. When new roads are needed, it is Town policy not to service or accept any responsibility for a road in any development until such time that it is inspected and approved by the Town Board. All roads must be constructed to the specifications required by Wisconsin Statutes Section 86.26. The Town will not accept financial responsibility of any road as a result of new development until 80 percent of the development is completed and the road meets the Town's specifications and standards. Each development must provide a surety to cover the cost of road construction and erosion control measures.

Over the planning period, existing Town roads will need maintenance and upgrades to safely accommodate residential development. The Town should maintain a database on the physical condition of all roads and bridges under its jurisdiction. Wisconsin legislation requires local governments to collect and submit condition ratings for all local roads. The most common pavement condition rating system used by communities in Wisconsin is PASER (Pavement Surface Evaluation and Rating). WisDOT has a local roads database (Wisconsin Information System for Local Roads, WISLR) which includes an interactive map with comprehensive data on all roads under county and local jurisdiction. Authorized representatives of local governments are eligible to obtain access to the database through WisDOT.

Wisconsin Statutes allow local governments to set vehicle weight limits for Class "B" roadways under their jurisdiction. The weight limits can be set year-round or seasonally and must be properly posted. The statutes do not dictate the minimum standards for establishing weight limits on roadways. It is important to note that certain vehicular traffic is exempted from local weight restrictions by statute; specifically, agriculture related hauling trucks, logging trucks, and waste hauling. The Town may post weight limits for certain roads in the spring to protect paved surfaces and sub-grades. The Town intends to properly maintain road rights-of-way to maintain adequate vision, control noxious weeds, reduce shoulder maintenance, and provide adequate drainage. It is particularly important to clear brush and trim trees near road intersections.

All Town road improvements should be listed on the recommended Town Capital Improvements Plan (see Chapter 7) to formally schedule road upgrades and seek funding. There are several federal and state sponsored improvement programs and funding sources available to towns for transportation projects, including the following list (additional information on these programs is available from WisDOT):

- General Transportation Aids (GTA): Provides local governments with state aid payments to offset the cost of county and municipal road construction, maintenance, and traffic operations.
- Disaster Damage Aids and Emergency Relief: Assists local governments with financial assistance to repair roadways that has significant damage due to a disaster event, natural disasters, or catastrophic failure.
- Surface Transportation Program – Rural (STP-R): Allocates federal funds to complete a variety of improvements to federal-aid-eligible rural highways (primarily county highways).
- Local Roads and Bridges Improvement Programs: Assists with improving seriously deteriorating county highways, Town roads, and municipal streets, in addition to bridges.

Bicycle Facilities

The 2015 Bicycle Transportation Plan for the Madison Metropolitan Area and Dane County does not have any recommendations for new off-street or on-street bicycle facility within the Town. However, there are several existing on-street facilities listed, including US 12/18, STH 73, and CTH BB as on-street bicycle facilities with a paved bicycle lane or shoulder and Oak Park Rd (north of the Glacial Drumlin State Trail) as a secondary on-street bicycle facility. Other on-street facilities listed are within the Village of Deerfield municipal boundary.

Other Transportation Options

The Town supports transportation options to serve all Town residents over the planning period. The Town will continue to support and identify needs for specialized transportation services for the elderly, persons with disabilities, and low-income persons. In addition, the Town encourages usage of high occupancy vehicles through ridesharing and vanpooling, such as through the State and County Ridesharing and Vanpooling Programs.

Support Road Access Control

WisDOT controls the number, spacing and design of all access points along state and federal highways; while the Dane County Highway Department controls access along county trunk highways. The Town controls access along Town roads through its driveway and access permit ordinance. The purpose of access control is to reduce the number of potential conflict points along a road and create the most safe and efficient flow of traffic. Ideally, access management techniques are applied to road corridors that are just beginning to experience development pressure. In developed areas, these techniques could be applied as properties redevelop and/or as existing access points are reconstructed.

Currently, all new driveways and access easements require approval by the Town Board. Driveways must be constructed to Town specifications. It is Town policy to encourage shared driveway access between homes to minimize direct access onto Town roads and considers this policy whenever it reviews development proposals. Other techniques the Town may consider include:

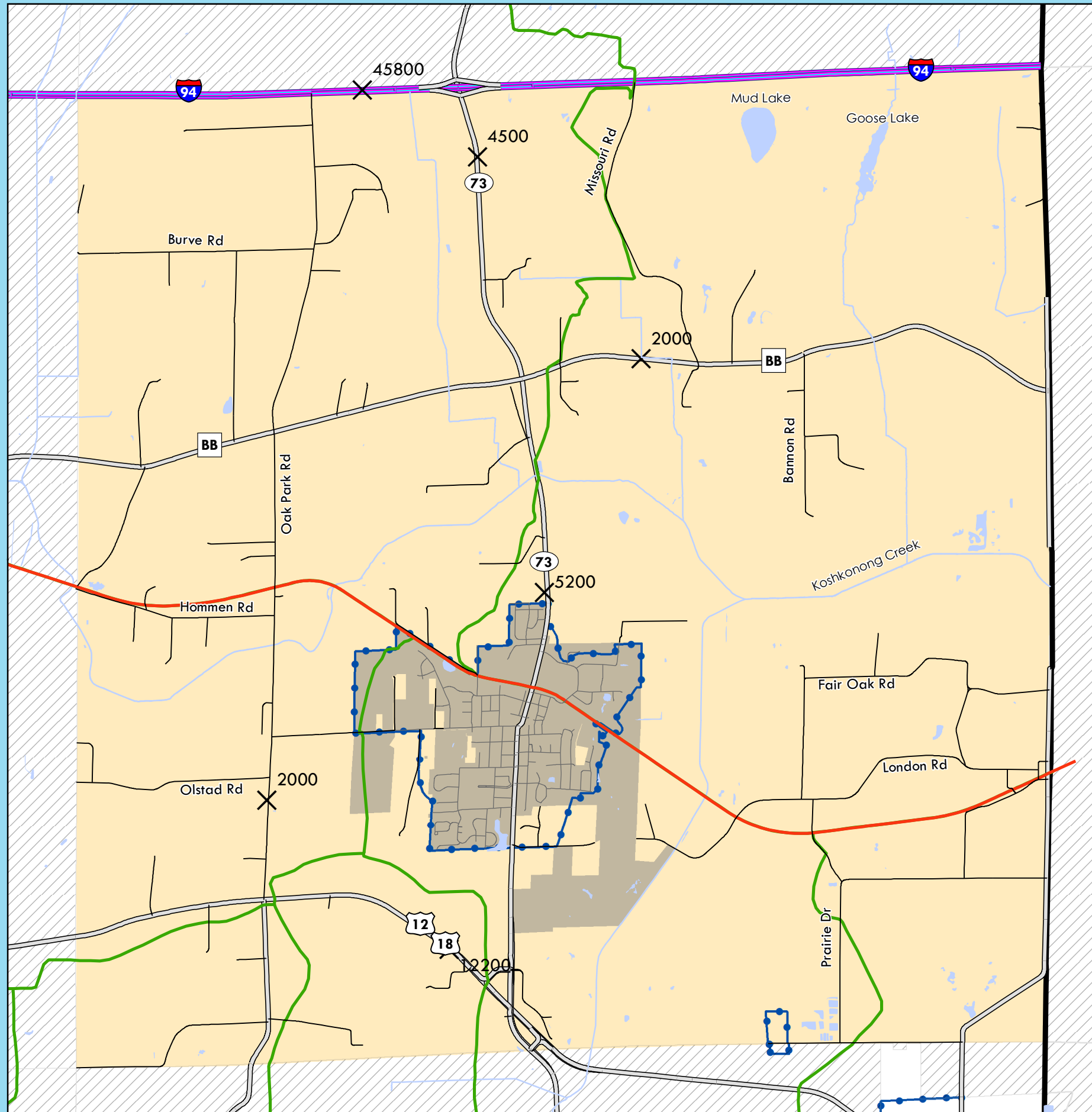
- Limiting the number of access points allowed for each property.
- Promoting connectivity between neighboring parcels and parcels across from one another.
- Restricting access points a certain distance from one another and from an intersection.
- Requiring “restricted driveway access areas” on development plans where appropriate.
- Guiding the placement of driveways to protect sight distance.

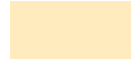













Coordinate with WisDOT on Transportation Projects

Over the planning period, the City will continue to actively communicate and cooperate with WisDOT on a variety of important transportation projects, including coordinating future land use planning, roadway construction upgrades, and repairs of Highway 12/18 and Interstate 94.

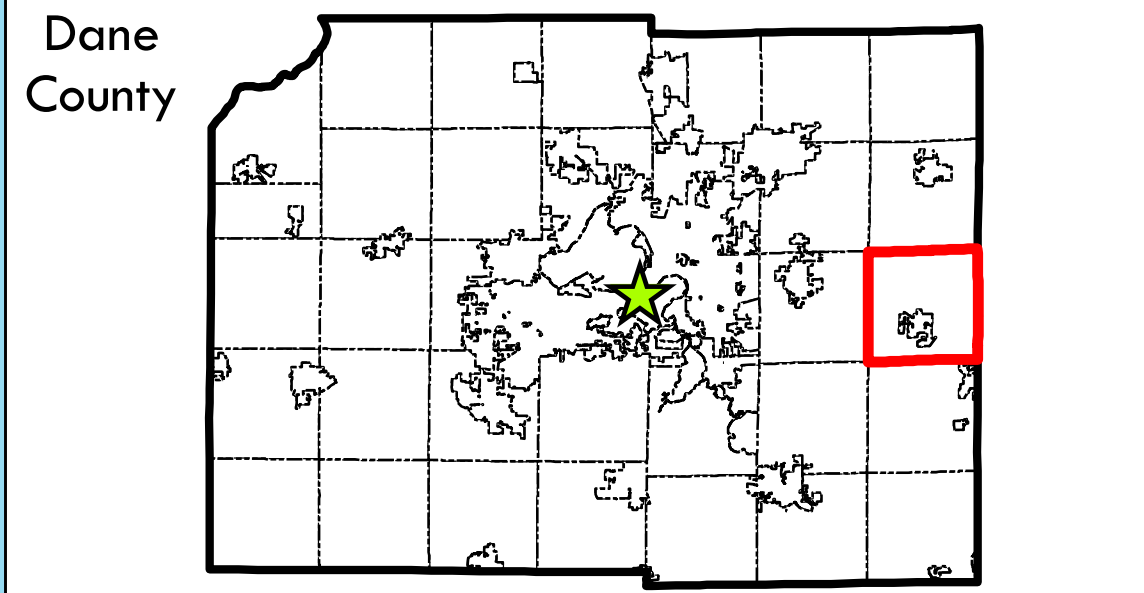
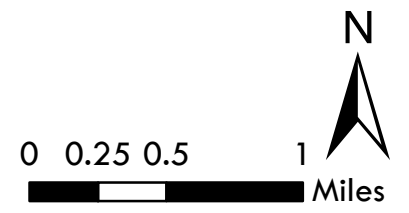
Town of Deerfield 2020 Comprehensive Plan

Map 6 Transportation



- | | | |
|---|-------------------------------|--|
|  | Town of Deerfield | Roads |
|  | Village of Deerfield |  Interstate Highway |
|  | Sections |  U.S./State/County Highway |
|  | County Boundary |  Township Roads |
|  | Urban or Limited Service Area |  Village Roads |
|  Glacial Drumlin State Trail | |  Snowmobile Trails |
|  | Adjacent Towns |  Average Daily Traffic Counts |
|  | Water Features | |

Date: March 9, 2020
 Source: Dane County and V&A
 **VANDEWALLE & ASSOCIATES INC.**
 Shaping places, shaping change



7 UTILITIES AND COMMUNITY FACILITIES



Chapter Seven: Utilities and Community Facilities

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities in the Town of Deerfield.

Existing Utilities and Community Facilities

Water Supply

The Town of Deerfield does not provide municipal water service to its residents, nor does it intend to. Most of the Town's households obtain their water supply from individual on-site wells. A few households obtain their water supply from a public system (Village of Deerfield) or private company. Public water service is available to all households within the Village of Deerfield's current municipal limits. The Village has the authority to extend its water service to all properties within its Urban Service Area (USA). The Village's current USA boundary is shown on Map 1. Any amendments to the Village's USA boundaries must be reviewed and recommended by the Capital Area Regional Planning Commission and WisDNR for both land use management and water quality.

Sanitary Waste Disposal Facilities

Public sanitary sewer service is available to all households within the Village of Deerfield's current municipal limits. Such services are generally not available, and are not anticipated, in the Town. The Village has the authority to extend its sanitary sewer service to all properties within its Urban Service Area (USA).

The disposal of domestic and commercial wastewater in the Town is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. Many of the Town's existing systems were installed prior to 1970, when standards for on-site systems began to be strengthened and upgraded. There are several types of on-site disposal system designs authorized for use today: conventional (in-ground), mound, in-ground pressure distribution, at-grade, holding tank, aerobic treatment unit, and intermittent or recirculating sand filter systems. According to the Dane County Water Quality Plan, nearly half of all private on-site wastewater treatment systems in the county are in-ground.

The Wisconsin Department of Safety and Professional Services (DSPS) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private sewage system code called COMM 83 (now SPS 383). 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. In Dane County, the Department of Human Services (County Sanitarian) administers the county's updated private sewage system ordinance. The ordinance requires owners of all septic systems to have the systems inspected and, if necessary, pumped every three years.

Map 7 shows soil suitability for conventional on-site wastewater disposal systems in the Town. The suitability classifications (from least to most suitable) are derived from the Dane County Land Conservation Department's Land Evaluation System. In general, there is a high probability that a conventional system could be used in areas identified on Map 7 as "most suitable". As areas move toward the "least suitable" end of the spectrum, the probability increases that mound or alternative treatment technologies would have to be used. As areas approach the "least suitable" classification, it becomes unlikely that any type of system would be considered acceptable. In the Town, the "least suitable" areas for on-site systems are predominately east of the Village, but there are scattered sites throughout the township. Classifications are based on average slope, depth to soil saturation, average depth to bedrock, and flooding potential. Soils categorized as marsh, alluvial, water, gravel, or stony are classified as "least suitable" for any type of on-site disposal system development.

According to Dane County's 2013 Groundwater Protection Plan, research and information from Wisconsin and neighboring states suggests that there is a lower probability of significant groundwater pollution associated with on-site sewage disposal systems where housing densities are less than one house per two acres. There is a higher probability of groundwater pollution where rural homes are located at densities greater than one house per one acre. However, all on-site wastewater treatment systems have the potential to pollute or contaminate the groundwater supply.

Since 1970, the number of on-site wastewater systems in both the Town and the County have essentially doubled. This is not uncommon for areas in and around growing metro regions. As population increases, and there is land available for development, some people seek larger lots in rural areas close to employment, but outside of municipal boundaries. This trend has certainly taken place in both the Town and County. As of 2010, there were 550 on-site wastewater treatment systems in the Town.

Table 7.1: Dwelling Units with On-Site Wastewater Systems in Dane County

	1970	1980	1990	2000	2010	Change 1990- 2010
Town of Deerfield	220	353	371	466	550	33%
All Towns in Dane County Combined	12,425	16,489	17,240	20,352	21,916	21%

Source: Dane County Water Quality Plan, 2017

Solid Waste Disposal Sites

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

Maps 4 and 5 show the closed landfill sites in the Town. To protect drinking water quality, WisDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and nearby private water supply wells. These ¼ mile buffers are shown on Map 5.

The County's current landfill is located west of the Town along Highway 12/18, near Madison. The Town does not support any future landfill within the Town boundaries.

Stormwater Management

Dane County has a comprehensive erosion control/stormwater management ordinance. The ordinance establishes county-wide standards for the quantity and quality of the water that runs off of construction sites in urban, suburban and agricultural areas. It also provides flexibility for landowners in how they meet those standards, in recognition of the unique characteristics of each project and every site. These stormwater management practices apply to all new development in the Town. The Town does not anticipate adopting its own separate standards.

The purpose of the ordinance is to set minimum requirements for construction site erosion control and stormwater management. The primary objectives of this ordinance are to:

- Promote regional stormwater management by watershed
- Minimize sedimentation, pollutants, heavy metals, chemical and petroleum products, flooding and thermal impacts on water sources
- Promote infiltration and groundwater recharge
- Protect natural water courses and wetlands

- Provide a single, consistent set of performance standards that apply to all developments in Dane County
- Ensure no increase in the rate of surface water drainage from sites during or after construction
- Protect public and private property from damage resulting from runoff or erosion

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

Town Facilities and Services

- **Town Hall/Garage**

The Town Hall/Garage is located south of the Village along London Road. The Town has three snowplow trucks, two tractor/mowers, an end loader, and a road grader. The Town may explore expansion of or upgrade to the Town Hall over the planning period.

- **Brush and Compost**

The Town owns and operates a brush and compost drop off facility for Town residents at 655 London Road.

- **Law Enforcement and Protection**

The Dane County Sheriff's Department serves as the primary law enforcement agency to Town residents. There are four officers who are contracted to serve the Village of Cambridge, Village Deerfield, and Town of Deerfield area. They have offices in both villages.

- **Fire Protection**

The volunteer Deerfield Fire Department serves residents in both the Town and Village of Deerfield. The fire station was built in 1987 and is located in the Village of Deerfield's industrial park. The Department currently has two engines and two tankers. The Fire Department has sufficient capacity to see foreseeable needs. The Town also uses the Fire Department facility to accommodate larger meetings. The building and all equipment are jointly owned between the Town and Village.

- **Emergency Medical Services**

The Village and Town of Deerfield, in cooperation with the Village and Town of Cottage Grove, provide emergency medical services to over 16,000 people in the area. Services to the Town of Deerfield are typically provided out of the Deerfield Fire Department facility. The facility operates two ambulances, and has sufficient capacity to meet future needs.

- **Library**

Town residents are served by the Deerfield Public Library, which is located in the Village of Deerfield. This library is part of the South Central Library System. Expansion to the library is anticipated in 2020.

Telecommunication and Power Facilities

There are three telecommunication towers located in the Town. One tower is located near Oak Park Road and the other two are located along Interstate 94.

The Wisconsin Power & Light Company (a subsidiary of Alliant Energy) and Wisconsin Electric provide natural gas and electric services to different parts of the Town. There are no power plants in the Town. There have recently been major upgrades to power lines in the Deerfield area. The Town's position on any new major transmission lines through the Town is that any such lines should follow existing power line easements.

Schools

Most Town residents are served by the Deerfield Community School District. The district's total enrollment for grades K-12 increased by 3% between 2005-2019, with large decreases in high school enrollment and large increases in elementary school enrollment. The district's elementary, middle, and high school are located in the Village of Deerfield. The Marshall School District serves residents in the far northwestern portion of the Town;

the Cambridge School District serves residents in the southeastern portion of the Town; and the Stoughton Area School District serves a small area in the southwestern part of the Town.

According to the Wisconsin Department of Public Instruction's 2017-18 School District Report Card for the Deerfield Community School District, the district scored 72 overall, a slight decrease from 74.4 in 2012-13. A score of 72 means that the district meets expectations for student achievement, student growth, educational equity, and preparing students for educational milestones, including college and career readiness. Overall, the district is on par with state scores in student achievement, district growth, closing gaps, and on-track/postsecondary readiness. These figures show that the Deerfield Community School District is an asset to the community and is important to developing a qualified workforce and growing the local economy.

Table 7.2: Deerfield Community School District Enrollment 2005-2019

	2005-06	2010-11	2015-16	2016-17	2017-18	2018-19	Change Between 2005-2019
Deerfield Elementary	376	449	446	473	455	448	16%
Deerfield Middle School	119	121	118	111	108	118	-1%
Deerfield High School	236	252	211	186	194	191	-24%
Deerfield Community School Districts	731	822	775	770	757	757	3%

Source: Wisconsin Department of Instruction

Table 7.3: Deerfield Community School District Accountability Ratings, 2012-2018

	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Deerfield Community School District	74.4	78.1	No data	73.8	72.8	72

Source: Wisconsin Department of Instruction

Parks and Recreation Facilities

There are no town- or county-owned park facilities in Deerfield, however just outside of the Town, adjacent to the Village of Cambridge, is CamRock County Park. CamRock is highly accessible to Town residents and runs along Koshkonong Creek with shelters, hiking trails, mountain bike trails, and boat launches.

State-owned facilities within the Town include the 2,453-acre Goose Lake State Wildlife Area, which is in the northeastern portion of Deerfield. This wildlife area contains all or part of six drumlins and is forested with tamarack and mixed deciduous trees. There are two lakes in the wildlife area: the 133-acre Goose Lake and the 40-acre Mud Lake, three wildlife observation areas, 4-miles of hiking trails, and multiple displays/kiosks. Numerous waterfowl use these lakes, including sandhill crane, teal and wood duck. Other animals found in the area include otter, mink, and muskrat. Rare plants include swamp agrimony, tufted bulrush, and two orchids. Goose Lake was designated a State Natural Area in 2002. In 2011, the WisDNR adopted the Glacial Heritage Area Plan, which includes a Master Plan for Goose Lake State Wildlife Area and Goose Lake Drumlins State Natural Area. The plan identifies multiple recommendations including new trails, increased connectivity, and additional parking areas. For more information see Chapter 3 Natural Resources.

Other easily accessible park and recreation facilities for Town residents includes the seven Village-owned parks and the Glacial Drumlin State Trail. The Village park system offers baseball, softball, playfields, playground equipment, picnic areas, and a splash pad. Some of the facility rentals and recreational leagues require fees. The Glacial Drumlin State Trail runs east west through the Town offering residents and visitors an opportunity to travel over 50 miles. Dane County's goal is to eventually connect the trail to the Capital City Trail. Additionally,

there are three total snowmobile trails that run through the Town during the winter months and five private parks in residential subdivisions scattered throughout the Town.

The Deerfield Community Center is located within the Village. This non-profit facility operates drop-in opportunities and organized recreational programs for youths, adults, and senior citizens.

Health and Child Care Facilities

The SSM Health Dean Medical Clinic operates in the Village, offering general family health care services. There are a significant number of health care facilities in the Madison Metro Area and many people Town residents travel to neighboring communities to receive care. There are three regulated childcare facilities in the Deerfield area. A regulated program has either been licensed by the state or certified by Dane County. Additionally, many people go outside of the Deerfield area for childcare services.

Cemeteries

Cemeteries in and near the Town of Deerfield include the Hauge Cemetery (near the intersection of Highways 12 and 73), the Liberty Prairie Cemetery (west of the Village), and the St. Paul's Liberty Lutheran Church Cemetery (located on Oak Park Road). The capacities and future plans for these private cemeteries are not known.

Utilities and Community Facilities Goals, Objectives and Policies

Goal:

1. Coordinate utility and community facility systems planning with land use and transportation systems planning.

Objectives:

1. Provide a limited, but adequate level of public facilities and services within the Town to maintain a low tax levy and the overall character of the Town, which is a farming community.
2. Promote the use of existing public facilities, and logical expansions to those facilities, to serve future development whenever possible.
3. Support quality and accessible parks and recreational facilities and services for all Town residents.
4. Protect the Town's public health and natural environment through proper siting and maintenance of on-site wastewater treatment systems.

Policies:

1. Continue to provide only limited services for residents, including solid waste disposal, public road maintenance, snow plowing on Town roads and emergency services (fire, police, and ambulance). Do not provide higher levels of service, such as sanitary sewer service, municipal water supply, in-Town recycling, power, or cemeteries.
2. Avoid any substantial expenditure of public funds and incurrence of municipal debt for the construction or provision of municipal improvements and services usually associated with urban development.
3. Consider the objectives and policies of this plan, as well as the general welfare of all residents, to determine whether new Town services or expansions may be appropriate in the future.
4. Promote and educate Town residents on the importance of the proper approval process and placement of new on-site wastewater treatment systems, and appropriate maintenance and replacement of older systems as a means to protect ground water quality.
5. Continue to work with and participate in Dane County and WisDNR park, open space, and other recreational planning initiatives to provide appropriate recreational facilities within the Town.

6. Work with the Village of Deerfield to direct intensive new development requiring a higher level of services to the Village.
7. Rely on cooperative agreements with Dane County, neighboring Towns, the Village of Cambridge, and the Village of Deerfield for police, fire, rescue, library, and senior citizen services; and on private providers for health care and childcare services and telecommunications.
8. Participate in School District planning and operational initiatives that affect Town residents through issuing Town statements of position and serving on committees as appropriate.
9. Participate in the update of the Dane County Hazard Mitigation Plan.
10. Develop and establish a Town-wide 5-year Capital Improvements Plan to annually review and plan for future infrastructure and other capital expenditures.

Utilities and Community Facilities Recommendations & Programs

In Dane County, different jurisdictions provide different types of utilities and community facilities. Cities and villages provide urban utilities and facilities, such as municipal water, sewer, police, and fire protection. Towns typically provide more limited services. This section is intended to provide recommendations for improvements to facilities, utilities and services in the Town, based on the goals, objectives, and policies presented in this chapter. Priorities and timelines for recommended improvements are described in more detail in the Implementation Chapter.

Town Utilities and Facilities

Consistent with resident desires, the Town of Deerfield provides limited facilities and services—primarily road maintenance (e.g., mowing, brushing, signage), snow plowing, recycling, and rural fire and EMS protection. The Town does not intend to provide public sewer and water utilities, solid waste or recyclable disposal, park facilities, library facilities, senior center/facilities, or health/childcare facilities. No Town facility upgrades are anticipated at the present time.

To improve capital expenditure planning, it is recommended that the Town develop and establish a Town-wide 5-year Capital Improvements Plan (CIP). A CIP allows the Town to prioritize and plan for all future capital expenditures. Due to the budgetary constraints of the Town and the lack of significant infrastructure projects every year, the Town's CIP should incorporate more than just infrastructure. It is recommended that the Town utilize the CIP to plan for all future capital expenditures including the maintenance of or new infrastructure, vehicles, equipment, facilities, etc.

Private On-Site Wastewater Treatment Systems

Except for a small area near the Village, all homes in the Town utilize private on-site sewage systems. Most systems are a typical gravity flow design, where waste flows from the house to the septic tank, and from the septic tank into a soil absorption field. New innovations to the conventional gravity flow design have been developed. These new designs employ chemical or biological agents to “break down” nitrates in the wastewater before it flows into the soil absorption field. These new designs are called advanced pre-treatment systems and require more detailed installation, monitoring, maintenance and repair procedures. Therefore, advanced pre-treatment systems are more expensive to build and operate than conventional systems.

In Dane County, the Department of Human Services (County Sanitarian) administers the county's private sewage system ordinance. In 2001, the county amended its ordinances to respond to COMM 83 (now SPS 383). The following are the key changes to the county ordinance:

- Holding Tank Regulations: SPS 383 allowed holding tanks as “a system of choice.” In other words, SPS 383 allowed use of a holding tank even if a site is suitable for either a conventional or an advanced pre-

treatment system. The amended county ordinance restores the status of holding tanks as a system of “last resort.” Thus, holding tanks can be approved only if the site is unsuitable for any other type of private sewage system.

- **Connection to Public Sewer:** SPS 383 eliminated the language requiring connection to public sewer when it becomes available or is available to serve the property. The amended county ordinance restores the requirement to connect to public sewer when it becomes available or is already available.
- **Special Assessments for System Maintenance:** To provide more local control, the amended county ordinance allows the county to deny issuance of a sanitary permit for advanced pre-treatment systems unless the Town government levies a special assessment on the proposed property. The special assessment needs to cover the anticipated annual costs related to the maintenance and monitoring of the advanced pre-treatment system. This assures that such systems are properly maintained. The funds from the special assessment are transferred to a special account maintained by Dane County.

The Town will need to levy a special assessment on any property where an advanced pre-treatment system is proposed. Before any action on this special assessment, the Town intends to consider all of the implications related to the maintenance, monitoring, and groundwater impact of these pre-treatment systems.

Recreational Facilities

This plan supports the continued provision of state-owned land in the Town to provide outdoor recreational activities. This includes the Goose Lake State Wildlife Area and the Glacial Drumlin State Trail. Any new park, open space, or recreational facility proposed in the Town should be directed to the Village, County, or State because of the long-term maintenance requirements associated with such facilities.

Telecommunication Towers

With the increase in wireless phone service, more and more telecommunication towers are being built along Wisconsin’s major transportation corridors. In Dane County, there are existing and proposed towers along the Interstate 94 and USH 12-18 corridors. The Town intends to work with the applicants and the county to identify existing buildings along these corridors that are structurally suitable for use as antenna support structures. In other parts of the Town, suitable locations for cell towers might include existing structures over a certain height (e.g., church steeples, farm silos, windmills) or areas where the tower is partially screened due to topography (e.g., behind a hill or ridgeline). The Town supports these efforts to conceal facilities. New towers should be built so that additional antennas can be mounted on the tower in the future (called co-location). The Town also supports the county’s efforts to establish development standards to control the physical features of telecommunication towers that affect visual character. New FCC regulations allow micro-cell communication towers to locate in any public right-of-way.

Hazard Mitigation

The Town of Deerfield is not immune to the extreme weather events and natural disasters that are intensifying worldwide. Over the past decade, the community has been hit by extreme weather events including flooding, tornados, and blizzards. Because of events like these, it has become a necessity for governments, emergency management operations, and the population at-large to proactively prepare for these situations. Hazard mitigation and climate resiliency is essentially just that, it’s the capacity for a system to maintain functions in the face of these types of situations and to adapt, reorganize, learn, and evolve from them to be better prepared in the future. This can be done through creating inventories, assessing vulnerabilities and risks, evaluating options, prioritizing strategies, long-term planning, and implementation. All over the world, communities have invested in climate resiliency plans, simulations, tools, technical expertise, and infrastructure. Future coordination with Dane County and other neighboring jurisdictions on the continued implementation and eventual update to the County’s Hazard Mitigation Plan is recommended. There are several Wisconsin and Midwest climate resiliency-based case studies that provide prime examples of the need to be as proactive as possible in the face of potential natural disasters.

Large-Scale Solar Energy

As alternative energy technology continues to rapidly evolve, new and unique uses may present both an opportunity and a challenge for the Town. Some small-scale solar and wind energy systems are already present in the Town, however in recent years, increasingly larger commercial solar operations have been approved throughout the State. Many are locating on farmland near major metro areas. This presents the Town with an opportunity to both leverage its location to Madison and Milwaukee and also diversify the local economy. However, it is also important to properly regulate the projects to protect farmland, natural resources, and the agricultural-rural character of the Town. Over the planning period, the Town will consider developing an ordinance to help guide the future development of large-scale solar energy. The ordinance, at a minimum, should address the following:

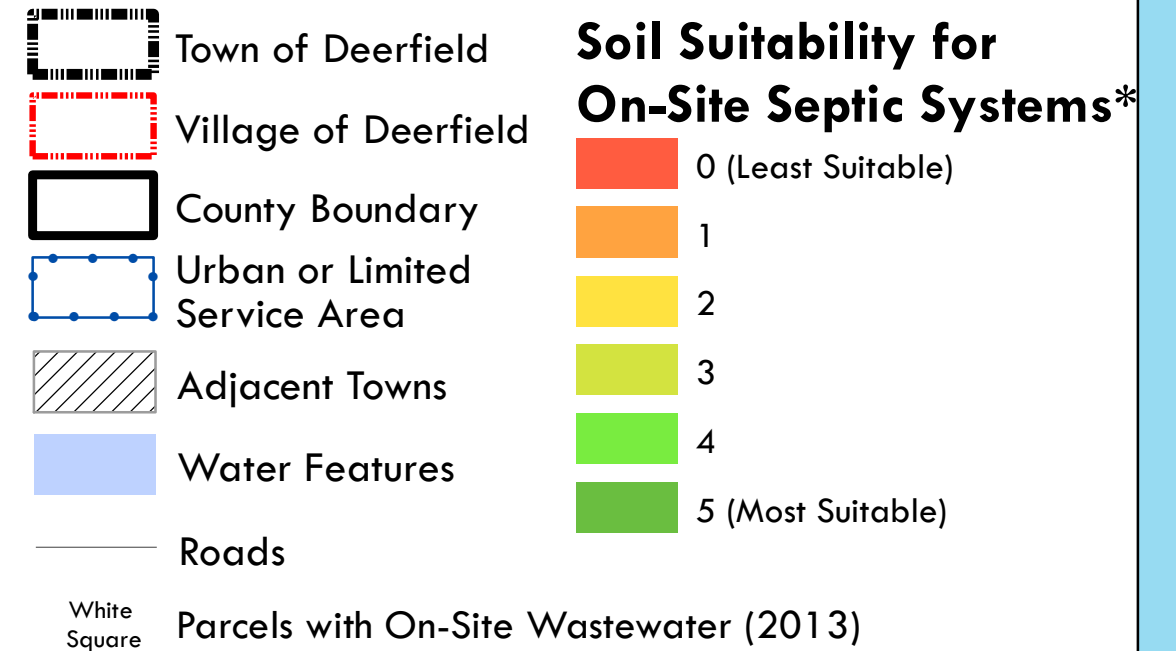
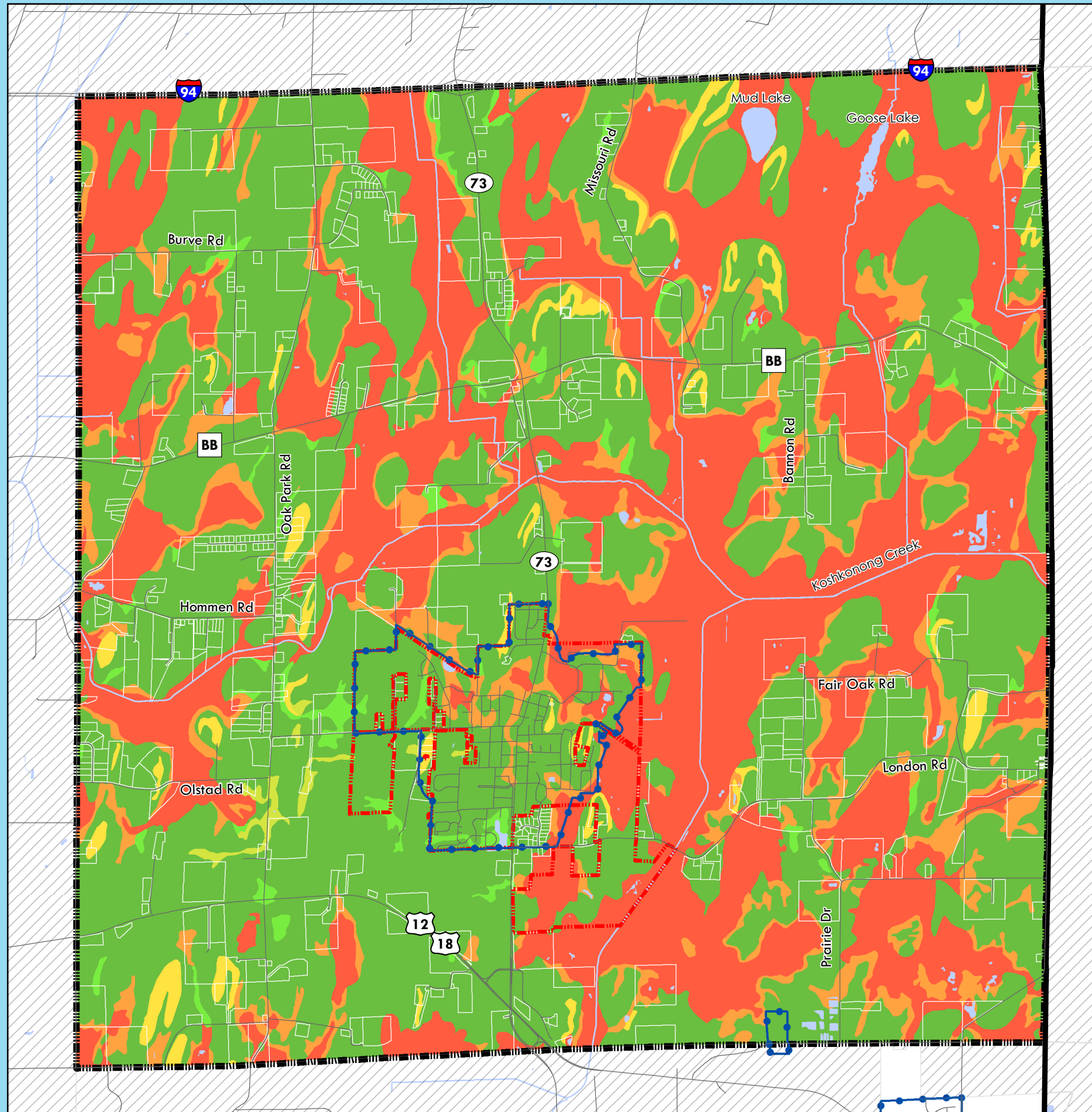
- Compliance with Wisconsin State Statutes 66.0401 and 66.0403
- Maximum height limits
- Minimum peripheral setbacks and landscape buffer requirements
- Exterior lighting standards
- Stormwater management and erosion control requirements
- On-going property maintenance requirements
- All construction and installation of large-scale solar energy systems shall require a building permit
- Following the use of the land for large-scale solar energy, all on-site solar energy structures shall be removed, and the site restored for agricultural purposes, in a manner similar to non-metallic mining restoration requirements.

Table 7.4: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

Town Utilities & Community Facilities	Timeframe	Comments
Water Supply	n/a	All Town residents draw from private wells, and the plans are for this to continue.
Sanitary Wastewater Disposal	2020 - 2030	Require a special assessment on any properties using advanced-treatment waste facilities. Cooperate with Village on possible future Urban Service Area expansions in mutually agreed areas.
Stormwater Management	2020 -2030	Stormwater management controlled through County ordinances. Cooperate with Village on stormwater management plans near Village—Town limits.
Solid Waste & Recycling	2020 - 2030	Discourage intensive development around landfill sites; do not plan for solid waste facility in the Town. No changes expected in recycling or composting services.
Town Buildings	2020 - 2030	Explore long-term need for new Town Hall building.
Parks	2020 - 2030	There are no Town-owned parks, and the Town does not intend to develop its own park system. Cooperate with state, county, and Village.
Telecommunication Facilities	2020 - 2030	Consider appropriate cell tower locations and provide for co-location.
Power Plants/Transmission	2020 -2030	Generating adequate for future need. The Town's position is that new major transmission lines in the Deerfield area should follow existing transmission line easements.
Child Care Facilities	n/a	Sufficient for future needs; private providers.
Health Care Facilities	n/a	Sufficient for future needs; private providers.
Senior Center/Care Facilities	n/a	Provided out of Deerfield Community Center; no changes anticipated at this time.
Schools	2020 - 2030	Town will participate on school facility expansion proposals when they arise; none on immediate horizon.
Library	2020 - 2030	Participate on initiative for possible library expansion.
Police	n/a	County Sheriff's Department will continue to serve Town.
Fire and EMS	n/a	Joint agreement with Village of Deerfield, Village of Cottage Grove, and Town of Cottage Grove will continue to serve Town. Currently excess capacity.
Cemeteries	n/a	Town will not get involved in cemetery planning.

Town of Deerfield 2019 Comprehensive Plan

Map 7 Soil Suitability for On-Site Septic Systems



*Dane County Suitability Septic Classification System:

- 0: None
- 1: Mound System
- 2: At-grade Pressure, 21% to 30% Slopes
- 3: Mound System, At-Grade Gravity, At-Grade Pressure, < 21% Slopes
- 4: Mound System, At-Grade Gravity, Below-Grade Pressure, At-Grade Pressure < 21% Slopes
- 5: < 21% Slopes, Site For State Approved System Likely

TO NOTE: Detailed on-site inspection/soil evaluation is required before the actual installation of any on-site sewer system in Dane County.

This map is for general informational use only.

Date: March 9, 2019
Source: USDA NRCS Soil Survey for Dane County (2004), Dane County, CARPC, and V&A

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

0 0.25 0.5 1 Miles



8 HOUSING AND NEIGHBORHOOD DEVELOPMENT



Chapter Eight: 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 the Town of Deerfield.

Existing Housing Framework

This section describes the Town’s housing stock characteristics. Housing demand projections and other housing characteristics can be found in the Issues and Opportunities Chapter and the Land Use Chapter. Like many towns, the Town of Deerfield’s housing stock is almost entirely single-family units. This is typical because most higher density residential units require more extensive services, which are typically provided within incorporated areas. Additionally, both the median home value and the median monthly owner costs have increased since 2000. The most significant increase occurred between 2000-2010, while since the Recession both have remained relatively flat.

Table 8.1: Housing Types, 1990- 2017

	1990	2000	2010	2017
Single Family Units	94%	93%	94%	97%
Median Home Value	-	\$162,700	\$273,100	\$292,600
Median Monthly Owner Costs (with a mortgage)	-	\$1,224	\$1,888	\$1,834

Source: U.S. Census Bureau, 1990-2010 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

In comparison, the Town has a much higher percentage of owner-occupied housing units than both the Village of Deerfield and overall within Dane County. This is also common in most Towns because of the type of residents that are attracted to living in more rural areas, the presence of family farms throughout the majority of the Town, and the denser development that requires the services within an incorporated municipality. Overall, throughout Dane County there were very low housing vacancies in 2017 mainly because of the high housing demand within the county and relative lack of new housing development at sustainable rates since the Recession in 2008.

Table 8.2: Housing Stock Characteristics, 2000-2017

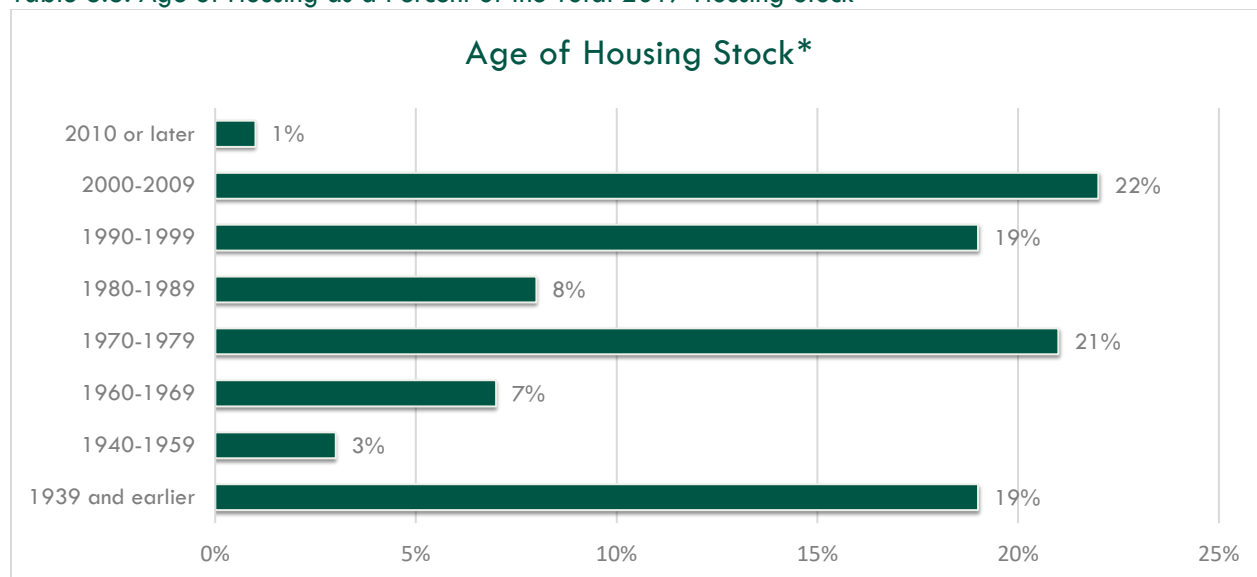
	Town of Deerfield			Village of Deerfield			Dane County		
	2000	2010	2017	2000	2010	2017	2000	2010	2017
Total Housing Units	486	565	566	749	791	946	180,398	216,022	226,189
% Vacant	1%	8%	2%	2%	1%	0%	1%	6%	4%
% Owner Occupied	89%	88%	91%	70%	76%	74%	58%	60%	58%

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Most of the Town’s housing stock is under 50 years old. This is mostly due to the fact that there was significant residential growth experienced during the 1990s and 2000s (40% of all homes), however, there is still nearly 20% of the housing stock 70+ years old. This is fairly typical due to the number of older family farms with a home and the more recent trend of newer homes on just a residential lot.

Table 8.3: Age of Housing as a Percent of the Total 2017 Housing Stock



*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Housing Programs

Dane County Programs

Community Development Block Grant and Home Investment Partnership Program. In 1998, 43 Dane County communities—including the Town of Deerfield—joined together to establish the Dane County Community Development Block Grant (CDBG) program. The partnership was recognized by the U.S. Department of Housing and Urban Development (HUD), allowing Dane County to receive CDBG and Home Investment Partnership Program (HOME) funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1.4 million annually in CDBG/HOME funds is available for eligible projects in participating communities. As of 2017, there were 56 total participating municipalities in the program. Eligible projects related to housing include rehabilitation; minor home repair; handicapped –accessibility modifications; down payment assistance for first-time homebuyers; and housing education, training and counseling.

The Dane County Housing Authority offers subsidized housing options for qualified county residents outside of the City of Madison including Section 8 Housing Choice Vouchers for landlords and ownership of public housing, USDA Rural Development housing, and affordable market rate housing.

Dane County Human Services also offers housing services for people who are homeless or have difficulty with housing. These programs include the Dane County Housing Help Desk, Joining Forces for Families program, and Briarpatch Youth Services.

The County also has started a Dane County Affordable Housing Fund that is expected to be combined with other financing to address the shortage of affordable housing units throughout the county. Approximately \$2 million is awarded annually through the fund.

Wisconsin Housing and Economic Development Authority (WHEDA)

The state offers home buyer education, home loan lenders, and a variety of programs for purchasing or refinancing. They also work with municipalities and developers in promoting new affordable housing units

throughout the state using low income housing tax credits (LIHTC). There are two types of LIHTC's that WHEDA administers, the 9% Federal Housing Tax Credit and the 4% State Housing Tax Credit.

Community Action Coalition (CAC) for South Central Wisconsin

Within Dane County, the Community Action Coalition has four different office locations in Madison, Sun Prairie, and Stoughton. In total, the organization offers housing resources, referrals, housing stability planning, telecommunication assistance, in addition to the Supportive Services for Veteran Families (SSVF) program, the Supportive Housing Program, and the Family Self-Sufficiency program. CAC also offers food security services and a clothing center.

Housing Goals, Objectives and Policies

Goal:

1. Provide safe, affordable housing for all Town residents.

Objectives:

1. Provide housing sites in the Town that meet the needs of persons within all income levels, age groups, and special needs.
2. Maintain or rehabilitate the Town's existing housing stock.
3. Encourage high quality construction standards for new housing.
4. Ensure that home sites are safe from seasonal flooding or ponding.

Policies:

1. Plan for a sufficient supply of developable land for housing development, in areas consistent with Town wishes, and of densities and types consistent with this plan. This will include having land available for low- and moderate-income housing, if that is what is desired by property owners.
2. Coordinate with Dane County in seeking Community Development Block Grant (CDBG) funds to provide, maintain, and rehabilitate housing to provide a range of housing choices that meet the needs of all income levels, age groups, and persons with special needs.
3. Coordinate with Dane County and Community Action Coalition in helping Town residents increase their awareness and understanding of the various housing programs provided by the county.
4. Work with Dane County to address housing, zoning, or property maintenance code violations on existing residential or commercial properties, in order to help maintain the Town's existing housing stock.
5. Guide housing development away from hydric and alluvial soils (which are formed under conditions of saturation, flooding, or ponding).
6. Encourage home siting in a manner that assists in the achieving rural character and farmland preservation objectives.
7. Participate in the Dane County Annual Housing Summit to gain knowledge of County needs, demands, and programs.
8. Direct high-density and large-scale residential development to areas serviced by public water and sewer to protect water and land resources in the Town.

Housing Recommendations and Programs

To ensure that the Town continues to provide an adequate housing supply over the next 20 years, this section includes recommendations for housing development, housing maintenance, and housing site placement and design.

Plan for a Sufficient Supply of Developable Land for Housing

The Town has planned for sufficient areas for residential development to accommodate at least 20 years of anticipated demand. Given recent trends and population forecasts, this plan anticipates that between 10 and 17 new houses will be built in the Town every five years (see Land Use chapter for additional details). The recommended Future Land Use Map (Map 5) will accommodate sufficient housing development over the 20-year planning period and beyond, within a variety of residential and rural land use designations. Forecasted rural housing demand in the Town is provided in the Land Use Chapter.

Providing a sufficient supply of land for affordable housing is a challenging proposition in the Town, given low densities and growth limits. The Town will work with the Village whenever practical to promote affordable housing in the Deerfield area.

Housing Maintenance and Rehabilitation

The Town of Deerfield is one of 56 communities participating in the Dane County Community Development Block Grant (CDBG) program. This program provides approximately \$1.4 million on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Eligible projects related to housing include rehabilitation, minor home repair, handicapped-accessibility modifications, down payment assistance for first-time homebuyers, and housing education, training and counseling. The Town should work with the Village and Dane County in determining the need for this type of housing assistance for local residents. In particular, some older farmhouses may need minor repairs or rehabilitation over the planning period.

Affordable Housing

Efforts to maintain a quality existing housing stock in the Town should be the primary approach to providing affordable housing. The Town intends to continue to work with the county to assess the long-term needs for affordable housing in the community. This Plan also advocates smaller lot sizes for residential development, which can reduce the overall costs for housing. The Village will be the primary location of new affordable housing options in the Deerfield area.

The most effective way for Town officials and residents to participate and educate themselves on the state of housing, available opportunities, and emerging trends is by attending the Dane County Annual Housing Summit hosted by Dane County.

Rural Housing Lot Layout and Design Guidelines

This Plan includes a set of rural housing design guidelines. These design guidelines will be used to guide residential development in a manner that supports Town policies. The guidelines address different typical situations in the Town, particularly in the planned Agricultural Preservation District.

- New lots should be created by dividing along natural boundaries such as hills and woods whenever possible.
- When dividing a parcel of land, care should be taken so that road access to the remaining parcel is not cut off.
- Construction of driveways and houses in the Town should be designed to minimize removal of trees and other natural vegetation.
- When building roads and driveways, avoid excessive cut and fill by working with existing grade.
- Lots should be laid out, to the greatest extent feasible, to achieve the following objectives:

- On the most suitable soils for sub-surface septic disposal (See Map 7).
- On the least fertile soils for agricultural uses and in a manner which maximizes the useable areas remaining for such agricultural use (See Map 2).
- In locations least likely to block or interrupt scenic vistas, as seen from public roadways.
- To minimize conflict with agricultural activities.
- To avoid construction of future buildings within FEMA's 500-year floodplain boundaries.
- To preserve the visual quality and rural character of the Town, any new land divisions on un-wooded or highly exposed parcels of land should be approved on the condition that a.) deed restrictions on each lot in the land division require the planting of deciduous and/or evergreen trees on each lot, and b.) a landscape zone should be planned into the development so that the visual quality of the Town is preserved.

9 ECONOMIC DEVELOPMENT



Chapter Nine: Economic Development

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the economic base in the Town of Deerfield. Additionally, 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.

Existing Economic Development Framework

This section details labor force trends, educational attainment, employment forecasts, income data and other economic development characteristics of the Town. The economic base of lands within the Town primarily consists of farming, with a few small non-farm businesses in scattered locations.

Labor Force Trends

The Town's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2017 U.S. Census American Community Survey data, 61 percent of the population over age 16 is employed. The Town's unemployment rate in 2017 was 1.4 percent.

Additional labor force data is available at the county-level. According to the state's Department of Workforce Development (WisDWD), Dane County's labor force grew by 50,000 people between 2000 and 2017. A large portion of this new labor force was employed within the Madison area. The unemployment rate for Dane County in 2017 was 2.1 percent.

Educational Attainment

Educational attainment is another component of a community's labor force. In 2017, more than 94% of the Town's population age 25 and older had attained a high school level education or higher. Approximately 34% of this same population had attained a college level education (bachelor's degree or higher).

Income Data

In 2017, median household income in the Town of Deerfield was \$92,266, a significant increase from 2000 (\$63,125). Per capita income in the Town has also increased significantly over the same time period. In comparison to other neighboring communities, the county, and the state, both the median incomes and per capita incomes for the Town are among the highest.

Table 9.1: Median Household and Per Capita Incomes

	Median Household Income			Per Capita Income		
	2000	2010	2017	2000	2010	2017
Town of Deerfield	\$63,125	\$86,944	\$92,266	\$24,763	\$37,828	\$40,480
Town of Christiana	\$56,042	\$57,500	\$87,000	\$20,504	\$27,121	\$35,372
Town of Cottage Grove	\$71,007	\$85,581	\$93,652	\$26,602	\$36,800	\$42,762
Town of Medina	\$65,250	\$88,594	\$86,000	\$27,027	\$30,169	\$42,717
Village of Deerfield	\$50,439	\$64,861	\$75,625	\$20,209	\$25,748	\$31,658
Village of Cambridge	\$52,039	\$63,750	\$67,440	\$22,599	\$29,700	\$37,687
Dane County	\$49,223	\$60,519	\$67,631	\$24,985	\$32,392	\$37,193
Wisconsin	\$43,791	\$51,598	\$56,759	\$21,271	\$26,624	\$30,557

Source: U.S. Census Bureau, 2000-2010 Census.

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Table 9.2: Town of Deerfield Equalized Value

	Residential	Commercial	Manufacturing	Agricultural*	All Land Use Categories
1985	\$11,798,100	\$952,800	\$ -	\$27,359,200	\$41,013,300
1990	\$17,970,800	\$704,100	\$ -	\$17,269,100	\$36,632,700
1995	\$41,801,700	\$777,300	\$104,800	\$23,111,400	\$66,578,800
2000	\$62,607,900	\$1,715,700	\$105,300	\$7,645,400	\$92,778,300
2005	\$112,622,100	\$2,531,800	\$112,300	\$2,773,300	\$148,718,100
2010	\$139,815,900	\$3,899,700	\$788,500	\$3,167,600	\$187,855,400
2015	\$135,017,800	\$3,274,500	\$763,500	\$2,885,900	\$176,534,700
2018	\$153,889,000	\$3,473,200	\$ -	\$3,038,300	\$195,293,900
Change 2000-2018	59%	51%	-	-152%	52%
Change 2010-2018	9%	-12%	-	-4%	4%

Source: Wisconsin Department of Revenue

*Agriculture does not include agricultural forests or productive forest land.

The total equalized value of land plus improvements by land use category is one component of analyzing past development trends and market changes in the Town. Since 2000, residential land has increased in equalized value the most and agricultural has decreased the most of any land use. More generally, over the past 30 years, agricultural equalized values have decreased dramatically due to shifts in the state's assessment policies, however it has stabilized over the past 15 years. To note, the equalized value of all lands in the Town have increased significantly over that same time period.

Table 9.3: Town of Deerfield and Comparable Community's Tax Rates

	Total Property Tax Rate Per \$1,000 of Assessed Value			
	2014	2015	2016	2017
Town of Deerfield	\$18.44	\$17.85	\$17.73	\$16.72
Town of Christiana	\$14.92	\$14.90	\$15.06	\$14.08
Town of Cottage Grove	\$19.86	\$18.87	\$19.65	\$18.70
Town of Medina	\$18.69	\$18.36	\$16.53	\$17.88
Village of Deerfield	\$17.37	\$16.98	\$16.68	\$15.61

Source: Green Bay Gazette Property Tax Database, USA Today

Total property tax rate is a combination of the tax rate imposed by the county, local municipality, schools, technical college, and other taxing authorities. Since 2014, the Town of Deerfield has experienced a decrease in total property tax rate, which also was experienced by similar surrounding communities. Surprisingly, the Town has a higher rate than that of the Village of Deerfield, however, the local portion (imposed by the local municipality) for the Town is still much lower (14.2%) compared to the Village (26.7%). In comparison, both the Town and Village are much lower than the nearby incorporated communities of Madison (\$22.54), Sun Prairie (\$21.97), Cottage Grove (\$21.51), and Lake Mills (\$21.16).

Environmentally Contaminated Sites

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

As of 2019, there were 14 contaminated sites in the Town of Deerfield that were identified by the Bureau for Remediation and Redevelopment Tracking System database (BRRTS). However, there are no open cases currently. Three of the 14 sites are classified as a LUSTs or leaking underground storage tanks. These tanks were known to be contaminating the soil and/or groundwater with petroleum. Two sites in the Town are classified as environmental repair, or ERP's. These sites are oftentimes older, and have previously released contaminants into the soil, groundwater, or air over a long period of time. All the LUST and ERP sites have been closed by the DNR. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the DNR. The location of these environmentally contaminated sites should be considered when implementing the land use recommendations in this Plan.

Economic Development Programs

The following list provides information on programs that are applicable to the area's rural character and reflects the Town's desire to limit economic development to appropriate businesses that support its agricultural economy.

- **Dane County's Community Development Block Grant (CDBG)** program funds eligible projects related to economic development, such as providing loans, business counseling and education to small businesses that are owned by or provide jobs for low- to moderate-income residents.
- The **U.S. Small Business Administration's Certified Development Company (504) Loan Program** provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community. In addition, to the programs listed, there are many Federal-level programs through the EDA and USDA.
- The **Wisconsin Economic Development Corporation (WEDC)** offers a wide variety of opportunities for grants, tax credits, loans, and other economic tools for businesses and community development, entrepreneurship, international business development, and business attraction. While not all apply directly to the Town, there are number of potential resources the Town could leverage in different scenarios to help support local businesses.
- The **State Infrastructure Bank Program** is administered through the Wisconsin Department of Transportation to provide revolving loans used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility. All counties, cities, villages, and towns in the state are eligible. Funds are available on a first come, first serve basis with interest rates similar to or lower than market rates.

Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires that this Plan "assess categories or particular types of new businesses and industries that are desired by the local government unit." Based on input obtained during public participation sessions, the Town seeks to direct its economy around rural and agricultural-related businesses. The Town is only interested in attracting and retaining the commercial and industrial uses that do not require public water or sanitary sewer service. More intensive commercial and industrial uses requiring public water and sewer services will be directed to the Village. The table below summarizes the strengths and weaknesses for economic development in the Town of Deerfield.

Table 9.4: Town of Deerfield Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Convenient access to Interstate 94, USH 12, and STH 73	Lack of public water and sewer service
Location within Dane County	Relatively distant from other municipal services (e.g. health care)
Available undeveloped land	No intergovernmental agreements
Home-based business opportunities for farm families	Resident expectations for preservation of rural character
Growing residential base	Regional desire to direct economic development to Village of Deerfield
Recreational assets: Multi-county multi-use trail connections and Goose Lake State Natural Area	Limited ability to offer financial incentives for economic development
Strong farmland and natural resources preservation practices county-wide	Cost of development vs. expected return
Remote, rural living amenities	Large expanses of wetlands
	Protection of ground and surface water from additional on-site wastewater treatment facilities
	Lack of local tourism connections, leveraging assets
	Proximity to fastest growing area in the state creating residential pressure
	Limited local resources to fund infrastructure
	Increasingly aging population with mobility needs

Economic Development Goals, Objectives and Policies

Goal:

1. Encourage economic development opportunities appropriate to the resources, character, and service levels in the Town.

Objectives:

1. Focus economic development efforts to promote the stabilization, retention, and expansion of farming and farm-related businesses.
2. Encourage the proper clean up and reuse of the Town's contaminated sites.

Policies:

1. Plan for an adequate supply of developable land for commercial and industrial uses in logical areas consistent with the policies of this Plan.
2. Require the disclosure of any soil or groundwater contamination on sites before approving development proposals.
3. Work with private landowners to clean up contaminated sites that threaten the public health, safety, and welfare.
4. Support the economic health of production agriculture in the Town to the extent possible.
5. Promote fruit and vegetable farms and greenhouses in the Town, designed to supply food to farmers markets, community-supported agriculture programs, and grocery stores in the region's major urban areas.
6. Support home-based and small businesses in farming areas where there will be no impact on surrounding properties or the integrity of farming.

7. Direct intensive commercial and industrial development to the Village, and to planned Agricultural Transition Areas near the current Village limits.
8. Promote agri-tourism to highlight the areas agricultural resources. Connect future agri-tourism locations with other tourism destinations within the Town (Glacial Drumlin State Trail and Goose Lake Natural Area).
9. Foster new Community-Supported Agricultural businesses in the Town.

Economic Development Recommendations and Programs

Follow Policies in Agricultural Preservation District and General Business Areas

Most recommendations specifically related to retaining Deerfield's farm economy are presented in the "Agricultural Resources Chapter. The limited areas of existing and planned commercial development not related to farming activities are shown on Map 5 as General Business. Specific policies and recommendations related to the mapped General Business areas are presented in the "Land Use" chapter.

In addition to promoting the continued production of the Town's major agricultural commodities (i.e., dairy, soybeans, alfalfa, and corn), the Town also supports smaller fruit and vegetable farms and greenhouses, designed to supply food to farmers markets, CSAs, and grocery stores in the region's major urban areas.

Agriculture-Related Businesses

The Town planning process identified support for agriculture-support businesses in the farming areas. These types of businesses might include sales, service, and repair of farm machinery and equipment; sales, distribution, mixing, blending, and storage of feeds, seeds, and fertilizer; livestock and farm commodity trucking services; processing and preserving of natural agricultural products, fruits, and vegetables; sales and distribution of nursery stock and plants; and service and repair of lawn and garden equipment. The Town will consider allowing these types of businesses in the mapped Agricultural Preservation District.

Agri-Tourism

Over the last decade, agri-tourism businesses have increased in size and popularity throughout the county, drawing people from all over the region and state. Tourism, especially centered around agricultural, is a central piece to a sustainable local economic future. Agri-tourism links agricultural production and/or processing with tourism to attract visitors onto a farm for entertainment and/or to learn about an agricultural business. Overall, expansion of agri-tourism opportunities in the Town is recommended because it helps farmers retain their farms, develops new small businesses throughout the Town, provides more employment opportunities in the area, and helps drive the local economy.

Types of this tourism includes:

- Snowmobiling
- Winery
- Pumpkin Patch/Corn Maze/Haunted House
- Orchard
- Campground
- Gardens or greenhouses
- Pottery
- Specialty animal farms like sheep, alpaca, etc.
- Canoe/Kayak along waterways

Community-Supported Agriculture (CSA) programs

A CSA program allows farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, support local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches. There are several CSA programs operating in southern Wisconsin, including multiple in Dane County. It is recommended that CSA programs be expanded within the Town to help advance the local economy through direct connections to local markets. A few key strategies to fostering new CSAs within the Town is through establishing connections with surrounding communities who may be a significant customer base nearby, connecting with organizations like FairShare CSA Coalition that specializes in connecting farmers with customers, and providing educational materials to Town farmers.

Leverage Local Tourism Amenities

The Town of Deerfield has the advantage of being both a very rural area with great natural resources and also within close proximity of a large metro area and major highways. The Town's most valuable tourism assets are the Glacial Drumlin State Trail and Goose Lake State Natural Area. Together, they bring people to the area to enjoy the Town's rural atmosphere, natural beauty, and recreational opportunities. The Town can leverage these assets through establishing connections between them and improving the area's marketing overall. Establishing connections between the Natural Area and trail is as simple as determining the best routes between them and creating maps or using temporary signs to help guide users. Overtime, more permanent signage and maps along the trail, within the Natural Area, and along the designated routes would further improve awareness and navigation. While the State and County do some marketing of the trail and Natural Area, the Town could also take a role. This could be as simple as getting a small story with general background information in one of the neighboring community's local newspapers, annual recreational guidebooks, or on a recreation website or social media platform. More expensive and time-consuming marketing opportunities exist in developing the Town's own marketing materials, website, or social media outlet to highlight all the area has to offer. Any of these approaches benefit the Town through bringing awareness to the area, generating more visitors, helping support local businesses, and providing possibilities to leverage the visitors through new entrepreneurial opportunities (agri-tourism), with a minimal financial investment.

Home-Based Businesses

The Town of Deerfield promotes home-based businesses, cottage industries, and professional services in the Town to supplement household income, particularly for 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 their home office. The types and intensities of home-based businesses are regulated as "home occupations" and "farm family businesses" in the Dane County Zoning Ordinance.

10 INTERGOVERNMENTAL COOPERATION



Chapter Ten: Intergovernmental Cooperation

This chapter of the Plan contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making for the Town of Deerfield with other jurisdictions, and covers all of the information required under §66.1001, Wisconsin Statutes. It also incorporates by reference all plans and agreements to which the Town is a party to under §66.0301, §66.0307, §66.0307, Wisconsin Statutes.

Existing Regional Framework

The following are other local and state jurisdictions operating within or adjacent to the Town:

Town of Deerfield

In 2007, the Town of Deerfield hired Vandewalle & Associates to write its comprehensive plan in accordance with Wisconsin Act 9 and Wis. Stat. 66.1001. The plan featured all nine required elements and produced the goals, objectives, policies, and recommendations that the Town has pursued between 2007-2020. The 2020 Town of Deerfield Comprehensive Plan is significantly based on the 2007 plan, with strategic updates to the data, mapping, and text. Much of the structure and listed recommendations from the previous plan were incorporated into this plan.

Village of Deerfield

As Map 1 depicts, the Village of Deerfield was incorporated from a central portion of the Town. The Village's 2017 population was 2,492 residents. The Village has an adopted subdivision ordinance, zoning ordinance, and erosion control ordinance. The Village's Urban Service Area boundary has been amended over the past 20 years to include areas in the far northwest corner of the Village to accommodate future growth areas, however much of it remains in agricultural use as of 2019.

The Village received a 2002 State Planning Grant to undertake comprehensive planning as part of the Dane County multi-jurisdictional effort, and completed its plan in 2007. The plan has not been updated as of 2019. A large portion of the Town is within the Village's extraterritorial jurisdiction (1.5 miles from its municipal boundaries). Additionally, the Villages Future Land Use Map depicts a planning area outside of its current Urban Service Area to accommodate future growth. The Plan's Planning Development Area is shown on Map 1. An assessment of similarities and differences between the Village and Town plans is provided later in this chapter. The Village and Town co-own the Deerfield Volunteer Fire Department building located in the Village of Deerfield Industrial Park. All equipment is also jointly owned between the two jurisdictions. More information on the Fire Department and EMS services can be found in Chapter 7.

Village of Cambridge

The Village of Cambridge is located southeast of the Town, situated in both Dane and Jefferson Counties. The Village population was 1,227 in 2017. The Village adopted a land use plan in 1998, and received a 2002 State Planning Grant to undergo comprehensive planning as part of the Dane County multi-jurisdictional effort. The plan was adopted in 2003 and has not been updated as of 2019. Currently, Cambridge's extraterritorial jurisdiction (1.5 miles from its boundaries) extended into the southeastern portion of the Town. The Village has a subdivision ordinance, floodplain ordinance, erosion control ordinance, and an official map. The Village's Urban Service Area boundary has been amended over the past 20 years to accommodate future growth areas in the northern areas of the Village. There is no apparent conflict between Cambridge's plans and this Town plan.

Surrounding Towns

The Town of Deerfield shares borders with the Towns of Medina, Cottage Grove, and Christiana in Dane County and the Town of Lake Mills in Jefferson County. The Town of Medina most recently adopted a land use plan in 2008. The Town of Cottage Grove updated its plan in 2015. The Town of Christiana adopted its land use plan

in 2009. The Town of Lake Mills in Jefferson County last amended its master plan in 2009. The four Town plans generally recommend agricultural or open space uses along the Town of Deerfield's borders, which is consistent with Deerfield's plan.

Dane County

Dane County is contending with increasing growth pressure. The county's population has increased nearly 20% since 2000. Most of this growth pressure is generated by employment growth throughout the region. While the overall population growth rate for the county has averaged about 2 percent per year since 1970, the growth rate has varied considerably for local governments. Towns have generally grown more slowly than the County overall, while many of cities and villages have grown more quickly than the County.

In recognition of the stress that such growth places on both natural and human systems, the Dane County Land Use and Transportation Plan was adopted by the county in 1997. The plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic hamlet locations. Dane County adopted a Smart Growth compliant comprehensive plan in 2007. There are no apparent conflicts between Dane County's plans and the Town plan. This Town plan is expected to be incorporated into Dane County's Farmland Preservation Plan and Comprehensive Plan.

Jefferson County

Jefferson County, situated midway between Madison and Milwaukee, borders Dane County to the east. Due to its convenient access via Interstate Highway 94 and other regional highways, development pressure is high. With development threatening predominantly agricultural land, natural resources and the rural small-town in character, Jefferson County has adopted a Comprehensive Plan in 2010 and Agricultural Preservation and Land Use Plan in 2012. Both advocate for long-term growth in the county's communities that have existing infrastructure and are served by existing services. Jefferson County is currently in the process of updating both plans in 2019-2020. There are no conflicts between Jefferson County's plan and the Town plan.

Regional Planning Jurisdictions

The Town of Deerfield was located within the Dane County Regional Planning Commission's (DCRPC) planning jurisdiction. The DCRPC prepared and adopted regional or county-wide plans such as the Dane County Land Use and Transportation Plan, Water Quality Plan, and Park and Open Space Plan. The WisDNR designated the commission as the water quality management planning agency for Dane County. DCRPC has prepared water quality plans, delineation and amendment of urban service areas, and delineation and amendment of environmental corridors in coordination with WisDNR.

The DCRPC was dissolved in 2004. In 2007, the Capital Area Regional Planning Commission (CARPC) was established to coordinate planning and development among area municipalities. More specifically, the RPC carries out land use and water quality planning. Any change to an Urban Service Area boundary in Dane County must be approved by CARPC prior to any new development taking place.

The Metropolitan Transportation Organization (MPO) is the federally designated regional transportation planning group under the authority of the Transportation Planning Board. While the boundaries of the MPO do not extend into the Town of Deerfield, some MPO plans include all of Dane County. The organizations most recent plan was the 2050 Regional Transportation Plan adopted in 2017.

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) District 1 office, located in Madison, serves all of Dane County. The Wisconsin Department of Natural Resources (WisDNR) provides service to all Dane County residents out of its South Central Wisconsin office in Fitchburg. Over the planning period, as traffic continues to increase along USH 12/18, it will important for the Town to work with WisDOT to plan and coordinate the intersection of USH 12/18 and Oak Park Road. The Department of Agriculture, Trade and Consumer Protection (DATCP) is

the state agency which administers the state's Farmland Preservation Program. There are no apparent conflicts between state plans and policies and this Town plan.

School District

Town residents are served by four school districts: the Deerfield Community School District, the Cambridge School District, the Stoughton Area School District, and the Marshall School District. The Deerfield Community School District serves the majority of the Town's land area. The Cambridge School District serves the east and southeast portions. The Marshall district serves a very small portion of the northwest, and the Stoughton district serves a small portion of the far southwestern Town area. There are no conflicts between School District plans and this Town Plan.

Intergovernmental Cooperation Goals, Objectives and Policies

Goal:

1. Establish mutually beneficial intergovernmental relations with surrounding jurisdictions, for siting public facilities and sharing public services.

Objectives:

1. Recognize the current Urban Service Area of the Village of Deerfield, and cooperate in planning to insure that higher density land uses requiring urban services take place in the Village.
2. Recognize the extraterritorial jurisdiction of the Village of Deerfield and the Village of Cambridge, and cooperate on mutual planning efforts for that area.
3. Cooperate with Dane County on implementation of this Comprehensive Plan and on shared services (e.g., sheriff).
4. Work in particular with the Village of Deerfield, Deerfield School District, Deerfield Fire Department, and the Deer-Grove EMS on the siting and building of joint use public facilities and the sharing of public services.

Policies:

1. Evaluate any proposed change to the Urban Service Area with respect to applicable objectives and policies of this Town Comprehensive Plan, and consider changes to this Plan if and when Urban Service Area expansions are approved.
2. Encourage the Village and other interested governmental units to consider this Comprehensive Plan and other recommendations of Town officials in making future decisions about the Urban Service Area.
3. Work with surrounding communities and Dane County to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural uses.
4. Cooperate with other units of government on park, open space, and natural resource planning, which are under shared authority or cross government boundaries.
5. Provide a copy of this Comprehensive Plan to all surrounding local governments and the County for inclusion in the Dane County Farmland Preservation Plan and Dane County Comprehensive Plan.
6. Work with the Village on future planning for library expansion, fire services and facilities, emergency medical facilities and services, and other current and possible future joint facilities and services.

7. In coordination with neighboring communities, work with the school districts (particularly the Deerfield district) through periodic communications and meetings to assure that the Town's interests are represented in district decisions that affect Town residents.
8. Participate in the update of the Jefferson County's Agricultural Preservation and Land Use Plan, Dane County Land Use Plan, and any neighboring jurisdiction's update of a Comprehensive Plan.
9. Establish an intergovernmental boundary agreement with the Village of Deerfield to provide clear guidelines and expectations, in addition to efficient long-term planning of future development within the Village's extraterritorial jurisdiction.
10. Consider establishing an intergovernmental boundary agreement with the Village of Cambridge.

Intergovernmental Cooperation Recommendations and Programs

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this plan. This section attempts to coordinate recommendations for adjacent and overlapping jurisdictions, avoid inefficient or conflicting development patterns, and promote intergovernmental cooperation.

The State comprehensive planning law requires that this Comprehensive Plan identify existing and potential conflicts between the Town and other governmental units, and describe processes to resolve such conflicts. This planning process has been designed to avoid and minimize potential conflicts, yet some still exist. The following subsections address remaining or potential conflicts areas and potential resolution processes.

Between the Town Plan and County Plans

This Town Comprehensive Plan is generally consistent with existing Dane County plans and policies. Specifically, this Comprehensive Plan is consistent with the primary focus of the Dane County Farmland Preservation Plan and Dane County Land Use and Transportation Plan, which advocate concentrating non-farm development in existing developed urban areas and preserving productive agricultural lands. Following its adoption by the Town, the Town Board supports County adoption of the Town Plan.

Among Town Plans

The Town of Deerfield Future Land Use Map (Map 5) shows that most of the land adjoining neighboring towns be planned for agricultural use. These recommended agricultural uses along the Town borders are compatible with the recommended land uses in Medina, Cottage Grove, Christiana, and Lake Mills.

Between the Town and the Village of Deerfield

As mentioned above, the Village's last comprehensive plan update was in 2007. The plan provides the following recommendations which are generally in line with the Town's Comprehensive Plan:

- Coordinate with the Town to develop selection criteria to determine appropriate areas to be included in the Urban Service Area.
- Consider working with the Town on a joint stormwater management plan and ordinance, and possible regional stormwater basins.
- Develop a method for joint review of new development proposals in Village expansion areas. Consider cooperative extraterritorial zoning with the Town as an alternative to County zoning within 1 ½ miles of the Village limits.
- Work with the Town to promote common street standards and rights-of-way for new development at the Village fringe.
- Discourage premature Urban Service Area boundary expansions to ensure contiguous, efficient growth patterns.

- Work with the Town of Deerfield on the possibility of implementing a Purchase of Development Rights or Transfer of Development Rights program.
- Continue to work with the Town to ensure consistency in plans to minimize future conflicts and to avoid the need for boundary agreements.

The Village's "future land use" map and the Town's "future land use" map differ from each other in several areas just beyond the current Urban Service Area. The Village's future land use map envisions commercial and business park development extending from the south Village limits out to Highway 12-18, while this Town plan envisions only a small area of commercial development near the Highway 12/73 intersection. The Village's plan also suggests future residential development beyond the Urban Service Area to the southeast, west, and north of the Village, while this Town Plan advises continued agricultural use in these areas. The Village's plan does acknowledge that, at current and projected rates of development, the Village's "future land use" map probably illustrates more growth than the Village is likely to experience within the 20-year planning horizon under consideration.

The Town would like to pursue continued Village-Town discussions to establish joint efforts, such as those described in the list above, and to bridge differences between the two future land use maps. Different plan recommendations from two different governments over the same area can lead to future conflicts when proposals for Urban Service Area expansion, annexation, subdivisions, or commercial or industrial developments come forward. At this time, the Town is not willing to change its Future Land Use map to match the Future Land Use map of the Villages, preferring instead to consider such changes when Urban Service Area expansion requests are also under consideration.

The logical next step to fostering a shared resolve of the conflicts mentioned above is to enter into a formal intergovernmental boundary/land use agreement. This is particularly true if extraterritorial zoning or other types of joint decision making are proposed within the Village's extraterritorial jurisdiction.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. Another format for an intergovernmental agreement is a "cooperative plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the "66.0301" agreement format.

11 IMPLEMENTATION



Chapter Eleven: Implementation

Few of the recommendations of this Comprehensive Plan will be automatically implemented. Specific follow-up actions will be required for the Plan to become reality. This final chapter is intended to provide the Town of Deerfield with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

Plan Adoption

A first step in implementing the 2020 Town of Deerfield Comprehensive Plan is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The Town included all necessary elements for this Plan to be adopted as a “Smart Growth” plan under the state’s comprehensive planning statute. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a “Smart Growth” comprehensive plan. The Town followed these procedures in adopting this Plan.

Because this Plan will serve as a component of the Dane County Farmland Preservation Plan, it should be reviewed and approved by the county.

Implementation Recommendations

Table 11.1 provides a detailed list and timeline of the major actions that the Town should complete to implement the Comprehensive Plan. Often, such actions will require substantial cooperation with others, including county government and local property owners. The table has three different columns of information, described as follows:

- **Category:** The list of recommendations is divided into six different categories—loosely based on the different chapters of this Plan.
- **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Comprehensive Plan. The recommendations are for Town actions, recognizing that many of these actions may not occur without cooperation from others.
- **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. The timeframes associated with each action item are recommendations for implementation and provide another level of prioritization for the Town and its residents. Each represents a general timeframe.
 - In Progress: Work is already underway on the action item. The majority of these projects were identified in the previous comprehensive plan.
 - Short: The Town and any other organizations involved plan to start the project in the next 0-5 years.
 - Medium: The Town and any other organizations involved plan to start the project in the next 5-10 years.
 - Long: The Town and any other organizations involved plan to start the project in the next 10+ years.

Table 11.1: Implementation Strategies Timetable

Category	Program/Recommended Action	Implementation Timeframe
Agricultural Resources	Follow this plan's residential density polices in the "Agricultural Preservation District" to limit the amount of non-farm development in farming areas. Guide development away from productive agriculture soils, hydric soils, and steep slopes.	In Progress
Agricultural Resources	Review site plans for all proposed CAFOs with 1,000 or more animal units. Submit a formal letter to WisDNR during the public comment period of the WPDES CAFO permitting process indicating whether or not the site plan was submitted for Town review, along with any findings or concerns related to the proposed operation. Contact the regional DNR office to request that the Town be officially notified of all pending WPDES CAFO permit applications in the Town of Deerfield.	In Progress
Agricultural Resources	Continue to work with the County and Village in exploring programs to preserve farmland over the long term, such as a land trust. These programs could benefit landowners in the Town's Agricultural Preservation District.	In Progress
Land Use	Review all future development proposals for consistency with this Plan's Transfer of Development Rights (TDR) Policy and density policies.	In Progress
Land Use	Follow the recommendations of this Plan when considering all rezones, conditional use permits, and land divisions.	In Progress
Land Use	Work with the County to ensure a high level of site plan and design performance standards in the mapped "Controlled Community Entryways."	In Progress
Natural Resources	Work with WisDNR staff to research landfill sites to determine what impact, if any, they are having on groundwater quality.	In Progress
Transportation	Collect condition ratings for all Town roads and submit this data to WisDOT.	In Progress
Transportation	Maintain Town road ditches to limit visual obstacles and encourage Dane County to maintain road rights-of-way under its jurisdiction.	In Progress
Utilities and Community Facilities	Require a special assessment on all properties where advanced pre-treatment waste disposal systems are proposed.	In Progress
Housing	Work with private property owners to follow rural housing design guidelines to promote the careful placement of homesites in an effort to preserve farmland, protect natural features, and reduce the visibility of development.	In Progress
Utilities and Community Facilities	Develop, establish, and implement a Town-wide Capital Improvements Plan.	Short
Natural Resources	Encourage Town residents to continue to test their groundwater quality near private on-site wastewater septic systems.	Short
Natural Resources	Educate Town residents on the importance of proper private on-site well and septic siting in accordance with WisDNR rules and guidelines.	Short
Natural Resources	Protect woodlands long-term through encouraging any landowner with greater than 20 contiguous acres of land covered by at least 80% woodlands to join the WisDNR Managed Forest Land Program.	Short
Agricultural Resources	Partner with local farmers to establish an Agricultural Enterprise Area, Conservation Easements, or Agricultural Conservation Easements in the Town.	Short
Transportation	Monitor WisDOT plans to improve USH 12-18 and Interstate 94.	Short
Utilities and Community Facilities	Participate and partner with Dane County and WisDNR on park, open space, and other recreational planning initiatives to provide appropriate recreational facilities within the Town.	Short

Housing	Identify local need and interest in the Dane County Community Development Block Grant (CDBG) program to maintain and rehabilitate housing. Pursue funding if there is an interest.	Short
Housing	Coordinate with Dane County and Community Action Coalition in helping Town residents increase their awareness and understanding of the various housing programs provided by the county.	Short
Housing	Participate in the Dane County Annual Housing Summit to gain knowledge of County needs, demands, and programs.	Short
Economic Development	Work with the County to determine the best routes to highlight between the Glacial Drumlin State Trail, and the Goose Lake State Natural Area. Develop maps or temporary signage to highlight the route and guide users.	Short
Economic Development	Pursue marketing the Glacial Drumlin State Trail and Goose Lake State Natural Area through local media outlets, recreational guidebooks or websites, social media, or other means of communication.	Short
Intergovernmental Cooperation	Continue to coordinate with the Village of Deerfield on implementing and bridging differences in the two communities' plans, including a potential intergovernmental boundary agreement, joint stormwater management planning, and other possible joint implementation efforts.	Short
Intergovernmental Cooperation	Establish an intergovernmental boundary agreement with the Village of Deerfield.	Short
Transportation	Work with Dane County to create designated on-street bike routes through the Town that connect the Glacial Drumlin State Trail to local destinations and keep bicyclists off heavily vehicle traveled, unfit roadways.	Medium
Agricultural Resources	Participate in any future updates of the Dane County Farmland Preservation Plan and Land and Water Resource Management Plan.	Medium
Transportation	Participate in local, county, and regional transportation planning initiatives to improve coordination with the Village of Deerfield, surrounding Towns, Dane County, MPO, and WisDOT.	Medium
Utilities and Community Facilities	Participate in the update of each School Districts Strategic 5-Year Plan.	Medium
Utilities and Community Facilities	Participate in the update of the Dane County Hazard Mitigation Plan.	Medium
Economic Development	Connect local farmers with agri-tourism businesses education and entrepreneurial services to attract new agri-tourism destinations in the Town.	Medium
Economic Development	Utilize local Community-Supported Agriculture (CSA) resources to connect local farmers with established programs in surrounding communities.	Medium
Economic Development	Develop the Town's own marketing materials to highlight its recreational assets and opportunities.	Medium
Intergovernmental Cooperation	Participate in the update of the Jefferson County's Agricultural Preservation and Land Use Plan, Dane County Land Use Plan, and any neighboring jurisdiction's update of a Comprehensive Plan.	Medium
Utilities and Community Facilities	Implement other recommendations included in Table 8 of the "Utilities and Community Facilities" chapter.	Long
Intergovernmental Cooperation	Establish an intergovernmental boundary agreement with the Village of Cambridge.	Long

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 monitoring, amending, and updating the Plan.

Plan Monitoring

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.

This Plan will only have value if it is used, understood, and supported by the community. It is critical that the Town make concerted efforts to increase community awareness and education of this Plan. To this end, efforts may include:

- Prominently displaying plan maps and other materials in Town offices, gathering places, and online.
- Ensuring that user-friendly attractive and up to date materials are continuously updated and are easily accessible on the Town's website.
- Speaking to current and future elected officials, community organizations, and school groups about the Plan.
- Incorporating Plan implementation steps in the annual budget process and other planning initiatives the town is involved in.
- Encouraging all Town Board members and Town Plan Commission members become familiar with and use the Plan in their decision making.
- Annually reviewing and assessing the Plan by reviewing performance against the implementation steps and timeframe described in Implementation Programs and Recommendations. This review will appear on the agenda of a regular Town Board meeting in late summer or early fall, in advance of the budget process. The Town Board will hold a public hearing at the meeting in which the review is held. This meeting should also include the Planning Commission and interested members of the public. Resident participation in this review should be actively solicited by public notice, and public input allowed at the meeting at which the review is held. Any need for specific changes to the Plan in response to changes in the factors on which it was based could be addressed at this review. Amendments to the Plan will be made in accordance with the procedures described in the Plan Amendments section below.

Plan Amendments

Amendments to this Comprehensive Plan may be appropriate in the years following initial plan adoption and in instances where the Plan becomes irrelevant or contradictory to emerging policy or trends. "Amendments" are generally defined as minor changes to the Plan maps or text. In general, this plan should be specifically evaluated for potential amendments every ten years. 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 this Comprehensive Plan as it used to initially adopt the Plan. This does not mean that new vision forums need to be held, old committees need to be reformed, or recent relationships with nearby communities need to be reestablished. It does mean that the procedures defined under Section 66.1001(4) and Chapter 91, Wisconsin Statutes, need to be followed. Specifically, the Town should use the following procedure to amend, add to, or update the Comprehensive Plan:

- 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.

- The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this Comprehensive Plan).
- The Town Plan Commission prepares or directs the preparation of the specific text or map amendment to the Comprehensive Plan.
- 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).
- The Town Clerk sends a copy of the recommended Plan amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended Plan amendment. Nonmetallic 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 and individuals should have at least 30 days to review and comment on the recommended Plan amendment.
- 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.
- The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the Comprehensive Plan.
- 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.
- 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, nonmetallic 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.
- The Town Clerk sends copies of the adopted Plan amendment to the Dane County Planning and Development Department for County for incorporation in the Farmland Preservation Plan and County Comprehensive Plan.

Plan Update

The State comprehensive planning law requires that this Comprehensive Plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Further, on March 9, 2020, all decisions related to zoning, subdivisions, and official maps will need to be consistent with this Comprehensive Plan. Based on these two deadlines, the Town intends to update its Comprehensive Plan before the year 2030 (i.e., ten years after 2020), at the latest. The Town will continue to monitor any changes to the language or interpretations of the State law over the next several years.

Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of the Town of Deerfield Comprehensive Plan were prepared simultaneously, there are no known internal inconsistencies between the different elements of chapters of this plan. The plan was carefully written to balance the various goals and interests in the Town.