

2017

# TOWN OF PLEASANT SPRINGS COMPREHENSIVE PLAN



Adopted October 17, 2017



**ORDINANCE NO. 2017-02**

**ORDINANCE ADOPTING AN UPDATE TO THE  
TOWN OF PLEASANT SPRINGS COMPREHENSIVE PLAN**

The Town Board of the Town of Pleasant Springs, Wisconsin, do ordain as follows:

**SECTION 1.** Pursuant to Sections 62.23, Section 61.35, and Section 60.22(3) of the *Wisconsin Statutes*, the Town of Pleasant Springs 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*.

**SECTION 2.** The Town Board, by the enactment of an ordinance, formally adopted the document titled *Town of Pleasant Springs Comprehensive Plan* on 10-17-2017.

**SECTION 3.** The Plan Commission, by a majority vote of the entire Commission at a meeting held on 9-6-2017, recommended to the Town Board adoption of the comprehensive plan update.

**SECTION 4.** The Town published or posted a Class 1 public notice and held a public hearing regarding the comprehensive plan update.

**SECTION 5.** The Town Board of the Town of Pleasant Springs, Wisconsin, does, by enactment of this ordinance, formally adopt the updated *Town of Pleasant Springs Comprehensive Plan*, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

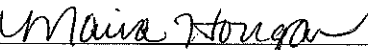
**SECTION 6.** This Ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication or posting as required by law.

ADOPTED this 17 day of Oct., 2017.

  
\_\_\_\_\_  
David Pfeiffer, Town Chair

Ayes 5 Noes 0 Absent 0

Published/Posted: 10-26-2017

Attest:   
\_\_\_\_\_  
Maria Hougan, Town Clerk

## ACKNOWLEDGMENTS

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### TOWN BOARD

David Pfeiffer, Town Chair  
Doug Larrison, Supervisor 1  
Eric Olson, Supervisor 2  
Jay Damkoehler, Supervisor 3  
Janiece Bolender, Supervisor 4

### PLAN COMMISSION

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Melanie Miller  
Michele Parker  
Lila Lemanski  
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### OTHER TOWN OFFICIALS

Mary Haley  
Tom McGinnis  
Vivian Green  
Rob Montgomery  
Brenda Taylor  
Maria "Pili" Hougan  
Sandy Wilke

### PLANNING & MAPPING ASSISTANCE

Dane County Planning & Development Staff:  
Majid Allan, Pam Andros, Aaron Krebs

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## INTRODUCTION

**Welcome to the *Town of Pleasant Springs Comprehensive Plan*!** This plan will guide the Town's decisions on a wide array of issues over the next 20 years, but also has an eye on a much broader horizon.

The Town of Pleasant Springs is a populous rural town located in southeastern Dane County, approximately 10 miles southeast of Madison. Named after the numerous natural springs found in the area by early settlers, Pleasant Springs boasts a beautiful landscape of rolling hills, meandering waterways, lush marshes, and productive farms. An extensive network of stream tributaries feeds Koshkonong Creek in the eastern part of the town, and the Yahara River and Lake Kegonsa in the central and western parts of the town.

Despite having more residents than half of the villages in Dane County, agriculture remains the dominant land use in the town. Residential development is focused primarily around Lake Kegonsa and the Yahara River, with farm homes and rural residences scattered throughout the rest of the town. A small concentration of highway-related commercial development is located along County Highway N near the Interstate 39/90 interchange.



The combination of pastoral farms and scenic natural areas form the basis of the rural character so treasured by town residents. However, due to its proximity to the city of Madison and the easy access afforded by I-39/90, as well as aggressive growth and annexation by the neighboring city of Stoughton, the town has experienced development pressures that could negatively impact the residents' quality of life.

This comprehensive plan provides a framework for ensuring that future growth does not compromise the town's vibrant agricultural economy, critical natural resources, or its cherished rural character.

By preserving farmland, limiting growth, and working cooperatively with neighboring communities, the goals, objectives, and policies of this plan are designed to maintain and enhance the many qualities that make the town an attractive place to call home.

## PLAN HISTORY, DEVELOPMENT AND ORGANIZATION

The Town of Pleasant Springs first adopted a land use plan in 1978 as part of its participation in the state's Farmland Preservation Program. In addition to the land use plan, the town also adopted the county's A-1EX Exclusive Agriculture zoning district as the base zoning for the entire town. Since that time, the town has consistently focused on preserving farmland while allowing for limited growth.

In 2000, the state Wisconsin Legislature passed the most complete comprehensive planning legislation in Wisconsin's history. Often referred to as "Smart Growth", the law required all Wisconsin communities that exercise land use authority to adopt a comprehensive plan by 2010, and for land use decisions to be consistent with the adopted plan.

In 2002, eight communities in the southeastern portion of Dane County worked in concert to submit a grant to the Wisconsin Land Council to help fund the preparation of comprehensive plans consistent with the new planning legislation. The application was funded in 2003. Three of the communities, City of Edgerton, Village of Brooklyn, and the Town of Deerfield contracted separately for consulting services. The other five towns - Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland - hired Vierbicher Associates to help them work on their comprehensive plans.

To promote coordination between each of the planning efforts, the eight communities created a committee known as the Southeast Dane Communities Comprehensive Planning Regional Steering Committee (RSC). The RSC met on a regular basis to talk about coordination needs and issues of common concern. The Town of Pleasant Springs ultimately adopted its comprehensive plan in 2006.

As required by state law, the town subsequently conducted a 10-year review and update of the plan beginning in late 2015 with the assistance of the Dane County Planning and Development Department. As with the initial plan in 2006, the 10-year plan update featured a survey of town residents designed to gauge residents' perspectives on issues related to land use and development in Pleasant Springs, as well issues that may confront the Town now and in the future.

The survey results show that residents support the continued preservation of farmland, limited growth, maintenance of rural character, protection of air quality and water resources, and recreational opportunities. Residents are increasingly mobile and want quality roadways to accommodate commuters and visitors. The survey results have informed the goals, objectives, and policies found in this plan.

The plan is comprised of the following nine required elements:

1. Issues And Opportunities;
2. Housing;
3. Transportation;
4. Utilities And Community Facilities;
5. Agriculture, Natural And Cultural Resources;
6. Economic Development;
7. Intergovernmental Cooperation;
8. Land Use, and;
9. Implementation



# TOWN OF PLEASANT SPRINGS COMPREHENSIVE PLAN

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## PLAN PURPOSE

The 2017 *Town of Pleasant Springs Comprehensive Plan* updates and replaces the Town's 2006 Comprehensive Plan. The purpose of the plan is to:

- Articulate goals, objectives, and policies to guide town decisions on land use and other issues over the next 20 years;
- Identify specific areas appropriate for different types of development and preservation;
- Preserve agricultural lands and help retain farming as a viable occupation;
- Identify needed transportation and community facilities to serve future land uses;
- Direct private housing and other investment in the Town; and
- Provide detailed strategies to implement *Plan* recommendations.

This *Comprehensive Plan* will become a component of Dane County's comprehensive plan so that the town and county may continue to work cooperatively to administer and implement shared planning, zoning, and land division review authority. This comprehensive plan is intended to aid the Plan Commission and Town Board in matters related to the growth and development of the Town.

## PLAN UPDATES

As per Wisconsin's comprehensive planning legislation, the Town will review and update the *Comprehensive Plan* at least every ten years. Changing conditions and experiences in the Town will be noted and adjustments may be made to the *Plan* text and maps. The plan amendment procedure is detailed in the Implementation Chapter.



## CHAPTER 1: ISSUES & OPPORTUNITIES

This chapter of the *Plan* provides a summary of population and demographic trends, including household, employment, education, and income characteristics to provide an understanding of Town of Pleasant Springs residents.

### POPULATION TRENDS AND PROJECTIONS

The estimated 2017 population of the Town of Pleasant Springs is 3,234. The town experienced a 57% increase in population from 1970-2016, adding 1,177 residents over that 46-year period. The greatest rate of increase was from 1970 to 1980, when the town population grew by 22% from 2,057 to 2,529 people. The town grew by 18% between 1990 and 2010, slightly more than the average 15% population increase experienced by Dane County towns overall during the same time period.

Figure 1: Town Population						
2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
3,148	3,184	3,264	3,339	3,394	3,418	3,428

Source: Wisconsin Department of Administration

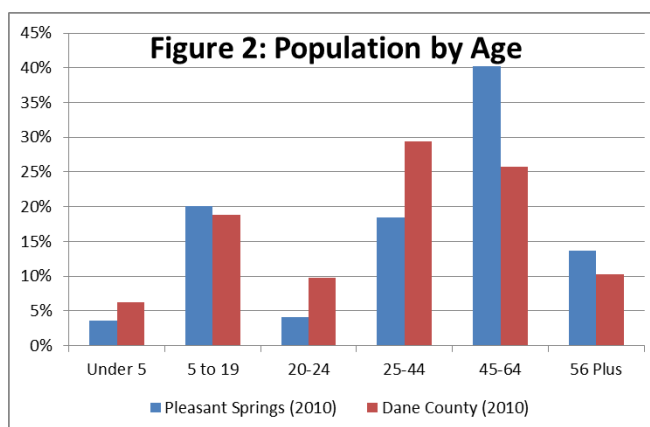
The rate of growth has slowed significantly over the past 16 years, with the town adding just 181 residents from 2000-2016 (5.9 % increase). The Wisconsin Department of Administration projects a similar modest rate of growth over the next twenty years (Figure 1), with the town population anticipated to increase by approximately 200 residents by 2040.

### DEMOGRAPHIC TRENDS

The median age in the Town has increased over the last two decades from 35.7 in 1990 to 46.6 in 2010. The median age of the County has increased less dramatically during that same 20 year period from 30.7 to 34.4 years old. As the population of the Town ages, housing and services to meet older citizens' needs may see a rise. The tables below show the changes in median age from 1990 to 2010, as well as age distribution in the Town as of the 2010 census.

Table 1: Median Age Percentages		
Year	Town	County
1990	35.7	30.7
2000	39.8	33.2
2010	46.6	34.4

Source: U.S. Census Bureau and Capital Area Regional Planning Commission



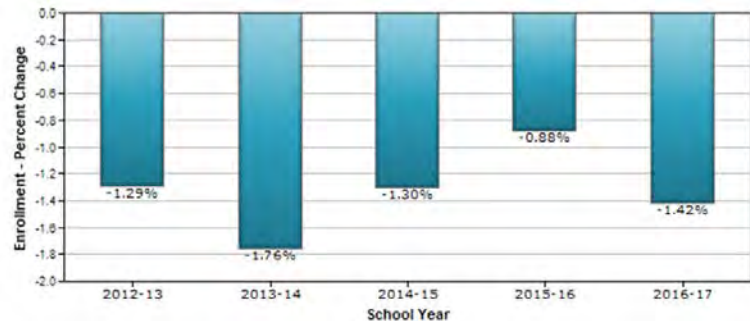
According to the 2010 US Census, the Town's minority population is relatively small and comprises only 6.3% of the total population. Of the Town's racial and ethnic minority citizens, the largest group is Asian. By contrast, Dane County's minority population is approximately 14.5% of the total population, and Wisconsin's is 12.5%.

## EDUCATION

The majority of the Town is served by the Stoughton School District. Residents in the northwestern and northeastern corners of the town are served by the McFarland and the Deerfield and Cambridge School Districts, respectively.

A recent study of Dane County School Districts conducted by the UW-Madison Applied Population Lab documented a downward trend in enrollment figures for a number of districts, including Stoughton. The Stoughton Area School District saw a decline in enrolled students of approximately 5% (173 students) between the 2012-13 and 2016-17 academic years (Figure 3).

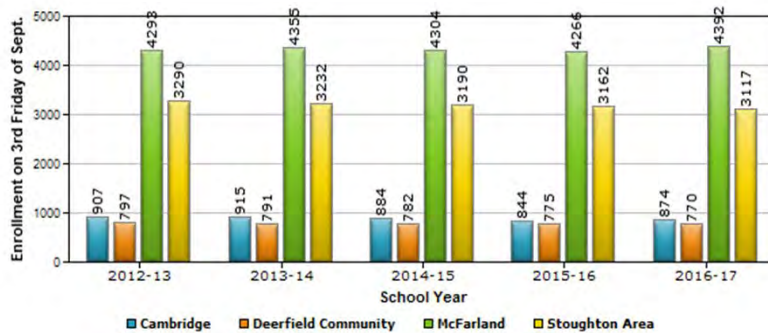
Figure 3: Stoughton Area School District Enrollment Changes 2012-17



Source: WI Dept. of Public Instruction

Steadily declining school enrollment is anticipated to continue, despite modest population growth. Smaller household sizes and an aging population are largely to blame for declining enrollment. This is consistent with state trends. With state funding based on enrollment, this will be an important trend to watch in the coming years.

Figure 4: School Enrollment for Districts Serving Pleasant Springs



Source: WI Dept. of Public Instruction

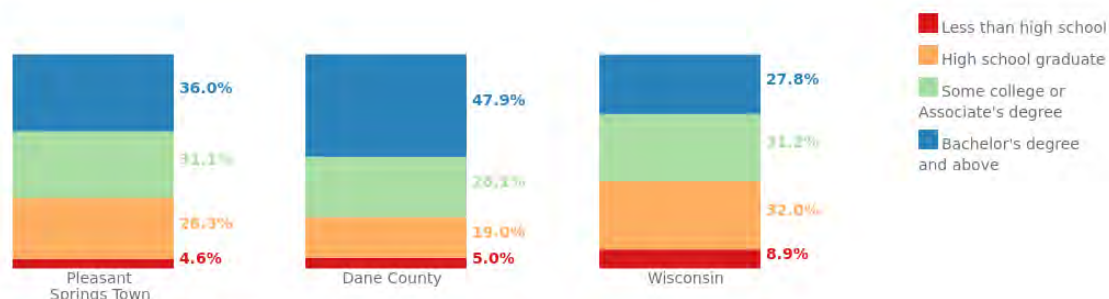
Interestingly, the McFarland district has seen a modest uptick in enrollment numbers, increasing 2% over the past 5 year period. Looking back a bit further, the Town of Pleasant Springs saw a decline in K-12 school enrollment of approximately 8% between 2000-2015.

Town residents are very well educated, with educational attainment figures roughly similar to Dane County as a whole. 95.4% of Town residents age 25 or older hold a high school diploma or higher. Dane County reports 95% of residents with at least a high school diploma (Figure 5).

Figure 5: Educational Attainment

## Educational Attainment (for Population 25 Years and Over)

2011-2015 5-Year Estimate



Data source: 2011-2015 American Community Survey 5-Year Estimates - S1501

Image produced by GetFacts.wisc.edu, a product of the Applied Population Lab

# TOWN OF PLEASANT SPRINGS COMPREHENSIVE PLAN

## INCOME

Income levels in the Town are comparable to other similar towns in Dane County. The Town of Pleasant Springs's median annual household income in 2015 was estimated at \$91,818, considerably higher than the county median household income of \$62,865. Table 2 further depicts the Town's household income dispersal. Income levels are a major determinant in the type of housing a household selects.

Table 2: Household Income, 2015

Subject	Pleasant Springs town, Dane County, Wisconsin					
	Households		Families		Married-couple families	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	
Total	1,270	+/-81	967	+/-64	870	
Less than \$10,000	1.6%	+/-1.7	0.6%	+/-1.0	0.7%	
\$10,000 to \$14,999	0.0%	+/-1.4	0.0%	+/-1.8	0.0%	
\$15,000 to \$24,999	3.5%	+/-2.5	0.9%	+/-1.5	1.0%	
\$25,000 to \$34,999	8.0%	+/-3.7	2.8%	+/-2.5	3.1%	
\$35,000 to \$49,999	10.8%	+/-4.8	10.7%	+/-5.0	9.7%	
\$50,000 to \$74,999	16.3%	+/-6.0	18.6%	+/-6.7	18.0%	
\$75,000 to \$99,999	18.0%	+/-5.2	17.0%	+/-6.2	14.4%	
\$100,000 to \$149,999	24.8%	+/-5.7	28.5%	+/-7.2	29.9%	
\$150,000 to \$199,999	8.0%	+/-3.5	10.4%	+/-4.6	11.6%	
\$200,000 or more	9.1%	+/-4.1	10.4%	+/-4.9	11.6%	
Median income (dollars)	91,818	+/-8,068	99,542	+/-9,516	105,227	
Mean income (dollars)	103,846	+/-10,694	115,065	+/-12,043	N	
PERCENT IMPUTED						
Household income in the past 12 months	32.2%	(X)	(X)	(X)	(X)	
Family income in the past 12 months	(X)	(X)	31.4%	(X)	(X)	
Nonfamily income in the past 12 months	(X)	(X)	(X)	(X)	(X)	

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates

## LABOR FORCE AND EMPLOYMENT TRENDS

The Town's labor force is comprised of residents who are employed or available for work. This includes those over the age of 16 who are in the armed forces, employed, unemployed, or actively seeking employment. The total labor force in the Town is estimated at approximately 1,874 people. An estimated 5% are unemployed which is comparable to the County's unemployment rate.

Table 3: Labor Force and Employment, 2015

Subject	Pleasant Springs town, Dane County, Wisconsin					
	Total		Management, business, science, and arts occupations		Service occupations	
	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	
Civilian employed population 16 years and over	1,774	+/-153	39.8%	+/-6.2	13.1%	
Agriculture, forestry, fishing and hunting, and mining	35	+/-33	45.7%	+/-54.3	22.5%	
Construction	131	+/-63	0.0%	+/-12.5	0.0%	
Manufacturing	183	+/-65	58.5%	+/-24.5	0.0%	
Wholesale trade	55	+/-33	9.1%	+/-16.9	0.0%	
Retail trade	89	+/-43	38.0%	+/-22.8	22.5%	
Transportation and warehousing, and utilities	147	+/-73	19.0%	+/-12.3	0.0%	
Information	68	+/-60	27.9%	+/-33.9	0.0%	
Finance and insurance, and real estate and rental and leasing	152	+/-49	37.5%	+/-16.8	0.0%	
Professional, scientific, and management, and administrative and waste management services	158	+/-61	56.3%	+/-19.9	5.1%	
Educational services, and health care and social assistance	472	+/-110	57.0%	+/-12.0	16.5%	
Arts, entertainment, and recreation, and accommodation and food services	116	+/-62	15.5%	+/-23.2	84.7%	
Other services, except public administration	80	+/-40	33.8%	+/-27.1	21.3%	
Public administration	88	+/-44	44.3%	+/-25.6	30.7%	
PERCENT IMPUTED						
Industry	3.9%	(X)	(X)	(X)	(X)	

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates

Given modest population growth along with limited non-agricultural development, the employment forecast for the town is expected to remain similar to what is shown in Table 3. Anticipated housing growth is expected to be occupied by individuals and families employed primarily in the management, professional and service fields.

## PUBLIC PARTICIPATION PROCESS

At the very beginning of the plan update process, the town adopted a public participation plan (see Appendix A). This plan included a number of strategies and methods to ensure participation in the planning process, including announcements in the town newsletter and website, a community survey, regularly scheduled meetings, and a public hearing.

The Town of Pleasant Springs conducted a survey of town residents to gauge opinions and priorities on a range of topics, with a particular focus on land use issues. The town utilized an online survey instrument and sent notices to all 1,609 property owners in the town inviting residents to take the survey. Hardcopies of the survey were also made available upon request by mail or at the town hall. A total of 252 responses were received, less than the initial survey or town residents when the original comprehensive plan was completed. However, the response was sufficient to provide a statistically valid sample size. To see the survey instrument and results, please see Appendix B.

Individuals responding to the survey represent age groups between 25 and over 65 years old with 61.09% responding 55 years old and older. Respondents have lived in Pleasant Springs for less than 5 years to over 31 years. 74.16% reported living in the Town for over 10 years. The majority of households (57.5%) reported two people living in their dwelling, followed by three or more (34.16%) and followed by one (8.33%). Less than 1% reported renting compared to owning their Pleasant Springs property. Almost half (48.95%) of the residents responding work outside Pleasant Springs; a third (33.76%) are retired and 17.29% farm, have a home-based business, own a business in Pleasant Springs, is employed at a business in the Town or other.

## SUMMARY OF SURVEY FINDINGS

Over two-thirds of residents responded that the quality of life over the past ten years has stayed the same (66.53%) or improved (13.31%). 8.87% indicated that it has declined and 11.29% responded “do not know/no opinion.”

Approximately two-thirds (68.02%) of respondents support Town population growth, whereas 29.15% prefer the population to stay the same as in 2015 and 2.83% would like the population to be less.

The Town is approaching residential structure construction capacity according to current town policy established in 1978 limiting development to one dwelling unit or nonfarm use per 35 acres. The majority of residents (56.63%) would not support a relaxed policy that would allow more residential construction; 32.13% would support a relaxed policy and 11.24% don’t know. When isolating answers provided by residents who own 35 acres or more, answers indicated 50% support.

The majority of residents responding (59.83%), support promoting more commercial development on County Hwy N near I-90.

Respondents would like to see several types of businesses including restaurants and recreational and tourism each with 48.1% support, Small farm Ag retail (40.48%), in-house businesses (23.81%). In-house businesses were largely supported by residents in higher density areas of the Town.

Pleasant Springs has a diverse set of property types including subdivisions, lakefront/riverfront, rural residential, farms under 35 acres, farms over 35 acres, and commercial. Land use issues have knowledge silos corresponding to where the residents live. Residents stressed the importance of woodlands (97.53% responded important to very important),



streams (95.9%). air quality (94.19%), wildlife habitat (93.85%), Wetlands (92.59%) followed by farmland (90.91%). Air quality received the highest “very important” response at 76.35%.

Although residents support promoting housing options that would enable seniors to remain living in the Town (55.18%) in the Town, only 13.69% support allowing multi-family developments.

Town/County roads are important (91.77%) among residents. Hiking trails/walking paths (77.46%) and biking routes (68.31%) also are important to residents.

The majority of Town residents live in Pleasant Springs because of its rural character (73.77%), low taxes, (57.79%), lifestyle (56.97%), and proximity to neighboring communities (52.87%).

The 2015 Pleasant Springs Resident Survey results support slow growth that maintains a rural character, protects air quality and water features, and provides recreation opportunities. Residents are increasingly mobile and want quality roadways to accommodate commuters and visitors. Pleasant Springs would benefit from education and outreach to a wider group of residents to remain sensitive to each groups’ needs. The goals, objectives, and policies of this plan reflect the opinions and attitudes of town residents as expressed in survey responses and public participation during the planning process.





## CHAPTER 2: HOUSING

### HOUSING AND HOUSEHOLD TRENDS

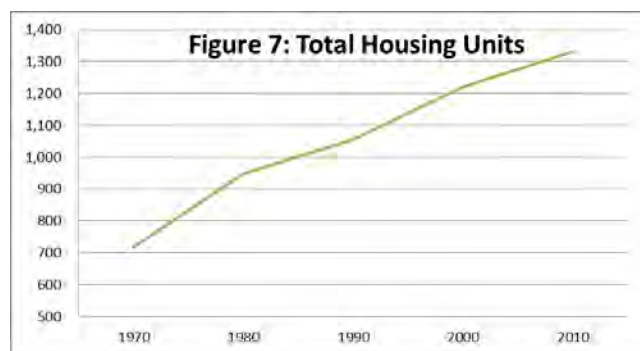
Housing in Pleasant Springs is made up of primarily single-family homes, which account for 97.5% of the housing stock in the town. Few of those single-family homes are rented – 91.4% of the housing in Pleasant Springs is owner-occupied; a high percentage, even when compared to other towns. This ratio is expected to remain fairly constant – the town anticipates the majority of future residential growth will be made up of single-family units. The town’s housing stock increased by 15.5% from 1990 to 2000, from 1,057 units to 1,221 units.

Based on the forecasts of the preceding chapter, the town’s population will increase by 194, from 3,234 to 3,428 between 2017 and 2040. Limited growth could occur in the “Agriculture Transition Area,” as shown on the Future Land Use Map.

Figure 6: Projected Number of Households						
2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
1,193	1,229	1,275	1,317	1,351	1,373	1,385

Source: WI Dept. of Administration State & County Household Projections

However, some of the transition area could be annexed by the City of Stoughton, which acknowledges an informal agreement with the Town in the Intergovernmental Cooperation section of their plan that allows the City to grow as far north as CTH B. This agreement expired in 2005, and the recent update to the Stoughton Plan now shows future urban growth extending north of CTH B by approximately ¼ mile. Given the city’s annexation and extraterritorial powers, it is possible that some of the growth projected for the town may end up taking place on lands that are annexed into the City of Stoughton. The Stoughton plan calls for the city to, “Work with surrounding municipalities on new or extended formal intergovernmental agreements covering boundary, urban service area, land use, and extraterritorial area issues.”



The vast majority of housing units in the town are single-family detached residences. The town saw its greatest increase in housing units (32.2%) between 1970 and 1980. Housing growth has since slowed considerably, reflecting the relatively modest growth in population the town has experienced over the past few decades.

Looking forward, the total number of households in Pleasant Springs is expected to increase by approximately 12% over the next 25 years.

As detailed in the Land Use chapter of this plan, the Town anticipates accommodating much of its future growth in the agricultural preservation areas of the town where significant development opportunity remains available under the town’s 1 dwelling unit per 35 acres density policy. The town intends to monitor development trends and patterns and may explore other options to accommodate growth while preserving rural character, including tools like Transfer of Development Rights (TDR), or identifying new development areas within or adjacent to the Pleasant Springs Sanitary District.

Table 4: Housing Units Built, 2000-2010						
	TL Housing Units 2000	TL Housing Units 2010	New added 2000-2010	Housing growth rate	New single-family detached 2000-2010	
					number	percent
Pleasant Springs	1,230	1,290	60	4.9%	51	85.0%
Town Average	29,502	32,399	2,897	9.8%	2,527	87.2%
County	180,385	213,140	32,755	18.2%	16,045	49.0%

91% of net new housing units in the county were built in incorporated areas.  
Source: US Census, American Community Survey 2006-2010 data, 2000 SF3 data  
Affordable Housing Needs Assessment, Dane County and Municipalities (2015)

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A 2015 *Housing Needs Assessment* report presented data on the housing demand, housing supply, and housing needs for Dane County and each of its municipalities. The report assesses existing housing needs for each municipality in Dane County, and outlines strategies and tools for municipal officials, developers, and other partners as they consider how to address those future housing needs. The report documents that the vast majority of housing stock (97.8%) in the town is single family, owner-occupied.

<b>Table 5: Housing Supply: Housing Stock (units in structure), by Municipality, as of 2010</b>							
	1-unit detached	1-unit attached	2-4 Units	Multi- family	% one-unit detached	% 1-4 attached	% multi- family
Pleasant Springs	1,262	12	16	-	97.8%	2.2%	0.0%
Towns	26,453	1,503	1,391	3,044	81.7%	8.9%	9.4%
County	114,701	16,706	21,694	59,995	53.8%	18.0%	28.2%
<i>Source: US Census, 2010 Census</i>							
<i>Affordable Housing Needs Assessment, Dane County and Municipalities (2015)</i>							

Some key findings of the report include the following:

- The growing diversity of household types – including seniors and single-person households - requires a diverse housing supply in terms of unit sizes and locations.
- The variety of across communities in terms of demographics and income reflects the different types of housing units available in each community.
- Madison and Dane County housing markets are relatively expensive compared to the rest of the state and the nation, but a robust housing supply means that price and rent changes are not out of line with economic fundamentals.
- Dane County has added thousands of new housing units since 2000; about 49 percent of which are single-family detached houses. Multifamily housing construction has been robust.
- From 2000 to 2013, there was very little construction of 2-4 unit rental structures, even though this housing type represents 22 percent of the overall county rental housing stock.
- Forecasts of future affordable housing needs indicate that Dane County's need for affordable housing units could be somewhere between 16,000 and 31,000 in the next 26 years, or between 648 and 1209 affordable units each year.
- Municipalities have a variety of tools which they can use to partner together to increase housing opportunities.

The Town will continue to monitor available housing stock and future development potential to accommodate anticipated growth. Given that the town is expected to experience only modest population growth, and that most employment options are located in nearby cities and villages, the town's primary goal is to provide housing options consistent with a rural, agricultural setting.

## HOUSING PROGRAMS

*Rural Development- USDA:* A federal program with state offices that provides a variety of housing and community development programs for rural areas. Some programs cover, support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development. (<https://www.rd.usda.gov/>)

*Wisconsin Housing and Economic Development Authority (WHEDA):* Provides mortgage financing for first-time homebuyers, grants for home repair, and financing for multifamily housing. Specific programs change with the needs and demands of the housing market. (<https://www.wheda.com/>)

*Community Development Block Grant Program:* Dane County receives CDBG funds on an annual basis for housing, economic development and community service initiatives that benefit people with low to moderate incomes. Approximately \$1 million in CDBG funds are available annually for eligible projects. (<https://cdbg.countyofdane.com/>)

*Project Home:* Organization committed to improving the quality and affordability of housing for low- to moderate-income individuals and families in Dane County. Weatherization, minor home repair, and a home loan program are services offered to income eligible customers. (<http://www.projecthomewi.org/>)

## HOUSING GOALS, OBJECTIVES AND POLICIES:

### GOAL:

Encourage a housing stock to meet the diverse needs of current and future residents.

### OBJECTIVES:

1. Provide housing opportunities consistent with a rural setting.
2. Support the development of independent and assisted housing facilities for special populations (e.g., elderly, developmentally disabled).
3. For new single-family residential development, housing densities shall comply with specific planning area policies contained in the land use element.

### POLICIES AND PROGRAMS:

1. Support state and county-level housing rehabilitation assistance programs available to residents.
2. Locate residential areas and especially medium density development in close proximity to services and other community facilities.
3. Review the Town's/County's land development regulations to ensure that policies are implemented.
4. Periodically review the amount of land available for residential development to determine if it meets the anticipated growth.



## CHAPTER 3: TRANSPORTATION

For many years, transportation planning and land use planning were seen as independent activities. In recent years, there has been a growing recognition that land use and transportation are linked, in that a change in one will undoubtedly have consequences for the other. For example, certain types of commercial land uses are typically found only on major roadways, while other types of land uses can easily be served by a local or collector road. When a major employment or activity center locates on a road unable to carry the resulting traffic, local and state officials inevitably end up improving the road to serve the new use. As roads are improved through widening or other type of upgrading, land use pressures on the adjoining parcels may change to take advantage of the increased exposure or accessibility. The future transportation and land use maps of this plan were prepared at the same time to complement one another.

The majority of roads in the town are in good condition; all roads are inspected and rated annually, and prioritized for maintenance and resurfacing. Given the low level of new development contemplated in the future land use plan, no new major road construction or improvement have been identified.

Additional pedestrian and bicycle facilities were identified in the planning process as an increasingly desirable recreational amenity. These projections are consistent with those facilities identified by the Madison Metropolitan Planning Organization and the Dane County Parks & Open Space Plan.



### EXISTING TRANSPORTATION NETWORK

**Roadways:** **Principal Arterials:** U.S. Highway 90/39 is the only principal arterial road in the town and cuts across the northern third of the Town moving traffic northwest toward Madison. **Minor Arterials:** County Highway N bisects the Town and runs north-south through the Town Center providing connection between Cottage Grove and Stoughton. **Collectors:** County Highways AB, B, and MN are considered major collector roads. County Highway B runs east-west across the town providing access between Stoughton and Cambridge. County Highways AB and MN run along the very northwestern corner of the town providing access to McFarland, Madison, and Cottage Grove.

**Bicycles and Pedestrians:** The town does not maintain any bike paths. The county Parks & Open Space Plan calls for the establishment of a Lower Yahara River Trail through portions of the town. The proposed trail would be a multi-use regional trail connecting the communities of McFarland and Stoughton to the Capital City Trail and the City of Madison.

**Rail:** The Wisconsin and Southern freight rail line crosses the western portion of the town, running parallel to Williams Drive.

**Transit and Services for the Disabled:** Because of its low population density, there are no transit services in the Town. Madison Metro in the City of Madison provides the closest public transportation services. The Dane County Health & Human Services Department supports a number of specialized transit services that are available countywide.

**Trucking:** Truck traffic utilizes the many highways that run through the Town. The truck stop at the HWY 39/90 and County Highway N interchange through OTR truck traffic.

**Airports:** There are two private landing strips located in the town: Quale Airport, and Quams Marina Seaplane Base.

## APPLICABLE STATE AND REGIONAL PLANS

*Dane County Land Use and Transportation Plan (1997):* Developed to provide an integrated all-mode approach to transportation in Dane County. A planning horizon until 2020 is considered in the plan. While the plan focuses on the more urbanized areas of the county, mention of plans and goals for neighboring areas may be useful when the Town considers transportation issues.

*Regional Transportation Plan 2030 (2008):* Developed by the Madison MPO, this is a regional plan that integrates land use and transportation. The plan is updated every 5 years. More information is available online here: <http://www.madisonareampoint.org/planning/regionalplan.cfm>



*Dane County Bicycle Transportation Plan (2015):* Recommends bicycle facility improvements for Dane County. The plan designates Door Creek Road and Williams Drive as an on-street bike path providing a connection between McFarland and Stoughton. Upon completion, the Lower Yahara River Trail will provide additional bicycle connectivity between Pleasant Springs and neighboring communities. More information is available online here: <http://www.madisonareampoint.org/planning/BikePlan.cfm>

*Transportation Improvement Program (TIP) (2017-2021):* Although only the portion of the town of Pleasant Springs lying west of County Highway N is located within the metropolitan planning boundary, this 5-year transportation system improvement plan developed by the Madison Metropolitan Planning Organization (MPO) nonetheless impacts the town. The plan, updated every 5 years, outlines the schedule for planned transportation improvements throughout much of Dane County. The current plan includes two major projects affecting Pleasant Springs: the resurfacing of County Highway N, and the reconstruction and widening of Interstate 90/39 from 4 to 6 lanes. More information is available online here: <http://www.madisonareampoint.org/planning/improvementprogram.cfm>

*Transit Development Program (TDP) (2013-2017):* This 5-year transit plan sponsored by the Madison Metropolitan Planning Organization (MPO) is a short- to medium-range strategic plan intended to identify transit needs and proposed improvements for a five-year planning horizon. The TDP's impact on the town is limited to countywide specialized transit programs, as well as commuting options. More information is available online here: <http://www.madisonareampoint.org/planning/PublicTransit.cfm>

*The Dane County Comprehensive Plan (2008):* This plan contains goals, objectives and policies for transportation countywide. More information is available online here: <http://www.daneplan.org/plan>

*Wisconsin State Highway Plan 2020:* This 20 year plan addresses the needs and future of the state's 11,800 miles of State Trunk Highways. It outlines a blueprint for investing in the network of state roads and bridges, and also addresses challenges related to access, safety, and maintenance. The plan is available online here: <http://wisconsin.gov/Documents/projects/multimodal/hwy2020-plan.pdf>

*Dane County Regional Airport Master Plan:* This plan shows planned changes to the airport and preservation of the surrounding area.

*Wisconsin Rail Plan 2030:* Wisconsin Rail Plan 2030 is the statewide long-range rail transportation plan. It provides a vision for freight rail, intercity passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments over the next 20 years.



## TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

### GOAL:

Work with Dane County and the State of Wisconsin to develop a diversified, safe, efficient, and environmentally sound transportation network to move people and goods within the community and to connect the town with population centers in the region

### OBJECTIVES:

1. Reduce the potential for traffic accidents and provide for safe transportation throughout the town.
2. Support the number of transportation options available in the region.
3. Coordinate land use and transportation facilities so they support one another.

### POLICIES:

1. Ensure that local road improvement projects are implemented consistent with Wisconsin's transportation plan.
2. Develop new portions of the transportation system and road improvements to be compatible with existing and future land use patterns.
3. Locate and design transportation projects to minimize negative impacts on agricultural, natural, cultural, and historic resources and neighborhoods.
4. Limit the number of access points onto town roads while providing appropriate levels of access to private property.
5. Promote multi-modal transportation systems in the region.
6. Support transportation programs that meet the special needs of the elderly, children, and disabled persons.
7. Support the creation of Park & Ride lots and transit stations. Aim for efficient, compatible development, well-targeted to local demand (reducing regional shopping trips).
8. Encourage commuter rail cost-effectiveness, especially to outlying communities.
9. Coordinate land use and transportation facilities so they support one another.
10. Conduct an annual review of the Town's roads using the PASER system as required by state law and use the results in developing a work program for improving the Town's roads.



## GOAL:

Work with other communities to develop a network of pedestrian and bike ways and connect them with other recreational facilities in the region.

## OBJECTIVES:

1. Increase opportunities for pedestrian and bike travel within the town.
2. Increase pedestrian and bicycle safety.

## POLICIES:

1. Advocate the addition of bike lanes on county roads where appropriate.
2. Explore opportunities to connect town bike paths with those in the region.
3. Make recommendations to the county regarding bike lanes on county roads.





## CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

As the Town's population increases, additional utilities and community facilities may be needed. The aging of America will have a profound impact on the types of public services that residents may demand. This chapter answers a basic question: What types of community facilities and services will be needed to accommodate a growing population and a changing demographic base?

This chapter relies on the population and housing forecasts presented in Chapter 1 and the future land use plan in Chapter 8.

### PUBLIC FACILITIES PLAN

Table 6 identifies those public facilities/services either provided by the town or by other entities. The chart identifies the current adequacy of the facility/service.

As shown, with the exception of telecommunications / fiber optics, all of the facilities and services in the town are deemed adequate. High-speed internet service is lacking in many areas of the town, and indeed throughout much of rural Dane County. The town will continue to investigate various options to achieve improved high speed internet service. These may include taking advantage of local, state, or federal initiatives designed to promote investment in broadband infrastructure from private companies, or other opportunities that may arise.

The town recognizes that there may be changes to the number of sanitary sewer users in the Pleasant Springs Sanitary District #1 throughout the planning period through annexations to the Limited Service Area and development of residential areas in the current LSA. Other than roadside ditches and culverts, the town has no stormwater management facilities.

<b>Table 6: Public Facilities Plan: 2017 to 2034</b>					
<b>Town Facilities/Services</b>	<b>Current Status (2017)</b>	<b>Recommendation</b>			
		<b>2017 to 2020</b>	<b>2021 to 2025</b>	<b>2026 to 2030</b>	<b>2031 to 2035</b>
Stormwater management	Adequate	-	-	-	-
Municipal building	Adequate	-	-	-	-
Recreation facilities	Adequate	Monitor	Monitor	Monitor	Monitor
Library services	Adequate	-	-	-	-
Police services	Adequate	Monitor	Monitor	Monitor	Monitor
Fire protection	Adequate	Monitor	Monitor	Monitor	Monitor
EMS	Adequate	Monitor	Monitor	Monitor	Monitor
<b>Facilities/Services by Others</b>					
Solid waste and recycling	Adequate	-	-	-	-
Tele-communication and fiber optics	Inadequate	Improve	Improve	Improve	Improve
Electrical and natural gas	Adequate	-	-	-	-
Schools	Adequate	-	-	-	-
Sanitary Sewer	Adequate	Monitor	Monitor	Monitor	Monitor
Senior Center/Outreach	Adequate	-	-	-	-

## EXISTING UTILITIES AND COMMUNITY FACILITIES

*Water Supply:* Residents in the Town receive their water from private wells. Currently, the Town does not offer municipal water service, and does not anticipate offering water service over the planning period.

*Sanitary Sewer Service:* The Pleasant Springs Sanitary District #1 was formed in 1989 to help protect the water quality of Lake Kegonsa and the Lower Yahara River watershed. We provide sanitary sewer collection and conveyance service to homes and businesses located near Lake Kegonsa and the Yahara River within the Town of Pleasant Springs. The District owns and maintains approximately 33 miles of sewer lines, 9 lift stations and 55 grinder stations. Collected effluent is directed into the sewer system maintained by the Kegonsa Sanitary District #2 and is then ultimately transported to the Madison Metropolitan Sewerage District for treatment.

*Private Wastewater Treatment:* Outside of the Sanitary District, disposal of residential and commercial wastewater is handled through on-site wastewater treatment techniques, which include conventional, mound, pressure distribution, at-grade, holding tank, and sand filter systems. The Town's Soil Suitability for On-Site Waste Disposal Systems map delineates areas most and least suitable for on-site waste disposal systems. Because of the low population density in the Town, there is no municipal sewer service. The Town believes this will continue to be the case over the next twenty years.

*Solid Waste Disposal/Recycling Facilities:* Pleasant Springs contracts with Pellitteri Waste Systems for residential refuse and recycling collection. There are no solid waste disposal sites located in the town. The Town has a Brush Burning/Compost Site available to all residents of the town which accepts leaves, grass trimmings, and clean brush.

*Stormwater Management:* The Town follows Dane County's Erosion Control and Stormwater Management Ordinance (Chapter 14 Dane County Code of Ordinances). The Ordinance sets standards for the quality and quantity of runoff from areas under construction in urban, rural and farm areas where alterations in the landscape may result in changes in the amount and quality of water running off a site.

*Town Hall:* The Town Hall is located near the center of the Town at 2354 County Highway N.

*Law Enforcement:* The Town falls within the Dane County Sheriff's south precinct. The Town Hall property serves as the South Precinct headquarters.

*Fire Protection and Emergency Medical Service:* Town emergency medical services (EMS) are provided by three area EMS agencies: City of Stoughton EMS, Deer-Grove EMS, and Village of McFarland EMS.



Fire protection services are provided by the City of Stoughton, Village of McFarland, and Village of Cottage Grove through contracts with those community's fire departments.

*Cemeteries:* There are six cemeteries located throughout the Town.

*Libraries:* As is standard in Towns, no libraries exist in Pleasant Springs. However, Town residents have access to the McFarland and Stoughton libraries.

*Schools:* The Town is served by four school districts: Stoughton, McFarland, Deerfield, and Cambridge. The Stoughton school district serves the vast majority of town residents.

*Parks and Recreational Facilities:* 7 town parks provide recreational opportunities for town residents, as well as access to Lake Kegonsa and the Yahara River: Oak Knoll Park, Greenbriar Park, Quam Park, Spring Hill Park, Rolling Meadows Park, Lake Kegonsa Boat Launch, and Yahara River Access.

Dane County's Lafollette Park is located on the eastern shore of Lake Kegonsa on the outlet of the Yahara River, just southeast of Lake Kegonsa State Park. The park offers shore fishing and canoe access at the lock and dam, as well as shaded picnic areas with picnic tables, restrooms, a play area, and a reservable shelter.



The town is also home to Lake Kegonsa State Park, a 320 acre park providing a wide array of recreational opportunities. Natural features of the park include oak woodlands, prairies, and wetlands, and facilities include a campground, hiking trails, boat launch, and swimming beach.

Dane County also owns significant tracts of land in the town associated with the Door Creek Wetlands Wildlife Area. Additional public lands owned by the State of Wisconsin are located along the Yahara River west of County Highway N.

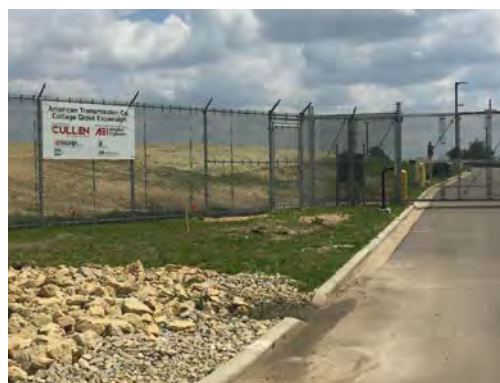
*Health Care Facilities:* The Town does not contain any health care facilities. The nearest hospitals are located in the Cities of Stoughton and Madison. Health care clinics are located in Stoughton, McFarland, Madison, and Cottage Grove.

*Child Care Facilities:* At this time there are no childcare centers in the Town. Small, in-home childcare services may exist from time to time.

*Telecommunications Facilities:* There are nine communication towers located in various areas of the Town. As noted above, high speed internet services are lacking in many areas of the town. High speed internet service is a key factor in economic development opportunities and contributes greatly to residents' quality of life. Improved internet service is arguably the single most important utility issue facing the town.

*Power Plants and Transmission Lines:* There is no power plant located in the town. There are several existing transmission lines that bisect the town. American Transmission Company (ATC) operates a substation north of I 39/90 on Rinden Road.

Although current and anticipated needs are met for Pleasant Springs, needs of the county as a whole have resulted in several major projects within the past 10 years, including the Rockdale-West Middleton 345 kV line, which runs along the town's previous Rockdale-Kegonsa 138 kV lines to I-90 and then west to HWY 12/18.



*Forecasted needs for utilities and community facilities:* Because the population projections for Pleasant Springs anticipate modest growth, Town residents will not require increased utility or community facility capacity over the next twenty years.

## UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

### GOAL 1:

Alleviate the impacts of stormwater runoff on the town.

#### OBJECTIVES:

1. Reduce the amount of flooding that occurs as a result of impervious surface/stormwater runoff from surrounding communities.
2. Limit damage to public infrastructure resulting from stormwater events.

#### POLICIES:

1. Work with neighboring communities to ensure that development occurring within those communities does not contribute to stormwater runoff problems in the town.
2. Require the use of on-site stormwater management facilities when needed to control stormwater runoff.
3. During the development review process, the town will work to ensure that development projects do not negatively affect surrounding properties or public infrastructure.
4. Generally discourage urban growth around the lake and river to avoid the deteriorating effect of urban runoff on water quality and the need to provide additional public services.
5. Work with neighboring communities to develop stormwater management regulations for new and existing development.

### GOAL 2:

Provide town residents with cost-effective solid waste and recycling services.

#### OBJECTIVES:

1. Increase the amount of recycling on a per capita basis.
2. Decrease the amount of waste generated on a per capita basis that enters the waste stream.

#### POLICIES:

1. Continue to support waste reduction and recycling efforts.
2. Support the county's "Clean Sweep Program" to collect and safely dispose of household hazardous waste.
3. Continue to include information in the Town's newsletter about waste reduction, recycling, and proper disposal methods for household hazardous waste.

### GOAL 3:

Provide residents with cost-effective Town infrastructure and services.

### OBJECTIVES:

1. Maintain a level of service appropriate for a largely rural area.
2. Increase efficiencies where ever possible.

### POLICIES:

1. Ensure that new development occurs in areas and in a manner that can be efficiently served by Town services and infrastructure.
2. Annually review the Town's capital expenditure budget to ensure that planned infrastructure will meet the needs of new development within the Town limits, and the anticipated development identified on the future land use map.
3. Refer to the future land use map and community facilities maps when planning for new public facilities and facility upgrades.

### GOAL 4:

Preserve existing park facilities to meet the current and anticipated needs of town residents.

### OBJECTIVES:

Increase opportunities for passive recreational opportunities.

### POLICIES:

1. Involve residents in the design and management of public park areas.
2. Ensure that existing facilities are properly maintained.
3. Prepare an annual conditions report to identify maintenance needs for the town's parks.



## CHAPTER 5: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter provides an inventory of the towns' agricultural, natural, and cultural resources. The purpose of identifying these resources is to help the towns recognize areas that need to be protected, or characteristics that would limit development potential.

### AGRICULTURAL RESOURCE INVENTORY

*Historical Trends:* The Town of Pleasant Springs has a strong agricultural history and the rural character of the town persists. The town's abundance of productive soils and gently rolling terrain classify this area as some of the most productive agricultural land in the nation.

*Farming Today:* Agriculture accounts for over 57% of the town's land area. Of the 12,206 acres in agricultural use, 81% (9,917 acres) is classified as prime farmland. Primary farming activity includes row crops, pastures, and idle farmland. Because farming remains the town's predominant land use, uses that could pose a conflict with farming operations will be discouraged in agricultural areas.

*Farm Size, Scale, and Type:* Commodity crops such as corn and soybeans predominate the town's agricultural landscape. According to a study compiled by the Capital Area Regional Planning Commission, as of 2012 the town had 608 parcels in agricultural use comprised of 235 base farm tracts, averaging 62 acres in size.



There were 95 contiguous agricultural "blocks" averaging 161 acres in size. For comparison, the neighboring town of Dunn had only 385 agricultural parcels comprised of 202 base farm tracts averaging 49 acres in size. 46% of the town's land area is classified as prime farmland.

According to county level data provided by the USDA Census of Agriculture, there was a 17% decrease in the number of farms in Dane County between 2007 – 2012, though only a 6% decrease in the number of acres being farmed. The average Dane County farm grew in size by 14% from 161 to 183 acres (Table 7). Unfortunately, town level farm summary data is not calculated in the Ag Census. Nonetheless, because the agricultural sector is regionally dependent, the status of agriculture in the county is useful information for making town level decisions.

Dane County Farms	2007	2012	% Change
Number of Farms	3,331	2,749	-17%
Land in Farms (acres)	535,756	504,420	-6%
Average Farm Size (acres)	161	183	+14%

Table 7: Dane County Farm Summary, 2007 – 2012 - Source: USDA Census of Agriculture, 2012

*Future Prospects:* Because of the town's strong density policy, agricultural practices will likely continue over the next twenty years. National and regional market factors may affect the type of farming in the town.



## NATURAL RESOURCES INVENTORY

The town is located in an area of the state that is characterized by wetlands, habitat for threatened or endangered species, prairie/savanna ecosystems, surface water, and floodplains. Areas such as these are sensitive to development activity, and may be damaged by development that is too close or is inappropriate for the individual location. The ecological services provided by these areas are important and may be difficult or costly to replicate.

The town, along with most of Dane County, is located in the Southeast Glacial Plains Ecological Landscape. According to the Wisconsin Department of Natural Resources, the glacial plains landscape consists of glacial till plains and moraines composed mostly of materials deposited during the Wisconsin Ice Age. This ecological landscape is home to some of the world's best examples of continental glacial activity. Drumlins, eskers, kettle lakes, kames, ground and end moraines, and other glacial features are evident throughout the entire area.

*Environmentally Sensitive Areas:* The town has an abundance of sensitive and important natural resources. Environmentally sensitive areas of the town include prime agricultural soils, surface water resources with associated floodplain and wetlands areas, significant tracts of woodlands, groundwater, and areas of steep slope topography.

*Soils:* The majority of land in the town is classified by the Soil and Water Conservation Society as Type I, II, or III soils. Type I and II soils correspond closely with the U.S. Conservation Service's "Prime Farmland" designation, and Type III soils to the "Farmland of Statewide Importance" designation. The town is fortunate to contain some of the best farmland in the nation and is committed to preserving this valuable resource for the benefit of future town residents.

*Stream Corridors:* The majority of the town is within the watershed and sub-watersheds associated with the Yahara River. The northwestern and northeastern corners of the town are within the Door Creek and Mud Creek watersheds, respectively, and the very southeastern portion of the town is in the Saunders Creek Watershed. All stream corridors in the town are classified as environmentally sensitive areas.

The Yahara River outlets at the eastern edge of Lake Kegonsa near Williams Drive and includes considerable areas of associated wetlands and 100 year floodplain. Leutten Creek and Koshkonong Creek are two other prominent streams in the central and eastern parts of the town, respectively. Floodplains associated with these and all other town waterways are mapped as part of the town's environmental protection overlay district and protected under applicable federal, state, and local laws and plans.

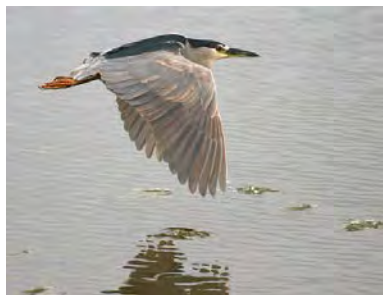
*Wetlands:* The town has significant wetland areas associated with the various waterways in the town, including the Yahara River, Door Creek, Leutten Creek, and Koshkonong Creek. There are a total of 2,719 acres of wetlands, and an additional 1,040 acres of hydric (wet) soils in the town. Wetlands and hydric soils play an integral role in stormwater management and water filtering. Dane County ordinance chapter 11 and the provisions of this plan protect the town's wetlands as an important piece in protecting water quality in the town.



*Door Creek Wetlands & Lake Kegonsa*



*Groundwater:* In Dane County, groundwater supplies nearly all the water for domestic, commercial and industrial uses. Therefore it is extremely important to protect the quality of our groundwater. Excessive use of road salts, fertilizers, and pesticides and poor maintenance of some animal waste and septic systems can hurt groundwater quality.



*Black Crowned Night Heron*

*Wildlife and Endangered Species:* The Wisconsin DNR inventories endangered species and records data on their Natural Heritage Inventory (NHI) website. The inventory lists the Lake Sturgeon and Black-crowned Night-Heron and Gold-eye Lichen and Purple Meadow-parsnip as species of “special concern”. Also listed on the NHI is a Dry Prairie natural community. The two sensitive species and natural grassland community occur roughly in the north-central area of the town. Careful consideration should be given to any future land use decisions that could affect these resources.

*Woodlands:* Pockets of woodland are scattered throughout the town. For the most part wooded areas are small, though there are several sizeable (10+ acre) tracts of woodlands on public and privately owned property in the town. Lake Kegonsa State Park contains the largest tract of woodland in the town.

*Metallic/ Non-Metallic Mineral Resources:* There are three active mineral extraction sites located in the town (see Mineral Extraction map). Each are considered “non-conforming” sites and are not currently subject to the county’s non-metallic mining ordinance. Town policies encourage the responsible use, maintenance, and reclamation of all mineral extraction sites.

## CULTURAL RESOURCES INVENTORY

*Historic Sites:* There are currently no sites or buildings in the town of Pleasant Springs listed on the National Register of Historic Places. However, there are 55 historic places listed in the Wisconsin Architecture & History Inventory. Included in the inventory are residential homes representing distinct architectural styles, agricultural structures, including 6 barns, and the historic Western Koshkonong Lutheran Church. According to the Wisconsin Historical Society, there are 52 archaeological sites listed in the town, 24 of which are cemetery or burial sites.

*Community Design:* The town incorporates general community design guidelines. When reviewing development proposals, the town and property owners will consider the following objectives of the town:

- Minimize disturbance of productive agricultural land
- Minimize disturbance of sensitive natural areas
- Minimize number and length of driveways
- Preserve scenic views in the town



*Open Space and Recreational Resources:* Agricultural land and publicly owned natural resource areas comprise the vast majority of the town’s open space. The presence of Lake Kegonsa State Park along with the county’s Lafollette Park and 7 town parks ensure that there are ample open space and recreational opportunities for town residents.

## GOALS, OBJECTIVES, POLICIES AND PROGRAMS

### GOAL 1:

Protect natural resources and environmentally sensitive land from inappropriate use and/or development.

### OBJECTIVES:

1. Recognize and respect the natural environment as an irreplaceable resource and insure that its use does not impair its value to future generations.
2. Minimize disruption to environmentally sensitive lands (wetlands, floodplains, riparian habitat, etc.).
3. Protect the quality of the town's groundwater.

### POLICIES:

1. Guide the location of development in order to minimize potential adverse impacts on the quality of ground and surface waters.
2. Encourage use of natural drainage patterns in development designs to entrap pollutants before reaching important surface waters such as Lake Kegonsa and the Yahara River.
3. Preserve the role of wetlands and woodlands as essential components to ground and surface water systems as well as wildlife habitat.
4. Protect shoreland-wetland and floodplain areas.
5. No development shall be permitted within the 100-year floodplain of any navigable waterway in the town.
6. Restrict development along stream corridors to protect riparian habitat, water quality, and aesthetics.
7. Restrict development within floodplains.
8. Support the efforts of landowners to keep natural areas from being developed by using conservation easements.
9. Guide the location of development in order to minimize potential adverse impacts on the quality of ground and surface waters.
10. Encourage use of natural drainage patterns in development designs to entrap pollutants before reaching important surface waters such as Lake Kegonsa and the Yahara River.
11. Protect shoreland-wetland and floodplain areas and emphasize their value to the community as focal points of natural beauty and recreation.

## GOAL 2:

Protect, preserve, and capitalize on the town's historic and archaeological resources.

### OBJECTIVE:

Increase the awareness and protection of historic and archaeological resources.

### POLICIES:

1. Coordinate with and support county, state and federal agencies working to protect historic resources.
2. Support the state's Sesquicentennial and Century Farm and Home program and encourage those who qualify in the town to apply for recognition.
3. Cooperate with the State Historical Society, Dane County, and other surrounding communities if and when a comprehensive survey of historic and archaeological resources is conducted in the town.
4. Support local festivals, farm tours, farm breakfasts, and markets that celebrate the town's farming heritage and rural way of life.



## GOAL 3:

Support county efforts to regulate large-scale livestock operations.

### OBJECTIVES:

1. Ensure proper siting and design of manure storage facilities.
2. Control runoff from areas where manure is concentrated.
3. Require careful application of manure fertilizer.
4. Protect streambanks and shoreline areas.

### POLICIES:

1. Large farm operators should carefully consider the siting and design of manure storage facilities. Improper storage of manure may cause pollution of groundwater or surface water. Common types of storage facilities include walled enclosures, storage ponds (or earthen facilities), aboveground tanks, and underground storage (typically beneath confined 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 earthen facilities.
2. 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.

3. 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.
4. Farm operators should restrict their cattle herd's access into any streams or shorelines within 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.

### GOAL 4:

Review site plans for concentrated animal feeding operations (CAFOs).

### OBJECTIVE:

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 CAFP 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.

### POLICIES:

1. Before submitting a WPDES CAFO permit application to operate a feedlot with 1,000 or more animal units in the Town of Pleasant Springs, the landowner would submit a site plan for the proposed operation. This site plan must 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 must meet with the town Plan Commission to discuss the submitted site plan. The site plan must include the same information as required for the WPDES CAFO permit application. This includes:
  - a. The location of the existing and proposed site on plat maps, aerial photographs, and soil survey maps.
  - b. 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.
  - c. A description of proposed and existing waste storage facilities.
  - d. A description of proposed and existing runoff control systems, groundwater monitoring systems, permanent spray irrigation or other land spreading systems.
  - e. Information on current and future animal units for the operation and the expected expansion dates.
  - f. A narrative containing background information on the operation as it exists and how it will function after the planned construction or expansion.
2. Town Plan Commission/Town Board 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 the DNR 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.
3. The Town will contact the Agricultural Runoff Management Specialist in the DNR's 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 operations proposed for location in the Town of Pleasant Springs.

## MINERAL RESOURCES

### GOALS:

Require all mineral extraction operations and utilities to be functionally and visually compatible with the predominant agricultural and rural residential uses of the land.

Limit conflicts between mineral extraction and incompatible uses.

### OBJECTIVES:

1. Establish clear, consistent policies for conditional use permits for mineral extraction operations.
2. Work closely with Dane County to review and provide appropriate conditions for proposed mineral extraction operations.
3. Discourage development that would conflict with existing mineral extraction operations.
4. Make mine reclamation plans and final uses of reclaimed lands compatible with the town's farmland preservation goals.



### POLICIES AND PROGRAMS:

1. All mineral extraction operations shall meet operational and reclamation standards as required by Dane County, including requirements for hours of operation, financial assurance, and reclamation (Chapters 10 & 74 of the DCCO).
2. Provide Town review of all applications for county nonmetallic mining reclamation permits as required by Chapter 74 of the Dane County Code of Ordinances (DCCO). Based on State administrative rule NR135, this law requires reclamation plans, quality reclamation standards and financial assurance to guarantee complete reclamation.
3. Review conditional use permits for new or expanded mineral extraction sites and develop recommended conditions based on the nature of the proposed operation, the location, topography, environmental features of the site, and public comment received. Work with Dane County as necessary to develop specific conditions related, at a minimum, to the following factors:
  - Hours of operation;
  - Conditions on schedule, notification and nature of blasting (if any);
  - Truck traffic and safe routes for material hauling;
  - Other uses on the site, such as crushing or asphalt production;
  - Fencing, screening and warning signs on the site, and;
  - Final use of any reclaimed sites, consistent with other goals, objectives and policies of this plan.
4. The town may require that an applicant for a mineral extraction operation enter into a binding agreement with the town detailing the applicant's responsibilities to the town for provision of services, road repairs, etc.
5. Consider developing and adopting a mineral extraction licensing ordinance.



## CHAPTER 6: ECONOMIC DEVELOPMENT

This chapter documents the Town's approach to economic development, primarily from the perspective of its relationship to land use. This section has a limited scope and does not provide a detailed economic development or strategic plan. It focuses on defining types of economic activity that are compatible with the town's long-term vision. It also identifies the Town's strengths in attracting and keeping those types of businesses, and weaknesses that may be keeping businesses from locating in the town.

### DESIRABLE BUSINESSES

The business types shown in Exhibit A are generally consistent with the Town's vision. These activities range from very specific businesses to broad classes of business.

#### Exhibit A

- |                           |                          |
|---------------------------|--------------------------|
| • Farming                 | • Home occupations       |
| • Agricultural businesses | • Recreational & Tourism |
| • Nursery                 | • Veterinary services    |
| • Senior housing          | • Restaurant             |
| • Small Farm/Ag Retail    | • Bed & Breakfast        |
| • Neighborhood commercial | • Professional services  |
| • Construction            | • Auto repair            |
| • Landscaping             | • Convenience store      |
| • Daycare                 |                          |

### GOAL:

Foster a local economy that is sustainable, where the economy grows, the community is enhanced, and unique and important resources are respected and protected.

### OBJECTIVES:

1. Maintain farming as a viable source of income.
2. Encourage the maintenance of existing full-time jobs.
3. Increase coordination and integration of regional economic development activities.

### POLICIES:

1. Encourage development of small to medium-sized desirable businesses within designated business areas and consistent with the land use portion of this plan. (See Exhibit A)
2. Promote the retention of existing, approved businesses within designated business areas and consistent with the land use portion of this plan.
3. Promote economic development and redevelopment opportunities that fit into the community's vision.
4. Locate complimentary land uses together to maximize overall economic function.
5. Work with Dane County to ensure that the County's land development regulations allow home-based businesses in residential and agricultural districts where appropriate.



6. Establish policies regarding square-footage, traffic, lighting and design for all commercial and institutional uses and incorporate them into a future update of the town comprehensive plan.
7. Redirect commercial or institutional development requiring public sewer, water, public transportation or other services to an Urban Service Area.
8. Work with Dane County to amend the zoning ordinance to allow a wider range of home-based businesses and cottage industries as conditional uses.
9. Investigate potential for future economic development opportunities, and look for new ways for existing businesses to grow in a way that is consistent with the overall goals and objectives of the plan.

### ENVIRONMENTALLY CONTAMINATED SITES

According to the Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment, there are 7 mitigated and closed contaminated sites and one conditionally closed site in the Town of Pleasant Springs. Most of the sites involved a spill of petroleum product(s) and some level soil contamination. Any proposed new development on these sites should be carefully reviewed to ensure the site has been remediated consistent with state and/or federal environmental regulations. Prior to approval of any development, the town board should issue a finding that any such development will not negatively impact the public health, safety, or welfare. The sites are shown on maps available through the WI Department of Natural Resources Solid and Hazardous Waste Information System website: <http://dnr.wi.gov/topic/Brownfields/wrrd.html>

### APPLICABLE ECONOMIC DEVELOPMENT PROGRAMS

*Tax Increment Financing (TIF):* Recently made available to towns, TIF is a tool for financing local economic development projects. As outlined in Wis. Act 231, town governments may utilize TIF to encourage agricultural, forestry, manufacturing, or tourism projects within their jurisdictions. Details about the specific requirements of the law can be found at: (<https://www.revenue.wi.gov/Pages/Form/govtif-townbase.aspx>)

*Dane County Community Development Block Grant Program:* This program provides funds for eligible economic development projects such as business counseling, education for small business owners, and loans. (<https://cdbg.countyofdane.com/>)

*Community Development Investment Program:* This program supports urban, small city, and rural community re/development efforts by providing financial incentives for shovel-ready projects with emphasis on, but not limited to, downtown community-driven efforts. (<http://inwisconsin.com/community/assistance/community-development-investment-grant>)

## CHAPTER 7: INTERGOVERNMENTAL COOPERATION

Given the number and range of public and quasi-public entities that can affect the lives of town residents, intergovernmental cooperation is a very important consideration in this plan. Cooperation can take many forms. Relationships may be informal, or may be expressed in a legally binding agreement. Most intergovernmental cooperation is done for the purpose of delivering services or exercising joint powers. Some cooperation is undertaken to receive services or make cooperative purchases.



Intergovernmental relations can be described as vertical or horizontal. Vertical relationships are those linking a municipality to governments of broader jurisdiction. For example, the relationship between a local unit of government to the state and the federal government is vertical. Actions of one, often have a direct bearing on the others. For the most part, this relationship occurs in a top down fashion. For example, when the state adopts a statewide policy plan, it in essence directs future activities with counties, villages, cities, and towns.

Horizontal relationships describe the town's connection to neighboring towns and to other nearby communities. Together, these relationships cut across each of the functional elements of this plan.

*Adjacent Towns:* The Town of Pleasant Springs shares borders with the Towns of Christiana, Dunn, Dunkirk, and Cottage Grove.

*Adjacent Cities and Villages:* The City of Stoughton, population 12,819, is located adjacent to the south-eastern and south-central portion of the Town. The Town is located less than 5 miles from the City of Madison and Village of McFarland. Town residents often commute to the Villages of McFarland, Cottage Grove or the Madison Metropolitan Area for shopping, jobs, and entertainment.

*Dane County:* The Town relies on a number of Dane County ordinances to regulate land use in the Town. Currently, the Town uses Dane County's zoning ordinance, floodplain zoning ordinance, land division / subdivision ordinance, erosion control / stormwater management ordinance, and shoreland/wetland zoning ordinance. The Town continues to maintain a good relationship with Dane County departments.

*School Districts:* The Town is served by the Stoughton, McFarland, and Cottage Grove school districts.

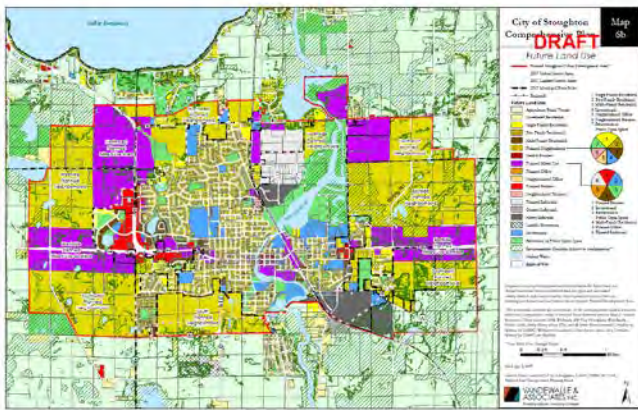
*Capital Area Regional Planning Commission:* The Capital Area Regional Planning Commission (CARPC) was created on May 2, 2007 to serve as the regional planning and area wide water quality management planning entity for the Dane County region. Its responsibilities include approval of urban service areas and delineation of environmental and open space corridors. The Commission is composed of thirteen Commissioners appointed by the Mayor of the City of Madison (4), the Dane County Executive (3), the Dane County Cities and Villages Association (3), and the Dane County Towns Association (3).

*Relevant State Agencies:* The Wisconsin Department of Natural Resources (DNR) and Dane County own a substantial amount of land in the town. The Wisconsin Department of Transportation (WISDOT) manages US 51 and Interstate Highway 90/39. The town also participates in the Department of Agriculture Trade & Consumer Protection (DATCP)'s Farmland Preservation Program which provides annual tax credits to eligible and participating farmers.

## EXISTING OR POTENTIAL CONFLICTS

Neither the City of Madison or Village of McFarland show any future growth areas into northern portions of the town in their respective comprehensive plans, due in part to the presence of environmental corridors and numerous other development factors that make urban growth unrealistic in the area.

The adopted comprehensive plan for the City of Stoughton, however, shows a significant amount of projected expansion into the Town of Pleasant Springs within the next 20 years. The city's 2012 comprehensive plan depicted future growth into the town focused on the city's Northeast boundary expanding into sections 33 and 34 by approximately 285 acres. The city's 2017 comprehensive plan update shows substantial additional expansion into that area totaling approximately 735 acres of town land - a 60% increase in future growth on the city's northeast side over the 2012 plan. The new development area is depicted north of Skaalen Road and east of Spring Road. The city's plan calls for both mixed uses and also a "Northeast Planned Neighborhood" in that area. By contrast, the town plan designates the entire area as either Agricultural Preservation or Agricultural Transition.



Stoughton's 2017 plan update shows additional new areas of future urban growth into sections 31 and 32 of the town totaling approximately 180 acres. The plan shows the northern boundary of the city extending approximately ¼ mile north of County Highway B between Williams Drive on the east all the way to US 51 on the west. A "Northwest Planned Neighborhood" would encompass the majority of this future growth area. A small area of planned business and mixed uses is shown near the intersection of US 51 and County Highway B. The town plan designates the area lying north of County Highway B as Agricultural Preservation, and the area around the US 51 / Highway B intersection as Rural Mixed Use.

Stoughton has also expanded its future growth area to the west by roughly 800 acres, or 55%, over the 2012 plan. A total of approximately 1,450 acres is shown as future urban growth on lands currently in the towns of Dunn, Rutland, and Dunkirk. The Wisconsin state Department of Administration projects the population of Stoughton will be approximately 14,080 by 2040, representing an increase of 1,261 people or 10% over the next 23 years. The city's demographic analysis considers scenarios based on a variety of historic trends, finding that the city's 2040 population could range anywhere from 14,080 to over 34,000 people. The analysis concludes that, *"Actual future population will depend on market conditions, attitudes and policies about growth, and development regulations – usually applied in incremental decisions about annexation, zoning and platting."* It is apparent that the city's future land use plan is based on a rather optimistic view and significant rate of growth.

It's unclear if the City's aggressive future growth plans will be borne out in reality over the next 20 years. Nonetheless, the amount of planned future growth could present a potential source of conflict between the town and city. The town intends to monitor the city's growth and will seek to work with the city to ensure that any future development is done efficiently and in manner that respects the town's land use goals, objectives, and policies as outlined in this plan.

From 2012-14, the town of Pleasant Springs participated in the CARPC-lead *Stoughton Future Urban Development Area* planning study along with the city, and neighboring towns of Dunkirk, Dunn, and Rutland. The resulting plan includes a variety of recommendations to address issues of common concern between the communities.

## INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES

### GOAL 1:

Encourage intergovernmental cooperation.

### OBJECTIVES:

1. Increase coordination with adjoining jurisdictions, the county, and those state agencies having a direct impact on the future of the Town.
2. Minimize costs and maximize services for residents by cooperating with other units of government.
3. Work with the city of Stoughton and neighboring towns to implement applicable recommendations of the Stoughton Future Urban Development Area Plan.

### POLICIES:

1. Maintain regular contacts, both formal and informal, with nearby municipalities, the school district, special districts, and other government entities to discuss common issues and opportunities for beneficial partnerships. Continue Pleasant Springs' participation in the regular "quad towns" meetings with representatives from Dunn, Rutland, Dunkirk.
2. Provide information to adjoining jurisdictions in a timely manner as may be requested.
3. Provide surrounding jurisdictions the opportunity to review and comment on proposed amendments to this plan.
4. Work with adjoining jurisdictions to save money and create efficiencies in the provision of public services by sharing resources, facilities, and services.
5. Develop and maintain a listing of all active and terminated intergovernmental agreements.
6. Send a letter to the plan commissions of the adjoining jurisdictions to propose periodic meetings to talk about issues of common concern.
7. Work cooperatively with the city of Stoughton to explore a cooperative planning effort and/or boundary agreement that address areas of conflict between the town and city plans, with particular attention given to the area north of County Highway B lying between US 51 and Williams Drive, which was identified as a future growth area in the city's 2017 comprehensive plan update.

### GOAL 2:

Reduce the impacts of annexation to neighboring jurisdictions.

### OBJECTIVE:

Work with neighboring cities and villages to ensure the town retains as much land as possible.

### POLICIES:

1. Periodically inventory the land available to accommodate anticipated growth.
2. Work to obtain a boundary agreement with neighboring cities and villages.
3. Explore the potential use of conservation easements in particular areas of the town as a means of preserving farmland and ensuring community separation.

4. Work with Dane County regarding Smart Growth Plans and the impact they are having on Dane County's rural landscape.
5. Continue to actively participate in formal public hearings, workshops, committees and other outreach opportunities sponsored by other governmental units, including Dane County, the Capital Area Regional Planning Commission, the City of Stoughton, surrounding towns and state and federal agencies.
6. Provide formal comments and recommendations on proposed municipal, county or state plans, regulations or infrastructure improvements that have the potential to affect the Town of Pleasant Springs.

## CHAPTER 8: LAND USE

### INTRODUCTION

The Town of Pleasant Springs is located in a picturesque area of Dane County that offers many opportunities. The town generally has a rural character, with many fine farms on productive agricultural soils. Urban influences are increasing with the City of Madison only a few minutes away via Interstate 39/90, which crosses the northern part of the town. To the south, the City of Stoughton continues to annex productive farmland from the town. The western portion is dominated by Lake Kegonsa, development around the lake, and Lake Kegonsa State Park. Lake Kegonsa, which is the fourth of the Yahara River's chain of lakes, provides recreational opportunities to many residents and visitors.

Over the years, a number of developments have been created within the town. These developments result in greater demand for public services. While the town is not opposed to growth and development, there is concern that such development be properly planned and located. The town has adopted subdivision and land division ordinances to ensure planned growth and development. Other concerns include preservation of agricultural land; protection of sensitive environmental areas, especially as they relate to Lake Kegonsa and the Yahara River; and encouragement of wise and efficient use of other resources.

The town was one of the first in Dane County to begin participating in the state's farmland preservation program, adopting the county's state-certified farmland preservation zoning district (A1-EX Exclusive Agriculture) on June 6, 1978. The adoption ensured that preservation of farmland and rural character became the single most significant and unambiguous statement of land use policy for the town. Further, the Plan Commission and Town Board have been diligent in the application of the adopted policies and guidelines of the Town of Pleasant Springs Land Use Plan. First written and adopted in October 1978, and subsequently amended in September 2002, the town's original land use plan established the goals, objectives, and policies that have protected the town's rural character and quality of life for over 3 decades. The original land use plan was adopted in its entirety, providing the foundation for the town's comprehensive plan, which was adopted in 2006 and most recently updated in 2016-17.

The land use objectives and policies for the Town of Pleasant Springs provide direction for citizens and officials in making decisions about future growth and development. The town's land use policies range in nature from general to highly detailed.

The policies have been closely coordinated with relevant provisions of the Dane County Code of Ordinances. The policies are considered in combination with other appropriate policies, and follow the various land use regulatory powers granted to the several levels of government.

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### Pleasant Springs Land Use Quick Facts\*

Land area: 21,085 Acres	Residential: 1,223 Acres	Recreational: 744 Acres
Agricultural: 12,207 Acres	Commercial: 66 Acres	Woodlands: 1,796 Acres
Wetlands/Floodplains: 4,770 Acres	Trans/Util/Communications: 1,171 Acres	Open: 3,501 Acres

\*Totals as of June, 2017





## DEVELOPMENT FACTORS

A wide range of factors will ultimately affect land use in Pleasant Springs. A number of these are naturally occurring, such as wetlands, hydric soils and navigable waterways. These and other environmental features affecting land use in the town are depicted on various maps attached to this plan.

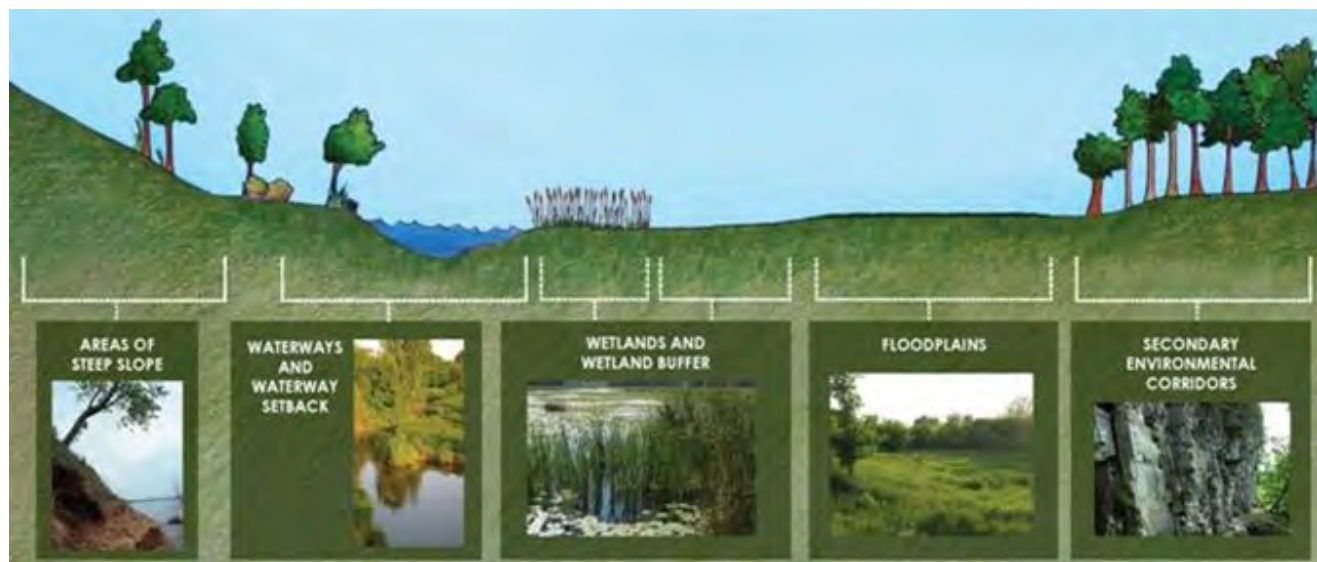
Wetlands and floodplains are found along the Yahara River, and throughout various other areas of the town. In addition, hydric soils are found in many other areas. Hydric soils are defined as soils that are formed under conditions of saturation, flooding or ponding long enough during the growing season to develop anaerobic conditions in the upper part. They are one of three criteria used for delineating wetlands, therefore the presence of hydric soils indicates that the presence of wetlands should be considered.



Some smaller areas having steep slopes, or slopes greater than 12 percent, are also found throughout Pleasant Springs. Although these slopes do not prohibit development, they create additional considerations including a greater need for post-development erosion control, and issues with road construction, maintenance, and safety. It is also important to recognize that areas with slopes greater than 12 percent are typically designated as environmental corridor at the time the land is brought into an urban service area.

The majority of the town is considered prime farmland, based on soil characteristics as classified by the U.S. Department of Agriculture, Natural Resources Conservation Service according to their suitability for growing most kinds of field crops. Soils are grouped into 8 different classes; Class I, II, and III are considered prime farmland.

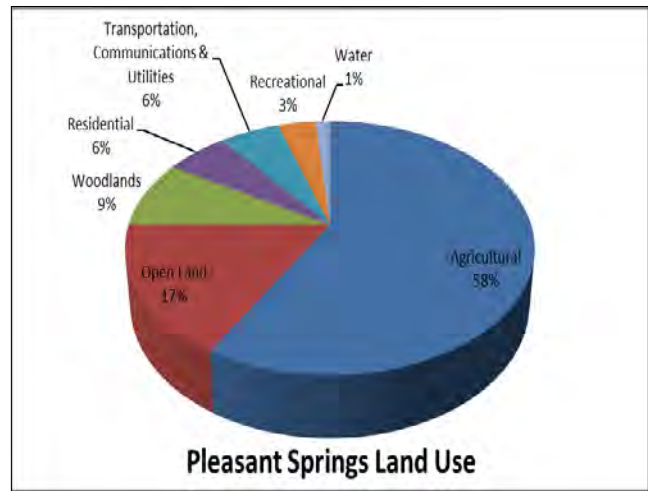
A small area of the town, adjacent to Stoughton, is designated as environmental corridor. Environmental corridors, as delineated by the Community Analysis and Planning Division of the Dane County Planning and Development Department, are systems of open space within the urban service area that include environmentally sensitive lands, natural resources requiring protection from disturbance and development, and lands needed for recreation and open space. These areas are delineated to help local governments and other agencies make decisions regarding the location of development.



## GENERAL LAND USE GOALS, OBJECTIVES, AND POLICIES

The Town of Pleasant Springs is blessed with productive farms, diverse natural resources, quiet neighborhoods, and a picturesque rural atmosphere. The predominant land use in the town is agriculture. Residents value the rural lifestyle and landscape. As illustrated by the survey results, Town residents want to retain and enhance these characteristics long into the future.

The following land use goals, objectives, and policies reflect these desires and are designed to ensure the long term quality of life in the Town by preserving farmland, protecting environmental resources, and growing in a responsible, well planned manner while respecting the property rights and responsibilities of landowners.



### GOAL:

The Town of Pleasant Springs' primary land use goal is to maintain the quality of life in the town by preserving productive farmland and the rural character of the town.

### OBJECTIVES:

1. Avoid siting incompatible land uses in proximity to one another, and minimize the negative effects of incompatible land uses that adjoin each other.
2. Limit residential, commercial, and other types of development to a scale and density compatible with the rural character of the town.
3. Preserve productive agricultural lands.
4. Preserve the rural character of the town.
5. Increase cooperation with governmental agencies regarding implementation of farmland preservation policies and the tax credit program, including possible establishment of an Agricultural Enterprise Area (AEA) in the future.
6. Discourage extensive urban growth around the lake and river to avoid the deteriorating effect of urban runoff on water quality and the need to provide additional public services.

### GENERAL POLICIES:

1. Establish residential density policies and regulations that result in the protection of valued resources and recognize existing physical limitations (e.g., woodlands, water).
2. Preserve environmental corridors (defined as linear areas in the landscape containing concentrations of natural resource amenities, as well as scenic, recreational, and historic resource amenities.)
3. Protect scenic vistas and slopes over 12% by restricting development in these areas.
4. Require that rezoning or development proposals comply with all applicable provisions of this plan.
5. Establish land use review procedures that ensure town officials and residents are adequately informed when making decisions on land use proposals, particularly larger scale projects that could have impacts on neighboring properties or the town as a whole. Such procedures may include, but are not limited to, pre-application meetings, notification of, and opportunities for public and neighborhood input, project-specific submittal requirements, development of neighborhood or project plans, assistance from independent outside experts/consultants, ongoing consultation throughout project, and any other requirements deemed necessary to ensure the town has adequate information upon which to conduct its review.

6. The cost of land development shall be the responsibility of the developer. Costs may include, but are not limited to, preparation of site plans, developer's agreement, town legal fees, parkland dedication fees, survey instruments, sewer service / utility extensions, and road or other necessary or required improvements.
7. Buffer areas or screening may be required between incompatible land uses to minimize potential negative effects. Buffers may include areas of open space, landscaping, fencing/screening, noise abatement, or lighting restrictions.
8. Continue to enforce the Uniform Dwelling Code.
9. Apply siting and design criteria to ensure development projects are aesthetically pleasing and protect the public health, safety, and welfare. Particular attention will be paid to the siting and design of residential and/or commercial projects proposed in community entryways or other areas of high visibility within the town.
10. Encourage the preservation of important views and landmarks in order to maintain visual character and reinforce community identity. Development should be directed away from prominent vistas, historic structures, century farms, cemeteries, and other natural features or landmarks that contribute to the rural character of the town.
11. Ensure that development of new communication towers is consistent with Dane County's ordinance regarding the procedure and standards for the placement, construction, or modification of communication towers, and with all applicable local, state, and federal laws. Towers should be sited in a manner that minimizes the aesthetic and environmental impact on surrounding property and the rural character of the town in general. The town may consider the potential visual and aesthetic impact of a proposed tower site as one of many factors when acting on a tower Conditional Use Permit application. The town may also apply other applicable siting criteria and standards when reviewing proposals.
12. Implement and enforce the provisions of this plan **consistently**.
13. In keeping with the objective of preserving farmland and rural character and limiting non-farm residential use to a low density, generally single-family residential zoning is appropriate. Housing options that accommodate an aging population, including accessory dwelling units and two-family (duplex and/or condominium) use of existing large houses, may be allowed if such proposal protects the rural character of the town, complies with the density standard of the applicable planning area, and satisfies the criteria detailed in the housing element. Since most duplex conversions will involve farmhouses, the Plan Commission and Town Board will have to apply judgment in applying the criteria to specific houses and associated farm buildings.
14. Promote residential development patterns along county highways or town roads that protect the use of roadways for moving traffic and provide an aesthetically pleasing design for low-density rural development.
15. Follow the density standards established by this plan for each of the planning areas identified on the future land use map.
16. Follow the development siting standards and criteria of this plan and abide by the town's goals, objectives, and policies for natural resource protection found in chapter 5 of this plan.

### DEVELOPMENT SITING STANDARDS AND CRITERIA

Any proposed development shall comply with the following siting and design requirements. Other requirements may apply to specific proposals as indicated elsewhere in this plan.

1. The minimum parcel size is one (1) acre for new residential development, unless it is in the sewer district.
2. Roads or driveways should avoid crossing agricultural land to reach non-farm development. Generally, "flag lots" or layouts requiring long access roads are discouraged, unless necessary to promote the town's farmland preservation objectives and access the most appropriate building site.
3. Development shall be directed away from soils classified as "prime farmland," "farmland of statewide significance," those areas shown as having severe or very severe limitations for septic tanks (as shown on soils maps), and hydric ("wet") soils. Discretion may be used for sites that consist entirely of soils classified as "prime farmland" or "farmland of statewide significance."
4. No development shall be permitted within the 100-year floodplain of any navigable waterway in the town.

5. Development within environmental corridors, sensitive environmental areas (e.g., wetlands, woodlands), and on slopes in excess of 12% shall be strongly discouraged.
6. The following additional considerations and standards may apply to proposed development. They are intended to promote safety, environmental protection, farmland preservation, and rural character, and to protect neighboring property owners:
  - a. Erosion control and/or stormwater management measures
  - b. Light pollution control (e.g., shrouded lighting)
  - c. Noise abatement measures
  - d. Site design and location (e.g., homesite location/building envelope)
  - e. Landscaping or screening (e.g., natural or man-made buffers between incompatible uses)
  - f. Driveway design, distance, and location

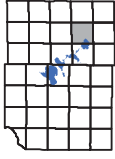
## OVERVIEW OF LAND USE PLANNING AREAS

The table below provides an overview of the town's various land use planning areas, which are delineated on the *Future Land Use Map*. The goals, objectives, and policies contained in the text of this chapter for each planning area apply to the corresponding geographic area shown on the *Future Land Use Map*.

PLANNING AREA	GENERAL DESCRIPTION
Agricultural Preservation Area	Farming and open areas are the predominate uses in this area. Non-agricultural development is limited and governed by the Town's 1 per 35 acre rule. Creation of new lots will undergo a rigorous review to minimize impacts on the environment and loss of farmland.
Agricultural Transition Area	The Agricultural Transition area includes productive agricultural lands as well as existing residential neighborhoods. In addition to encompassing some high quality farmland, these areas provide community separation between neighboring municipalities that are anticipated to experience growth pressure over the next 20 years. The Agricultural Preservation area policies, including the density policy, shall apply within this area with an emphasis on maintaining community character.
Lake Kegonsa & Lower Yahara River Residential Area	This planning area covers much of the area in the vicinity of Lake Kegonsa and Yahara River. The area corresponds to boundaries of the Pleasant Springs Sanitary District (PSSD), which provides sanitary sewer service to several existing residential subdivisions surrounding the lake and river. The primary goal for the area is to protect water quality and promote the efficient use of public infrastructure.
Interstate Interchange Area	This planning area is designed to provide opportunities for limited retail and highway-related commercial development that provide goods or services required by town residents, or uses that require a rural location with access to the county highway network and interstate. This planning area is not intended to accommodate any major commercial development requiring the full range of urban services (sewer, water, fire, police).
Rural Mixed Use Area	The Rural Mixed Use planning area is designed to accommodate a mix of agricultural uses, rural residential uses, and limited family-run rural business uses requiring a rural location and access to the County Trunk Highway network. Establishment and operation of rural businesses in this area should be compatible with the rural character of the town and existing, neighboring land uses.
Resource Protection Overlay Area	The Resource Protection Area is an overlay planning designation that corresponds to sensitive environmental features, including lakes, rivers, perennial and intermittent streams and drainageways and their associated floodplains, wetlands. The designation also includes significant woodlands and areas of steep slope topography over 12% grade.



# Town of Pleasant Springs



## Future Land Use

### Land Use Planning Areas

- Lake Kegonsa & Lower Yahara River Residential Area
- Interstate Interchange Area
- Rural Mixed Use
- Transitional Agriculture
- Farmland Preservation

- Resource Protection Overlay \*

- Proposed Off-road Bicycle and Pedestrian Trail

#### Bike Path

- Existing

- Proposed

- Municipal Boundary

\*The Resource Protection Overlay is comprised of Wetlands, 100 Year Floodplain, Surface Water, areas within 75 feet of Surface Water, steep slopes as identified in the community land use plan.

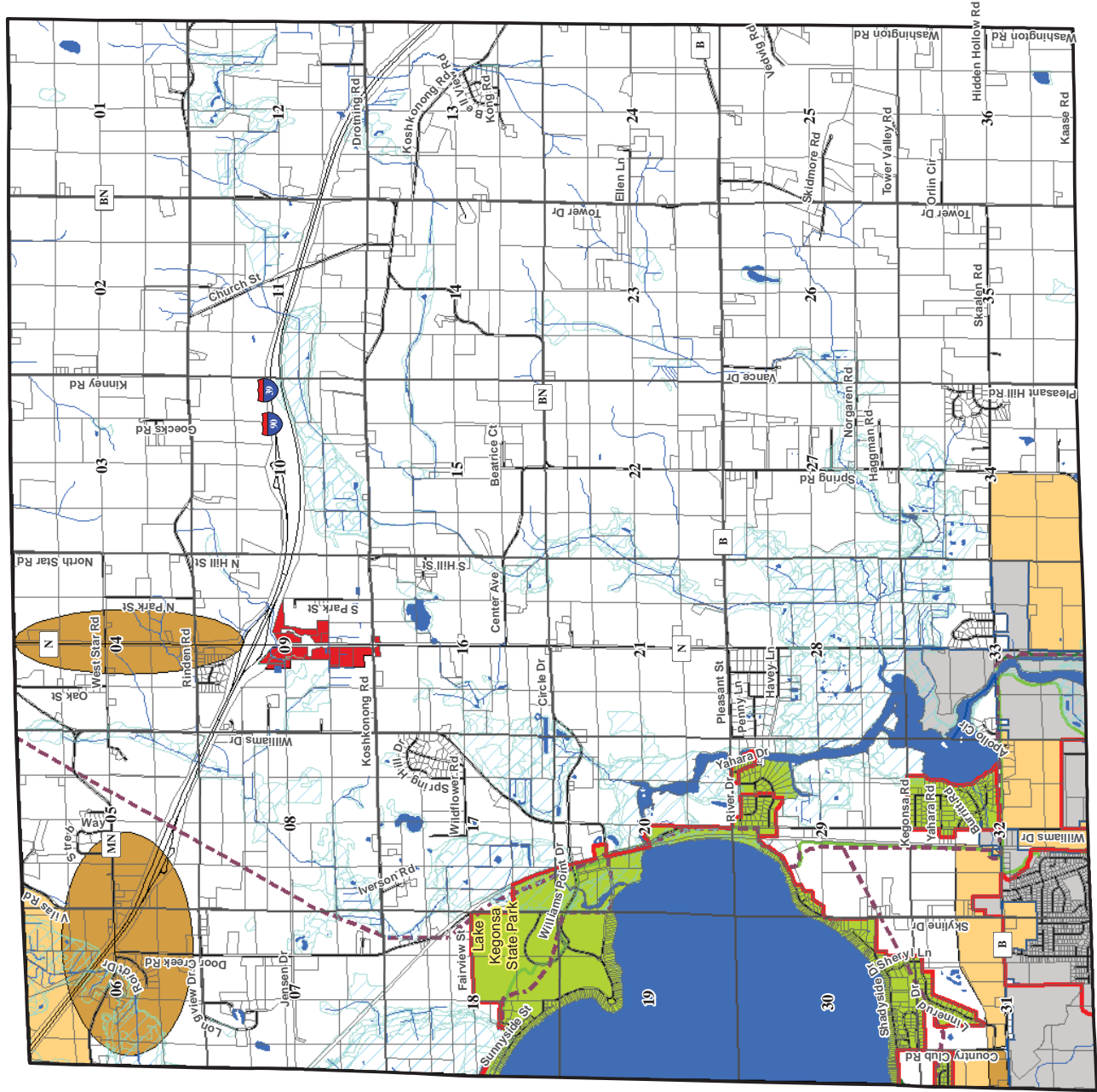
Jul., 2017



0 0.25 0.5 1 1.5 2 Miles

Source Info:  
Urban Service Area: 2017, (CARPC)  
Municipal Boundary: 2017, (DCPD)  
Tax Parcel Boundary: 2017, (DCPD)  
Zoning: 2017, (DCPD)

This map was prepared through the Dane County Department of Planning and Development in conjunction with the Dane County Land & Water Resources Department, Dane County Land Information Office and the Capital Area Regional Planning Commission



## AGRICULTURAL PRESERVATION AREA

### DESCRIPTION

The Town has established the Agricultural Preservation Area as a means of preserving agricultural lands and rural character throughout the town while providing opportunities for limited non-farm development. This designation will also serve to promote continued investment in agricultural operations by ensuring that incompatible land uses are directed to areas that will minimize interference with farming activities.



The primary land use policy within this area is the density policy, which limits the density of development to one residence or other non-farm development to one unit per 35 gross acres, as detailed under the density policy, below. This area encompasses the most land within the town and includes productive farmlands, farm dwellings and other agricultural land uses, pastureland, woodlots, and scattered non-farm single family dwellings. The policies for this area allow for a limited amount of non-farm residential and commercial development in keeping with the overall goals and objectives of the town to preserve agriculture and rural character.

### GOAL:

Preserve as much prime agricultural land in the town as possible and support existing farm operations.

### OBJECTIVES:

1. Limit non-farm residential development to a low density and investigate land use tools like Transfer of Development Rights.
2. Apply farmland preservation policies as the primary determinant in future zoning and other land use decisions.
3. Cooperate with governmental agencies in implementing farmland preservation policies and the tax credit program.
4. Implement land use measures that will discourage and prevent non-farm development in the agricultural preservation area.
5. Continue to make decisions that are consistent with maintaining eligibility for those farm operators who participate in the tax credit program.
6. Consider establishing an Agricultural Enterprise Area in the town to encourage long term preservation of agricultural land.

### POLICIES:

1. Residential and other non-farm development is limited to those areas with soils not classified as prime farmland or of statewide importance and those areas not shown as having severe or very severe limitations for septic tanks (as shown on soil maps). Development shall comply with the town's siting standards and criteria detailed below.
2. The density is limited to one lot, residence, or other countable non-farm use (also referred to herein as "split", or "density unit") per thirty-five (35) gross contiguous acres of land owned as of June 6, 1978. This is the date when farmland preservation zoning was enacted in the Town of Pleasant Springs. The following details shall be used to implement the density policy.
  - a. **Rounding:** This policy is meant literally with no fractions allowed. For example, a 100 acre original farm unit would be eligible for 2 density units, not 3.
  - b. **Determining original farm acreage:** The 1978 Rockford Maps plat book shall be used as a guide to determining original farm ownership. The current year tax records shall be referenced to determine the gross acreage of the

contiguously owned property as of June 6, 1978. Lands separated by a road or other public right of way, or land touching at a single point, are considered contiguous for the purposes of determining original farm acreage. Gross acreage may include land in road or other public rights-of-way. The town will consider detailed survey information, or historical tax record data, if the contiguous acreage determination is disputed.

- c. **Original farm residences:** Any residences, farm or non-farm, count toward the one lot or residence per thirty-five (35) gross acres overall density.
  - d. **Other development:** Other development may also count toward the density limitation. The following shall be counted as a density unit:
    - I. Communication towers.
    - II. Any commercial development in the agricultural preservation areas or transitional agriculture area requiring a rezoning out of a certified farmland preservation zoning district. The Town Plan Commission and Board shall apply discretion when considering whether or not commercial zoning changes occurring prior to 2006 count against the density limitation.
    - III. Land sales and division or easements granted to public entities (e.g., Dane County Parks, US Fish & Wildlife, WISDOT, WIDNR) shall count against the density policy unless sufficient evidence is provided documenting that the sale, division, or easement did not involve a density unit.
    - IV. Residences for farm owners or operators.
  - e. **Annexed lands:** Lands annexed to a city or village shall lose all eligible density units afforded under the town density policy. Lands for which an annexation petition has been filed shall have all eligible density units afforded under the town density policy frozen and unavailable for any action. Lands for which an annexation petition has been filed, and subsequently denied by the city or village, shall be removed from abeyance (unfrozen) and again made available for action under the terms of the town's density policies. The amount of land annexed, or proposed for annexation, to a city or village shall be subtracted from the original 6/6/78 farm unit when determining the remaining eligible density under the density determination procedure. For example, if 20 acres of a 105 acre original 6/6/78 farm (3 splits) is annexed to a city or village, the density calculation will be based on 85 acres (2 splits).
  - f. **Documentation required:** For proper tracking of splits from "original farmsteads" as of June 6, 1978, land sales should be accompanied by a note on the deed, affidavit, or separate agreement filed with the register of deeds indicating if the sale includes a split, and if so, how many according to the town of Pleasant Springs's policy. Prior to such sales, property owners or prospective buyers are strongly encouraged to contact Dane County and the town for review and consultation.
  - g. **Agricultural lots:** Proposed rezonings to the county's Small Lot Exclusive Agriculture zoning district shall not count as a split, provided such lots are associated with a permitted residential lot, or are part of an active farm operation.
3. The town has adopted the following policies to deal with "substandard", parcels that are less than 35 acres in size and zoned A-1EX (farmland preservation), and in existence and unaltered since 6/6/1978.
    - a. Vacant, legal, substandard A-1EX zoned parcels between 1 and 35 acres in size in existence since 6/6/1978 are permitted to rezone to an appropriate district to allow one single-family home, provided that the property has suitable soils for a septic tank absorption system, and can meet the town's development siting criteria.
    - b. Substandard parcels with an existing residence are not permitted to divide.
    - c. Illegally created parcels and substandard parcels are not permitted to divide.
    - d. Illegally created parcels with an existing residence may be permitted to rezone to an appropriate district to bring the parcel into compliance.
    - e. Building rights of a substandard parcel cannot be transferred to another parcel.
  4. The town has adopted the following policies to deal with "substandard" parcels that are less than 35 acres in size and zoned A-1EX, and have been in existence since 6/6/1978 and have been combined with other lot(s) to form a conforming zoning lot of greater than or equal to 35 acres in size.



- a. Based on the June 6, 1978 legal substandard status, the density unit remains with the once substandard parcel and may not be transferred to another parcel.
- b. Vacant, legal, substandard A-1EX zoned parcels between 1 and 35 acres in size in existence since 6/6/1978 are permitted to rezone to an appropriate district to allow one single-family home, provided that the property has suitable soils for a septic tank absorption system, and can meet the town's development siting criteria.
- c. Substandard parcels with an existing residence are not permitted to divide.
- d. Illegally created parcels are not permitted to divide.
- e. Illegally created parcels with an existing residence may be permitted to rezone to an appropriate district to bring the parcel into compliance.
- f. Substandard parcels that are bisected by a road, are considered contiguous for the purposes of this policy and are eligible for only a single building site (if vacant). Such substandard lots bisected by a road with an existing residence are not eligible for division or further residential development.

## Dane County Density Analysis

5. Landowners proposing to divide land for residential or other development will be required to obtain a "density analysis" from the Dane County Department of Planning and Development to determine how many, if any, splits are available. This information will be used by the Town when reviewing development proposals. Any costs incurred in the process of determining possible density are the responsibility of the applicant.

IMPORTANT NOTE: ACREAGE VALUES AND OWNERSHIP HEREIN ARE DERIVED FROM HISTORICAL AND CURRENT RECORDS LOCATED AT THE DANE COUNTY DEPARTMENT OF PLANNING AND DEVELOPMENT (E.G. GIS, PLAT BOOKS, ZONING PERMIT DATA, CSM'S, ETC.). DENSITY POLICIES VARY AMONG TOWNS AND MAY REQUIRE INTERPRETATION.

Public Hearing Date	3/28/2017	Petition Number	11100	Applicant	Jason Perry
Town	Pleasant Springs	A-1EX Adoption	6/6/1978	Orig Farm Owner	John Bickley
Section	29	Density Number	35	Original Farm Acres	63.47
Density Study Date	2/2/2017	Original Splits	1.81	Available Density Unit(s)	0

Reasons/Notes:  
The property totaled 69 "gross" acres as of June 1978, making the property eligible for one dwelling unit. The existing home on parcel #061129485000 counts as the one home allowed. Proposed separation and replacement consistent with town policies.

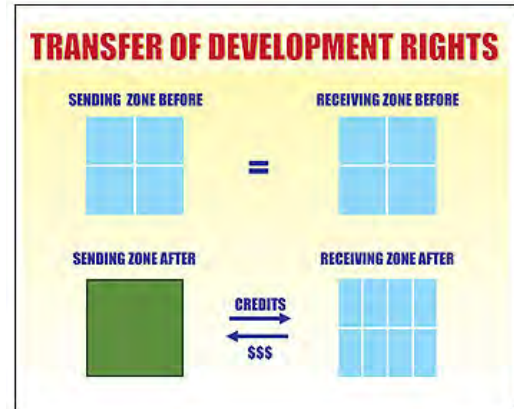
Note: Parcels included in the density study reflect farm ownership and acreage as of the date of town plan adoption, or other date specified. Density study is based on the original farm acreage, NOT acreage currently owned.

6. The town will follow the density determination procedure outlined in Appendix A.
7. Commercial development within the Agricultural Preservation Area is generally discouraged. Home based, limited family businesses may be allowed if compatible with neighboring uses and the rural character of the town. Any proposed commercial use must comply with the policies listed below.
8. Subdivisions are prohibited in the agricultural preservation area. A subdivision is defined as a division of a parcel of land where the act of division creates either: five or more lots, parcels or building sites of 35 acres each or less in area; or five or more lots, parcels or building sites of 35 acres each or less in area by successive divisions within a period of five years.
9. Proposals for a new farm residence must abide by the density policy of one residence per 35 acres owned in #2, above, the county's substantial income test, and the town's residential siting standards and criteria.

## LIMITED TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

### DESCRIPTION

To further the town's farmland preservation goals, limited transfers of density units between different June 6, 1978 farm units that are currently held in single ownership may be permitted subject to the following conditions, standards, and criteria. The town, at its sole discretion, may expand the TDR program to achieve the town's farmland preservation goals and objectives. For example, the town may choose to allow transfers of density units between properties owned by different parties, may identify specific receiving areas, or may institute density bonuses designed to incentivize participation in the TDR program. Any such expansion shall be subject to the town's land use review procedures. All of the following policies, criteria and standards must be met for favorable consideration of a proposed transfer under this policy.



### GOAL:

Preserve productive agricultural land by permitting limited transfers of density units to less productive lands.

### OBJECTIVES:

1. Promote the clustering of eligible density units on less productive agricultural land and/or land more suitable for development.
2. Provide opportunities for farmers and landowners to maintain large, continuous tracts of productive farmland by enabling the use of eligible density units on other lands under their ownership.

### POLICIES:

1. To be eligible to transfer a density unit, the sending and receiving June 6, 1978 farm units must be held in single ownership. Parcels under single/common ownership cannot be added together to yield an additional density unit. For the purposes of this policy, single (aka "common") ownership is defined as: "Contiguous parcels owned by one individual or by a family, partnership, corporation, or other legal entity, which family or entity includes that individual."
2. Transfers of density units under this policy shall be at a one-to-one ratio (i.e., one developable/buildable lot for each split transferred), and any such transfer must further the goal of preserving large tracts of quality agricultural land.
3. The town may consider, on a case-by-case basis, transfers of density units between different property owners, provided the sending property is located in the agricultural preservation area and the receiving property is located outside of the agricultural preservation area, or in an area adjacent to an existing rural subdivision.
4. Interested owners should notify the town clerk of their proposal.
5. Applicants under this provision will be required to attend a pre-application meeting between the owner and town and county representatives to discuss the proposal prior to consideration by the Town Plan Commission or Board.
6. Only properties within the town's Agricultural Preservation Area are eligible to transfer density units under this policy.
7. Lands annexed to a city or village, or lands within the future growth area of a city or village, are not eligible to transfer density units under this provision.
8. Parcels less than 35 acres as of June 6, 1978 cannot transfer a density unit under this policy. Such properties may be suitable receiving areas, provided the town plan commission and board make a finding that a proposal would fit with the character of the neighborhood and satisfies the town's standards and criteria for siting new development.
9. Land previously deed restricted to no further residential development can receive a density unit under this policy if the following criteria are satisfied:

- a. The deed restriction is removed as part of a rezoning petition.
  - b. The land is of poorer agricultural quality than the sending parcel.
  - c. The receiving parcel is not in the Transitional Agricultural Area.
  - d. The proposed transfer would further the town's overall goals for agricultural preservation.
10. The proposed transferring parcel must have a split available under the Town's Agricultural Preservation Area density policy based on contiguous ownership as of 6/7/78.
  11. Transfers under this policy that would result in a subdivision shall not be permitted.
  12. The proposed transferring (i.e., "sending") parcel must be able to minimally satisfy the Town's development siting criteria. The purpose of this policy is to ensure that only useable density units / splits are transferred – i.e., if a split can't be used due to environmental or other constraints, it does not forward the goals/objectives of the TDR program.
  13. The Town shall only consider proposed transfers that would protect productive agricultural land.
  14. Landowners proposing limited 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 June 6, 1978 farm units.
  15. Approval shall be contingent upon documentation being recorded on all of the affected parcels to track the transfer of density units. Such documentation may include notices indicating the sending and receiving properties involved, or deed restrictions prohibiting further residential development, if appropriate, to ensure compliance with the Town's density limitation. Applicants may be responsible for providing legal descriptions of the parcel(s) to be deed restricted.

### LIMITED TRANSFER OF DEVELOPMENT RIGHTS STANDARDS AND CRITERIA

1. The receiving parcel must be less agriculturally productive than the transferring parcel, and suitable for residential development. The proposed building site(s) on the receiving parcel must not be comprised entirely of Class I soils (as defined by the Dane County Soil Survey).
2. The soils of the transferring parcel must be Class I, II or III (as defined by the Dane County Soil Survey), and/or clearly have a history of past farming activity that would be negatively impacted by any proposed development.
3. 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 Standards and Criteria within the Agricultural Preservation Area.
4. The proposed transfer must not pose a potential conflict with existing agricultural activities on neighboring properties.

## COMMERCIAL DEVELOPMENT WITHIN THE AGRICULTURAL PRESERVATION AREA

### DESCRIPTION

The town has adopted the following goals, objectives, and policies regarding commercial development in the Agricultural Preservation Areas of the town. Although the town generally discourages commercial development in mapped agricultural preservation areas, the town acknowledges that limited, small-scale commercial uses may be appropriate in certain instances.

The town also recognizes that there may be requests for land extensive, or agricultural entertainment-related commercial activities in agricultural areas.

These may include golf courses, horse boarding or riding stables, dog kennels, veterinary clinics, wedding “party barns”, and other similar uses. Such proposals will be closely reviewed against the town’s overall goals, objectives, and policies for the Agricultural Preservation Area, as well as those listed in the section, below. All proposals will be carefully weighed against the potential for conflicts with existing, neighboring land uses.



The town does not intend to be urbanized or provide urban services to accommodate commercial uses. Therefore, the policies are designed to limit the size, intensity, and location of the uses. When businesses grow, they are expected to move to appropriately served urban service areas, since the town intends to remain rural.

### OBJECTIVES:

1. To consider home-based businesses, as well as limited, small commercial development compatible with rural and residential areas, consistent with the objective of preserving the rural character of the town.
2. To avoid “after-the-fact” commercial rezones out of agricultural or residential zoning districts due to non-compliance with the Dane County Zoning Ordinances and/or non-compliance with the Town Land Use Plan.
3. To not allow any major commercial development in the agricultural preservation area.
4. To protect the agricultural land, environment and roadway capacity in the town.
5. To avoid expenditure of public funds or incurring municipal debt for the provision of municipal services usually associated with commercial and industrial development.
6. To consider commercial rezoning requests only for specific development plans.
7. To consider recreational development that is compatible with rural and agricultural areas and consistent with the objectives of preserving the rural character of the town.
8. To limit certain recreation development (campgrounds and camping resorts) to existing facilities.

### POLICIES:

1. The town generally considers the county’s Rural Mixed Use / Transitional and LC-1 (Limited Commercial) zoning districts as the most appropriate to accommodate home-based business and limited commercial uses in the Agricultural Preservation Area.
2. Agribusiness uses will be considered only if:
  - a. A rural location is required to serve farms.
  - b. The proposed agribusiness must be in proximity to a resource.
  - c. No prime agricultural land is used.
  - d. Wastewater can be adequately handled with a soil absorption system.

Comment: There may need to be conditions or restrictions placed on any rezoning to ensure that the objectives are achieved.

3. Requests for recreational development will be required to submit a site plan of their proposal as well as a written request addressing the concerns noted below. Such uses may be allowed if limited to:
  - a. Those areas having less productive farmland.
  - b. Those areas with minimal impact on farming operations.
  - c. Those uses with minimal construction development, thus allowing future re-use as farmland.
  - d. Those uses and locations having a minimal effect on existing nearby uses.
  - e. Locations that have direct access to state or county highways. If town roads are involved, the applicant must demonstrate minimal impact to neighbors.
  - f. A size of area and magnitude of operation which protects the rural atmosphere and scenic beauty of the town.
  - g. Service facilities appropriate to the proposed use and to rural location.
4. Non-agriculture commercial uses will be considered if they are limited to small businesses that do not require use of prime agricultural land.
5. Limited commercial, or home-based family businesses must comply with the following standards and conditions:
  - a. The use must post minimal or no conflict with neighbors.
  - b. Only the minimal land area necessary should be rezoned to accommodate the proposed use.
  - c. Proposals accessing town roads shall be subject to a weight limit of 20 tons per vehicle.
  - d. Loading and outdoor storage areas shall be located out of public view and the view of adjacent properties, and appropriate screening shall be required when needed.
6. Signage for all commercial uses and home-based businesses in the Agricultural Preservation Areas shall be limited and shall be compatible with the rural character of the town. Conditional zoning approval may be used to limit signage.
7. The most appropriate zoning classification for limited commercial development is LC-1 (Limited Commercial). This zoning category accommodates a range of uses that are generally consistent with the rural and agricultural character of the town. Proposals requiring a Conditional Use Permit under the Dane County zoning ordinance shall be reviewed on a case-by-case basis and will generally be limited to home-based family businesses employing no more than 4 full time employees (FTE).
8. The town acknowledges that there are uses that may be consistent with the town's goals and objectives for farmland preservation and commercial and economic development that may not fit under the county's LC-1 zoning district. Such uses may include agricultural support services, small scale retail, or maintenance and repair of motor vehicles or equipment. Proposed uses requiring a more permissive commercial zoning district shall be closely reviewed and conditional zoning shall be utilized to ensure consistency with the town's goals, objectives, and policies for the Agricultural Preservation Areas.
9. Utilize conditional zoning to enforce town standards and criteria for commercial development. Such conditions may include, but are not limited to, restrictions limiting the range of permitted uses, signage, size/intensity of use, prohibit further division of parcels, landscaping/screening requirements, lighting, parking, ingress/egress, outside storage facilities, etc.
10. Avoid "after-the-fact" zoning changes to bring non-conforming commercial uses in an agricultural zoning district into compliance with the zoning ordinance. When reviewing such situations, the town shall determine whether the use is consistent with the goals, objectives, and policies of this plan.
11. Direct more intensive commercial development to mapped commercial or mixed use areas, around the I-39/90 / County Highway N, I-39/90 / County Highway MN, and US 51 and County Highway B intersections.
12. Industrial development shall not be permitted. Industrial development requires the full range of urban services and is not compatible with the town's rural character.



## MINERAL EXTRACTION WITHIN THE AGRICULTURAL PRESERVATION AREA

Mineral extraction activities can be a controversial land use issue. The town has developed the following policies to help ensure that any future proposed mineral extraction activity is carefully reviewed and considered in light of the overall goals and objectives for the agricultural preservation areas of the town. The town acknowledges the important role of Dane County, as well as the state and federal government in the review and permitting process for mineral extraction activities. The policies and procedures contained herein are designed to minimize potential land use conflicts by providing decision makers the information necessary to adequately review mineral extraction proposals. The town board may deny mineral extraction proposals that conflict with the goals, objectives, and policies of this plan or cannot meet the standards for approval in the Dane County zoning ordinance. Existing mineral extraction sites are shown on maps attached to this plan.

### OBJECTIVES:

1. To require that mineral extraction activities be conducted in a manner that minimizes negative effects on the environment, public infrastructure, and neighboring land uses.
2. Consider adopting a town mineral extraction licensing ordinance designed to protect the public health, safety, and welfare of town residents.

### POLICIES:

1. Prior to consideration by the town, landowners and/or their agent(s) seeking to obtain a Conditional Use Permit (CUP) for mineral extraction uses shall be required to provide the town Plan Commission and Board with 13 complete copies of the Dane County mineral extraction CUP application. This requirement shall include, but not be limited to, the operations plan, site plan, reclamation plan, as well as any other information deemed necessary or appropriate by the town at its sole discretion. Any and all costs for providing this information shall be the responsibility of the applicant.
2. As part of its review of the proposed mineral extraction use, the town will consider the same conditional use permit standards enumerated in the Dane County Zoning Ordinance.
3. To ensure these standards are satisfied, the town will consider limitations or conditions on various aspects of the proposed extraction activity. Examples of potential limitations/conditions include restrictions on hours of operation, blasting, improvements necessary for safe ingress/egress, erosion or stormwater control measures, environmental buffers, and/or privacy or security screening, fencing, landscaping, or berming.







## AGRICULTURAL TRANSITION AREA

### DESCRIPTION

The Agricultural Transition Area encompasses lands in the northwestern and southern portions of the town. This designation applies to land that generally faces higher growth pressure from neighboring municipalities. All Agricultural Preservation Area goals, objectives, and policies shall apply within this area until such time as the town is able to negotiate a boundary agreement or complete a cooperative plan with the city of Stoughton.

### GOAL:

Preserve farmland, open space, and rural character while exploring opportunities for well planned, responsible growth that promotes community separation and identity.



### OBJECTIVES:

1. Investigate and consider adopting land use measures like Purchase of Development Rights that could be used to maintain community separation with neighboring municipalities.
2. Protect the rural character of the town by preserving farmland and open space and discouraging extensive development in the Agricultural Transition Area.
3. Work with the city of Stoughton to identify mutually agreeable development scenarios for both the town and city in the area north of County Highway B.
4. Encourage orderly, compact, and efficient development patterns.
5. Communicate the town's goals and objectives for this area to neighboring municipalities.

### POLICIES:

The town will apply the same policies as Agricultural Preservation Area until such time as the town establishes a boundary agreement, cooperative plan, or other agreement with the city of Stoughton. Prior to any development, a detailed neighborhood plan shall be created and adopted for the area.

### DEVELOPMENT SITING STANDARDS AND CRITERIA

The town will apply the same development siting standards and criteria as Agricultural Preservation Area until such time as more intensive development may be proposed. Standards for any significant development proposal shall be addressed in a detailed neighborhood plan for the area.



## LAKE KEGONSA & LOWER YAHARA RIVER RESIDENTIAL AREA

### DESCRIPTION

The Lake Kegonsa & Lower Yahara River Residential planning area covers much of the area in the vicinity of Lake Kegonsa and is served by sanitary sewer service from the Pleasant Springs Sanitary District (PSSD). The district was established in 1989 with the objective of protecting the water quality of Lake Kegonsa and the lower Yahara River watershed. The district provides sanitary sewer collection and conveyance service to 516 residential and business customers located near Lake Kegonsa and the Yahara River within the Town of Pleasant Springs. The District owns and maintains approximately 33 miles of sewer lines, 9 lift stations and 55 grinder stations. Collected effluent is directed into the sewer system maintained by the Kegonsa Sanitary District #2 and is then ultimately transported to the Madison Metropolitan Sewerage District for treatment.

There are 25 undeveloped lots within the sanitary district that may be potentially suitable for new residential or neighborhood serving commercial development. According to PSSD officials, the district currently has sufficient capacity to serve a significant amount of additional development.

While it is recognized that having public sewer available makes a mixture of medium density housing development possible, only existing and infill development is anticipated at this time. There are no plans currently to expand the service area to accommodate additional development, though the town is considering a possible future expansion of the area as part of broader effort to accomplish farmland preservation goals while accommodating a modest amount of well planned growth.

### GOAL:

The primary goals for the Pleasant Springs Sanitary District are to protect water quality and promote the efficient use of public infrastructure.

### OBJECTIVES:

1. Future development must be kept in perspective with existing areas and avoid any excessive burden to the sanitary district. This will require the close coordination between the Plan Commission, Town Board, and Sanitary District commissioners to review such proposals with fairness and completeness.
2. To provide a public sewer system to serve existing development within the sewer service areas of Pleasant Springs.
3. To cooperate with Pleasant Springs Sanitary District, Kegonsa Limited Service Area, WDNR, Dane County Division of Community Analysis and Planning (or successor agency), and the Madison Metropolitan Sewerage District in the provision of sewer service to the sewer service areas.
4. To generally discourage extensive urban growth around the lake and river to avoid the deteriorating effect of urban runoff on water quality and the need to provide additional public services.
5. To plan only for the provision of sewer service in these areas and not a full range of urban services, since the primary purpose is to provide sewer service for health and water quality needs.
6. To require that replacement development is limited to a similar character and density to the existing development.
7. Work with the Capital Area Regional Planning Commission to explore expansion of the Service Area and Sanitary District so that sanitary sewer service is made available to existing residences west of the Yahara River in the vicinity of Williams Drive, including all of the lots in Rolling Meadows subdivision.
8. Coordinate with the Capital Area Regional Planning Commission and City of Stoughton regarding the provision of sanitary sewer service to ensure the most efficient and cost effective delivery of services is achieved.



### POLICIES:

1. Avoid any substantial expenditure of public funds for urban services other than sewer.
2. Limit additional development to a scale and density that will not lead to deterioration of lake and river water quality, and that is consistent with the character of the adjoining neighborhood.
3. Any proposed new development shall be subject to the town's land use review procedures, and shall include opportunities for public and neighborhood input. Proposals for new development may require creation and submittal of detailed conceptual design, site, engineering, and/or neighborhood plans to ensure that the development will not result in negative impacts to adjoining properties or undue burdens on public infrastructure. The town, at its sole discretion, may determine that an amendment to this comprehensive plan is necessary prior to considering or taking any action on a development proposal.
4. Limit any new commercial or business use to those that would serve nearby residents. The following criteria shall be applied:
  - a. Consideration of the impact, consistent with other objectives and policies for this area.
  - b. Consideration of lake- and river-related impacts of any proposed commercial use.
  - c. Conditional rezoning will be required to specify the limits of use and the agreed- upon site and operations plans.
5. Industrial uses within the service areas shall be prohibited. Industrial uses are incompatible with lake- and river-related residential areas.
6. All new development within the service areas is required to be connected to the public sewer.
7. Sewer service area expansions (aka "Service Area" expansions) are reviewed for water quality planning purposes as required by federal law. The town of Pleasant Springs must officially sponsor a service area extension request. If and when the service area is expanded, the town shall review any proposed development on a case-by-case basis against all applicable goals, objectives, and policies of this plan. Costs of a proposed expansion associated with a new development proposal shall be borne by the developer.
8. Limit expansion of the sewer service areas to locations of existing development where there is a demonstrated need for public sewer. It is recognized that the installation of public sewer makes some areas more developable; however, in keeping with the overall objectives for this plan district, any future additions should be very carefully scrutinized to ensure that all plan objectives and policies are observed.
9. There is no explicit density limitation or policy for the Lake Kegonsa & Lower Yahara River Residential planning area. All new or infill development shall be reviewed on a case-by-case basis to determine if the proposal is appropriate in light of the goals, objectives, and policies for the area, consistent with the character of the neighborhood, and compatible with existing neighboring uses.
10. Sewered lots shall be a minimum of 15,000 sq. ft. as permitted by the R-1 Residential Zoning District of the Dane County Zoning Ordinance (SFR-08 District as proposed in the county zoning code rewrite). It is the town's intent to use these Districts for any proposed residential development within sewered areas.
11. To minimize population density within the limited service area and protect the natural and recreational resources of the lake and river, residential development will be limited to single-family development. Duplex/two-family zoning will be considered for the conversion of existing large houses if the following criteria are met:
  - a. Existing as of adoption of the Land Use Plan in 1978, with minimum size of 1800 square feet.
  - b. No additions to the building size.
  - c. Minimal land area is provided for duplex use.
  - d. Agricultural density policies apply and the conversion will count for two housing units.

## DEVELOPMENT SITING STANDARDS & CRITERIA

Development within the Lake Kegonsa & Lower Yahara River Residential Area shall comply with the following siting and design standards and criteria. The town may require a detailed site plan be submitted for proposed development.

Any proposed development shall:

1. Fit with character of existing neighborhood development (i.e., scale/density/design).
2. Provide adequate park/open space, where appropriate.
3. Meet or exceed county erosion control, shoreland zoning, and stormwater management standards.
4. Incorporate landscaping design that buffers incompatible uses.
5. Provide signage compatible with neighborhood/rural character, as appropriate.
6. Be designed to minimize negative environmental impacts. No development shall be permitted within the 100 year flood plain.





## INTERSTATE INTERCHANGE AREA

### DESCRIPTION

This planning area is located in the vicinity of the Interstate 39/90 and County Highway N interchange. The area is designated to provide opportunities for limited retail and highway-related commercial development that provide goods or services to town residents and motorists, or for uses that require a rural location with access to the county highway network and interstate. This planning area is not intended to accommodate any major commercial development requiring the full range of urban services (sewer, water, fire, police).

A major redesign of the interchange was taking place while this plan update was being developed. The state department of transportation project will result in numerous changes, including installation of a diamond interchange featuring three roundabouts designed to improve traffic flow and limit the number of access points onto County Highway N both north and south of the interchange. The project will present both challenges and opportunities for redevelopment of properties in close proximity to the interchange. Because the area is one of the main entryways into the town, proposed new development should be well designed and limited to a scale compatible with the town's rural character.



### GOAL:

The primary goal for this planning area is to accommodate limited highway-related and other commercial development of a nature and scale compatible with the rural character of the town.

### OBJECTIVES:

1. To avoid expenditure of public funds or incurring municipal debt for the provision of municipal services usually associated with commercial and industrial development.
2. Promote commercial uses that are an asset to the town and provide services needed by town residents.
3. To consider commercial rezoning requests only for specific development plans. Proposals that are speculative in nature shall be discouraged.
4. Any proposed development should be compatible with existing, neighboring uses.

### POLICIES:

While acknowledging some legitimate places for small businesses in rural areas, the town does not intend to be urbanized or provide urban services. Therefore, the policies are designed to limit the size, intensity, and location of commercial uses. Conditional zoning will be used to set specific limits on the use. When businesses grow, they are expected to move to appropriately served urban service areas, since the town intends to remain rural.

1. Retail and highway services will only be considered at the I-90/CTH N interchange where compact, convenient, and highway-oriented businesses may be allowed. Due to existing development and access controls, any additional development may be required to make joint use of access points, and/or make improvements to existing access points. The town will not expend public funds for construction of frontage roads or other public services.
2. Proposed commercial rezonings shall be for specific uses. Conditional zoning will be used to ensure the use is well designed and compatible with both the rural character of the town and neighboring uses.
3. Residential development within the Interstate Interchange Area is generally discouraged, unless the residential use is for a watchman or caretaker of a business, or the commercial use is home-based.
4. Industrial development shall not be permitted. Industrial development requires the full range of urban services and is not compatible with the town's rural character.



# TOWN OF PLEASANT SPRINGS COMPREHENSIVE PLAN

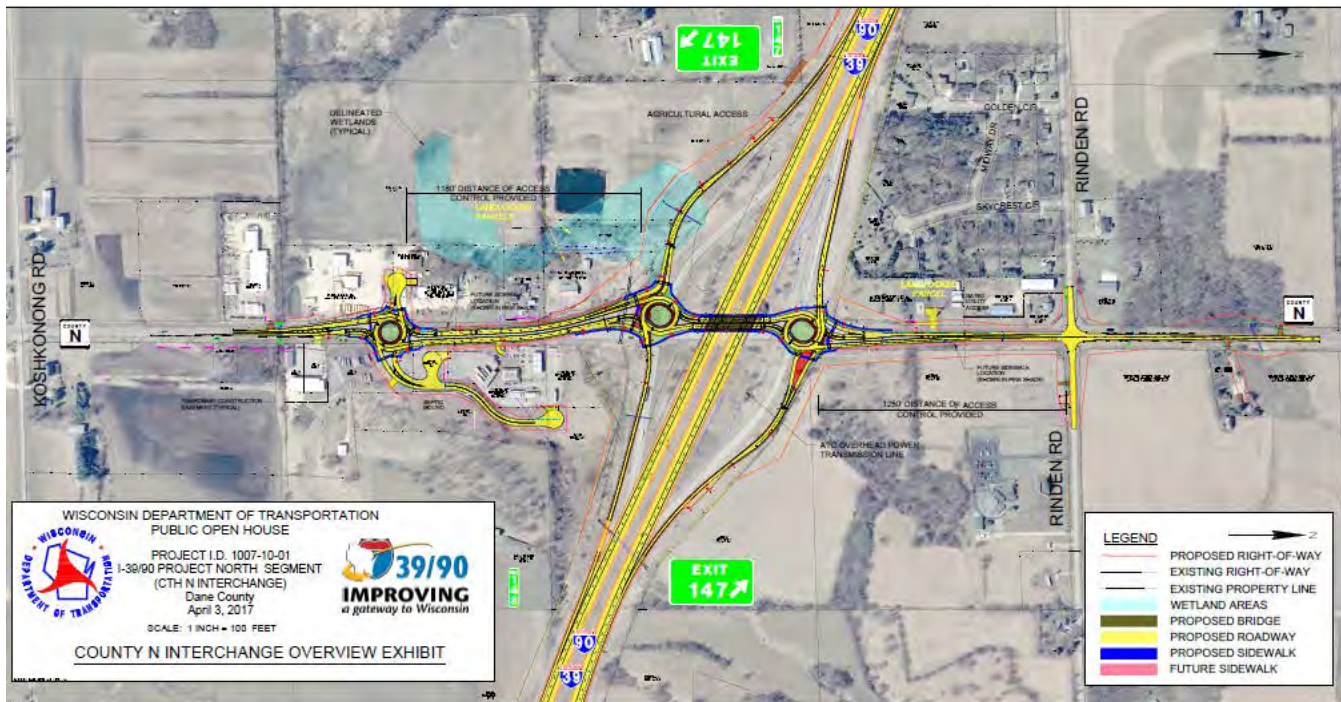
## DEVELOPMENT SITING STANDARDS & CRITERIA WITHIN THE INTERSTATE INTERCHANGE AREA

The Town shall apply the following standards and criteria for development within the Interstate Interchange Area. These provisions are intended to ensure that proposed development does not negatively affect the general health, safety, and welfare of the town's residents and natural resources.

Any proposed development within the Interstate Interchange Area shall:

1. Fit with character of existing commercial development (i.e., scale/density/design).
2. Provide adequate and safe ingress/egress.
3. Provide signage generally compatible with the rural character of the town.
4. Meet or exceed county erosion control and stormwater management standards.
5. Meet county zoning ordinance parking standards.
6. Meet county highways standards for vision corner, site distances, emergency vehicle access, acceleration/deceleration, signage, etc.
7. Industrial development shall not be permitted. Industrial development requires the full range of urban services and is not compatible with the town's rural character.
8. The following additional considerations and standards may apply to proposed development.
  - a. Light pollution control (e.g., shrouded lighting)
  - b. Noise abatement measures
  - c. Site design and location (e.g., building envelope)
  - d. Landscaping or screening (e.g., natural or man-made buffers between incompatible uses)
  - e. Driveway design, distance, and location

## I-39/90 County Highway N Interchange Project Overview



## RURAL MIXED USE AREA

### DESCRIPTION

The Rural Mixed Use planning area is designed to accommodate a mix of agricultural uses, rural residential uses, and limited family-run rural business uses requiring a rural location and access to the County Trunk Highway network. Establishment and operation of rural businesses in this area should be compatible with the rural character of the town and existing, neighboring land uses.

### GOAL:

The primary goal for this planning area is to accommodate a mix of rural residential, and small agricultural uses, or family businesses.



### OBJECTIVES:

1. Provide opportunities for the establishment and operation of family run and home-based businesses in existing rural residential and agricultural areas of the town.
2. Ensure that proposed uses are compatible with a rural setting and adjoining land uses.
3. Small family and home-based rural commercial uses may be allowed if consistent with the policies listed below.

### POLICIES:

1. Maintenance of the rural character objective will be an important consideration when considering any type of development or expansion. Continue to apply the town 1 per 35 density standard to new residential development.
2. Commercial properties will be regulated with conditional zoning, in order to limit the range and scale of uses, promote the health, safety, and welfare, and to enable the town to review successive uses. Such limitations may include, but are not limited to: restrictions limiting permitted uses or further division of parcels, site design requirements, hours of operation, signage, screening/landscaping, lighting, noise abatement, erosion/stormwater control measures, access, parking, and outside storage facilities.
3. The use will be limited to one requiring a septic system no larger than one required for a single-family home.
4. Access will not adversely affect traffic capacity. The town may request that the Dane County Highway and Transportation Department review a proposal and make recommendations, including any necessary improvements prior to taking action on the proposal.
5. Truck and equipment will be limited to twelve pieces of equipment total. For example, a semi-tractor and trailer are considered separate pieces of equipment.



## RESOURCE PROTECTION OVERLAY AREA

### DESCRIPTION

The Resource Protection Area is an overlay planning designation that corresponds to sensitive environmental features, including lakes, rivers, perennial and intermittent streams and drainageways and their associated floodplains, wetlands, significant woodlands, and areas of steep slope topography over 12% grade.

### GOAL:

Preserve and enhance the unique and sensitive natural resources within the town.



### OBJECTIVES:

1. Generally discourage non-farm development within the Resource Protection Area.
2. Any proposed development in this district shall comply with the policies listed below, and with the siting standards and criteria detailed throughout this plan.

### POLICIES:

1. Guide the location and design of development in a manner that will minimize any adverse impact on the quality of surface waters, aquifers, wetlands, woodlands, and agriculture.
2. Encourage land use patterns and practices that will preserve the integrity of the hydrologic system and ecosystem.
3. Utilize natural drainage patterns and measures that minimize pollution of the hydrologic system and ecosystem.
4. Preserve wetlands and woodlands as essential components of the hydrologic system and as valuable wildlife habitat, and to restore degraded resources where possible.
5. Protect floodplain areas and emphasize their value to the community as potential focal points of natural beauty and recreation.
6. Locate development in areas where soil characteristics are compatible with the proposed development.
7. Establish procedures with public agencies seeking to acquire land within the Town that assure input from Town officials and citizens.
8. Discourage and, where possible, prevent the filling or developing of wetlands and floodplains.
9. Encourage the management of woodlands in an effort to promote further value for timber and wildlife.
10. Identify sites or geographic features of historic or scenic value and encourage their preservation.



## CHAPTER 9: IMPLEMENTATION

### TOWN PLAN COMMISSION & BOARD

The Town of Pleasant Springs Board and Plan Commission will be responsible for integrating and making consistent each of the elements of the Comprehensive Plan.

A seven-member Plan Commission established by statute and Chapter 39 of the Code of Ordinances of the Town of Pleasant Springs implements this Comprehensive Plan. The Town Board appoints six citizen members of the town with recognized experience and qualifications. The seventh is a Town Board member elected to serve a one year term on the Plan Commission. This appointment requires a two-thirds vote of the Town Board.

The commission exercises authority pursuant to the provisions of Sections 60.10(2)(c), 60.22(3), 61.35, and 62.33, Wisconsin Statutes. The Plan Commission reviews requests for modification of zoning and related issues, reviews applications submitted pursuant to the town's Land Division and Subdivision Ordinance, and recommends appropriate amendments to town ordinances relevant to land use planning and modifications in land use and planning policy for the town.

The Plan Commission meets monthly and submits a report of its recommendations to the Town Board. The Town Board exercises binding authority on all land use and related decisions.



### IMPLEMENTATION TOOLS

The Town of Pleasant Springs will regulate land use through the following mechanisms:

1. **Dane County Zoning Ordinance:** Through zoning maps and text, the ordinance governs the use of publicly and privately owned land in the town. Signage in the town is also regulated through subchapter II of the zoning code.
2. **Dane County Land Division Ordinance:** The town falls under the Dane County land division / subdivision ordinance (Chapter 75 of the Dane County Code of Ordinances), which outlines provisions for subdividing parcels of land into smaller parcels. This ordinance applies to any division of land that creates a parcel of 35 acres or less in size. Approval of any plat or certified survey maps will require full compliance with the Ordinance and with the *Town of Pleasant Springs Comprehensive Plan*.
3. **Exclusive Agricultural Zoning:** In conjunction with Dane County, the town has participated in the state farmland preservation program since 1978 and has adopted the county's state-certified farmland preservation zoning categories. The town will not approve of any zoning change that will enable land uses that are inconsistent or conflict with the objectives and policies of the *Town of Pleasant Springs Comprehensive Plan* or the *Dane County Comprehensive Plan*.
4. **Dane County Floodplain and Shoreland Zoning Regulations, Manure Management, Erosion Control and Stormwater Management Regulations:** To ensure environmental protection of natural resources and features, development in the town is subject to the provisions of the county's floodplain, shoreland, and wetland zoning regulations, and manure management, erosion control, and stormwater management regulations (Chapters 11, 14, and 17 of the Dane County Code of Ordinances).
5. **Building and Mechanical Codes:** The town falls under the state Uniform Dwelling Code (UDC).



6. **Density Policy:** The town's density policy limits the density of development to one lot or non-farm use per 35 contiguous acres held in single ownership as of June 6, 1978. To prevent the occurrence of multiple divisions by successive landowners, this limitation runs with the land; is cumulative; and applies to those persons owning land within the town on June 6, 1978, and to their grantees, heirs, successors and assigns. For further details, please refer to the Land Use policies found in Chapter 8.
7. **Sanitary Regulations:** The town is covered by the Dane County Private Sewage System Ordinance and Health Ordinance (Chapter 46 of the DCCO). Properties around Lake Kegonsa and the Yahara River are within the Pleasant Springs Sanitary District which provides sanitary sewer service to homes and businesses in the area.

### ADOPTION, EVALUATION, AMENDMENTS AND UPDATES

Following the requirements of Wisconsin's comprehensive planning legislation, the town board adopted the *Town of Pleasant Springs Comprehensive Plan* by ordinance after receiving recommendation from the town's plan commission and holding a formal public hearing. In addition, the *Town of Pleasant Springs Comprehensive Plan* was approved by the Dane County Board of Supervisors for inclusion in the *Dane County Comprehensive Plan*.

Ongoing evaluation of the Town of Pleasant Springs Comprehensive Plan will occur while being utilized by the town. Progress toward goals will be reported, and changes in conditions that affect elements of the plan will be noted. When changing conditions in the town warrant minor modification of the *Town of Pleasant Springs Comprehensive Plan* text or maps, an amendment shall be made. Reasons for an amendment may include:

- Changes in state or federal law(s) affecting comprehensive planning,
- Changes to goals, objectives, policies, or recommendations in the *Town of Pleasant Springs Comprehensive Plan*,
- Changes in community demographics,
- Instances where the *Town of Pleasant Springs Comprehensive Plan* becomes inconsistent with other policy goals.

At least every ten years, the town will perform an update of the *Town of Pleasant Springs Comprehensive Plan*, in accordance with the State comprehensive planning law. Different than an amendment, an update may accommodate significant changes and modifications to the plan text and maps. The town will follow statutorily required procedures for any and all future plan amendments and updates.

### INTEGRATION OF PLAN ELEMENTS

In accordance with the State's comprehensive planning law, each element of the *Town of Pleasant Springs Comprehensive Plan* is integrated and consistent with the other elements. Elements have been carefully prepared so as to collectively achieve the Town of Pleasant Springs' vision and goals.

### IMPLEMENTATION TIMELINE

Implementing the goals, objectives, and policies of the *Town of Pleasant Springs Comprehensive Plan* will require continual and ongoing effort on behalf of town officials and citizens. Progress toward achieving the numerous recommendations in this plan will be periodically monitored and evaluated by the town plan commission.



# TOWN OF PLEASANT SPRINGS COMPREHENSIVE PLAN

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## AUTHORITY

This plan is enacted pursuant to and consistent with §66.1001, Wis. Stats.

## APPLICABILITY

1. The provisions of this plan shall be applicable throughout the town, the boundary of which may change over time.
2. After Dane County approval, all town actions relating to zoning, subdivisions, and official mapping shall be consistent with this plan.

## REPEAL OF PRIOR COMPREHENSIVE PLAN

All comprehensive plans previously adopted prior to the effective date of this plan are hereby repealed.

## SEVERABILITY

If a court of competent jurisdiction determines that a section, subsection, paragraph, sentence, clause, or phrase in this plan is unconstitutional or otherwise invalid, the validity of the remaining portions shall continue in full force and effect.

## EFFECTIVE DATE

This plan shall be effective upon Dane County approval or, the first day after the date of publication or posting as provided for in §60.80(3), Wis. Stats., whichever occurs later.

## DEVELOPMENT EXPECTATIONS

No special development rights are conferred upon any property by any designation or inclusion on any map.

## INTERPRETATION OF GOALS OBJECTIVES, AND POLICIES

1. In the event that any question arises concerning any provision or the application of any provision of this plan, the Plan Commission shall be responsible for rendering an initial interpretation and shall look to the overall intent of the comprehensive plan for guidance. This initial interpretation is subject to final determination, action and the decision of the Town Board.
2. In the construction of goals, objectives and policies, the following shall be observed, unless such construction would be inconsistent with the text or with the manifest intent of the comprehensive plan:
  - a. Singular and Plural Words. Words in the singular include the plural and words in the plural include the singular.
  - b. Shall or Will. The word "shall" or "will" is mandatory.
  - c. May or Should. The word "may" or "should" is permissive.
  - d. Include. The word "includes" or "including" shall not limit a term to the specific examples listed, but is intended to extend its meaning to all other instances or circumstances of like kind or character.

## MAPPING DISPUTES

Due to scale limitations or potential data error, disputes may arise concerning areas delineated on maps. When a landowner or applicant for change alleges error or misinterpretation of map delineations, he or she must submit proof from recognized professionals that such is the case. Floodplain district boundaries are subject to the county zoning ordinance that has provision for such disputes.

Soil maps supplied by Dane County, along with definitions and interpretations from the Soil Conservation Service are deemed to be correct.

When maps or interpretations are disputed, the applicant must obtain professional assistance and submit data to prove an error exists:

1. A report of findings must be submitted to the Plan Commission by a registered professional engineer with recognized expertise in soil testing and engineering.
2. The applicant will submit that data to the county for review and comment or opinion concerning the findings.
3. The Plan Commission, on receiving a response from the appropriate agency, will use the more detailed data in making the decision on the proposal.
4. If errors are found, the map and corresponding plan provision will be amended during the annual review.

# APPENDICES

APPENDIX A: DENSITY DETERMINATION PROCEDURE

APPENDIX B: DEFINITIONS

APPENDIX C: TOWN RESIDENT SURVEY SUMMARY

APPENDIX D: COMPREHENSIVE PLAN MAPS



## DENSITY DETERMINATION PROCEDURE

This determination applies to lands subject to the town's 1 per 35 density limitation within the Agricultural Preservation, Agricultural Transition, and Rural Mixed Use Planning Areas.

### DETERMINE ORIGINAL FARM ACREAGE:

The current year tax records shall be referenced to determine the gross acreage of the contiguously owned property as of June 6, 1978. Gross acreage includes land in road or other public rights-of-way. The town will consider detailed survey information, or historical tax record data, if the contiguous acreage determination is disputed.

### DIVIDE THE ORIGINAL FARM ACREAGE BY 35:

The total amount of contiguously owned property as of June 6, 1978, shall be divided by 35. Lands annexed to a city or village after 6/6/78 shall be subtracted from the original farm acreage. The resulting quotient shall be rounded down to the nearest split. For example, a density calculation for an original farm unit of 100 acres resulting in a quotient of 2.85 would be rounded down to 2 splits.

### DETERMINE REMAINING DENSITY UNITS:

After determining the eligible density, the total number of residences, farm or non-farm, or other countable development, shall be subtracted from the total eligible density to determine if any density units remain.

### DEED RESTRICTION REQUIRED UPON FINAL SPLIT OR RESIDENCE:

In order to obtain town approval for the final split, residence, or other countable development permitted under this policy, the town will require a deed restriction document be recorded with the Register of Deeds on the balance of A-1EX zoned lands owned by the applicant. Applicants requesting the final land division or residence may be responsible for furnishing a sufficient legal description of the original June 6, 1978, farm unit to the town and Dane County. Density provisions are maximums and may affect other landowners who have acquired a portion of an original 6/6/78 farm unit.

If the town imposes a requirement for no further division of lots, a standard restriction will be provided to the developer and which shall be recorded as a separate document and the CSM shall carry the notice as follows: "USES OF THE LOTS CREATED BY THIS SURVEY INSTRUMENT ARE AFFECTED BY RESTRICTIONS RECORDED IN DOCUMENT# \_\_\_\_\_" on the plat or certified survey map. Similarly, if the town prohibits business or commercial development, a standard restriction will be provided to the developer which shall be as follows:

No Further Division: "No lot or outlot shall be further divided absent the express written approval of the Town Board of the Town of Pleasant Springs. No new lots or outlots shall be created absent the express written approval of the Town Board of the Town of Pleasant Springs. No lot line or outlot line shall be adjusted or reconfigured in any way absent the express written approval of the Town Board of the Town of Pleasant Springs, or unless otherwise expressly authorized by law."

No Business or Commercial Use: "There shall be no commercial or business use on any lot or outlot, except as specifically permitted pursuant to the applicable Zoning Code."

### SUBSTANDARD PARCELS (A/K/A "NON-CONFORMING PARCELS") UNDER 35 ACRES AS OF 6/6/1978:

1. The town has adopted the following policies to deal with "substandard", parcels that are less than 35 acres in size and have been in existence and unaltered since 6/6/1978.
  - a. Vacant, legal, substandard parcels between 1 and 35 acres in size in existence since 6/6/1978 are permitted to rezone to an appropriate district to allow one single-family home, provided that the property has suitable soils for a septic tank absorption system, and can meet the town's development siting criteria.
  - b. Substandard parcels with an existing residence are not permitted to divide.
  - c. Illegally created parcels and substandard parcels are not permitted to divide.
  - d. Illegally created parcels with an existing residence may be permitted to rezone to an appropriate district to bring the parcel into compliance.
  - e. Building rights of a substandard parcel cannot be transferred to another parcel.
2. The town has adopted the following policies to deal with "substandard" parcels that are less than 35 acres in size and have been in existence since 6/6/1978 and have been combined with other lot(s) to form a conforming zoning lot of greater than or equal to 35 acres in size.
  - a. Based on the June 6, 1978 legal substandard status, the density unit remains with the once substandard parcel and may not be transferred to another parcel.
  - b. Vacant, legal, parcels between 1 and 35 acres in size in existence since 6/6/1978 are permitted to rezone to an appropriate district to allow one single-family home, provided that the property has suitable soils for a septic tank absorption system, and can meet the town's development siting criteria.
  - c. Substandard parcels with an existing residence are not permitted to divide.
  - d. Illegally created parcels are not permitted to divide.
  - e. Illegally created parcels with an existing residence may be permitted to rezone to an appropriate district to bring the parcel into compliance.

### LAND TRANSFERS AFTER JUNE 6, 1978

Land transfers occurring after June 6, 1978, do not result in new allotments of density units. When land sales after June 6, 1978, are not accompanied by clear documentation as to whether or not density units are also being transferred, the town will consider the following options to determine the proper allotment of density units:

1. The town encourages landowners to make the terms of land sales very clear in the sales contract or deed. The town will request that any supporting documentation be included with development proposals. Supporting documents may include, but are not limited to, sales contracts, deeds, affidavits, and written agreements.
2. In the absence of clearly understood supporting documentation, the town will attempt to determine the intent of the land sale by requesting clarification from landowners owning portions of the original farm unit, and those involved in the land sale in question. The town will share this information with the Dane County Department of Planning and Development, and may request that an agreement or affidavit be filed with the Register of Deeds clarifying the status of remaining density units.
3. The town may also consider site characteristics to determine if a land transfer included a density unit such that town plan siting standards and criteria could be satisfied. The town will review site characteristics including, but not limited to: road access; soil quality; history of farming activity; environmental features.
4. In the absence of sufficient evidence or supporting documentation, the town will use its discretion in determining the proper allotment of any remaining splits.
5. The town shall abide by the 1 per 35 density limitation in all cases, except as may be provided for under the town's Limited Transfer of Development Rights Program.
6. If a private land transaction involves the transfer of a density unit to land that cannot satisfy the town's siting standards and criteria, the town is under no obligation to approve a development proposal on the subject property.





## DEFINITIONS

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**Agricultural Land:** Areas identified in this Plan as being most appropriate for preservation for longterm farm agricultural use as defined in Chapter 10 of the Dane County Code of Ordinances.

**Agricultural Preservation:** Farming and open areas are the predominate uses in this district. Nonagricultural development is limited and governed by the Town's 1 per 35 acre rule. Creation of new lots will undergo a rigorous review to minimize impacts on the environment and loss of farmland.

**Agricultural Transition:** The Agricultural Transition district includes productive agricultural lands as well as existing residential neighborhoods. In addition to encompassing some high quality farmland, these areas provide community separation between neighboring municipalities that are anticipated to experience growth pressure over the next 20 years. The Agricultural Preservation district policies, including the density policy, shall apply within this area with an emphasis on maintaining community character.

**Certified Survey Map:** A drawing meeting all of the requirements of Section 236.34 of the Wisconsin Statutes, which is the map or plan of record for a land division.

**Commercial Development:** Development for retail sales and services as described in Chapter 10 of the Dane County Code of Ordinances for LC-1, C-1 and C-2 zoning districts, or successor districts.

**Condominium:** Individual ownership of a structure or a unit in a multi-unit structure located on a commonly held parcel of land organized under Chapter 703, Wisconsin Statutes. Also a form of joint ownership, which can range from single-family detached residences (structures) to a unit in a multi-family structure on a commonly held parcel of land. Zero-lot-line duplexes are also included in this definition.

**Contiguous:** Lots or parcels that share a common boundary for a distance of at least sixty-six (66) feet. Roads, navigable waterways and other public easements do not affect contiguity.

**Density:** The number of dwelling units in any given area. For example, the density of residential development permitted in the town's Agricultural Preservation, Agricultural Transition, and Rural Mixed Use planning areas is limited to one (1) housing unit per 35 acres as described in this plan.

**Density Unit:** A density unit is a residence or other countable development permitted in the agricultural preservation areas and A1-EX Zoning District under the density policy. See also Split.

**Developed:** A parcel/lot is developed when a residence or principal use building is completed and a certificate of occupancy has been issued.

**Development:** A developed tract of land, especially one that has houses built thereon. Any man-made change to improved or unimproved real estate including, but not limited to, construction of or additions or substantial improvements to buildings, other structures, or accessory uses, the placement of mobile homes, mining, dredging, filling, grading, paving, excavation or drilling operations, deposition of materials.

**Dwelling:** *Single family dwelling:* A building designed for and occupied exclusively as a residence for one (1) family. *Duplex family dwelling:* A building designed to be occupied by two families living independently of each other. *Multiple*

## TOWN OF PLEASANT SPRINGS COMPREHENSIVE PLAN

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**family dwelling:** A building designed or intended to be used by more than two (2) families living independently of each other.

**Effective Date:** The date of adoption of the Land Use Plan of the Town of Pleasant Springs into the Dane County Agricultural Preservation Plan. The date a rule, policy, ordinance, amendment or other government decision is in full force and operative. For example June 6, 1978 is the effective date of A1-EX Zoning in Town of Pleasant Springs.

**Exclusive Agricultural Zoning District:** That land as defined as A-1 Exclusive Agricultural District under Section 10.123, Dane County Code of Ordinances, or any such successor certified farmland preservation zoning district under Chapter 10 of the Dane County Code of Ordinances.

**Extraterritorial Jurisdiction:** The unincorporated area within 1-1/2 miles of the corporate limits of a city of the fourth class or a village, and within 3 miles of a 3rd, 2nd or 1st class city or a village, and as defined by Wisconsin Statutes 236.02(5).

**Family:** Any number of individuals related by blood marriage or legal adoption, or not to exceed five (5) persons not so related, living together on the premises as a single housekeeping unit, including any domestic servants.

**Floodplain:** The land adjacent to a body of water that has been or may be hereafter covered by floodwater. State and federal law regulates land development activities within defined 100-year and 500-year floodplains. The boundary shown on the future land use map is intended to correspond to the floodplain maps adopted by the Federal Emergency Management Agency (FEMA).

**Industrial Development:** Development for manufacturing businesses which process, manufacture or assemble various products, as further described in the Dane County Code of Ordinances Chapter 10 for the M-1 Zoning District, or any such successor district.

**Interstate Interchange Commercial Area:** This planning area is designed to provide opportunities for limited retail and highway-related commercial development that provide goods or services required by town residents, or uses that require a rural location with access to the county highway network and interstate. This planning area is not intended to accommodate any major commercial development requiring the full range of urban services (sewer, water, fire, police).

**Lake Kegonsa & Lower Yahara River Residential Area:** The planning area identified on the comprehensive plan future land use map that corresponds to existing residential neighborhoods located in the vicinity of Lake Kegonsa and served by sanitary sewer service from the Pleasant Springs Sanitary District (PSSD). The primary goals for the area are to protect water quality and promote the efficient use of public infrastructure.

**Land Division:** A division of a parcel of land where the act of division creates less than five lots, parcels or building sites of 35 acres each or less in area, and as further described by Chapter 75 of the Dane County Code of Ordinances, Chapter 236 Wisconsin Statutes, and Chapter 190 ("Subdivision of Land") of the Town of Pleasant Springs Code of Ordinances.

**Limited Service Area:** Those areas identified in this Plan where sanitary sewer service is provided, or available, through the Pleasant Springs Sanitary District #1.

**Lot:** A parcel of land occupied or intended to be occupied by one (1) building and its accessory building and uses, except as otherwise provided in the Dane County Code of Ordinances, Wisconsin Statutes and/or the Code of Ordinances of the Town of Pleasant Springs. A lot may be a parcel designated in a plat or described in a conveyance recorded in the office of the register of deeds. No land included in any street, highway or railroad right-of-way shall be included when computing the area of a lot.

**Navigable Waterway:** Rivers and streams shall be presumed to be navigable if they are designated as either continuous or intermittent waterways on U.S.G.S. Quadrangle Maps or other zoning base maps which have been incorporated by reference.

**Nonconforming Parcel:** A parcel that existed prior to adoption of an ordinance that prohibits or restricts its use in some manner. For example, a parcel zoned A1-EX (farmland preservation) comprised of less than 35 acres. See also Substandard Parcel.

**Original Farm Unit:** Contiguous lands held in single ownership as of June 6, 1978.

**Pleasant Springs Sanitary District:** Instituted in 1988, the District includes the residential areas immediately adjacent to Lake Kegonsa and three more densely residential subdivisions in close proximity to the lake. This district also includes relatively large parks and designated open space areas in public ownership. The District provides residential sanitary sewer service with protection of water quality as the main goal.

**Public Resource Land:** The district recognizes federal and state lands that are managed as parkland and for forestry, resource protection, wildlife management, and other uses consistent with the mission of the controlling agency.

**Resource Protection Area:** The Resource Protection Area is an overlay planning designation that corresponds to sensitive environmental features, including lakes, rivers, perennial and intermittent streams and drainageways and their associated floodplains, wetlands, significant woodlands, and areas of steep slope topography over 12% grade.

**Rural Mixed Use Area:** The Rural Mixed Use planning area is designed to accommodate a mix of agricultural uses, rural residential uses, and limited family-run rural business uses requiring a rural location and access to the County Trunk Highway network. Establishment and operation of rural businesses in this area should be compatible with the rural character of the town and existing, neighboring land uses.

**Sewer Service Area:** See Limited / Urban Service Area.

**Shoreland Area:** Shoreland areas shall include all lands in the unincorporated area of Dane County which are within 1,000 feet from the ordinary high-water mark of navigable lakes, ponds or flowages listed in "Surface Water Resources of Dane County" published by the Wisconsin Department of Natural Resources, or so designated on the United States Geological Survey Quadrangle Maps, or included on other county zoning base maps, and all lands which are within 300 feet of the flood plain of the navigable reaches of rivers and streams.

**Single Ownership:** Contiguous parcels owned by one individual or by a family, partnership, corporation, or other legal entity, which family or entity includes that individual. Also known as "common ownership."

### **Soil Related Definitions of Agricultural Land:**

*Prime farmland:* Land best suited for producing food, feed, forage, fiber, and oilseed crops, and also is available for these uses. It has the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops economically when treated and managed, including water management, according to modern farming methods.

*Farmland of Statewide Importance* is land that is nearly prime farmland and that can economically produce high yields of crops when treated and managed according to acceptable farming methods.

**Split:** A split is a residence or other countable development permitted in the agricultural preservation areas under the density policy See also Density Units.

**Strip Development:** The development of a series of commercial or residential land uses generally one lot deep along a road or highway, with each use usually requiring an access to the road.

**Subdivision:** A division of a parcel of land where the act of division creates:

- a) Five or more lots, parcels or building sites of 35 acres each or less in area; or
- b) Five or more lots, parcels or building sites of 35 acres each or less in area by successive divisions within a period of five years.

**Subdivision Ordinance:** Town of Pleasant Springs Chapter 190 governing land divisions and subdivisions.

**Substandard Parcel:** A lot whose dimensions, although fully conforming when created, are now, in whole or in part, less than existing requirements for the zoning district in which located.

**Transitional Agriculture District:** Lands currently within the town boundary but identified as future growth areas. These lands have been designated by Pleasant Springs on the Future Land Use Map of this Plan.

**Urban Service Areas:** Those areas within and/or adjacent to a city or village where the full range of public services are available for existing and new development.

**Urban Services:** Includes those services that should be provided in urban areas with particular emphasis on facilities on or in the land as a part of the development process such as sanitary and storm sewer, and water supply and distribution.

**Warehouse:** A structure or room for the storage of merchandise or commodities as in the principal or incidental use as allowed by Chapter 10 of the Dane County Code of Ordinances. Miniwarehouse is a storage building comprised of separate compartments each of which is intended for separate rental and each of which has its own separate access.

**Wetland:** Land areas characterized by high water table, the presence of surface water at any time during the year, predominantly organic soils and aquatic vegetation and as further described and regulated by Chapter 11 of the Dane County Code of Ordinances. State law protects wetlands from inappropriate uses and development. A wetland district identifies the approximate locations of wetlands greater than 5 acres in size which the Wisconsin Department of Natural Resources has identified. All wetlands, both mapped and unmapped, should be protected to the greatest extent possible. Locations shown are approximate and field verification will be needed to determine the location and extent of wetlands on each parcel.

## TOWN RESIDENT SURVEY

A survey featuring 18 questions asked residents' perspectives on issues related to land use and development in Pleasant Springs, as well issues that may confront the Town now and in the future. Responses will help ensure that the comprehensive plan reflects citizens' preferences for the area. The survey was available online and in paper to adult residents of the Town from November 15, 2015, until December 31, 2015.

### RESPONSE

Results are derived from 252 surveys; 34 responses were received in paper format, 218 were taken online. Individuals responding to the survey represent age groups between 25 and over 65 years old with 61.09% responding 55 years old and older. Respondents have lived in Pleasant Springs for less than 5 years to over 31 years. 74.16% reported living in the Town for over 10 years. The majority of households (57.5%) reported two people living in their dwelling, followed by three or more (34.16%) and followed by one (8.33%). Less than 1% reported renting compared to owning their Pleasant Springs property. Almost half (48.95%) of the residents responding work outside Pleasant Springs; a third (33.76%) are retired and 17.29% farm, have a home-based business, own a business in Pleasant Springs, is employed at a business in the Town or other.

### SUMMARY RESULTS

1. Over two-thirds of residents responded that the quality of life--over the past ten years--has stayed the same (66.53%) or improved (13.31%). 8.87% indicated that it has declined and 11.29% responded "do not know/no opinion."
2. Approximately two-thirds (68.02%) of respondents support Town population growth, whereas 29.15% prefer the population to stay the same as in 2015 and 2.83% would like the population to be less.
3. The Town is approaching residential structure construction capacity according to current town policy established in 1978 limiting development to one dwelling unit or nonfarm use per 35 acres. The majority of residents (56.63%) would not support a relaxed policy that would allow more residential construction; 32.13% would support a relaxed policy and 11.24% don't know. When isolating answers provided by residents who own 35 acres or more, answers indicated 50% support.
4. The majority of residents responding (59.83%), support promoting more commercial development on County Hwy N near I-90.
5. Respondents would like to see several types of businesses including restaurants and recreational and tourism each with 48.1% support, Small farm Ag retail (40.48%), in-house businesses (23.81%). In-house businesses were largely supported by residents in higher density areas of the Town.
6. Pleasant Springs has a diverse set of property types including subdivisions, lakefront/riverfront, rural residential, farms under 35 acres, farms over 35 acres, and commercial. Land use issues have knowledge silos corresponding to where the residents live. Residents stressed the importance of woodlands (97.53% responded important to very important), streams (95.9%), air quality (94.19%), wildlife habitat (93.85%), Wetlands (92.59%) followed by farmland (90.91%). Air quality received the highest "very important" response at 76.35%.
7. Although residents support promoting housing options that would enable seniors to remain living in the Town (55.18%) in the Town, only 13.69% support allowing multi-family developments.

8. Town/County roads are important (91.77%) among residents. Hiking trails/walking paths (77.46%) and biking routes (68.31%) also are important to residents.
9. The majority of Town residents live in Pleasant Springs because of its rural character (73.77%), low taxes, (57.79%), lifestyle (56.97%), and proximity to neighboring communities (52.87%).

### CONCLUSIONS

The Pleasant Springs Resident Survey results support slow growth that maintains a rural character, protects air quality and water features, and provides recreation opportunities. Residents are increasingly mobile and want quality roadways to accommodate commuters and visitors. Pleasant Springs would benefit from education and outreach to a wider group of residents to remain sensitive to each groups' needs.

Complete survey results are available upon request.



## COMPREHENSIVE PLAN MAPS

1. FUTURE LAND USE
2. ZONING
3. 2015 LAND USE
4. 2015 AGRICULTURAL LAND USE
5. UTILITIES & INFRASTRUCTURE
6. SCHOOL DISTRICTS
7. ENVIRONMENTAL FEATURES
8. MINERAL EXTRACTION

Additional maps contained in a separate compendium are available upon request or in digital format on the town website.