Town of Deerfield
Comprehensive Plan

Recommended by the Town Plan Commission:
August 7, 2006

Adopted by the Town Board:
April 9, 2007
PLAN COMMISSION RESOLUTION

ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN
FOR THE TOWN OF DEERFIELD IN DANE COUNTY, WISCONSIN

WHEREAS, section 66.1001(4), Wisconsin Statutes, establishes the required
procedure for a local government to adopt a comprehensive plan, and section 66.1001(2)
identifies the required elements of a comprehensive plan; and

WHEREAS, the Town of Deerfield Plan Commission has the authority to
recommend that the Town Board adopt a “comprehensive plan” under section
66.1001(4)(b); and

WHEREAS, the Town has prepared the attached document (named Town of Deerfield
Comprehensive Plan), containing all maps and other descriptive materials, to be the
comprehensive plan for the Town under section 66.1001, Wisconsin Statutes; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Town
of Deerfield hereby adopts the attached Comprehensive Plan as the Town’s comprehensive plan
under section 66.1001(4), Wisconsin Statutes; and

BE IT FURTHER RESOLVED that the Secretary of the Plan Commission certifies
a copy of the attached Comprehensive Plan to the Town Board; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that,
following a public hearing, the Town Board adopt an ordinance to constitute official Town
approval of the Town of Deerfield Comprehensive Plan as the Town’s comprehensive plan under
section 66.1001, Wisconsin Statutes.

Adopted this 7th day of August, 2006.

[Signature]
Plan Commission Chair

Attest:

[Signature]
Plan Commission Secretary
ORDINANCE NO. 2007-01
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
OF THE TOWN OF DEERFIELD, WISCONSIN.

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

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3) of Wisconsin Statutes, the Town of Deerfield is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Deerfield has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

SECTION 3. The Plan Commission of the Town of Deerfield, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled “TOWN OF DEERFIELD COMPREHENSIVE PLAN,” containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town of Deerfield has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

SECTION 5. The Town Board of the Town of Deerfield, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, “TOWN OF DEERFIELD COMPREHENSIVE PLAN,” pursuant to section 66.1001(4)(c) of 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/posting as required by law.

Adopted this _9_ th day of __April__, 2007.

[Signature]
Town Chair

Attest:

[Signature]
Town Clerk
Town of Deerfield Comprehensive Plan Summary

The Town of Deerfield is a rural community focused on farming, but also experiencing moderate population growth. Rolling fields, drumlins, and wooded hillsides provide an attractive setting for the Town’s 1,500 residents. Given how close the Town is to the expanding Madison area and the Village of Deerfield, planning for growth and preservation is critical to preserve farmland and farmers, protect woodlands and other natural features, avoid land use conflicts, provide appropriate rural housing and economic opportunities, and protect the Town’s heritage.

A. Purpose of this Plan

The Town of Deerfield Comprehensive Plan provides recommendations on growth, change, and preservation for the next 20 years. It will be used to guide future decisions on zoning changes and Town priorities and expenditures. It updates the Town’s 1993 Land Use Plan by meeting requirements of Wisconsin’s Smart Growth law. The Town prepared this Comprehensive Plan at the same time as several other communities in southeast Dane County, including the Village.

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

- development pressure from nearby places, related effects on natural resources & services,
- changes to agriculture, the desire for non-farm income from farmland, and impacts of highway improvements. This is a Plan for a Town that is forecasted to grow to nearly 2,000 residents by 2030. How can the Town accommodate this projected growth while maintaining its rural character, farm base, and natural beauty?

B. Focus New Development Near Already-Developed Areas

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

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

- Retaining most of the Town’s land for farming
- Preserving natural resources and open spaces in the largely undeveloped parts of the Town
- Providing a range of nearby housing and jobs
- Avoiding sprawl and leap-frog development
C. Preserve Farming & Rural Character
This Plan establishes a clear framework for the Town to advance farmland and rural area preservation by:

- Designating most of the Town as an Agricultural Preservation District, where new housing is usually limited to a maximum density of one home per 35 acres
- Updating the Town’s housing density policy for limited new housing in mapped Agricultural Preservation Districts, while maintaining some flexibility to deal with special situations
- Promoting thoughtful, high quality design of new developments through plan review
- Focusing Town economic efforts on small scale businesses, like farming or recreation businesses and specialty or value-added farm production
- Including standards for large-scale farms operations to protect quiet character and resources
- Keeping development away from wetlands, floodplains, shorelines, and steep slopes
- Encouraging participation in land preservation programs, including the farm tax credit program
- Introducing future methods to provide farmers with non-farm income, such as Transfer of Development Rights

Summary of Housing Density Policy
- Policy is used in Agricultural Preservation District, not Rural Development District (see Map 5)
- One house for every 35 acres of contiguous ownership in 1978 (year Exclusive Agriculture zoning adopted)
- Divide total 1978 acreage by 35, and round up if result is greater than 0.80 (e.g., 100-acre owner allowed 3 homes because 100/35 = 2.85)
- Deed restriction applied to land once all allowed houses are built per policy
- Transfers between non-contiguous parcels in same ownership allowed
- Future houses go with large land sales, unless otherwise specified
- Do not use Group I or II agricultural soils for housing, if possible
- Minimum new lot size is 40,000 square feet if farmland, 80,000 sq. ft. if woodlot or steep slope (15%+)
- Meet Town’s environmental protection maps and criteria
- Total of one house allowed on pre-1978 lots that are less than 35 acres

D. Implement the Plan Cooperatively
The Town will work on further efforts and with other governments to achieve its Plan, including:

- Coordinating with Dane County, WisDNR, and neighboring communities on the preservation of agricultural and natural resources and on related zoning issues
- Ongoing discussions with the Village to coordinate plans, possibly leading to a boundary agreement
- Coordinating with WisDOT on planned intersection improvements and expansions to Highway 12-18
ACKNOWLEDGEMENTS

Town Board:
Robert Riege, Chair
Art Mikkelson, Supervisor
Mike Sehlobohm, Supervisor
Andreas Hansen, Supervisor
Pat Annen, Supervisor

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Korby Holzhueter, Treasurer

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INTRODUCTION

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

A. Purpose of this Plan

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

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend types of land use for specific areas in the Town;
- Preserve agricultural lands and farming in the community;
- 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 is being prepared under the State of Wisconsin’s “Smart Growth” legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This Plan meets all of the statutory elements and requirements of the “Smart Growth” law. After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing for zoning and subdivision review. In addition to meeting the “Smart Growth” law, this Plan complies with the state’s Farmland Preservation Program. The Plan specifically includes policies and maps related to:

- preserving prime agricultural lands;
- managing urban growth;
- providing public facilities and managing demands on these facilities;
- protecting significant natural resources, open space, scenic, historic and architectural areas, and;
- conserving soil and water resources.

The Farmland Preservation Program also establishes specific guidelines for designating agricultural preservation areas, transition areas, and environmental areas. These guidelines, along with the data and analysis, plan implementation, and public participation processes required under the Farmland Preservation Program, were incorporated into this plan. The remainder of this Comprehensive Plan is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information on the element (e.g., land use, transportation, economic development), followed by an outline of the Town’s policy desires related to that element, and ends with detailed recommendations for the element. The final chapter (Implementation) provides recommendations, strategies, and timelines to ensure the implementation of this Plan.
B. **General Regional Context**  
Map 1 shows the relationship of the Town to neighboring communities in the region. The Town is located about 15 miles east of Madison and 10 miles west of Lake Mills in eastern Dane County. The Town surrounds the Village of Deerfield, and abuts the Town of Lake Mills and Jefferson County to the east, the Town of Christiana to the south, the Town of Cottage Grove to the west, and the Town of Medina to the north.

Deerfield is located in an expanding Dane County and Jefferson County region, where growth and development has outpaced most other regions in Wisconsin. A strong regional economy and higher educational opportunities have spurred much of this growth. Total population, employment, and development are forecasted to continue growing in the region over next two decades, with places like Deerfield likely to receive growth pressure.

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

D. **Regional Planning Effort**  
This 2007 Comprehensive Plan was prepared concurrently with seven other neighboring communities in southeast Dane County and northern Rock County as part of a state-funded multi-jurisdictional planning process. The other seven communities included: towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs and Rutland; the Village of Brooklyn, and the city of Edgerton. In fall 2002, these eight communities formed a Regional Steering Committee to develop regional planning goals for growth, transportation systems, farmland preservation, natural resource protection, historic and cultural resource preservation, regional utilities, and park and trail systems. This committee met from 2003 to early to coordinate data, analyze trends, and discuss mutual planning issues and concern related to the larger region. The Village of Deerfield also updated its comprehensive plan at the same time.
Map 1: Jurisdictional Boundaries
CHAPTER ONE: ISSUES AND OPPORTUNITIES

This chapter of the plan gives an overview of demographic trends and background information necessary to develop an understanding of the changes taking place in the Town of Deerfield. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household and employment forecasts, age distribution and employment characteristics. It also includes overall goals and objectives to guide future preservation and development over the 20-year planning period.

A. Population Trends and Forecasts

The Town of Deerfield experienced rapid population growth during the 1990s. According to U.S. Census data, the Town grew from 1,181 residents in 1990 to 1,470 residents in 2000, which represents a 24.5 percent increase. By 2004, the Town grew to an estimated 1,509 residents. The Town’s growth rate between 1990 and 2000 was twice as high as neighboring towns (11 percent for the Town of Christiana, 9 percent for the Town of Cottage Grove, and 10 percent for the Town of Medina). The Village of Deerfield grew by about 22 percent during the 1990s and the Village of Cambridge increased by about 25 percent. Dane County grew by about 16 percent during the 1990s.

Table 1: Population Trends

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Deerfield</td>
<td>855</td>
<td>1,111</td>
<td>1,181</td>
<td>1,470</td>
<td>+289</td>
<td>24.5%</td>
</tr>
<tr>
<td>Town of Christiana</td>
<td>1,261</td>
<td>1,209</td>
<td>1,182</td>
<td>1,313</td>
<td>+131</td>
<td>11.1%</td>
</tr>
<tr>
<td>Town of Cottage Grove</td>
<td>1,818</td>
<td>2,952</td>
<td>3,525</td>
<td>3,839</td>
<td>+314</td>
<td>8.9%</td>
</tr>
<tr>
<td>Town of Medina</td>
<td>961</td>
<td>1,019</td>
<td>1,124</td>
<td>1,235</td>
<td>+111</td>
<td>9.9%</td>
</tr>
<tr>
<td>Village of Deerfield</td>
<td>1,067</td>
<td>1,466</td>
<td>1,617</td>
<td>1,971</td>
<td>+354</td>
<td>21.9%</td>
</tr>
<tr>
<td>Village of Cambridge</td>
<td>672</td>
<td>785</td>
<td>883</td>
<td>1,101</td>
<td>+218</td>
<td>24.7%</td>
</tr>
<tr>
<td>Dane County</td>
<td>290,272</td>
<td>323,545</td>
<td>367,085</td>
<td>426,526</td>
<td>+59,441</td>
<td>16.2%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>4,417,821</td>
<td>4,705,767</td>
<td>4,891,769</td>
<td>5,363,675</td>
<td>+571,906</td>
<td>9.6%</td>
</tr>
</tbody>
</table>


Table 2 shows the Town’s projected population over the next 20 years based on state Department of Administration forecasts. By 2025, the Town’s population is forecasted to reach 1,866 residents. Table 2 also shows projected populations in three adjoining towns and the Village. Actual future population will depend on market conditions, attitudes to growth, and development regulations.

Table 2: Population Forecasts

<table>
<thead>
<tr>
<th></th>
<th>2005</th>
<th>2010</th>
<th>2015</th>
<th>2020</th>
<th>2025</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Deerfield</td>
<td>1,562</td>
<td>1,637</td>
<td>1,706</td>
<td>1,781</td>
<td>1,866</td>
</tr>
<tr>
<td>Town of Medina</td>
<td>1,292</td>
<td>1,336</td>
<td>1,374</td>
<td>1,419</td>
<td>1,471</td>
</tr>
<tr>
<td>Town of Cottage Grove</td>
<td>3,961</td>
<td>4,052</td>
<td>4,127</td>
<td>4,222</td>
<td>4,341</td>
</tr>
<tr>
<td>Town of Christiana</td>
<td>1,346</td>
<td>1,366</td>
<td>1,381</td>
<td>1,402</td>
<td>1,432</td>
</tr>
<tr>
<td>Village of Deerfield</td>
<td>2,053</td>
<td>2,113</td>
<td>2,166</td>
<td>2,228</td>
<td>2,303</td>
</tr>
</tbody>
</table>

Source: Wisconsin Department of Administration, 2004
B. Demographic Trends

Table 3 shows trends in the Town’s age and sex distribution from 1990 to 2000, and compares these trends with the county and state. In 2000, the percentage of the Town’s population aged 18 and under was higher than Dane County, but lower than the Village of Deerfield; while the percentage of the population aged 65 and older was slightly lower than the Village and county.

Following nationwide trends, the average age of Deerfield’s population has grown somewhat older in the past thirty years. In 1970, the Town had a median age of 26.1, in 1980 it was 29.0, and by 2000 it was 37.6. With prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period.

<table>
<thead>
<tr>
<th></th>
<th>Town of Deerfield</th>
<th>Village of Deerfield</th>
<th>Dane County</th>
</tr>
</thead>
<tbody>
<tr>
<td>% under 18</td>
<td>31.1</td>
<td>26.6</td>
<td>31.7</td>
</tr>
<tr>
<td>% over 65</td>
<td>6.8</td>
<td>8.6</td>
<td>8.8</td>
</tr>
<tr>
<td>% Female</td>
<td>47.7</td>
<td>45.3</td>
<td>51.1</td>
</tr>
</tbody>
</table>


C. Household Trends and Forecasts

Table 4 compares selected household characteristics in 2000 for the Town of Deerfield with surrounding towns, the county, and the state. The Town’s average household size declined over the past decade. The number of persons per household dropped from 3.07 in 1990 to 2.77 in 2000. The average household size in all of Dane County in 2000 was 2.37, down from 2.46 in 1990. The Town’s average household size is forecasted to drop to around 2.62 in 2010 and 2.47 in 2020. These projected household sizes will be used in projecting future housing unit demand in the community over the next 20 years, in the Housing chapter of this Plan. This is equivalent to household forecasts.

<table>
<thead>
<tr>
<th></th>
<th>Town of Deerfield</th>
<th>Village of Deerfield</th>
<th>Dane County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Housing Units</td>
<td>503</td>
<td>452</td>
<td>1,356</td>
</tr>
<tr>
<td>Total Households</td>
<td>486</td>
<td>447</td>
<td>1,338</td>
</tr>
<tr>
<td>Household Size</td>
<td>2.77</td>
<td>2.76</td>
<td>2.87</td>
</tr>
<tr>
<td>% Single-person household</td>
<td>12.6</td>
<td>14.1</td>
<td>11.4</td>
</tr>
</tbody>
</table>


D. Employment Trends and Forecasts

According to 2000 Census data, the largest portion of the 805 employed persons living in the Town of Deerfield worked in the educational, health and social service sector (over 20 percent). Manufacturing and construction sectors were also significant employers, each with over 13 percent of the labor force. The percentage of the Town’s labor force employed by sector in 2000 is shown below:
Table 5: Occupation of Employed Town Residents, 2000

<table>
<thead>
<tr>
<th>Occupational Group</th>
<th>Percentage of Labor Force</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ag./Forestry/Fishing/Mining</td>
<td>5.5%</td>
</tr>
<tr>
<td>Professional Services</td>
<td>6.6%</td>
</tr>
<tr>
<td>Health/Education/Personal/Entertainment Services</td>
<td>21.1%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>13.5%</td>
</tr>
<tr>
<td>Retail/Wholesale Trade</td>
<td>15.2%</td>
</tr>
<tr>
<td>Construction</td>
<td>13.4%</td>
</tr>
<tr>
<td>Finance/Insurance/Real Estate</td>
<td>7.3%</td>
</tr>
<tr>
<td>Transportation/Information</td>
<td>9.6%</td>
</tr>
<tr>
<td>Public Administration</td>
<td>4.3%</td>
</tr>
<tr>
<td>Other Services</td>
<td>3.8%</td>
</tr>
</tbody>
</table>

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

More current employment data is available at the county level. According to Wisconsin’s Department of Workforce Development, total employment in all sectors increased in Dane County by about 13% from 1996 to 2001. Jobs in the service and miscellaneous sector increased the most, from 64,819 jobs in 1996 to 78,701 jobs in 2001. The county also experienced significant growth in jobs related to transportation, communications, and utilities as well as in construction and mining.

Forecasting employment growth for establishments located within the Town of Deerfield is difficult because of the community’s small number of employers and reliance on the agricultural economy. Employment forecasts have been provided for Dane County. Woods & Poole Economics, Inc.—a regional economic and demographic analysis firm—projects that total employment in the Madison metropolitan area will increase 26% from 2000 to 2020, from approximately 330,880 workers in 1999 to 417,370 workers in 2020. Jobs in the service sector are projected to experience the highest growth during this time period.

E. Education and Income Levels

Educational attainment is another component of a community’s labor force. According to the 2000 Census, more than 95% of the Town’s population age 25 and older had attained a high school level education or higher. Approximately 26% of this same population had attained a college level education (bachelor’s degree or higher).

According to 2000 Census data, the 1999 median household income in the Town of Deerfield was $63,125. Over thirty percent of households reported an income between $50,000 and $74,999, with the next highest percentage of Town residents (19.5 percent) earning from $75,000 to $99,999.

F. Results of Public Participation Efforts

The Town Plan Commission led and participated in a number of exercises to ensure that this comprehensive plan is based on a vision shared by Deerfield residents. At the beginning of the process, the Town Board adopted its Public Participation Strategy and Procedures to formally establish this process. This plan was developed to assure that citizens had a variety of opportunities and methods for receiving information about and having input into the Town’s planning process and planning related issues. The following is a result of this effort:
1. **Plan Commission Meetings**
The Town Plan Commission met several times over the course of this process to direct the preparation of the plan. At one of the first meetings, Commission members participated in a preliminary exercise to identify key planning-related issues in the Town, which included the following:

- **Community Character:** The Town is a rural farming community. Deerfield has not experienced the rampant rate of growth and development as other towns closer to Madison. The Town is defined by its drumlins, wetlands, lowlands, woodlots, creeks and state hunting areas.
- **Land Use:** The Town has an abundant amount of prime farmland. Most farms in the Town are resident-owned; very few are absentee-owned operations. There is very little perceived conflict between farmers and rural residents. Higher density residential development has been directed into the Village of Deerfield.
- **Economic Development:** Farming is the predominate economic development activity. There was a desire to address large industrial farming operations in the planning process.
- **Transportation:** Some of the major traffic problems in the Town include the intersection of USH 12 and STH 73 and Oak Park Road. The Glacial Drumlin Bike Trail runs through the center of the Town.
- **Environment:** Key environmental features in Deerfield include the Goose Lake Wildlife Area and the Koshkonong Creek corridor, wetlands, and drumlins.

2. **Open Houses**
Two public open houses were held over the course of the planning process to share information and gather public input. The first was held in October 2003, and focused on sharing background information and trends affecting the Town. The second was held in November 2004 to present and obtain feedback on an initial draft of the plan document. Based on the input received at this second open house, the Plan Commission revisited the draft planned land use map and the proposed policies for development within the Agricultural Preservation District.

3. **Intergovernmental Meetings**
Town officials met with Village officials during the course of their parallel planning processes to share ideas and directions. This included a meeting to compare this Plan to the Village’s recently adopted plan in March 2005. Town officials also attended meetings of the southeast Dane regional committee, and shared draft versions of this plan with County Planning staff.

4. **Public Hearing**
Following a recommendation by the Plan Commission, the Town Board held a formal public hearing on this Plan before adoption.

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

Goals, objectives and policies are defined below:

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

Programs are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are generally used interchangeably with the word “recommendations.”

Below is a statement of goals and objectives to guide the future preservation and development in the Town over the 20-year planning period. Specific goals, objectives, policies and programs for each plan element are provided in the corresponding chapters that follow.

**Overall Goal Statement:**
Preserve farming, rural character, and quality of life in the Town of Deerfield, in part through responsible growth management and planning

**Key Objectives:**
- Protect the lands best suited for agricultural use in the Town so that the family farm and the Town’s distinctive rural character and economic base may be preserved.
- Provide for orderly growth and development of the Town by limiting residential development to densities and in locations that are best suited to preserving the Town’s distinctive rural character.
- Ensure the adequate provision of necessary public services by encouraging development which will not over burden the Town’s capacity to provide such services.
- Protect the natural, scenic, historical and cultural resources of the Town by guiding development to those areas which are most suitable for development.
- Discourage development in floodland, shoreland, steep slopes and wetland areas of the Town in order to prevent servicing, developmental, and environmental problems.
- Achieve good soil and water conservation practices, reduce runoff erosion and stream, lake and ground water pollution.
- Diversify and expand the Town’s tax base.
- Preserve and protect farmlands and farm operations for the long-term as a principal land use outside of the Village’s growth area.
- Encourage greater diversification in housing.
- Encourage commercial and industrial growth in the Deerfield area to provide increased nonresidential tax base and community services, with a secondary goal of increasing employment.
- Recognize that the most logical growth pattern around the Village is development served by public sanitary sewer and municipal water service.
CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

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

A. Agricultural Resource Inventory

Agriculture is a prominent land use in the Town of Deerfield. Farmland covers approximately 76 percent of the Town's land area, according to Wisconsin's Town Land Use Data Project administered by the Program on Agricultural Technology Studies (PATS) and a land use inventory conducted in 2003. Farming is an important component of Deerfield's local economy, heritage, and local character. It is also a way of life for many Town residents. The agricultural landscape enhances Deerfield's aesthetic appeal. The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to Deerfield's rural character. This plan seeks to ensure that agriculture remains a significant land use activity in the community. The character, location, and viability of farming in the Town are described below.

1. Character of Farming

Many Town residents derive all or part of their income from farming. Although the percent of total Town resident income from farming (4.2 percent) is slightly lower than county average, over 13 percent of employed adults in the Town worked on farms in 1990, and nearly 20 percent of households reported some farm related income in 1989 (PATS). In addition, over 16 percent of the Town’s population lives on farms. Farmers in the Town produce a variety of agricultural commodities including row crops, dairy products, alfalfa, corn and soybeans. Unlike most rural communities in the United States, the total number of active farms in the Town increased during the 1990s. According to the Wisconsin Agricultural Statistical Service, the estimated number of full time farm operators in the Town increased from 92 in 1990 to 101 in 1997, a nearly 10 percent increase. (WASS defines an active farm as a place that sells at least $1,000 worth of agricultural products in a given year. Dane County permits a farm residence in the Exclusive Agriculture Zoning District if the owner yields at least $6,000 from farming). There are an estimated 3 farms per square mile in the Town.

While the total number of farms increased during the 1990s, the number of dairy farms declined over that period. According to WASS, the number of dairy farms in the Town decreased from 23 active farms in 1989 to 15 farms in 1997, a 35 percent decline. This decline is at least partially attributed to the drop in milk prices during the 1990s, which affected much of rural Wisconsin.

The State Farmland Preservation Program provides income tax credits to property owners who agree to keep their land in agricultural use. As of the mid 1990s, approximately 67 percent of the Town’s farmland was enrolled under this program.

2. Location of Farmland

Agricultural land covers much of the Town. Most of this land has been planned within the “Agricultural Preservation District” and is zoned A-1 Exclusive Agriculture. The density of new residential development is limited to one lot or non-farm residence per 35 acres, with the exception of instances where several criteria are met. Between 1990 and 1997, about 600 acres of land were rezoned out of the A-1 Exclusive Agriculture district.

3. Assessment of Farmland Viability

The Dane County Land Conservation Department’s Land Evaluation System groups soil suitability for agriculture based on three factors: prime farmland, soil productivity for corn, and land capability class. Soils best suited for agricultural use are called Group I and II soils. Group I soils have the
highest crop yields and few limitations that restrict their use for agriculture. Group II soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. In Deerfield, there are large areas containing Group I and II soils. As shown in Map 2, these soils are interspersed throughout the Town. They are most abundant in the western portion of the Town, but are also common in the southeastern corner.

B. Agricultural Resource Goals, Objectives and Policies

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

2. **Objectives:**
   a. Preserve productive farmlands for continued agricultural use.
   b. Maintain agriculture as the major economic activity and way of life within the Town.
   c. Discourage land uses which conflict with agriculture.

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

1. All residential development that is located within the Agriculture Preservation District should be low density and should be located in areas posing minimal conflict with agricultural uses. No residential development should be allowed on Group I or Group II soils, unless there is no area on the subject property that is not classified as Group I or Group II soils. In those cases, the Town Plan Commission and Town Board may relax the soil criterion. Residential development should also be located so that natural environmental features are protected. All such development should be designed in accordance with natural resource protection standards specified later in this chapter.

2. New non-farm development shall be restricted to a maximum gross density of one dwelling unit per 35 contiguous acres owned as of October 26, 1978. This baseline date is when the Town of Deerfield adopted the A-1 Exclusive Agriculture zoning district.

3. As a guide to determine the total acreage under contiguous ownership on October 26, 1978, the Town will use (a) the acreage amount listed on the parcel’s 1978 tax roll if available or the net acreage from Dane County’s Geographic Information Systems (GIS) database, and (b) ownership information shown on the 1978 Land Atlas and Plat Book for Dane County published by Rockford Map Publishers, Inc.

4. For the purposes of this policy, the terms “contiguous acres owned” or “contiguous ownership” are defined as all parcels under single ownership as of October 26, 1978 which share a common boundary. Parcels in single ownership which are directly across public roads, public or rail right-of-ways, or easements, along with parcels that meet only at a corner, shall be considered contiguous.

5. When calculating the number of dwelling units permitted (or “splits”), the number of contiguous acres owned as of October 26, 1978, which must be at least 35 acres, will be divided by 35. If the result is a fraction greater than 0.80, the landowner can round up to the nearest whole number. Example: a landowner with 100 contiguous acres can get 3 “splits” (100/35 = 2.85). A landowner with 95 contiguous acres is limited to 2 “splits” (95/35 = 2.71).

6. The minimum new lot size shall be 80,000 square feet. The Town Board promotes lots close in size to that 80,000 square foot minimum, but may require a larger lot size if it deems in particular cases that the special natural features of the land require a larger lot to protect the resource.

7. No new residential development shall be allowed within an Open Space Corridor as shown on Map 5, or as may subsequently be adjusted through a detailed site analysis which more precisely locates the feature(s) which led to its mapping as an Open Space Corridor in the first place.

8. The maximum number of dwelling units on a shall be calculated based on the land area in contiguous ownership as of October 26, 1978. This means a change of ownership does not commence a new allotment of dwelling units. When portions of an October 26, 1978 parcel change ownership, a contract of sale stipulating the exact number of “splits” going to the purchased parcel and the exact number of “splits” staying with the remaining parcel shall be prepared. Such a stipulation should be recorded with the Register of Deeds and notice should be provided to the County Planning and Development Department. If past transactions have not included this type of deed stipulation, the Town assumes that one “split” went with the purchased parcel if it exceeded 35 acres, two “splits” if it exceeded 70 acres, three “splits” if it exceeded 105 acres, etc.

9. Whenever a rezone results in reaching the maximum number of development sites available to the parcel under the density provision in this “Standards and Criteria” section, the Town shall, as part of the rezoning, require that the balance of the contiguous lands that remain under the ownership of the applicant requesting the final development site be deed restricted to prevent further development.
10. One non-farm residence (or one non-farm, non-residential use permitted in the A-1 Exclusive
zoning district) shall be allowed on all parcels which were vacant and less than 35 acres in size
(i.e., substandard lots) at the time the Town adopted A-1 Exclusive Agriculture zoning (October
26, 1978). The division of substandard lots is prohibited.

11. Any land sold to a public agency (e.g., Wisconsin Department of Natural Resources, Dane
County Parks, Wisconsin Department of Transportation) after 1978 will not be subtracted from
October 26, 1978 parcel size when calculating the maximum number of dwelling units permitted,
unless a contract of sale stipulates the exact number of “splits” going to the purchased parcel and
the exact number of “splits” staying with the remaining parcel. Such a stipulation should be re-
corded with the Register of Deeds and notice should be provided to the Dane County Planning
and Development Department.

12. If more than 35 acres of an October 26, 1978 contiguous ownership parcel is annexed into a city
or village, the Town will subtract the annexed acreage from the original parcel total when calcu-
lating the maximum number of dwelling units (“splits”) permitted.

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

14. Housing allowed within the A-1 Exclusive Agriculture zoning district will count toward the one
dwelling unit per 35 acre density standard. This housing should be limited to housing for own-
ers/operators and their immediate family members. An additional farm residence for parents or
children of the farm operator may be allowed if the conditional use standards of the Exclusive
Agriculture zoning district are met and if all Town policies are met. Farm-related housing shall
occur on the least fertile soils for agricultural uses and in a manner which maximizes agricultural
use of the remaining usable area.

15. Because of its benefits to the local economy and tax base, any commercial or industrial develop-
ment shall not count toward the one dwelling unit per 35 acre density standard, provided that the
development is compatible with an agricultural setting, meets all policies applicable to the General
Business planned land use category (see “Land Use” chapter), and does not require high water us-
age.

16. The platting of subdivisions (5+ lots in a five year period, as further defined in the Dane County
Subdivision Ordinance) in the mapped Agricultural Preservation District is not permitted, unless a
landowner is exercising five or more of his or her allowed dwelling units. For example, a land-
owner with 175 acres in the Agricultural Preservation District is permitted to create five homesites
under the Town’s density policy. These five lots may be clustered to one portion of the property
so the remainder of the land can be used for farming. To create such a cluster, a subdivision plat
would usually be required.

17. New non-agricultural development abutting active farm operations may be fenced, contain ade-
quate setbacks, or otherwise be situated or screened in a manner that will help prevent nuisance
complaints that could limit normal agricultural practices. As determined by the Town, the par-
ticular strategy(ies) will vary depending on the characteristics of the development, the topography
and existing vegetation, the nature of the farm operation, and other factors. The use of one or
more strategies will be particularly important where the farm operation includes a livestock con-
finement area that is near to the new development.

18. New private driveways or roads should not be permitted to cross or bisect Group I or II farm-
lands, unless aligned along existing property lines, fences, or appropriate natural features.
19. Utility extensions (electronic power lines, telephone lines, gas distribution lines) shall not cross farmlands in a manner that will disrupt farming activities.

20. Erosion control practices shall be encouraged in accordance with recommendations of the U.S. Natural Resource Conservation Service.

21. Mineral extraction operations may be permitted through a conditional use permit provided that they meet all policies and standards of the Town with regards to road usage, meet policies in the “Nonmetallic Mineral Resources” section below, and are compatible with surrounding uses of land.

22. See also the “Housing and Neighborhood Development” chapter for rural housing layout guidelines applicable in the Agricultural Preservation District.

C. Agricultural Resource Recommendations and Programs

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

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

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

- Maintain Dane County as one of the nation’s most productive agricultural counties.
- Preserve agricultural land as a resource for current and future generations.
- Support preservation of the family farm.
- Maintain the rural character of Dane County towns.

Reflecting these countywide farmland preservation policies, this plan recommends the following approaches to preserve the Town’s valuable agricultural resources.

1. Limit Non-farm Development in Agricultural Areas

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

As described more fully in the “Land Use” chapter, the Town’s planned land use map (Map 5) designates most of the Town as an Agricultural Preservation District, which are those areas deemed appropriate for long-term farming. This planning designation was mapped on the basis of soil types, topography, agricultural productivity, and current and potential agricultural uses. The primary land use activity within the Agricultural Preservation District should be farming. This Plan generally recommends a housing density of no more than one home per 35 acres owned in the Agricultural Preservation District, and the location of these limited homesites in non-productive agricultural areas. This plan designation and accompanying density policies earlier in this chapter seek to avoid the breaking up of large farm parcels, while still providing some non-farm economic return for farmers.

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

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

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

2. **Direct Intensive Development into Urban Service Areas**

Large-scale residential and commercial development projects, which have the greatest opportunity for conflicts with farming, should be directed away from the planned Agriculture Preservation District entirely. This plan seeks to direct intensive development (e.g., large subdivisions, multi-family residential, high water usage commercial and industrial uses) into the Village of Deerfield Urban Service Area, where a full array of municipal services are available. These services include public water systems, sanitary sewage systems, higher levels of police and fire protection, solid waste collection, streets with curbs and gutters, street lighting, and parks. The 2004 boundaries of the Village of Deer-
field Urban Service Area are shown on Map 5. These boundaries are intended to represent the outer limits of planned urban growth and development in the Village over a 20-year planning period. However, these boundaries can be expanded in the future.

3. **Support Efforts to Regulate Large-Scale Livestock Operations**

Current trends in agriculture may result in more concentrated, larger-scale livestock operations locating in the Town over the 20-year planning period. This Plan supports recent state and county efforts to ensure that the impacts of large-scale livestock operations do not degrade the environment or disturb neighboring uses. Specifically, this plan advocates the following practices for large-scale livestock operations:

- **Proper siting and design of manure storage facilities**: Large farm operators should carefully consider the siting and design of manure storage facilities. Improper storage of manure may cause pollution of 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 storage facilities.

- **Control runoff from areas where manure is concentrated**: Large farm operators should prevent rain and melting snow from washing manure nutrients and bacteria into nearby drainageways, streams and lakes. Common practices include the placement of rain gutters, downspouts and outlets on all buildings near manure-covered areas; diverting water away from a barn or feedlot by building a berm or dredging a channel; constructing a settling basin at the lower end of the feedlot that allows runoff water to leave the yard at a controlled rate; or installing a filter strip or buffer area at the lower end of the feedlot to trap nutrients and suspended material. Under Dane County ordinances, any overflow of manure storage facilities is prohibited.

- **Careful application of manure fertilizer**: Large farm operators should spread their manure fertilizer according to a nutrient management plan to protect water quality and maximize the benefit from manure. The key is to put manure in known places at known rates. Too much manure application or allowing runoff from spreading sites can result in polluted streams, lakes or groundwater, without any increases in productivity. Dane County now has standards and permit requirements for the spreading of liquid manure in winter months.

- **Protect streambanks and shoreline areas**: Farm operators should restrict their cattle herd’s access into any streams or shorelines within the grazing areas. When cattle are concentrated along streambanks and shorelines, bank erosion and manure can threaten water quality and fish habitat. Several practices can allow cattle access to water while protecting banks and shorelines. These include installing fencing, constructing stream crossings and access ramps, or pumping water to a location away from the stream.

- **Ensure that the large-scale operation does not overburden Town roads**: State statues allow town or county governments in charge of road maintenance to impose special weight limits on roads under their jurisdiction. As part of this authority, local governments can exempt certain vehicles servicing a large-scale livestock operation from the posted weight limits as long as they provide financial assurances to cover damage caused by their road usage. These heavier servicing vehicles could also be required to remove debris deposited on a posted road.

The DATCP publication titled “*Livestock Guidance: Local Planning for Livestock Operations in Wisconsin*” contains more specific strategies to plan for this type of land use. This publication provides specific help for communities seeking to respond to changes in the livestock industry.
4. **Review Site Plans for Concentrated Animal Feeding Operations (CAFOs)**

A growing number of dairy operations across the state have began expanding their herd size and modernizing their facilities to increase productivity and competitiveness. These “mega farms” are increasingly raising concern among neighboring farmers, landowners, and residents because of the intensity of the operation and their impact on local roads, adjacent land uses and the environment. This plan supports recent state efforts to ensure that the impacts of large-scale livestock operations do not degrade the environment or disturb neighboring uses.

In April 2004, the state enacted legislation to create a more predictable framework for decisions to site or expand large-scale livestock facilities in Wisconsin. Based on this new law, the Department of Agriculture, Trade and Consumer Protection (DATCP) adopted performance standards for the siting of new or the expansion of existing livestock operations with 500 or more animal units. If a local government chooses to regulate livestock facilities through their zoning ordinance, it must use the performance standards set by DATCP when deciding to approve or deny a proposed facility. In general, a local government will have difficulty denying any proposed siting or expansion of a livestock facility if there is a determination that the operator complies with DATCP standards. Local governments may apply more stringent standards than the ones established by DATCP if it adopts them by ordinance based on “reasonable and scientifically defensible” findings that demonstrate a health or safety need. The livestock operator and any person who lives or owns land within two miles of the livestock facility may appeal the decision made by the local government on the grounds that the community either incorrectly applied the statewide performance standards, or lacks the statutory authority to approve or deny applications. The Town should continue to monitor these DATCP practices and standards and explore what options are available to the Town and Dane County to incorporate these standards.

The Town should actively ensure that it is properly notified when any landowner wants to raise their operation to over 1,000 animal units. The Wisconsin Department of Natural Resources requires concentrated animal feeding operations (CAFOs) with 1,000 or more animal units to obtain a permit. This permit is called a Wisconsin Pollutant Discharge Elimination System (WPDES) Concentrated Animal Feeding Operation (CAFO) permit—or a WPDES CAFO permit. These permits are designed to ensure that farm operations choosing to expand to 1,000 animal units or more use proper planning, construction, and manure management practices to protect water quality from adverse impacts.

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

1. The location of the existing and proposed site on plat maps, aerial photographs, and soil survey maps.
2. 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.
3. A description of proposed and existing waste storage facilities
4. A description of proposed and existing runoff control systems, groundwater monitoring systems, permanent spray irrigation or other land-spreading systems.
5. Information on current and future animal units for the operation and the expected expansion dates.
6. A narrative containing background information on the operation as it exists and how it will function after the planned construction or expansion.

Town Plan Commission review of this site plan, and subsequent discussions with the landowner, will serve as the basis for the Town’s submittal of a formal letter to WisDNR during the public comment period of the WPDES CAFO permitting process. This letter will indicate whether or not the site plan was submitted for Town review, and will include any findings or concerns related to the proposed operation. The Town should contact the Agricultural Runoff Management Specialist in the WisDNR South Central Regional Office to formally request, in writing, that the Town be notified of all public comment periods related to a pending WPDES CAFO permit for an operation located in the Town.

5. Identify Farm Priority Areas

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

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

6. Consider a Purchase of Development Rights (PDR) Program

To reduce the amount of future development in the Agricultural Preservation District, a Purchase of Development Rights (PDR) program may be worthy of future consideration. Under a PDR Program, the Town, county or a non-profit land trust would allocate funds to purchase development rights from willing farmland owners. The program is based on the premise that landowners can sell off a portion of their property rights, while retaining the remainder of those rights. For example, a farm owner could negotiate to exchange any future rights to build on his or her property for a sum of cash. The farm owner would still have title to the property, could still restrict access, and could continue to farm the land. An appraisal would determine both the total market value of the land and that portion of market value associated with the land’s future development potential. The offering price for the development rights would then be equal to the value associated with the development potential. The Town of Dunn has had a PDR program in operation since the mid-1990s.

7. Consider a Transfer of Development Rights (TDR) Program

Another strategy to reduce development in the Agricultural Preservation District is a Transfer of Development Rights (TDR) program. In a TDR program, the Town would allow development rights to be transferred from “sending areas” where preservation is desired to “receiving areas” where subdivision development is planned. Instead of the government purchasing the development rights, private developers controlling land in receiving areas would have to acquire development rights from land-
owners in the “sending areas.” The use of the transferred development rights would allow developers in receiving areas to develop at greater densities than would otherwise be allowed. The developer would have to demonstrate that sufficient development rights had been purchased (and a conservation easement placed on the sending area property) before the Town approved any rezonings, plats, or conditional use permits. The Town will need to consider the drawbacks and benefits of the type of program in greater detail over the planning period. At the time of writing, Dane County was considering the adoption of a zoning ordinance amendment to facilitate town TDR programs. The graphic below shows how TDR might work.

D. Natural Resource Inventory
Understanding the extent and location of the Town’s natural features suggests possible locational advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. Map 3 depicts the Town’s environmentally sensitive areas and key natural resource areas, some of which are described in more detail below.

1. Landforms/Topography
The Town of Deerfield is situated in eastern Dane County in the glaciated “drumlin marsh” area, consisting of general glacial deposits and extensive areas of marsh deposits. The Town’s landforms are characterized by a mixture of tear-drop shaped hills (drumlins), deep peat marshes, and other lowlands and fertile agricultural soils. A series of interconnected wetlands have poorly defined drainage. Other surface water consists of several streams through the lowland area that are fed by springs. Elevations in the Town range between 850 and 1,050 feet above sea level.
Map 3: Environmentally Sensitive Areas & Public Lands
Map 3a: Floodplains & Wetlands
2. **Open Space/Environmental Corridors**

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

3. **General Soils Information**

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

- The *Dodge-St. Charles-McHenry* association is characterized by well-drained and moderately well-drained soils with silt loam subsoil, and is underlain by sandy loam glacial till. In Dane County, most areas of this association are cultivated, with corn, oats, and alfalfa being the most common crops.

- The *Batavia-Houghton-Dresden* association is characterized by both well-drained and poorly-drained, deep and moderately deep silt loams and mucks underlain by silt, sand, and gravel. These soils were formed by outwash material near streams or adjacent to glacial moraines. In Dane County, a large part of this association is cultivated, with corn being the most common crop.

The suitability of the various soils in the Town for agricultural use is described and mapped (Map 2) earlier in this chapter. Soil suitability for on-site waste disposal systems is described and mapped (Map 6) in the “Utilities and Community Facilities” chapter.

4. **Drainage Basins**

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

5. **Groundwater**

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies nearly all of the water for domestic, commercial and industrial uses in Dane County. In the County’s rural areas, groundwater is primarily used for rural domestic, irrigation, and stock watering uses.

In Dane County, high-capacity wells draw water from the Mt. Simon aquifer. Low-capacity (rural domestic) wells draw water from the upper sandstone aquifers. Average daily pumping in Deerfield was approximately .1 to .3 millions of gallons, according to the Dane County *Groundwater Protection Plan* prepared by the DCRPC in 1999. Water table levels in the Town range between 860 and 880 feet above sea level (average well depths in the Town range from 200 to 300 feet). There are numerous springs in Dane County which serve as natural points of groundwater discharge, though only two...
intermittent springs and one lower flow spring in the Town. Areas of groundwater discharge from the Mt. Simon aquifer in Deerfield exist primarily along the major waterways: Koshkonong Creek and Mud Creek.

Groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In the county’s rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil, thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, silage juice and decaying plant debris. Several sample wells in the Town’s southern part were found to have high levels of nitrate-nitrogen.

6. **Surface Waters**

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

7. **Floodplains**

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1% chance of happening in any given year). The State requires County regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage.

Map 3a shows the 5,479 acres of land in the Town classified as floodplain, comprising approximately 25 percent of the total Town land area. Floodplain areas in the Town correspond closely with Open Space/Environmental Corridors shown on Map 3, located along Koshkonong Creek running east-west through Town and Mud Creek in the southern portion of the Town. In addition, much of the Goose Lake State Wildlife area is classified as floodplain. In 2001, FEMA and Dane County began digitizing the floodplain maps for Dane County. The local floodplain ordinance and map are available at the Dane County Planning and Development Department. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries.

8. **Wetlands**

Wetland areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat. There are several wetland complexes present throughout the Town, which comprise approximately 11 percent of the land cover (according to WISCLAND data). The Goose Lake State Wildlife Area contains vast acreage of wetland habitat. Other prominent wetlands are situated in the south central portion of the Town and throughout the planning area, as shown on Maps 3 and 3a. These wetlands have been identified and mapped by WisDNR through its Wisconsin Wetlands Inventory. These maps are available at the County Planning and Development Department. Generally, county zoning does not permit development in these areas.

9. **Woodlands**

The Town contains several areas that have significant woodland cover, ranging in quality based on whether they have been grazed in the past. Wooded areas cover approximately 12 percent of the Town’s total land area according to the WISCLAND land cover inventory, ranging from 5 to 80 acres in size. These areas often coincide with areas of steep slopes and drumlins interspersed throughout the Town’s agricultural land area. The largest forested area in the township is located in the northeast corner in the Goose Lake State Wildlife area. These stands are composed of mature oak, aspen and mixed central hardwoods. Throughout the Town, much of the area is dominated by
oak, however many of these areas are shifting into central hardwoods, including hickory, walnut and red maple. The woodlands in and around the Town are valuable contributors to the area’s character and beauty. However, heavily grazed sites are stocked with box elder or are being invaded by non-native species such as honeysuckle and buckthorn.

As of July 2003, there were 456 acres of privately-owned woodland in the Town of Deerfield enrolled in WisDNR’s Managed Forest Land (MFL) Program, representing 13 landowners. This program is available to landowners with 10 or more contiguous acres of forestland. Participating landowners must agree to a forest management plan that includes harvesting at least 80% of their forest area. In exchange, their land is taxed at a rate below the state average. About 36 acres, or 8 percent, of the Town’s total enrolled acreage are open to the public for hunting, fishing, hiking, sight-seeing, and cross-country skiing.

10. Steep Slopes
The Town is characterized by gently rolling drumlins, marshes and lowlands. As shown on Map 3, steep slopes exceeding a 15% grade occur relatively infrequently and only for very short runs. These areas are scattered throughout the Town and are generally associated with either directly adjacent waterways or drumlin systems. Slopes between 15% and 20% grade present challenges for building site development. Slopes that exceed a 20% grade are not recommended for disturbance or development. These areas are uncommon in Deerfield. There is a strong association between wooded areas and steep slopes.

11. Hilltops and Ridgetops
Hilltop and ridgetop areas are important natural features that are often overlooked in comprehensive planning efforts. Within the Town, these features are particularly noticeable running from the southwest to the northeastern sections of the community. Hilltops and ridgetops serve to define the horizon. Large structures constructed on top of them tend to be visually prominent—especially if not blending with the area’s rural-agricultural character in terms of color, material, or style.

12. Rare Species Occurrences/Natural Areas
WisDNR’s Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventory. The inventory identifies five species, including one butterfly, one fish, and three plants, as well as ten sensitive community types within the township bounds. According to the Dane County Natural Heritage Foundation Plan, these are located predominantly in the northeastern section of the Town, likely within the Goose Lake State Wildlife Area. A complete description of the state-owned Goose Lake State Wildlife Area is provided in the “Utilities and Community Facilities” chapter. More specific information on location and type of specie is available from the state’s Bureau of Endangered Resources.

E. Natural Resource Goals, Objectives and Policies

1. Goal:
Protect natural resource features in the Town of Deerfield.

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

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

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

1. Open Space Corridors
   Open Space Corridors have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, and scenic value. As mapped on the Town’s planned land use map (Map 5), these corridors include the following features:
   - Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing Dane County zoning. Wetlands of two or more acres are included. This layer may not include all wetlands that are subject to state and/or federal disturbance rules.
   - Federal Emergency Management Agency (FEMA) designated floodplains subject to existing Dane County zoning. These general floodplain delineations represent the areas potentially subject to the 100-year flood adjacent to navigable waters. All areas of the Town subject to flooding are not necessarily reflected in mapped floodplains (or within the Open Space Corridor delineation).
   - Wisconsin DNR-owned lands, both existing and proposed (the Goose Lake State Wildlife Area).
New development is already limited in these corridors by existing County zoning. Generally appropriate uses include open space and agriculture activities. New homes and other buildings should not be placed in these areas.

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

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

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

3. **Water Quality**

   Groundwater is the source for drinking water for all of the Town’s households. Its protection is critical. The 1999 *Dane County Groundwater Protection Plan* included many recommendations designed to protect and enhance water quality in Dane County’s unincorporated areas. In conjunction with the County’s groundwater protection objectives, this plan supports several efforts to protect the Town’s groundwater, including the following:

   - **Work with the County and State agencies in managing livestock waste storage facilities.**
     
     Livestock waste is a potential source of groundwater pollution in the Town. Inadequately controlled animal feedlots, unconfined manure stacks, unlined manure pits and improper manure spreading are the main sources of livestock waste pollution. According to the Dane County Land Conservation Department, there were approximately 18 manure storage facilities in the Town. Dane County has adopted an animal waste management plan and established minimum design and siting criteria for animal waste storage facilities. To protect drinking water quality, WisDNR requires a separation of at least 250 feet between livestock waste storage facilities and nearby private water wells. The Town should recognize and reinforce this requirement in its approval of homesites.

   - **Avoid planning for new development within about ¼ mile of open or closed landfill sites.**
     
     Maps 4 and 5 show the locations of known landfill sites in the Town. To protect drinking water quality, the WisDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and nearby private water supply wells. This requirement should be recognized in home siting decisions.

   - **Ensure the proper placement and maintenance of on-site waste disposal (septic) systems.** Improper placement and maintenance of both conventional disposal systems and chemical and biological treatment systems allowed under the new “COMM 83” rule can result in groundwater contamination. More specific recommendations for on-site systems are addressed in the “Utilities and Community Facilities” chapter.
Remain informed and involved in decisions pertaining to high-capacity wells. Currently, permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. Should potential new sites be proposed in Deerfield over the planning period, the Town should remain informed and involved in any WisDNR decisions regarding high-capacity well decisions through regular communication and providing public comment during Environmental Impact Statement review periods. The Town could consider participating in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and state agencies where appropriate, should Groundwater Protection Areas or Groundwater Management Areas be formed in the future.

4. Woodland Management
The Town should encourage owners of the Town’s remaining large wooded parcels to participate in the State’s Managed Forest Land (MFL) Program as a way to promote multiple goals and objectives of this plan. Enrollment is open to all private landowners owning ten or more acres of contiguous forestland. Adhering to a forest management plan is a requirement of the program. Buildings used or “developed for human (year-round) residence” are not allowed on MFL-enrolled lands. Landowners wishing to build residences on MFL land must withdraw the land from the program first and pay early withdrawal penalties.

The Town should support educational efforts to help prevent the spread of oak wilt in all of Deerfield’s wooded areas. Oak wilt is caused by a fungus that plugs water-conducting vessels in trees, resulting in wilting and dropping leaves. Oak trees in the red oak group such as black, northern red, and northern pin are most susceptible to this wilting disease. Oak trees are most susceptible to overland spread in the springtime. From mid-April to July, infected trees should not be pruned, cut or injured. A private landowner can determine if an oak tree has this wilting disease by sending twig and branch samples to the University of Wisconsin’s Department of Plant Pathology, where more information can be obtained.

5. Nonmetallic Mineral Resources
Under Section 295.20 of State Statutes, landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired. At the time of writing, there were not any registered non-metallic mineral deposits in the Town of Deerfield.

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

- Any new or expanded mineral extraction sites shall meet the conditional use standards of the Dane County Zoning Ordinance.
Only commercial or industrial uses directly related to the mineral resource use, such as redi-mix concrete and hot mix paving plants, shall be allowed. In addition to meeting conditional use standards, the Town will consider conditions which protect the interests of residents within 1/2 mile and conditions which protect air and water quality from these heavy industrial-type activities.

6. Rare Species Occurrences and Wildlife Habitat
Preservation of wildlife habitat and rare plant and animal species has many benefits. It enhances the quality of residents’ lives, preserves rural character, increases pride and stewardship in private land ownership, and enhances recreational experiences. Preserving habitat and protecting rare species at the local level may also minimize the potential that a species will officially become “threatened” or “endangered,” thereby requiring federal intervention under the Endangered Species Act.

Map 3 shows all sections in the Town where rare plant or animal species and natural communities have been documented by WisDNR’s Natural Heritage Inventory (NHI). These could be aquatic or terrestrial species, plants or animals. NHI data is collected in the field on a continuous basis by biologists. However, it is important to note that not all sections of the Town have been inventoried for the presence of rare species. Because rare species are vulnerable to collection and intentional destruction, the exact locations and type of rare species is not made readily accessible. However, this data is available from WisDNR through the submittal of a “Wisconsin Natural Heritage Inventory Request Form.”

7. Recreational Resources
Recommendations related to the Town’s parks and recreational resources are provided in the “Utilities and Community Facilities” chapter.

G. Cultural Resource Inventory
Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present, and future. According to the State Historical Society, “the history of the Town of Deerfield is rich, varied, and occurs in many forms such as archeological sites, buildings, and historic landscapes. Land use planning is a rare opportunity to identify, evaluate, and protect these priceless resources.” The following sections describe the Town’s significant historic and archeological resources.

1. Historic Resources
There are no buildings or properties in the Town listed in the State or National Register of Historic Places. However, this should not be interpreted to mean that the Town does not have a fine collection of historic or architecturally significant buildings and sites. The State Historical Society’s Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin’s distinct cultural landscape. The AHI includes 52 documented properties in the Town. These properties include older homes and outbuildings, farmsteads, barns, and schoolhouses including the Liberty Schoolhouse built in 1889, and churches including the St Paul’s Liberty Lutheran Church constructed in 1851.

2. Archeological Resources
The Wisconsin State Historical Society maintains and constantly updates a list of archeological sites and cemeteries: the Archeological Site Inventory Database (ASI). According to the State Historical Society, there were 17 known archaeological sites and cemeteries identified in the Town as of July 2003. These sites include cemetery/burial grounds, mounds, cabin/homestead, and Native American campsite/villages. The sites identified to date are not fully representative, however, of the area’s rich
history and the breadth of sites, as only a small portion of the Town has actually been surveyed—generally only required for certain projects.

Based on the information from available archeological surveys, the State Historical Society has identified certain characteristics of areas where additional sites would probably be found, such as along higher, dryer areas adjacent to current and former lakes, rivers, streams and wetlands, and areas adjacent to older historic features such as trails, early roads, rail corridors, homesteads, and communities. Map 3 shows the general location of known archeological sites, though it is not exhaustive.

H. Cultural Resource Goals, Objectives and Policies

1. Goal:
   Enhance and maintain the Town’s cultural resources and rural character.

2. Objectives:
   a. Preserve the Town’s agricultural, cultural, historic, and archeological resources that celebrate the community’s pre-settlement and early settlement periods.
   b. Identify and protect cultural, historic and archeological resources.
   c. Prohibit incompatible land uses (e.g. high traffic generators, noisy uses, or unaesthetic uses) from locating within or next to residential areas.
   d. Encourage the preservation of historically and architecturally significant structures.
   e. Protect scenic roadways in the Town.

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

I. Cultural Resource Recommendations and Programs

This plan encourages the preservation of historic, archeological, and cultural resources in the Town. Map 3 depicts known archeological sites that are included in the Wisconsin Archeological Site Inventory (ASI) database. Mapped archeological sites are predominately burial sites. It is important to note that the ASI database contains only those sites that have been identified by or reported to the State Historical Society. They do not include all sites of historic or archeological significance in the Town. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. Dane County ordinances require a 25-foot setback from Native American burial mounds.

The Town intends to make a specific request to the State Historical Society for more detailed information when a specific development proposal is offered on land in an area where a known historic or archeological site has been mapped, if its location is not readily apparent. The Town should also work with the
county and state in preserving the community’s historic farmsteads and outbuildings that contribute to Deerfield’s agricultural heritage and aesthetic beauty. These important Town landmarks should be included in any future cultural resource identification and protection programs.

Finally, the Town will continue to promote the community’s farming heritage by supporting local festivals, fairs, markets, farm tours, or farm breakfasts.
CHAPTER THREE: LAND USE

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the Town of Deerfield. It includes a map showing existing land uses and recommended future land uses, and provides land use data and analysis as required under §66.1001, Wisconsin Statutes.

A. Existing Land Use

An accurate depiction of the Town’s existing land use pattern is the first step in planning for a desired future land use pattern. The Town’s consultant conducted an inventory of existing land uses in Summer 2003 using data from Dane County and spot field checks. Town representatives had an opportunity to review and suggest corrections to existing land use maps before they were finalized.

B. Existing Land Use Map Categories

Map 4 divides existing (2003) land uses in the Town into several categories:

- **Agriculture/Rural**: land used primarily for farming, farmsteads and support activities; woodlands and open lands; and limited single-family residential development, generally densities at or below 1 dwelling per 35 acres;
- **Public Open Space**: publicly- or privately-owned lands designated as county parks and recreation areas, state wildlife areas, Town parks, or other recreational facilities;
- **Surface Water**: lakes, rivers and perennial streams;
- **Single Family Residential - Rural**: single family residential development served by on-site waste disposal systems. Map 3 splits this designation into lots between 20,000 square feet and 2 acres and lots over 2 acres in size (the minimum new lot size in the Town of Deerfield is 40,000 square feet);
- **Single Family Residential—Sewered**: single-family residential development, generally at densities up to 4 dwelling units per acre and served by public sanitary sewer service;
- **Duplexes & Townhomes**: two-family residential development, generally at densities between 4 and 8 dwelling units per acre and served by public sanitary sewer service (this category is only mapped in the Village of Deerfield);
- **Multi-Family Residential**: a variety of residential units at densities generally above 8 dwelling units per acre, including mobile homes and multiple family residences (this category is only mapped in the Village of Deerfield);
- **General Business**: low-density indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- **General Industrial**: low-density indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- **Institutional & Governmental**: large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories.
- **Extraction**: sites in current uses as quarries, gravel pits, clay extraction, peat extraction and related land uses.
C. Existing Land Use Pattern

A vast majority of the Town remains in open space uses. As shown on Map 4, about 76 percent of the Town’s total area is in Agriculture/Rural use, with a large area of Open or Vacant Land in the northeastern part of the Town.

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

There are a few General Business uses located in the Town. Institutional & Governmental uses scattered throughout the Town represent cemeteries and church sites. An Extraction site is located near the intersection of Olstad Road and Oak Park Road in the southwest part of the Town.

Table 6 provides an estimate of the acreage within each existing land use category in the Town of Deerfield in the year 2003. These acreage totals do not include lands within the Village of Deerfield’s current municipal boundary.

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<tr>
<th>Land Use</th>
<th>Acres</th>
<th>Percent</th>
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<td>Agriculture/Rural</td>
<td>17,819</td>
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<td>Public Open Space</td>
<td>2,392</td>
<td>11%</td>
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<td>Surface Water</td>
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<td>&lt; 1%</td>
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<tr>
<td>Single Family Residential - Rural</td>
<td>969</td>
<td>4%</td>
</tr>
<tr>
<td>Single Family Residential - Sewered</td>
<td>44</td>
<td>&lt; 1%</td>
</tr>
<tr>
<td>Duplexes &amp; Townhomes</td>
<td>1</td>
<td>&lt; 1%</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
<td>1</td>
<td>&lt; 1%</td>
</tr>
<tr>
<td>General Business</td>
<td>2</td>
<td>&lt; 1%</td>
</tr>
<tr>
<td>General Industrial</td>
<td>7</td>
<td>&lt; 1%</td>
</tr>
<tr>
<td>Institutional &amp; Governmental</td>
<td>84</td>
<td>&lt; 1%</td>
</tr>
<tr>
<td>Extraction</td>
<td>28</td>
<td>&lt; 1%</td>
</tr>
<tr>
<td>Right-of-way</td>
<td>774</td>
<td>3%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>22,186</td>
<td>100%</td>
</tr>
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1. Land Development Trends

From 1994 to 2001, there were 96 new parcels created in the Town—most all established through certified survey maps. In 2001, there was an 11-lot subdivision created in the Town. Nearly all of these lots were for residences, averaging about 12 lots per year.
Map 4: Existing Land Use
Trends in the Town’s agricultural land market are available from the Wisconsin Department of Revenue’s Fielded Sales System, which tracks sales of agricultural, forest and swamp and waste parcels for all towns in the state. For agricultural parcels, data is collected at the time of sale and includes those parcels that will remain in agricultural uses and those parcels that are converted out of agricultural use. The system only tracks the sale of parcels larger than 35 acres. However, this data is still useful in analyzing general trends in the Town's land market. According to data from the Fielded Sales System, there were 4,671 acres of agricultural land sold in Deerfield from 1990 to 1997. On average, an acre of agricultural land in the Town sold for $1,102 during this time frame. Of the 4,671 acres of agricultural land that were sold, over 4,000 acres (85%) continued in agricultural use. The remaining acreage was converted out of agricultural use. The average price of land that remained in agricultural use was $1,000 per acre. The average price of land that was converted to a different use was $1,700 per acre.

More recent data is available for Dane County through Wisconsin Agricultural Statistical Services (2003). In 2002, the following average values were reported for the County overall. For all agricultural land sold (regardless of whether buildings or structures existed) the average price per acre of land continuing in agricultural use was $5,336. The value of land being diverted to other uses was over double this amount- $12,249 per acre. The average value overall was $7,458. This data is also available for agricultural land without buildings and improvements, which is on average valued at $3,914 per acre for land continuing in agricultural land use, $14,163 per acre for land being converted to another use, and $6,486 per acre overall.

To preserve farmland, the Town of Deerfield adopted the A-1 Exclusive Agriculture zoning district in 1978 and established residential density policies related to possible rezonings out of this district. The Town’s density policy is limited to one home (commonly called a “split”) per 35 acres owned. The A-1 Exclusive Agriculture district covers most of the Town.

2. Existing Land Use Conflicts
There are no existing land use conflicts of note in the Town. As growth occurs throughout Dane County and the Town, there will likely be increasing land use conflicts. Urban and exurban residential, commercial and industrial land use development will require the conversion and possible fragmentation of more farmland, woodlots and open fields in the countryside. Conflicts between non-farm residential development and surrounding farms could become increasingly common in Deerfield.

3. Projected Land Use Supply and Demand
Statutes require comprehensive plans to contain land use projections for the 20-year planning period, in five-year increments, of future residential, agricultural, commercial and industrial uses.

Residential land use projections in Deerfield are based on population, household size, and housing unit forecasts prepared by the Dane County Regional Planning Commission and discussed in the “Issues and Opportunities” chapter. Using these forecasts, and assuming that the average residential home site in Deerfield will be about 3 acres, Table 7 shows the amount of residential acreage needed to accommodate future growth—which is between 87 and 102 acres every five years. Some of this projected acreage for residential development will likely be sited in the Town’s Agricultural Preservation District as property owners exercise their “one home per 35 acres” residential development options. There is a sufficient number of unused, available “splits” in the planned Agricultural Preservation District to accommodate this anticipated demand. Some of this acreage can also be accommodated in the Town’s Rural Development District, as shown on Map 5.
Table 7: Projected Rural Residential Land Use Demand

<table>
<thead>
<tr>
<th></th>
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<tbody>
<tr>
<td>Projected Number of New Residents</td>
<td>75</td>
<td>69</td>
<td>75</td>
<td>85</td>
</tr>
<tr>
<td>Projected Household Size</td>
<td>2.62</td>
<td>2.54</td>
<td>2.47</td>
<td>2.47</td>
</tr>
<tr>
<td>Projected Number of New Housing Units</td>
<td>29</td>
<td>27</td>
<td>30</td>
<td>34</td>
</tr>
<tr>
<td>Projected Residential Land Use Acreage Demand</td>
<td>87 acres</td>
<td>81 acres</td>
<td>90 acres</td>
<td>102 acres</td>
</tr>
</tbody>
</table>

Source: Dane County Regional Planning Commission, Vandewalle & Associates

Based on an analysis of historic growth rates, this plan estimates that the anticipated demand for commercial and industrial land can be accommodated within the planned General Business areas shown on Map 5. The projected demand for both commercial and industrial land uses over the planning period is expected to be less than ten acres every five years.

According to the Wisconsin Department of Revenue’s Fielded Sales System, which tracks sales of agricultural, forest and swamp and waste parcels for all towns in the state, approximately 670 acres of agricultural land in the Town were converted out of agricultural use from 1990 to 1997 (this averages out to approximately 95 acres per year or 480 acres over a five-year period). Much of this agricultural land might remain as open space. Based on past trends, it is reasonable to anticipate that approximately 500 acres of farm land will be converted out of agricultural use every 5 years. The Town desires to minimize as much as possible the amount of land converted away from agricultural use.

D. Land Use Goals, Objectives and Policies

1. **Goal:**
   Create an efficient and sustainable land use pattern.

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

3. **General Policies:**
   1. Plan for a sufficient supply of residential and nonresidential land uses to meet local land use desires.
   2. Direct residential development in and around areas of existing development.
   3. Where more than one home site is allowed, promote the location of those sites on 80,000 square foot lots or slightly larger, in an effort to preserve farmland, protect other natural resources, and reduce visibility of development.

E. Land Use Recommendations, Specific Policies, and Programs

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

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

1. **Planned Land Use Map Categories**
   The following is the description, policies and programs, and recommended zoning for each planned land use category shown on Map 5:

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

   **Town Policies and Programs:**
   Policies for development in the *Agricultural Preservation District* are provided in the “Agricultural, Natural and Cultural Resources” chapter.

   **Recommended Zoning:**
   The county zoning district most compatible with this plan category is the A-1 Exclusive Agriculture District. This zoning district complies with the provisions of the State’s Farmland Preservation program. The A-2 Agriculture and A-B Agriculture Business zoning districts might be suitable for parcels proposed for farm-related businesses or services. Other non-agricultural zoning districts (e.g., RH Rural Homes districts) may be mapped where landowners exercise their “one home per 35 acre” development options. Deed restrictions may be used to supplement current zoning options. The county should consider a new agriculture zoning district which would allow only agricultural uses, but on parcels less than 35 acres in size.

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

   **Town Policies and Programs:**
   - Within this transition district, new development should be limited in accordance with all policies applicable to the *Agricultural Preservation District*, until such time when the area is appropriate for more intensive development.
   - Pending a greater understanding of the implications of a transfer of development rights (TDR) program on the Town, the mapped *Agricultural Transition District* may be appropriate receiving ar-
eas for development rights in exchange for the permanent preservation of other lands in the Town.

- For any residential development in this district, the minimum lot size should be 12,000 square feet if annexed into the Village and served with full urban services, and 40,000 square feet if served by private on-site waste treatment systems.

- The Town and Village may adopt a stormwater management plan and ordinance which specifies facilities and standards necessary to property manage development run-off in this district. The ordinance should require that all new development provide either land and facilities, or fees-in-lieu of land and facilities, to accommodate the 100 year storm event.

- Development in this district should be designed to accommodate the future extension of public sewer collection facilities, stormwater management facilities, public water facilities and pedestrian paths and bikeways.

- Mapped environmental corridors in this district should be officially mapped by the Village of Deerfield and utilized as green space connectors. These features should not be encroached upon by new development, except that they may be used to provide locations for pedestrian paths and bikeways.

**Recommended Zoning:**
The county zoning district most appropriate for this plan category is the A-3 Agriculture district, but A-1 Exclusive Agricultural zoning may also be appropriate. Lands within this A-3 district remain eligible for farmland preservation tax credits and do not affect use value assessments.

4. **Rural Development District**

**Description:**
This category is planned for groupings of existing and new homes (including subdivisions) on lots that are generally between 40,000 square feet and three acres. These areas are served by on-site waste disposal systems. There are very limited areas planned as Rural Development Districts in the Town; only where larger blocks of land have already been rezoned out of A-1 Exclusive Agriculture. In certain cases, the presence of natural features and the interests of nearby homeowners may limit how many houses may be built in these areas in the future.

**Town Policies and Programs:**

- The Town’s “one home per 35 acre” density policy does not apply in these areas, because such lands have already been rezoned for more intensive use.

- The minimum lot size for lands in this district should be 40,000 square feet, with 80,000 square foot lots required on wooded parcels and parcels with steep slopes. Additional environmental constraints may require even larger lot sizes in limited cases. The Town Board reserves the right to reject the further rezoning of lands within the Rural Development District in a manner that would allow for more home sites.

- The Town does not support higher density development, including duplexes and multi-family units, in this district. Such development should be located in areas that have convenient access to the full range of urban services including municipal sewer and water.

- New development in these areas should be directed away from hydric and alluvial soils and slopes in excess of 15 percent, where other more appropriate areas on the property are available for development. In any case, the maximum slope and disturbance requirements in the Town driveway ordinance shall be met for new driveways.
Residential development planned for parcels along Oak Park Road and Hommen Road should consider the known archaeological and historic sites shown on Map 3.

New development should be sited in a manner that does not detract from the rural character of the community (see Rural Housing Lot Layout and Design Guidelines in the “Housing & Neighborhood Development” chapter).

Park dedication requirements shall be in the form of financial contribution to the Town and shall be used for the future development of public parks to be located in the area that is designated by the Town Board for use by all residents of the Town.

**Recommended Zoning:**
All lands in this designation have already been rezoned for residential development.

5. **Open Space Corridors**

**Description:**
This overlay category includes continuous systems of open space that include drainageways and stream channels, FEMA floodplains, DNR wetlands, and State-owned lands.

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

**Recommended Zoning:**
As an underlying zoning district, the county’s A-1 Exclusive Agriculture District and CO Conservancy District are most compatible with this planned land use category. County floodplain and wetland overlay zoning districts also cover these areas.

6. **Recreational Lands**

**Description:**
This category includes publicly- or privately-owned lands designated as state wildlife areas and recreational areas, county parks and recreation areas, Town parks, and other recreational facilities. This category is mapped over the Goose Lake Wildlife Area.

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

**Recommended Zoning:**
The county zoning districts most compatible with this planned land use category are the A-1 Exclusive Agriculture District and CO Conservancy District.
7. **General Business**

**Description:**
This category includes indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage. Map 5 shows all existing business parcels in the Town as planned General Business areas. Areas planned for new General Business uses are located at the STH 73/I94 interchange area, the Highway 73/12 intersection area, and the Highway 73/BB intersection area.

**Town Policies and Programs:**
- Only commercial and industrial uses that do not require sanitary sewer or municipal water service and which will not negatively impact the economic viability of the existing community center will be considered for approval.
- All commercial and industrial development shall be subject to site plan review by the Town Plan Commission. The Commission shall consider parking, lighting, loading, building materials, landscaping, driveways, and other components of site development in its review.
- Strip commercial development shall be discouraged. Non-agricultural commercial and industrial development shall be clustered in those planned General Business areas shown on Map 5.
- Highway commercial or tourist-related commercial development should only be allowed in areas where they will not conflict with other land uses.
- All commercial and industrial development shall provide adequate off-street parking spaces. No vehicles should be parked on public roads within the Town.
- Cross easements allowing frontage road access between businesses will be encouraged so that clustering of commercial and industrial development can be facilitated.
- All developers shall be required to institute permanent erosion control measures.

**Recommended Zoning:**
The county zoning district most often used for this planned land use category is the C-1 Commercial District.

8. **Institutional & Governmental**

**Description:**
This category includes small-scale governmental or religious uses, such as churches, cemeteries, schools, and Town facilities.

**Recommended Zoning:**
The county zoning district most often used for this planned land use category is the A-1 Exclusive Agriculture District. Governmental and religious uses are allowed in this district as a conditional use.

9. **Private Well Setback Area (Boundary)**

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

**Town Policies and Programs:**
- The Town does not plan for new residential development within these ¼ mile setback areas.
- The Town intends to work with WisDNR staff to research the landfill sites in terms of what impact, if any, they are having on groundwater quality in the long term.
10. Controlled Community Entryways
Consistent with past Town planning programs, this Plan identifies three areas where a higher level of site design is recommended to ensure that development will have a positive impact on the community. These three entryways, each labeled on Map 5 as a “Controlled Community Entryway,” are located at the intersections of STH 73 with USH 12, CTH BB, and I-94. All commercial or industrial development planned for these intersections should be required to meet site plan and design performance standards in the Dane County Zoning Ordinance. Commercial development along community entryways should not directly compete with the economic viability of the existing Village center.

11. Smart Growth Areas
Wisconsin’s comprehensive planning law requires comprehensive plans to identify “Smart Growth Areas,” defined as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.”

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

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

13. Potential Land Use Conflicts
This Plan seeks to avoid potential land use conflicts by limiting non-farm development in the Town’s agricultural areas. Intensive land uses are directed into the Village of Deerfield Urban Service Area. Continued discussions and coordination between the plans of the Town and Village will be required to minimize conflicts along the Town-Village boundary. The Village’s 2005 Comprehensive Plan suggests a substantially larger area for Village expansion, which the Town is not prepared to acknowledge until urban service area expansions are approved in line with such recommendations (see “Intergovernmental Cooperation” chapter).

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

14. Opportunities for Redevelopment
Overall, this Plan promotes opportunities for community-sensitive redevelopment in appropriate locations and situations. The Town intends to work with property owners to assure that any soil or groundwater contamination on redevelopment sites is cleaned before development approvals are provided. This Plan does not identify any specific areas or parcels in the Town of Deerfield in need of redevelopment, because nearly all the Town is undeveloped.
Map 5: Planned Land Use
CHAPTER FOUR: TRANSPORTATION

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

A. Existing Transportation Network

The Town is relatively well connected to the region through the existing roadway network. This section describes the Town’s existing transportation facilities.

1. Roadways

   Interstate 94 in a principal arterial running east-west along the Town’s northern boundary (see sidebar for more on rural roadway classification system). This heavily traveled portion of the state’s Interstate highway system connects the Madison and Milwaukee metropolitan areas.

   U.S. Highway (USH) 12-18 runs through the extreme southwest corner of the Town and serves as a principal arterial road. According to WisDOT, average daily traffic volumes along the portion of USH 12-18 in the Town increased 27 percent between 1987 and 1999. According to the Dane County Land Use and Transportation Plan, the portion of USH 12-18 extending from I-90 to Cambridge, including a portion running through the Town of Deerfield, is slated for potential capacity improvements and studies.

   State Trunk Highway (STH) 73 runs north-south through the central part of the Town, bisecting the Village of Deerfield—the main route north to Marshall and south to Edgerton. Between 1996 and 1999, traffic volumes increased about 30 percent along STH 73 near the Interstate north of the Village. Over this same time period, traffic volume on STH 73 south of the village actually decreased by 5 percent. The intersection of STH 73 and USH 12-18 was identified as a major traffic problem needing improvement.

   County Trunk Highways BB and W serve as major traffic collectors from rural land uses and distribute the traffic to the arterial system. CTH BB runs east-west through the north central portion of the Town, and has increasingly become a popular route into the Madison area. Traffic volumes on CTH BB just east of Highway 73 increased about 42 percent from 1987 to 1999. CTH W runs north-south in the western part of the Town. Town roads complement this major roadway network.

Roadway Function Classification System

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

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

- **Arterials** that provide primary access to and through an area (Interstate 94, USH 12-18, and STH 73)
- **Collectors** that disperse traffic within an area (CTH BB, O, W, Oak Park Road, and Liberty Road)
- **Local** streets that provide access to individual properties.
Prominent Town roads include Munson, London, Fair Oak, Liberty, Oak Park north of STH 12, Olstad, Smith, and Bannon.

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

3. **Trucking**
   Trucking through the Village is accommodated through the highway network.

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

5. **Bicycle Routes**
   The Town features one of the state’s premier bicycle routes: the Glacial Drumlin State Trail. This trail runs 52 miles through glacial landscapes between Waukesha and Cottage Grove. This bicycle route is also used for hiking, touring, skiing, and snowmobiling. The Town does not have a designated bicycle trail system. However, bicyclists in Dane County use Town roads for recreational purposes because of the lighter traffic volumes as compared to other roads in region, and its connectivity to the Glacial Drumlin State Trail System.

   The 2000 *Bicycle Transportation Plan for the City of Madison and Dane County, Wisconsin* recommends bicycle facility improvements for the Madison urban area and the rural Dane County. In the Town of Deerfield, this draft plan recommends widening the paved shoulders along County Highways BB and W from 3 feet to 4 feet to accommodate bicycle traffic. The *Plan* also recommends that WisDOT use a paved shoulder width of at least 4 feet on state trunk highways, such as STH 73.

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

7. **Review of State and Regional Transportation Plans**
   The following are state and regional transportation plans and studies relevant to this plan. There are no conflicts between these state and regional plans and this Town plan.

   - **Dane County Land Use and Transportation Plan.** This plan includes recommendations for a number of different components of the county-wide transportation system designed to serve the county’s land development through 2020. These components include transit, bicycle and pedestrian facilities, streets and roadways, vehicle occupancy, paratransit, rail and air transportation, parking and corridor preservation. This plan:

     Designates Interstate 94 and USH 12-18 as major arterials, STH 73 as a minor arterial, CTH BB, CTH O, Oak Park Road, and Liberty Road as major collectors, and CTH W as a minor collector.

     Recommends potential capacity improvements for the portion of USH 12-18 extending from I-90 to Cambridge, including a portion running through the Town of Deerfield.
Wisconsin State Highway Plan. This plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. The plan identifies both Interstate 94 and USH 12-18 as major “Corridors 2020 Backbones”- major components of and connectors to the state highway network. Further, the plan recognizes Access Management as an important policy area, meaning access will be managed through purchase of access rights or designation of “controlled access highways.” Both Interstate 94 and USH 12-18 are identified as Tier I routes in the access management system, indicating that access management is essential to maintaining the high level of service. STH 73 is identified as a Tier II route where limiting access would be a cost-effective strategy to improve safety, reduce congestion, facilitate planned access to developing land, and delay or avoid future construction expenditures.

Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21st Century. This plan provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs.

Wisconsin Bicycle Transportation Plan 2020. This plan presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation’s role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The plan identifies the Glacial Drumlin State Trail as a priority corridor and key linkage. The plan map shows other existing state trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan 2020. This plan outlines statewide and local measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT’s role in meeting pedestrian needs.

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

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

1. **Goal:**
   Provide a safe and efficient transportation system that meets the needs of all citizens.

2. **Objectives:**
   a. Provide for adequate road capacities and road conditions.
   b. Ensure that transportation system improvements are coordinated with land use planning and land development.
   c. Coordinate multi-jurisdictional (town, village, county, state) transportation system improvements and maintenance in the town.
   d. Support facilities that accommodate biking, hiking, trucking, and other modes of transportation, including rail, air, public transit, and water transportation services in the region.

3. **Policies:**
   1. Continue to update and implement a Town Roads Improvement Program (TRIP) to provide for the upgrading of Town roads.
   2. Consider implementing Town road impact fees for any new development projects that place a burden on or require the upgrading of Town roads.
   3. Support access control and rural character objectives by discouraging large amounts of “side of the road” development on major roadways.
   4. Accommodate bicycle traffic on less traveled Town and county roadways.
   5. Work with the county, state and private landowners in ensuring that road-right-of-ways are clear of visual obstacles, particularly at road intersections. Road right-of-ways should be properly mowed and cleared.
   6. Enforce weight restrictions on existing Town roads and consider the weight limits on local roads when reviewing development proposals.
   7. Work with the WisDOT, Dane County, landowners and private developers to limit development along USH 12-18 to help preserve it as a throughway.

C. Transportation Recommendations and Programs

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

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

   The Town will support appropriate improvements to the intersection of STH 73 and USH 12-18. Crossing-path crashes at major intersections are the most frequent types of crashes in Wisconsin’s rural areas. Typical intersection improvements (i.e. signalization or signage controls) are not always the preferred option as it reduces the flow of traffic movement. Increasingly, WisDOT is focusing on improvements that are directed at giving the driver more time (and information) to safely cross driving paths at an intersection. These include improving sight lines; improving road geometry and to-
pography; and providing “markers” (e.g., light posts, signage, etc.) to facilitate driver recognition of spacing.

2. **Town Roads**

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

Over the planning period, existing Town roads will need maintenance and upgrades to safely accommodate residential development. The Town should maintain a database on the physical condition of all roads and bridges under its jurisdiction. Wisconsin legislation requires local governments to collect and submit condition ratings for all local roads. The most common pavement condition rating system used by communities in Wisconsin is PASER (Pavement Surface Evaluation and Rating). WisDOT is working to develop a local roads database (Wisconsin Information System for Local Roads, WISLR) which will include comprehensive data on all roads under county and local jurisdiction by the mid-2000s.

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

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

- **Connecting Highway Aids (CHA):** Assist communities with the costs associated with increased traffic and maintenance on streets and highways that connect segments of the State Trunk Highway System.
- **Flood Damage Aids (FDA):** Assists local governments with replacing or improving roads or roadway structures that have had major damage caused by flooding. Applies to all roadways, except associated with the State Trunk Highway System.
- **Local Bridge Program:** Assist with costs to rehabilitate and replace existing local bridges on local roadways.
- **Local Roads Improvement Program (LRIP):** Assist with improving seriously deteriorating county highways, Town roads, and municipal streets.

3. **Bicycle Facilities**

The Town does not have a designated bicycle route system. However, several bicyclists in the region use area roadways for recreational purposes. In conjunction with the recommendations of the 2000 Bicycle Transportation Plan for the City of Madison and Dane County, Wisconsin, paved shoulders along County Highways BB and W should be widened from three feet to at least four feet to accommodate
bicycle traffic. The Town also recommends that WisDOT construct a paved shoulder width of at least four feet on STH 73 to accommodate bike traffic. Paved shoulders are not necessary for lightly traveled Town roads.

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

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

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

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

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

A. Existing Utilities and Community Facilities

1. Water Supply
   The Town of Deerfield does not provide municipal water service to its residents, nor does it intend to. Most all of the Town’s households obtain their water supply from individual wells. A few households obtain their water supply from a public system or private company. Public water service is available to all households within the Village of Deerfield’s current municipal limits. The Village has the authority to extend its water service to all properties within its Urban Service Area (USA). The Village’s current USA boundary is shown on Map 1.

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

   The disposal of domestic and commercial wastewater in the Town is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. Many of the Town’s existing systems were installed prior to 1970, when standards for on-site systems began to be strengthened and upgraded.

   There are now six types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems.

   The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private sewage system code called COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment. In some cases, alternative waste disposal systems can be used in areas where conventional systems are not feasible due to unsuitable soil conditions. In Dane County, the Department of Human Services (County Sanitarian) administers the county’s updated private sewage system ordinance. The ordinance requires owners of all septic systems to have the systems inspected and, if necessary, pumped every three years.

   Map 6 shows soil suitability for conventional on-site wastewater disposal systems in the Town. The suitability classifications (from least to most suitable) are derived from the Dane County Land Conservation Department’s Land Evaluation System. In general, there is a high probability that a conventional system could be used in areas identified on Map 6 as “most suitable”. As areas move toward the “least suitable” end of the spectrum, the probability increases that mound or alternative treatment technologies would have to be used. As areas approach the “least suitable” classification, it becomes unlikely that any type of system would be considered acceptable. In the Town, the “least suitable” areas for on-site systems are predominately east of the Village, but there are scattered sites throughout the township. Classifications are based on average slope, depth to soil saturation, average depth to bedrock, and flooding potential. Soils categorized as marsh, alluvial, water, gravel, or stony are classified as “least suitable” for any type of on-site disposal system development.

   According to Dane County’s 1999 Groundwater Protection Plan, research and information from Wisconsin and neighboring states suggests that there is a low probability of significant groundwater pollution associated with on-site sewage disposal systems where housing densities are less than one house per
two acres. There is a high probability of groundwater pollution where rural homes are located at densities greater than one house per one acre.

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

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

The County’s current landfill is located west of the Town along Highway 12-18. The Town does not support any future landfill within the Town boundaries.

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

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

- promote regional stormwater management by watershed,
- minimize sedimentation, pollutants, heavy metals, chemical and petroleum products, flooding and thermal impacts on water sources,
- promote infiltration and groundwater recharge,
- protect natural water courses and wetlands,
- provide a single, consistent set of performance standards that apply to all developments in Dane County,
- ensure no increase in the rate of surface water drainage from sites during or after construction, and
- protect public and private property from damage resulting from runoff or erosion.

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

5. **Town Facilities and Services**
   - **Town Hall/Garage.** The Town Hall/Garage is located south of the Village along London Road. The site also includes a brush and compost drop off facility. The Town has three road maintenance trucks. The Town may explore expansion of or upgrade to the Town Hall over the planning period.
   - **Law Enforcement and Protection.** The Dane County Sheriff’s Department serves as the primary law enforcement agency to Town residents. The patrol officer serving the Town is stationed at the southeast precinct dispatch office in the Town of Pleasant Springs. These services are considered adequate.
- **Fire Protection.** The volunteer Deerfield Fire Department serves approximately 3,500 residents in the Town and Village of Deerfield. The fire station was built in 1987 and is located in the Village of Deerfield's industrial park. The Department currently has two engines and two tankers. The Fire Department has sufficient capacity to see foreseeable needs. The Town also uses the Fire Department facility to accommodate larger meetings.

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

- **Library.** Town residents are served by the Deerfield Public Library, which is located along Nelson Street in the Village of Deerfield. This library is part of the South Central Library System. Expansion to the library is anticipated in the next 5 to 10 years.

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

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

7. **Schools**
   
   Most Town residents are served by the Deerfield Community School District. The district’s total enrollment for grades K-12 increased from 625 students during the 1991/92 school year to 760 students during the 2001/02 school year. The district’s elementary, middle and high school are located in the Village of Deerfield. The Marshall School District serves residents in the far northwestern portion of the Town; the Cambridge School District serves residents in the southeastern portion of the Town; and the Stoughton Area School District serves a small area in the southwestern part of the Town. School district boundaries are shown on Map 1.

8. **Parks and Recreation Facilities**
   
   There are no town- or county-owned park facilities in Deerfield. State-owned facilities include the 2,277-acre Goose Lake State Wildlife Area, which is located in the northeastern portion of Deerfield. This wildlife area contains all or part of six drumlins and is forested with tamarack and mixed deciduous trees. There are two lakes in the wildlife area: the 133-acre Goose Lake and the 40-acre Mud Lake. Numerous waterfowl use these lakes, including sandhill crane, teal and wood duck. Other animals found in the area include otter, mink, and muskrat. Rare plants include swamp agrimony, tufted bulrush, and two orchids. Goose Lake was designated a State Natural Area in 2002.

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

9. **Health and Child Care Facilities**
   
   The Dean Medical Clinic operates in the Village, offering general family health care services. There are four regulated child care facilities in the Deerfield area. A regulated program has either been licensed by the state or certified by Dane County. Many people go outside of the Deerfield area for both health and child care services.
10. Cemeteries
Cemeteries in and near the Town of Deerfield include the Hague Cemetery (near the intersection of Highways 12 and 73, the Liberty Prairie Cemetery (west of the Village), and the Pioneer Norwegian Cemetery (located on Oak Park Road). The capacities and future plans for these private cemeteries are not known.

B. Utilities and Community Facilities Goals, Objectives and Policies

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

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

3. Policies:
   1. Continue to provide only limited services for residents, including solid waste disposal, public road maintenance, snow plowing on Town roads and emergency services (fire, police, and ambulance). Do not provide higher levels of service, such as sanitary sewer service, local stormwater management ordinances, municipal water supply, in-Town recycling, power, or cemeteries.
   2. Avoid any substantial expenditure of public funds and incurrence of municipal debt for the construction or provision of municipal improvements and services usually associated with urban development.
   3. Consider the objectives and policies of this plan, as well as the general welfare of all residents, to determine whether new Town services or expansions may be appropriate in the future.
   4. Promote the proper approval process and placement of new on-site wastewater treatment systems, and appropriate maintenance and replacement of older systems as a means to protect ground water quality.
   5. Work with Dane County and the state to develop appropriate recreational facilities within the Town.
   6. Work with the Village of Deerfield to direct intensive new development requiring a higher level of services to the Village.
   7. Rely on cooperative agreements with Dane County and the Village of Deerfield for police, fire, rescue, library, and senior citizen services; and on private providers for health care and child care services and telecommunications.
   8. Participate on School District planning and operational initiatives that affect Town residents through issuing Town statements of position and serving on committees as appropriate.
C. Utilities and Community Facilities Recommendations and Programs

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

1. Town Utilities and Facilities

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

2. Private On-Site Wastewater Treatment Systems

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

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

- **Holding Tank Regulations:** COMM 83 allows holding tanks as “a system of choice.” In other words, COMM 83 allows use of a holding tank even if a site is suitable for either a conventional or an advanced pre-treatment system. The amended county ordinance restores the status of holding tanks as a system of “last resort.” Thus, holding tanks can be approved only if the site is unsuitable for any other type of private sewage system.

- **Connection to Public Sewer:** COMM 83 eliminated the language requiring connection to public sewer when it becomes available or is available to serve the property. The amended county ordinance restores the requirement to connect to public sewer when it becomes available or is already available.

- **Special Assessments for System Maintenance:** To provide more local control, the amended county ordinance allows the county to deny issuance of a sanitary permit for advanced pre-treatment systems unless the Town government levies a special assessment on the proposed property. The special assessment needs to cover the anticipated annual costs related to the maintenance and monitoring of the advanced pre-treatment system. This assures that such systems are properly maintained. The funds from the special assessment are transferred to a special account maintained by Dane County.

The Town will need to levy a special assessment on any property where an advanced pre-treatment system is proposed. Before any action on this special assessment, the Town intends to consider all of the implications related to the maintenance, monitoring, and groundwater impact of these pre-treatment systems.
3. **Recreational Facilities**
   This plan supports the continued provision of state-owned land in the Town to provide outdoor recreational activities. This includes the Goose Lake State Wildlife Area and the Glacial Drumlin Trail.

4. **Telecommunication Towers**
   With the increase in wireless phone service, more and more telecommunication towers are being built along Wisconsin’s major transportation corridors. In Dane County, there are existing and proposed towers along the Interstate 94 and USH 12-18 corridors. The Town intends to work with the applicants and the county to identify existing buildings along these corridors that are structurally suitable for use as antenna support structures. In other parts of the Town, suitable locations for cell towers might include existing structures over a certain height (e.g., church steeples, farm silos, windmills) or areas where the tower is partially screened due to topography (e.g., behind a hill or ridgeline). The Town supports these efforts to conceal facilities. New towers should be built so that additional antennas can be mounted on the tower in the future (called co-location). The Town also supports the county’s efforts to establish development standards to control the physical features of telecommunication towers that affect visual character.
Table 8: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

<table>
<thead>
<tr>
<th>Town Utilities &amp; Community Facilities</th>
<th>Timeframe</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Supply</td>
<td>n/a</td>
<td>All Town residents draw from private wells, and the plans are for this to continue.</td>
</tr>
<tr>
<td>Solid Waste &amp; Recycling</td>
<td>2007 - 2025</td>
<td>Discourage intensive development around landfill sites; do not plan for solid waste facility in the Town. No changes expected in recycling or composting services.</td>
</tr>
<tr>
<td>Town Buildings</td>
<td>2007 - 2025</td>
<td>Explore long-term need for new Town Hall building.</td>
</tr>
<tr>
<td>Parks</td>
<td>2007 - 2025</td>
<td>There are no Town-owned parks, and the Town does not intend to develop its own park system. Cooperate with state, county, and Village.</td>
</tr>
<tr>
<td>Telecommunication Facilities</td>
<td>2007 - 2025</td>
<td>Consider appropriate cell tower locations and provide for co-location.</td>
</tr>
<tr>
<td>Power Plants/Transmission</td>
<td>2007-2025</td>
<td>Generating adequate for future need. The Town’s position is that new major transmission lines in the Deerfield area should follow existing transmission line easements.</td>
</tr>
<tr>
<td>Child Care Facilities</td>
<td>n/a</td>
<td>Sufficient for future needs; private providers.</td>
</tr>
<tr>
<td>Health Care Facilities</td>
<td>n/a</td>
<td>Sufficient for future needs; private providers.</td>
</tr>
<tr>
<td>Senior Center/Care Facilities</td>
<td>n/a</td>
<td>Provided out of Deerfield Community Center; no changes anticipated at this time.</td>
</tr>
<tr>
<td>Schools</td>
<td>2007 – 2025</td>
<td>Town will participate on school facility expansion proposals when they arise; none on immediate horizon.</td>
</tr>
<tr>
<td>Library</td>
<td>2010 – 2015</td>
<td>Participate on initiative for possible library expansion.</td>
</tr>
<tr>
<td>Police</td>
<td>n/a</td>
<td>County Sheriff’s Department will continue to serve Town.</td>
</tr>
<tr>
<td>Fire and EMS</td>
<td>n/a</td>
<td>Joint agreement with Village will continue to serve Town. Currently excess capacity.</td>
</tr>
<tr>
<td>Cemeteries</td>
<td>n/a</td>
<td>Town will not get involved in cemetery planning.</td>
</tr>
</tbody>
</table>
Map 6: Soil Suitability for Conventional On-Site Waste Disposal Systems
CHAPTER SIX: HOUSING & NEIGHBORHOOD DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Town of Deerfield.

A. Existing Housing Framework

This section describes the Town’s housing stock characteristics such as type, value, occupancy status, age and structural condition. This section also provides projected housing demand in the Town and describes housing development and rehabilitation programs available to Town residents. According to 2000 Census data, the 486 housing units in the Town were predominately single-family detached homes (see Table 9). From 1992 to 2001, the Town added on average 12 new housing units a year, most all of them were single family homes.

<table>
<thead>
<tr>
<th>Units per Structure</th>
<th>1990 Units</th>
<th>1990 Percent</th>
<th>2000 Units</th>
<th>2000 Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family</td>
<td>355</td>
<td>94%</td>
<td>456</td>
<td>93%</td>
</tr>
<tr>
<td>Two Family (Duplex)</td>
<td>12</td>
<td>3%</td>
<td>11</td>
<td>2%</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>8</td>
<td>2%</td>
<td>14</td>
<td>3%</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>4</td>
<td>1%</td>
<td>5</td>
<td>1%</td>
</tr>
</tbody>
</table>

Source: 1990 and 2000 Census of Population & Housing

Table 10 compares the Town’s other 2000 housing stock characteristics with the Village of Deerfield and Dane County. In 2000, the Town had an average homeowner vacancy rate of just less than 1%. About 90% percent of the Town’s housing units were owner-occupied. The median housing value in the Town of Deerfield is $162,700. At the county level, the median sale price for a home in Dane County increased 68% from 1990 ($86,000) to 1999 ($144,900), and another 18% between 1999 and 2002 ($171,100), according to the South Central Wisconsin Multiple Listing Service Corporation.

Table 10: Housing Stock Characteristics, 2000

<table>
<thead>
<tr>
<th></th>
<th>Town of Deerfield</th>
<th>Village of Deerfield</th>
<th>Dane County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Housing Units</td>
<td>486</td>
<td>749</td>
<td>180,398</td>
</tr>
<tr>
<td>% Vacant (Homeowner)</td>
<td>0.9%</td>
<td>1.5%</td>
<td>1.0%</td>
</tr>
<tr>
<td>% Vacant (Rental)</td>
<td>3.7%</td>
<td>4.0%</td>
<td>4.2%</td>
</tr>
<tr>
<td>% Owner Occupied</td>
<td>89.3%</td>
<td>70.4%</td>
<td>58%</td>
</tr>
</tbody>
</table>

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

Table 11 illustrates the age of the Town’s housing stock based on the 2000 Census data. The age of a community’s housing stock is sometimes used as a measure of the general condition of the community’s housing supply. The Town has a relatively mixed housing stock, with a few obvious booms in housing construction. Over a quarter of the Town’s homes were built before 1940. Another increase in housing stock came between 1970 and 1979. Finally, the past decade has realized rapid construction with over a quarter of the housing stock added between 1990 and 2000. Over the planning period, owners of these older homes will likely be interested in rehabilitation efforts.
Table 11: Age of Housing as a Percent of the Total 2000 Housing Stock

<table>
<thead>
<tr>
<th>Age of Housing</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990 to 2000</td>
<td>25</td>
</tr>
<tr>
<td>1980 to 1989</td>
<td>15</td>
</tr>
<tr>
<td>1970 to 1979</td>
<td>20</td>
</tr>
<tr>
<td>1960 to 1969</td>
<td>10</td>
</tr>
<tr>
<td>1940 to 1959</td>
<td>5</td>
</tr>
<tr>
<td>1939 or earlier</td>
<td>30</td>
</tr>
</tbody>
</table>

B. Housing Programs
In 1998, 43 Dane County communities—including the Town of Deerfield—joined together to establish the Dane County Community Development Block Grant (CDBG) program. This new partnership was recognized by the U.S. Department of Housing and Urban Development (HUD), allowing Dane County to receive CDBG funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately $1 million annually in CDBG funds is available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation; minor home repair; handicapped—accessibility modifications; down payment assistance for first-time homebuyers; and housing education, training and counseling.

According to the Wisconsin Housing and Economic Development Authority (WHEDA), there are no federally subsidized low-income housing units in the Town. There are three federally subsidized housing units in the Village of Deerfield.

C. Housing Goals, Objectives and Policies
1. Goal:
   Provide safe, affordable housing for all Town residents.

2. Objectives:
   a. Provide housing sites in the Town that meet the needs of persons within all income levels, age groups, and special needs.
   b. Maintain or rehabilitate the Town’s existing housing stock.
   c. Encourage high quality construction standards for new housing.
   d. Ensure that home sites are safe from seasonal flooding or ponding.

3. Policies:
   1. Plan for a sufficient supply of developable land for housing development, in areas consistent with Town wishes, and of densities and types consistent with this plan. This will include having land available for low- and moderate-income housing, if that is what is desired by property owners.
2. Coordinate with Dane County in seeking Community Development Block Grant (CDBG) funds to provide, maintain, and rehabilitate housing to provide a range of housing choices that meet the needs of all income levels, age groups, and persons with special needs.

3. Work with Dane County to address housing, zoning, or property maintenance code violations on existing residential or commercial properties, in order to help maintain the Town’s existing housing stock.

4. Guide housing development away from hydric and alluvial soils (which are formed under conditions of saturation, flooding, or ponding).

5. Encourage home siting in a manner that assists in the achieving rural character and farmland preservation objectives.

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

1. Plan for a Sufficient Supply of Developable Land for Housing
The Town has planned for sufficient areas for residential development to accommodate at least 20 years of anticipated demand. Given recent trends and population forecasts, this plan anticipates that between 27 and 34 new houses will be built in the Town every five years (see Land Use chapter for additional details). The recommended Planned Land Use Map (Map 5) will accommodate sufficient housing development over the 20 year planning period and beyond, within a variety of residential and rural land use designations. Forecasted rural housing demand in the Town is provided in Table 7 in the “Land Use” chapter.

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

2. Housing Maintenance and Rehabilitation
The Town of Deerfield is one of 43 communities participating in the Dane County Community Development Block Grant (CDBG) program. This program provides approximately $1 million on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Eligible projects related to housing include: rehabilitation, minor home repair, handicapped-accessibility modifications, down payment assistance for first-time homebuyers, and housing education, training and counseling. The Town should work with the Village and Dane County in determining the need for this type of housing assistance for local residents. In particular, some older farmhouses may need minor repairs or rehabilitation over the planning period.

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

4. Rural Housing Lot Layout and Design Guidelines
This Plan includes a set of rural housing design guidelines. These design guidelines will be used to guide residential development in a manner that supports Town policies. The guidelines address different typical situations in the Town, particularly in the planned Agricultural Preservation District.
New lots should be created by dividing along natural boundaries such as hills and woods whenever possible.

When dividing a parcel of land, care should be taken so that road access to the remaining parcel is not cut off.

Construction of driveways and houses in the Town should be designed to minimize removal of trees and other natural vegetation.

When building roads and driveways, avoid excessive cut and fill by working with existing grade.

Lots should be laid out, to the greatest extent feasible, to achieve the following objectives:
1. On the most suitable soils for sub-surface septic disposal (See Map 6).
2. On the least fertile soils for agricultural uses and in a manner which maximizes the useable areas remaining for such agricultural use (See Map 2).
3. In locations least likely to block or interrupt scenic vistas, as seen from public roadways.
4. To minimize conflict with agricultural activities.

To preserve the visual quality and rural character of the Town, any new land divisions on unwooded or highly exposed parcels of land should be approved on the condition that a.) deed restrictions on each lot in the land division require the planting of deciduous and/or evergreen trees on each lot, and b.) a landscape zone should be planned into the development so that the visual quality of the Town is preserved.
CHAPTER SEVEN: ECONOMIC DEVELOPMENT

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

A. Existing Economic Development Framework

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

1. Labor Force Trends
   The Town’s labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 Census data, 805 Town residents age 16 or older are in the labor force (73.2 percent of the population over age 16). Of those in the labor force, 799 are employed. The Town’s unemployment rate in 2000 was 0.5 percent.

   Additional labor force data is available at the county-level. According to the state’s Department of Workforce Development (WisDWD), Dane County’s labor force grew by nearly 26 percent between 1990 and 2001. A large portion of this new labor force was employed within the Madison area. The unemployment rate for Dane County in 2000 was 2 percent.

2. Educational Attainment
   Educational attainment is another component of a community’s labor force. According to the 2000 Census, more than 95% of the Town’s population age 25 and older had attained a high school level education or higher. Approximately 26% of this same population had attained a college level education (bachelor’s degree or higher).

3. Income Data
   According to 2000 Census data, the 1999 median household income in the Town of Deerfield was $63,125. Over thirty percent of households reported an income between $50,000 and $74,999, with the next highest percentage of Town residents (19.5 percent) earning from $75,000 to $99,999. Table 12 compares the Town’s median household income with neighboring communities.

<table>
<thead>
<tr>
<th>Town</th>
<th>Median Household Income ($)</th>
<th>Per capita Income ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town of Deerfield</td>
<td>63,125</td>
<td>24,763</td>
</tr>
<tr>
<td>Town of Christiana</td>
<td>56,042</td>
<td>20,504</td>
</tr>
<tr>
<td>Town of Cottage Grove</td>
<td>71,007</td>
<td>26,602</td>
</tr>
<tr>
<td>Town of Medina</td>
<td>65,250</td>
<td>27,027</td>
</tr>
<tr>
<td>Village of Deerfield</td>
<td>50,439</td>
<td>20,209</td>
</tr>
<tr>
<td>Village of Cambridge</td>
<td>52,039</td>
<td>22,599</td>
</tr>
<tr>
<td>Dane County</td>
<td>49,223</td>
<td>24,985</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>43,791</td>
<td>21,271</td>
</tr>
</tbody>
</table>

Source: U.S. Census of Population and Housing, 2000
4. **Environmentally Contaminated Sites**

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

   As of June 2003, there were two contaminated sites in the Town listed in the Bureau for Remediation and Redevelopment Trading System. There were two additional sites identified in the Village of Deerfield. There were, however, three sites containing leaking underground storage tanks in the Town on that same list. The list identified spills in seven locations in the Town. Specific ownership, location, and status of remediation efforts for these sites are available from the DNR list. These properties will need special attention for successful redevelopment to occur. The location of these environmentally contaminated sites should be considered when implementing the land use recommendations in this Plan.

5. **Economic Development Programs**

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

   - **Dane County’s Community Development Block Grant (CDBG) program** funds eligible projects related to economic development, such as providing loans, business counseling and education to small businesses that are owned by or provide jobs for low- to –moderate-income residents.
   
   - **The state’s Community Based Economic Development Program (CBED)** provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Any Wisconsin municipality or community-based organization is eligible to apply for funding. Funds are available on an annual basis through a competitive application process. Application materials are available from the Wisconsin Department of Commerce.
   
   - **The U.S. Small Business Administration’s Certified Development Company (504) Loan Program** provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities.
   
   - **The Wisconsin Department of Commerce** administers several financial assistance programs to communities to promote economic development by linking them to applicable programs within the Department of Commerce or other agencies.
   
   - **The State Infrastructure Bank Program** is administered through the Wisconsin Department of Transportation to provide revolving loans used by communities for transportation infrastructure improvements to preserve, promote, and encourage economic development and transportation efficiency, safety, and mobility.

6. **Assessment of Desired Economic Development Focus**

   The Wisconsin comprehensive planning statute requires that this Plan “assess categories or particular types of new businesses and industries that are desired by the local government unit.” Based on input obtained during the Plan Commission meetings, the Towns seek to direct its economy around rural and agricultural-related businesses. The Town is only interested in attracting and retaining the commercial and industrial uses that do not require public water or sanitary sewer service. More intensive
commercial and industrial uses will be directed to the Village. Table 13 considers strengths and weaknesses for economic development in the Town of Deerfield.

**Table 13: Town of Deerfield Strengths and Weaknesses for Economic Development**

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Convenient access to Interstate 94, USH 12, and STH 73</td>
<td>Lack of public water and sewer service</td>
</tr>
<tr>
<td>Proximity to the Village of Deerfield</td>
<td>Relatively distant from other municipal services (e.g. health care)</td>
</tr>
<tr>
<td>Available undeveloped land</td>
<td>Resident expectations for preservation of rural character</td>
</tr>
<tr>
<td>Home-based business opportunities for farm families</td>
<td>Regional desire to direct economic development to Village of Deerfield</td>
</tr>
<tr>
<td>Growing residential base</td>
<td>Limited ability to offer financial incentives for economic development</td>
</tr>
<tr>
<td></td>
<td>Cost of development vs. expected return</td>
</tr>
<tr>
<td></td>
<td>Large expanses of wetlands</td>
</tr>
</tbody>
</table>

**B. Economic Development Goals, Objectives and Policies**

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

2. **Objectives:**
   a. Focus economic development efforts to promote the stabilization, retention, and expansion of farming and farm-related businesses.
   b. Discourage unplanned, spot commercial development directly accessing major roadways, particularly Highway 12-18.
   c. Encourage the proper clean up and reuse of the Town’s contaminated sites.

3. **Policies:**
   1. Plan for an adequate supply of developable land for commercial and industrial uses in logical areas consistent with local wishes.
   2. Require the disclosure of any soil or groundwater contamination on sites before approving development proposals.
   3. Work with private landowners to clean up contaminated sites that threaten the public health, safety and welfare.
   4. Support the economic health of production agriculture in the Town to the extent possible.
   5. Promote fruit and vegetable farms and greenhouses in the Town, designed to supply food to farmers markets and grocery stores in the region’s major urban areas.
   6. Support home-based and small businesses in farming areas where there will be no impact on surrounding properties or the integrity of farming.
   7. Direct intensive commercial and industrial development to the Village, and to planned Agricultural Transition Areas near the current Village limits.
C. Economic Development Recommendations and Programs

1. **Follow Policies in Agricultural Preservation District and General Business Areas**

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

   In addition to promoting the continued production of the Town’s major agricultural commodities (i.e., diary, soybeans, alfalfa, and corn), the Town also supports smaller fruit and vegetable farms and greenhouses, designed to supply food to farmers markets and grocery stores in the region’s major urban areas. The Wisconsin Housing and Economic Development Authority (WHEDA) has established financial incentives for businesses that develop, process, or market locally grown (or “Wisconsin Made”) products.

2. **Agriculture-Related Businesses**

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

3. **Home-Based Businesses**

   This Town also promotes home-based businesses, cottage industries, and professional services in the Town to supplement household income, particularly for farm families. Home-based businesses and services range from those who supplement their income by selling a craft item or repairing a lawn-mower to those who are employed by a company, but do most of their work from their home office. The types and intensities of home-based businesses are regulated as “home occupations” and “farm family businesses” in the Dane County Zoning Ordinance.
CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

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

A. Existing Regional Framework

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

1. Village of Deerfield
   As Map 1 depicts, the Village of Deerfield was incorporated from a central portion of the Town. The Village’s Census 2000 population is 1,971 residents. The Village has an adopted subdivision ordinance, zoning ordinance, and erosion control ordinance. The Village’s Urban Service Area boundary was last amended in 2001.

   The Village received a 2002 State Planning Grant to undertake comprehensive planning as part of the Dane County multi-jurisdictional effort, and completed its plan in 2005. An assessment of similarities and differences between the Village and Town plans is provided later in this chapter.

2. Village of Cambridge
   The Village of Cambridge is located southeast of the Town, situated in both Dane and Jefferson Counties. The Village population was 1,101 according to the 2000 census, a 25 percent increase from 1990. The Village adopted a land use plan in 1998, and received a 2002 State Planning Grant to undergo comprehensive planning as part of the Dane County multi-jurisdictional effort. The Village has a subdivision ordinance, floodplain ordinance, erosion control ordinance, and an official map. The Village last amended its Urban Service Area in 2001. There is no apparent conflict between Cambridge’s plans and this Town plan.

3. Surrounding Towns
   The Town of Deerfield shares borders with the Towns of Medina, Cottage Grove, and Christiana in Dane County and the Town of Lake Mills in Jefferson County. The Town of Medina adopted a land use plan in 1993 and is currently in the process of updating it. The Town of Cottage Grove updated its plan in 2000. The Town of Christiana adopted its land use plan in 1979. The Town of Lake Mills in Jefferson County last amended its master plan in 1999. The four Town plans generally recommend agricultural or open space uses along the Town of Deerfield’s borders, which is consistent with Deerfield’s plan.

4. Dane County
   Dane County is contending with increasing growth pressure. The county’s population in 2000 is 426,526, an increase of 59,441 (or 16.2%) since 1990. Most of this growth pressure is generated by employment growth throughout the region. While the overall population growth rate for the county has averaged about 1.46 percent per year since 1980, the growth rate has varied widely for each local government. Towns have grown by about one percent per year; the smaller cities and villages have growth more quickly (between two and three percent per year).

   In recognition of the stress that such growth places on both natural and human systems, the Dane County Land Use and Transportation Plan was adopted by the county in 1997. The plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic hamlet locations. Dane County is now in the process of preparing a Smart Growth compliant comprehensive plan, scheduled for adoption in 2006. There are no apparent con-
conflicts between Dane County’s plans and the Town plan. This Town plan is expected to be incorporated into Dane County’s *Farmland Preservation Plan* and *Comprehensive Plan*.

5. **Jefferson County**

Jefferson County, situated midway between Madison and Milwaukee, borders Dane County to the east. Due to its convenient access via Interstate Highway 94 and other regional highways, development pressure is high. With development threatening predominantly agricultural land, natural resources and the rural small-town in character, Jefferson County has adopted an Agricultural Preservation and Land Use Plan first adopted in 1980 and recently revised in 1999. There are no conflicts between Jefferson County’s plan and the Town plan.

6. **Regional Planning Jurisdictions**

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

The DCRPC was dissolved on October 1, 2004. Community leaders in Dane County have proposed a successor organization which would have a different representation but assume similar functions, such as water quality planning and urban service area amendments. The State Legislature and Governor would have to authorize this new organization. WisDNR has assumed DCRPC’s water quality planning functions for the time being.

7. **Important State Agency Jurisdictions**

The Wisconsin Department of Transportation’s (WisDOT) District 1 office, located in Madison, serves all of Dane County. The Wisconsin Department of Natural Resources (WisDNR) provides service to all Dane County residents out of its South Central Wisconsin office in Fitchburg. The Department of Agriculture, Trade and Consumer Protection (DATCP) is the state agency which administers the state’s Farmland Preservation Program. There are no apparent conflicts between state plans and policies and this Town plan.

8. **School District**

Town residents are served by four school districts: the Deerfield Community School District, the Cambridge School District, the Stoughton Area School District and the Marshall School District. The Deerfield Community School District serves the majority of the Town’s land area. The Cambridge School District serves the east and southeast portions. The Marshall district serves a very small portion of the northwest, and the Stoughton district serves a small portion of the far southwestern Town area. These district boundaries are shown on Map 1. There are no conflicts between School District plans and this Town Plan.

B. **Intergovernmental Cooperation Goals, Objectives and Policies**

1. **Goal:**

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

2. **Objectives:**

   a. Recognize the current Urban Service Area of the Village of Deerfield, and cooperate in planning to insure that higher density land uses requiring urban services take place in the Village.
b. Recognize the extraterritorial jurisdiction of the Village of Deerfield, and cooperate on mutual planning efforts for that area.

c. Cooperate with Dane County on implementation of this Comprehensive Plan and on shared services (e.g., sheriff).

d. Work in particular with the Village of Deerfield and Deerfield School District on the siting and building of joint use public facilities and the sharing of public services.

3. Policies:
   1. Evaluate any proposed change to the Urban Service Area with respect to applicable objectives and policies of this Town Comprehensive Plan, and consider changes to this Plan if and when Urban Service Area expansions are approved.
   2. Encourage the Village and other interested governmental units to consider this Comprehensive Plan and other recommendations of Town officials in making future decisions about the Urban Service Area.
   3. Work with surrounding communities and Dane County to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural uses.
   4. Cooperate with other units of government on natural resources which are under shared authority or cross government boundaries.
   5. Provide a copy of this Comprehensive Plan to all surrounding local governments and the County for inclusion in the Dane County Farmland Preservation Plan and Dane County Comprehensive Plan.
   6. Work with the Village on future planning for library expansion, fire services and facilities, emergency medical facilities and services, and other current and possible future joint facilities and services.
   7. In coordination with neighboring communities, work with the school districts (particularly the Deerfield district) through periodic communications and meetings to assure than the Town’s interests are represented in district decisions that affect Town residents.

C. Intergovernmental Cooperation Recommendations and Programs

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

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

1. Between the Town Plan and County Plans

   This Town Comprehensive Plan is generally consistent with existing Dane County plans and policies. Specifically, this Comprehensive Plan is consistent with the primary focus of the Dane County Farmland Preservation Plan and Dane County Land Use and Transportation Plan, which advocate concentrating non-farm development in existing developed urban areas and preserving productive agricultural lands. Following its adoption by the Town, the Town Board supports County adoption of the Town Plan.
2. Among Town Plans
   The Town of Deerfield Planned Land Use Map (Map 5) shows that most all of the land adjoining neighboring towns be planned for agricultural use. These recommended agricultural uses along the Town borders are compatible with the recommended land uses in Medina, Cottage Grove, Christiana, and Lake Mills.

3. Between the Town and the Village of Deerfield
   As mentioned above, the Village was preparing a comprehensive plan update on roughly a parallel course as the Town. The Village’s recently adopted plan provides the following recommendations which are generally in line with the Town’s Comprehensive Plan:

   ▪ Coordinate with the Town to develop selection criteria to determine appropriate areas to be included in the Urban Service Area.
   ▪ Consider working with the Town on a joint stormwater management plan and ordinance, and possible regional stormwater basins.
   ▪ Develop a method for joint review of new development proposals in Village expansion areas. Consider cooperative extraterritorial zoning with the Town as an alternative to County zoning within 1 ½ miles of the Village limits.
   ▪ Work with the Town to promote common street standards and rights-of-way for new development at the Village fringe.
   ▪ Discourage premature Urban Service Area boundary expansions to ensure contiguous, efficient growth patterns.
   ▪ Work with the Town of Deerfield on the possibility of implementing a Purchase of Development Rights or Transfer of Development Rights program.
   ▪ Continue to work with the Town to ensure consistency in plans to minimize future conflicts and to avoid the need for boundary agreements.

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

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

   Although Town and Village officials have expressed some reluctance to enter into a formal intergovernmental boundary/land use agreement, this may be a logical next step. This is particularly true if extraterritorial zoning or other types of joint decision making are proposed within the Village’s extraterritorial jurisdiction.

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

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

A. Plan Adoption

A first step in implementing the 2007 Town of Deerfield Comprehensive Plan is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The Town included all necessary elements for this Plan to be adopted as a “Smart Growth” plan under the state’s comprehensive planning statute. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a “Smart Growth” comprehensive plan. The Town followed this process in adopting this Plan.

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

B. Implementation Recommendations

Table 14 provides a detailed list and timeline of the major actions that the Town should complete to implement the Comprehensive Plan. Often, such actions will require substantial cooperation with others, including county government and local property owners. The table has three different columns of information, described as follows:

- **Category:** The list of recommendations is divided into six different categories—loosely based on the different chapters of this Plan.

- **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Comprehensive Plan. The recommendations are for Town actions, recognizing that many of these actions may not occur without cooperation from others.

- **Implementation Timeframe:** The third column responds to the new state comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the Plan will have to be updated by 2017.

<table>
<thead>
<tr>
<th>Category</th>
<th>Program/Recommended Action</th>
<th>Implementation Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural, Natural, and Cultural Resources</td>
<td>Follow this plan’s residential density policies in the “Agricultural Preservation District” to limit the amount of non-farm development in farming areas. Guide development away from productive agriculture soils, hydric soils and steep slopes. Review site plans for all proposed CAFOs with 1,000 or more animal units. Submit a formal letter to WisDNR during the public comment period of the WPDES CAFO permitting process indicating whether or not the site plan was submitted for Town review, along with any findings or concerns related to the proposed operation. Contact the regional DNR office to request that the Town be officially notified of all pending WPDES CAFO permit applications in the Town of Deerfield.</td>
<td>On-going</td>
</tr>
<tr>
<td>Category</td>
<td>Program/Recommended Action</td>
<td>Implementation Timeframe</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>---------------------------</td>
</tr>
<tr>
<td>Land Use</td>
<td>Work with the county and Village in exploring programs to preserve farmland over the long term, such as purchase or transfer of development rights or land trusts. These programs could benefit landowners in the Town's Farm Priority Area/Agricultural Preservation District.</td>
<td>On-going</td>
</tr>
<tr>
<td></td>
<td>Follow the recommendations of this Plan when considering all rezones, conditional use permits, and land divisions.</td>
<td>On-going</td>
</tr>
<tr>
<td></td>
<td>Work with the County to ensure a high level of site plan and design performance standards in the mapped “Controlled Community Entryways.”</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Work with WisDNR staff to research landfill sites to determine what impact, if any, they are having on groundwater quality.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Transportation</td>
<td>Continue to update and implement the Town’s Local Road Improvement Program.</td>
<td>Annually</td>
</tr>
<tr>
<td></td>
<td>Collect condition ratings for all Town roads and submit this data to WisDOT.</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Maintain Town road ditches to limit visual obstacles and encourage Dane County to maintain road right-of-ways under its jurisdiction.</td>
<td>Annually (seasonal)</td>
</tr>
<tr>
<td></td>
<td>Monitor WisDOT plans to improve USH 12-18.</td>
<td>2007 - 2010</td>
</tr>
<tr>
<td></td>
<td>Support appropriate improvements to the intersection of USH 12-18 and STH 73.</td>
<td>2007 - 2010</td>
</tr>
<tr>
<td>Utilities and Community Facilities</td>
<td>Require a special assessment on all properties where advanced pre-treatment waste disposal systems are proposed.</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Support continued use of Goose Lake State Wildlife Area and Glacial Drumlin bike trail for outdoor activities</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Implement other recommendations included in Table 8 of the “Utilities and Community Facilities” chapter.</td>
<td>2007 – 2025</td>
</tr>
<tr>
<td>Housing &amp; Economic Development</td>
<td>Work with private property owners to follow rural housing design guidelines to promote the careful placement of homesites in an effort to preserve farmland, protect natural features, and reduce the visibility of development.</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Identify local need and interest in the Dane County Community Development Block Grant (CDBG) program to maintain and rehabilitate housing. Pursue funding if there is an interest.</td>
<td>2007 – 2010</td>
</tr>
<tr>
<td>Intergovernmental Cooperation</td>
<td>Continue to coordinate with the Village of Deerfield on implementing and bridging differences in the two communities’ plans, including a potential intergovernmental boundary agreement, joint stormwater management planning, and other possible joint implementation efforts.</td>
<td>2007 – 2017</td>
</tr>
</tbody>
</table>
C. Plan Monitoring, Amendments, and Update

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

1. Plan Monitoring

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

2. Plan Amendments

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

The State comprehensive planning law requires that the Town use the same basic process to amend, add to, or update this Comprehensive Plan as it used to initially adopt the Plan. This does not mean that new vision forums need to be held, old committees need to be reformed, or recent relationships with nearby communities need to be reestablished. It does mean that the procedures defined under Section 66.1001(4) and Chapter 91, Wisconsin Statutes, need to be followed. Specifically, the Town should use the following procedure to amend, add to, or update the Comprehensive Plan:

a. Either the Town Board or Plan Commission initiates the proposed Comprehensive Plan amendment. This may occur as a result of a regular Plan Commission review of the Plan, or may by initiated at the request of a property owner or developer.

b. The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this Comprehensive Plan).

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

d. The Town Plan Commission holds one or more public meetings on the proposed Comprehensive Plan amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Town Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this Plan).

e. The Town Clerk sends a copy of the recommended Plan amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended Plan amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended Plan amendment.

f. The Town Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Town Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.

g. The Town Board holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the Comprehensive Plan.
h. Following the public hearing, the Town Board approves (or denies) the ordinance adopting the proposed Plan amendment. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposed Plan amendment.

i. The Town Clerk sends a copy of the adopted ordinance and Plan amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

j. The Town Clerk sends copies of the adopted Plan amendment to the Dane County Planning and Development Department for County for incorporation in the Farmland Preservation Plan and County Comprehensive Plan.

3. **Plan Update**
   The State comprehensive planning law requires that this Comprehensive Plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Further, on January 1, 2010, all decisions related to zoning, subdivisions, and official maps will need to be consistent with this Comprehensive Plan. Based on these two deadlines, the Town intends to update its Comprehensive Plan before the year 2017 (i.e., ten years after 2006), at the latest. The Town will continue to monitor any changes to the language or interpretations of the State law over the next several years.

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