



Adopted: August 12, 2024

Springfield Town Plan

Town of Springfield, Vermont



Land Acknowledgement

The inhabited forests that encircle what is now the Town of Springfield and the river that runs through it each have long histories that predate the arrival of humans. The first humans to make these lands their home were the Abenaki people, who cultivated crops at permanent settlements for hundreds of years prior to the establishment of the Town of Springfield. In enacting this Town Plan, we pledge to be mindful of this history and to take great care to preserve the ecologies that make human life possible.

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This Town Plan was prepared by the Springfield Planning Commission and the Mount Ascutney Regional Commission (MARC) with financial support provided through a grant administered by the Vermont Department of Housing and Community Development.

Chapter 1 - Introduction

The Springfield Planning Commission prepared this Town Plan with assistance from the Mount Ascutney Regional Commission (MARC). It was subject to review and comment at public hearings held by the Planning Commission on February 21, 2024, and March 6, 2024. The Planning Commission reviewed the public hearing comments and incorporated them into the plan before submitting it to the Selectboard on March 6, 2024. The Selectboard held additional hearings of its own on April 22, 2024, May 13, 2024, June 17, 2024, and July 15, 2024 before adopting the town plan on August 12, 2024. The Springfield Town Plan was approved by the Mount Ascutney Regional Commission (MARC) on September 23, 2024.

The Springfield Planning Commission (2024).

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Purpose

The Town Plan communicates a vision of growth for Springfield by influencing public and private initiatives, and investment in municipal facilities, infrastructure, and programs. The Plan guides the Selectboard, Planning Commission, Development Review Board, and other town and state boards and commissions in reviewing development proposals. This Plan also identifies current conditions and gathers public input as a resource for future public investments for community facilities, roads, utilities, parks, housing assistance, economic development, and other municipal programs and services.

Many distinct actions, including annual budget spending, capital improvements, and changes in municipal regulations, can implement the Town Plan goals and objectives. The Town Plan provides the policy platform for integrating and coordinating implementation. The Town Plan

also guides how land use development regulations should be updated. Vermont State Statute requires that the Town's land use regulations be consistent with the adopted Town Plan.

By law, the Town Plan must be updated every eight years. This latest update responds to changing conditions, unforeseen events and trends, and evolving priorities.

Legal Basis

Under the Vermont Municipal and Regional Planning and Development Act (Chapter 117, Title 24, V.S.A.), the Planning Commission prepares and approves a Town Plan and then recommends its adoption to the Selectboard. State Law requires that a Town Plan be composed of many interrelated elements that address land use, transportation, energy, economic development, utilities and facilities, educational facilities, natural areas, and plan implementation.

The Act also requires that town plans promote goals set forth by the legislature. The Town Plan is designed to ensure coordination across all levels of government. The plan's development involves citizens, considers the consequences of change, and encourages towns to work together. The 13 planning goals help to ensure that all town plans are coordinated and reflect the legislature's vision for how land in Vermont will be developed.

Finally, the Act requires that a town plan study present conditions and trends, anticipate future internal and external influences that will affect the town, and formulate policies and actions that will ensure the town's prosperity in the coming years.

Energy

The Energy Chapter will be updated as a freestanding plan at a later date. An enhanced energy chapter or plan is dependent upon data and analyses that are provided by state officials. This information is not yet available but will be in late 2024 which will allow town planners and the Mount Ascutney Regional Commission to develop a new plan. As an interim measure, the 2019 Springfield Town Plan Energy Chapter is hereby included in this town plan by reference. The 2019 Town Plan Energy Chapter will be superseded only after the freestanding energy plan is developed, approved by the Planning Commission, and adopted by the Selectboard.

Evaluation

The Town Plan must be regularly reviewed to assess the goals and objectives for each chapter. At its regular meeting each December, the Planning Commission will consult relevant committees, review the town plan, and make a progress report listing accomplishments and highlighting plan priorities that haven't been addressed.

Chapter 2 - Historic and Cultural Resources

Historical and cultural resources contribute to Springfield's identity, character, and quality of life. This chapter presents an inventory of Springfield's historical and cultural features and establishes goals for the preservation and/or enhancement of these resources. Archeological resources offer insights about the earliest human settlements in the region. Historic buildings and districts give us a sense of our place in time. Cultural resources, including art, music, and theater, contribute to the quality of life in the present day and enhance our ability to solve problems so that future generations also can flourish.

Historical Background

The Black River runs through what is now Springfield en route to its meeting with the Connecticut River. These rivers have been key to the long history of our town and have defined trade and transportation routes from the earliest known communities through modern times.

People have lived in Vermont for over 12,000 years. It is part of *Nd'akinna*, the Abenaki homeland. In the Springfield region, the famed archeological Skitchewaugh site—so named for its proximity to *Kchi Wajo*, or Skitchewaugh Mountain—provides evidence of 6000 years of continuous occupation, including the earliest documented cultivation of corn, beans, and squash in Northern New England. The cultivation of these crops led to more village settlements. This is likely a reason why, one thousand years ago, the fertile area at the mouth of the Black River was heavily populated.

The mouth of the Black River was also on a trade route linking southern New England to Lake Champlain. The route started northward on the Connecticut River, known as *Kwenitekw*, meaning the “long river.” It then turned up *Mkazatekw*, the Black River and connected with *Wnegigwtekw*, Otter Creek west of *Askaskwiwajoak*, the Green Mountains. In 1759, the British Army developed that route into what became known as the “Crown Point Road.” Many of Springfield's historic sites and structures are in this area, where European settlers established homes, farms, and industries. The first such settlement was known as Eureka. South of the Black River, another settlement was established in the Parker Hill area.

Many crops and farming techniques imported from Europe proved to be unsuitable for the terrain, and many farms failed across Vermont. However, the Black River provided alternative livelihoods in Springfield. As farming waned, small industries in the Black River valley began taking advantage of the power offered by the numerous waterfalls along the river, thus joining the mid-to-late nineteenth-century industrial revolution.

The historical Gould's Mills area and downtown Springfield boomed as the Town moved from primarily agriculture to the precision machine tool industry. Springfield was the birthplace of many inventions and patents. As a world-renowned machine tool producer, the town peaked during World War II, when Springfield's economy flourished.

Many of these historic homes, neighborhoods, buildings, and industrial sites remain intact,

providing residents and visitors insight into Springfield's historic heritage. Similarly, numerous active and former farmsteads, with their open fields and historic houses, offer spectacular scenic vistas of Mount Ascutney to the north, Okemo Mountain, the Green Mountain range to the northwest, and the Connecticut River to the east.

The Springfield Art and Historic Society regularly presents programs regarding the town's history, maintains the town's historical artifacts, and has a local history and genealogy library. The Springfield Town Library also displays a collection of historical paintings and maintains a substantial collection of books containing local historical and genealogical information.

Archeological Features

Information on archeological features provided by the Vermont Department of Environmental Conservation indicates that the corridors of both the Black River and the Connecticut River are classified as "known archeological sensitivity." Two categories of archeological site information are mapped: areas *known* to be of moderate to high archeological sensitivity and areas *expected* to be of moderate to high archeological sensitivity. This information is not available for specific sites, so the entire river corridor is included within the boundaries. Of particular note is the Skitchewaug site described earlier in this chapter, the value of which cannot be overstated.

Registered Historic Sites and Districts

Parker Hill District

Listed on the National Register of Historic Places in 1993, the Parker Hill Rural Historic District encompasses 2,000 acres of rural agricultural landscape centered on Parker Hill Road in southern Springfield and northern Rockingham. The district exhibits a history of 200 years of farming, including a collection of Federal period houses and farm buildings. Eight houses in the Springfield part of the district are listed on the National Register of Historic Places. Parker Hill Cemetery, located within this historic district, was at the center of the original Parker Hill settlement.

Stellafane

The Springfield Telescope Makers is the oldest group of amateurs in the country devoted to building and using astronomical telescopes. Founded by Russell Porter in 1923, by 1930, the club members had completed the construction of a clubhouse and observatory on Breezy Hill, which houses a twelve-inch reflecting telescope. This telescope employed the movable turret concept, allowing the telescope to track the earth's rotation while remaining indoors on cold winter nights. This telescope is believed to be the world's only reflecting turret telescope. Every year, at Stellafane, the Springfield Telescope Makers hold a convention of amateur telescope makers, ranging in skill from very modest to very sophisticated; this is the largest gathering of amateur telescope makers in the world.

Stellafane was recognized by the State of Vermont in 1977 and is on the National Register of Historic Places. It was further awarded the status of National Historic Landmark by the

Department of the Interior in 1989 and is one of two sites in Windsor County that have received such a high-level designation.

Other Historic Sites and Structures

A Historic Sites and Structures Survey completed for the Town in 1997 led to the placement of 74 sites on the State Register of Historic Places. In addition, several sites, including the Lewis Morris House, Hartness House, Stellafane, the Parker Hill Rural Historic District, and the Springfield Downtown Historic District, are also included on the National Register of Historic Places.

Downtown Designation

In 2000, Springfield received an official “Downtown Designation” from the State of Vermont. This designation enables the town to receive grants for improvements within the downtown area and allows owners of historic buildings to receive tax credits for building renovations. As part of the designation process, the Town was required to adopt either a Design Control District or a Local Historic District. The Town adopted a Design Control District covering the same area as the Downtown Designation district. The purpose of the Design Control District is to maintain the historic character and scale of the structures within this district.

Cultural Resources and Events

Cultural resources promote the arts and contribute to the culture, education, and quality of life. Springfield’s cultural resources include facilities and organizations promoting fine arts, crafts, music, and theater. These include facilities for music and stage performances, exhibit space for local artists, outdoor concerts, events, and community art.

The Gallery at the VAULT, at 68 Main Street, is a nonprofit visual arts organization established in 2001 to encourage an appreciation of the arts while furthering the revitalization of downtown Springfield. The gallery serves the community by offering opportunities for learning and participation in the creative process through demonstrations, lectures and workshops for adults and children. It provides a marketplace for more than 160 artists from Vermont and around the region. It is one of five designated Vermont State Craft Center galleries. The name “Gallery at the VAULT” plays on the building’s history as a bank and stands for Visual Art Using Local Talent.

The Great Hall, within the One Hundred River Street facility, has become one of Southern Vermont's premier public art facilities. It showcases large-scale art displays and hosts a "history corner" with information and materials from the community's machine tool heritage. Exhibits have included a variety of forms of visual art, and the Great Hall has also hosted several community events, such as the Festival of Trees and Photovoice.

Many cultural opportunities are available at the Springfield Town Library. Library holdings include more than 38,000 books and other physical materials along with more than 18,000 electronic holdings, for a total of more than 50,000 items that can be borrowed by any library patron. Cooperative agreements with other libraries allow any person in Springfield to borrow any book held by any Vermont library. Databases and other electronic subscriptions held by the library enable access to thousands of sources of information that would otherwise remain behind

paywalls, allowing Springfield students, parents, entrepreneurs, businesses, and nonprofit organizations to consult reports, books, scholarly articles, and other reference works to which they would otherwise not have access.

The library regularly partners with the Vermont Council on the Humanities, the Friends of the Springfield Town Library, and numerous local nonprofit and civic organizations to provide educational programs on a variety of subjects. It also hosts children’s programs, adult reading groups, and crafts programs. Books and music are available on CD and DVD, as well as e-books and large print books. The library also maintains a “Library of Things” such as crafting supplies, games, tools, and scientific instruments that patrons can check out to use at home. The library is currently in the process of obtaining certification as a Sustainable Library.

The Springfield Community Players is a community theater group. They present an annual series of plays at their building on South Street. The Springfield Community Band offers outdoor performances in the summer. Arts and cultural organizations in town have voiced a need for a public space that is flexible enough to accommodate this wide variety of performances and exhibit and convention space. The Vermont Council on the Humanities coordinates performers and presentations in towns throughout Vermont; in Springfield, past events have included a foreign and independent film series.

The region also hosts numerous fairs and festivals that draw visitors to the town. These include the Springfield Apple Festival, the annual Apple Blossom and Unicorn Craft Fair, the annual Rainbow-Palooza Pride and Vegfest, and the weekly Saturday Farmers’ Market. Fourth of July celebrations, air shows, and musical performances have been offered at the Hartness State Airport in recent years. Springfield On the Move sponsors festivals and performances at Comtu Cascade Park.

Goals and Objectives

1. **Enhance the protection, education, and awareness of Springfield's cultural and historical assets.**
 - Ensure all known archaeological sites are excavated per Section 106 of the National Historic Preservation Act and in coordination with Vermont’s Division for Historic Preservation. Coordinate development review with the State archaeologist and the Division for Historic Preservation for properties in Vermont's designated river corridors. (2024-)
 - Promote local organizations that produce historical and cultural presentations, events, and publications. Focus on achieving an increase in event participation year over year. (2024-)
 - Distribute historical maps and increase signage of publicly accessible sites, including buildings, land tracts, and cemeteries. Focus on bringing in 10% new visitors annually with associated increases in business traffic. (2024-)

2. Create, enliven interest, and celebrate with the community and visitors the opportunities for entertainment, education, and cultural diversity experiences through local art and history.

- Support a marketing organization to promote Springfield’s historical, cultural, civic, and economic resources. Increase cultural tourism by 10% yearly, improve social participation by 10%, and reduce marketing redundancies. (2024-)

Deliverables include:

- ⇒ public access maps to historical sites, particularly along the Black River corridor
 - ⇒ marketing program focused on developing and promoting local entertainment.
 - ⇒ education events celebrating Springfield’s cultural diversity through local art, history, and cultural activities.
- Support the expansion of traditional and non-traditional entertainment venues and promote available spaces, including public facilities, churches, clubs, and private facilities. Focus on attracting 10% more visitors and increase in-town spending by 20%, measured through metrics such as Rooms & Meals Tax and Sales Tax revenue, as well as collaborating with area lodging properties to monitor occupancy rates. (2024-)

Chapter 3 – Natural and Scenic Resources

The health, accessibility, use, and vitality of Springfield’s natural and scenic resources are critically important to current residents' quality of life and the town's attractiveness to prospective residents and businesses. This element of the Town Plan outlines the various natural resources in Springfield, presents some of the issues related to those resources, and provides goals and policies for their future enhancement and protection. For this chapter, the phrase “developed portion” refers to areas of town served by municipal water or sewer infrastructure.

Conservation Committee

A group of citizens petitioned the Springfield Selectboard in 2023 to create a conservation committee. Conservation groups are often charged with identifying the location of critical wildlife habitat, wildlife travel corridors, and recreational corridors within the town’s rural areas. While a Conservation Committee differs from a state-defined ‘Conservation Commission,’ there are still municipal conservation projects this committee can advance. Including conservation in major decisions is an invaluable asset to any community. Working with the Selectboard, the Conservation Committee adopted a mission statement in 2024.

“Because human health is dependent on a healthy and diverse ecosystem, this Conservation Committee seeks to protect, preserve, create, and maintain dynamic natural habitats for a safe and sustainable Springfield in accordance with the Springfield Town Charter.”

The Conservation Committee will take an active role in implementing many of the conservation policies found in this Town Plan.

Surface Waters

Springfield lies within the Connecticut River watershed. Much of the town also lies within the Black River watershed (Basin 10), a sub watershed of the Connecticut River. The northeastern part of town contains the watersheds of smaller tributaries to the Connecticut River, including the Spencer Brook watershed, which drains into the Connecticut just north of the Black River.

The Black River and Connecticut River were important resources for early power and transport. Major industries were located on the Black River where they could draw power for automated processes. As such, commercial development grew along the Black River, with residential development on higher ground on either side of the valley. The level topography in the river valley has allowed it to function as a commercial, transportation, and utility corridor. Historic and archeological sites may be found in both the Black River and Connecticut River corridors (see Cultural and Historic Resources Chapter). The floodplain terraces along the Connecticut River provide an agricultural resource that is unique; however, it is a resource that is diminishing throughout the entire Connecticut River valley due to development pressures.

As Springfield is in the lower portion of the Black River watershed, it is critical that the town work with upstream municipalities to improve the overall health of the river. Since 2000, the all-

volunteer Black River Action Team (BRAT) has been organizing river cleanup days throughout the Black River watershed, conducting a water quality monitoring program and biological assessments, working to increase knowledge of local invasive species through outreach and demonstration projects, completing native riparian buffer planting projects, and continuing education on the river through workshops, festivals, and other outreach. BRAT continues to work with the Mount Ascutney Regional Commission (MARC) to expand membership to other towns in the watershed; the Town should support these efforts. Additionally, the Town should continue to participate in the activities of the Connecticut River Joint Commissions (CRJC), which represent the interests of the Connecticut River and its tributaries. The CRJC adopted a 2009 Connecticut River Water Resources Management Plan that addresses the concerns, importance, and value of the larger Connecticut River watershed.

The Town of Springfield considers both the Black and Connecticut Rivers as major scenic and recreational resources; however, steps should be taken to improve visibility, access, and use. VT Routes 5 and 11 (into downtown Springfield) are part of the Connecticut River Scenic Byway. The Toonerville Trail offers bicyclists and pedestrians a recreational resource with scenic views of the Black River. Extension of the Toonerville Trail further towards Downtown Springfield is important for enhancing scenic views of the river.

Access to both the Black River and Connecticut River is limited. One access area for fishing is available at Hoyt's Landing on the Connecticut River near the confluence with the Black River. There is another public access area along the Black River located at Riverside Middle School. The Town should continue to investigate new public access sites to enhance the enjoyment and recreational use of the rivers and should work to see that the rivers are visible, accessible, and used responsibly.

A Phase II Stream Geomorphic Assessment (SGA) of the Black River watershed was completed in 2009 which identifies areas at risk of fluvial erosion, from gradual streambank erosion to catastrophic channel enlargement and bank failure. The study addresses those areas that had been identified as higher risk including the Black River main stem and several major tributaries from the Weathersfield town line into downtown Springfield. Additionally, an SGA was completed in 2017 along the lowest 1.34-mile reach of a small direct tributary to the Black River (known locally as Mile Brook) to assess geomorphic conditions along Valley Street.

The Town has adopted a Riverfront Protection Overlay District, which protects the streambanks and water quality of the Connecticut River and the Black River up to Gould's Mill Falls. Restricting new development in flood hazard areas and river corridors is particularly important for protecting built resources as well as water quality. A river or stream with access to its floodplains is less likely to cause flooding and erosion damage to public and private investments. However, it is worth noting that the US Army Corps of Engineers (USACE) flood control dam in North Springfield protects much of the developed portions of Springfield. This was apparent in 2011, when Springfield experienced significantly less damage than surrounding communities at the hands of Tropical Storm Irene.

Riparian buffer areas of native vegetation along rivers and streams should be maintained. Steeper slopes and unstable soils in the rural areas of Town require larger buffer areas to prevent streambank erosion and ensure the greatest amount of stormwater infiltration before runoff reaches surface waters.

Tactical Basin Planning

Springfield is situated within the Connecticut River watershed, and sits within three drainage basins as defined by the State: The Black River (Basin 10), the Williams River (Basin 11), and the Lower Connecticut River (Basin 13).

Tactical Basin Plans must be developed by the Vermont Department of Environmental Conservation for each basin and must be updated every five years (10 V.S.A. § 1253). Basin Plans provide an overall view of the waters' health and define ongoing and future actions to address high-priority stressors. The Department also prepares biological assessment reports for each basin roughly every five years. These assessment reports summarize chemical, physical, and biological monitoring data and help inform the development of Basin Plans.

Point and Nonpoint Source Pollution

Direct pollutant discharges to surface waters (known as “point source” discharges) have largely been addressed through state and federal regulation. “Nonpoint source” pollution is generally a greater cause for concern in the present day. Septic system failure may contribute to high bacteria levels in surface waters, which are often difficult to pinpoint.

Stormwater runoff is one of the greatest sources of nonpoint source pollution. Precipitation from storm events flows quickly over impervious surfaces such as roads, rooftops and parking lots and may carry sediment, nutrients, and other pollutants directly to surface waters. Higher-elevation headwater streams are most sensitive to pollutants and should be protected from development activities. Similarly, steep slopes are prone to erosion and are unable to slow runoff from impervious surfaces, and should therefore be avoided when planning for development. Green stormwater infrastructure (GSI) and low-impact development (LID) practices should be encouraged to offset the hydrologic impacts of development. LID seeks to replicate the pre-development hydrologic conditions through on-site retention and infiltration of stormwater runoff.

The Town recently completed a years-long effort to separate its storm and sewer lines to eliminate combined sewer overflow (CSO) events. While the combined sewer disconnection will eliminate sewage discharges; unfortunately, it will also lead to direct stormwater discharges to the Black River with no prior treatment. The Town should work with its regional and state partners to design and implement projects that divert and treat stormwater runoff before it is discharged into surface waters.

Stormwater

Significant changes have been made in recent years to federal and state stormwater regulations. In 2017, the Vermont Agency of Natural Resources adopted new stormwater regulations via the 2017 Vermont Stormwater Management Manual (VSMM) Rule. These regulations were updated in response to recent significant advances in the design and range of best management practices (BMPs) and site design approaches available to meet Vermont’s water quality goals.

A major change associated with adoption of the 2017 VSMM is the regulation of all existing parcels containing three or more acres of impervious surface. These parcels will be regulated under the Developed Lands General Permit (commonly referred to as the “3-acre rule”). The permit is currently in effect in the Lake Champlain and Memphremagog watersheds, as well as stormwater impaired watersheds state-wide. The permit is not expected to take broad jurisdiction in the Connecticut River watershed for several years, though entities that are expected to fall under the jurisdiction of the permit are encouraged to start planning now. The 2017 VSMM serves as the design standard for the General Permit. The 2017 VSMM also serves as the design standard for the operational stormwater permit program.

The VSMM standards often feature low impact development and green stormwater infrastructure practices, which are techniques used to control stormwater runoff from developed lands. Techniques can range from utilization of constructed wetlands and subsurface stormwater infiltration to collection of rooftop runoff for domestic reuse. The goal of green stormwater infrastructure and low impact development is to mimic pre-development hydrologic conditions through use of practices that infiltrate and/or detain runoff.

In addition, the Agency of Natural Resources established a town highway stormwater permitting authority by way of the Municipal Roads General Permit (MRGP) as a component of the Vermont Clean Water Act in 2015. The MRGP regulates stormwater discharges from “hydrologically connected” town highways, and mandates a suite of drainage standards along those portions of town highway to mitigate erosion and associated sediment and nutrient pollution. For a more in-depth discussion of the MRGP and its requirements, please see the Transportation Chapter.

Wetlands

Wetlands fulfill a variety of functions, including erosion control, flood storage, removal of pollutants, and wildlife habitat. The State of Vermont recognizes the importance of these functions in 10 V.S.A. §905.

The major functional values of wetlands are:

- Storage of flood water and stormwater runoff.
- Protection of surface and groundwater through filtration of pollutants.
- Habitat for fish, wildlife, migratory birds, hydrophilic vegetation, and threatened/endangered species.
- Natural science education and research.
- Recreational value, open space, and aesthetics.

- Erosion control through binding and stabilizing the soil.

The degree to which a particular wetland fulfills the above functions determines its significance. The wetlands mapped on the Water Resources and Flood Resilience Map are based on the Vermont Significant Wetlands Inventory (VSWI). Wetlands on the VSWI maps include Class I and II wetlands. Class III wetlands are not regulated under the Vermont Wetland Rules; however, they may be protected under Act 250 or Section 404 of the Federal Clean Water Act.

An important local wetland is the North Springfield Bog, which is owned by the Town and managed by the Mt. Ascutney Audubon Society. This glacial kettle bog is home to specialized carnivorous plants and is zoned as a Natural Resource Preservation District with pedestrian access being the only allowed use.

Vernal Pools

Vernal pools are generally defined as depressions with no inlet or outlet. Because these depressions fill up with water either from snow melt or rainfall, most vernal pools are only wet in the spring months and dry up during the summer months. Vernal pools may be overlooked in site evaluation because they are only wet for a few months out of the year. Vernal pools provide critical breeding habitat for amphibian and invertebrate species.

Groundwater Resources

The Town's public potable water supply comes from an aquifer serving the shallow well field in North Springfield. Protection of that water supply is critical to the health of current and future residents. The Town has developed a Source Protection Plan (SPP) for the well field. The SPP identifies potential threats to the water supply, including the Vermont State Armory facility and the Public Works garage on Fairground Road. The Public Works garage poses a threat to the water supply due to potential gas and/or oil spills/leaks from vehicles. Although the Town Garage has been connected to the town wastewater system, the Armory is currently vacant and unused. If the Armory is reoccupied and put back into use, it should be connected to the town water and sewer system and should be used in a compatible manner given its proximity to the town water supply. Failure of any system for waste disposal within this area could potentially contaminate the water supply and threaten public health. Additionally, the potential exists for a gasoline or other hazardous material spill to occur along Fairground Road.

According to the Drinking Water and Groundwater Protection Division of the Vermont Department of Environmental Conservation, two public community water systems in town serve multiple households, in addition to the public water supply in North Springfield. Those two systems are the water supply wells for the Valley Mobile Home Park and the Windy Hill Acres Mobile Home Park. A "public community water system" is defined as a water system that serves ten or more residential units and has a wellhead protection area of 300 feet in diameter. These two wellhead protection areas are delineated on the Water Resources and Flood Resilience Map.

Resource Lands

Agricultural and forest lands have multiple functions that all contribute to the town's character and quality of life. Open land that is maintained in agricultural uses also provides scenic open views and rural character. Similarly, forestland that is managed for wood products, shade grown under-story agriculture (e.g., currant or mushroom crops) or as wildlife habitat can have recreational and scenic attributes.

Agricultural Resources

There are several areas of Springfield that warrant consideration for preservation of agricultural resources. The first is the river floodplain terrace along the Connecticut River north of the Charlestown Bridge. Given its very flat topography and good access, this area possesses some attributes that make it prime for development. Additional protection should be afforded for this significant agricultural resource. Non-agricultural activities, such as residential development, continue to threaten this valuable resource. Any new development permitted should be sited to preserve valuable soil and agricultural land. The Town has adopted a Shoreline Overlay District, which limits development in the area next to the Connecticut River and up to the 400-foot contour line.

Other areas in Springfield which merit consideration for protection are the hilltop pasture areas such as Parker Hill, South Street, Dutton District, Eureka, and Spencer Hollow, and open pastures on Town Farm Road, Highland Road, Barlow Road, and Randall Hill Road. These hilltop pastures intermixed with historical buildings and sites provide scenic open spaces, which help create a very desirable rural character. Land use regulations and/or other means should be adopted to ensure that future development is sited so that agricultural functions and scenic values of these areas are preserved. This may be accomplished through siting new development on the edge rather than the middle of open fields, clustering of multiple unit developments, and preserving maximum open space or conserving land through the assistance of a land trust or other land conservation organization.

Development of horse trails and value-added agricultural endeavors within the agricultural district is important to maintaining the viability of the Town's agricultural entrepreneurs. In addition, the development of farmer's markets, the food processing and distribution industries, and commercial greenhouses and hydroponics in appropriate districts is important to the preservation of a viable, locally owned, and agricultural-based rural area surrounding the developed portions of Town.

Forest Resources

Throughout Vermont, about 80% of land cover is forested with about twenty percent (20%) open land. Springfield is estimated to have somewhat more open land than the state average because of the open fields in areas such as Parker Hill, the Dutton District and Eureka. Conversely, it is estimated that Springfield has less forested cover than the statewide average.

Urban Forest Resources

Many communities are beginning to recognize the very tangible benefits that trees provide in an urban environment. Healthy trees reduce air and noise pollution, provide energy saving shade and cooling, furnish habitat for wildlife, enhance aesthetics and property values, and are an important contributor to community image, pride, and quality of life.

Land Enrolled in Current Use

Approximately forty-four percent of Springfield's total land area is enrolled in Vermont's Current Use Program, an increase of about 3% since 2013. This program, in which enrolled land is taxed at its "use value" rather than its development or fair market value, is an effective incentive for landowners to manage their lands for forest or agricultural purposes. To plan for conservation of agricultural and forest land in the future, the town wants to map lands that are currently enrolled in Current Use. The greatest benefits to wildlife habitat, resource planning, and agricultural functions occur when large contiguous areas of forest and/or agricultural land are maintained.

Critical Habitat Areas

The State rare, threatened, and endangered (RTE) species maps identify where known threatened or endangered species populations persist, as well as identifying critical habitat areas for larger mammals, such as deer and bear. The Natural Heritage Inventory indicates locations of threatened and endangered species but does not identify what those species are to protect them. These points may be used as areas to avoid when planning for development or other activities. In addition to several Natural Heritage Inventory sites, the town hosts one Important Bird Area (IBA) designated by the Mount Ascutney Audubon Society as part of the Vermont Audubon Society's Important Bird Area Program. The site serves as nesting habitat for Peregrine Falcons and Ravens. Designation of a site as an IBA is both a tool for assisting private landowners and public land managers and serves as a rationale for preserving habitat.

Deer Wintering Areas

The boundaries of existing deer wintering areas have been mapped by the Vermont Department of Fish and Wildlife (see the Wildlife Habitat Map), but are subject to change due to fluctuations in environmental conditions. Deer wintering areas need to be protected from indiscriminate logging, residential and commercial development. Deer wintering areas are afforded some protection through Act 250 under Criterion 8(A) - Wildlife Habitat and Endangered Species, which provides a detailed system to weigh evidence for a project and determine if a permit can be issued. While deer wintering areas have been mapped, these might be subject to modification based on site investigation of the mapped area.

Forest Blocks and Habitat Connectors

Forested land, including forest blocks and habitat connectors, serves as a major asset to Springfield. These forestlands provide a natural system of surface and groundwater filtration, stormwater retention, air purification, soil stabilization, carbon sequestration, and critical habitat for many species of native wildlife such as bobcat, bear, and deer. Vermont forests are home to

a diversity of significant natural communities, Species of Greatest Conservation Need and uncommon species, along with many rare, threatened, and endangered (RTE) species. They also serve as an important economic resource. The harvest and manufacturing of forest products contribute approximately \$1.4 billion to Vermont's economy annually and employs 10,555 people.¹ Forestlands form the foundation for numerous outdoor recreational activities such as walking, hiking, skiing, hunting, and camping; serve as a renewable energy resource through heat and power production; and provide the scenic qualities of an attractive natural setting for residents and visitors. Sound management of forested land considers all these economically and environmentally beneficial values and balances them for the common good.

Forest fragmentation presents an increasing threat to the economic and ecological stability of forest land. Many of the species that drive tourism, wildlife viewing, hunting, and fishing require larger, contiguous blocks of forest and a connected network of forest blocks. Even as overall forest cover remains relatively stable over time, large, contiguous forest blocks are becoming fragmented and isolated. Forest fragmentation occurs through increased residential and public infrastructure development such as roads and power lines, and parcelization. Parcelization occurs when large parcels are subdivided into smaller lots. Even if left forested, small lots in multiple ownerships can be difficult to effectively manage; recreation access can be reduced due to differing objectives of landowners; and timber production is less economically feasible.

Connectivity between forest blocks is also of vital importance. The ability for wildlife to readily move across the landscape preserves genetic diversity through the exchange of genes between populations, allows species to better adapt to climate change impacts, among other benefits. These connections between forest blocks, called wildlife corridors, green corridors, or habitat connectors, help mitigate the negative effects of habitat fragmentation.

Invasive Species

Invasive species include plant and animal species that are non-native and outcompete native species for resources. Invasive species alter habitats by displacing native species on which organisms depend, while being of little use to those organisms themselves. This can be particularly detrimental to rare, threatened, and endangered (RTE) species, which often require specialized environments to ensure their survival. Recreational opportunities may also be impaired by the proliferation of invasive species. For example, Japanese Knotweed, a common problem throughout Springfield, grows along streambanks and often blocks the view of a river or stream and limits public access sites.

Aquatic invasive species are common in and around Springfield. Eurasian water milfoil can be found at the confluence of the Black River and Connecticut River. Purple loosestrife, the familiar beautiful flowering perennial wetland plant, is invading cattail marshes along the Connecticut River and elsewhere. A prevalent population of invasive water chestnut persists in the impoundment of the North Springfield flood control dam. Along streambanks and roadsides, Japanese knotweed is quite widespread, notably along the Black River in the North Springfield

¹ Vermont Department of Forests, Parks, and Recreation, *2015 Vermont Forest Fragmentation Report* (April 2015)

Dam.

Exotic honeysuckle, barberry, and buckthorn are all invasive shrubs or small trees that monopolize the understory of forests, both along streams and farther upland, especially where the ground has been disturbed. Buckthorn is a major threat to the survival of future timber stands. Invasive insects, such as the Hemlock Woolly Adelgid, pose a serious threat to forested riparian zones that are often comprised of significant quantities of eastern hemlock.

Air Quality

Residents of Springfield are fortunate to live in an area that has relatively clean air. However, threats to air quality do exist and may either be locally generated or transported from outside the State's borders. Local air quality problems may be generated through auto emissions; local industrial and manufacturing facilities, including mineral extraction; trash incineration; smoke from wood stoves; and illegal burning of garbage. Transported air pollution comes across state lines or from other regions of the country, as evidenced by acid rain and reduced visibility in the summer.

Air quality standards are established at the federal level through the Environmental Protection Agency (EPA). The Clean Air Act, which was last amended in 1990, requires EPA to set National Ambient Air Quality Standards (NAAQS) (40 C.F.R. part 50) for pollutants considered harmful to public health and the environment. The Clean Air Act also established two types of national air quality standards: Primary standards (to protect public health) and Secondary standards (to protect public welfare, including protection against decreased visibility, damage to animals, crops, vegetation, and buildings).

The EPA Office of Air Quality and Standards set NAAQS standards for six principal or "criteria" pollutants: particulates, sulfur dioxide, carbon monoxide, nitrogen dioxide, lead, and ozone. Currently, Vermont is compliant with all standards set under NAAQS, however it is bordered by other states that are non-compliant for some pollutants. It is important that development of new industrial or manufacturing facilities include approved emission control systems to stay in attainment with standards. In addition, dust from mining operations and construction can cause local air quality problems if not properly controlled.

Noise and Light Pollution

Noise and light pollution from development can negatively impact rural character and quality of life. The amateur astronomers who gather in Springfield for the annual Stellafane Convention are particularly concerned about light pollution. The Town has established an overlay district to protect the areas around two working observatories from light pollution. In addition, standards have been set for lighting on developments in other areas of town. Lighting levels should consider a balance between aesthetics, security, and energy efficiency.

Noise pollution at certain levels can dramatically alter the character of a neighborhood. Noise levels are expected to be higher within the dense commercial areas of Town and in proximity to

industrial areas. Development shall adhere to the performance standards related to noise in the Town's zoning regulations.

Mineral Resources

Mineral resources such as sand, gravel, crushed rock and stone, talc, soapstone, granite, and marble, are necessary resources for road improvement, building construction, drainage, septic systems, and for exportation. Sand and gravel deposits occur in abundance along the Connecticut River and its tributaries. However, many town-owned gravel pits in the Region are experiencing diminished sand and gravel supplies for town highway maintenance.

Excessive resource extraction can permanently damage natural and aesthetic resources with broad implications for water quality and availability, as well as the potential for destruction of archaeological sites. Sand and gravel deposits serve as areas for aquifer recharge and filtration, vital for high quality sources of drinking water. Disturbance of these areas can reduce stormwater infiltration, resulting in degraded water quality. Maintenance of wide buffers of native vegetation around extraction pits is strongly encouraged. On-site storage and disposal of materials at extraction sites can contaminate groundwater through leaching of hazardous materials. On-site material storage and disposal shall not be permitted.

To plan for the most efficient use of Springfield's earth resources, the Town should complete an inventory of resource areas and take an active role in the local and state review of development proposals that potentially affect earth resources. If projects are proposed to add new areas for extraction of Earth Resources, it is very important that review procedures are in place to address impacts on neighborhoods, the environment, the ability to reuse the land, and the local need for the resource and the employment involved.

Goals and Objectives

1. Improve surface water quality and protect native species while increasing public access.

- Revise the land use regulations to require development setbacks that protect natural resources identified in the Vermont Agency of Natural Resources Atlas. (2024-2026)
- Ensure future safe potable water: (2024-)
 - ⇒ Protect the North Springfield groundwater aquifer.
 - ⇒ Protect the municipal wellheads by acquiring adjacent lands or securing development easements.
 - ⇒ Identify a secondary municipal water supply.
 - ⇒ Restore water quality in stressed or impaired (those included on the 303(d) list of impaired waters) surface waters with a goal of 10 projects implemented each year.
 - ⇒ Improve land stabilization and stormwater collection.
 - ⇒ Participate in the tactical basin planning process for the Black River watershed.
- Support the current use program and local tax stabilization agreements to protect working farms and forestland. (2024-)

- Engage in the watershed-level planning process, particularly as it relates to the Black River basin plan. (2024-)
 - Collaborate with the Mount Ascutney Regional Commission (MARC) to map vernal pools that provide breeding habitat for critical flora and fauna. (2026-)
- 2. Improve and protect native flora, fauna, and other natural resources.**
- Empower the Conservation Committee to:
 - ⇒ Develop a plan that protects wildlife corridors, including a particular focus on rare, threatened, and endangered species. (2025-2028)
 - ⇒ Identify wildlife habitat areas and corridors for protection and nonmotorized recreation. (2024-)
 - ⇒ Develop a long-range multi-use management plan for the town forests. (2025-2027)
 - ⇒ Create a tree and mineral resource inventory and preservation plan. (2027-2029)
- 3. Preserve scenic resources and improve public access.**
- Amend the land use development regulations to mitigate exterior light pollution. (2024-2026)
 - Seek International Dark Sky Places (IDSP) certification. (2026-2027)
 - Maintain EPA National Ambient Air Quality Standards for air quality attainment. (2024-)
 - Implement three scenic preservation projects each year. (2024-)
 - ⇒ Protect and increase the visibility, access, and use of the town's scenic resources.
 - ⇒ Remove invasive species from waterways and forestlands.
 - ⇒ Develop a street tree plan for tree plantings and maintenance.
 - ⇒ Develop invasive species educational programs.
 - ⇒ Identify and protect rare, threatened, and endangered species and their habitats.

Chapter 4 - Recreation

This Chapter recognizes the existing recreational opportunities and facilities and potential opportunities and plans for future facilities in the Town of Springfield.

Public Facilities

The Town and the Springfield School District share most of their recreational fields and facilities. The Town Recreation Department uses the School District's gym facilities in the winter, and the School District uses the Town's outdoor facilities, especially those at Riverside Park, for some of the school athletic events. In addition, the School District has an excellent physical education and interscholastic sports program. The working relationship between the Town Recreation Department and the School District's athletic department is excellent and they can promote the combined use of existing facilities.

The Springfield Parks and Recreation Department offers programs for all ages year-round, but their K-6 youth sports programs are a focus. The Department is serving 200-250 children at any given time in this age group for seasonal sports programs. Maintaining and increasing the number of youths served is a goal moving forward.

The Community Center at 139 Main Street is a community resource that houses activities and programs for people of all ages. It has a gym, 6 bowling lanes, a full senior center, game room, activity rooms and more. A major improvement project on this building was completed in 2015. After a study and planning by a structural engineer, deteriorating brick pillars across the front (street side) of the building were replaced with concrete to stabilize the entire facility. The Community Center is heavily utilized from September to March, by residents of all ages. Nearly 200-300 people come through the doors of the Community Center (including the Senior Center) nearly every day during these months. The Community Center continues to require structural improvements as well as complying with the federal law concerning the Americans with Disabilities Act. The Town does not currently have the necessary facilities to accommodate its current programs without leasing and/or maintaining other properties.

The Springfield Senior Center is a place to socialize while learning ways to live longer and stronger. It shares the Community Center with the Parks and Recreation Department and is open weekdays from 8:00-4:00 pm for people 50 years and over. There are no membership dues. The activities include Living Strong strength training classes with leg and hand weights, chair yoga, line dance classes, walking in the gym, Senior Songsters, ceramics classes, billiards, ping pong, shuffleboard tournaments, cribbage tournaments, card games, and special Wednesday afternoon entertainment. The Senior Center also holds Foot Clinics, Flu Clinics, free AARP Tax-Aide preparation, and free educational programs that are open to all in the community. Their big fundraiser each year is a Christmas Bazaar. They host many trips each year, including five one-day trips, two small overnights and one large trip.

Recreation Property and Facilities

Information on many of Springfield's recreation properties and facilities can be found on the

Springfield Parks & Recreation website. Information on each property/facility includes the name of the property or facility, the location, and the amenities provided by the facility.

Riverside Park is the hub of Springfield outdoor recreation activity. It provides six baseball and softball diamonds, soccer and football fields, tennis and basketball courts, a skateboard park, a playground, a picnic area, and a venue for festivals and gatherings.

The Civic Improvement Fund, grant funding, the Parks and Recreation budget, and community service projects have been used and will continue to be used to upgrade and improve many of the components of Riverside Park.

The Recreation Department administers the recreational facility at the North Springfield School Park. This property is owned by the North School Preservation Society but is maintained by the Parks and Recreation Department. The other youth league baseball field in North Springfield is located on a parcel in North Springfield Industrial Park. This parcel had been owned by the Rotary Club, which transferred it to the town. With the flat topography and good access, the site provides an excellent location for recreational uses.

The Edgar May Health and Recreation Center is a regional recreation center in Springfield. Edgar May is a significant community asset located adjacent to the former foundry building on Clinton Street. Edgar May currently has swimming pools and a strength and conditioning workout area. The Edgar May has expansion plans to connect the existing building with the former foundry building. Cooperation with the Edgar May, YMCA, Booster Club, schools, and other groups may increase the customer base for recreation and fitness. Working in partnership, these groups can help Edgar May expand and maintain this facility as a vibrant and attractive fitness center. In 2023, Springfield closed the town pool and partnered with Edgar May to allow residents to use their pools in 2024. The Selectboard and Edgar May board will evaluate this trial program at the end of 2024.

Recreation Trails

The Toonerville Trail, Springfield's bicycle and walking path, is a paved path that skirts the Black River for three miles from the trailhead parking area near the Robert Jones Industrial Park on Clinton Street to the Cheshire Toll Bridge. The Trail will be extended to Bridge Street at the Edgar May Health and Recreation Center parking lot.

Other trail information is found on the Facilities and Utilities map in the Town Plan appendix. This map includes a composite of trail information covering hiking, snowmobile, cross-country skiing, horseback riding, and bicycle paths. The Agency of Natural Resources, working in cooperation with the local snowmobile chapter of the Vermont Association of Snow Travelers (VAST), has identified the current network of snowmobile trail corridors in Springfield.

In addition to the snowmobile trail network, hiking trail information has been provided by the Recreation Department for the Town Forests and by the US Army Corps of Engineers for the North Springfield Reservoir property.

The Class 4 roads can provide opportunities for hiking, cross-country skiing, mountain biking, horseback riding, and/or snowmobile trails. Vermont law allows Selectboards to determine Class 4 road uses. It is important the Town retain Class 4 roads and those roads suitable for recreation should be properly signed and mapped for recreational users.

The Crown Point Road, now a combination of maintained and unmaintained roads and trails, holds historic significance and is a recreational asset. The Town should investigate the feasibility of conserving the entire Crown Point Road through easements or acquisition.

Parks

Springfield has many parks offering playgrounds, picnic areas, trails, recreational fields, and other features. Several boast magnificent scenic opportunities and are of important historical significance.

Muckross State Park

Muckross State Park was established in July 2016 when the late State Senator Edgar May estate donated his former home property to the Vermont Department of Forest, Parks, and Recreation. The park is 204 acres. It is open for day visits. There is a small parking area inside the park entrance at 26 Muckross Road, just off Paddock Road in Springfield.

The Commons Park

The Common Park is an approximately 2-acre greenspace comprised of the block between Common Street, Circular Street, and Cherry Hill, except the house on the southernmost tip, which was once the common schoolhouse and is now a private residence. The park features a playground, benches, picnic areas with grills, a baseball/softball field, and a warming hut. The park is used for softball, youth baseball, outdoor concerts, and other events in the warmer months and is open from dawn to dusk.

Comtu Cascade Park

Comtu Cascade Park is located at 5-11 Main Street on the Black River in downtown Springfield. This riverfront park introduces about half an acre of valuable greenspace into the downtown area. It includes public performance areas, patio seating, a deck, picnic tables, and a rain garden to filter runoff before releasing it to the Black River. Springfield On The Move provides programming and maintenance in the park.

Fox Chair Mountain Memorial Forest

Fox Chair Mountain Memorial Forest is located on the west side of Whitney Road and across from the intersection of Whitney Road and Fox Chair Mountain Road. The Springfield/Chester town line goes through the property near the western edge of the parcel. 55 acres of the forest are in Springfield and 4.4 acres are in Chester. The park welcomes hiking, trail running, snowshoeing, cross-country skiing, biking, hunting, and equestrians from dawn to dusk.

Freedom Park

Freedom Park, located at 55 Furnace Street, is about 5 acres in size and features a playground, picnic area, outdoor basketball court, disc golf course, horseshoe pits, warming hut, and an open field on a gentle slope, which is great for picnics or sledding.

Grout Park

Grout Park is located on the Black River in downtown Springfield, south of Comtu Falls, below the Lovejoy Dam, behind the Community Center, just above the bridge on Main Street. This approximately 1/3-acre park features a riverfront view, kayak launch point, fishing, and benches. The park is used for recreation by children visiting the Community Center and hosting schoolroom classes for ecology exploration. The park is for daytime use only. Public use is prohibited after sundown. Camping is not allowed.

Hartness Park

Hartness Park is an 85-acre town forest in the center of town. Trailheads exist in multiple downtown Springfield locations, including Summer Street, Dell Road, and Woodbury Road. The wooded trails are used primarily for hiking, running, and snowshoeing. Some trails are suitable for mountain biking, horseback riding, or cross-country skiing. They include easy and difficult walking options. The park is open from dawn to dusk.

Memorial Park

Memorial Park is a roadside park of approximately 1 acre dedicated to Springfield's veterans. It is located on River Street and is open to the public.

North Springfield Bog

North Springfield Bog is located on Fairground Rd. Starting at Riverside Middle School, drive approximately two miles up Fairground Road to a small parking lot on the left side just before the town garage. The park is always open. Approved uses are nature study, walking, birding, and other low-impact, quiet activities. To allow close-up viewing of the many interesting bog plants, including some remarkably large pitcher plants, the Ascutney Mountain Audubon Society constructed a boardwalk through the bog. A walking trail leads to and around the bog, with many views of the bog and surrounding spruce and pine groves.

North Springfield School Park

This approximately 5-acre park is located behind the historic North School at 5 School Street in North Springfield. The park features a playground, warming hut, soccer field, walking track, and greenspace. The warming hut is available for rent to the public for gatherings. The park is open from dawn to dusk, and overnight camping is prohibited.

Riverside Park

Riverside Park is an approximately 30-acre park and sports complex. It is located off Chester Road next to Riverside Middle School. Riverside Park is the hub of Springfield outdoor recreation activity. It provides six baseball and softball diamonds, soccer fields,

tennis and basketball courts, disk golf, a skateboard park, a playground, a picnic area, an ice-skating rink, and a venue for festivals and gatherings. The park is generally open from dawn to dusk. The tennis courts and outdoor basketball courts can be lit upon request and for special events.

Springweather Nature Area

Springweather Nature Area covers 70 acres of fields and forests and the North Springfield Lake Recreation Area covers 1,361 total acres in Springfield and Weathersfield. Springweather Nature Area overlooks North Springfield Lake on the border of Springfield and Weathersfield, VT. There are also a variety of footpaths in the Springweather Nature Area. Trails are marked within the nature area with red, green, or blue blazes. The North Springfield Lake Recreation area covers parts of Springfield and Weathersfield and provides hiking and walking trails, swimming, sunbathing, picnic areas, canoeing, kayaking, boating, and fishing. Many North Springfield Lake trails are wide multi-use trails used for walking, running, bicycling, horseback riding, snowmobiling, cross-country skiing, and snowshoeing. Leashed pets are allowed in designated areas. The park hours are 8 am to 8 pm.

Toonerville Rail Trail

The Toonerville Rail Trail is a multi-use paved path that allows walking, running, bicycling, rollerblading and roller-skating, cross-country skiing, and snowshoeing. Benches along the trail provide resting spots to take in scenic spots along the river. The trail skirts the Black River for approximately three miles through Springfield. Extension of the trail to Bridge Street is planned. There is trailhead parking on the northern end at the Robert Jones Industrial Center and on the southern end on the south side of Route 11, just north of Hoyt's Landing Fishing Access at Young's Gas Plant Road.

Village Square

The Village Square is a small open square between Summer and Valley Streets on Main Street. The Village Square offers a seating and gathering area in front of the movie theater, benches, and a public bus stop along Main Street, and is the location where the Chase Memorial Fountain currently rests. During the Winter Celebration, a shack is placed near the northern end of the location for children to visit Santa, and the public space at this end of the square hosts the town's annual holiday tree. The village square has had several recent improvements to the brick work, landscaping, and curbing.

Connecticut River Access

The Vermont Department of Fish and Wildlife maintains a fishing and boating access area at Hoyt's Landing. The fishing access area provides a boat launch, fishing from shore, ice fishing, hunting, and trapping grounds, and parking for vehicles and trailers necessary for these purposes.

Black River

The Town of Springfield desires to increase the visibility, accessibility, and use of the Black River

for recreational use and enjoyment. Currently, access, use, and visibility of the Black River is limited within the developed portion of the Town. However, the visibility of Comtu Falls from the Designated Downtown was significantly improved through recent efforts to demolish the former Bakery Building and construct the Comtu Cascade Park. The Town adopted a Strategic Plan that proposes increasing the access, use, and visibility of the Black River. An integral part of doing so involves the need for a flexible approach to riparian buffer zones and creative thinking with respect to creating access and beautification of the same.

Community Gardens and Other Neighborhood Projects

Neighborhood associations are struggling to discover ways to improve the livability of their neighborhoods and create cohesive communities. They have met various obstacles, such as a lack of available fiscal agents for charitable purposes. Neighborhood associations are working to preserve important community landmarks and establish playgrounds and community gardens. The Downtown Master Plan refers to designated neighborhood plans that may play a role in such neighborhood development efforts.

Recreational Facilities

Springfield has attracted and Springfield on the Move continues to attract additional recreational entertainment facilities. Currently, Springfield hosts outdoor concerts, dance schools, martial arts dojos, gaming facilities, boxing clubs, fitness centers, the Stellafane Convention, and flying lessons at the Hartness State Airport. Some of the recreational facilities include a coffee shop on Main Street and the popular movie theater. The number of gathering spots such as restaurants, pubs, and ice cream facilities catering to the late evening crowd is somewhat limited, and expansion of sites should be encouraged. These should be accompanied by opportunities such as artist/artisan demonstrations, craft seminars, and maker spaces. The VAULT has played an important role in supporting these endeavors. Additionally, Springfield on the Move is actively pursuing these opportunities.

The Library and Library Services

The original Springfield Town Library was constructed in 1895. Expansions in 1928 and 1939 provided additional space. In 1977-1978 the floor in the Barnard section was lowered to allow the construction of the two-story addition. The children's room was refurbished in 2018 and a small conference room was created on the second floor as a meeting space. An elevator is available to reach all floors.

The library offers equitable access to information. Current amenities include computers, public Wi-Fi, printing, faxing, books, media, and non-traditional library materials. There is a continued need for spaces to accommodate study and solitude, small meetings, and community programs. The historic Flinn Room is a quiet space to read magazines and newspapers, use the microfilm machine, or work. The children's room and other areas contain movable shelves to ensure flexible configurations as needed. The Young Adult area contains a large-screen television that is also used during computer workshops and community movie events. Community-based strategic planning determines services offered to meet Springfield's current and other future needs.

Building improvements have been made in recent years, with a focus on energy efficiency and accessibility. LED lights were installed on the first and second floors. The water heater and air conditioning condenser have been replaced with heat pump units. The new air handler unit provides better air circulation. Accessibility improvements include an automatic door opener, a two-seat computer station for those who need assistance and a sit/stand computer station. Additional accessibility features are needed.

Future facility improvements are planned. The 1978 addition requires a new roof to avoid future leaks. Interior repair of the plaster is necessary, as well as some issues on the exterior of the building. While the footprint of the library cannot change, there are plans to reconfigure the space on the second floor to include a maker space.

Festivals and Races

Festivals and marathon events play an important part in the recreational health, education, quality of life, and economic development in Springfield. Springfield hosts several road races, some connected with the Toonerville Trail and others with the North Springfield Dam. In addition, it has come to host a variety of festivals sponsored by various non-profit groups. These festivals are recreational opportunities for the town and surrounding region and often involve charitable fundraisers for the community. The festival life for the community needs to be strengthened where possible.

Goals and Objectives

1. **Maintain and promote recreation facilities, Class 4 roads, and legal trails so they are safe and desirable.**
 - Redevelop Freedom Park, focusing on code enforcement to improve adjacent properties. (2024-2029)
 - Increase recreational opportunities by partnering with the Edgar May Health and Recreation Center. (2024-)
 - Develop a plan for a new or renovated Community Recreation Center. (2024-2028)
 - Hold an annual meeting of recreation stakeholders to identify and implement new programs, facility improvements, and other opportunities. (2024-)
 - Complete a planning study to preserve Crown Point Road. (2029)
 - Develop a dedicated fund for recreational facilities using revenue from timber sales, private donations, grant funds, and the general fund. (2025)
 - Improve access and use of parks, town forest lands, and rivers. Specifically:
 - ⇒ Increase Hartness Park usage. (2025)
 - ⇒ Develop a long-range plan for Riverside Park and Freedom Park. (2025)
 - ⇒ Extend the Toonerville Rail Trail and maintain the current alignment, actively opposing changes that could compromise trail quality or integrity. (2024-2028)
 - ⇒ Produce a comprehensive trail map for the town parks and forests. (2026)
 - ⇒ Enhance connectivity between all parks by adding three new connections every year. (2024-)

- ⇒ Ensure all municipal parks and trails have adequate signage. (2028)
- ⇒ Establish a neighborhood development fund and increase activities at neighborhood parks and gardens by 15% yearly. (2024-)
- ⇒ Develop selection criteria for land donations. (2029)

2. **Increase social and recreational events.**

- Fund special events coordination. (2025-2029)
 - ⇒ Increase reoccurring public events by three per year.
 - ⇒ Encourage and support 10 (non-reoccurring) events every year.
 - ⇒ Increase visitor traffic by 10% every year.
 - ⇒ Increase business traffic by 10% every year.
 - ⇒ Streamline the permitting process for each event.
 - ⇒ Work with private and nonprofit organizations to improve their facilities and programs.
 - ⇒ Create a map of Class 4 town roads and legal trails.

Chapter 5 - Housing

A healthy housing market is critically important to a community's economic well-being and quality of life. Springfield is not immune to the impacts of the current housing crisis in Vermont. Many businesses in Springfield cannot secure new employees because of the scarce and costly nature of the housing stock. The rental vacancy rate in the region is less than 1%, and the median sale price of purchasing a home is rising. The increased cost of building materials and labor has drastically slowed production of moderately priced housing. As a former manufacturing community, downtown Springfield is littered with contaminated Brownfields² sites. The Vermont Agency of Natural Resources has identified 50 contaminated sites in and immediately surrounding the Designated Downtown that may complicate redevelopment. Costs associated with Brownfields remediation present a barrier to housing production in areas where such production is often most desirable. State and federal funding programs exist to help offset these costs. Even so, Brownfields lead to additional time and complexity necessary to get projects done. New PCB air testing requirements have further complicated affordable housing production on Brownfields sites.

The housing crisis is exacerbated in Springfield due to the diversity of the housing needs of its work force, as well as the disparity in the incomes of housing residents. In general, Springfield residents are spending too much of their income on housing. 35 percent of renters in Springfield pay more than 50 percent of their income on housing. 57 percent of renters spend more than 30 percent of their income on housing. 30 percent of homeowners pay more than 30 percent of their household income on housing. These data, collected from many sources by Mount Ascutney Regional Commission (MARC) planners, suggests a significant housing affordability problem in Springfield. Generally, housing is considered affordable if rent or mortgage, taxes, and insurance costs are no more than 30 percent of a household's annual income.

Springfield hosts a multitude of dilapidated housing units and other dilapidated structures. Dilapidated housing is aesthetically displeasing, is a deterrent to production of both new housing and establishment of new businesses and reduces values of neighboring properties. Furthermore, all residents should live in a safe and sanitary way. Many Springfield residents believe that the Town should act more decisively to eliminate or encourage/incentivize rehabilitation of dilapidated housing. This Chapter sets forth several strategies and objectives to help address some of these housing-related issues in Springfield.

Housing Types

Springfield has a diverse housing stock. As of 2019, single-family dwelling units account for 67.8% of Springfield's housing units. Roughly 26.5% are multi-unit dwellings, many of which are subsidized through Section 8 vouchers or through the management of community land trusts. Roughly 5.6 percent of housing units in Springfield are mobile homes, which is a low proportion relative to many of the surrounding communities.

² The EPA defines brownfields as a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

Seasonal Housing

Seasonal, recreational, or occasional use housing in Springfield accounts for only 89 housing units (which is less than 2% of the Town's total housing units). Short-term rentals account for an additional 18 units. In general, the proportion of seasonal housing and short-term rental units in Springfield is much lower than that of some nearby communities with significant tourism industries, such as Ludlow and West Windsor.

Subsidized Housing

Subsidized housing is defined to include site-specific HUD Section 8 certificates or vouchers and other project-based permanent rental subsidies. The purpose of these programs is to ensure that low-income households do not pay more than approximately one-third of their income toward their housing costs. Springfield has about 57% of the subsidized housing in the Mount Ascutney Regional Commission (MARC) planning region, but only 36% of the total households in the same geographic area. In addition, 11% of Springfield's housing units are subsidized, which is a greater proportion than many of the surrounding communities. Several nearby communities provide no subsidized housing developed through state or federal public subsidies for their residents.

Accessible Housing

More than one-third of Springfield's subsidized housing units, or 4% of the total housing units, are specifically for senior citizens and persons with disabilities. Of those units, 18 are accessible. Just under 30% of households in Springfield include individuals 65 years of age or older. The aging population will continue growing as "baby boomers" reach retirement age and beyond. Housing for the older residents must take into consideration access to health care, services, and retail that do not require automobile transportation. Assistance with property maintenance, assistance relocating to a one-level home, and home-sharing, e.g., renting a portion of the home, are also important considerations for aging in place. Access to public transportation and the ability to walk to shops and services should be high priorities.

Unhoused

Two local private funds, the Parker Fund and Wilson Fund, provide services for unhoused and low-income residents, along with Southeastern Vermont Community Action. Pathways Vermont recently opened an office in Springfield, which administers the Housing First Program. The goal of the Housing First program is to provide independent housing and community-based support to those experiencing housing challenges.

There are limited-capacity year-round shelters, as well as seasonal shelters in Brattleboro and White River Junction. Springfield does not have a congregate warming shelter but does have scattered shelters.

Congregate Housing

Congregate housing is any housing of groups of people with communal facilities, e.g., kitchen, dining, bathroom and services, including but not limited to transitional housing, rooming houses, halfway houses, sober houses, communes, dormitories, barracks, monasteries, nunneries, and nursing homes; also, cohousing, and assisted living facilities that house single individuals. It does not include multi-family housing. Some neighborhoods have recently seen a rise in the number of certain types of congregate housing. This type of housing can provide affordable living arrangements. It is a priority to ensure such facilities provide safe and sanitary conditions for residents.

Housing Needs in Springfield

Over the course of the past several years, the Mount Ascutney Regional Commission, the Two Rivers Ottauquechee Regional Commission, and the Upper Valley Lake Sunapee Regional Planning Commission partnered to prepare the Keys to the Valley Housing Study. The housing study projects housing needs in Springfield through 2030.

Springfield Housing Authority

The Springfield Housing Authority (SHA) consists of a five-member board, appointed by the Selectboard. The Housing Authority has been active in subsidized housing. Current activities of the Housing Authority include the following:

- SHA currently owns and operates three fully accessible housing projects: the Huber Building (60 assisted units), the Whitcomb Building (72 assisted units), and The Maples (28 units).
- The Housing Authority also owns Mountainview, which consists of 72 units of mixed, 50 of which are subsidized; and Westview Terrace, which consists of 58 units of assisted family housing.
- The SHA administers 61 Section 8 certificates throughout the Town.
- The SHA manages the Ellis Block, which has 9 tax credit units and a movie theater.
- The SHA manages the Woolson Block, which has 19 tax credit units, one program unit, and four retail spaces.
- The SHA owns a multi-family building at 11 Mount Vernon Street that was gifted by the Goldberg family. Six “market rate” units are kept affordable without state or federal assistance due to this generous gift.

Springfield Supported Housing Program

Serving Southern Windsor and Northern Windham Counties, the Springfield Supported Housing Program provides resources towards safe, stable, and affordable housing options while collaborating with community partners on all aspects of housing instability.

The Springfield Supported Housing Program is an organization that leverages its resources through a network of partnerships that can provide financial and human services support. This includes Southeastern Vermont Community Action (SEVCA), Windsor County Youth Services (WCYS), Agency of Human Services Field Services (AHS), Vermont Department for Children and

Families (DCF), Economic Services Division (ESD), HireAbility Vermont, Vermont Chronic Care Initiative (VCCI), Springfield Area Parent Child Center (SAPCC), Easter Seals Vermont, Vermont Youth Services, Inc. (YSI), Vermont Coalition of Runaway and Homeless Youth Programs (VCRHYP), Healthcare and Rehabilitation Services (HCRS), Supportive Services for Veteran Families at the University of Vermont (UVM), Pathways Vermont, Vermont Cares, and Veterans Inc.

Windham and Windsor Housing Trust

The Windham and Windsor Housing Trust provides affordable housing solutions in southeastern Vermont through property management, homeowner education, low-cost loans, financial assistance, and advocacy. The Housing Trust administers a home repair loan program and a rental rehabilitation grant program and offers a multitude of other programs and resources for homeowners, renters, and individuals seeking new housing to rent or own.

The Windham and Windsor Housing Trust administers the Vermont Housing Improvement Program (VHIP), which provides grants to landlords of up to \$50,000 to rehabilitate existing housing units or to create additional housing units in existing multi-unit housing structures. The property owner is required to provide 20 percent cash or in-kind match. Upon completion of rehabilitation, the property owner is required to work with the Local Continuum of Care (CoC) to find renters currently without homes. The program also requires landlords to rent the rehabilitated units out at or below gross Fair Market Rents for a minimum of five years, which could also help address housing affordability in Springfield. The long-term future of the VT Rental Rehab Program remains uncertain. Use of the program should be encouraged to help individuals experiencing housing challenges, rehabilitate dilapidated housing units, and to help keep housing costs affordable.

Community-Driven Housing Development

To help address a complex housing shortage problem, the Town will need to get creative. Tools such as local housing revolving loan funds, land banking, public-private partnerships, and other community-driven project development may be needed. For example, M&S Development out of Brattleboro was recently involved in the revitalization of the Putnam Block and the Brooks House in Bennington and Brattleboro, Vermont respectively. These projects are good examples of innovative, community-led, mixed-use redevelopment in historic Vermont downtowns. Community-driven development (CDD) projects like the Putnam Block and Brooks House redevelopment projects should serve as a model for what can be done in downtown Springfield. One of the benefits of CDD is that it provides control of the development process and decision-making authority directly to groups in the community. A common hurdle to CDD undertakings is financing. Typically, a creative and complex financing package is required, including tax credits, local funds, conventional state and/or federal grants, private investors, equity, etc.

Neighborhood Needs

Community development studies have verified that neighborhoods are prone to cycles—typically, growth, maturation, decline, abandonment, rediscovery, and new growth. The cycle is

not inevitable, but usually, the evolution is not known, nor is the stage recognized. When Springfield residents realize their neighborhood has problems, they have come to recognize one of those stages. At that point, the resolution of the problem can reverse the course of the cycle, usually the point at which maturation changes into decline. Studies have shown that the most effective form of change, in terms of both cost and permanence, is “bottom-up” rather than top-down. As it is in the best interests of the town, Springfield should encourage and support neighborhood associations in their development and implementation of programs and services to improve the quality of life for their members and their neighbors.

Neighborhood Associations

Neighborhood associations have begun to emerge in recent years as residents have come together to pursue shared goals for their neighborhoods. Their structures and goals have differed, ranging from ad hoc groups focused on one issue or event to formal alliances with a broader mission. There are currently two legally organized, non-profit neighborhood associations that have endured over time: The North School Preservation Society and the Union/Park Neighborhood Association.

The North School Preservation Society is dedicated to preserving the North School property solely as a recreation location for the residents of North Springfield. Their mission is to carry out benefactor Carl Parker’s wishes to ensure that the people of North Springfield have a suitable local place for outdoor recreation. The society raises funds to contribute to the maintenance of the approximately 5.5 acres of land that surrounds the North School building. In the future, the group hopes to improve the school building sufficiently so that it can be used as a space for indoor meetings and recreation activities for the people of North Springfield. Maintaining historical integrity would be a guiding principle for any improvements made to the building.

The Union/Park Neighborhood Association’s mission is to build a vibrant, safe, and cohesive neighborhood in Union Street, Park Street, and the streets that connect with them. The Association is flexible about the best ways to fulfill its mission, and activities may change as issues arise or members make suggestions. Actions have included beautification projects, neighborhood get-togethers, and regular communication with town officials about policies and practices that impact the neighborhood. The Association holds free public “Get Info” sessions with individuals or organizations that have practices, services, or plans that impact the quality of life in the neighborhood.

Neighborhood Development Area Designation Program

The Vermont Agency of Commerce and Community Development administers the Neighborhood Development Area Designation Program to help encourage development within walking distance of state-designated centers, such as Springfield’s Designated Downtown. The designation program is an incentive-based program that reduces regulatory impediments to development within the designated area, such as certain exemptions from Act 250 review and reduced application fees for certain state permits. The program also provides priority consideration for some competitive state grant programs, and provides exemption from local gains tax, among

other benefits.

The Town should consider applying for a Neighborhood Development Area Designation for the area surrounding the Designated Downtown to encourage development and redevelopment along Valley Street, as well as other areas highlighted in the Springfield Strategic Plan.

Goals and Objectives

- 1. Ensure the availability of safe, sanitary, and affordable housing for all residents.**
 - Apply for Vermont’s Neighborhood Development Area (NDA) designation for areas around downtown Springfield. (2024-2025)
 - Identify 1-2 neighborhoods annually and focus municipal investments on transportation and housing projects. (2024-2030)
 - Create revolving loan fund programs to fund owner-occupied housing rehabilitation projects. (2026)
 - Complete a townwide assessment of deteriorating housing stock and prioritize revitalization and code enforcement. (2025)
 - Maintain vigilance and focus on distressed properties for either renovation or demolition with an emphasis on properties located in high-density neighborhoods. (2024-2030)
- 2. Expand opportunities for workforce and affordable housing.**
 - Revise land use development regulations to support short-term rentals, home occupations, or home businesses that can safely and efficiently operate in residential areas. Strengthen regulations to restrict commercial activity that negatively impacts residential neighborhoods. (2024-2026)
 - Update the land use development regulations to comply with Vermont’s Act 47 law that promotes housing opportunities for Vermont residents. (2024-2025)
 - Revise land use development regulations to encourage the construction of tiny homes and accessory dwelling units. (2025-2026)
 - Work with the Springfield Housing Authority to fully develop their properties to increase fair market housing for residents (2024-)
 - Revitalize two dilapidated residential properties per year in partnership with state and nonprofit organizations. (2024-)

Chapter 6 – Education & Childcare

In accordance with State Planning Goals, a primary educational objective of the Town is to ensure reasonable access to educational and vocational training opportunities to encourage the full realization of the abilities of all residents. The Springfield School District (SSD) provides much of the comprehensive programming for students from preschool through twelfth grade. The mission of the SSD is as follows:

“To provide students with effective academic and social-emotional learning in schools with a positive culture that are supported by the community.”

The SSD serves students from Springfield and from surrounding towns that do not have their own school systems. Students from the Town of Weathersfield have the option to attend SHS.

Table 6.1 - Town of Springfield Population by Age Group

	2010	2020	% Change
Total Population	9,337	8,935	-4%
Under 5 years	523	305	-42%
5 to 9 years	373	403	8%
10 to 14 years	663	327	-51%
15 to 19 years	383	384	0%
20 to 24 years	373	457	22%
25 to 29 years	616	390	-37%
30 to 34 years	495	402	-19%
35 to 39 years	607	874	44%
40 to 44 years	700	425	-39%
45 to 49 years	878	473	-46%
50 to 54 years	672	539	-20%
55 to 59 years	719	835	16%
60 to 64 years	626	894	43%
65 to 69 years	355	653	84%
70 to 74 years	448	631	41%
75 to 79 years	355	602	70%
80 to 84 years	243	142	-42%
85 years and over	308	199	-35%
Median Age	44.3	50.6	14%

Source: U.S. Census Bureau, 2010 & 2020 American Community Survey 5-Year Estimates

Preschool

In 2021, the SSD opened the first preschool classroom in Springfield serving 3 to 4-year-old children. The classroom is staffed with a Vermont Licensed Educator and 3 paraprofessionals. The goal of the classroom is to provide robust social-emotional learning and prepare children for a successful transition to kindergarten through access to early literacy, math, and other learning

domains. The federally funded Head Start Program is also available for eligible pre-school students.

Kindergarten through Twelfth Grade

Primary school (Kindergarten through Second Grade) is offered at Elm Hill School. Union Street School serves grades three through five, Riverside Middle School serves grades six through eight, and grades nine through twelve attend Springfield High School, which is co-located with the River Valley Technical Center (RVTC). Please see Table 6.2 below for current and projected enrollment and capacity data for each of these public education facilities.

Table 6.2 - Springfield School enrollment data

School	Capacity (approx.)	FY 19 Enrollment	FY 20 Enrollment	FY 21 Enrollment	FY 22 Enrollment	FY 23 Enrollment	Excess Capacity (est.)	FY 24 Projected Enrollment
Pre-K		141	144	120	142	125		126
Elm Hill School (K-2)	300	259	240	246	263	268	32	265
Union Street School (3-5)	300	242	244	245	252	255	45	268
Riverside Middle School (6-8)	450	268	283	259	246	265	185	266
Springfield High School (9-12)	700	384	362	269	345	349	351	341

Technical, Community and State College and Vocational Education Resources

Table 6.3 below outlines the multitude of educational institutions available to Springfield residents seeking in-person and/or virtual college-level course credits or vocational training opportunities.

Table 6.3 – Higher Education and Technical Training Institutions in Springfield

Institution	Description
Vermont State University	Online programs now consist of: Master of Fine Arts in Studio Arts, Bachelor of Arts in Psychology, Bachelor of Arts in Nursing, Master of Science in Nursing, Master of Arts in Leadership Studies, Bachelor of Arts in Interdisciplinary Studies, Bachelor of Science in Holistic Health, Associate of Arts in General

	<p>Studies, Bachelor of Science in Early Childhood Education, Bachelor of Science in Dental Hygiene, Bachelor of Science in Criminal Justice, Master of Science in Clinical Mental Health, Master of Business Administration, Associate and Bachelor of Science in Business Administration, Master of Science in Athletic Leadership, and Bachelor of Science in Applied Business.</p> <p>There are many more academic programs available in person at Vermont State University.</p>
Community College of Vermont	<p>The current undergraduate associate degree options at Community College of Vermont (CCV) are Design & Media Studies, Early Childhood Education, Liberal Studies, Liberal Studies with Specialization in Global Studies, Accounting, Behavioral Science, Business, Environmental Science, Information Technology, Professional Studies, and STEM Studies. Their current list of available online certificates includes Afterschool & Youth Work, Allied Health Preparation, Bookkeeping, Childcare, Cloud Computing, Community Health, Cybersecurity & Networking, Digital Marketing, Digital Media Production, Early Childhood Education Administrator, Entrepreneurship, Funeral Director, Graphic Design, Human Resource Management, Human Services, IT Support, Leadership Skills, Media Communications, Medical Billing & Coding, STEM Studies, and Web Development.</p>
River Valley Technical Center	<p>The River Valley Technical Center (RVTC) offers technical training to high school students to prepare them for employment and/or higher education. A primary goal of RVTC is to proactively meet the demand for high-skill job training, such as the building and industrial trades. Their current offerings are Advanced Manufacturing / Engineering, Audio Video Production, Business & Financial Services, Carpentry, Cooperative Education, Criminal Justice, Culinary Arts, Health Sciences, Horticulture & Natural Resources, Human Services, Industrial Trades, Information Technology, and Pre-Technical Studies.</p>
Black River Innovation Campus	<p>Black River Innovation Campus (BRIC) provides the infrastructure and learning curriculum for students and entrepreneurs to develop technology-focused solutions for Rural Vermont. BRIC’s core service is its Actuator program, which leverages LEAN business plan development courses. BRIC works with UVM, VSU, VTC, Dartmouth, and NASA to supplement Actuator cohorts in the development and go-to-market of their solutions. BRIC provides coworking space, access to software, and other necessary technology. BRIC also offers several workshops to the community, such as game development and POD-casting.</p>

Workforce Challenges

Springfield and the surrounding region are experiencing a severe shortage in certain sectors of the workforce. The area is in dire need of trained, qualified healthcare providers, including licensed general practitioners, registered nurses, licensed nursing assistants, mental healthcare providers, dental hygienists, etc. Residents of Springfield and surrounding communities struggle to secure basic healthcare due to the shortage of trained healthcare providers. Additionally, the

is a shortage of trained tradespeople, including plumbers, electricians, carpenters, HVAC technicians, drywallers, etc. Given the severe housing shortage plaguing Springfield and the rest of the State, trained building tradespeople are imperative in our collective efforts to produce additional housing units to help combat the housing crisis.

Local higher education and vocational training institutions, such as the River Valley Technical Center and the Vermont Technical College, can serve as powerful tools to help combat the shortage of trained healthcare providers and building tradespeople. Efforts to sustain, expand, and grow these vocational training and educational opportunities should be promoted and supported to the greatest extent practicable.

River Valley Workforce Investment Board

The River Valley Workforce Investment Board (River Valley WIB) is a group of public and private sector stakeholders who work to foster partnerships between business, education, and service providers to create a competent and thriving workforce. The mission of the River Valley WIB is to identify and address current and future workforce needs, foster the development of skilled lifelong learners, and enrich the quality of life by providing opportunities for people to achieve their highest potential. The River Valley WIB has spearheaded initiatives such as the River Valley Employment Fair held each spring, Labor Market presentations for employers, Substance Abuse forums, National Manufacturing Week tours for students, and access to training funds for businesses. The efforts of the River Valley WIB should be supported, particularly those efforts that will help to bolster the industrial and building trades workforce.

Adult Learning and Informal Education Resources

In addition to the more formal educational and vocational training opportunities noted above, Springfield offers several informal opportunities for adult residents to continue learning. Some of the informal learning resources available to Springfield residents are noted in Table 6.4 below.

Table 6.4 – Adult Learning Resources in Springfield

Institution	Description
OSHER Lifelong Learning Institute at the University of Vermont (UVM)	The OSHER Lifelong Learning Institute (OLLI) at UVM offers a program in Springfield at the Nolin Murray Center. OLLIs offer learning opportunities for Vermont’s older citizens through non-credit courses and programs throughout the state. Local community members design the curriculum and enroll in non-credit classes taught by active and retired UVM faculty or other area college faculty and experts.
Springfield Art & Historical Society	The Springfield Art & Historical Society exists to promote an appreciation of Springfield’s history and historical art by identifying, collecting, preserving, and making available material that documents the story of the town’s people, industry, and culture. The Society hosts various learning presentations regarding historical events and people that are important to Springfield’s history.
Springfield	The Springfield Town Library serves as a resource to Springfield residents

Library	of all ages seeking to learn informally. The library offers periodic presentations and learning sessions regarding technology support, do-it-yourself projects, Microsoft Excel, and similar software courses, etc.
Vermont Adult Learning	Vermont Adult Learning helps learners ages 16 and older acquire reading, writing, math, and computer skills. The Windsor County Learning Center assists learners in completing high school diplomas/GEDs; English Language Learning (ESL); college, workforce, and career readiness; digital literacy; and workforce development. Services are offered at no cost and are available in person and online. Learners who are 16 years old or older who are not enrolled in secondary school (high school, technical center, etc.) and whose learning level in reading, math, or writing and speaking English is below the 12th-grade level may participate. The Windsor County Learning Center in Springfield is located at 100 River Street, suite 102.

Childcare

In accordance with State Planning Goals, a primary objective of the Town is to ensure the availability of safe and affordable childcare and to integrate childcare issues into the planning process, including childcare financing, infrastructure, business assistance for childcare providers, and childcare workforce development.

The Vermont Child Development Division maintains a list of registered homes and licensed childcare providers in the State. In Springfield, there are 7 registered homes and 3 licensed providers of infant and toddler childcare services (as of the adoption date of this Plan).

Access to high-quality childcare is critically important for Springfield and the surrounding area. The availability of affordable, high-quality childcare contributes to early childhood development, enables parents of young children to enter or continue to participate in the workforce, enhances the productivity of working parents, and contributes to the expansion of the local and regional economy. Childcare facilities situated near high-density residential areas, employers, and/or public transportation are encouraged. Childcare facilities that are in established residential neighborhoods should remain properly scaled to avoid negative traffic impacts and to minimize noise and other disruptions associated with children playing outdoors.

In 2014, the Vermont Legislature passed Act 166, requiring all school districts and supervisory unions in Vermont to offer publicly funded preschool to 3-5-year-old children. Public schools can meet this requirement by partnering with prequalified early care and education programs that meet the minimum requirements of the Act. Springfield School District partners with prequalified licensed providers and registered homes to help achieve compliance with the Act.

Goals and Objectives

- 1. Grow and support life-long educational opportunities to meet the needs of residents.**

- Encourage the Selectboard to appoint youth representatives to all town committees and advocate that other civic organizations have youth representatives (e.g., Springfield Regional Development Corporation, Springfield Regional Chamber of Commerce). Work with youth volunteers to write a summary of their experiences each year for the annual report.
 - Establish an Education Committee to:
 - ⇒ Create paid student internships for all town departments. (2024)
 - ⇒ Assess the feasibility of bringing a higher education institution to Springfield. (2025-2027)
 - ⇒ Collaborate with educational partners to inform residents about college and vocational training programs. (2025)
 - ⇒ Partner with local healthcare and social services officials to increase the number of Springfield students participating in clinical internships. Report placement outcomes to the Selectboard and Springfield School District 56 officials. (2024-)
 - ⇒ Recommend incentives the town can provide local businesses to increase the number of internships offered to Springfield students. (2024-)
2. **Ensure family-support programs and other resources are available from birth to eldercare.**
- Monitor the Vermont Child Development Division’s inventory of licensed childcare facilities to ensure there are adequate childcare services for Springfield families. (2024-)
 - Improve and maintain safe walking and biking routes for school children with annual transportation projects and school-town safe routes to school programs. (2024-)
 - Collaborate with the Springfield Parent Child Center to assess the market for childcare services. (2026-2027)
 - Collaborate with the Springfield School District 56 and increase the Parks and Recreation Department budget to provide after-school programs. (2024-)

Chapter 7 - Transportation

Transportation networks influence patterns of land use and development. Likewise, location and types of land use can have a profound effect on the adequacy and efficiency of transportation networks. In Springfield, the first major road through the Town was the Crown Point Military Road, which extended from Charlestown, NH, to Crown Point, NY. As the town moved to the Black River for power to drive industry, roads, and railroad spurs were in the river valley to serve the industrial development.

The roadway network in Springfield is largely the same as it was 100 years ago. Three major transportation developments influenced the modes of transportation in town. In 1868, Springfield businesses contributed time and labor to cut through a hill and build a railroad to reach Sullivan County, NH. This point became known as “Springfield Station” — on what is now Mineral Street — and thereafter became the destination to which most Springfield freight was delivered. The railway and its tracks have long since been removed. The Toonerville Trail, a bike and pedestrian path, is located on a portion of the rail bed. The second major addition to the Springfield transportation network was Hartness State Airport, constructed in the early 1920s. It was served by commercial airlines and was an important addition to the machine tool industry that was, for many decades, the center of Springfield’s economy. While today commercial air transportation has dwindled at Hartness, it is an important transportation asset for shipping people and products for the burgeoning industries primarily located in the North Springfield Industrial Park. The third addition to the transportation infrastructure, and the most important in terms of its impact on the current land use and economy was the development of Interstate 91 and the Exit 7 interchange in 1965.

Though the location of the interstate in relation to the current primary location of industry in Springfield requires heavy truck traffic through the center of town to North Springfield, this traffic intensity is but a shadow of the truck and commuter traffic generated by the machine tool industry in its day.

This chapter examines the existing transportation infrastructure in Springfield and discusses possible solutions to transportation problems. Despite the constraints of topography, there are some solutions to circulation issues. In congested areas, the principles of access management may be used to increase mobility, safety, and access for pedestrians, bicyclists, and motorists. Access management allows proper and economically sound development of land use along these corridors while maintaining the functional capacity and efficiency of the abutting highways.

Public Works Facility

The Springfield Public Works Department operates out of a facility located on Fairground Road. An architectural feasibility study was conducted in 2016 that recommended \$3.65 million in improvements to the existing site to meet current needs. The study found that the current facility is inadequate for the safe, indoor storage and maintenance of existing equipment.

Roads and Bridges

The Town of Springfield maintains 123.4 miles of Class 1, 2 and 3 town roads and owns an additional 1.8 miles of Class 4 roads and 4.7 miles of Trails that are not maintained. US Route 5 and VT Routes 11, 10, and 106, and I-91 are State-maintained Roads (see the Transportation Map), which serve the Town of Springfield. Class 1 Town Highway portions of state highways within the urban compact lines are municipally maintained.

Road Mileage by Classification			
<i>Highway Class</i>	<i>Description</i>	<i>Example</i>	<i>Centerline Miles</i>
Class 1 Town Hwy.	Primary town highways	Main St., River St.	2.9
Class 2 Town Hwy.	Secondary town highways	South St., Reservoir Rd.	19.9
Class 3 Town Hwy.	Other town-maintained roads	Common St., Maple St.	100.6
<i>Subtotal - Town-maintained roads</i>			<i>123.4</i>
Class 4 Town Hwy.	Non-maintained roads	South end of Fairbanks Rd.	1.8
Trails	Also called "Legal Trails"	North end of Carley Rd.	4.7
<i>Subtotal - All Town-owned rights-of-way</i>			<i>129.8</i>
Interstate Hwy.	Maintained by VTrans	I-91	9.0
U.S. Hwy.		US Route 5	9.1
State Hwy.		VT Routes 10, 11 & 106	10.0
<i>Subtotal - State-maintained highways</i>			<i>28.1</i>
Total - Public highways			158.0
Source: VERMONT GENERAL HIGHWAY MAP Town of Springfield (VTrans, 2022)			

Condition Assessment

The Public Works Department maintains databases of road and bridge conditions, and schedules maintenance based on that information as the budget allows. A roadway condition assessment was completed in 2021 indicating that about 35 percent of paved town-maintained roads are in good to very good condition. It is most cost-effective to prioritize keeping those good roads in good condition. The assessment found that about 40 percent of paved roads need preventative maintenance, such as crack sealing, shim, and overlay treatments. The remainder, about 21%, of paved roads need more substantial work. Every year, the Public Works Director, Highway Superintendent, and Town Manager schedule paving projects using the road surface management system but also coordinate road improvements with other municipal projects such as water and sewer upgrades. For example, a high-priority road improvement project might be delayed because the road will be ripped up in two years for a new water service line.

Drainage Structures

There are 19 town bridges with a span exceeding 20 feet and 74 town bridges or culverts with a span of less than 20 feet, or exceeding 36 inches in diameter, respectively. In addition, there are 15 state-maintained bridges of less than 20 feet and 16 state bridges exceeding 20 feet. Within the last 10 years, improvements to the following bridges have been completed: the Giddings Road Bridge, and box culverts on Valley Street, Massey Road, and Mineral Street. Priority bridge needs are listed at the end of this Chapter.

The Town also maintains an extensive network of stormwater infrastructure, drainage ditches, and culverts. Priority needs for larger projects are summarized at the end of this chapter. In addition, routine maintenance is required to keep these structures in good condition.

The Vermont Clean Water Act (Act 64) of 2015 established the Municipal Roads General Permit (MRGP)³ to reduce stormwater erosion along municipal roads. The MRGP establishes standards for managing stormwater runoff from gravel and paved roads and from closed stormwater systems that serve municipal roads. 15% of non-conforming road segments were required to have been brought up to standard by January 2023. Beginning in 2023, 7.5% of non-conforming road segments must be upgraded annually, including 20% of high-priority segments. The VTrans Better Roads and Grants-in-Aid programs provide funding for these improvements.

Traffic Safety

The Town recognizes there are peak-hour traffic safety and congestion issues at these priority intersections:

1. Main/Park/Summer Street: Main Street exhibits about 10,000 vehicle trips a day on average. That traffic volume, combined with the narrowness of Summer and Park Streets and on-street parking, causes congestion at this signal. However, the new signals and accompanying computer controls have greatly alleviated the congestion and time delays at this intersection.
2. Main/Clinton/South Streets: This intersection has a confusing set of islands and an abrupt change in direction for the main traffic flow. It has been on the state's High Crash List. The 2017 Main Street Master Plan recommends replacing this intersection with a roundabout. This would help organize this intersection so that it meets modern highway design standards.
3. VT Routes 11 and 106 by the Springfield Plaza: This intersection has been on the High Crash List for several years. The irregular configuration and number of turning movements, combined with the traffic volumes at this intersection contribute to the problem. A roundabout at this location would improve traffic safety and capacity.
4. Main Street/Valley Street: This intersection is also a safety concern. There are several accidents reported in and around this intersection on the Vermont crash database. The irregular configuration of the adjacent Main Street/Elm Hill Street intersection may also influence crashes in this area.

If a crash occurs during peak traffic hours at or near these intersections, emergency response is extremely difficult, as there are few, if any, alternative routes.

Scenic Roads

The Connecticut River Scenic Byway corridor includes roads on both sides of the Connecticut River from Massachusetts to northern Vermont and New Hampshire. In Springfield, the

³ A copy of the MRGP can be found on the Department of Environmental Conservation website.

designated Byway includes US Route 5 on the eastern side of town and VT Route 11 from the Exit 7 Interchange to the downtown. There are currently no state scenic highways nor town scenic roads designated within Springfield.

Exit 7 Interstate Interchange

The Exit 7 Interchange serves several purposes. It is the gateway to the town for commuters, tourists, shippers, and those who are traveling through town to other destinations. The interchange area also serves travelers on Interstate 91 who need to stop for fuel, lodging, and food.

Park and Ride

Park-and-ride lots are effective in reducing single-occupant vehicle use when they are located along routes that are heavily used by commuters and served by local and inter-community public transit providers. Many Springfield residents commute to jobs in the Upper Valley. The Exit 7 Park and Ride facility is well used by commuters, who may park and take the bus or share a ride with other drivers to work. The Park and Ride lot is also used as a popular access to the Toonerville Trail.

Parking

Town-owned parking facilities consist of on-street parking, where allowed, and municipal parking lots, including at the Town Hall, Factory Street and Valley Street. Public parking is also available at 6 Main Street. The Police Department enforces municipal parking throughout the downtown. Additional parking may be made available by contacting private property owners. After multiple studies, it has been determined that current public and private parking areas throughout the downtown area could be improved and promoted before any consideration is given to a parking structure. The Zoning Ordinance regulates parking for new developments.

Downtown

The 2015 Downtown Master Plan proposed nine areas of recommendations to help revitalize the downtown, which include improving the transportation network, improving wayfinding signage for pedestrians and vehicles, increasing pedestrian and bicycle safety, creating year-round downtown events that are family-friendly, and enhancing the streetscape. The town has continued to work on these recommendations through the addition of pedestrian crosswalk safety and traffic-calming measures, the addition of appropriate wayfinding signage for pedestrians and vehicles, improved street marking and signage for ADA parking spaces, streetscape improvements, the addition of bicycle racks, the addition of a fully ADA-accessible park, coordinating blight-removal/renovation projects with appropriate entities, encouraging small business' use of the Town's Revolving Loan Fund, and adding family-friendly downtown events throughout the year. The Main Street Master Plan continues to be the Town's guideline to the ongoing improvement of its Main Street corridor and Designated Downtown.

Signage

The Town has continued to improve the navigability to pedestrians and vehicular traffic through its current wayfinding signage project. This is a multi-phase project that is anticipated to be completed in 2026.

E-911

In 1977, Dr. Justin C. Bugbee, a retired dentist, created an E-911 book for police, fire, and ambulance services. Every road was beautifully sketched into a small leather-bound book with a typed list of each household name with their address. There was an index of the roads listed with a special notation for roads known by more than one name! 'Doc's Book' was extraordinary because it was the first time anyone faithfully recorded people's addresses for all of Springfield. A generation later, Vermont employs a sophisticated computing system that maps the locations of our buildings and streets. People who call emergency services are 'geo-located' on these maps using a combination of GPS, cell towers, and telephone provider data. Emergency personnel use the E-911 mapping software to match caller to location and direct fire, police, or medical assistance to the scene.

As technology gets more sophisticated, the accuracy of these services and our dependency on them increases. In 2024, emergency responders can process cell phone calls and instantaneously transmit location data to emergency vehicles. Emergency personnel may not be familiar with where they are going and so must rely on the E-911 system.

Also important is knowing that Vermont E-911 supplies mapping information to private companies. Google, Apple, and Microsoft maps are all based on Vermont E-911 data. USPS, FedEx, and UPS have package delivery programs that use Vermont E-911 data. Even pizza, flowers, and heating oil are delivered by companies that operate computers that directly or indirectly access Vermont's E-911 data. If a change is made in the Vermont E-911 system, eventually, all these companies will update their own computing systems.

As powerful as they are, computers are only as accurate as the data we plug into them. Springfield is one of a few remaining towns in Vermont that remains grandfathered into this modern addressing system. We have streets with the same or similar names. We have unnamed streets. We have home addresses that are out of sequence or numbered inconsistently. All these errors place Springfield in the bottom rank of mapping accuracy.

Town Planners have worked closely with the Vermont E-911 administrators to correct mapping errors. For some residents, changing their street name or address is understandably difficult. While we must improve the mapping, the goal is to do this transparently and cooperatively with residents and to pick the best solutions that impact the fewest people.

Town Planners who have studied Dr. Bugbee's work extensively can imagine him marveling at this technological progress and encouraging us to do more. Then, as in now, he would note that *'anything which would aid emergency help to reach the area where the event occurred would be*

extremely useful and could save lives and property.' In the next 1-2 years, Town Planners will be committed to correcting errors and fully complying with Vermont E-911 standards.

Public Transit

The MOOver, operated by Southeast Vermont Transit, serves the Town of Springfield with an in-town fixed route bus service, plus a connecting service to Chester, Bellows Falls, Ludlow, and Rutland. From Exit 7, the MOOver provides commuter service to the VA, Dartmouth College, and Dartmouth Hitchcock Medical Center. Twice a month, the MOOver provides shopping trips to Claremont. Expansion of the in-town route to serve the Exit 7 Park and Ride would allow many who are currently unable to access the destinations served by the MOOver's commuter service.

The MOOver also provides transportation service to the older residents and persons with disabilities for medical appointments, shopping, personal trips, and service to Springfield Adult Day and the Senior Center. Non-emergency medical transportation is provided to eligible Medicaid clients.

More could be done to publicize the MOOver's services in Springfield. To that end, the MOOver is encouraged to provide more informational signage at stops, including posting hours, routes, and schedules. There may also be opportunities to post larger system maps at more heavily frequented stops and shelters.

Bike and Pedestrian Facilities

Springfield has an extensive network of existing or planned facilities for walking and bicycling. There are about 22 linear miles of sidewalk, mostly within downtown Springfield and the village of North Springfield and in the surrounding neighborhoods. According to a 2013 inventory, nearly half of that network is in excellent to good condition, but the remainder needs work to improve its condition. The cost of upgrading sidewalks is high. VTrans has calculated the cost of a new concrete sidewalk to be between \$184 and \$277 per linear foot. Due to these high costs, the town will focus on sidewalk improvements in the areas surrounding the schools and downtown. Within the last five years, the Town has improved sidewalks along Giddings Street, Valley Street, and South Street. The Town completed a sidewalk extension along Mineral Street in 2023 that completed the pedestrian loop along Mineral, Main, and South Streets. Future improvements are planned for the sidewalk network on Wall Street and Elm Hill Street.

The Toonerville Trail, a multi-use path, parallels VT Route 11/Clinton Street from the Connecticut River to the trailhead near the Robert Jones Industrial Building. It is the first phase of a much larger planned bicycle facility. Conceptual plans call for the multi-use facility to eventually reach North Springfield.

A path extension has been designed to connect Bridge Street and the Edgar May Recreation Center. It is a complicated project as it is coordinated with the ongoing brownfield cleanup work at the Jones and Lamson site and construction is pending.

A scoping study for a multi-use path in the northern part of Springfield was completed in 2015. The path would connect Riverside Middle School to the village of North Springfield and continue with a connection to the Spring-Weather Recreation Area. Due to the high estimated cost of the project, a phased approach to design and construction would be necessary as would securing grant funding. Where possible, new, and existing multi-use paths should avoid crossing high volume and high-speed roadways. When such crossings are necessary, they should be designed and constructed to afford the greatest possible degree of safety for bicyclists and pedestrians using the facility.

Rail Service

Though rail service is no longer available in Springfield, both freight and passenger service are available in surrounding towns. The New England Central Railroad (NECR) maintains a freight line from Massachusetts to Saint Albans that passes through Rockingham, VT and Charlestown, NH. Green Mountain Railroad freight service runs between Bellows Falls and Rutland, VT along the VT Route 103 corridor. Amtrak service is available in Bellows Falls and Windsor, VT and Claremont, NH.

Access Management

Highways perform the dual function of enabling mobility for public transit, truck, automobile, and pedestrian and bicycle traffic, and providing access to adjacent land uses. As traffic volumes grow and adjoining land is developed, there is a natural conflict between these two transportation objectives.

The goal of access management is to continue or generate a safe and efficient flow of traffic along a roadway while preserving reasonable access, and therefore land use, to abutting properties. Achieving this goal requires a careful balance in the application of access design standards and regulations.

The need for better access management is most obvious in strip commercial areas. If there are too many driveways, drivers can be confused about the turning movements into and out of the many access points. Where there are no turn lanes, each turning vehicle slows traffic and reduces the carrying capacity of the road. By managing access to the highway system during project planning stages, safe access can be provided while preserving traffic flow.

Unfortunately, once an access management problem is obvious, it is often too late to correct. Access management can benefit properties in all communities and along all types of roads. Its principles have been a part of roadway design for many years. Freeways function to move large volumes of traffic at high speeds for long distances because access is limited. In contrast, residential streets function primarily to provide access to homes and low speeds. The key to effective access management is linking appropriate access design to roadway function. Successful access management protects and enhances property values and potential land use, while preserving the public investment in our roads.

Access management is a cooperative effort on the part of local zoning and planning agencies and VTrans, which has defined the process and set forth guidelines in its “Access Management Program Guidelines.”

Sections of highways in the Town where access management principles should be carefully considered in future land use decisions and applied to the project are:

- Clinton Street (Route 11) between South Street and the Interstate.
- Chester Road (Route 11) from Route 106 to Bellows Road in Springfield.
- Main Street (Route 11) from Elm Hill Road to Fellows Hill.
- River Street (VT Route 106) from Main Street (VT Route 11) to its intersection with VT Route 10.

It is in these areas of the town where access management guidelines can reduce driver confusion and the number of turning movements made. Access management can also preserve the functional capacity of the road, maintain travel efficiency and related economic prosperity, and ensure the safety of roadways for motor vehicle users, bicyclists, and pedestrians. Of particular concern in these areas are the parking lots with open curb lines and no set access points (e.g. Main Street between Elm Hill Rd and Fellows Hill), as well as the need to connect existing parking to allow access to many sites from the same access point without the necessity of entering and exiting the highway (e.g., several River Street parcels have provided such a connection, but there are several examples in this same area where the parking lots could, but do not, connect.) On Clinton Street, preservation of the “frontage road” at the former Jones and Lamson plant, encouraging the sharing of access points, and discouraging new access points along this street would further the objectives of Access Management. In 2007, the Town adopted a Highway Corridor Overlay District to promote better access management along the major roadways through Springfield.

Transportation System Needs

The existing transportation system supports the community’s needs. Springfield does not anticipate development induced traffic increases that would demand expanding system capacity. Routine maintenance of the existing system is the primary need. However, a few additional facility improvements or connections are needed to promote transportation goals or to support economic development.

Implementation Matrix

Priority needs are summarized in the Implementation Matrix.

Recommendations to meet future needs		Category	Priority/ Schedule	Anticipated Cost	Method of Financing
1	Highway paving - annual funding levels to support the Springfield RSMS Highway Paving Plan	HWY	High / Annually	High	Paving Fund
2	Eureka Road – replace culverts as part of roadway reconstruction project	HWY	High	High	Structures Grant

3	Randall Hill Rd – box culvert replace	HWY	High	Moderate	Structures Grant
4	Walker Rd – structure replace	HWY	High	Moderate	Structures Grant
5	Grove St/Mt. Vernon St – culvert replacements	HWY	High	Moderate	Design & Structures Grant
6	Chester Rd - replace bridge (#BR62)	HWY	High	High	VTrans Capital Program - SPRINGFIELD BF 025 -1(51)
7	Park St - replace Park St Bridge (#BR79)	HWY	High	High	VTrans Capital Program
8	Giddings St (NS) - replace bridge west of Fairbanks (BR#56)	HWY	Moderate	High	VTrans Capital Program
9	Improve truck access to North Springfield Industrial Park	HWY	Moderate	High	Seek Grant
10	Elm Hill School area sidewalk improvements	HWY	Moderate	\$715,000	Seek Grant
11	Toonerville Trail Bridge St extension	HWY	Design Complete, construction pending	High	VTrans Municipal Assistance Program
12	Construct multi-use path from Riverside MS to North Springfield	HWY	Moderate	High	Seek Grant
13	Clinton St, Bridge St, Franklin St, Wall St, Seavers Brook Rd & Mill Rd – water line upgrades	WATER	2024-2025	\$3.4 million	State of VT Lead Abatement Subsidy (\$1m), Bond (\$2.4m)
14	Main St - water line upgrades	WATER	w/in 10 yrs – Bond vote 2025	High	Bond
15	Wastewater Treatment Plant 20-year review	WASTEWATER	2024-2025	Unknown	Enterprise Fund
16	Water lead removal project	WATER	2024-	Unknown	Enterprise Fund
17	River St wastewater line emergency repair	WASTEWATER	2024-1025	High	Bond
18	Wall Street retaining wall and one-way street with sidewalk upgrade	HWY	2026	Moderate	Bond
19	Water line and parking lot upgrade Riverside	HWY / WATER	2026	Moderate	Bond
20	Leland St / Boyton St stormwater upgrade	HWY / WATER	2026-2027	High	Grant Funded

Goals and Objectives

1. Improve the safety and efficiency of Springfield’s transportation system.

- Participate in regional planning at the Mount Ascutney Regional Commission. (2024-)
- Maintain the Road Surface Management System and culvert inventories. Provide an annual report on maintenance priorities for the upcoming construction season. (2024-)
- Upgrade the intersections of Main/Park/Summer Street; Main/Clinton/South Streets; VT Routes 11 and 106 by the Springfield Plaza; and Main Street/Valley Street. Partner with MARC to advocate for these projects and have them included in the VTrans capital program. (2024-2025)
- Comply with Vermont E-911 addressing standards. (2024-)
- Implement a traffic counting program to guide transportation policies, project prioritization, and economic and community development initiatives. (2024-)

2. Promote walking, biking, public transportation, and ride-sharing.

- Extend the Toonerville trail to Bridge Street, maintain the current alignment, and oppose any changes that could compromise trail quality or integrity. (2024-)
- Establish a townwide bicycle path and sidewalk condition inventory, assessment, and capital planning tool. (2025)
- Implement the recommendations outlined in the 2008 North Springfield Truck Study and improve access to the North Springfield Industrial Park. (2028)
- Partner with and fund the Moover to expand fixed route in-town bus services to the Exit 7 Park and Ride so residents can access regional bus services. (2025-2027)
- Partner with commercial property owners and Green Mountain Power to install electric vehicle charging stations. Priority locations include the Springfield Food Co-op, The Shaw's Plaza, Springfield Hospital, Springfield High School, Edgar May Health and Recreation Center, North Springfield Industrial Park, Hartness State Airport, and all municipal parking lots. (2024-)
- Partner with the Vermont Agency of Transportation and commercial businesses to establish the infrastructure to support autonomous vehicles. (2025)

Chapter 8 - Aviation

Numerous commercial and general aviation airports currently serve the Region. All but one airport is located outside of this Region. The large commercial airports are in Manchester, NH; Hartford, CT; Boston, MA; and Burlington, VT. These airports provide service for domestic and international flights. In addition, Lebanon Municipal Airport and Rutland State Airport provide general aviation and limited commuter service within New England and the Northeast. For general aviation, the Region is served by Hartness State Airport in Springfield and Claremont Airport in Claremont, NH.

Hartness State Airport

Hartness State Airport is a regional services/general aviation airport owned by the State of Vermont and operated by the Agency of Transportation. A majority of the airport resides in North Springfield in the town of Springfield, while the north end of the runway extends into the town of Weathersfield. Airport access is via Airport Road, which is maintained by the town of Weathersfield.

At 5,500 feet, Hartness has the second longest runway in Vermont, and it also features an additional runway with a length of 3,000 feet. Facilities at the airport include a terminal building, parking for 75 cars divided among two parking lots, 21 tie-downs, four public-use hangars, and a fuel farm with two 10,000-gallon tanks. The exceptional length and width of the primary runway make it an invaluable asset to the Airport, the Town, and the Region. The runway length allows jet aircraft and disaster-relief military aircraft the ability to access this airport. This opens the airport to a wider range of uses and is deemed vital public infrastructure for Southern Vermont. Ongoing economic development efforts in the Town depend on the runway at Hartness maintaining its current dimensions into the future.

Springfield Aviation is the Fixed Base Operator (FBO) that provides aviation services that include hangar space rental, tie-downs, aircraft maintenance, flight instruction, aircraft rental, and fuel. Funding to secure necessary upgrades to the facility is difficult at both the Federal and State levels. A mix of private and public funding may be necessary to ensure the long-term survivability of this facility. The Town Select Board supports continued Federal and State funding for the airport.

Benefits to the Community

Hartness State Airport benefits the surrounding communities in several ways. It provides air access that is often critical to support businesses in the area. The availability of such air service is a transportation and economic resource for the Town. Additionally, the 5,500-foot runway provides a unique opportunity for the region since it can accommodate a variety of business jets, cargo transportation, gliders, and regional passenger aircraft.

The airport is about 2 miles from the North Springfield Industrial Park and is conveniently located for many businesses in the area. Local industry utilizes the airport for connecting with suppliers and customers, and it is utilized by area businesses and business owners. The airport is within a

60-minute drive of 6 ski resorts and ski areas, including Stratton Mountain Resort, Mt. Snow Resort, Bromley Mountain Ski Resort, Killington Ski Resort, Okemo Mountain Resort, and Magic Mountain, as well as the Ascutney Outdoors trail networks. The airport is also convenient for second homeowners who travel to Vermont.

The airport hosts numerous community events that bring visitors and participants to the region and benefit local businesses, such as the annual Green Mountain Aerobatics Contest, Women Soaring Pilots Seminar, and the Lebanon N.H. chapter of the Experimental Aircraft Association fly-ins and barbecues. In July 2017, an event was held at Hartness commemorating Charles Lindbergh's landing at the airport in 1927. The airport also hosts open houses that provide the public an opportunity to learn about general aviation and the facilities and services at Hartness. Hartness provides facility use and storage to Vermont state agencies and hosts a Civil Air Patrol (CAP) squadron. Hartness supports activities carried out by Vermont State Police, Vermont National Guard, and CAP search and rescue, glider flight instruction encampments, and education efforts. Medical emergency flights also utilize the airport for refueling. During Tropical Storm Irene and the COVID-19 pandemic, Hartness served as an important staging and distribution point.

Land Use

Hartness State Airport is in a rural setting. Hawks Mountain rises to about 1,940 ft northwest of the airport and hills surround the airport in all other directions. Kendricks Road and Airport Road (both in Weathersfield) are used to access the airport. Presently, access to the airport is provided through a predominantly residential neighborhood. River Street (VT 106) borders Hartness to the south and west providing access to a few retail locations. The US Army Corps of Engineers owns and maintains a large flood control area to the east of the airport. It allows for various recreational uses, such as hiking and snowmobiling.

Zoning bylaws affecting the airport vary by town. The Town of Springfield has zoned this area as part of its General Business District, which generally accommodates economic development near the airport. Permitted and conditional uses within the General Business District include retail, industrial, and residential.

The Town of Weathersfield has land abutting and surrounding the airport zoned as Rural Residential 1 acre zoning. The Rural Residential zoning district does not accommodate airport-related businesses presently. The Planning Commission is currently considering amendments to the zoning district that would expand uses to include airport-related non-residential uses, enabling economic growth adjacent to the airport.

The Town of Springfield has adopted an Airport Approach Overlay District that includes special provisions to protect the airport and surrounding airspace from encroachment, protect aircraft that use the airport, and provide for a convenient use of land that allows for the airport to coexist with its neighbors. The proposed development on all properties within this overlay district is subject to a site plan review per the special provisions found in the Land Use Development Ordinance.

Springfield’s public water system provides potable water to the airport facilities. Springfield’s public wastewater system serves the River Street corridor, but it does not currently extend to the airport. Weathersfield does not presently have public water or sewer infrastructure within proximity to the airport. A wastewater extension to the airport could pave the way for more intensive airport-related economic development at the airport and adjacent land area.

Other Air Transportation

In recent years, the State of Vermont has seen many proposed private restricted landing areas, such as private helipads and airstrips. Frequently these new private facilities serve a single home. These private facilities can dramatically change the character of an area and can have negative impacts while providing a private benefit to few. The permitting process for private restricted landing areas is a three-step process, starting with local land use review and to be followed by state and federal reviews.

Goals and Objectives

1. **Expand Hartness State Airport as a hub for passenger and freight services.**
 - Implement the Hartness State Airport development and business plans. (2024-)
 - Communicate and partner with current airport tenants and frequent users to advocate for continued airport reinvestment. (2024-)
2. **Maintain and expand the Hartness State Airport for community and emergency services.**
 - Partner with youth based camps and programs to provide marketing support and promote their presence at the Hartness State Airport. (2024-)
 - Collaborate with the Hartness State Airport Fixed Base Operator to expand private flight lessons and special aeronautic events. Partner with regional marketing organizations to promote airport programs and services. (2024-)
 - Partner with the Springfield Airport Commission to work with public agencies, the Springfield Regional Chamber of Commerce, the Springfield Regional Development Corporation, and other related agencies to integrate airport operations with local businesses and events. (2024-)
 - Partner with Vermont emergency management officials to secure funding for the maintenance and upkeep of the airport tarmac so it can remain functional for emergency personnel and cargo flights during disaster responses. (2024-)

Chapter 9 - Utilities and Facilities

Springfield is a full-service municipality, providing administrative, education, water and sewer, police, fire, ambulance, public works, parks and recreation, and library services. The Town should ensure that facilities and public properties are well-maintained to protect the public's investments.

The Town maintains a capital improvements budget and plan using short-term and long-term upgrade and replacement schedules. This chapter serves as an inventory of the utilities and facilities that are municipally owned and operated. Springfield School District facilities are discussed in the Education Chapter, but are largely outside the jurisdiction of a town plan.

The Facilities and Utilities Map, in the Town Plan's appendices, shows the inventory and distribution of utilities and facilities, as well as educational, recreational, and other public sites, buildings, and facilities, including hospitals, power generation facilities, transmission lines, and sewer services.

The timing and sequence for future development in Springfield must be coordinated with providing the necessary community services and supporting facilities.

Town Hall

The Town Hall is located at 96 Main Street and was constructed in 1857. Through interior renovations, it has evolved over the years from a more traditional Town Hall with a large, open meeting area and balcony to a practical office building housing administration, finance, Town Clerk, assessment, and planning personnel. The Town Hall has maintained its historic character even with the many interior alterations. The exterior of the building and the surrounding grounds are aging and require improvements, particularly as it relates to building accessibility and energy efficiency. The elevator in the Town Hall needs to be replaced. The parking area and building access needs to be improved so that residents can more easily access the town offices. A cyclical maintenance plan should be created for the building and parking areas.

Police Department

The Springfield Police Department staff consists of a Police Chief, supervisory and patrol officers, dispatchers, animal control officer, and an administrative assistant. In its recent history, the Springfield Police have occupied various locations including downtown office spaces, Springfield Town Hall, and its current location at 201 Clinton Street.

The department is housed on a 1.2-acre property with a building, two large parking areas, and a small front lawn. Initially constructed in 1948 as Woodruff Ford Motors, the building has supported a variety of commercial uses over the decades including.

- Lucas Industries – manufacturing tools, parts, models, molds, and patterns (1995-2006)
- Vermont Candy Wreath Company, Sperry Group, Inc., and Northeast Drivers Qualified (1994)
- Bryant Credit Union (1990-1994)

- Community College of Vermont (1991-1993)
- Jones and Lamson Training Center (1975-1985)
- Springfield Chrysler-Plymouth Motors (1965-1974)

In 2006, the building was partially renovated for the police department. The building now includes administrative offices, a dispatch center, temporary holding cells, an evidence room, a sally port for security, a conference room, and a gym. The building also has significant areas that have not been renovated and remain underutilized. The parking areas, originally designed for a car dealership, are excessive for the current need.

There are many outstanding exterior and interior building maintenance projects. There are needed upgrades to address modern building codes and energy efficiency standards. A cyclical maintenance plan should exist for the building, grounds, and parking areas. This plan would systematically address outstanding maintenance tasks, renovation needs, and parking lot upgrades. The goal is to emphasize scheduled, preventative maintenance to keep the property in good repair, functioning optimally, and avoiding deferred maintenance (i.e., more costly repairs).

In addition to the building infrastructure, the Police Department lack adequate communications across the entire town. Police officers have been unable to communicate with dispatch services or other officers when responding to calls.

Fire/Ambulance Department

The Springfield Fire and Ambulance facility is located at 77 Hartness Avenue and was constructed in 1977 as a part of a bond project. The building lacks handicap accessibility and requires improvements to comply with the federal law concerning the Americans with Disabilities Act (ADA). There have been limited upgrades over the years to improve the energy efficiency of the facility. Seven large bay doors need upgrade or replacement to improve efficiency and reduce recurring maintenance costs.

Community Center

This Springfield Community Center is a converted wooden industrial building located 139 Main Street. The Community Center offers a very active Senior Center, as well as Parks and Recreation facilities for basketball, bowling, pool, and other organized activities. The facility needs significant interior and exterior renovations and could benefit from modernization. The Town should evaluate grant funding or financing opportunities to support improvements to the Community Center.

Library

The Springfield Library offers equitable access to information. Current amenities include computer access, public Wi-Fi, printing, faxing, books, media, and non-traditional library materials. There is a continued need for spaces to accommodate study and solitude, small meetings, and community programs. The historic Flinn Room is a quiet space to read magazines and newspapers, use the microfilm machine, or work. A small conference room is available as a

meeting space. The children's room contains movable shelves to ensure flexible configurations as needed. The Young Adult area contains a large-screen television that is also used during computer workshops and community movie events. There are plans to create another work area on the second floor that may include a makerspace to give patrons access to the library's Cricut machine or pursue other outlets. Community-based strategic planning determines services offered to meet Springfield's current and other future needs.

Improvements to the building have been implemented in recent years. LED lights were installed throughout the first and second floors. An automatic door opener was added for handicap accessibility. New computer stations include a two-seat station for those who need assistance and a sit/stand station which makes the computer available for all. The Town intends to seek grant funding to increase handicap accessibility by adding sit/stand computer stations, a center rail on the children's room stairway, additional levered door handles, and additional ADA improvements.

Future facility improvements are planned for the library. In fiscal year 2024, the original roof from the two-story addition will be replaced. The air conditioning system requires replacement to improve air quality and ventilation. Repair of the plaster in the older parts of the interior of the facility is necessary.

Public Works Facility

Springfield's Public Works Department manages the infrastructures for public drinking water, sewer, stormwater, and transportation networks. The town transportation system – including roads, bridges, culverts, roadway drainage ditches, sidewalks, bicycle facilities and other related infrastructure – is discussed in the Transportation Chapter.

The Public Works Facility has been situated on Fairground Road for the last 70 years. The building is devoted to the care and maintenance of Town equipment and vehicles. There has been discussion in previous Town Plans concerning the need to move the facility to protect the aquifer. Since that time, the Public Works Facility has been connected to the sewer system, eliminating the danger of a failed on-site septic system contaminating the water supply. The underground storage tanks have been removed from the site, and all materials with the potential for contamination of the aquifer are no longer stored in this area. The building needs more room for administration. In 2016, necessary facility renovations were projected to cost about \$5 million.

Wastewater Treatment Facility

The Town wastewater treatment facility was constructed in 1959. It has been periodically upgraded in the time since to address deficiencies and to meet new state and federal requirements. The facility can treat up to 2.4 million gallons per day, but at present it is only permitted to treat up to 2.2 million gallons per day. The current average flow is 800,000 gallons per day. The recent completion of the combined sewer disconnection project reduced average daily flow from 1.2 million gallons per day due to the elimination of stormwater contributions to the facility. An energy audit of the wastewater treatment facility was completed in 2015.

Subsequently, all the recommendations for improvements from the audit have been implemented.

The composting of solid waste from the wastewater treatment facility continues to be a service to residents, reducing the cost of removing and disposing of the material. When using this method of sludge disposal, measures are taken to ensure that composted waste does not include any contaminants, such as heavy metals, that may have entered the wastewater treatment system.

Sewer Mains

Several of the sewer lines have been upgraded in recent years. The Town has implemented more than \$11.7 million in upgrades to the wastewater and sewer system since 2000. However, much of the sewer system is approaching 80 years old and is still in need of rehabilitation or replacement. The connection of the prison facility to the sewer system was completed before the prison opened, and is limited to the prison, with allocations for the proposed industrial park and existing businesses at the Exit 7 Interchange, should they choose to connect to the municipal sewer system.

The existing wastewater system capacity is double the average daily flow requirements. In 2016, the Town retained Aldrich and Elliott Water Resources Engineers to prepare a Sewer System Asset Management Plan. The Town should continue to implement the recommendations of the Asset Management Plan.

Stormwater System

Springfield provides two primary mechanisms of stormwater drainage: 1) individual swales, infiltration and detention basins, ditches, and culverts on municipal property, and 2) stormwater collection via catch basins along town highways, roof drains, etc. The Town has developed a long-term plan to deal with private in-flow, sump pumps, roof drains, etc.

Upgrades to separate stormwater runoff from the sewer system began in 2002 to eliminate combined sewer overflow (CSO) events. More than \$12.5 million in CSO projects have been completed since. The Town has eliminated all CSOs by plugging or capping, and is now recognized as a non-CSO community.

While the storm/sewer disconnection is holistically beneficial to the community, it does leave mismanaged and untreated impervious stormwater runoff discharging directly to the Black River and its tributaries. In 2020, the Town partnered with the Mount Ascutney Regional Commission (MARC) and Watershed Consulting Associates, LLC (WCA) to prepare a town-wide Stormwater Master Plan (SWMP). The SWMP evaluates opportunities to address mismanaged and untreated runoff through green stormwater infrastructure (GSI) practices. GSI practices seek to mitigate water quality impacts and reduce peak flood elevations through treatment, detention, and infiltration of stormwater. The Town should continue to coordinate with its regional and state partners to implement the recommendations of the 2020 Springfield Stormwater Master Plan.

Public Drinking Water System

Springfield has an extensive public drinking water system. The Town has made about \$11 million investment in improving the public water system since 2000. Presently the Town water supply comes solely from the wellheads located on the Fairground Road. This wellhead area accesses the only recognized viable aquifer producing enough water to meet the demands of the Town. The average daily demand is 800,000 gallons. The wells can produce 1.6 million gallons, though once the upgrade, currently being done, is completed, the capacity of the pumps will be 1.8 million gallons per day. Demand is at 50% of capacity. The source protection plan for the wellheads is brought up to date every three years.

The Town owns the Armory, which is only being used for storage, and currently has no plans for its use. The building has no water, sewer, or power. 2022 was the last year that the Town Library used it for their annual book sale because the leaking roof damaged their books.

The Town recently constructed a water storage tank off Union Street at an elevation of 750', which will increase system pressure by 35 PSI. Projects are underway to upgrade the water pump stations and address low pressure problems. As a part of these upgrade projects, the Town is replacing water lines in many locations. This replacement project will be ongoing. The water main extension to the prison was completed prior to the completion of the prison. The connection to this main is limited to the prison, with an additional allocation for the proposed industrial park, to eliminate the likelihood of strip development along Route 11. Existing businesses at the Exit 7 Interchange are either connected to the Charlestown water supply or use their own wells. In addition to getting drinking water through the public water main, the prison has a 100,000-gallon tank for a backup firefighting supply.

Wastewater and Water System Needs

1. Clinton Street – waterline upgrades.
2. Mill Street – waterline upgrades.
3. Wall Street – waterline upgrades.
4. Upper Bridge Street – waterline upgrades.
5. Main Street – waterline upgrades.
6. Pump Station #1 – upgrade aging pump station.
7. Town Composting Facility – upgrade.
8. Prepare updates to dated Water Treatment Plan.
9. “Old Springfield Landfill” – Evaluate and Upgrade.
10. Riverside Middle School – Add waterline to and from the school.

Solid Waste Management

Springfield has deployed a variety of strategies to manage its solid waste. The Town owns a transfer station/recycling center at 100 Recycle Road which accepts trash, recyclables, food waste, and many items that trash haulers do not accept (e.g., fluorescent bulbs, auto and household batteries, electronics, mercury thermostats, refrigerators, air conditioners, etc.).

Annually, tons of household goods are diverted from the landfill through the Second Chance Shop at the transfer station. A volunteer has run the popular shop for over 25 years, making clothing, books, housewares, and some furniture available by donation. Leftover clothing is baled and taken away by an apparel vendor.

For those with a transfer station access permit, a brush pile is located just outside of the Transfer Station gates. Springfield and two other municipalities transport glass bottles and jars to a collection site located behind the Town Garage on Fairground Road. Periodically, the glass is picked up and ground for re-use. Several trash haulers contract with Springfield residents and businesses to pick up trash and recyclables curbside.

Household Hazardous Waste

Household hazardous waste (HHW) is collected at the HHW Depot, located at the Alva Waste Transfer Station in Springfield. The HHW Depot is managed by the Southern Windsor/Windham Counties Solid Waste Management District (SWWCSWMD). The seasonal facility was opened by the SWWCSWMD in 2022 to offer a convenient and safe method for residents within the district to dispose of HHW, which includes paint.

Parks/Public Lands

The Town maintains several parks: The Commons, Riverside, Freedom Park, North Springfield Field, Westview Park, Hartness Park, and the Rotary Baseball Field. The Bryant Forest, also known as Meeting Waters Municipal Forest, at the confluence of the Black and Connecticut Rivers, is restricted to recreational use. Please see the Recreation Chapter for a more in-depth discussion and parks and public lands.

Cemeteries

Springfield maintains nine cemeteries covering approximately forty acres. To meet the need for additional burial space, the Town has surveyed 100 lots at Pine Grove Cemetery, which are now available.

Equipment

The Department of Public Works, the Fire/Ambulance Department, Police Department, and the Parks and Recreation Department maintain a replacement schedule for all equipment and vehicles. The intent is to maintain safe and functional vehicles and equipment that is always available, including in inclement weather and emergency situations.

Public Utilities

Green Mountain Power (GMP) provides electricity to Springfield. Most of the dams along the Black River were originally constructed for hydroelectric power generation, and were subsequently abandoned in favor of less costly sources of power generation. Four dams provide water storage for five sources of hydroelectric power generation: Fellows Dam, Lovejoy Dam, Comtu Falls, and the Slack Dam.

Private companies provide telephone service and television cable service. Springfield Area Public Access (SAPA) TV is a local public access television provider located at 335 River Street. SAPA TV is dedicated to keeping the community informed and providing access to video equipment, facilities, and training.

It is also worth noting that there are several solar arrays in town for which the Town receives energy credits.

Wireless Communication Facilities

To minimize the potential negative impacts of new and existing wireless telecommunication facilities on cultural, scenic, wildlife, and natural resources, the design, construction, and maintenance of wireless communications facilities should comply with the following standards:

- Protection of view corridors from highways, residential areas, historic districts, public use areas, and outdoor recreation areas such as hiking trails, rivers, lakes, and ponds should be paramount in siting and design of wireless telecommunication facilities.
- All new wireless telecommunication facilities sited on a ridgeline shall incorporate concealment design practices (such as Mono-Pine camouflage) to the extent practicable to minimize adverse aesthetic impacts.
- New access roads shall be designed to minimize ground disturbance and clearing, follow the land contours, and avoid impacts to open land to mitigate visual and ecological impact. Upon completion of construction of such facilities, roads shall be removed or reduced to their smallest necessary footprint required for maintenance and repair.
- At the site of wireless communications facilities, the existing vegetation and tree cover should be maintained to the maximum extent feasible.

Other Governmental and Private Facilities

There are several State and non-municipal utilities and facilities in Springfield that provide public services. For example, Springfield Hospital provides critical access patient care, out-patient services, and emergency room services. The Springfield Health and Rehabilitation Center at 105 Chester Road provides vital services to the community and surrounding area. Lincoln Street Inc. at 374 River Street, has a variety of programs to support people with intellectual disabilities. In addition, the State offices including the Agency of Natural Resources (ANR), Department of Motor Vehicles (DMV), Division of Fire Safety, and the Department of Employment and Training, provide local services to help meet the needs of residents. The addition of the Southern Vermont Correctional Facility near the I-91 Interchange has necessitated expansion of the capacity of facilities and additional personnel to meet the requirements of this large facility.

Goals and Objectives

1. **Prioritize utilities and facilities maintenance and expansion to meet future needs.**
 - Upgrade the Water & Wastewater Treatment Facility with a biosolids drying system. (2026-2030)
 - Continue municipal water and wastewater facility repairs and upgrades. (2024-)

- Implement the Stormwater Master Plan and maintain compliance with Vermont's Agency of Natural Resources stormwater mitigation guidelines. (2024-)
- Maintain a capital plan that schedules the regular maintenance and replacement of the municipal vehicle fleet. (2024-)
- Develop a comprehensive capital budget and program that prioritizes and schedules large-scale municipal infrastructure projects (2024-)
- Coordinate meetings with power and communication companies to understand their strategic investment plans in Springfield. Distribute that information to related community and economic development organizations. (2024-)
- Upgrade and add additional radio towers to develop a town-wide communications network for police and emergency services. (2024-)

2. Maintain or upgrade town facilities.

- Develop a strategic plan for upgrading library facilities to accommodate additional public access computers, increase shelf capacity, maintain the quality of the collection, increase historical archives, and create meeting rooms for public programming. (2025-2029)
- Develop cyclical building maintenance plans for fire and police properties. (2026-2029)
- Develop a cyclical building and grounds maintenance plan for the municipal building. (2026)
- Conduct energy and efficiency audits and address those necessary improvements for all municipal buildings. (2025-2027)
- Improve the Town Hall to include implementing the parking lot redesign, building access enhancements, the federal law concerning the American with Disabilities Act accessibility improvements (i.e., elevator replacement), and energy efficiency improvements. Develop a cyclical building maintenance plan to prioritize ongoing capital and maintenance projects. (2025-2029)
- Develop a plan for a new or renovated Community Recreation Center. (2024-2028)
- Develop a capacity/buildout analysis on all municipally managed cemeteries. (2025-2029)

Chapter 10 - Economic Development

Economic Development is more than just creating and maintaining businesses, jobs, housing, airports, and infrastructure. The term is used to express a community's capacity for shared and sustainable improvements to the economic health and overall quality of life of its residents.

Early development in Springfield was centered around the Black River. Abundant opportunities for hydropower from the Black River encouraged industrial growth, housing, and public and private services for early settlers. In outer-lying areas, residential and agricultural growth occurred. Throughout the early 1900s and into the 1980s, machine tool manufacturing was the dominant industry. The machine tool industry experienced a rapid decline during the 1980s, and much of the industry and jobs that sustained Springfield up until time are gone. Springfield experienced a significant population decline which coincided with the decline of the machine tool industry.

Several factors have caused the local capital goods industry and employment by the private sector to diminish. In addition to the collapse of the machine tool industry, difficulties and expenses caused by state permitting and tax policy differences between Vermont and New Hampshire have caused businesses to migrate to New Hampshire. An increase in other economic activity has provided alternative employment and has added greater diversity to Springfield's economy. The loss of jobs between 1980 and 1990 has been reversed and employment opportunities have increased. However, the pay scale of the additional employment opportunities is often not on par with the jobs that are left in the community. In addition, population increases, employment opportunities, and per capita income in Springfield and the surrounding communities have not kept pace with increases in other parts of the state. Understanding these trends and their effect on the local economy is essential to developing a viable Economic Development Plan.

Present Economic Conditions

Employment Development Department (EDD) Trade Names

Trade name statistics reflect the number of business name registrations. Trade names take a snapshot of new business activity. If the economic atmosphere allows for it, people are more willing to register and start new businesses. Often, if there is growth in one area of the economy, by default there will be growth in a second area of the economy.

Springfield EDD Trade Names			
Year	Springfield	Region	%
2012	27	143	18.90%
2013	27	132	20.50%
2014	41	165	24.80%
2015	39	144	27.10%
2016	26	88	29.50%
2017	27	116	23.30%

2018	32	104	30.80%
2019	39	132	29.50%
2020	32	78	41.00%
2022*	39	138	28.26%
Total	329	1240	26.53%
Updated: June 16, 2023			

NOTE - This measures the number of Trade Name Registrations (through 2020) and Business Registrations (2022). Multiple registrations from the same company at the same time were counted as one entry. Data Source - VT Secretary of State's Office/ACCD.

Largest Employers in Springfield

The table below lists the largest employers in Springfield. It is important to understand why these sectors have been successful to find ways to build on and potentially replicate this success. For struggling sectors, there is a need to develop a job retention strategy to defend (and potentially re-invent) the region's current employment base. It is also important to seek new opportunities for the Town and not solely focus on existing businesses. In addition to the large businesses listed below, there are many other smaller businesses located in town.

EMPLOYER	PRODUCT / SERVICE	# OF EMPLOYEES
SPRINGFIELD HOSPITAL	HOSPITAL / MEDICAL	390
STATE OF VERMONT	STATE GOVERNMENT	288
NORTH STAR HEALTH	HOSPITAL / MEDICAL	250
BLACK RIVER PRODUCE	WHOLESALE	225
TOWN OF SPRINGFIELD	LOCAL GOVERNMENT	164
SPRINGFIELD SCHOOL DISTRICT	PUBLIC EDUCATION	140
HCRS	HEALTH CARE/SOCIAL ASSISTANCE	140
IVEK	DISPENSING	130
PRECISION VALLEY	UTILITY MAPPING	85
VERMONT PACKINGHOUSE	FOOD	75
IMAGE-TEK	MANUFACTURING	70
V-TEL	TELECOMMUNICATION	60
LOVEJOY TOOL COMPANY	MILLING CUTTERS	45
SPRINGFIELD PRINTING	PRINTING	45
LBL FABRICATIONS	FABRICATION	40

Source: Springfield Regional Development Corporation Number of Employees is reported in Full Time Equivalent (FTE). Data was first collected in 2022 and subsequently updated in 2024.

Housing sales have risen at an average rate of about 41% over the last 15+ years in Springfield. On average, about 90 home sales occur each year, and have been increasing in the past few years. Housing sales and prices are a local economic indicator of local growth and stability but can also outline a lack of affordability for lower income people.

Number of Housing Sales

Year	# of Sales	Total Value of Sales	Average Listing Price	Average Sales Price	% Change from previous year
2005	111	\$16,948,300	\$158,084	\$152,687	
2006	99	\$15,999,321	\$171,252	\$161,609	5.8%
2007	91	\$13,084,575	\$151,546	\$143,787	-11.0%
2008	78	\$12,213,664	\$168,553	\$156,585	8.9%
2009	74	\$9,655,450	\$140,093	\$130,479	-16.7%
2010	68	\$10,201,942	\$166,959	\$150,029	15.0%
2011	59	\$7,370,200	\$136,271	\$124,919	-16.7%
2012	68	\$7,690,745	\$123,103	\$113,099	-9.5%
2013	73	\$10,159,170	\$151,720	\$139,167	23.0%
2014	69	\$7,764,007	\$125,074	\$112,522	-19.1%
2015	84	\$8,653,385	\$109,430	\$103,016	-8.4%
2016	81	\$10,483,585	\$151,449	\$129,427	25.6%
2017	122	\$15,435,758	\$133,746	\$126,523	-2.2%
2018	103	\$13,771,000	\$140,692	\$133,700	5.7%
2019	92	\$12,932,341	\$150,353	\$140,569	5.1%
2020	131	\$22,595,660	\$179,176	\$172,486	22.7%
2021	129	\$22,819,073	\$176,447	\$176,892	2.6%
10 YEAR CHANGE FROM 2011-2021					41.6%

Households that Receive Public Assistance

Public assistance helps people in need afford food, health care, housing, and other basic human necessities that would otherwise not be afforded by a person or household. Public assistance may refer to either a social welfare and/or social insurance program. An increased reliance on public assistance may occur because of an income gap between the cost of living in the Region and wages, an unforeseen economic downturn, or the closing of a large employer. In Springfield, 27% of the households receive some level of public assistance, nearly double the average rate in the state of Vermont and the MARC Planning Region.

	SPRINGFIELD	EDD TOTAL	NORTHERN WINDSOR COUNTY	SOUTHERN WINDSOR COUNTY	VERMONT
2015	1,105	5,637	3,503	2,134	
2016	1,097	5,323	3,251	2,072	

2017	1,129	5,149	3,088	2,061	
2018	1,067	4,998	3,003	1,995	41,805
2019	1,054	4,853	2,910	1,943	40,321
2020	1,044	4,679	2,808	1,871	39,149
2021	1,004	4,702	2,854	1,848	40,068
2022	1,037	4,722	2,821	1,901	40,478
2023	1,069	4,967	3,000	1,967	42,200
#-HH-TOWN	3,955	34,855	24,598	10,257	270,163
% - HH/TOWN - ASSISTANCE	27.00%	14.30%	12.20%	19.20%	15.60%
NOTE - This is measuring the number of households on VT's current cash assistance programs, Reach Up and 3SquaresVT. Data source - VT Agency of Human Services.					

Economic Development Resources

It is important for Springfield to identify resources currently in place that support economic development and business growth. A list of strengths, opportunities, weaknesses, and threats based on current economic conditions are listed below.

Strengths / Opportunities

1. Access to good quality and affordable educational resources at the secondary level, including the River Valley Technical Center
2. Available, affordable, and high-speed telecommunications
3. Good environmental quality and access to four-season outdoor recreational amenities
4. The area has a substantial number of underutilized buildings that are available for development without affecting open land assets.
5. Available industrial and commercial sites
6. Access to a Federally Qualified Health Center (North Star Health)
7. Good quality of life for families/business
8. Access to major market areas
9. Access to revolving loans for job creation
10. Incentives for business expansion (e.g., a Designated Downtown)
11. Access to high-speed internet through Vermont Telephone Company's fiber optic network.
12. Home of the Vermont Virtual Learning Cooperative
13. Access to the Black River Innovation Campus (BRIC)
14. The Town of Springfield's Declaration of Inclusion
15. All of Springfield is in an Opportunity Zone. Opportunity Zones are an economic development tool that encourages investment in distressed areas. Their purpose is to spur economic growth and job creation in low-income communities while providing tax benefits to investors.

Weaknesses / Threats

1. The skillset of the workforce does not always align with the needs of employers.
2. Challenges with maintaining a stable workforce.
3. Limited capital resources, particularly for technology-related companies.
4. Varying perceptions of educational quality in the region.
5. Cumbersome state permitting processes can serve as an impediment to development.
6. Perceived deficiencies in the criminal justice system.
7. Municipal tax rate and policies.
8. An aging population.
9. Lack of diversity
10. Many brownfield sites (complicates redevelopment).

Desired Future Economic Conditions

Springfield's goal is to foster a safe, economically stable community with a sustainably growing Grand List value that is attractive as a residence, employment center, and tourism destination. Development should occur in and around the Designated Downtown and in industrial areas that are served by municipal infrastructure. The surrounding rural countryside prioritizes environmental protection, working-landscape economic activities, and home-based occupations. Planning should be molded around supporting an entrepreneurial and productive ethic while maintaining high-quality environmental conditions.

Downtown: Central Business District (CBD)

The Central Business District (CBD) generally aligns with the Designated Downtown area. The focus for development in the CBD is to provide professional office space, retail support for downtown offices, and consumer/tourism in the form of artisan and specialty shops, coffee shops, entertainment, etc. The Town has done a lot of work in recent years to promote vibrancy in the CBD. Examples of recent improvements include the construction of the Comtu Cascade Park and the demolition of the former bakery building at 9 Main Street, which enhanced the viewshed of Cascade Falls. These projects were recommendations of the Main Street Master Plan.

The Black River divides the downtown area, which extends from the South Street intersection to the One Hundred River Street pedestrian bridge. In this area, the western side of the river is dominated by the State Office Building and a variety of unoccupied or partially occupied industrial or institutional buildings. The eastern side of the river consists primarily of retail and professional office space in buildings in which there are several vacant street-level storefronts. Several of these vacant storefronts require some form of renovation to make them viable for commercial or private use. The garden terrace, second, and third floors of these buildings also need renovations, after which they could be used to help fulfill the high demand for housing.

There are several former industrial sites (Brownfield sites) in the Central Business District that require assessment and potential remediation of contamination before they can be redeveloped

for commercial or residential use. Examples include Park Street School and the Parks and Woolson building. The Town is actively working with the Springfield Regional Development Corporation (SRDC) and the Mount Ascutney Regional Commission (MARC) to identify, assess, and abate these sites to encourage their redevelopment and return to productive use. Continuing this work is a key element to promoting vibrancy in the Central Business District.

The CBD should remain the traditional business, civic and entertainment center. It is also a priority area for a mix of newer housing types, such as live/work units, micro-apartments, and other workforce housing, which can bring more people into the downtown and help increase vibrancy.

Specific Strategies: Central Business District

1. Recruit artisans, specialty shops, and entertainment appropriate for a post-industrial “maker’s motif,” along with a variety of eateries.
2. Promote adaptive reuse of historic buildings, rehabilitation of existing buildings, and the creation of open space and green space.
3. Prioritize and implement the recommendations of the 2017 Springfield Main Street Master Plan.
4. Evaluate availability of parking in the CBD, and whether it is sufficient to support business growth. If additional parking is necessary, consider grant or low-interest loan funding opportunities to construct a municipal parking garage within walking distance of the CBD.
5. Continue to work with the Mount Ascutney Regional Commission (MARC) and the Springfield Regional Development Corporation (SRDC) to assess and remediate contamination on former industrial sites (Brownfield sites).

Clinton Street Industrial Area

The Clinton Street Industrial Area consists primarily of industrial and commercial properties. This area is for industries that employ skilled workers where easy access to the I-91 is necessary. For example, light assembly, high-tech, food processing, and breweries are some of the industries prioritized for this area. Many of the major industrial properties in this area are owned by the Springfield Regional Development Corporation (SRDC). SRDC, along with the Town and the Mount Ascutney Regional Commission (MARC), are actively addressing brownfield redevelopment issues and developing an extension of the Toonerville Trail in this area. The redevelopment of this area is of critical importance to the Town, and the attention of the Town should be concentrated on getting the brownfield sites cleaned up or otherwise fully resolved and the properties placed back into productive use.

Specific Strategies: Clinton Street Industrial Area

1. Advocate for the expansion of the areas eligible for the New Market Tax Credit Program.
2. Market this area for redevelopment.
3. Recruit out-of-town or new industries to this location.
4. Expand recreational opportunities, improve access to the river, and enhance the streetscape in this area.

One Hundred River Street & Plaza Commercial Area

This area is located to the northwest of downtown along River Street. It is comprised of the former Fellows Gear Shaper site and the Plaza. The former Fellows Gear Shaper site, now One Hundred River Street, has been redeveloped to include the Springfield Health Center, but still has plenty of available space as of the adoption date of this Plan. The Plaza is located just north of One Hundred River Street. It is the most active retail district in Town and hosts a large grocery store and a pharmacy, among several other retail establishments. It competes directly with retail facilities in Claremont, NH.

Specific Strategies: One Hundred River Street & Plaza Commercial Area

1. Promote mixed-use, light industrial, or commercial activities that are compatible with existing medical-related activities in the One Hundred River Street building. Housing or an assisted living facility may be viable considerations for portions of the building. Upscale commercial facilities could benefit from the regional draw of the existing outpatient medical offices in the building.
2. Strive to maintain full occupancy of the retail buildings in the Plaza.

Route 106/Black River Commercial Area

The 106/Black River Commercial Area extends northerly from the intersection of VT Route 11 to VT Route 10 and hosts several institutional employers associated with the local health/assisted living/rehabilitation industry. This area is an established commercial corridor with a defined location and space for in-fill development and expansion of existing businesses. This area is to be developed as a moderate-priced commercial district serving the needs of the residents and various local businesses. It is also the preferred location for daycare services, multi-unit housing, discount stores, and retail enterprises that are not appropriate for the Downtown Area or One Hundred River Street. The area is also prime for the development of larger retail establishments. However, restaurants, bars, live entertainment, bookstores, barber shops, etc., should be encouraged downtown, at One Hundred River Street or the plaza. New development should infill between previously existing uses and be in accordance with the access management overlay district.

Specific Strategies: 106/ Black River Commercial Area

1. Promote and encourage the development of large retail establishments, such as car dealerships, garden supplies, hardware, or other similar retail establishments.

Hartness State Airport Commercial Area

The Hartness State Airport is located along VT Route 106 north of town. There is potential industrial and commercial acreage adjacent to the airport, which is owned by the State.

Specific Strategies: Airport Commercial Area

1. Extend municipal water and sewer infrastructure to this area to encourage development. Utility lines are expanding closer to the area. The Town should consider grants or low-interest loans to complete the water/sewer line extension.

2. Ensure future development in this area is aviation-related and consistent with the Airport Master Plan.
3. Continue to coordinate with the Town of Weathersfield to evaluate infrastructure expansion and future land uses adjacent to the airport.
4. Ensure that the present airport runway length and aviation easements for the airport approach are maintained.

North Springfield Precision Park

Located in North Springfield, Precision Park is the designated industrial park in Town. It is the primary area in Springfield for industrial growth and has the largest available greenfield acreage for industrial development in Springfield. Access to Precision Park is a challenge due to tight turns and its route through a residential area, which has been an impediment to industrial growth. The Precision Park has several existing and planned solar arrays.

Specific Strategies: North Springfield Precision Park

1. Coordinate with businesses in Precision Park to implement the recommendations of the North Springfield Truck Study to alleviate access issues and encourage industrial development.
2. Discourage or restrict residential development within Precision Park to decrease potential conflicts between the residential and industrial sectors.

Correctional Center Industrial Park

Pursuant to an agreement between the Town and the State of Vermont, Springfield is to assume ownership of this industrial area for redevelopment near the existing correctional center. The Town has not been able to assume ownership due to concerns about a brownfield site, maintenance of SSCF Drive, and the need for a 'clear zone' that eliminates any structures around the prison. Due to its proximity to VT 11 and I-91, this area is especially well-suited for private industry or public services that depend upon convenience and efficient access.

Specific Strategy: Correctional Center Industrial Site

1. Promote and encourage transportation-related industries in this area, such as shipping, warehousing, and bulk transportation.
2. Develop a plan to relocate Springfield's Public Works Garage to this area.
3. Advocate for a new vocational training center on the existing on-site building pad to serve inmates at the Southern State Correctional Facility.

I-91 Interchange

The interchange area is located on the western side of Interstate 91 between the Interstate Highway and the Black River. This area hosts commercial businesses that are geared towards accommodating the traveling public and to maintaining major state highway systems. Future growth in this area should continue to serve the travelling public to avoid competition with other districts for small businesses that are not related to this accommodation.

Specific Strategy: 1-91 Interchange

1. Promote commercial growth in this area that is accommodating to the traveling public such as fast food, fuel stations, lodging, and other travel accommodations.

Neighborhoods and Neighborhood Businesses

Springfield's residential and commercial sectors are principally divided by the high grounds above the valley floor with the commercial sector located along the valley floor. In the past, neighborhoods were served by small neighborhood grocery stores and businesses. Park Street, Wall Street, and North Springfield had and continue to have small business districts. Most of the neighborhood grocers have closed except the convenience foods and market in North Springfield.

While Springfield has numerous neighborhoods that appear to be maintaining or increasing their land value, other neighborhoods have deteriorated into substandard housing. Substandard housing can lead to blight and adversely impact struggling neighborhoods. A mix of housing types that are safe, affordable, and attractive is important to the local economy, as it helps to attract and retain residents who will ultimately participate in the economy.

Specific Strategies: Neighborhoods and Neighborhood Businesses

1. Work closely with existing Neighborhood Associations to improve land values in neighborhoods through low-cost, high yield means, such as landscaping improvements, removal of yard debris (i.e., junk cars, etc.), and exterior painting.
2. Consider applying for a Neighborhood Development Area (NDA) designation for the area surrounding the Designated Downtown. NDA designations serve as an incentive tool to promote local economic development.
3. Consider ways to encourage community actions that will reflect improving land values, such as hosting townwide contests, landscaping yard, and holiday home decorating contests, and most improved renovation home awards.
4. Support the formation of new neighborhood associations by creating a neighborhood association toolkit on the town website.

Rural Areas

Rural areas in Springfield are most suitable for working landscape, agriculture, forestry, and home-based businesses. These areas are the location of many former working farms that are no longer used or inhabited by farmers. These farms are often the location of barns and former agricultural-related outbuildings. Preservation of these structures is important to maintaining the character of rural areas.

Specific Strategy: Rural Areas

1. Ensure that local zoning regulations continue to allow for the conversion of barns, agricultural-related out-buildings, and larger older homes to uses that preserve the outward appearance of such buildings while accommodating rural enterprise that is appropriate in scale and compatible with surrounding rural residential properties. For example, this could include film production, value-added agricultural or wood product processing, art or artisan studios, educational facilities, or housing.

Special Considerations

Health and Rehabilitation Industry

Springfield's largest non-government employers are Springfield Hospital, NorthStar Health (also known as Springfield Medical Care Systems, Inc), and Health Care & Rehabilitation Services (HCRS). When these institutions are considered along with other organizations offering nursing homes, rehabilitation, therapy, and counseling services, the health and rehabilitation sector plays a massive role in the community. This sector employs a broad spectrum of people, from some of the highest-paid professionals to some of the community's lower-income residents.

The health of a community and its reputation as a healthy location is important to economic development. One of the primary factors used to develop rankings of healthy communities is the number of recreational facilities, including their pedestrian and bike pathways. The length in miles of such pathways figures prominently in professional rankings of Towns and Cities. As a result, the extension of the current pedestrian and bike pathways should be promoted.

Specific Strategies: Health and Rehabilitation Industry

1. Acknowledge this sector as one of the major employers having a significant impact on the social and economic well-being of the community.
2. Recognize the importance of "clinical" opportunities as a resource so that Springfield is not simply a consumer of services, but also a training destination for professionals and students of the profession.
3. Encourage the location of suppliers and support services for the health and rehabilitation industries in Town.
4. Encourage the thoughtful development and extension of pedestrian and bike path facilities.

Value-Added & Specialty Products

Vermont is well known for its high-quality, locally produced goods. Springfield is no exception. Anecdotal evidence suggests that people travel a great distance, often crossing state lines, to visit Springfield to purchase maple syrup, artisan breads and cheeses, agricultural value-added products, and other similar locally produced specialty products. Promoting the local processing and sale of these types of products can help Springfield sustain its vibrant tourism economy, which is of vital importance to the health of the overall local economy.

Similarly, local processing of value-added wood products to complement forestry activities in Springfield could help bolster the economy. The Town should explore and maximize market opportunities for value-added wood products.

Specific Strategies: Value-Added Products Industry

1. Identify public and private financing options for wood production facilities.
2. With support and guidance from the Vermont Forest Product Industry Network, support collaboration of key local businesses to identify and strategize around market needs for

value-added wood products.

3. Support visibility and participation of key businesses in local economic development planning efforts.

Black River Innovation Campus (BRIC)

The Black River Innovation Campus (BRIC) is a non-profit designed to eliminate the barriers of entry for digital and technology entrepreneurs and web enabled businesses. BRIC provides access to 10-gig internet, coworking space, classes and events, conference space, and a community of engaged digital and technology professionals. BRIC offers a unique opportunity for Springfield to expand its local economy through growth of the technology and digital business sector, which is an increasingly critical sector of the economy in today's climate. The Town should continue to promote and support BRIC however reasonably possible, particularly as it relates to redevelopment of the Park Street School building.

Specific Strategies: Black River Innovation Campus

1. Support and encourage redevelopment of the Park Street School building, including initiatives of BRIC.

Goals and Objectives

1. Promote an environment for establishing, cultivating, and growing businesses focusing on technology and advanced manufacturing, tourism, main street businesses, and cottage industries.

- Continue to develop former industrial properties to add 500,000 total square feet of mixed-use and industrial space. (2024-2028)
- Provide financial and permitting incentives to encourage residents to start local businesses. (2024-)
- Amend land use development regulations and improve the efficiencies of local permitting to reduce delays and uncertainty. (2024-2026)
- Work with Green Mountain Power to provide three-phase electrical power services for the downtown Central Business District. (2024-)
- Develop a fund to incentivize landlords to redevelop under-utilized buildings and provide additional market-rate housing. (2024-)
- Support the Black River Innovation Campus by completing a Community Development Grant for 60 Park Street. (2024-2026)
- Implement the recommendations outlined in the 2008 North Springfield Truck Study and improve access to the North Springfield Industrial Park. (2028)
- Develop workforce training programs, including the Black River Innovation Campus (BRIC) and the Vermont Virtual Learning Cooperative (VVLC). Strive for job creation and annually report on workforce growth goals. (2024-)
- Re-develop the Parks & Woolson Machine building complex and the former Park Street school. (2024-)
- Improve the commercial districts, including Downtown Main Street, Clinton Street (including Fellows Gear Shaper site), Springfield Shopping Plaza, and North Springfield.

Fund transportation projects to improve sidewalks, bike paths, and roads connecting these areas. (2024-2028)

- Expand Hartness State Airport as a passenger, freight, community, and emergency service hub. (2024-)
- Work with the Mount Ascutney Regional Commission to evaluate workforce housing needs. Collaborate with the Mount Ascutney Regional Commission to address housing policy changes related to Act 74. (2024-2026)

2. Promote and market Springfield's community and economic development opportunities

- Collaborate with and financially support the Springfield 802 group's marketing plan. Build into this support an ongoing evaluation of marketing impacts. (2024-2028)
- Appoint a Selectboard liaison to work with the Town Manager and monitor the activities of town-funded economic development organizations. Areas for evaluation are advanced manufacturing, farming and forestry, tourism and recreation, digital technology and mechanical service centers, artisan and movie productions, renewable energy, and automated vehicle testing. (2024-)
- Evaluate the economic development investments using the U.S. Treasury's Opportunity Zone designation. (2024-2028)

Chapter 11 - Land Use

By state law, the Town Plan must include “a land use plan consisting of a map and statement of present land uses, including information on the amount, intensity, and character of such land uses.” The Land Use Chapter should also identify areas for designated downtowns and neighborhoods as well as explore demographic, economic, environmental, and social factors that influence land use.

Changing land use is a two-step process. In the first step, the land use chapter examines current land use patterns and presents a vision for the future. The second step entails revising zoning and subdivision regulations to align with the town plan’s future vision.

This process is intentionally designed to be slow and deliberative and to avoid extreme changes in land use regulations that could hurt property owners and businesses. When private rights are traded for the public good, it is essential to understand and justify those tradeoffs.

Historical and Present Land Use

People settled in the Upper Connecticut River Valley to establish homesteads. The presence of the Fort at No. 4 in Charlestown and the Crown Point Road facilitated those early settlements. This region has some of the earliest Vermont settlements and the agricultural economy greatly influenced Springfield’s first development patterns.

Starting in the early 1800s, hydroelectric power from the waterfalls along the Black River fueled the establishment of mills and machine shops, which peaked during World War II and later declined over the next three decades. Today, manufacturing is a small share of the local economy, the old mill buildings have been repurposed, demolished, or left to sit vacant.

In the last 50+ years, development has been shaped by the modern transportation system. Springfield’s interstate access and state highways facilitate the efficient movement of people, goods, and services. That has helped Springfield pursue a post-industrial economic future. Springfield’s topography and historic back roads have slowed development in the rural areas. This has allowed Springfield to retain its natural resources and agricultural heritage.

Historical land use patterns can be summarized as:

1. High-density manufacturing, commercial, and residential along the Black River.
2. Low-density agriculture, forestry, and residential homes everywhere else.
3. And land development was first influenced by good soil (agriculture), then by hydropower (manufacturing), and last by roads (mixed development, commute to work outside of town).

Presently, highways continue to influence land use development. This includes in-town travel and accessing urban employment centers to the north and south. Springfield’s efficient access to urban markets is an important attraction to the workforce commuters. Many residents prefer Springfield because of its affordability and being less than a 2-hour commute to Southern New

England cities. Highway access is also critical for industries that manufacture Vermont products, which ship to urban markets.

Springfield's gigabit fiber service has emerged as a significant influence on future land use development. What is informally called high-speed internet is now a baseline requirement for businesses and homeowners. However, the descriptor 'high-speed' is relative and risks becoming obsolete without sustained infrastructure upgrades. The goal is to retain Springfield's competitive advantage in the fast-changing world of technology and communications.

Cellular service, which is deficient in many parts of town, is also a requirement for modern life. Springfield must have universal cell coverage for all residents. To accomplish this, new cell towers are critical important assets.

Present land use patterns can be summarized as:

1. Springfield's internal transportation system and easy access to the interstate system have enabled investment in mixed-use development and manufacturing that requires efficient access to urban centers and markets.
2. Springfield's high-speed internet attracts new residents. Springfield's current lack of cellular service hinders development.

Future Land Use

Each land use category is described below, the categories follow a hierarchy from the low to the highest land use densities.

Conservation

Conservation lands are critical assets for a town, including surface waters and wetlands, large tract forests and wildlife habitats. Conservation lands are protected from development because they are publicly owned, or they are conserved using easements. Conservation lands were often left undeveloped for reasons that define the land today such as poor accessibility, steep topography, shallow soils, or other ecologically sensitive constraints. Conservation lands may support low-density development in unique circumstances, but it is a public priority to protect these lands for future generations. Conservation land provides an environmental service be it wildlife habitat, stormwater retention to mitigate floods, or recreational activities like hunting, hiking, and fishing. These lands are more sensitive to fragmentation from subdivision and development and the impacts are far greater than similarly scaled development elsewhere in town. For that reason, land use regulations on conservation lands should limit development to 10- and 20-acre densities.

Working Lands

Productive rural lands are critical for the agricultural and tourism economy, flood control, open space, and wildlife habitat. Working lands are used for farming, forestry, resource extraction, solar and wind energy production, and other land-based rural enterprises. These lands are purposed for production but can also support recreational and tourism-based businesses. Working lands define Springfield's rural economy and have been the basis of Vermont's cultural identity for

generations. The primary challenge to working lands is residential development. New homeowners soon find themselves in conflict over traditional working land practices that generate odors, dust, noise, and traffic. The goal is to create effective land use regulations that preserve working lands and prevent incompatible land development. In specific areas, accessory uses and home-based businesses are appropriate but only if they are using the working lands for service, tourism, or recreational businesses. An example is the horse barn that is repurposed for weddings and special events and the business is designed to bring people to Springfield for the rural experience. Development that creates sustained traffic impacts, demands increased municipal infrastructure and services, or permanently disrupts natural habitats must be discouraged.

Residential (rural/medium/high density)

High-density residential neighborhoods are near downtown and served by municipal water and sewer. Medium-density residential neighborhoods are found in clusters throughout town, mainly along major highways. These properties may access municipal water, sewer, or both services. Rural low-density residential areas are found on the backroads, served only by private water and septic.

Neighborhood development should ensure new residential construction and infill does not have a detrimental impact. Neighborhood development must not overburden municipal facilities and services or deprive existing neighborhoods of reinvestment or infill development. The town must be open to reasonable change to support community and economic development and meet present and future needs, embracing change as necessary to align with state legislation.

All residential areas must encourage accessory dwelling units as a low-cost, low-impact way to increase housing stock. All residential areas should encourage non-disruptive economic activity in the form of home occupations and businesses appropriately scaled to the neighborhood. Home businesses that impose a visibly commercial impact or degrade a residential area with traffic, noise, or other impacts must be actively discouraged.

Industrial & Commercial / Light Industrial

Springfield is well-suited for industrial and commercial development. Springfield has ample, untapped development capacity in its public water and sewer infrastructure, power and communications, and highway transportation system. The Town's priority is to (1) Reuse or replace former industrial properties in the downtown and adjacent areas and (2) Maximize the use of the North Springfield Industrial Park. Development must be focused on job creation, not low-yield economic generators such as self-storage or solar fields.

Interchange

The land surrounding the Interstate 91 exit is called the Interchange area and is geared towards development that serves a traveling public. Increased development should be encouraged in this area.

The Toonerville Multi-Use Trail is a prized economic asset and recreational resource within the interchange area. The interchange cannot compromise the safety or recreational utility of this

multiuse trail, which is planned to connect downtown with the Connecticut River scenic byway. Any development in the interchange area directly adjacent to the trail should support trail users (e.g., bike shops, restaurants, and convenience stores) and provide the needed infrastructure for special events (e.g., park and ride improvements or trailhead parking expansion).

Downtown mixed-use, general business

Springfield has an established downtown that radiates outward along our major travel corridors. This is a high-density, mixed-use development that is intended to support residential, commercial, and light-industrial activities.

The 2015 Downtown Master Plan guides the redevelopment of the downtown area. The downtown requires an attractive mix of destinations, including retail and restaurants, professional and personal services, and residential living. Town officials are partnering with Springfield on the Move and the Springfield Regional Development Corporation to implement these redevelopment projects. The downtown master plan must be regularly updated as economic conditions change, redevelopment projects are completed, and new projects are identified.

Aging infrastructure and dilapidated properties challenge the downtown and adjacent areas. Because a vibrant downtown is crucial to successfully attracting new residents and businesses to Springfield, the priority is to target properties that adversely impact their immediate surroundings. Springfield must work with landowners to eliminate blight and redevelop.

Institutional

Many properties in Springfield provide public transportation, economic, and educational services. Examples include the Springfield Town Hall, the Springfield State Offices, the Southeast Vermont Correctional Facility, Springfield High School, and the Springfield Wastewater Treatment Facility. Institutional land uses may not directly contribute to the tax base, but they are major employment centers that provide essential services. Most institutional lands are not anticipated to change as these uses have existed for generations. The major exception for Springfield is relocating the existing highway garage from the aquifer recharge zone on Fairground Road to lands near the Southeast Vermont Correctional Facility. This land was originally set aside for commercial development but would be better suited as the town highway garage.

The Hartness State Airport in Springfield/Weathersfield is a unique economic asset that can significantly and positively influence land use development. The airport has the second longest runway in Vermont, a central feature allowing the airport to support a great variety of aviation services. Economic development depends upon increasing airport operations.

Springfield's future land use map generally compliments the Mount Ascutney Regional Commission's future land use map. There are several places in town where that is not the case and it is important that Springfield updates its future land use map to better match regional land use categories.

Land Use Designations

Vermont Downtown Center Designation

Springfield's downtown became a "designated downtown" in 2000, with an 8-year renewal awarded in 2023. The Springfield downtown center designation supports the town plan's land-use policies that enhance Springfield's historical character, economic vitality, walkability, quality of life, and role as a regional center. The downtown designation offers:

1. Owners of income-producing historic buildings can access tax credits for eligible improvements.
2. The town can access the Downtown Transportation Fund and get priority consideration for other state grants.
3. The town has greater authority to set speed limits and install signage.
4. The town may create a business improvement district within the designated area to fund capital improvements.
5. Land within and near the downtown area is eligible for the state's Neighborhood Development Area program.
6. Land within the downtown is exempt from Act 250 fees, and some projects are exempt from Act 250 review or have reduced requirements.

Vermont Neighborhood Development Area

The Neighborhood Development Area designation encourages the town and developers to plan for new and infill housing in an area within walking distance of the designated downtown or village center. Eligible areas for designation are the neighborhoods within $\frac{1}{4}$ mile of the designated downtown. The benefits of Neighborhood Development Area designation include:

1. Land within the downtown is exempt from Act 250 fees, and some projects are exempt from Act 250 review or have reduced requirements. There is also a zoning limitation on appeals of conditional use permits for residential development.
2. Vermont Agency of Natural Resources fees for wastewater review are capped for projects receiving town sewer allocations.
3. The town receives priority consideration for state grants.
4. Owners can use downtown tax credits.
5. Owners are exempt from the land gains tax.

The Town Plan acknowledges that the neighborhood development area designation is a critical response to the housing crisis that has impacted this community, the state, and the nation.

FEMA Community Rating System

The Community Rating System (CRS) is a voluntary incentive program that recognizes and encourages community floodplain management practices that exceed the minimum requirements of the National Flood Insurance Program (NFIP). For CRS communities, flood insurance premium rates are discounted to reflect the reduced flood risk resulting from the community's efforts that address the three goals of the program:

1. Reduce and avoid flood damage to insurable property.
2. Strengthen and support the insurance aspects of the National Flood Insurance Program.
3. Foster comprehensive floodplain management.

It is estimated that over 600 buildings in Springfield are in the regulated floodplain or river corridor. A CRS community designation could lower flood insurance premiums for these Springfield property owners, saving them thousands of dollars in annual premiums.

Opportunity zones

As one of 17 communities in Vermont, Springfield has been designated as a Qualified Opportunity Zone. This national IRS designation, part of the Tax Cuts and Jobs Act of 2017, identifies economically distressed areas where new investments can receive preferential tax treatment. The goal is to incentivize economic development in economically distressed areas. Springfield anticipates additional investments from this designation, from real estate to new business ventures. The impact of these investments should be documented and then monitored over time.

Forests and Natural Habitats

Forests and natural habitats are not eliminated by one huge development that allows everyone to observe a dramatic change. Instead, forests and natural habitats are compromised one small residential or commercial development at a time and at a scale guaranteed to escape notice. Rural residential sprawl is what state officials identify as the primary driver for forest fragmentation and habitat destruction.

The Vermont Agency of Natural Resources mapped and prioritized Springfield's Forest blocks and natural habitats. The downtown and major highways bisect the highest quality forests and the natural habitats shared by Weathersfield to the north and Rockingham to the south. Forests and natural habitats are productive rural lands that yield enormous benefits to the town and provide residents with a range of critical goods and services. This includes:

1. Preserve water supply and water quality.
2. Provide flood control for downstream property.
3. Contribute to clean air and carbon sequestration.
4. Spur economic development by supporting outdoor recreation, tourism, and forestry.

Forestry itself is positioned in the market to become a significant economic generator. The collapse of the western US and Canadian markets could resuscitate local commercial forestry. The priority is to support forestry and the processing facilities that can maintain this vital economic resource.

Land use regulations and easements are the only tools to address forest blocks and habitat fragmentation. These tools must be used judiciously and only in areas with ecological significance. Further investigation is needed to understand if Springfield's zoning complements preservation.

General Land Use Development Issues

Access management

The town has outdated transportation policies regarding highway access onto town-maintained roads. An effective land use development strategy must include clear access guidance to maintain highway safety for all transportation modes, effectively manage stormwater, and preserve the public's investment in its transportation infrastructure.

The Town adopted a Highway Corridor Overlay District in 2007 to improve access management along Vermont Route 11 (Chester Road and Clinton Street) and Vermont Route 106 (River Street). Access management at this scale focuses on traffic safety and efficiency, not allowing multiple access points to degrade a highway's proper function.

Night Sky Protection

With a rich 100-year history, the Stellafane Observatory is a hub for telescope makers and astronomy enthusiasts. Its annual summer convention draws between 800 and 1,000 visitors from around the globe, all eager to experience Springfield's night sky. Beyond the annual event, Stellafane offers year-round classes and workshops to advance amateur astronomy and telescope-making.

The Observatory Protection Overlay District, approximately one mile in diameter, has lighting standards to protect the night sky and prevent light pollution from negatively impacting the observatory. Those lighting standards come at a minimal cost to developers.

For anyone visiting Stellafane, it is known that light pollution over 4-5 miles away compromises the night sky. For its time, the overlay district was a progressive effort to address light pollution. Over the last 30 years, the science of lighting has advanced with newer and better technologies that can illuminate the proper places while eliminating light pollution. It is important Springfield protects the night sky and recognizes much of the light pollution occurs outside the boundaries of the overlay district. Lighting standards should be strengthened and then expanded to all areas in town for land use development and transportation.

Dilapidated buildings

Buildings that are allowed to deteriorate depress the value of surrounding properties and generally make an area less desirable. Business owners and residents who abut these dilapidated buildings cannot enjoy their property, see the futility in investing in their property, and ultimately want to sell and relocate. Sometimes, they cannot sell at any price because the proximity to a dilapidated building discourages all buyers. In extreme cases, dilapidated buildings become attractive nuisances for drug and other illicit activities that start in the building and then spill onto public roads and sidewalks. A high community priority is to address dilapidated and vacant buildings. Enabling reinvestment in existing neighborhoods is one tool for addressing the housing shortages. The town can add a significant amount of housing by targeting vacant and dilapidated buildings for rehabilitation.

New residents

The COVID-19 pandemic has accelerated a population shift from suburban and urban centers to rural Vermont, presenting a unique opportunity for Springfield to recalibrate its economic development strategy to attract and retain new residents. The long-term impacts of this migration are not yet fully understood. The initial observations indicate newcomers desire a rural lifestyle, are often employed in remote or hybrid work, and are asking for improved municipal and school services, expanded recreational opportunities, and more retail stores and restaurants. Springfield residents have expressed mixed reactions to this demographic shift, noting housing cost increases, but also economic opportunities as these new residents invest in their homes and shop locally. The priority is balancing the needs of existing residents while developing the community and economy.

Cannabis

Cannabis was prohibited by Vermont in 1915. Vermont legalized medical cannabis in 2004. This was followed by decriminalization in 2013. In 2018, cannabis was legalized, and an administrative structure was created for taxation and regulation. Municipalities, by Australian ballot, had an opt-in choice to permit licensed cannabis operations. In 2022, Springfield voters approved licensed cannabis businesses and appointed the Selectboard as the local cannabis control commission.

Springfield's zoning may regulate cannabis, but development review and approval must be consistent with similar land uses. For instance, cultivating cannabis at a residence is classified as a Home Business, while a cannabis store is defined as retail sales. Additionally, outdoor cannabis cultivation, whether in greenhouses, barns, or open fields, is defined as agriculture. Vermont has chosen to regulate cannabis separately for taxing authority, if it was under agriculture cannabis would be exempt from taxation. Under the existing land use regulations and the rules laid out by the local cannabis control commission, growing cannabis is considered agriculture and will be treated like all other agricultural crops. Further, Springfield may not invoke restrictions that render cultivation and sales of cannabis impractical. It would be helpful to align local land use regulations with state law and that way provide clearer guidance to developers and residents.

Compatibility

Springfield is in southern Windsor County. More important, Springfield is part of a larger New Hampshire-Vermont Connecticut River region. Springfield's land use and development trends are influenced by the land use and development trends of neighboring municipalities in Vermont, New Hampshire, and the Connecticut River region. Many planning issues, such as economic development, transportation, emergency management, and environmental resiliency, must be addressed at the regional (not local) level. For example, flooding and water quality concerns can best be mitigated through coordinated action within a watershed (covering multiple towns).

The Town Plan's overall land use and development pattern is consistent with the pattern envisioned in the Mount Ascutney Regional Plan's land use plan. The regional plan was a vital resource for this chapter update.

Goals and Objectives

1. Preserve the rural landscape by limiting development in conservation, working lands, agriculture, and low-density residential areas.

- Amend land use development regulations to intensify development densities in areas with municipal water and wastewater services. (2024-2026)
- Update the Springfield Downtown Master Plan on a five-year cycle. (2024-)
- Revise land use development regulations to support short-term rentals, home occupations, or home businesses that can safely and efficiently operate in residential areas. Strengthen regulations to restrict commercial activity that negatively impacts residential neighborhoods. (2024-2026)
- Revise the Land Use Development Regulations to ensure cannabis operations align with state law: categorizing outdoor cultivation as agriculture, indoor cultivation as home business or agricultural product processing, and cannabis sales as retail. (2024-2026)
- Preserve Springfield's rural lands while adapting to modern community demands by applying land use policies that reduce land disputes and increase the available acreage for residential and commercial development by 60%. (2024-)

2. Enhance conservation efforts by protecting ecologically sensitive lands, promoting energy conservation, and guiding development towards climate adaptation.

- Develop an energy plan that promotes conservation and climate adaptation supporting solar, wind, and hydropower generation. (2024)
- Enhance the town plan chapters that address conservation for farmlands, forested areas, and ecologically sensitive lands. (2025-2026)
- Promote conservation of farmlands, forested areas, and ecologically sensitive lands to eliminate stormwater runoff and soil contamination. (2024-)
- Develop a comprehensive community floodplain management program and enroll in the FEMA Community Rating System. (2026-2028)
- Revise the land use development regulations to protect priority forests and natural habitat blocks in line with Vermont's statutory requirements. Use the minimum standard of 1 dwelling unit per 10 acres. (2025-2026)
- Amend the Land Use Development Regulations with improved river corridors, riparian buffers, wetlands, and stormwater management standards. (2025-2026)

3. Improve land use regulations that maximize residential, commercial, agricultural, and recreational land use development potential.

- Promote downtown revitalization to foster economic growth and community development. (2024-)
- Implement the Manager/Selectboard Strategic Plan and use the town's unsafe building ordinance and public funds to rehabilitate or demolish dilapidated buildings. (2024-)

- Create special use and events policies for municipal lands, public rights-of-way, and parking lots that support special events and commercial activities. (2024)
- Collaborate with the Vermont Division of Fire Safety to enforce rental housing standards. (2024-)
- Advocate for expanding gigabit fiber and cellular services investments to attract businesses and residents. (2024-)
- Advocate for the Hartness State Airport as a key strategy in Springfield’s economic development strategy. (2024-)
- Market Springfield’s uniquely designed municipal wastewater treatment facility to attract high-value manufacturing industries that generate high levels of biosolids. (2024-)
- Eliminate the Observatory Protection Overlay District and strengthen the general lighting standards. Modify Springfield’s transportation ordinances to include lighting requirements for all road, bridge, and sidewalk facilities. Prioritize adequate street lighting for areas frequented by pedestrians and bicyclists. (2024-2026)

4. Optimize administrative processes, plans, and policies.

- Support the Springfield Regional Development Corporation, Springfield On The Move, Springfield802, and the Mount Ascutney Regional Commission. (2024-2030)
- Centralize development permitting at the Planning & Zoning Department, which will handle interdepartmental coordination and approvals. (2024)
- Apply for Vermont’s Neighborhood Development Area (NDA) designation. (2024)
- Once the current eight-year designation expires, renew Springfield’s Downtown Center Designation. (2030-2031)
- Relocate the town garage from Fairground Road to lands around the Southern State Correctional Facility. (2026-2028)
- Update the future land use map to match the regional future land use map. Partner with the Mount Ascutney Regional Commission to ensure the town and regional future land uses complement each other. (2025-2027)
- Update the Downtown Master Plan, Town Charter, Municipal Regulations, Land Use Development Regulations, and the Manager/Selectboard Strategic Plan so these individual planning documents are aligned and mutually supportive. (2028)

Chapter 12 - Flood Resilience⁴

This chapter identifies at-risk areas for flooding and fluvial erosion, designates areas to be protected from such hazards, and articulates policies and strategies to promote community flood resilience. This chapter addresses statutory requirements, including policies on the preservation of natural areas [24 V.S.A. §4382(a)(5)] and a discussion of open spaces reserved for floodplain purposes [24 V.S.A. §4382(a)(2)].

Background

Flooding is identified as the most significant natural hazard event in Springfield's *Local Hazard Mitigation Plan* (as adopted by the Selectboard on December 10, 2018). That Plan includes detailed information about the community's flood history, risk assessment and related mitigation strategies. The *Local Hazard Mitigation Plan* (as most recently adopted) is herein adopted by reference as a component of this Town Plan.

Flooding is one of the primary natural disasters in Vermont. According to the Vermont Agency of Natural Resources (ANR), flooding accounted for 5% of hazard events, but 67% of the hazard losses (in dollars) were from flooding events that occurred statewide between 1960 and 2009. According to the Vermont Economic Resiliency Initiative, 25% to 40% of businesses affected by a disaster never reopen. These are economic impacts that residents, businesses, local communities can ill afford.

In 2011 and 2023, Springfield escaped significant, widespread damage from Tropical Storm Irene and the July 2023 flood due to the location of the heaviest rainfall elsewhere and through good management of the North Springfield US Army Corp of Engineers (USACE) Dam. However, each storm is different. The community has been impacted by flooding and remains at risk. Springfield recognizes that protecting the rivers and streams should be done.

Past Implementation Efforts

Springfield has adopted several regulatory mechanisms to promote flood resilience, including:

1. Flood Hazard Review Procedures, which regulate Floodways and Special Flood Hazard Areas defined by FEMA.
2. Riverfront Protection Overlay District establishes buffer requirements along the Connecticut River and the lower portion of the Black River.
3. Steep slope provisions require erosion control and stormwater management in areas of 20% or greater slopes.
4. Stream and surface water provisions require a 25-foot buffer along all watercourses and wetlands.
5. Vermont Agency of Transportation model Town Road and Bridge Standards.
6. Town access permit requirements include the B-71 Standards, which help mitigate driveway drainage onto town roads.

⁴ See Chapter 3, Natural and Scenic Resources Chapter, for more discussion of surface waters, forest resources and other related considerations.

The Town is actively working on non-regulatory efforts to promote flood resilience, including:

1. Maintaining active enrollment in the National Flood Insurance Program (NFIP).
2. Maintaining a FEMA-approved Local Hazard Mitigation Plan (LHMP).
3. Maintaining an up-to-date Local Emergency Operations Plan (LEOP).
4. Removing obsolete dams and upsizing bridges and culverts.
5. Implementing the road drainage standards required under the Municipal Roads General Permit (MRGP).
6. Implementing other mitigation strategies.

Increased Risk of Flooding

Flooding is one of the primary natural disasters in Vermont. Weather patterns are changing, and predicted future climate conditions include increasing average temperatures, an overall increase in precipitation, less snowpack, and shorter/more intense rainfall events. As a result, it is imperative that communities evaluate their flood resilience as a significant amount of the built environment is within or near flood or fluvial erosion hazard areas, and municipal culvert and stormwater networks may not be adequately sized for these future conditions.

Types of Flooding

Inundation Flooding, or overbank flooding, occurs when a stream channel or waterbody receives a significant amount of rain or snow melt from its watershed, or when a debris or ice jam blocks the stream channel. The excess water spills out onto or inundates the floodplain. This type of flooding can occur slowly or briefly; flood waters can cover a small or large area.

Fluvial Erosion is when a river, stream, or brook shifts laterally during a high-flow event by eroding its banks. This type of flood hazard is not recognized on the FEMA Flood Insurance Rate Maps (FIRMs). The region surrounding Springfield experienced significant, widespread damage from recent flood events. Most of the damage resulted from fluvial erosion rather than inundation flooding. As a result, the State established statewide "River Corridors," which include the anticipated meander belt of a river and a fifty-foot buffer. Vermont's River Corridor is defined in Vermont statute as follows:

"River Corridor" means the land area adjacent to a river that is required to accommodate the dimensions, slope, planform, and buffer of the naturally stable channel and that is necessary for the natural maintenance or natural restoration of a dynamic equilibrium condition, as that term is defined in section 1422 of this title, and for minimization of fluvial erosion hazards, as delineated by the Agency of Natural Resources in accordance with river corridor protection procedures. 10 V.S.A. Chapter 32 § 752.

In Vermont, most flood-related damage occurs outside the Special Flood Hazard Areas. Much of the damage is due to the erosive power of water causing damage to critical public infrastructure such as roads, bridges, and water-wastewater facilities. Homes, businesses, and community

buildings have also been damaged by fluvial erosion. Where stream meanders are confined by human activity, streams fall out of an equilibrium condition and become steepened, straighter, and more erosive. The more powerful the streamflow, the higher the risk for damage.

Today, most streams in Vermont are not in an equilibrium condition, because riparian development, channelization practices, and other historic land uses have prevented the river from assuming its most stable natural shape (meander pattern, slope, channel width and depth, sediment bars, etc.).

Springfield can choose to limit additional encroachment within the mapped River Corridor. Doing so can help streams dissipate erosive energy in undeveloped areas and help prevent flood damage to existing riparian development from progressing. On the other hand, it is important to note that while the River Corridor protects the stream's ability to establish and maintain equilibrium, the boundaries of the River Corridor do not predict where the stream will go. The River Corridor is not a predictive model, and in response to existing encroachments and recent channelization practices, most streams in Vermont are not in a dynamic equilibrium condition.

The river corridor includes both the channel and the adjacent land. The zone aims to identify the space a river needs to re-establish and maintain stable "equilibrium" conditions. In other words, if the river has access to the floodplain and meander area, the dangers of fluvial erosion can be reduced over time. River corridor maps are delineated based on a scientific, location-specific assessment of a river's geomorphic (or physical) condition.

The Vermont Rivers Program has designed protocols to evaluate river conditions. The data are used to map meander belt widths. One can think of this belt width as the particular "wobble room" a river needs to find its most stable path down the valley, while efficiently moving and storing its sediment load. The shape and width of the meander belt vary with valley shape, surficial geology (e.g., bedrock, glacial lake sand), and the natural channel length, slope, and width. The lower the slope and the broader the valley, the more sinuous a river will likely be, in a natural setting. Rivers that have been historically straightened or encroached upon lose their natural stability when they lose their meanders and floodplain access. Given appropriate lateral space, an unstable river can eventually develop a stable meander pattern. Meanders may shift within the corridor over time, but the river will be less susceptible to dramatic channel adjustments and accelerated erosion.

Designated Areas to be Protected

In accordance with the Act, the following areas of Springfield are designated for their role in reducing the risk of flood damage to infrastructure and improved property.

Flood Hazard Areas

Areas in Springfield that are particularly at risk of inundation flooding (i.e., Special Flood Hazard Areas) are shown on the Flood Insurance Rate Maps (FIRMs) issued by the Federal Emergency Management Agency (FEMA) National Flood Insurance Program (NFIP). Hard copies of those maps are available in the Town Offices. Maps are also available through FEMA's online Flood Map

Service Center. Digital FIRM data can also be viewed through ANR's Natural Resources Atlas or the Flood Ready Vermont websites.

The FIRMs may not be exact, but they delineate calculated flood risk areas, and FIRMs are the standard for delineating the areas subject to flood regulation enforcement, unless officially amended through the Letter of Map Amendment (LOMA) process with FEMA. It is worth noting that FEMA is in the process of updating and refining the FIRMs as of the adoption date of this Plan.

The following summarizes structures in Springfield at risk in these identified flood hazard areas:

1. 69 structures are located within SFHAs.
2. 30% of those structures are within the floodway and 70% are within the floodplain.
3. 6 critical or public structures are within SFHA.
4. Flood insurance policies cover 23 structures.

While other portions of the Town may be at risk of flooding, they are not mapped. Town buffer requirements help to prevent new structures from being built too close to smaller streams that do not have mapped flood zones but are subject to periodic flooding. Flooding from ice jams and flash flooding are also concerns.

Community eligibility to purchase flood insurance through the NFIP depends on local adoption of NFIP-compliant flood regulations that limit certain types of development in floodways and SFHAs. In 2022, Springfield adopted a modified version of the 2018 ANR model flood regulations in its Zoning Ordinance. Those regulations are NFIP-compliant.

River Corridors

River Corridors (RC) include both the channel and the adjacent land. Rivers are dynamic and, as a result, development located too close to river/stream banks is at risk of potential bank erosion and/or planform adjustment (channel migration). The River Corridor depicts the portions of land at risk of this type of fluvial erosion damage. The mapping data can also be found on the ANR Atlas and Flood Ready Vermont websites referenced above.

Lands Adjacent to Streams

Special Flood Hazard Areas are designated along the larger rivers and streams in Springfield. Flooding is possible along all other watercourses where SFHAs are not designated. Therefore, Springfield's Zoning Bylaws include buffer and setback provisions along watercourses to improve water quality and mitigate erosion and prevent development from occurring too close to stream banks, which put them at greater risk of flooding or fluvial erosion. Properties subject to Act 250 review are generally required to follow State buffer requirements, which range between 100 and 50 feet from the top of the bank. Springfield has a regulated 25-foot buffer, which it deems sufficient and does not accept the necessity of ANR's much broader buffer.

As noted above, the water quality and flood resilience benefits of buffers along water courses are important. However, equally important is to allow for some exemptions to the buffer

standards to allow for recreational uses (e.g., water access, multi-use paths), water crossings (e.g., roads, driveways, and utilities), and management activities (e.g., removal of hazardous trees, eradicating exotic invasive species or contaminated soil remediation).

Wetlands

Wetlands serve several important functions, including floodwater retention. Maintaining this functionality of wetlands can contribute toward mitigating flooding impacts in Springfield. The *Vermont Wetland Rules* apply to all applicable important wetlands of the State. Springfield's Zoning Bylaws include a 25-foot buffer provision for all Class 3 wetlands. The major functional values of wetlands are:

1. Storage of flood water and stormwater runoff.
2. Protection of surface and groundwater through filtration of pollutants.
3. Habitat for fish, wildlife, migratory birds, hydrophytic vegetation, and RTE species.
4. Specialized, seasonal breeding habitat (such as vernal pools).
5. Natural science education and research.
6. Recreational value; open space; aesthetics; and
7. Erosion control through binding and stabilizing of the soil.

Upland Forests

Maintaining an adequate forest cover in rural upland areas and steep slope areas helps to maximize the infiltration of water into the soil and minimizes or slows stormwater runoff in ways that mitigate flooding hazards to downstream locations. Properly managing stormwater in these upland areas during forestry operations and in concert with any development will help contribute toward community flood resilience. The Springfield Zoning Bylaws include low- to very low-density standards in many upland areas (i.e., LR-10 and LR-25 zoning districts), and steep slope provisions that help achieve this upland forest functionality. There are a lot of springs in Springfield, which makes reviewing subdivision applications for adequate stormwater management critically important. However, these provisions should be evaluated, and possible modifications considered (e.g., stormwater standards, encouraging low-impact development, green infrastructure).

Other Flooding Considerations

Dam Failure

The United States Army Corps of Engineers (USACE) maintains a series of flood control dams within the Connecticut River watershed, including the North Springfield Dam. The North Springfield Dam created an impoundment area of 2,000-acre feet. It is classified as a "high hazard" structure given that loss of life is probable in the event of dam failure. However, the dam is subject to routine inspection and its structural condition remains sound. The inundation area for the North Springfield dam has also been mapped. The entire Black River corridor would be impacted by dam failure. In addition, the town owns another high-hazard dam in Weathersfield. There are ongoing efforts to remove the obsolete dam.

Ice Jams

Ice Jams occur during winter and spring months when river ice begins to break up and flow downstream. Ice flows can build up against bridge abutments or other obstructions and create a temporary dam, impounding large volumes of water that have the potential to flood the surrounding areas and damage infrastructure. The most devastating winter floods have been associated with heavy rainfall, warming temperatures, rapid snowmelt, and the resulting ice jams. Winter weather with less than average snowfall can result in greater ice build-up on streams and rivers, potentially resulting in greater ice jam damage. Ice jams threaten many of the same properties as inundation flooding and the damage can be expected to be similar.

Flash Flooding

Flash flooding events are rapid onset events that often result from stagnant or slow-moving thunderstorms as well as from the passage of a series of thunderstorms over the same area. Such high-intensity and long-duration events produce large amounts of precipitation. These precipitation amounts can quickly exceed bank-full widths along rivers and streams, trigger mass movements (such as landslides and mudslides), sweep away unattached structures (e.g., mobile homes), and carve new river channels into unstable riverbanks.” High-intensity rain events that result in flood and erosion damages are becoming much more common with changing climate patterns.

Areas of Local Concern

The Planning Commission identified the following local areas of concern for flooding risk, because of past flooding conditions or proximity of existing development and flood or erosion zones:

Areas of inundation flooding concern:

1. Mineral Street
2. Gulf Street

Areas of fluvial erosion and drainage concern:

1. Seavers Brook Road
2. Boynton Drive / Lealand Ave
3. Merrill Street to Olive Street
4. Bailey Street to Union Street
5. Cooper Street / Autumn Street to Union Street
6. Woodland Development / Brier Brook Lane / Pinewood Ave
7. Hunter Street / South Street

Goals and Objectives

1. **Promote flood resiliency to protect lives and property.**
 - Amend the Land Use Development Regulations with improved river corridors, riparian buffers, wetlands, and stormwater management standards. (2024-2027)
 - Obtain Vermont’s Emergency Relief and Assistance Fund’s lowest local cost-share rating. (2024-)

- Prioritize buyouts and land conservation for properties in the FEMA-regulated flood plains. Submit eligible applications to Vermont Emergency Management for one buyout per year. (2024-)
 - Develop land use development regulations and transportation policies that eliminate stormwater discharges onto public highways and rights-of-way. (2024-2026)
 - Eliminate the storage of important public records in flood-prone locations. (2024-2025)
- 2. Educate citizens on protecting watersheds, flood preparation, and flood recovery.**
- Support professional competency in floodplain management by requiring Planning & Zoning staff to maintain ASFPM Certified Floodplain Managers certification. (2024-)
 - Develop a comprehensive community floodplain management program and enroll in the FEMA Community Rating System. (2024-2025)

Chapter 13 – Health

Improving the built environment in ways that promote active living, healthy eating, social and mental health, and safe environmental conditions benefits community health. It is important to prioritize planning for health in all policies and to emphasize health as a priority.

Many other Town Plan chapters impact public health, including green space preservation, clean water, promotion of active transportation methods such as biking and walking, and design of new development to promote social and community interaction and support local and healthy food. This chapter addresses Springfield’s present assets and recommends the development of future assets for the good health of Springfield residents.

The Vermont Department of Health defines public health and wellness as a high priority. The state assesses the social determinants of health and actively monitors health disparities and inequities among distressed populations. These data, often based on surveys of youth and adult populations, are available online at their website.

Basic Needs

Basic needs are the core elements that one needs to survive. Basic needs are outlined in this chapter as housing, food, healthcare, transportation, broadband, and arts and culture. The Town of Springfield has several organizations, resources, and facilities engaged in various activities to meet residents’ basic needs. These include full-time fire and paramedic services; a critical access hospital; a community health team that includes transportation assistance; medical, vision, and dental clinics; two state-designated developmental services agencies; exercise and physical fitness centers; nursing homes; assisted living facilities; a food shelf and meal delivery programs; a School District Wellness Committee; and a robust farming industry.

Housing

According to the Centers for Disease Control and Prevention (CDC), access to safe and affordable housing has a significant and lasting effect on a person’s physical and mental health. With the population of the Town and region growing increasingly older, this is especially important.

Springfield has an older housing stock, with over 80% of homes built before 1980. This can pose health risks, such as exposure to asbestos, mold, and lead. Exposure can be even more damaging to children and can lead to permanent developmental problems. Asbestos exposure is tied to different types of cancers and complications in a person’s lungs. Health hazards are found at a much higher rate in the lower-income housing stock.

30% of Springfield households are cost-burdened, meaning over 30% of household income is spent on housing costs. Additionally, the town has over 400 subsidized housing units, indicating a need for more affordable housing. (Directory of Affordable Rental Housing, VHFA Housing Data). Housing affordability is tied to health because often if a person spends over 30% of their income on rent or a mortgage, they will struggle with the other costs of living that are imperative to their health and wellbeing. A person who struggles with housing costs can struggle with

affording healthy and fresh food, medical care, and other basic needs. People struggling with housing affordability are also more likely to have stress-related conditions; stable housing indicates better health and well-being (“Housing is Health: Building on Vermont’s Pandemic Success to Advance Health Equity, Dartmouth College”).

Food

Access to healthy food options is vital to a person’s ability to create and maintain a healthy lifestyle. The same data that ties food access to health also suggests that a positive change in the local food environment can improve a person’s diet.

Approximately 10% of the Windsor County population has struggled with food security within the past year, according to the 2022 Springfield Community Health Needs Assessment Report. In addition to larger programs such as Supplemental Nutrition Assistance Program (SNAP), the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC), and 3SquaresVT, several other local resources are available in Springfield for residents who are struggling. For example, the Springfield Family Center operates a food shelf and provides take-out community meals. Springfield Family Center collaborated with North Star Health's Lifestyle medicine to bring awareness on how food can be used as medicine to treat chronic health conditions. For seniors, Meals on Wheels of Greater Springfield regularly provides meals for those who are unable to leave their homes or prepare their own food.

Healthy and local food is available for purchase at the Springfield Farmer’s Market, which features seasonal produce, bread, meats, and other local items. Residents can also find healthy, local foods at the Springfield Food Co-Op, Blais Farm (which accepts SNAP/EBT), and Eureka Organic Farm.

Health Care

Healthcare facilities are essential in the prevention, treatment, and management of illness, and in the preservation of mental and physical well-being through the services that they offer. Access to healthcare has been shown to prevent premature death, increase the overall quality of a person’s life, and detect and prevent illness and disease.

In 2022, the Springfield Community Health Needs Assessment team distributed community resident surveys, which identified the following top three urgent health needs in the community.

1. Cost of health insurance
2. Cost of health care services
3. Cost of prescription drugs

The Springfield Community Health Needs Assessment team also reports that 4% of Springfield residents do not have health care coverage, 31% have Medicare coverage, 27% have Medicaid coverage, and 4% have VA health care coverage.

Springfield Hospital serves the following towns in the MARC region: Reading, Cavendish, Baltimore, Ludlow, Andover, Chester, and Springfield. North Star Health, another federally

qualified health center, operates three health centers: Springfield Health Center, Edgar May Health and Recreation Center, and North Star Vision. Other available health services include Springfield Health and Rehabilitation Center, Turning Point Recovery Center, Healthcare and Rehabilitation Services of Southeastern Vermont, Lincoln Street Incorporated, and Adult Daycare.

Active Transportation

Transportation services are fundamental to a healthy community. Improvements in transportation infrastructure can be an element that positively impacts individual and community health. According to Smart Growth America, sidewalks and bike lanes that make people feel safe can increase active transportation, especially for people who use a wheelchair or have limited mobility.

The Town of Springfield is committed to supporting active living. The Springfield Community Health Team Transportation Committee and the Springfield Trails, Greenways, Byways, and Rural Economy Advisory Committee worked with the Mount Ascutney Regional Commission to create the 2020 Active Transportation Plan for Southern Windsor County. The plan identified physical improvements that can be made to create walkable and bikeable downtowns. Improvements recommended for Springfield include installing bicycle crossings, widening road shoulders, and improving pedestrian accommodations. For example, the Toonerville Trail is a 3-mile multi-use path for bicyclists and pedestrians. It does not currently connect residential neighborhoods in the downtown, but a planned expansion project is in development. The Town also has long-term plans for a cross-town bicycle facility.

Safe and attractive facilities that support active living (sidewalks, bike lanes, trails, recreation, open space) also support Springfield's economic growth and development. Local events such as the Springfield Dam Run and the Edgar May Thanksgiving 5K support community health and the downtown economy.

Quality Sustainable Environments

Quality sustainable environments are outlined in this chapter as they pertain to clean air and water, brownfield remediation, green infrastructure, a healthy tree canopy, access to public parks and trails, noise pollution, and the built environment.

While brownfields are discussed in the Economic Development Chapter, they significantly impact community health due to contamination from former industrial or commercial land uses. Brownfield contamination poses environmental health risks.

Economic and Social Development

Economic and social development are outlined in this chapter as they pertain to safe communities free of crime and violence, steady and reliable income, education, and employment. According to the 2022 Springfield Area Community Health Needs Assessment (CNHA) Report, the median household income in Springfield is \$46,391. Over 20% of households

are under the poverty level. Income plays a major role in people’s health; higher income is related to better health incomes and lower health risks.

The report also estimates that 21% of the population in Windsor County experiences excessive drinking and substance misuse. Substance misuse is associated with a complex range of negative health consequences, such as chronic disease. It is also associated with destructive social conditions like lower prosperity and crime.

Therefore, economic, and social development supports access and opportunity for financial growth and stability. With support from the Vermont Department of Health, The Collaborative, the Mt. Ascutney Prevention Partnership, Turning Point, and other organizations, towns in Vermont are exploring potential policy and ordinance options to address social health issues such as substance misuse.

Springfield is committed to creating a culture of inclusion and access for all our citizens, businesses, and visitors. The Town will strive and work together to enact inclusive policies, build stronger community relationships, and improve business opportunities.

Additional data and information can be found in the 2022 Springfield Area Community Health Needs Assessment Report.

Goals and Objectives

1. Promote physical, mental, and social health.

- Participate in community events to raise awareness of home testing programs that promote life safety and livability. (2024-)
- Support the Springfield School District 56 Wellness Committee and local healthcare providers in assuring equitable youth access to medical and dental care. (2024-)
- Amend the land use development and transportation ordinances to support a ‘walkable community’ with complete streets and multimodal access to parks and recreational facilities. (2024-2027)
- Coordinate regular meetings with health, housing, and substance abuse organizations to assess community mental health. Coordinate with and implement three projects per year that address mental health. (2024-)
- Prioritize investments and collaborations for all recreational programs and facilities. Conduct this work with the Springfield School District 56, Parks and Recreation Department, Edgar May Health and Recreation Center, and regional health centers. (2026-2029)
- Implement Inclusion Implementation Committee recommendations for inclusivity, health, safety, and wellness. (2024-)
- Market Springfield and coordinate this marketing with community health and wellness organizations to achieve the status of being one of the Top 10 desirable towns in Vermont (2024-2027).

Chapter 14 - Implementation and Relationship to other Plans

The Town Plan serves as a guide for the future planning efforts of the Planning Commission and local officials. The Plan can also be used to justify and prioritize using state and federal funds for community development, transportation improvements, natural resource protection and management, and other investments. In addition, Act 250 requires that developers show that projects conform to local and regional plans.

The goals and objectives for implementing the Springfield Town Plan are included at the end of each chapter. The following activities are the highest priorities:

1. Update zoning bylaws and subdivision regulations to reflect the revised goals and objectives outlined in the Town Plan. (2024-2026)
2. Enact a top-level commitment to bring all town buildings into compliance with the federal law concerning the Americans with Disabilities Act of 1990.
3. Participate in state and regional programs to address Vermont's housing crisis (2024-).

At its regular meeting in December, the Planning Commission shall review and assess how the Town Plan's goals and objectives are being implemented. If needed, the Planning Commission will revise verbiage in the recommendations that prove impractical to measure. The Planning Commission will then follow the statutory process for a town plan readoption.

The Town Plan refers to specific benchmarks such as increasing tourism or adding mix-use development by specific numbers. These recommendations are prescriptive and the Planning Commission will be building tools to evaluate their implementation. In some cases, it may be impractical to measure, but this Town Plan takes a first step to move in that direction.

Relationship to Local and Regional Plans

Springfield is a commercial, industrial, health, and education hub serving the surrounding towns. The Town Plan focuses on local priorities, but on regional matters, Springfield must actively collaborate with the Mount Ascutney Regional Commission (MARC).

Neighboring Towns

Springfield is surrounded by the towns of Weathersfield, Chester, and Rockingham, and is located across the Connecticut River from Charlestown, New Hampshire. The Town of Baltimore shares only a corner with Springfield but sends students to Springfield schools because of its proximity. All the communities surrounding Springfield have town plans and zoning ordinances. None of these plans are considered to have significant substantial conflicts with the Springfield Town Plan.

Weathersfield has designated the area around Stoughton Pond and the Springfield Reservoir for recreation, and the land that encompasses the airport for institutional use. How Weathersfield treats the use of the land around the Hartness State Airport is vital to Springfield and close attention needs to be paid to the Weathersfield Plan and regulations for the Hartness State Airport area. Other areas that abut the boundaries of Springfield are designated for forest or agricultural use. These uses coincide with Springfield's goals for the northern part of town, which

has primarily been designated “forest” on the future land use map. The Town of Springfield owns the land surrounding the Springfield Reservoir as the reservoir is considered a theoretical municipal water source but is located within the Weathersfield town boundaries.

The Town of Chester’s Plan is also compatible. On the proposed future land use map for the town, the area that abuts the Town of Springfield is designated for residential use. As some of this abuts the Springfield Industrial Park, the use of Chester’s abutting land must be monitored. Chester shares Springfield’s planning concerns and their Town Plan goals are compatible with the Springfield Town Plan.

The Town of Rockingham’s plan for future land use does not conflict with the land use planned for Springfield on the southern end of town. In Rockingham, most land that borders Springfield is designated as rural residential or conservation lands. The Rockingham Town Plan acknowledges Springfield’s role as an employment center.

Springfield’s Role in the Region

Springfield is a regional center for many towns in southern Windsor and northern Windham County. The town has historically been a regional employment, government services, medical, and educational center for the region. Springfield Hospital serves southern Windsor and northern Windham County. The District 2 Environmental Commission and the Vermont Agency of Transportation Maintenance District 2 support the region.

The Regional Plan should support and complement this Town Plan's land use and development goals.

For community and economic development, the Town works with the Mount Ascutney Regional Commission (MARC), Springfield Regional Development Corporation (SRDC), Springfield on the Move (SOM), the Springfield Regional Chamber of Commerce, and Springfield802.

Appendix Map Guide

PDF Maps

- Current Land Use (Townwide and Downtown)
- Facilities and Utilities (Part 1 and Part 2)
- Future Land Use
- Transportation (Main and Networks)

Online Mapping Tools

VT Culverts: <https://www.vtculverts.org/>

Visit web application to view Bridge and Culvert locations and inventory status.

VT Transportation Resilience Planning Tool: <https://roadfloodresilience.vermont.gov/#/map>

Visit web application to view road, bridge, and culvert vulnerability and criticality; and mitigation strategies to reduce risk.

VT Agency of Natural Resources Atlas: <https://anrmaps.vermont.gov/websites/anra5/>

Using the “Filter Layers...” search box, the following layers are available to view:

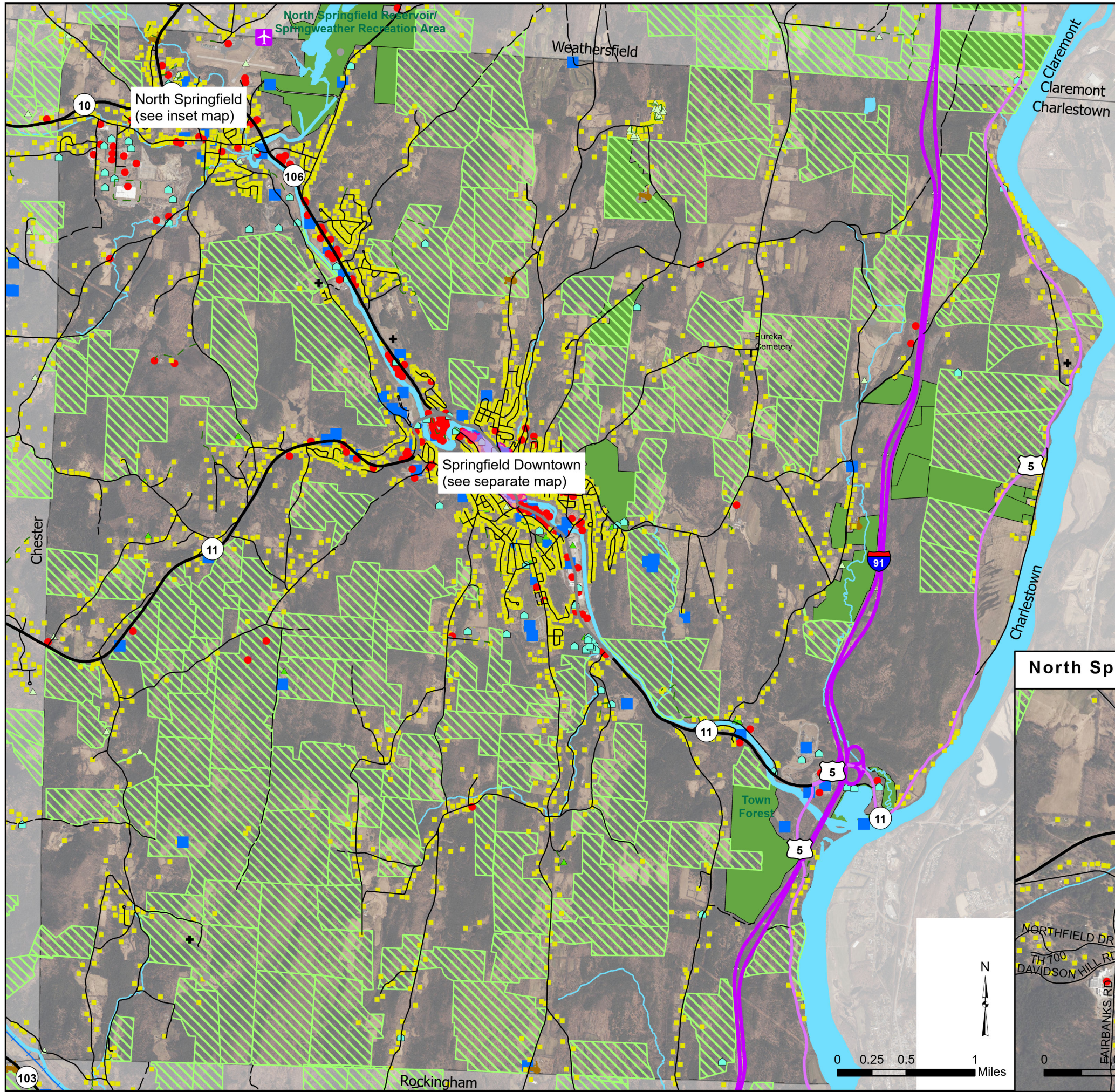
- Parcels
- Railroads
- Dams
- River Corridors
- DFIRM Floodways
- Flood Hazard Areas (Only FEMA-digitized data)
- Ground Water SPA (Source Protection Area)
- Contours – VCGI Map Service
- Slope
- Soils – Prime Agricultural
- Rare Threatened and Endangered Species
- Deer Wintering Areas

VT Agency of Natural Resources BioFinder: <https://anrmaps.vermont.gov/websites/BioFinder/>

Using the “Filter Layers...” search box, the following layers are available to view:

- Interior Forest Blocks
- Connectivity Blocks
- Riparian Wildlife Connectivity:
- Terrestrial Wildlife Road Crossings
- Riparian Wildlife Road Crossings

Current Land Use Map (Townwide) Town Plan 2023 (Adopted: _____) Town of Springfield, Vermont



- ▲ Other (building)
- Government and Community
- Residential
- Commercial
- ▲ Other (non-building)
- Accessory
- 🏡 Farm
- 🏠 Industrial
- 🏢 Downtown District Designation
- 🚊 Railroads
- ✈️ Airport
- ✚ Cemetery
- ▨ Current Use (UVA) Lands
- 🟦 Lakes and Ponds
- 🟦 Rivers and Streams
- 🟩 Protected Lands
- 🟪 Interstate
- 🟪 US Highway
- 🟪 State Highway
- 🟪 Class 1 Town Highway
- 🟪 Class 2 & 3 Town Highway
- 🟪 Class 4 Town Hwy & Legal Trail
- 🟪 Private Road

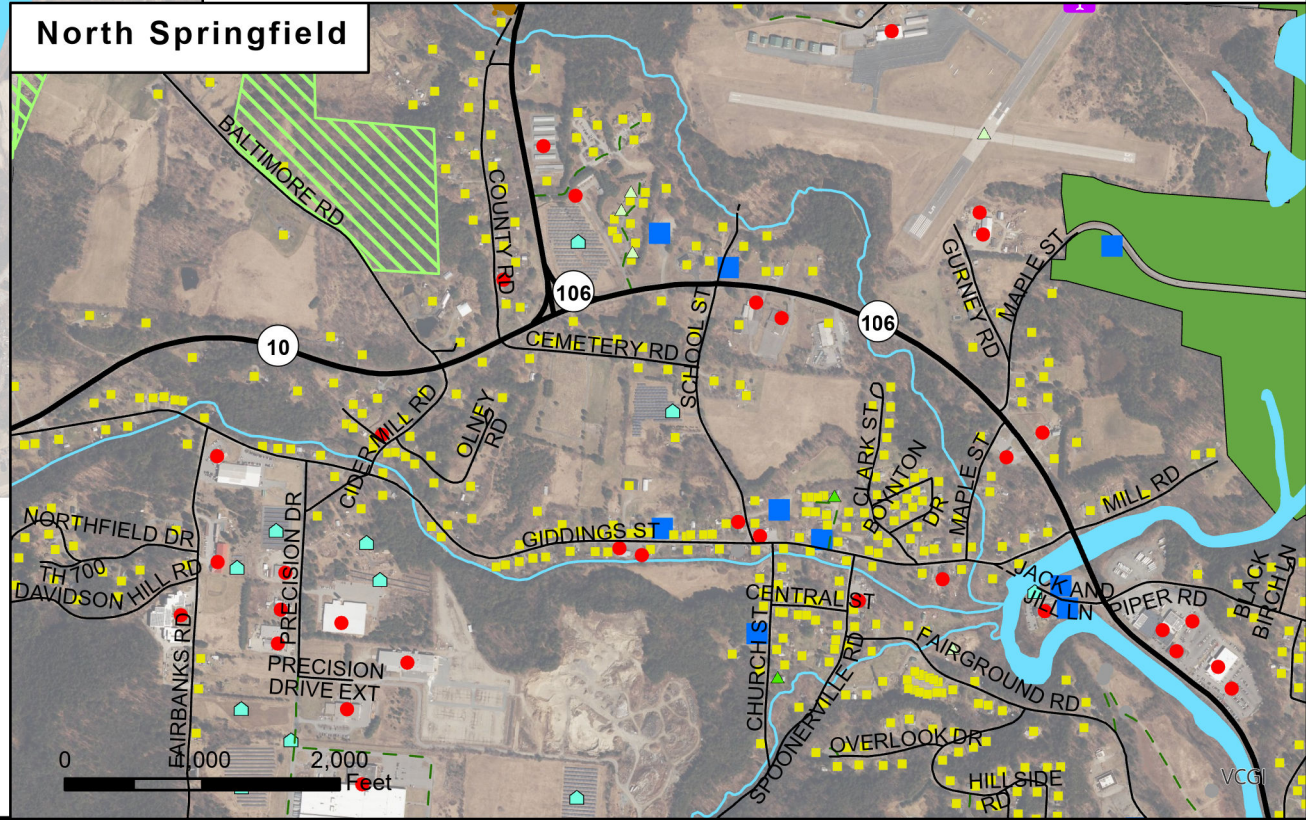
VT State Plane, Meters, NAD 83
Data depicted on this map are for planning purposes only and are based on best available information. Some of the data do not line up.



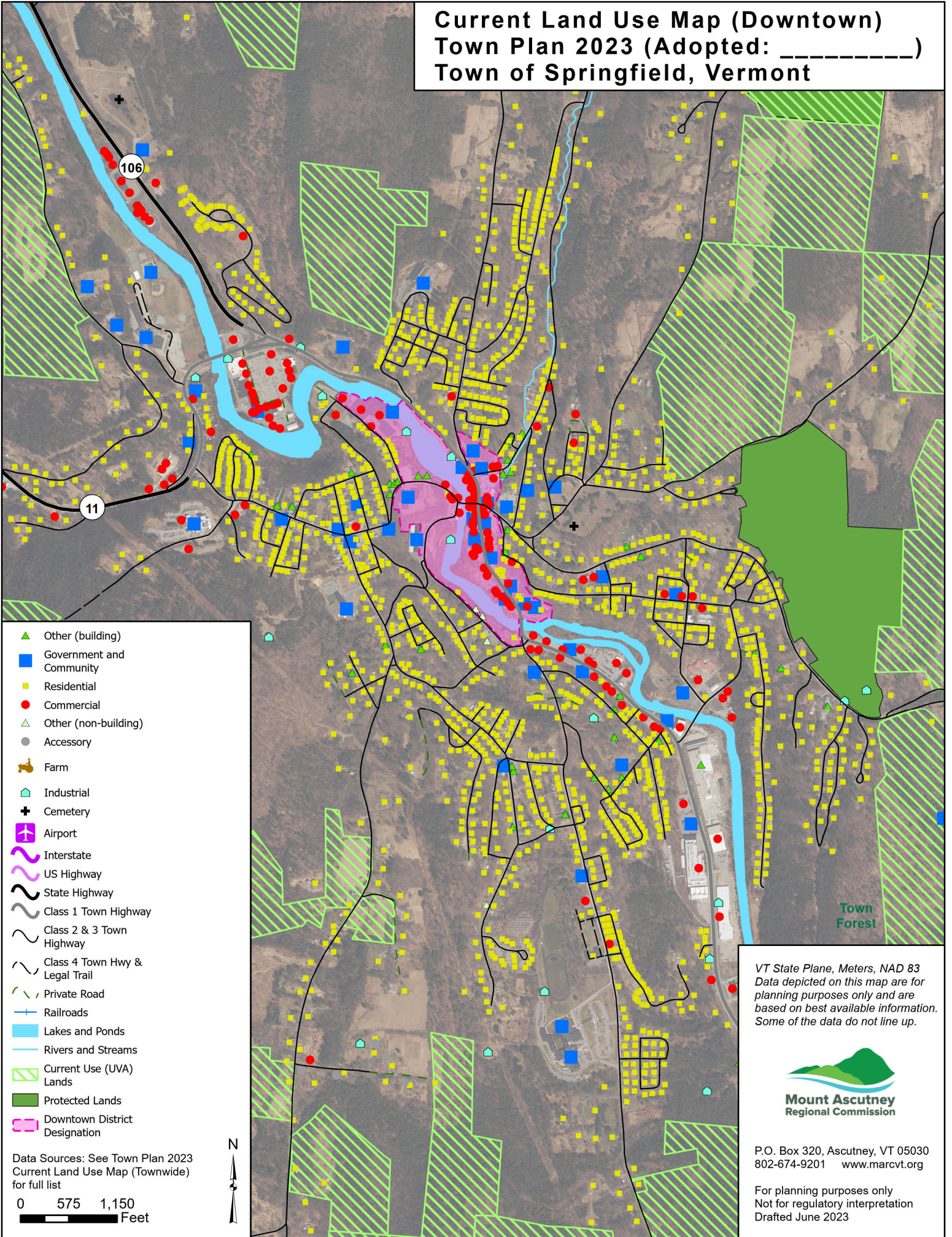
Data Sources:
Buildings (VT E911 2022), Cemeteries (VTrans 2001), Railroads (VTrans 2020), Protected Lands (VCGI 2019), Current Use Lands (VCGI 2016), Waterbodies (VCGI 2019), Road Centerlines (VTrans 2023), Airports (VCGI 2016), Designated Downtowns (ACCD 2017), Town Boundaries (VCGI 2016), Aerial Imagery (VCGI 2022).

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Current Land Use Map (Downtown) Town Plan 2023 (Adopted: _____) Town of Springfield, Vermont



- ▲ Other (building)
- Government and Community
- Residential
- Commercial
- ▲ Other (non-building)
- Accessory
- Farm
- Industrial
- + Cemetery
- ✈ Airport
- Interstate
- US Highway
- State Highway
- Class 1 Town Highway
- Class 2 & 3 Town Highway
- Class 4 Town Hwy & Legal Trail
- Private Road
- + Railroads
- Lakes and Ponds
- Rivers and Streams
- ▨ Current Use (UVA) Lands
- Protected Lands
- ▨ Downtown District Designation

Data Sources: See Town Plan 2023
Current Land Use Map (Townwide)
for full list



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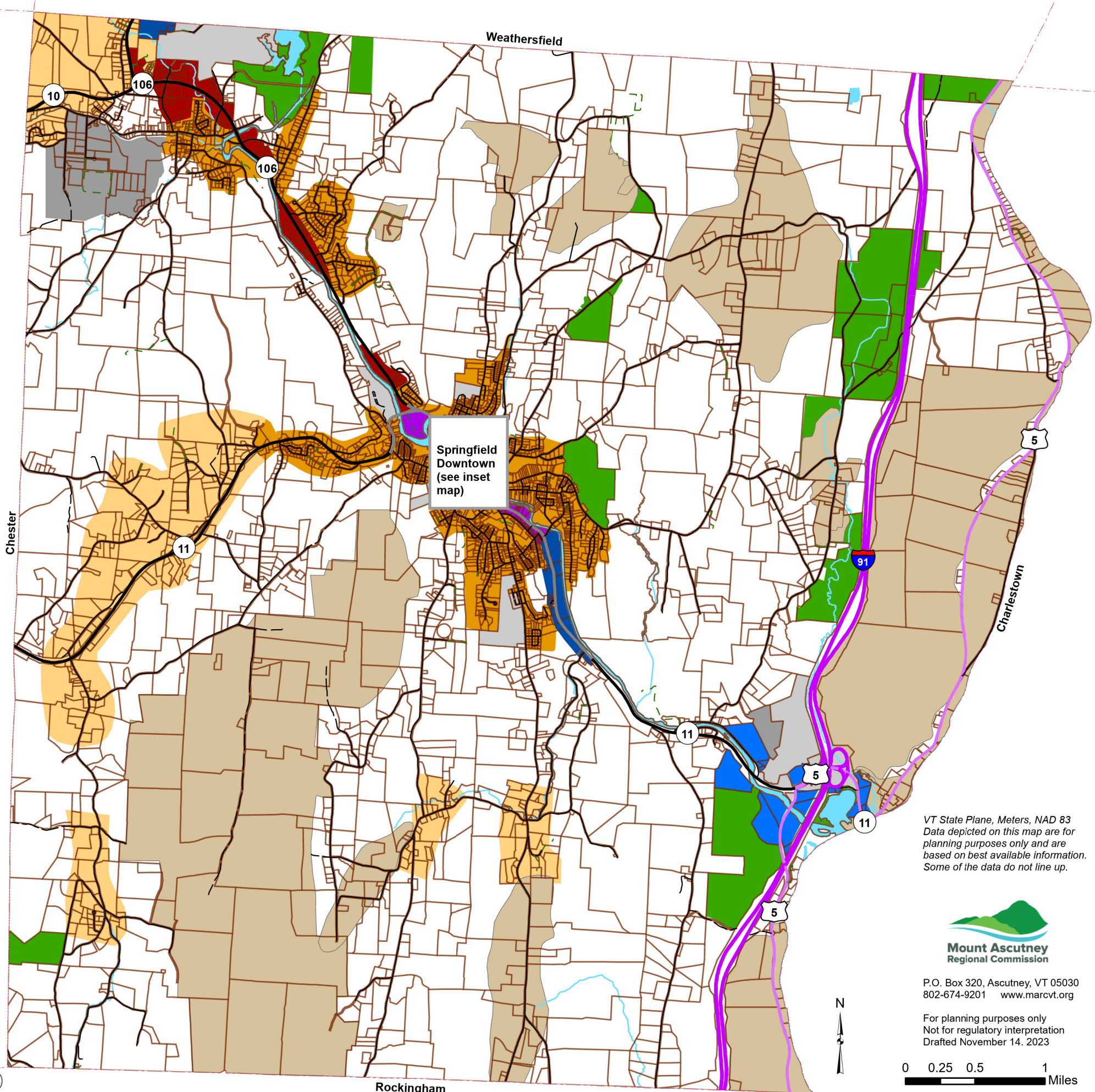


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Future Land Use Map Town Plan 2023 (Adopted: _____) Town of Springfield, Vermont

- Interstate
 - US Highway
 - State Highway
 - Class 1 Town Highway
 - Class 2 & 3 Town Highway
 - Class 4 Town Hwy & Legal Trail
 - Private Road
 - Lakes and Ponds
 - Rivers and Streams
 - Downtown District Designation
 - Parcels (2023)
 - Future Land Use**
 - Commercial/ Light Industrial
 - Conservation
 - Downtown Mixed Use
 - Industrial
 - Rural Residential
 - Medium Density Residential
 - High Density Residential
 - Working Lands
 - Institutional
 - Mixed Use
 - Interchange
 - TownBoundaryAndS**
 - TownName**
 - West Windsor;
 - Weathersfield;
 - Rockingham; Reading;
 - Plymouth; Ludlow;
 - Grafton; Claremont;
 - Chester; Charlestown;
 - Baltimore; Andover
- Data Sources: Future Land Use (MARC/Town 2023), Conserved Lands (ANR 2012, Upper Valley Land Trust 2013, UVM 2010), Waterbodies (VCGI 2019), Downtown District Boundary (MARC 2010), Road centerline (VTrans 2023), Parcels (VCGI 2023), Town Boundary (VCGI 2016).

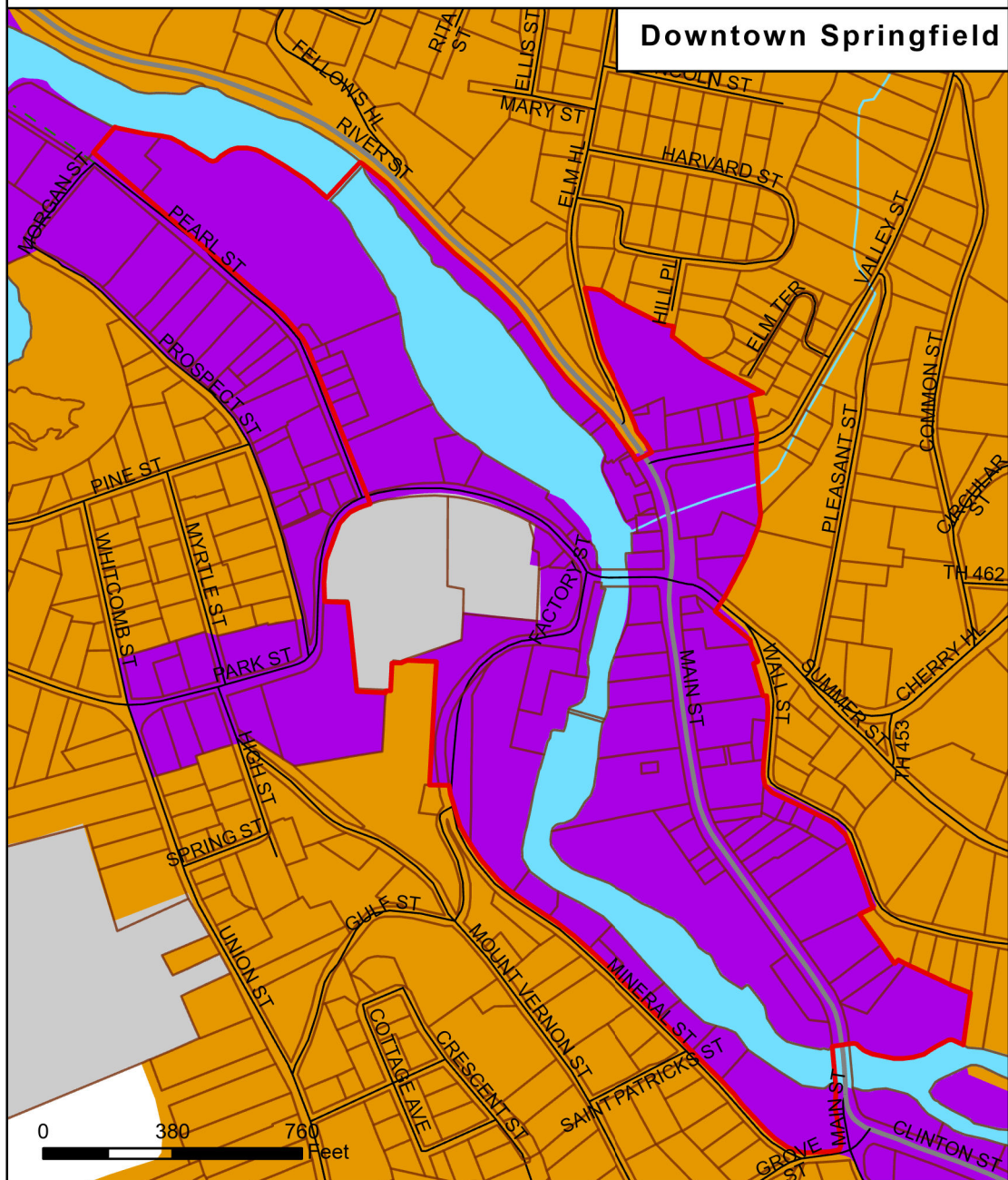
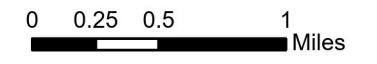


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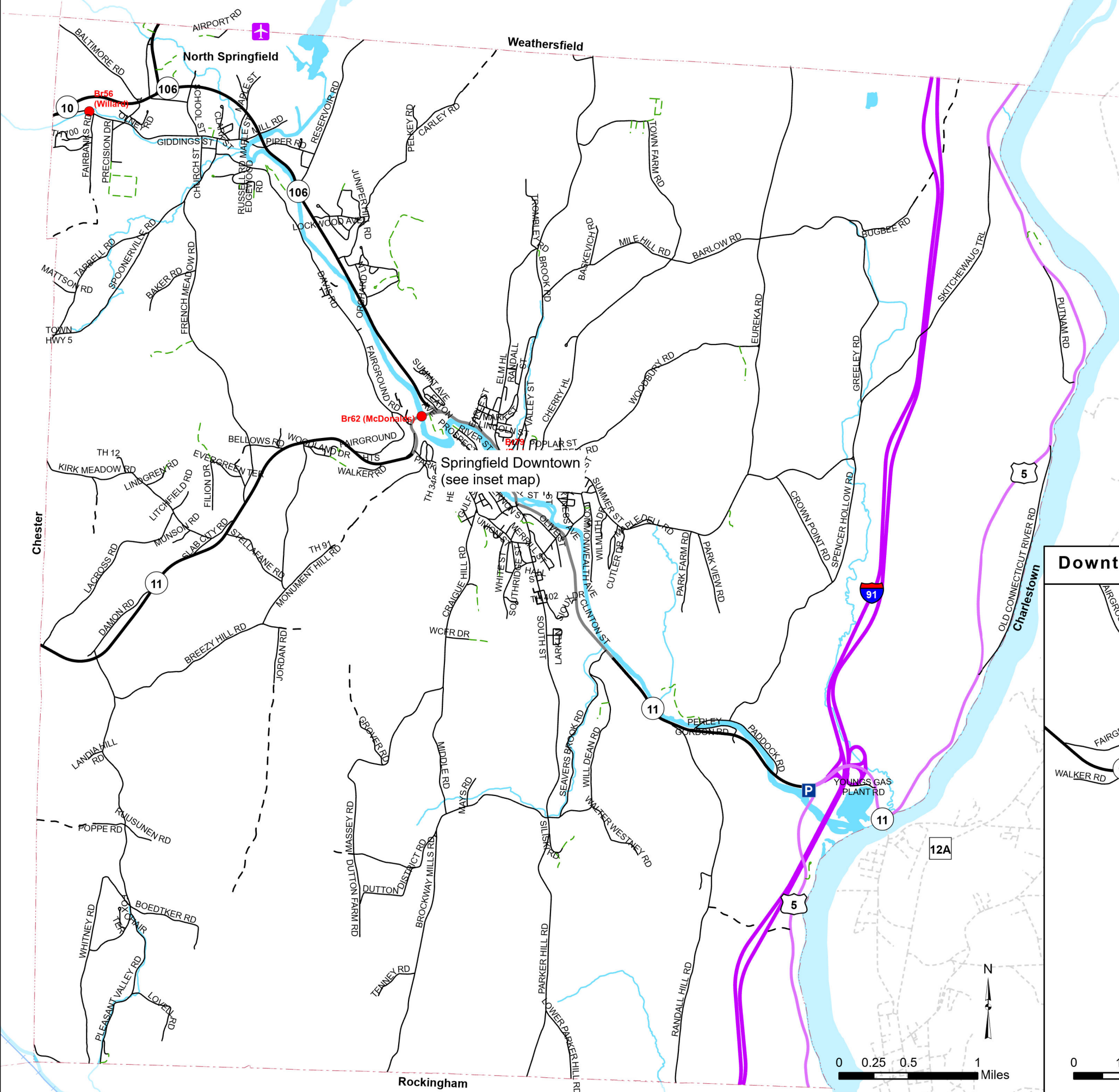


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Transportation Map (Main Map) Town Plan 2023 (Adopted: _____) Town of Springfield, Vermont



- P Park and Ride Lot
- Town bridge that needs major work
- All other major bridges
- ✈ Airport
- + Railroads
- ~ Interstate
- ~ US Highway
- ~ State Highway
- ~ Class 1 Town Highway
- ~ Class 2 and 3 Town Highway
- ~ Class 4 Town Hwy & Legal Trail
- ~ Private Road
- Lakes and Ponds
- Rivers and Streams
- Town Boundary

Notes:
Railroad just outside town boundary in Rockingham/ Grafton/ Chester.

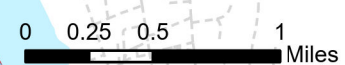
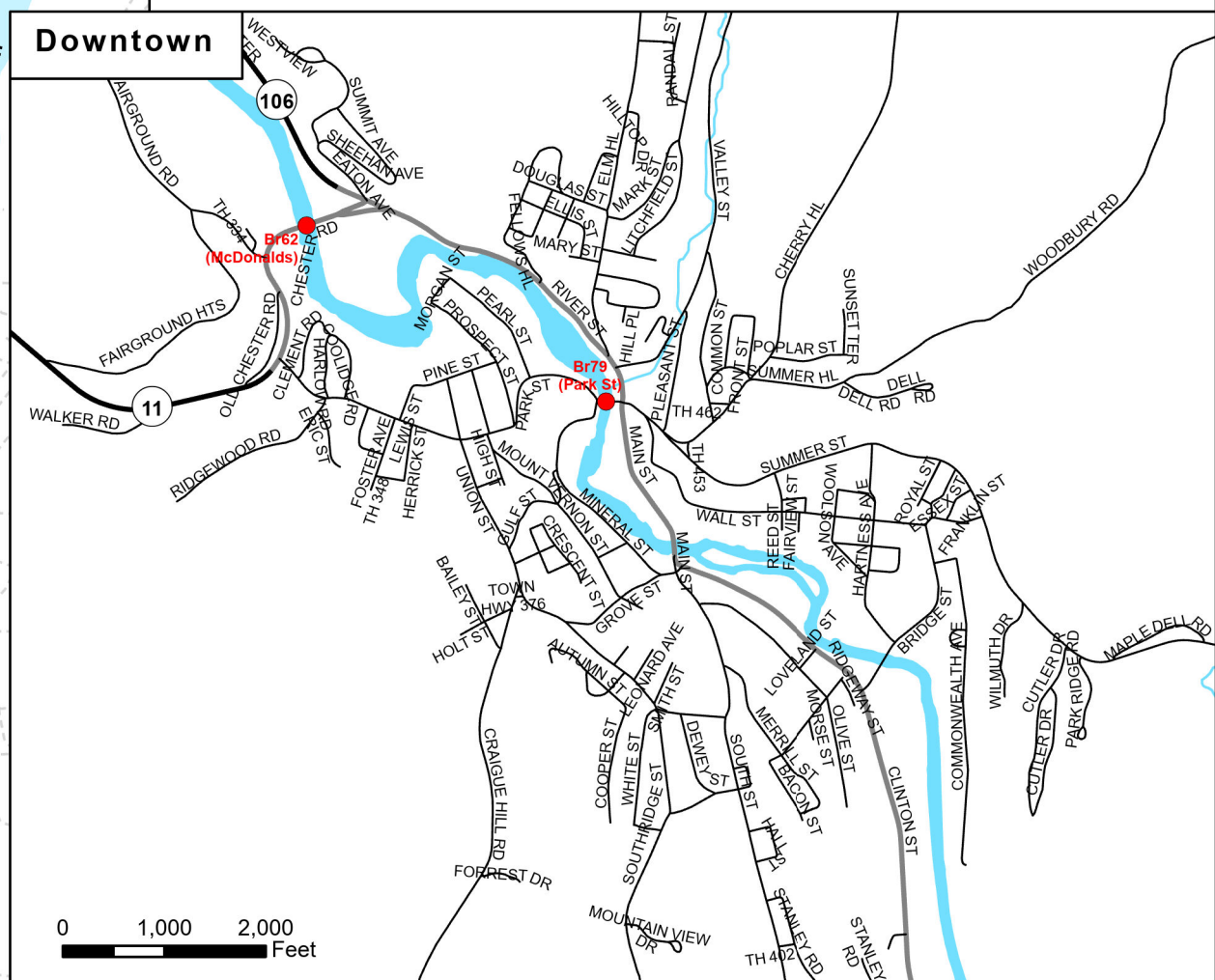
Data Sources:
Park and Ride Lots (Mount Ascutney Regional Commission (MARC) 2015),
Bridges (VT Agency of Transportation 2010 and MARC 2015),
Airport (VTrans 2016), Railroads (VTrans 2020), Waterbodies (VCGI 2019), Road centerline (VTrans 2021), Town Boundary (VCGI 2016)

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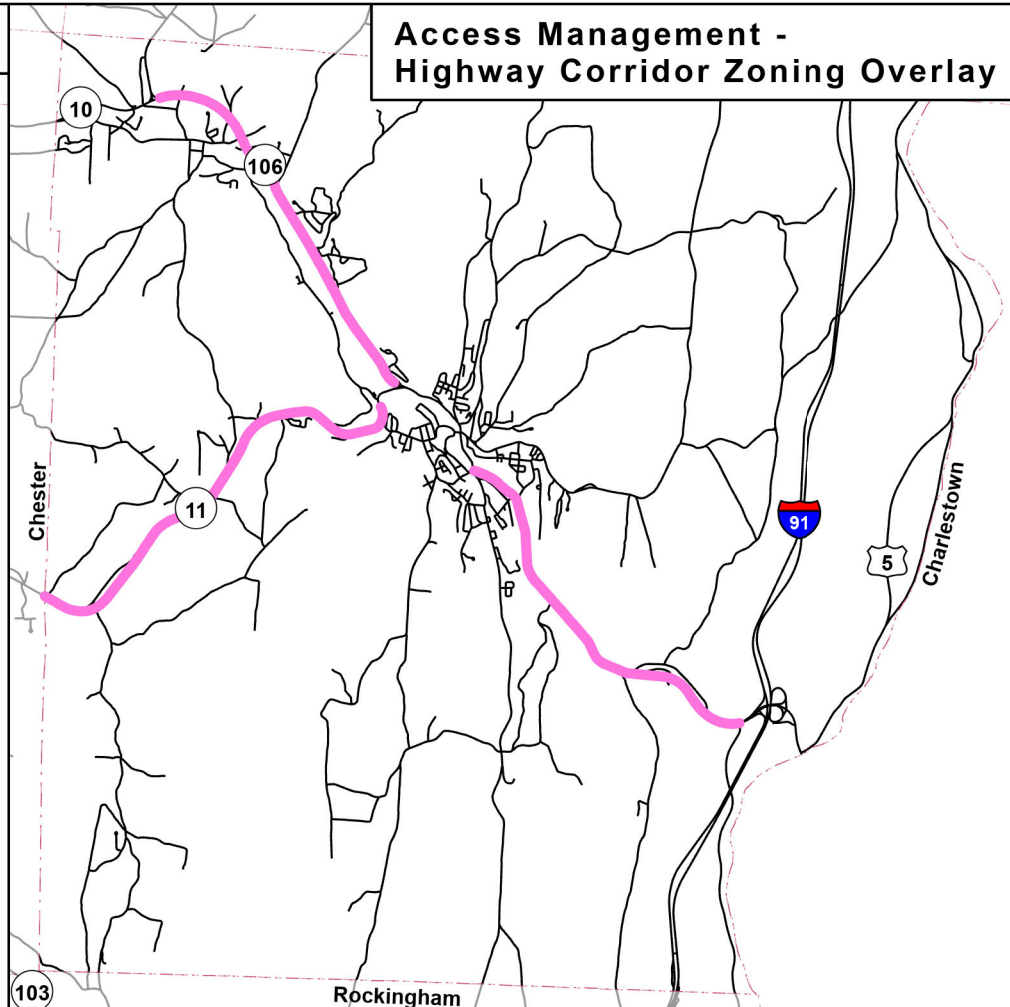
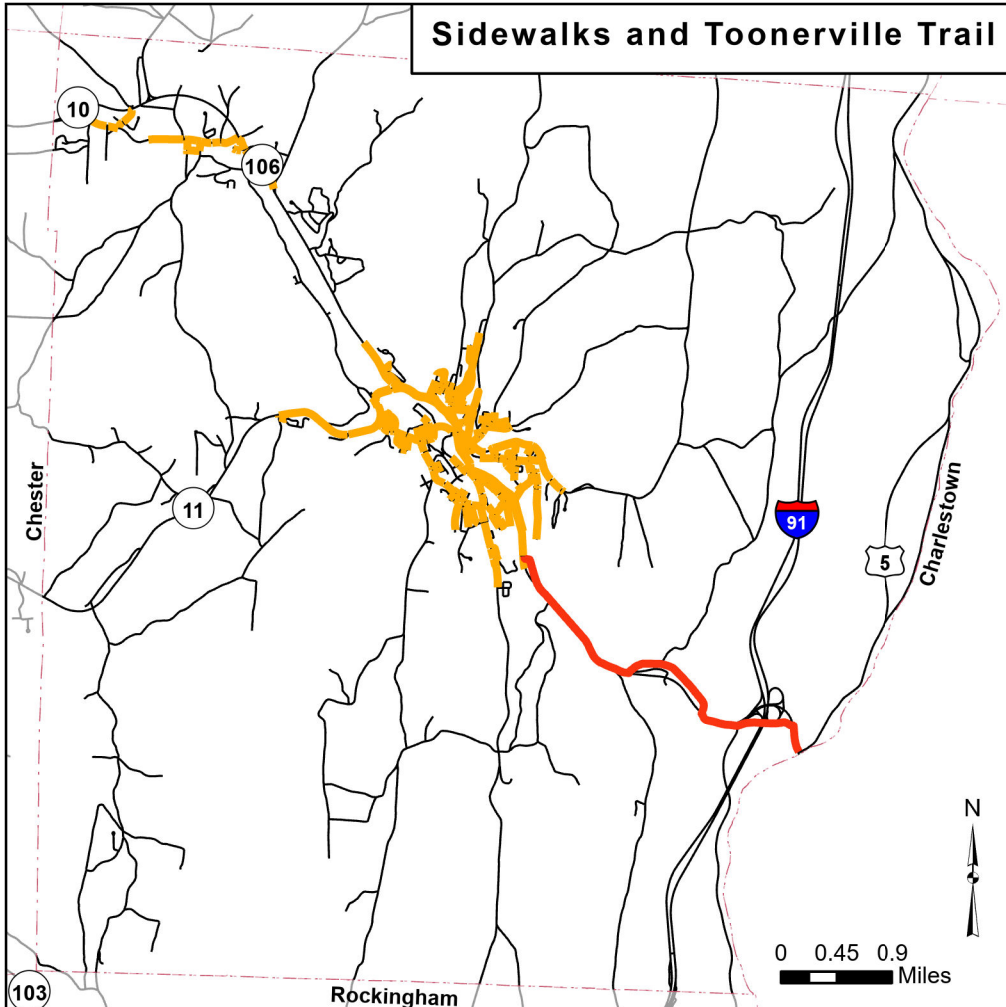


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**Transportation Map (Network Maps)
Town Plan 2023 (Adopted: _____)
Town of Springfield, Vermont**



- ▲ Bus Stop
- Park and Ride Lot
- ★ Traffic Signal
- 👤 Toonerville Trail (Multi-use Path)
- 👤 Sidewalk
- 👤 Bus Route
- 👤 Connecticut River Byway
- 👤 Highway Corridor Zoning Overlay District
- 👤 Rivers and Streams (Traffic signals map only)
- 👤 Lakes and Ponds (Traffic signals map only)
- 👤 Road
- 👤 Town Boundary

Notes:
Roads in New Hampshire are only shown on the Byway Map - where the Byway runs on both sides of the Connecticut River.

The Highway Corridor Overlay District (HCOD) depicted on this map follows the road centerline and includes a 150 foot buffer for readability purposes only. Please refer to the Springfield Zoning Bylaws for a complete description of the areas included in this overlay district as well as the district standards set forth.

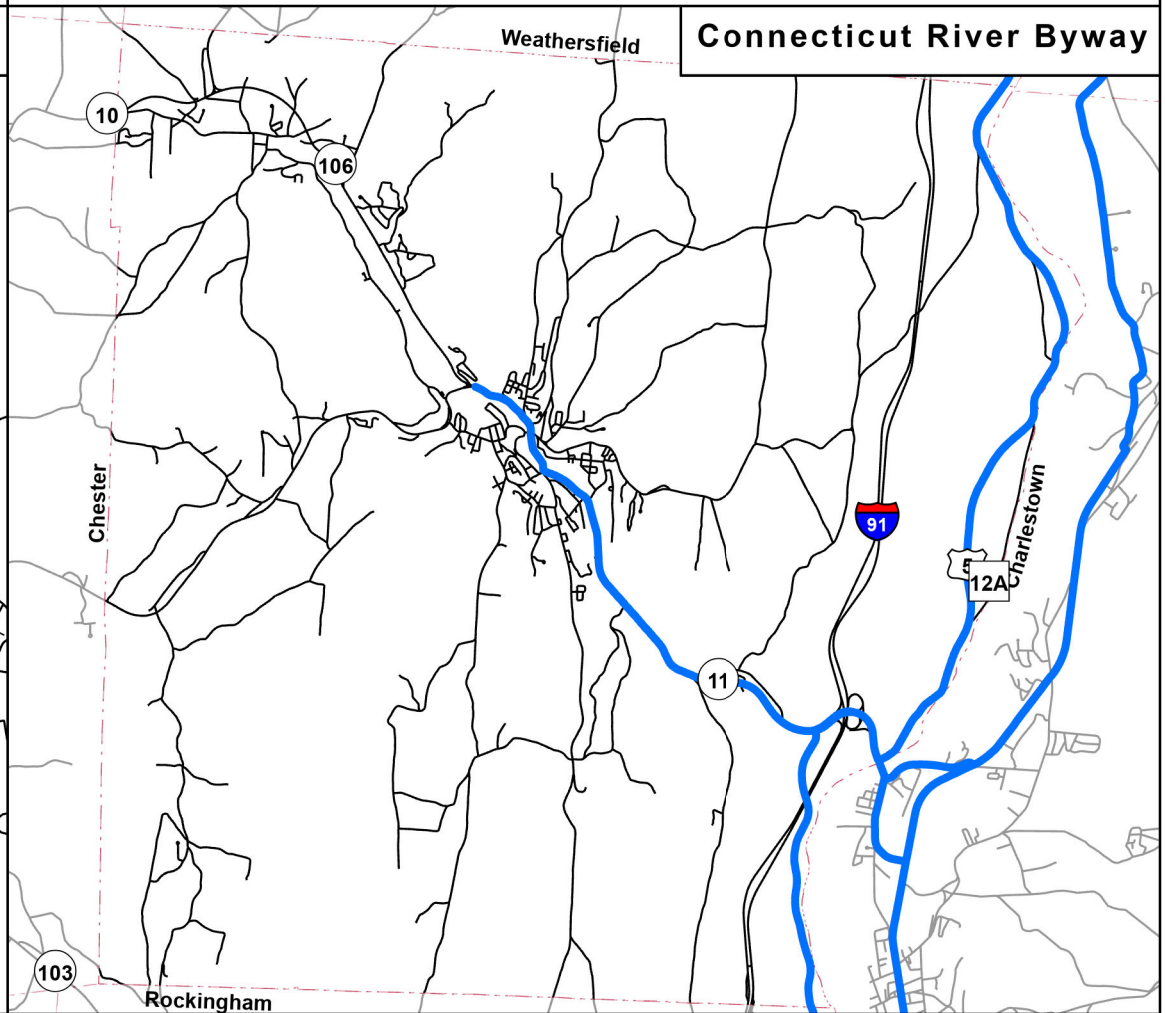
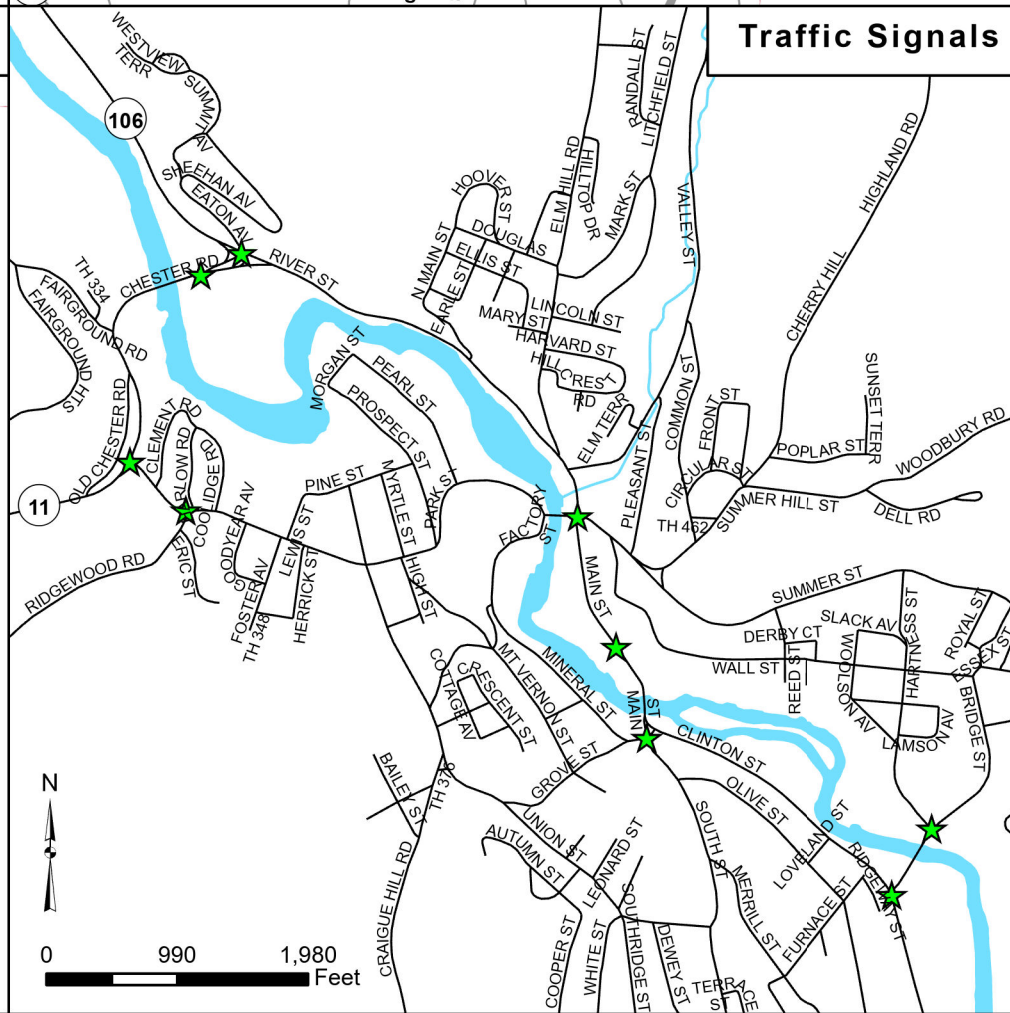
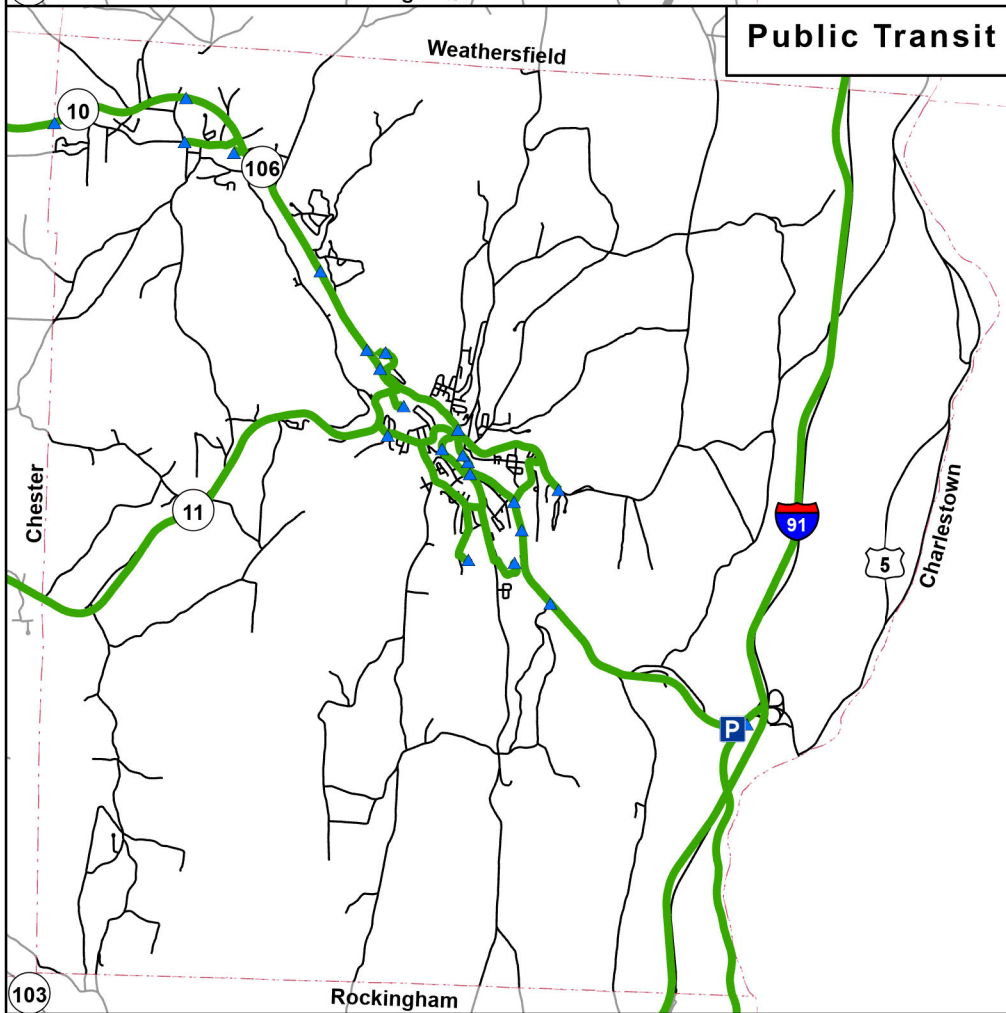
Data Sources:
Sidewalks (Mount Ascutney Regional Commission (MARC) 2012), Toonerville Trail (Multi-use Trail) (MARC 2004), Park and Ride Lots (MARC 2012), Public Transit Stops and Routes (Windham Regional Commission 2014), Highway Corridor Zoning Overlay (Access Management) (MARC 2007), Traffic Signals (MARC 2010), Byway (VT Agency of Transportation 2014 and Upper Valley - Lake Sunapee Regional Planning Commission), Road centerline (VTrans 2021), Drafted June 2023
Waterbodies (VCGI 2019), Town Boundary (VCGI 2016).

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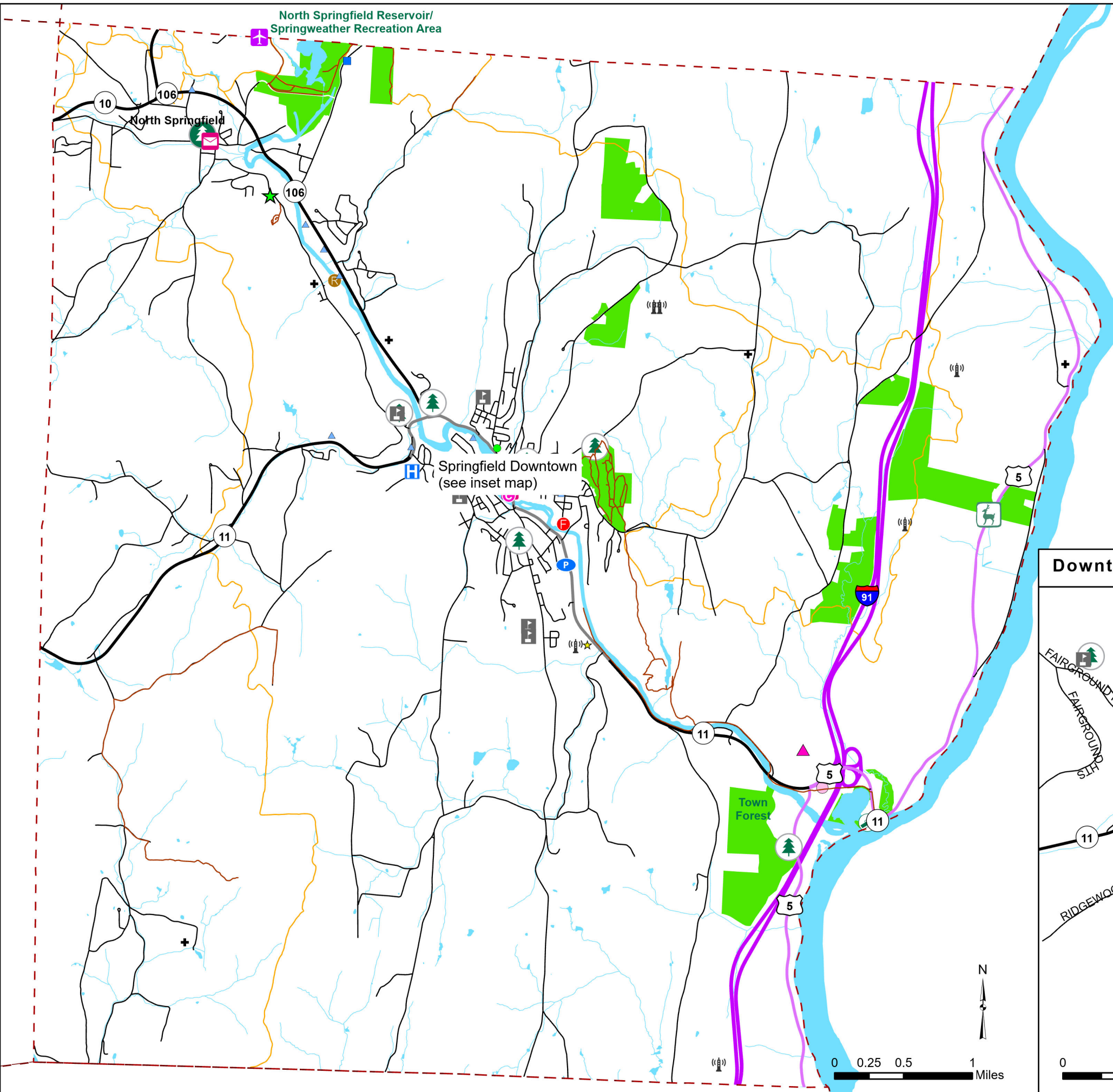
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Facilities and Utilities Map (Part 1)

Town Plan 2023 (Adopted: _____)

Town of Springfield, Vermont



- Town Hall
- Fire and Ambulance Station
- Police Station
- Other government
- Hospital
- Other healthcare facility
- Correctional Facility
- Library
- Post Office
- Public Works Dept
- Wastewater Treatment Facility
- VTrans District Hwy Garage
- Recycling Center
- School
- Community Center
- Other civic/ public
- Telecommunication Tower
- Town Park/Forest/Recreation Area
- Trail Head
- State/Federal Park/Forest/Rec Area
- Golf Course
- Swimming Hole
- Lake or River Access
- WMA
- Other notable recreation site
- Fishing Access
- Ski Area
- Cemetery
- Interstate
- US Highway
- State Highway
- Class 1 Town Highway
- Class 2 and 3 Town Highway
- VAST Trails
- Other Recreation Trails
- Lakes and Ponds
- Rivers and Streams
- Conserved Lands

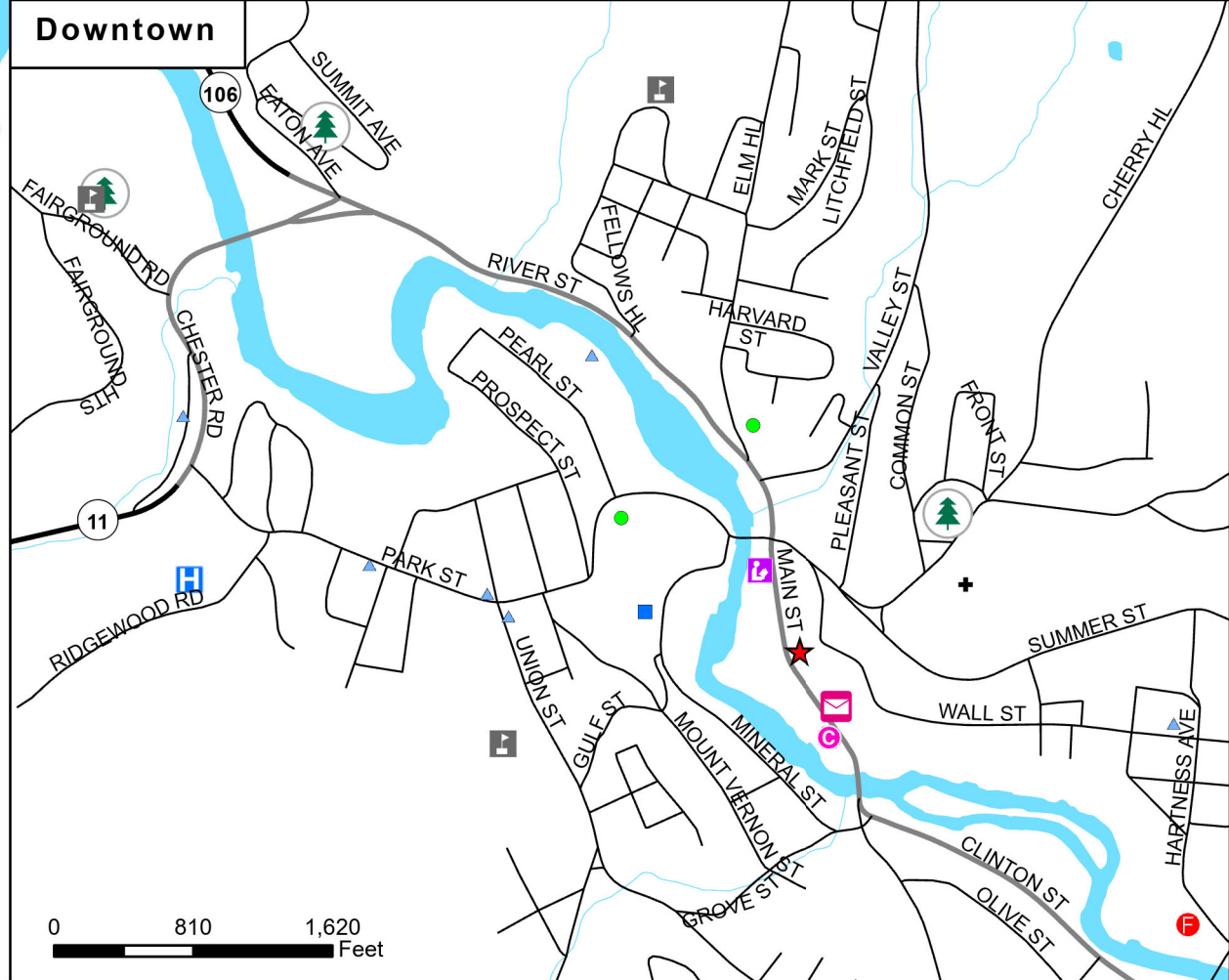
VT State Plane, Meters, NAD 83
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Data Sources:
 Buildings (VT E911 April 2013 and Mount Ascutney Regional Commission (MARC) 2015), Recreation sites (VT Agency of Natural Resources (ANR) 2022), Cemeteries (VT Agency of Transportation (VTrans) 2001), Telecommunications Towers (Vermont Center for Geographic Information (VCGI) (2020), Airport (VTrans 2014), Conserved Lands (ANR 2019), Waterbodies (VT Hydrographic Dataset 2019), VAST Recreational Trail network (VAST 2022), Road centerline (VTrans 2021), Town Boundary (VCGI 2016)

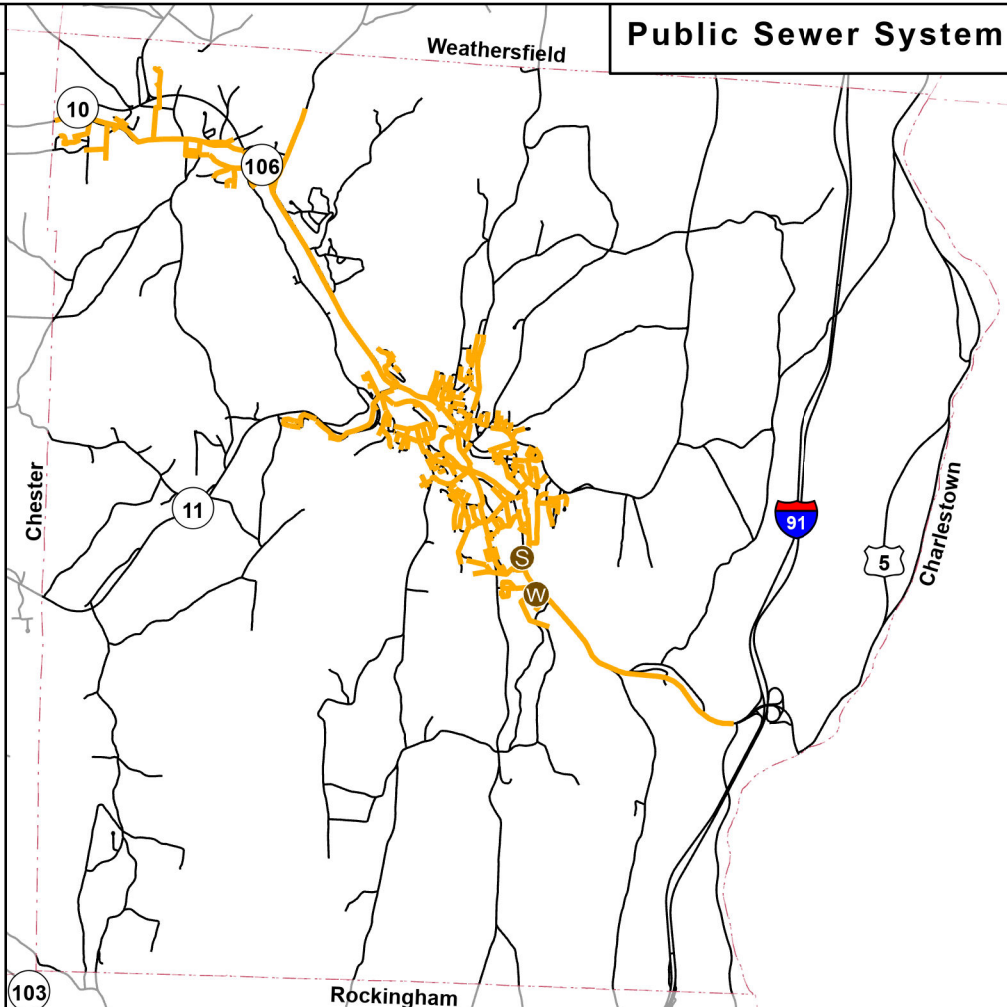
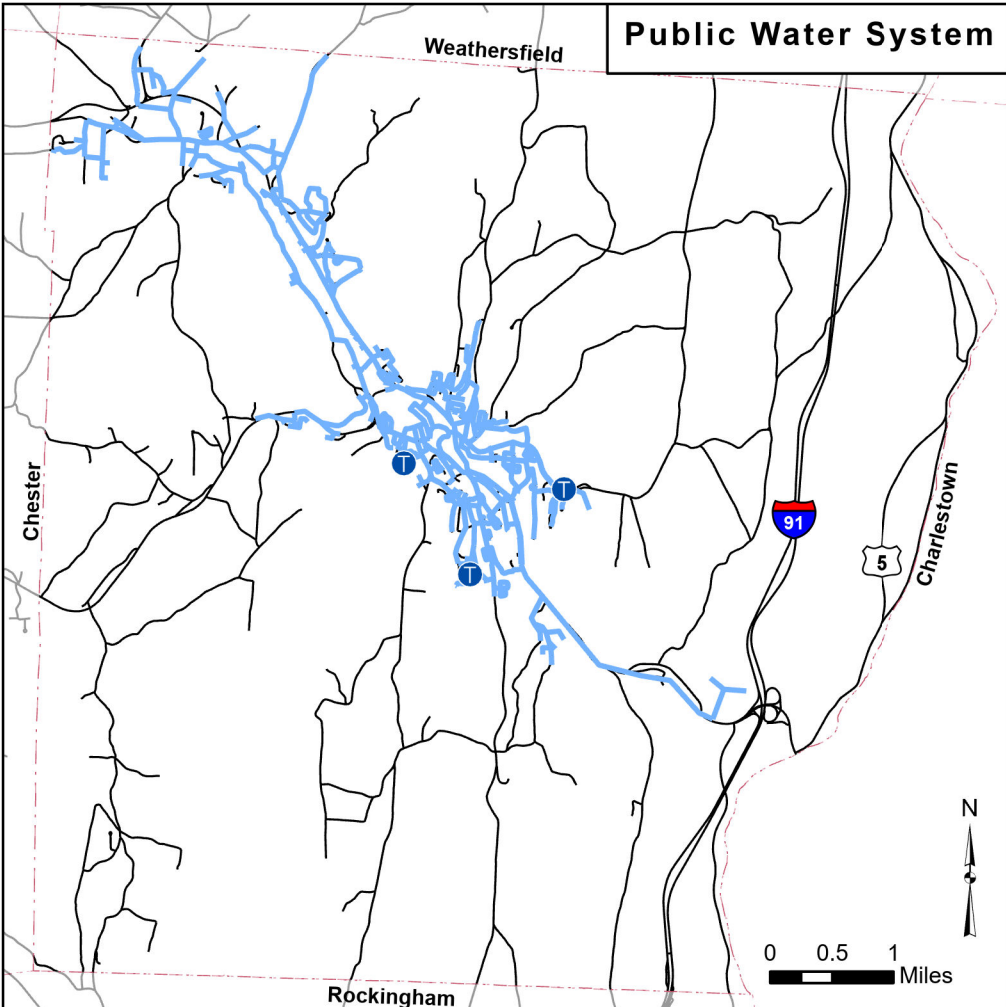


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 Drafted June 2023



Facilities and Utilities Map (Part 2) Town Plan 2023 (Adopted: _____) Town of Springfield, Vermont



Legend:

- Water Tank
- Wastewater Treatment Facility
- Sewer Pump Station
- Municipal Hydrant
- Dry Hydrant
- Drafting Site for Hydrant
- School/ Educational Facility
- Former Park St School
- Water Line
- Sewer Line
- Electric Transmission Line
- Road
- Town Boundary

Notes:
 Drafting Site - potential water drafting site, fire pond
 Dry Hydrant - non-pressurized rural water supply hydrant
 Municipal Hydrant - pressurized municipal rural water supply hydrant (pressurized from pond supply being higher than hydrant site)

Data Sources:
 Water line and facilities (Aldrich and Elliott Engineers 2012), Sewer line and facilities (Mount Ascutney Regional Commission (MARC) 2012 draft),
 Electric Transmission Line (VT Agency of Natural Resources 2003 and MARC 2015),
 Hydrants (VT E911 data April 2014), Schools (VT E911 data 2013 and MARC 2015),
 Waterbodies (VT Hydrographic Dataset 2008), Town Boundary (VCGI 2016).

Scale: 0 0.5 1 Miles

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**Mount Ascutney
 Regional Commission**

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