

### **Public Hearing Notice:**

Town of Springfield Vermont Planning Commission will hold a public hearing on May 3, 2017 at 7:00 PM at 96 Main St., 3<sup>rd</sup> Floor, Town Hall, Springfield, VT.

The Planning Commission proposes edits and amendments to all Chapters, Maps and Appendices of the Town Plan resulting in a new Town Plan.

Purpose of this public hearing is to receive public input on the proposed amendments to any and all Chapters, maps and Appendices of the Town Plan for the Town of Springfield in accordance with 24 VSA §4384. Copies of the proposed amendments are available at the Town of Springfield office of the Town Clerk, and may be found on the Town of Springfield website: [www.Springfieldvt.govoffice2.com](http://www.Springfieldvt.govoffice2.com) under "TOWN PLAN" on the Home Page. You may call the Administrative Officer for further information at Tel. 885 2104. This public hearing may be continued monthly until the amendments are adopted by the Planning Commission and the resulting new Plan recommended to the Board of Selectmen for adoption.

Walter Clark, Chair  
Springfield Planning Commission

## Planning Commission Reporting Form for Municipal Plan Amendments

In accordance with 24 V.S.A. §4384, the Planning Commission for the Town of Springfield, Vermont is holding a public hearing to get input on proposed updates to the Springfield Town Plan on May 3, 2017 at 7 p.m. located in the Town Offices at 96 Main Street, Springfield Vermont. The last time that the Town Plan was substantially updated was in 2014. Many of the amendments from that Plan to the proffered Plan deal with a renewed emphasis on economic growth and aesthetics and upkeep of houses and structures and making residential neighborhoods comfortable, useful and attractive to residents. State planning laws have also changed since then, now requiring additional town plan elements. The Planning Commission has worked on these amendments over the past 12 months of public meetings involving many residents on the Town in the areas of Land Use, Conservation, Energy, Economic development, Schools, Housing, Historic Places and Structures and the Arts and Culture and Health. The following proposed 2017 Springfield Town Plan is hereby presented for review and consideration by residents.

Significant changes included in this proposed 2017 Springfield Town Plan include:

- Input from many resident with interests in some or all of the following areas of discussion: Land Use, Conservation, Energy, Economic Development, Schools, Housing, Historic Places and Structures and the Arts and Culture and Health.
- Updated data and information.
- New maps were developed using the most currently available data.
- Added new required town plan elements, including flood resilience and economic development.
- Added new Health Chapter
- Expanded or added details per town plan requirements under 24 V.S.A. Chapter 117, including economic resources and encouraging the growth of local industries, health resources and expnse of employment opportunities in the health field, Health Chapter, Energy Chapter, consistency with State Planning Goals, compatibility with the Regional Plan and the plans of other municipalities.
- Updated housing data and affordability analysis based upon available data.
- Made changes to the future land use section and map in order to better reflect land use patterns and zoning district boundaries, and to promote economic development, reduce impingement of residential use on business endeavors, and promote healthy neighborhoods.

This report is in accordance with 24 V.S.A.§4384(c) which states:

*“When considering an amendment to a plan, the planning commission shall prepare a written report on the proposal. **The report shall address the extent to which the plan, as amended, is consistent with the goals established in §4302 of this title.**”*

These changes are being proposed, in part, to make substantial progress toward attainment of the State Planning Goals. The following summarizes the changes being proposed in order to address this standard of review:

1. Land Use: This goal is addressed through a combination of factors, including future land use designations and the protection of natural resources. The plan is meant to encourage growth and development in the community centers of downtown and North Springfield village with residential patterns centered on those two areas, and continue to maintain infrastructure to primarily served the currently more densely developed centers.
2. Economic Development: The new Economic Development Chapter clearly articulates how this goal pertains to Springfield. The Town Plan encourages small businesses within the villages, as well as

development of retail/professional/service industry businesses in the River Street/Main Street/Clinton Street General and Central business areas, and Commercial/Industrial adaptive re-use of empty large former industrial buildings in the Commercial-Industrial and Industrial Zones of the Town.

3. Education: The plan discusses educational and vocational opportunities and expansion into specialties suited to Springfield, such as the Health Industry careers.
4. Transportation: The transportation touches all aspects of local transportation. This would include the promotion and expansion of the Hartness Airport, access management for highway safety and efficient traffic circulation, as well as public transportation, bike/pedestrian paths and a walkable Springfield.
5. Natural, Scenic, and Historic Resources: Maps and descriptions are included, together with policies designed to promote preservation/conservation. An emphasis has been placed on the Black River its beauty and access to the river for recreations, as well as a desire to design regulation of the stream bank areas, so that use of the river is not unduly, adversely curtailed.
6. Air, Water, Wildlife, and Land Resources: These areas of interest and concern were well treated in the 2014 Plan. All proposed edits of the Natural and Scenic Resources, the Land Use and Recreation Chapters primarily and secondarily in the Recreation Chapter. The amendments to the Plan reinforce policies related to protection of these resources.
7. Energy: The Energy Chapter is completely new to address new power sources, as well as energy efficiency and the use of natural resources for power generation. .
8. Recreation: The few amendments recognize improvements in facilities and in the delivery of fine recreational opportunities to the residents.
9. Agriculture and Forestry: The 2014 Plan well addressed issues important to the Agricultural and Forest industries, this plan enhances the encouragement of the development of these resources and continues to encourage preservation of the rural landscape where agriculture and forestry endeavors thrive.
10. Efficient use of natural resources/extraction and restoration of earth resources: The Land Use and Natural and Scenic Resources Chapters address these issues and provide direction that allows for economic development which respects the efficient use of natural resources.
11. Safe and affordable housing: Proposed data and related updates are proposed to address this goal.
12. Community Facilities and Services: Discussion about addressing or financing future needs relative to anticipated growth trends, as well as maintenance of current infrastructure needed to provide the services for Springfield are adequately presented in the Plan, particularly in the Utilities and Facilities Chapter.
13. Child Care: This necessary and highly appreciated asset is well treated in the Education Chapter.
14. Flood Resilient Communities: A new Flood Resilience Chapter was introduced to this Plan to address flood and fluvial erosion hazards and strategies for protecting life and property.

*If the proposal would alter the designation of any land area, the report should cover the following points:*

There is no proposal to alter the designation of any land area, but there are small changes suggested for the already allowed uses in the Town.

1. *The probable impact on the surrounding area, including the effect of any resulting increase in traffic, and the probable impact on the overall pattern of land use.*

The proposed changes to the will not have drastic impacts on the overall pattern of land use. Indeed, in an attempt to be more accommodating and user-friendly to business development, while preserving the rural areas of Town, the impacts should be positive for development and the environment.

2. *The long-term cost or benefit to the municipality, based upon consideration of the probable impact on:*  
(A) *the municipal tax base; and*

The Planning Commission does foresee any change, except that commercial/industrial growth, which is encouraged, could ameliorate the burden on residential properties.

- (B) *the need for public facilities;*

New public facilities are not anticipated.

3. *The amount of vacant land which is:*  
(A) *already subject to the proposed new designation; and*

No change.

- (B) *actually available for that purpose, and the need for additional land for that purpose.*

Not applicable.

4. *The suitability of the area in question for the proposed purpose, after consideration of:*  
(A) *appropriate alternative locations;*  
(B) *alternative uses for the area under consideration; and*  
(C) *the probable impact of the proposed change on other areas similarly designated*

Minor edits that will positively impact life and environment town-wide and no changes in use.

5. *The appropriateness of the size and boundaries of the area proposed for change, with respect to the area required for the proposed use, land capability and existing development in the area.”*

Not Applicable.

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# Springfield Town Plan

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Adopted –

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Adoption years of recent Town Plans

2014

2009

2004

1999

1993

This Town Plan was developed by the Springfield Planning Commission with financial support provided, in part, by a grant from the Vermont Agency of Commerce and Community Development.

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## Chapter 1 Introduction

The Town Plan is the principal statement of policy for the Town of Springfield. It presents a vision of the Town's future, and defines a series of strategies for achieving that vision. The Plan guides the Town's efforts in land use planning and growth management; the provision of public facilities and services; environmental protection; economic development; energy conservation and the protection of cultural resources. The Plan is implemented by the Manager and Selectboard through various Town ordinances and regulations, through participation in federal and state programs, and through the Town's approach to capital budgeting, including a capital improvements plan. As part of their efforts in implementing the Town Plan, the town boards and commissions will consider the goals and objectives found at the end of each chapter of the Plan. All development, conservation, public safety, health or social groups engaged in activities that affect the town are encouraged to consider the provisions of this Plan.

The Town Plan was updated in 2016 to reflect recent changes that have occurred in town and to meet new statutory requirements. The town has received an official Downtown Designation, making it possible for the Town and businesses in the downtown to receive grants and incentives to implement downtown revitalization projects. Several machine tool businesses closed in the last twenty years, leaving hundreds of thousands of square feet of vacant industrial space, and hundreds of people unemployed. But the community has worked hard to overcome the challenges of a struggling economy, as explicated in the Economic Development Chapter of this Plan.

The Plan incorporates Census 2010 data to illustrate demographic changes that have occurred in Springfield since the 2000 Census. Each chapter was sent to local and regional groups and individuals who shared an expertise in the particular subject area. Planning Commission meetings became focus group sessions for some chapters, and feedback was incorporated into the language of the Plan. New Chapters addressing the health of residents, promoting healthy living and developing a community environment that promotes healthy lifestyles, and a new chapter on flood resiliency have been added to the Town Plan in this edition.

Springfield intends to provide a superior environment and quality of life for its residents, as it pursues economic growth. True economic growth does not harm environments or people, but depends on them. The quality of Vermont's environment is what attracts people to live and work here. The reputation of our environment lends value to the name of products made in Vermont. This Town Plan keeps this perspective in mind

## Purpose

The Town Plan serves as a guide for growth as Springfield strives to meet the needs and desires of its residents for growth and change. It is intended that this plan assess current development, direct the location and quality of the development that will occur in the future. The Plan is a vital source of ideas for improving the Town.

The Plan lays out the goals, objectives, and recommendations for actions that will guide the Selectboard, and the various boards and commissions in permitting and shaping the further growth and development of land, public facilities, and services. The Plan provides a guide for the protection and enhancement of our natural and cultural resources. The Plan aims to help the citizens of Springfield better define and direct the future of their community. It is a planning tool that provides a vision for the future of the community until amended. In particular, the Plan is to be used by the Selectboard, commissions, departments, residents and businesses in a number of ways:

1. Provide a framework for planning and implementing plans for the future of Springfield.
2. Guide decision making by applicants in their planning, and the Development Review Board in its review and decisions in subdivision, site development plans, and conditional use reviews.
3. Serve as a basis for representing the Town's interests and position in responding to Act 250 permit (which involves review of Criteria 1-5 and 8-9) requests, including Local Act 250 Review (involving the review of Criteria 6, 7 & 10).
4. Provide guidelines for representing the Town in hearings before the Vermont Public Service Board (Section 248).
5. Present a framework for The Planning Commission and Selectboard while updating Zoning and Subdivision bylaws.
6. Recommend future planning studies to be carried out.
7. Assist in the development of a capital budget program.
8. Direct Town Departments in developing or amending their policies and strategies.

## Vision Statement

Springfield is an area commercial, educational, industrial, and healthcare hub for the surrounding area. It historically has developed commercially in a tight elongated cluster alongside the Black River from its juncture with the Connecticut River to the State Rd 10 intersection. The vision for the Town is to increase and in-fill this cluster with aesthetically responsible industrial, commercial and healthcare related development including appropriate high density housing. This cluster is surrounded by hills upon which the dense residential neighborhoods are located with small pockets of retail establishments serving them. This dense residential development is surrounded by rural areas. It is the intent of this plan to continue this historical development pattern while maintaining, protecting, and improving the family oriented character of the neighborhoods. The goal being to follow this vision in a manner so as to maintain and improve Springfield as a

desirable place to live, work and visit by all economic classes as a developed city surrounded by a working pastoral landscape, while protecting the economic, human, and environmental resources of the Town. It is intended that this plan be a catalyst for community renewal.

## **Process**

This plan has been developed by the Springfield Planning Commission. The work was based on the previous Town Plan, recommendations by planning consultants, the commission members, municipal staff and input from the community.

In an expansive effort to reach the community of Springfield, residences and businesses alike, each Chapter, as it was completed by the Planning Commission, was considered at a publicized and noticed hearing before the Planning Commission and sent on to the Selectboard for a similar meeting, public discussion and preliminary revision and adoption. Once all chapters had been publicly reviewed by the Planning Commission and Selectboard, the entire Plan was processed through the Public Hearings before the Planning Commission and Selectboard as required by and pursuant to the provisions of 24 V.S.A. § 4385, of the Vermont Statutes Annotated. All hearings were duly warned and copies of the proposed “plan” were available at Municipal Offices.

## Chapter 2 Historic and Cultural Resources

Historic and cultural resources contribute to Springfield’s identity, character, and quality of life. This chapter presents an inventory of Springfield’s historic and cultural features and establishes goals for the preservation and/or enhancement of these resources. Historic buildings and districts give us a sense of our place in time and lay the foundation for the patterns and scale of future development. Archeological resources offer a glimpse of the earliest settlement patterns. Cultural resources, including art, music, and theater, contribute to the quality of life in the present day.

### Historic Sites and Structures

Historical Background: The lowlands along the Connecticut River were used by Native Americans as temporary villages while they hunted and fished in the area. At that time, a foot path known as the “Indian Road” began at the mouth of the Black River and provided part of the trail between the Connecticut River valley and Lake Champlain. In 1759 the British Army developed this wilderness path into what became known as the “Crown Point Road.” Many of Springfield’s historic sites and structures are located in this area where early settlers established homes, farms, and industries. The first Springfield settlement, established along the Crown Point Road, was known as Eureka. South of the Black River, another settlement was located in the Parker Hill area. These upland areas, with their open fields and numerous historic sites, offer spectacular scenic vistas of Mt. Ascutney to the north, Okemo Mountain, in the Green Mountain range, to the northwest, and the Connecticut River to the east.

As farming began to move West, small industries in the Black River valley began taking advantage of the power provided by the numerous waterfalls on the river, thus joining the mid to late nineteenth century industrial revolution. Both the historical Gould’s Mills area and downtown Springfield boomed during this period as the town moved from primarily agriculture to the precision machine tool industry and it was the birthplace of many inventions and patents. Becoming a world-renown producer of machine tools, the town reached its peak during World War II, bringing Springfield a flourishing economy. Today many of these historic homes, neighborhoods, buildings, and industrial sites remain intact, providing both residents and visitors with a flavor for Springfield’s historic heritage.

### Parker Hill Rural Historic 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 roughly 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.

The Parker Hill area is broadly defined by Parker Hill Road to the west and Obrien and Lower Parker Hill Roads to the east, running from the Williams River in Rockingham north to Seavers Brook, a tributary of the Black River. Parker Hill Road traverses a ridge that rises several hundred feet above the valley floor of the Williams River. The landscape today is that of an agricultural and post-agricultural area, with some of its historic farms still operating, but with many abandoned fields that are reverting to mixed forest. These fields are typically divided by stone walls created in the late 18th and early 19th centuries, when the land was first cleared for cultivation.

The district includes 25 farm properties, and a number of smaller parcels, typically subdivided from those farms. The farm complexes are mostly detached, with a farmhouse and several outbuildings. The houses are typically vernacular interpretations of late Georgian and Federal period styling, executed in wood or brick; one farmhouse has modest Italianate elements. Four of the houses have second-floor ballrooms. In addition to the surviving farmsteads, the area is dotted with the remnants of abandoned farmsteads and cellar holes. Generally the area continues to convey a strong sense of its agricultural heritage. Eight houses located in the Springfield part of the district are listed on the National Register of Historic Places in 1993 and in Appendix A.

Parker Hill Cemetery (86 in Appendix A), also located within the historic district, was at the center of the original Parker Hill settlement becoming the second village in Springfield and peaking in late 1790 and early 1820s. First used in 1794, it is the resting place of many of the original Parker Hill settlers including Lt. Isaac Parker for whom the Parker Hill is named.

A Historic Sites and Structures Survey, completed for the Town in 1997, led to the placement of many sites on the State Register of Historic Places. These 74 sites and the Springfield Downtown Designation District have been combined with sites listed in the *“Tour of Historic Places in Springfield”* by Frederick Richardson (1992) along with additional historic sites and make up Appendix A to this Plan. 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.

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 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 Local Historic District. The Town chose to adopt 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. There has been some interest expressed in the development of a Historic Preservation Commission to ensure the preservation of the historic integrity of structures and sites within the Downtown Designation district and in the rest of the town as well.

## 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 concept of the movable turret which allows the telescope to tract the earth's rotation while remaining indoors on cold winter nights. It is believed that this telescope is the worlds' 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 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 at that level of importance to the history of the United States.

## Archeological Features

Information on archeological features provided by the Vermont Agency 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 in the boundaries. One archeological site on the Connecticut River, known as the Skitchewaung site, has provided insight into the lifestyles of the Sokoki people who inhabited the region in the centuries immediately preceding European settlement. Three archeological sites have also been identified on Elm Hill.

The Springfield Art and Historic Society regularly presents programs regarding the town's history, it maintains the town's historical artifacts, and is developing a local history and genealogy library. The Springfield Town Library also displays a collection of historical paintings and has some historic and genealogy information.

## Cultural Resources and Events

Cultural resources promote the arts and contribute to the culture, education, and quality of life of any community. Springfield's cultural resources include facilities and organizations which promote the enjoyment of fine arts, crafts, music, and theater. These include facilities for music and stage performances, exhibit space for local artists as well as space for outdoor performances, events and community art. The Vault, located on Main Street, is a non-profit visual arts organization established to encourage an appreciation of the visual arts while furthering the

revitalization of Downtown Springfield. It is one of three designated craft centers in the State of Vermont. Visual Arts Using Local Talent is an art gallery and displays the work of regional artists and craftspeople. The Vault also offers lectures and workshops by regional artisans and its retail store offers a wide selection of remarkable items that support local artists.

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, and it provides a marketplace for more than 160 artists from Vermont and around the region. It is one of only four designated Vermont State Craft Center galleries. The name "Gallery at the VAULT" is a play on the building's history as a bank and also stands for Visual Art Using Local Talent.

The Great Hall, within the One Hundred River Street facility, has become one of the premier public art facilities in Southern Vermont. The GH showcases large-scale art displays as well as hosting 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. The library has historical artwork on display and works with the Friends of the Library, the Vermont Council on the Humanities, and others to provide speakers on a variety of subjects. It also has children's programs, adult reading groups, and is part of the inter-library loan system. Books and music are available on CD and DVD, as well as e-books and large print books.

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 Community Players is a community theater group. They present an annual series of plays at their building on South Street. The Town 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 as well as exhibit and convention space.

The region also hosts numerous fairs and festivals that draw visitors from outside. These include the Springfield Apple Festival, the annual Apple Blossom Cotillion and Unicorn Festival, as well as the weekly Saturday Farmers' Market in season. Fourth of July celebrations, air shows, and musical performances have been offered at the Hartness State Airport in recent years. The Steampunk Society of Vermont is located in Springfield, VT and hosts the annual Springfield Steampunk Festival.

## Goals:

1. Ensure that developments within the corridors of the Black River and the Connecticut River are sensitive to the historical and archaeological heritage found along those river valleys by encouraging the formation of a Historic Preservation Review Commission in part to enable the town to have a greater say in the treatment of local historical and archaeological resources. The town should request assistance from the Division for Historic Preservation in forming the Commission.
2. Encourage property owners to place appropriate identification on historic buildings and sites and provide for the allowance of directional signs to these locations in the zoning regulations.
3. Develop programs that offer residents and visitors opportunities for entertainment, education, and to experience cultural diversity through local art and history.
4. Develop a centrally located facility that will offer space for musical or theatrical performances, exhibits of fine arts and crafts, and educational opportunities for the community.

## Objectives:

1. Promote cultural tourism as a means of economic development that will celebrate Springfield's rich history and highlight its historic sites and structures.
2. Promote destinations for cultural tourism by developing information about the public access of these historic sites. This is applicable to all historic areas but is particularly pertinent to the Black River corridor and along the designated Connecticut River Scenic Byway (Route 5 and Route 11 into downtown Springfield).
3. Coordinate the review of development proposals within the river corridors with the State archaeologist and the Division of Historic Preservation to ensure local review processes provide for adequate consideration of historical and archaeological resource values.
4. Protect known archaeological sites through the establishment of a protective buffer around the site and by encouraging the use of a cluster development pattern. Excavation or disturbance of a known archaeological site should be supervised by an archaeologist qualified in accordance with Section 106 of the National Historic Preservation Act.
5. Support the school district in the expansion of the local history element in the curriculum, including field trips to historic sites and cemeteries.
6. Encourage interested artists to use existing spaces in churches and other community buildings for musical, theater, and other entertainment.
7. Promote performances and events as a means of bringing the community together.
8. Take advantage of media resources such as newspapers, local radio, web-based resources (list websites), public access television (SAPA TV) and Vermont Public Television to record oral histories of town residents and to promote cultural events and resources.



## Chapter 3 Natural and Scenic Resources

The health, accessibility, use, and vitality of Springfield’s natural and scenic resources are critical to the quality of life of current residents and to the attractiveness of the town for 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.

When used in this chapter, the phrase “developed portion” means that portion served by municipal water or sewer.

### Surface Water

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 up along the Black River, with residential development on higher ground on either side of the valley.

A study completed in 2008 identified areas subject to fluvial erosion hazards, from gradual stream bank erosion to catastrophic channel enlargement, bank failure, and change in course. The study addressed 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.

Because Springfield is located in the lower portion of the Black River watershed, it is critical that the town works with upstream towns to improve the overall health of the river. The Black River Watershed Action Team (BRAT) has been organizing river cleanup days on the Black River in Springfield, working to increase knowledge of local invasive species through outreach and demonstration projects, and continuing education on the river through festivals and other outreach. BRAT continues to work with the Southern Windsor County Regional Planning Commission 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, which look after the interests of the Connecticut River and its tributaries. The Joint Commissions released a 2009 Connecticut River Water Resources Management Plan, developed by local volunteers, that addresses the concerns, importance, and value of the larger Connecticut River watershed.

Today, the town of Springfield sees both the Black and Connecticut Rivers as possible major

scenic and recreational resources if steps are taken to improve their visibility, access, and use. The Connecticut River has been designated as an American Heritage River and Routes 5 and 11 (into downtown Springfield) are part of the Connecticut River Scenic Byway. The Toonerville Trail, on the former railroad bed next to the Black River, offers bicyclists and pedestrians a recreational resource with scenic views of the river. Its extension towards Downtown Springfield is important to the citizens of the Town. Further upstream, the Riverside Middle School has a river access area in order to teach kayaking on the river; however, it is not fully utilized. The level topography in the river valley has resulted in the river valley functioning 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 area that is unique in the town and a resource that is diminishing up and down the Connecticut River valley due to development pressures.

Access to both the Black and Connecticut Rivers is limited. One access area for fishing is available at Hoyt's Landing on the Connecticut River with another located at Riverside Middle School. The Town should continue to investigate areas to allow for public access and enjoyment of the Rivers, and should work to see that the rivers are visible, accessible, and used.

The Town has adopted a Riverfront Protection Overlay District, which protects the shore lands and water quality of the Connecticut River and the Black River up to Gould's Mill Falls. Maintaining minimal development in floodplain areas, other than those presently developed in the commercial areas of town, is particularly important for protecting built resources as well as water quality in rivers and streams. A river with access to its flood plain is more likely to remain in a stable state, causing less erosion and damage to structures and property. However, a flood control dam protects much of the developed portion of Springfield and much of the Black River in Springfield is permanently channelized. The floodplains of the Connecticut River and the Black River have been mapped as part of the National Flood Insurance Program. The applicable Flood Insurance Rate Maps (FIRM) became effective on September 28, 2007.

Buffer areas of native or non-invasive historically prevalent vegetation should be maintained. However, a flexible approach to buffer areas is recommended in order to allow for landscaping, beautification, or permaculture applications. Such activities shall not detract from the intended functions of buffers, e.g. provision of shade, habitat, and stormwater retention. Steeper slopes and unstable soils in the rural areas require larger buffer areas in order to prevent riverbank erosion and ensure the greatest amount of infiltration before overland flow reaches surface waters.

There are only two ponds/lakes in Springfield. The only natural pond is Bloodsucker Pond located in the northeast corner of town. The other water body is the impoundment above the North Springfield Flood Control Dam, which was completed in the early 1960s. The North Springfield Dam retains about 90 acres of water surface area and provides multiple outdoor recreation opportunities including boating, fishing, picnicking, hiking, swimming, nature study, and camping.

## Point and Nonpoint Source Pollution

For the most part, direct discharges or “point sources” of pollution have been regulated on all water bodies in the State. While they have not been eliminated altogether, point source discharges are allowed only if permitted, and must be treated before they are discharged into a river. “Nonpoint source” pollution, generally that which is carried over land throughout the watershed into surface waters, is currently the greatest cause for concern in rivers, streams, lakes and ponds. Failed septic systems, also often difficult to pinpoint, may contribute to high bacteria levels in surface waters. As a result, the focus at this point should be on the areas which are not currently served by municipal water and sewer.

The Town of Springfield has completed a thorough renovation and reconstruction of the Wastewater Treatment Facility to reduce the amount of phosphorus that is discharged into the Black River. The upgraded plant increases treatment capacity to 2.4 million gallons per day and also increases the use organic treatment.

Storm water runoff is one of the greatest vehicles for nonpoint source pollution. Water from storm events flows quickly over impervious surfaces such as roads and parking lots and may carry pollutants and sediment directly into surface waters if not diverted. Higher elevation headwater streams are most sensitive to pollutants and should be buffered from development activities. Similarly, steep slopes are both prone to erosion and unable to slow water flow from impervious surfaces, and should therefore be avoided when planning for development. Outside the developed portions of the town, site planning techniques may be adopted to reduce the amount of impervious surfaces and slow down the flow as it travels over developed areas. In the area of town served by the Wastewater Treatment Facility, downtown Springfield and North Springfield, storm water is funneled into storm drains located in roadways and parking lots.

The Town is separating the storm and sewer lines to reduce the occurrences of combined sewer overflows. Unfortunately, this means that storm water is occasionally released directly into the Black River. The basins (storm drains) are designed to catch sediment before it enters the river, decreasing the amount of solids that enter surface waters. For new development, natural methods of filtering and slowing water flow before it enters storm drains should be adopted wherever practical in order to decrease the amount of pollutants entering waterways. Currently the roof drains of several large buildings in the downtown drain into the wastewater treatment facility. If the storm water separation project does not do enough to decrease the amount of overflow at the Wastewater Treatment Facility, storm water from roof drains will have to be separated from wastewater as well. Should these efforts be implemented, it is advisable that storm water from roof drains be naturally filtered (in catch basins or man-made wetlands) before entering waterways.

## 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, rather than size, determines its significance. The wetlands mapped on the Natural Resources Map include the National Wetlands Inventory prepared by the US Department of the Interior and smaller wetlands mapped by the SWCRPC from aerial photos. Wetlands on the NWI maps include Class I and II wetlands (generally those over five acres in size). Class III wetlands are smaller or not deemed significant by the Vermont Department of Environmental Conservation. These smaller wetlands are not protected under the Vermont Wetlands Rules, but may protect in an Act 250 review or by Section 404 of the Clean Water Act (review required for large or federally funded projects). These maps contain errors and the delineations should be ground-proofed.

An important local wetland is the North Springfield Bog, which is owned by the Town and managed by the Mt. Ascutney Audubon Society. This bog has been zoned as a Natural Resource Preservation District with access for pedestrians being the only use allowed.

## Vernal Pools

Smaller, seasonal 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 seasonal pools are only wet in the Spring months (vernal pools) and dry up during the summer months. Vernal pools may be overlooked in site evaluations because they are only wet for a few months out of the year. Some of these pools provide critical breeding habitat for many amphibians and invertebrate species. The Town should consider mapping important vernal pools known to provide critical breeding habitat in order to protect these habitat areas.

## Groundwater Resources

The Town's public water supply comes from an aquifer serving the Town's shallow well field in North Springfield. Extensive research was completed in the late 1980s to designate an alternate public water source, but did not succeed in locating one. Protection of the existing water supply

is critical to the health of current and future residents. Development of a new water supply would be costly and could involve the use of chemicals and a treatment facility. The Town is currently in the process of delineating more precise boundaries for the North Springfield aquifer and has developed a Source Protection Plan (SPP) for the well field. The SPP identifies potential threats to this well field to include the existing Vermont State Armory facility and the Public Works Department garage. The Public Works Department garage poses a threat to this groundwater resource because of potential gas and/or oil spills/leaks from vehicles. Although the Town Garage has recently been added onto the town wastewater system, the Armory is currently vacant and unused. If the Armory is reoccupied, and put back into use, the use should be connected to the Town water and sewage system and should be a use that takes into consideration 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 Groundwater Division of the Vermont Department of Environmental Conservation there are two public community water systems in town serving 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 a water system that serves ten or more residential units and has a wellhead protection area of 300 feet in diameter around each well that protects it from encroachment of incompatible uses.

These two wellhead protection areas are identified on the Water Resources Map in the appendix.

The Springfield Reservoir encompasses about 86 acres and contains an 11 acre impoundment which was part of the former water supply for Springfield. It is located in Weathersfield and the sole ownership justification for its retention by the Town of Springfield is the possibility of its use as a potable water source. This land, owned by the Town of Springfield, is currently being managed for timber and wildlife uses. Wildlife monitoring by Keeping Track, Inc., found that six important indicator mammals — black bear, bobcat, fisher, otter, mink, and moose — regularly use the reservoir and its watershed. Indicator mammals are those which are very sensitive to habitat change; their presence on the Springfield Reservoir land indicates that the habitat is healthy enough to support the presence of these animals. Volunteer monitors for Keeping Track monitored the area’s mammals for three years. The Ascutney Mountain Audubon Society, a local chapter based in Springfield, has indicated interest in promoting wildlife habitat at the reservoir property through wildlife monitoring, removal of invasive plants, and planting native species of value to wildlife.

## 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 flood plain terrace along the Connecticut River north of the Charlestown Bridge. This area with its very flat topography and good access has the attributes which make it prime for development. Additional protection and preservation should be warranted for this significant agricultural resource in Springfield. Non-agricultural activities, such as residential development, continue to threaten this valuable resource and 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 of agricultural resources 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. *Growing Greener*, by Randall Arendt, offers methods of subdividing land that maximize the amount of open space protected while not giving up the number of houses allowed through normal density allowed through zoning.

It should be understood that 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 in the Town, 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 the Town.

## **Forest Resources**

The other resource land cover category is forested land. Throughout Vermont, about eighty percent (80%) of the 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.

Another little used municipal forest is Meeting Waters Municipal Forest which is also known as the Bryant Forest. The primary use of this 197-acre parcel is forest management. Some limited use of the property has been made in the past few years for snowmobile trails and nature trails. The deed restrictions placed on the use of the property when it was conveyed to the Town of Springfield preclude uses other than recreation on the property; otherwise ownership of the property reverts to Dartmouth College.

Hartness Park is an 85 acre park owned and managed by the Town of Springfield and is located off Woodbury Road. Throughout the park, a number of hiking trails exist. The trails vary in elevation and difficulty and take a walker past a number of historic ski jump sites. The park has picnic areas and is accessible from Summer Street across from Cutler Drive, at the intersection of Summer Street and Maple Dell, from a cul-de-sac on Dell Road, and from Woodbury Road.

The Town should consider opportunities to acquire and or conserve Green Corridors outside the developed portions of the Town. These corridors would provide recreational access to the citizens and link municipal forests and the State Park. In doing so, the Town should work with such groups as Vermont Land Trust, Upper Valley Land Trust, Springfield Trails and Greenways (STAG), and the Vermont Association of Snow Travelers (VAST).

### **Urban Forest Resources**

More and more communities are beginning to recognize the very tangible benefits that trees provide in the 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.

In Springfield, the Friends of Trees group organized in 2001 as a part of the Vermont Urban and Community Forestry program. The focus of its efforts is care and planting of trees in the downtown, but it is also working with the Town to develop town-wide tree care policies. Other activities are aimed at increasing public awareness of the value of trees and how to care for them. In 2016, the town government, as part of its Strategic Plan, approved an inquiry into potential beautification efforts within the riparian buffer zones of the Black River, including blossoming over-story trees.

### **Land Enrolled in Current Use**

Approximately forty percent of Springfield's total land area is enrolled in Vermont's Current Use Program, an increase of almost 10% since 2002. 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. In order to plan for conservation of agricultural and forest land in the future, the Town may want to map areas 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.

**Table 3.1 - Southern Windsor County Current Use Program**

**Table 3.1 Southern Windsor County Current Use Program 2013**

	Total Acres	Total Enrolled Parcels	Total Enrolled Acres	% of Total Acres
Andover	18,432	44	5,682	30.8%
Baltimore	3,008	8	1,115	37.1%
Cavendish	25,344	77	8,857	34.9%
Chester	35,776	174	16,862	47.1%
Ludlow	22,912	38	3,650	15.9%
Reading	26,560	89	12,797	48.2%
<b>Springfield</b>	<b>31,557</b>	<b>137</b>	<b>12,708</b>	<b>40.3%</b>
Weathersfield	28,032	103	9,300	33.2%
West Windsor	12,544	86	6,162	49.1%
Windsor	15,808	37	3,048	19.3%

Source: State of Vermont Department of Taxes Annual Report

### Critical Habitat Areas

The State maps points where threatened or endangered plant and animal species have been identified as well as 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. These points may be used as areas to avoid when planning for development or other activities. In addition to several Natural Heritage Inventory sites being located in town, 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. This site, the Skitchewaug Wildlife Management Area, is 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 a rationale for preserving habitat from threats.

### Deer Wintering Areas

The boundaries of existing winter deer yards have been mapped by the Department of Fish and Wildlife (see the Natural Resources Map in the Appendix), 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. Through Vermont’s Act 250, some protection is available 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 allowed. While deer wintering areas have been mapped, these might be subject to modification based on “ground-proofing” of the mapped area.

## Contiguous Forestland and Travel Corridors

Large mammals such as moose, bear, deer, and bobcat, and a variety of songbird species rely on large contiguous areas of forest for food, shelter, breeding grounds, and migratory stopover's. Connections between large contiguous areas of forest land, called wildlife travel corridors, are important as they can help mitigate the negative effects of habitat fragmentation. Such corridors are also important areas for the development of hiking and equestrian trails linking various parks. The fragmentation of such land can result in decreases in the number of species and the sizes of populations of many species. A variety of songbirds reside in wooded areas that are characterized by less intense human use. Moose also require large wooded areas, with home ranges as large as four to ten square miles. The Connecticut River Valley is a flyway for migrating songbirds. Maintaining a buffer area next to the river is important for the preservation of this rural travel corridor.

## Invasive Species

Invasive species include plant species and other organisms, such as zebra mussels, that are a problem throughout the town, threatening surface waters as well as forest and wildlife habitat. Invasive, non-native 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 species, which often require specialized environments to ensure their survival. Recreational opportunities may also be impaired by the proliferation of invasive species. Japanese Knotweed, a common problem throughout Springfield, grows along the stream banks and often blocks the view as well as limiting river access points. The invasive species out compete native plants that could be managed to allow for multiple river uses.

Most invasive plants seem to be concentrated around rivers, streams, and wetlands in the area. Eurasian water milfoil is an aquatic species, which can be found at the confluence of the Black River and the Connecticut River, above and below Hoyt's Landing. Purple loosestrife, the familiar beautiful flowering perennial plant of wetlands, is invading cattail marshes along the Connecticut and elsewhere. On the stream banks and along roadsides, Japanese knotweed, commonly referred to as bamboo, is quite widespread, notably along the Black River in the area of the North Springfield Dam. Removal of invasive species in the Town and replacement with native or historically prevalent non-invasive species would likely be financially advantageous. In addition it would provide short-term employment and make Springfield more attractive to tourists, potential home owners, and owners of new businesses.

Exotic honeysuckles, barberries, and buckthorns are all invasive shrubs or small trees that monopolize the understory of forests, both along the streams and farther upland, especially where the ground has been disturbed, as in logging. Buckthorn is considered to be 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**

Springfield no longer has a heavy industrial base or concentrated population that has led to an air quality problem, however, State standards as to air pollution should apply to all development. Elements that could negatively impact air quality include: smell, light, particulate matter (dust, smoke, and fumes), radiation, and chemical vapors. As outdoor wood boilers become more prevalent as a home heating source, the town should establish reasonable standards to which boilers must comply. Excessive wood smoke from an improperly used or installed boiler will negatively affect the air quality in Springfield.

Springfield's ambient air quality should be maintained. The town should set an example in not causing pollution through radiation, excessive noise, odor, or air-borne contamination. Town policies and activities should be made within the perspective of keeping our air quality high. Town equipment should meet emission standards. The effects of traffic congestion should be monitored when air quality degrades. The town should respond to complaints about open air burning or other activities that violate state air pollution control regulations. The town should take an active role in the review of development proposals or plans that could adversely affect air quality.

## **Noise and Light Pollution**

Noise and light pollution from development can negatively impact the rural character and quality of life of the areas outside the developed portions of Springfield. 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 be 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 (Section 4.13).

## **Mineral Resources**

Springfield might have deposits of mineral resources of varying size and quality. These resources might have the potential to contribute to road maintenance, the manufacture of building materials, and other enterprises. Earth resources are non-renewable and should not be wasted. Reclamation plans for areas where mineral resources have been extracted need to assure safety, aesthetics and use for future generations. Experimental reclamation scenarios should be encouraged provided that the appropriate state and federal authorities approve them.

In order to plan for the most efficient use of Springfield's earth resources, the Town should complete an inventory of resource areas. The town should 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, and the ability to reuse the land, and the local need for the resource and the employment involved.

### **Conservation Commission**

Springfield should consider the creation of a Conservation Commission, or the formation and support of a Not-For-Profit entity for the express purpose of identifying the location of critical wildlife habitat, wildlife travel corridors, and appropriate public recreational corridors within the areas outside the developed portions of the Town. The identification of such areas and the linkage of such corridors with similar corridors and areas within Springfield and the surrounding areas is important to sustaining the quality of life within Springfield and the surrounding areas. Where the habitat is isolated but relates to a migratory species, or where corridors are blocked or contain obstacles, review should take place towards eliminating the isolation to permit migration, and mechanisms to overcome, circumvent or remove the blockage or obstacles should be considered and supported. The linking of forested areas with corridors should be an important consideration and element in planning and conditional use determinations.

### **Goals**

1. Protect healthy headwater streams from undue adverse impacts of development and improve conditions for impaired or threatened surface waters.
2. Develop programs to improve the Black and Connecticut Rivers in order to maximize their scenic and recreational resource values and their visibility, access and use; in doing so the Town shall endeavor to act consistently with the various river corridor management plans developed by State and Regional authorities.
3. Participate in watershed level planning activities for the Black and Connecticut River watersheds.
4. Protect wetland functions, including filtering of pollutants, wildlife habitat, flood control, education, aesthetics, and erosion control.
5. Protect public water supplies from contamination and plan for potential future public water supply needs.
6. Identify and protect rare and endangered species and their habitat areas from being disturbed or destroyed.
7. Maintain and improve critical habitat areas for all native wildlife populations, in the rural areas of town.
8. Encourage citizen participation in Planning Commission and Selectboard discussion

sessions.

9. Maintain State standards of air quality.
10. Ensure that future development does not negatively impact community character, vitality, or quality of life by developing standards for light, noise, odor, and dust appropriate for each distinct district or neighborhood.
11. Encourage the protection and improvement of scenic resources for future generations. Including the design of access points and increased visibility of the Black River, and the increased local utilization of Muckcross State Park.
12. Identify and remove invasive species from public waterways and forest land in order to protect native and historically prevalent non-invasive species and habitat, and increase the visibility, access and use of public waterways.
13. Identify and map vernal pools in order to protect critical habitat areas for amphibians and invertebrate species.
14. Develop a plan for the establishment of Green Corridors.
15. To create a Conservation Commission for the purpose of identifying habitat areas and existing or potential corridors for wildlife and human non-motorized traffic, or the formation and support of a local Not-For-Profit should be facilitated.

## Objectives

1. Identify important wetland for inclusion in the Natural Resource Preservation District. The North Springfield Bog has been designated as a Natural Resources Preservation District. This district or category could be appropriate for other wetland areas.
2. Implement buffers next to wetlands identified in the National Wetland Inventory.
3. Establish land use planning policies that require applicants for subdivision and zoning permits to detail the locations of all wetlands, vernal pools, and perennial streams and to meet specific guidelines for setbacks and protection of these resources. The Planning Commission should develop such guidelines.
4. Maintain buffer areas of vegetation next to rivers and streams wherever appropriate and necessary. Steeper slopes and unstable soils require larger buffer areas in order to prevent erosion and ensure the greatest amount of infiltration before overland flow reaches surface waters.
5. Establish regulations that allow for flexibility in the management of buffer areas such as landscaping, beautification, or permaculture applications while maintaining the critical water quality functions of buffer areas.
6. Investigate whether the retention of the Springfield Reservoir as a potential future water supply is justified. Seek to have the Town of Weathersfield, where the reservoir is located, share in the cost of any other use of the area.
7. Protect the existing groundwater aquifer in North Springfield area by minimizing the potential for adverse impacts from existing development and restrict land subdivision and development projects, which could be incompatible with aquifer protection within the

recharge area.

8. Efforts should be continued to ensure protection of wellhead areas and locating a viable secondary drinking water supply.
9. Maintain valuable agricultural lands in the Connecticut River valley to preserve useable prime and statewide soils along with archaeological resources. Techniques may include clustering of development, conservation subdivisions, agricultural zoning, etc.
10. The Town should continue to investigate areas to allow for public access and enjoyment of the Black and Connecticut Rivers, and should prioritize areas for conservation in order to protect the natural and scenic resource values coupled with efforts to increase the visibility and use of these rivers.
11. Continue to actively support current use programs and/or local tax stabilization agreements for working farms and forestland. Consider special districts where adjacent landowners have designated their land-to-land reserve efforts.
12. Pursue planning and implementation of recreational uses of the land such as trails for hiking, equestrian use, snowmobiling, mountain biking, and cross country skiing to improve access and use of municipal forests and Muckross State Park and to the extent possible link all of the same with equestrian, pedestrian and bicycle access.
13. Continue working in cooperation with the Vermont Department of Forests, Parks and Recreation in developing and implementing long-range multiple-use management plans for the Town Forests located in Springfield.
14. Identify existing or potential wildlife corridors and corridors of public access for hiking outside the developed portions of Springfield, and develop plans to remove, circumvent, or overcome blockage or obstacles within the same.
15. Continue efforts to identify and protect rare and endangered species.
16. Noise and odor pollution standards should be developed for each distinct neighborhood and district, taking into consideration the differences between dense commercial/industrial areas and residential/agricultural areas..
17. In order to plan for the most efficient use of Springfield's mineral resources, the Town should complete an inventory of resource areas and consider protecting them from development. The Town should also develop review procedures to address impacts on neighborhoods, the environment, and the ability to reuse the land bearing in mind the local need for the resource and the impact on employment.
18. Develop policies for the protection and maintenance of trees on town property and in public rights of way. Coordinate policies with those of the public utilities. Allocate funds and pursue funding opportunities for tree planting and care.
19. Develop criteria for the siting of parks.
20. Incorporate provisions in the town-zoning ordinance that encourage the preservation and planting of trees.
21. Discourage residents from planting invasive plant species that threaten native plant and wildlife habitat. Develop educational programs concerning invasive species.
22. Draw up a plan for replacing invasive plants and vegetation with non-invasive or native species.
23. Assist in facilitation of river beautification efforts for the Black River within the developed

portions of Springfield including the planting of blossoming over-story trees, elimination of poisonous plants, and flexible grooming standards within the buffer zones.

24. Advocate for projects that increase the visibility, access and public use of the rivers.

25. Develop a strategic plan for creation of Green Corridors.

26. Conserve and protect important open spaces outside the developed portions of Town.

## Chapter 4 Recreation

This Chapter of the Town Plan recognizes the existing recreational opportunities and facilities and potential future opportunities and plans for future facilities in the Town of Springfield. Recreation is defined and used in this chapter as meaning: spare time activities pursued for general enjoyment, relaxation, participation in sports, cultural improvement, and health reasons.

### Shared Facilities

The Town and the Springfield School District share most of their recreational fields and facilities. The Town Recreation Department uses the School's gym facilities in the winter, and the School uses the Town's outdoor facilities, especially those at Riverside Park, for some of the School athletic events. In addition, the School has an excellent physical education and interscholastic sports program. The working relationship between the Town Recreation Department and the School's athletic departments is excellent and translates into an efficient use of the Town and school resources and facilities, and expanded recreational opportunities for all the residents of the Town of Springfield.

The Springfield Parks and Recreation Department offers programs for all ages year round, but their K-6 youth sports programs are a main focus. The department is serving 200-250 children at any given time in this age group for seasonal sports programs. Maintaining and increasing this number of youth 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 Recreation Director is currently working with the SWCRPC on a planning grant to prioritize future improvements to the Community Center. While the Community Center is an old building, it is still extremely functional. It is heavily used from September to March, by folks of all ages, for many, many, purposes seven days a week. Nearly 200-300 people come through the doors of the Community Center (including the Senior Center) nearly every day during these months.

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- they ask for participation instead of 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. In the near future they hope to add a

Tai Chi class. 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 wonderful trips each year, including five one-day trips, two small overnights and one large trip. The Senior Center motto is “Enter as strangers... leave as friends”.

## Recreation Property and Facilities

The Recreation Resources Inventory in Appendix B summarizes information on the various recreation properties located within the community. Information on each property/facility includes the name of the property or facility, the approximate land area, the current landowner and the facilities and/or the functions served by the facility. The location of these properties is shown on the Base Features Map.

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

The Civic Improvement Fund, grant funding, the Parks and Rec. 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. Plans for other major and minor park improvements at Riverside are currently in various stages, e.g. renovation of the baseball field.

The Recreation Department administers the recreational facility at the North Springfield School Park, which has a youth soccer field, a walking trail, and a warming hut used in conjunction with the winter skating rink. 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 this parcel 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. The Edgar May provides area residents from Springfield and beyond indoor health and recreation opportunities. Located adjacent to the former foundry building on Clinton Street, which serves as the Gateway to the downtown. The Recreation Center is a significant asset to the community providing residents the opportunities and support they need to live an active and healthy lifestyle and currently features three swimming pools, including a therapy pool and children’s pool, and a fitness center. The Edgar May Center has long term plans to expand in phases to connect its current active facility with the former foundry building to enhance its program offerings which involve health, recreation, and wellness programs for all ages. The opportunities for recreation in the Town may be expanded through cooperation with the Edgar May, YMCA, Booster Club, schools and other groups, which could provide other facilities and programs for residents.

## Recreation Trails

The Toonerville Trail, Springfield's bicycle and walking path, is a paved path that skirts the Black River for three miles from its parking area near Grappone on Clinton Street to the Toll Bridge and Hoyt's Landing on the Connecticut River. The Trail may be extended to Bridge St. at the Edgar May Health and Recreation Center parking lot.

A feasibility study spearheaded by the Springfield Trails and Greenways (STAG) group and administered by SWCRPC has been performed contemplating the creation of a new pedestrian/bike path along the Black River on North Side of Springfield and through parts of North Springfield. The groups are now studying how the same can be implemented in phases.

Other trails information is found on the Base Features Map. This map includes a composite of trails information covering hiking, snowmobile, cross-country skiing, 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. Additionally, the Class 4 road information provided by the Public Works Department is included on the Base Features Map in the Appendix. Class 4 roads are all town highways that are not class 1, 2, or 3 town highways. Vermont Statute states that the Selectboard shall determine which highways are class 4 town highways.

The Class IV roads could be better utilized and preserved to provide the opportunity for more organized use for hiking, cross-country skiing, mountain biking, and/or snowmobile trails. It is of particular importance that the Town keeps those Class 4 roads, which will interlink these uses, and which intersect existing trails. Those roads suitable for such use need to be identified, mapped, and held in Town ownership in order to ensure use by Springfield residents in the future. Future trail networks need to be planned and considered.

The Crown Point Road, now a combination of maintained and unmaintained roads and trails, holds historic significance and would provide opportunities for recreationists if preserved. The Town should investigate the feasibility of conserving the Crown Point Road through easements or acquisition in order to preserve this important historic resource.

## Parks

The Town has a few existing pocket parks. One example is the park located at 1 Main Street, which contains benches and is a nice place to view the falls. There is some interest in creating

additional pocket parks in town.

The Vermont Department of Forest, Parks, and Recreation is working to establish a new State Park at Muckcross, the former home of Edgar May. The park will consist of approximately 200 acres and in 2015 a pilot summer camp project was initiated. The establishment of the Muckcross State Park in Springfield will have a significant impact on a variety of recreational opportunities.

### **Connecticut River Access**

A fishing and boating access area is available to the public at Hoyt's Landing. It is maintained by the Vermont State Department of Fish and Wildlife. The access area provides a boat launch area, fishing from shore, picnic area and parking.

### **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. The Town Government is adopting a strategic plan which 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. Experience has established that the use of the existing Toonerville Trail is one of the more popular general recreation facilities in Springfield. It not only is used by the citizens of the community, but is a focal point for many activities involving health and recreation related charities.

### **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 lack of available fiscal agents for charitable purposes. Neighborhood associations are working to preserve important community landmarks, establish playgrounds and community gardens.

The Downtown Master Plan has reference to designated neighborhood plans which may play a role in such neighborhood efforts. The Town in its developing strategic plan is seeking ways to partner or assist neighborhood associations in improving their neighborhoods. The East Central Vermont Consortium in its *"What We Want"* report has mentioned the establishment of themed districts such as garden or arts districts. Many of these concepts may provide examples of projects of recreational opportunities at the neighborhood level.

### **Private Recreational Facilities**

Springfield has attracted and Springfield on the Move has plans to attract additional recreational entertainment facilities to the town. Currently, Springfield hosts dance schools, martial arts dojos, board gaming halls, boxing clubs, and fitness centers. Several of these have clustered in

an area of the downtown consisting of the former Masonic Hall and the former Furman's Department store to create a small "downtown health district." It has through private and non-profit intervention renovated and re-established a new digital three screen movie theater. The number of support gathering spots such as restaurants, pubs, coffee shops, and ice cream facilities catering to the later evening crowd is somewhat limited and expansion of sites needs to be encouraged. These need to be accompanied by avocational recreational opportunities such as artist/artisan demonstrations and craft seminars and maker's spaces. The VAULT has played an important role in supporting these endeavors. Additionally, Springfield on the Move is actively pursuing this type of venue creation.

### **The Library and Library Services**

The Springfield Library provides an important public recreational service in providing access to books, computers, speaking and educational events, and works with other organizations to provide more sedentary recreational pursuits. The Town encourages the library to expand its role in providing recreational services.

### **Festivals and Races**

Festivals and marathon events play an important part in the recreational health, education, quality of life, and economic development of Springfield. Springfield currently hosts several runs, or mini-marathons some connected with the Toonerville Trail and others with the North Springfield Dam. It is anticipated that Springfield will experience an increase in these activities with the opening of the Muckross State Park. In addition, it has come to host a variety of festivals sponsored by various not for 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**

1. Maintain existing recreation facilities so that they are safe, usable, and attractive for all Springfield residents.
2. Maintain or increase the number of youth that access the recreation programs in our community.
3. Develop an annual meeting of community leaders in the recreation field to assess, plan, coordinate, and support the coordination and expansion of recreational opportunities in Springfield.
4. Ensure that recreation areas continue to be available in North Springfield.
5. Develop new recreational opportunities for Springfield residents.
6. Develop a fund for maintaining and expanding the Town's recreational resources through revenue from timber sales, private donations, and grant funds.
7. Include recreational facilities in capital budget and programming planning.
8. Encourage and expand the use of recreational facilities, Class IV roads, and legal trails for

recreation through outreach and education.

9. Improve access and use of parks, town forest lands, and rivers in accordance with the Natural Resources chapter of this Plan.
10. Support the development of festivals and distance races within the community.
11. Work with neighborhoods to improve recreational opportunities at the neighborhood level.
12. Review the recreational opportunities proposed in the Downtown Master Plan, Town Strategic Plan, and the East Central Vermont Area Consortium, *What We Want* report and develop strategies to implement them.

## Objectives

1. Encourage private efforts within the community to maintain and improve the appearance and condition of recreational facilities.
2. Identify a major community service project annually to improve the appearance and condition of one of the Springfield's recreational facilities.
3. Support the development of new recreational opportunities for Springfield residents.
4. Map all large parks and produce a trail map for the town parks and forests, and enhance their pedestrian connectivity to each other, and also to the new Muckcross State Park
5. Develop criteria for the Selectboard to consider when contemplating the conversion of vacant land or accepting the donations of land for parks.
6. Improve access to and use of the Black River.
  - Continue maintenance of the Toonerville Trail along the Black River and plan to extend the Trail to Bridge Street.
  - Promote scenic opportunities offered by the river within the Town center by focusing on the river as an important amenity.
7. Educate local citizens about Class IV town roads and legal trails and their value for recreational activities, including snowmobile and hiking trails.
8. Map and protect the Class IV town roads and trails that have some recreational value from being thrown up and deeded back to abutting landowners, and promote the recreational opportunities currently available to the public along these routes.
9. Through land-use planning and regulation, maintain and encourage the linkage that Class IV roads provide between hiking, cross-country skiing, and snowmobile trails.
10. Investigate the feasibility of conserving the Crown Point Road through easements or acquisition in order to preserve this important historic resource.
11. Review zoning regulations to minimize obstacles to neighborhood recreational projects such as community gardens and playgrounds while maintaining or improving the character of the neighborhoods.

## Chapter 5 Housing

According to the US Census, the population of Springfield rebounded slightly between 2000 and 2010, in contrast to a declining trend seen between 1980-2000. In 1970, the Town’s population was 10,063. It showed a slight increase to 10,190 in 1980 when the machine tool industry was still fairly strong. In 1990 the population dropped to 9,579, in 2000 it dropped further to 9,078, and in 2010 it rebounded slightly to 9,373. In accordance with the increase in population, Springfield also saw an increase in housing units from 4,232 in 2000 to 4,324 in 2010. Additionally, household size continued to fall and in 2010 it reached 2.28.

**Table 5.1 – Summary of Households and Housing Units 2000-2010**

	2000	% of 2000 total	2010	% of 2010 Total	% change 2000-2010
Average Household Size	2.31		2.28		-1.3%
<b>Total Housing Units</b>	4,232	100.0%	4,324	100.0%	2.2%
Occupied Housing Units	3,886	91.8%	3,903	90.3%	0.4%
Owner Occupied	2,624	62.0%	2,657	61.4%	1.3%
Renter Occupied	1,262	29.8%	1,246	28.8%	-1.3%
Seasonal, recreational or occasional use	106	2.5%	134	3.1%	26.4%
Vacant Units - For Rent	110	2.6%	129	3.0%	17.3%
Vacant Units - For Sale	43	1.0%	72	1.7%	67.4%
Source: U.S. Census Bureau, 2000 & 2010 Decennial Census					
	2000		2007-2011		
<b>Ownership Costs: Owner-Occupied Units *</b>					
Median Value of Owner-Occupied Units	\$82,300		\$155,300		
Median Monthly Costs with a Mortgage	\$875		\$1,379		
Median Monthly Costs without a Mortgage	\$361		\$551		
Owner-Occupied Units at or above 30% HH Income			32.4%		
<b>Rental Housing Costs *</b>					
Median Gross Rent (all units)	\$469		\$777		
Median Gross Rent at or above 30% of HH income			51.0%		

Source: U.S. Census Bureau, 2000 Decennial Census, 2007-2011 American Community Survey

\* Data from 2000 Decennial Census may not be comparable with 2007-2011 ACS data

The number of owner-occupied housing units increased between the 2000 and 2010 Census, while the number of renter-occupied housing decreased. This is consistent with a trend seen between the 1900 and 2000 Census and that has occurred throughout the region and the state as a whole – fewer rental units are being built, and more buildings are being sold and turned into ownership properties.

## Housing Types

Springfield has a diverse housing stock. Single-family dwelling units account for 67.1% of Springfield's housing units and 29.2% are multi-unit dwellings. Many of these units (427) are subsidized through Section 8 vouchers or through the management of community land trusts (see Table 5.3). Over 11% of Springfield's housing stock is affordable to families with incomes below 80% of the median family income.

Approximately 3.6% of Springfield's housing units are mobile homes, which represent a slight drop from the 5% rate measured in 2000. Although most mobile homes in Springfield are not subsidized or guaranteed to be affordable, they are generally affordable to lower income groups.

**Table 5.2 Housing by Units in Structure**

Town	Total Housing Units	Percent Units in Structure				
		1 Unit	2 Units	3+ Units	Mobile Home	Other
Andover	373	88.2%	4.6%	0.0%	7.2%	0.0%
Baltimore	106	82.1%	3.8%	0.0%	14.2%	0.0%
Cavendish	937	74.9%	5.8%	13.2%	6.1%	0.0%
Chester	1,882	72.2%	5.3%	17.1%	5.5%	0.0%
Ludlow	3,275	51.0%	6.4%	37.8%	4.8%	0.0%
Reading	400	95.0%	0.0%	2.5%	2.5%	0.0%
<b>Springfield</b>	<b>4,196</b>	<b>67.1%</b>	<b>7.7%</b>	<b>21.5%</b>	<b>3.6%</b>	<b>0.2%</b>
Weathersfield	1,349	76.4%	0.1%	0.0%	23.5%	0.0%
West Windsor	706	77.3%	2.7%	12.9%	7.1%	0.0%
Windsor	1,663	53.3%	6.0%	36.7%	4.0%	0.0%
Windsor County	34,047	69.4%	5.5%	18.1%	6.9%	0.0%
Vermont	321,284	70.0%	6.4%	16.6%	7.0%	0.0%

Source: 2007-2011 American Community Survey, US Census Bureau

## Seasonal Housing

Seasonal housing in Springfield represents just over 3% of the total housing stock in 2010 based on the US Census information. This is much lower than the regional average of 32% (according to housingdata.org). In the region, one home of every three is a seasonal unit — in Springfield, only one in approximately thirty is a seasonal unit.

## Assisted Housing

Assisted housing is defined to include permanent rental subsidies, HUD Section 8 Certificates and Vouchers. The purpose of these programs is to insure that low income people do not pay more than approximately one-third (1/3) of their income toward their housing costs. As Table 5.3

indicates, Springfield has 56% of the subsidized housing in southern Windsor County but only 36% of the total households in the same geographic area. The contrast in Windsor County as a whole is more dramatic: despite having only 12.6% of the total housing units in Windsor County and 16.5% of the population, Springfield has 37% of the County’s assisted housing units. By contrast, the largest community in the County has 17% of the total housing in Windsor County, 17.6% of the population, yet it has only 22% of the County’s assisted housing units (See Table C5 in Appendix C). In addition, 11% of Springfield's housing units are assisted as compared with 4.7% in the County's second largest town. Many communities provide no assisted housing for their residents. According to the Springfield Housing Authority, the vacancy rate for assisted housing units in Springfield is between 5%-8%.

A housing needs assessment conducted by the Vermont Housing Finance Agency in 2013 for the Windsor County Area found that the two largest towns in Windsor County, Springfield and Hartford, house the largest number of cost burdened households. The study found that 31.5% of households in Springfield spend more than 30% of their income on housing and 13.3% spend more than 50% of their income on housing. Table 5.3 below shows the number of subsidized housing units in the southern Windsor County Region by town. Since 2004, there have been slight decreases in the number of subsidized housing units in Springfield and Windsor as well as increases in the number of units in Cavendish, Chester, and Ludlow.

**Table 5.3 Subsidized Housing in Southern Windsor County Region**

	Total Households	Subsidized Units	% of Total
Andover	161	0	0%
Baltimore	95	0	0%
Cavendish	617	16	3%
Chester	1,526	78	5%
Ludlow	902	82	9%
Reading	225	0	0%
<b>Springfield</b>	<b>3,862</b>	<b>427</b>	<b>11%</b>
Weathersfield	1,268	0	0%
West Windsor	480	0	0%
Windsor	1,448	156	11%

\*Source: Directory of Affordable Rental Housing (VHFA Vermont Housing Data), 02/23/16

In the past several years, the Windham and Windsor Housing Trust and the Springfield Housing Authority have been involved in the renovation and rehabilitation of a number of multi-family units, including the large Southview development on South Street and the Westview property. Realty Resources purchased the Westview property and formed a partnership with Springfield Housing Authority to remove a number of buildings and completely rebuild and renovate the remaining structures. Springfield Housing Authority then purchased several of the remaining parcels and, in partnerships with Habitat for Humanity, the Land Trust, and River Valley Technical Center, built six single-family homes on Summit Avenue.

## **Elderly and Handicapped Accessible Housing**

Over one-third of Springfield's assisted housing units, or 4% of the total housing units, are specifically for elderly, handicapped, or disabled families. Of those 171 units, 18 are handicapped accessible. Approximately 28% of households in Springfield have householders who are 65 or older. This number has increased steadily between the 1990, 2000, and 2010 censuses. The elderly population is expected to continue growing as "baby boomers" reach retirement age and beyond. Housing for the elderly must take into consideration access to health care, services, and retail that do not require automobile transportation. Access to public transportation and the ability to walk to shops and services should be high priorities when planning for elderly households.

## **Homeless Housing**

Currently the Springfield Family Center serves as a day shelter for the homeless and a food shelf for those who are unemployed or underemployed. The Family Center serves an average of 800 individuals monthly. Two local private funds, the Parker Fund and Wilson Fund also provide services to homeless or very low-income residents, along with Southeastern, Vermont Community Action. Springfield does not have a full-time homeless shelter, but a warming shelter was established at the North Springfield Baptist Church in 2014. The shelter is open for the winter months between November and April. Additionally, there are shelters in Brattleboro, Vermont, and White River Junction.

## **Congregate Housing**

For the purposes of this plan, congregate housing is any housing of groups of people other than related family members, 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. The Town is interested in exploring how best to regulate these types of uses.

## **Springfield Housing Authority**

The Springfield Housing Authority (SHA) consists of a five-member board, appointed by the Board of Selectmen. The Housing Authority has been very active in the area of assisted housing especially with elderly housing. To date, SHA has been somewhat active in assisting private property owners in rehabilitating the existing housing stock in Town by creating the Springfield Housing Authority Loan Program. The Loan Program is available to multi-family housing property owners and provides loans at below market rates for building improvements.

Current activities of the Housing Authority include the following:

- SHA currently owns and operates three elderly, handicapped, and disabled housing projects, the Huber Building consisting of 60 assisted units, the Whitcomb Building consisting of 72 assisted units, and The Maples located on South Street consisting of 28 units.
- The Housing Authority also owns Mountainview, which consists of 72 units of mixed (elderly and family) housing, 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 also manages the Ellis Block, which has 9 tax credit units and a movie theater.

### Wages and Income

Compared to most other towns in the Southern Windsor County RPC region, employers in Springfield pay higher wages. The average wage in Springfield in 2000 and 2012 were \$29,477 and \$40,778, respectively. After the plant closings in 2000, the average wage decreased to \$28,919 in 2001. However, Springfield still had the highest wage of any town in the Region. The median household income, on the other hand, was among the lowest compared to other towns in the region in 2005-2009 and 2007-2011 (see Table 5.5). This data suggests that those who work in Springfield do not necessarily live in town, but commute from surrounding towns. In order to keep those with moderate or higher incomes in town, the Town may need to address issues other than housing, such as quality of life, education, recreational resources, and the revitalization of the downtown.

**Table 5.4 Average Wages 2000 - 2012**

	2000	2012	% Change
Vermont	\$28,925	\$40,965	42%
Windsor County	\$27,414	\$38,969	42%
Andover	\$31,415	\$32,113	2%
Baltimore	NA	NA	N/A
Cavendish	\$23,651	\$29,486	25%
Chester	\$23,852	\$35,334	48%
Ludlow	\$21,910	\$27,872	27%
Reading	\$16,069	\$23,812	48%
<b>Springfield</b>	<b>\$29,440</b>	<b>\$40,778</b>	39%
Weathersfield	\$23,979	\$35,471	48%
West Windsor	\$22,559	\$31,872	41%
Windsor	\$24,925	\$40,627	63%

Source: Vermont Department of Labor

**Table 5.5 Income by Type 2005 - 2011**

	Median Household Income			Per Capita Income		
	2005-2009	2007-2011	% Change	2005-2009	2007-2011	% Change

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Vermont	\$51,282	\$53,422	4.2%	\$27,036	\$28,376	5%
Windsor County	\$51,066	\$53,129	4.0%	\$29,269	\$30,236	3%
Andover	\$51,667	\$49,000	-5.2%	\$26,970	\$21,779	-19%
Baltimore	\$49,792	\$43,438	-12.8%	\$21,643	\$20,952	-3%
Cavendish	\$42,130	\$42,250	0.3%	\$24,748	\$22,159	-10%
Chester	\$42,535	\$45,750	7.6%	\$26,182	\$34,172	31%
Ludlow	\$44,276	\$46,094	4.1%	\$26,087	\$26,605	2%
Reading	\$57,100	\$59,625	4.4%	\$30,896	\$28,375	-8%
<b>Springfield</b>	<b>\$40,290</b>	<b>\$46,397</b>	<b>15.2%</b>	<b>\$24,313</b>	<b>\$24,020</b>	<b>-1%</b>
Weathersfield	\$58,846	\$62,029	5.4%	\$30,785	\$31,366	2%
West Windsor	\$69,722	\$76,250	9.4%	\$39,645	\$36,923	-7%
Windsor	\$49,231	\$48,095	-2.3%	\$20,899	\$23,420	12%

Source: Source: 2005-2009 & 2007-2011 American Community Survey, US Census Bureau

## Housing Needs in Springfield

In 2015 the Windham and Windsor Housing Trust conducted a Housing Needs Assessment for Windham and Windsor counties. The report profiled a few prominent towns, including Springfield, and is adopted by reference herein. Some of the key points of the Springfield analysis are included below.

- Springfield has seen an overall growth in population between 2000-2010. The population increase was driven by an increase in young adults despite a drop in the senior population.
- There appears to be roughly the same number of rental households within town and an increase in young adults who own their homes. Springfield has one of the highest rates of homeowners under 35 years old in Windsor County.
- Renters in Springfield have lower incomes than homeowners in town and other renters in Windsor County and the State.
- Rental costs in Springfield are on the rise.
- At 5.6%, Springfield has a lower rental vacancy rate than the state or Windsor County.
- The median home sale price in Springfield is just 66% of the median for the State of Vermont. Additionally, two-thirds of all homes sold in 2013 sold for less than \$150,000.

For the full report see: <http://www.w-wht.org/wp-content/uploads/2015/09/2015-Housing-Needs-Assessment-Report.pdf>.

## 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, 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. For more information on this topic please see: [https://www.innovations.harvard.edu/sites/default/files/hpd\\_1101\\_metzger.pdf](https://www.innovations.harvard.edu/sites/default/files/hpd_1101_metzger.pdf).

## Neighborhood Associations

These associations have begun to emerge with increasing frequency over the last few 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. They raise funds to contribute to the maintenance of the approximately 5.5 acres of land that surround the North School building and are currently developing a marked walking trail on the property. 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 the area of 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.

## Goals

1. Encourage the revitalization of deteriorating neighborhoods and phasing out of marginal housing.
2. Encourage property maintenance and improvement.
3. Preserve the integrity and character of all neighborhoods.

4. Work with surrounding towns to establish a fair share housing policy for assisted housing units.
5. Encourage the purchase of affordable homes, especially for first time buyers.

## Objectives

1. Complete an assessment of deteriorating housing stock and develop priorities for areas where the need for revitalization is the strongest. Work with Housing Vermont, the Springfield Housing Authority, and Windham Windsor Housing Trust to redevelop and revitalize high priority buildings and developments.
2. Investigate programs to start up revolving loan funds for owner-occupied rehabilitation of existing structures and utilize the Town controlled fund for the demolition and removal of dilapidated structures.
3. Do nothing in Town policies and/or regulations to discourage the establishment of low-level commercial activity such as neighborhood “mom and pop” stores to foster neighborhood identity.
4. Continue to preserve the integrity and character of single family housing neighborhoods, by limiting new multifamily projects, and by phasing out commercial and industrial uses from the existing residential zoning districts except for appropriate businesses such as home occupations and mom and pop grocery stores.
5. In zoning districts which allow multi-family dwellings, minimum lot size requirements and minimum unit size requirements should be monitored to achieve adequate area for parking, landscaping and open space. New or converted large-scale housing projects should be carefully evaluated to meet these goals.
6. See Utilities and Facilities Objective 14 on page 64.
7. The Town of Springfield should work with the appropriate local, regional and state organizations to develop a “fair share housing study” aimed at providing measurable criteria for determining “fair share” standards for all towns.
8. Continue to require adequate parking, for new, or conversion of use to, multi-family dwellings and congregate housing.
9. Require, through regulation and capital improvement plans, that new housing projects pay their fair share of taxes and for potential impacts to local services and infrastructure, e.g. additional fire-fighting capacity.
10. Explore options to regulate congregate housing, e.g. require conditional use or site plan review.
11. Encourage and support neighborhood associations in their programs and functions.
12. Consider ordinances to address property maintenance and improvement.
13. Continue to allow tiny houses, i.e. no minimum home size.
14. Continue to allow for Accessory Dwelling Units as a form of affordable housing.
15. Promote Windham and Windsor Housing Trust and Springfield Housing Authority’s programs to encourage affordable renting or home ownership.
16. As recommended in the Downtown Master Plan and in accordance with the East Central

SPRINGFIELD TOWN PLAN

Vermont What We Want Plan, consider applying for Neighborhood Designation in the areas surrounding downtown Springfield.

## Chapter 6 Education

Springfield School District (SSD) continues to work hard to provide comprehensive programming to students Pre-K to 12. The Springfield School District serves students from Springfield and surrounding towns that do not have school systems. Students from the town of Baltimore attend Springfield elementary and high schools. Students from Weathersfield attend Springfield High School. A few students from other towns without high schools attend the high school as well, but these numbers are limited. Springfield High School participates in a School Choice agreement with all other high schools in Vermont. The mission of the Springfield School District is as follows:

*All students will acquire knowledge, skills, and positive attitudes to enhance their lives by engaging in learning experiences that are inspiring, relevant, and dynamic.*

Springfield schools operate a public Pre-School Program in cooperation with local private providers. The district also provides Early Essential Education, a pre-school program for special needs children, which currently enrolls 30 children. The Head Start program, which is federally funded, is available for eligible pre-school students. Primary education is offered at Elm Hill Primary School. Elementary education is offered at Union Street Elementary School. The Riverside Middle School serves grades 6 through 8. Springfield High School is co-located with the River Valley Technical Center.

Springfield School District’s most recent strategic plan expired in 2014. The Springfield School Board is currently exploring ways to update the strategic plan prior to July 2018. The district would benefit from members of the municipal government being involved in aspects of that process.

School curricula continue to be updated and aligned to state standards. An emerging challenge will be to satisfy the requirements set forth by the Common Core, a set of rigorous English language arts and mathematics standards, coordinated by the National Governors' Association and the Council of Chief State School Officers, and endorsed by nearly all the states. Go to [www.corestandards.org](http://www.corestandards.org) for more information. In the spring of 2015, Springfield School District students participated in the new Common Core based assessment developed the Smarter Balanced Assessment Consortium (SBAC). These SBAC assessments were all computer adaptive tests.

**Table 6.1 - Town of Springfield Population by Age Group**

	2000	2010	% Change
Total Population	9,078	9,373	3%
Under 5 years	486	517	6%
5-9	515	526	2%

## SPRINGFIELD TOWN PLAN

10-14	658	556	-16%
15-19	677	520	-23%
20-24	358	460	28%
25-29	432	594	38%
30-34	518	536	3%
35-39	643	539	-16%
40-44	761	610	-20%
45-49	681	766	12%
50-54	655	789	20%
55-59	566	661	17%
60-64	400	633	58%
65-69	362	509	41%
70-74	379	340	-10%
75-79	410	256	-38%
80-84	318	240	-25%
85-89	170	203	19%
90+	89	118	33%
Median Age	41.6	43.8	5%

Source: U.S. Census Bureau, 2000 & 2010 Decennial Census

### All-4-One for K – 8 Students

Springfield Schools offer before school, after school and summer programs at Park Street School and afterschool summer programs at Riverside Middle School. These programs include: All-4-One Kid's Club Social Enrichment, 21<sup>st</sup> Century Enrichment/Academic Clubs, Homework Café/Tutoring, and Summer Daze (a weekly theme based enrichment/academic Summer Camp). Riverside Middle School students also receive daily Teacher Help Night support on various curriculum assignments through a small group learning environment setting. See the Union Street School or Elm Hill School website: <http://uss.ssdvt.org/Pages/index> for All-4-One details or All-4-One also has a website at: <http://all-4-one.wix.com/all-4-one>.

All-4-One Mission Statement:

*"To be an academic enrichment and recreation before/after and summer program available to ALL children in Kindergarten through eighth grade and include activities that promote protective factors, self awareness skills and opportunity for service learning skills."*

Source: [http://uss.ssdvt.org/Pages/SpringVT\\_USSbefore/leap](http://uss.ssdvt.org/Pages/SpringVT_USSbefore/leap)

### K through 12<sup>th</sup> Grade

Primary school grades kindergarten through second are offered at Elm Hill School. Elementary

grades third through fifth are offered at Union Street School. The Riverside Middle School serves grades 6 through 8. Grades 9 through 12 are at Springfield High School, which is co-located with the district’s River Valley Technical Center (RVTC) and the Howard Dean Education Center (HDEC).

Elm Hill School, whose cornerstone was laid in 1948, was remodeled and expanded in 2009 and now has a planned capacity of 300 students grades K-2. Union Street School, which opened for students in 1951, was also remodeled and expanded and now has a planned capacity of 300 students grades 3-5. Both schools are self-contained, and include fine libraries and stages for the arts. For more on each school, school programs and events go to: <http://www.ssdvt.org>.

**Table 6.2 Springfield School enrollment projections.**

School Name	Capacity (approx..)	FY 15 Enrollment	FY 16 Enrollment	Excess Capacity (est.)	FY 17 Projected Enrollment
Elm Hill School (K-2)	300	272	257	43	257
Union Street School (3-5)	300	258	276	24	279
Riverside Middle School (6-8)	450	299	283	167	247
Springfield High School (9-12)	700	452	458	242	451

Riverside Middle School opened as Riverside Park School in 1956 and is also known as Riverside Junior High. Current enrollment is 283 students, as opposed to 326 in FY10. Springfield High School was opened for grades 9 through 12 in 1969. Current enrollment is as shown in Table 6.2, above.

Primary and Elementary School enrollment in the Springfield School District was 530 and 533 for fiscal years 2015 and 2016, respectively, and projected at 536 for fiscal year 2017. Actual FY16 figures show current student population at Elm Hill School, K-2, is 257 students and at Union Street School, 3-5, 276, i.e., 533 students. [See Table 6.3, below]

### Home Schooling

Some parents and families choose to home school their children. It is expected that home-schooled students will continue their education outside the Springfield school system. All of our schools do provide opportunities and activities to include home-schooled students. There are currently 13 students home-schooled among our high school, middle school, and two elementary schools. The number of home-schooled children may change often during the school year.

\* See Table 6.2, this table assigns K-2 to Elm and 3-5 to Union

### Implications of Acts 60 and 68 for Springfield Schools

Act 60, Vermont’s Equal Education Opportunity Act, passed in 1997, changed state funding for education and afforded educational equality for all Vermont children as required by the Brigham decision. Act 60 includes provisions that ensure overall educational quality in Vermont schools, including the adoption of statewide and local standards and assessments. Act 60 has benefitted the Springfield School District by providing a source of funding beyond the local property tax. Because it is a “receiving town,” the Town receives more money for programs and capital improvement than it would otherwise be required to raise in local property taxes to fund its needs. For every student attending the Springfield schools, the town receives a specified amount of funding. Increasing enrollment means that the schools will see more funding. To the contrary decreasing enrollment means that the schools will see less funding, for maintenance and improvements. Only one-third of the Springfield School District’s revenue comes from local property tax.

Act 68, passed in 2003, amended the education funding systems created by Act 60 and has additional education policy provisions regarding cost effectiveness of services and programs and reduction of burdensome or redundant requirements of schools. Additionally, Act 68 modified how the education fund is funded, creating separate tax rates for homestead and non-residential properties, with homestead properties being eligible for tax adjustments based on income.

### Implications of Act 46 for Springfield Schools

While Act 46, which calls for consideration of the consolidation of certain supervisory school districts, has not caused any local action in Springfield, it, nevertheless, could have a negative impact on the Springfield School District and RVTC. Should the historically strong educational ties between Springfield, Weathersfield, and Baltimore be disrupted by the consolidation of Weathersfield and/or Baltimore with the Windsor School District, resulting in Springfield's loss of high school students from either or both of those towns, education in the Springfield would be negatively affected.

### Higher Education and Technical Training

There is a need for a traditional post-secondary presence in Springfield. In particular Springfield has need of an institution of higher learning, which is accredited and can offer in Springfield the degrees needed for a professional career. Because of the number of health and rehabilitation employers in Springfield, there is specifically a need for a residential graduate/professional school, which offers advanced degrees in nursing, degrees in mid-level primary care, psychology, therapeutics, and clinical social work. By locating such an institution in Springfield, there will be benefits in the form of assisting in the recruitment and retention of trained professionals, and an

increase in economic development benefits to the Town of Springfield by attracting the retail and support businesses to the Town. The economic development benefits are greatly reduced if the program is strictly or predominantly an online remotely taught program.

### **Howard Dean Education Center**

The Howard Dean Education Center (HDEC) offers a variety of educational opportunities. What makes The Dean Center special is the wide range of learning opportunities presented by Vermont educational institutions. These educational "partners" include:

- Community College of Vermont
- Johnson State College
- World of Discovery
- River Valley Technical Center
- University of Vermont

### **River Valley Technical Center (RVTC)**

The River Valley Technical Center School District was founded as an independent technical center school district in 2007 and offers programming to a service region that includes five high schools. Member districts in Vermont include Bellows Falls Union High School District #27, Black River Union High School District #39, Green Mountain Union High School District #35, Springfield School District and the Fall Mountain Regional Supervisory District SAU# 60 in New Hampshire.

RVTC offers technical training to high school students and adults who wish to improve their skills and prepares students for employment and/or college. The curriculum is based on national and industry standards. RVTC also works with area businesses to provide specialized training programs to help them remain competitive in a global economy.

The goal of the River Valley Technical Center is to proactively meet the demand for high-skill job training and instruction for the River Valley area. The River Valley Technical Center offers an education that prepares students to be career and college ready. Programs offered to students in grades 10 through 12 include Advanced Manufacturing, Business and Financial Services, Culinary Arts, Engineering, Industrial Trades (Plumbing, Electrical and Welding), Carpentry, Audio Video Production, Human Services, Health Careers, Information Technology (Technology Essentials and Hands-On Computers), Horticulture and Natural Resources, and Criminal Justice. An Engineering Program, offering Project Lead The Way curriculum will start in the fall of 2016. RVTC also offers a wide range of programming to students primarily in grades 9 and 10 that are the yearlong Integrated Pre-Technical Studies program and a variety of Pre Technical Foundations classes, which allow students to sample several different career areas.

Many of our programs offer post-secondary credit via Dual Enrollment and Articulation Agreements with the Community College of Vermont, Vermont Technical College, and River Valley Community College. Industry-recognized credentials and student leadership opportunities through DECA, SkillsUSA and FFA are also offered.

Employers are looking for employees who not only have technical and academic skills but also possess employability skills. The River Valley Technical Center, working with employers in the region, has adopted six “Essential Employability Skills.” These skills include: Dependability, Communication, Organization, Problem-Solving, Collaboration and Work Ethic.

Students need to apply their skills and knowledge in a real world setting. Cooperative Education (Co-op) is an extension of the academic and technical training given at the Technical Center. The Co-op program works with local employers, students and the Technical Center teachers to create learning opportunities for students in the workforce. The Co-op program places students with entry-level skills in work-based learning opportunities related to their career area of training experience. While they learn, students can earn a wage, gain career experience, develop self-confidence and acquire general employability skills.

RVTC also offers programming for middle school students that includes a Summer Tech Camp held in late June each year, and an after school program called “Tech Time” which is designed to allow these students to explore several career areas during the course of the school year. Soon the River Valley Technical Center will soon operate a “Maker Space” which will be available for RVTC students, service region middle and high school students, and community access via a membership fee.

As an independent technical center school district, the River Valley Technical Center must hold annual meetings and voters must approve the annual budget. The RVTC Annual Meeting is held in late February every year; the meeting is followed by a budget information session. The Annual Report of the RVTC School District will be available to all voters by contacting the River Valley Technical Center at 802-885-8300, or is available for download at <http://www.rvtc.org/>.

### **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 recently spearheaded initiatives such as the River Valley Employment fair held each spring, Labor Market presentations and speakers for employers, Substance Abuse forums, National Manufacturing Week tours and presentations for students, and access to training funds for businesses. For more information go to <https://www.facebook.com/RiverValleyWIB>.

### **Vermont Technical College**

Vermont Technical College has a long-standing relationship with Springfield and the Howard Dean Education Center. The Howard Dean Center continues to serve as one of the essential

distance learning sites for Vermont Tech's Associate of Science in Nursing (ADN) and its Practical Nursing Certificate (PNC). Vermont Tech was proud to make new investments in this site to ensure that the relationships with students and the community will remain strong well into the future. For more information go to <https://www.vtc.edu/>.

### **Community College of Vermont**

In Springfield, CCV offers approximately 60 courses in the liberal arts, business, human services, technology, and allied health each fall and spring and over 30 in the summer. Fall courses start in early September, spring in late January, and summer in late May. Daytime, evening, and weekend options are available. For more information, visit CCV's website at [www.ccv.edu](http://www.ccv.edu).

### **Johnson State External Degree Program**

The Johnson State External Degree Program (EDP) is available to Springfield residents who want to complete a bachelor's degree. An advisor for the EDP is located at the CCV site in Springfield.

For more information see:

<http://www.deancenter.org/main.php/JohnsonStateExternalDegreeProgram>.

### **World of Discovery III**

World of Discovery III is a child care center serving children ages 6 weeks to 12 years whose mission is to provide a happy, safe and nurturing environment in which children can thrive.

World of Discovery III partners with the Springfield School District Publicly Funded Prekindergarten Education Program and the River Valley Technical Center Human Services program. The Human Services students are able to gain hands on knowledge and experience in the field of early childhood education while offering a great deal of personal attention to the children. Students are supervised at all times by staff and assist in the daily routines of the center.

### **Vermont Virtual Learning Cooperative (VTVLC)**

The Vermont Virtual Learning Cooperative works with Vermont schools to facilitate online courses for students statewide. Through this resource, students are able to take courses that are not available at their school. Visit <https://www.vtvlc.org/> for more information.

### **UVM at HDEC**

In late 2002, the University of Vermont opened an outreach center at the Howard Dean Education Center to make it easier for individuals and businesses in southern Vermont to take advantage of the resources of the University. At the Dean Center, UVM is especially focused on developing programs to meet the workforce development needs of employers in southern Vermont and bordering states. Classes and programs are offered via UVM's own interactive television network, and via the Internet. For more information see:

[http://www.deancenter.org/main.php/UniversityofVermont.](http://www.deancenter.org/main.php/UniversityofVermont)

## Childcare – Public Pre-School

High quality childcare services provide important benefits to Springfield and the region. The availability of affordable, high quality childcare contributes to early childhood development, enables parents of young children to enter or remain in the workforce, enhances the productivity of working parents, and contributes to the expansion of the local and regional economies. Facilities that are located near residential clusters, schools, the workplace, or public transportation may reduce automobile trips and congestion. Additionally, Vermont Statute includes as a specific goal to be furthered by municipal and regional planning: *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 State of Vermont Child Development Division maintains a list of all registered homes and all licensed providers in the State. This list does not include informal arrangements. In Springfield there are 13 registered homes and 8 licensed providers. For an up to date listing of licensed providers and registered homes in Springfield or the region by town, visit [www.brightfutures.dcf.state.vt.us](http://www.brightfutures.dcf.state.vt.us), select a Town and hit “Go.”

Childcare expenses can deter some families from seeking safe and convenient services. The Childcare Subsidy Program, which is based on gross monthly income and family size, is a program established by the Vermont Agency of Human Services, and can assist some low-income families with the cost of childcare. There are also some tax credits available for businesses, employees and employer childcare subsidies, but many are underutilized. For example, an employer may offer dependent care assistance programs (DCAP), which provide child care subsidies, reserve slots at childcare centers, and incentives to build onsite childcare.

In general, the State regulates childcare providers and programs by requiring them to meet basic standards for children’s health and safety. However, many local programs achieve very high standards and are awarded appropriate recognition and/or accreditation through state programs such as STARS (Step Ahead Recognition System) and national programs such as NAEYC (National Association for the Education of Young Children).

*Act 166 for Universal Publicly Funded Pre-K:* Publicly funded pre-k education is defined as quality pre-kindergarten education for 3-5 year old children aligned with Vermont Early Learning Standards for 10 hours a week for 35 weeks during the school year. In 2014 Vermont Legislature passed Act 166 requiring all school districts and supervisory unions in the State of Vermont to offer publicly funded pre-k to their 3-5 year old children. Public schools are not required to offer their own program and can meet this requirement by partnering with prequalified early care and education programs that maintain the Act’s requirements. Act 166 will be fully effective on July 1<sup>st</sup>, 2016, however Springfield School District became an early adopter in July of 2015. Currently, Springfield School District is partnering with 11 prequalified licensed centers and 3 registered

homes, which meet the high quality standards of the act. The minimum standards for these programs include: National accreditation through the National Association for the Education of Young Children (NAEYC); or a minimum of 4 STARS in Vermont's Step Ahead Recognition System with at least 2 points in each arena; or 3 STARS if the program has a plan approved by the Secretary of Education and the Commissioner of the Department for Children and Families to achieve 4 or more STARS within 2 years. In addition, the program's curriculum must be aligned with the Vermont Early Learning Standards and must be secular. Programs must also employ or contract with a Vermont licensed teacher who has an early childhood education or early childhood special education endorsement. In 2015-16 the Publicly Funded Pre-K programs that partner with Springfield School District serve 144 children ages 3-5 and include programs within Springfield and the surrounding towns.

### **Local Adult Avocational Seminars, Classes and Workshops**

The Vault periodically offers classes and workshops in the arts, RVTC is opening a mini-maker's space which will be open to the general public after school hours, and Springfield on the Move is considering plans for an interactive Artist/Artisan Mall and a maker's space. In the past RVTC has offered cooking classes for adults. The locally based Steampunk Society of Vermont established that Springfield can successfully host edu-tourism oriented festivals which draw non-residents to Springfield to listen to lectures and attend work-shops. Given natural and quaint Vermont tourist destinations in the surrounding area, edu-tourism of this sort could not only benefit the economy, but improve the quality of life for local residents.

### **Goals:**

#### **Childcare – Public Pre-School**

1. Continue to encourage a town-wide approach to childcare and early education found in these homes and centers.
2. Monitor the Child Development Division inventory of licensed and registered childcare facilities in Springfield and the capacities of each. Conduct a needs assessment should capacities reach the maximum number of licensed and registered providers.
3. Engage 3 and 4 year-old children in developmentally appropriate learning opportunities in Springfield School District partner Pre-K programs.
4. Build capacity by supporting early care and education programs to meet quality standards set out in Act 166.

#### **Education**

1. Obtain high quality educational achievement from students and teachers.
2. Continue to build the post-secondary educational and technical offerings at the Howard Dean Education Center that are relevant and material to the marketable skills and

education that residents of Springfield and the region need to obtain economically viable employment in the region.

3. Expand the post-secondary education offerings for college and university bound students so that they can obtain freshman and sophomore year educational credits that will be accepted at any American college or university.
4. Reach out to adults to determine what learning fields (arts, science, business, entertainment) would be pursued should they be offered at the Howard Dean Education Center. Provide relevant and economically viable (to the HDEC) educational and technical continuing education courses.
5. Achieve an educational atmosphere in which students will learn.
6. Increase the amount of post-secondary training that occurs within Springfield.

## Objectives:

### Childcare

1. Encourage and cooperate with private and public employers to keep up the quality, accessibility and availability of childcare homes and facilities.
2. Encourage the fostering and expansion of the existing support for childcare services and early education services found among the business, school, hospital and nonprofits within the community.

### Education

1. Continue to support the advancement and expansion of educational and career training opportunities at the Howard Dean Educational Center.
2. Encourage and support the expansion of the programs offered by Community College of Vermont, the Vermont State Colleges, and the University of Vermont at the HDEC.
3. Encourage other colleges and universities to offer college accredited courses at HDEC.
4. Reach out to and cooperate with private employers to assist them in setting and implementing the technical educational goal of producing skilled potential employees to meet the needs of the region's employers, including the use of their skilled employees as instructors in the trades and providing up to date educational materials and equipment on which to train at HDEC.
5. Work with the Department of Employment and Training to plan and coordinate the curriculum at the various elements within the HDEC to meet the needs and opportunities for employment within the community and region.
6. Encourage the municipal officials in Springfield to consider the possibility of attracting a post-secondary education presence in Springfield when planning for the redevelopment of appropriate buildings in Springfield.
7. Seek to reduce barriers to the location of a graduate school in Springfield.
8. Encourage healthcare, rehabilitation, and social service providers in Springfield to reserve

- or offer clinical and internships for students attending a locally based post-secondary institution in Springfield.
9. Establish a community task force with the express purpose of recruiting a post-secondary full service institution to the Town of Springfield, and to serve as an advocate to assist any bona fide private or public institution seeking to open a full service campus in Springfield with State accreditation boards.
  10. Encourage existing post-secondary institutions having partial education programs in Springfield to make Springfield a hub where all courses required for a degree or certification can be obtained within a reasonable and regularly occurring time frame in Springfield.
  11. Cooperate with local health and rehabilitation providers in Springfield to increase the amount of education opportunities taught within Springfield for degrees, which lead to higher income status for the students in these fields of study.
  12. Work with local organizations to encourage edu-tourism in Springfield.
  13. Encourage legislative approval for the River Valley Technical Center to offer Associates Degrees.

## Chapter 7 Transportation

Transportation networks influence patterns of land use and development. Likewise, location and types of land uses can have a profound effect on the adequacy and efficiency of transportation networks. In Springfield, the first major road through 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 spur were located 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, 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 for 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 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.

The highway and road system serves Springfield, its residents, business owners and industries as best it can, having been set out in simpler times when more people walked and motor vehicles were smaller. This is the transportation Springfield must, for the most part, live with. The topography, widths of rights-of-way, and lack of unlimited finances inhibits addressing the shortcomings of the transportation network. There are some traffic delays and some circulation congestion because of the narrow Black River Valley, in which the system is located. Fertile minds constantly look at these restrictions and search for solutions to get us out of this tight box, and one day there will be a solution. For now we fix things one at a time.

This chapter examines the existing transportation infrastructure in Springfield and discusses possible solutions to transportation problems. In spite of 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 Fairgrounds Road. An architect is being hired in 2016 to evaluate the existing facility and explore improvement or relocation options.

### **Roads and Bridges**

The Town of Springfield maintains 123.5 miles of Class I, II and III town roads and owns an additional 1.8 miles of Class IV 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 Map 1), which serve the Town of Springfield. Class I Town Highway portions of state highways within the urban compact lines are municipally maintained.

<b>Road Mileage by Classification</b>			
<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.	100.7
<i>Subtotal - Town-maintained roads</i>			<i>123.5</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>129.9</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	9.9
<i>Subtotal - State-maintained highways</i>			<i>28.0</i>
<b>Total - Public highways</b>			<b>158.0</b>
Source: VERMONT GENERAL HIGHWAY MAP Town of Springfield (VTrans, 2015)			

Route 143 is a Class II Town Highway. As part of the “Correctional Facility Agreement” with the State, Route 143 was reconstructed in 2009.

### 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 2015, indicating that about 39 percent of the 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 22 percent of the roads need preventative maintenance, such as crack sealing, shim and overlay treatments. The remainder, about 39%, of the roads need more substantial work.

<b>Road Conditions</b>						
	<i>Condition</i>	<i>Maintenance needed</i>	<i>Miles of Town Highway</i>			<i>Percentage of Subtotal</i>
			<i>Class 1 (Paved)</i>	<i>Class 2 &amp; 3 (Paved)</i>	<i>Class 2 &amp; 3 (Unpaved)</i>	
	Good or Very Good	None or routine only	2.8	18.2	25.9	38.8%
	Fair	Preventative needed	0.0	26.4	0.0	21.9%
	Poor	Rehabilitation needed	0.0	18.0	0.0	14.9%
	Very Poor	Reconstruction needed	0.0	23.2	6.3	24.5%
<b>TOTAL mileage</b>			<b>2.8</b>	<b>85.8</b>	<b>32.2</b>	
Source: Compiled from Town of Springfield RSMS Paved and Unpaved Road Evaluation (Hammond Eng., March 2015)						
Note: Updated per VTrans Class 1 paving improvements in 2016						

Priority roadway needs are summarized at the end of the chapter. In 2016, the paving budget was increased from approximately \$400,000 to \$700,000 a year. This has allowed the Public Works Department to make improvements to a larger network of roads. Maintaining this increased level of funding and taking advantage of Class 2 Roadway grants and other funding opportunities is the only way to continue to address the roadway maintenance needs.

## Drainage Structures

There are 41 Town bridges, with a span of less than 20 feet in length, or culverts exceeding 36 inches in diameter; and 17 Town bridges with a span exceeding 20 feet. In addition, there are two state maintained bridges of less than 20 feet and 6 state bridges exceeding 20 feet. Within the last 10 years, improvements to the following bridges has been completed: the historic Paddock Road Bridge, Community Center Bridge on Main Street in Downtown Springfield, and the Harry Hill's Bridge on Main Street in North Springfield. 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. In 2016-17 the Public Works Department is assessing retaining walls and updating the bridge and culvert inventory. 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.

A Municipal Roads General Permit will soon be required for the roadway network in accordance with the recently adopted Vermont Clean Water Act. As such, the Town will need to update the existing inventories and identify additional projects to improve water quality within the next few years. A few funding programs exist to help pay for these improvements, such as the Better Roads Program and Ecosystem Restoration Program.

## Traffic Congestion

Peak morning and afternoon traffic congestion and conflict of movement occur downtown and at three signalized intersections:

1. Main/Park/Summer Hill: Main Street exhibits about 10,000 vehicle trips a day on average. That traffic volume, combined with the narrowness of Summer Hill and Park Streets and on-street parking, cause 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 main traffic flow. It has been on the High Crash List in recent years. The traffic signal was removed a few years ago. It is being evaluated in 2016-17 as part of the Strong Communities, Better Connections Main Street corridor project.
3. VT Routes 11 and 106 by the Springfield Plaza: This intersection has been on the High

Crash List off and on for a number of years. The irregular configuration and number of turning movements, combined with the traffic volumes at this intersection contribute to the problem.

4. Main Street/Valley Street: This intersection is also a safety concern. There are a number of accidents reported in and around this intersection on VTrans' crash database. The irregular configuration of the adjacent Main Street/Elm Hill Street intersection may also influence crashes in this area.

If an incident occurs within the area of congestion during peak traffic hours anywhere along Main Street, River Street and the Old Chester Road, response by fire, ambulance or police personnel is extremely difficult, as there are very few alternative routes or a bypass around the congestion, if any at all.

## 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 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. Although some services for those traveling on the Interstate are desirable, commercial activities located at the interchange should complement rather than compete with those located in the downtown.

## 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 another driver(s) to work. The Park and Ride lot is also used by people accessing the Toonerville Trail multi-use path.

Improvements to the state-owned Exit 7 Park & Ride facility were completed recently, including lighting and improved bus circulation. Twelve electrical vehicle charging hook ups are available at this site, in addition to the 2 charging stations located next to the Town Hall.

## 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 in the People’s Bank parking lot through a lease with the bank. Changes were made to public parking spaces a few years ago to optimize the availability of parking for commerce downtown. A Parking Enforcement Officer enforces parking in and around the downtown. Other parking in Springfield is generally available through private, on-site parking. The Zoning Ordinance regulates parking for new developments. The 2015 Downtown Master Plan identifies a number of parking improvements for downtown Springfield.

## Downtown

A master plan was developed in 2015 for downtown Springfield. It includes a number of recommendations to help revitalize the downtown, improve the transportation network and enhance the streetscape.

In 2016-17, a number of those recommendations are being further evaluated in a Streetscape Master Plan being developed for the Town by Greenman-Pedersen, Inc., an effort that is funded by a Strong Communities, Better Connections grant from the State. This project is developing conceptual improvements to the Main Street corridor, including a Riverwalk, parking improvements, wayfinding signage, intersection improvements, and improvements to the streetscape, including trees, pedestrian crosswalks, access to and views of the river.

## Signage

Traffic flow and congestion, traffic safety, touring motorists, truck delivery services, and businesses on the Routes 11, 106 and in the downtown, and emergency services could all benefit from better signage in the Town. Street and Highway names and numbers, lane directional arrows, directions to I-91, State Building, Town Offices, Police, Fire, Emergency Rooms, Schools, Community Recreational Centers and Parks, to name a few, could be more obvious and placed more conveniently to give motorists earlier notice and clearer directions to these facilities.

## E-911

**Enhanced 911 or E911** is a system that selectively routes 911 calls to Public Safety Answering Points (PSAPs) based on a locatable address assigned to a phone number. Using the address provided by the Enhanced 911 Database, the call takers map display is also populated with the mapped location of the caller.

When a 911 call is made from a landline phone, call – takers are automatically provided with the caller’s phone number, address, and the designated emergency service providers (police, fire & EMS) for the caller’s location. When a 911 call is made from a wireless phone, call – takers are provided with the caller’s phone number, the address of the tower that processed the call, as

well as the latitude/longitude coordinates of the caller, which coordinates, depending on the instrument being used by the caller, may not be exact.

The Enhanced 911 System reduces the response time in an emergency due to the factors listed below:

- **Location Base Calling** – As mentioned above, calls are routed to each PSAP based on the location of the caller. Call – takers are also provided with data identifying the emergency response location as well as the appropriate emergency service responders to contact.
- **Distance Based Addressing** – As detailed in Vermont’s E911 Addressing Standards, E911 addressing is distance based. The address number assigned to a structure will tell emergency service providers approximately how far along a road they need to travel to reach the scene. For example, if a municipality uses the standard 5.28 feet increment the Fire Department will know that a call for a structure fire at 730 Birch Street is located approximately three – quarters of a mile down the road.

Today the E911 system in Springfield exists, and the attributes of “Location Based Calling” are present in the system. Though numbered addresses are assigned to all locations, the numbering does not comply with E911 standards. “Distance Based Addressing” is not a part of the Springfield system. In addition there is duplication of street names causing confusion for emergency response personnel. When the proper street is found, because the numbering is not distance based, when looking for the location of an emergency, EMS, Fire and Police do not find the location where it should be. Adding to this problem, and resultant delay in emergency response, is the lack of posted numbers on buildings. If that were not enough confusion, when numbers are posted and visible, the numbers on one side of the street do not correspond to those on the other side, or the numbers are completely out of sequence. This is difficult enough for Springfield EMS, FD and PD, but frequently leaves mutual aid EMS and Fire and out-of-town Police Officers at a loss to find the location of the emergency to which they are responding. The result is troubling and could be life threatening, if not fatal.

The addressing system for Springfield needs to be brought up to E911 state-wide standards. This means removing name confusion by eliminating Streets with same names (e.g. Elm Street, School Street, Main Street in both Springfield and North Springfield) and eliminating “Road,” Street,” “Drive,” “Terrace,” “Place,” or “Court” with the same name (e.g. Cutler Drive and Cutler Street). Once the name confusion is removed, renumber building locations on all streets using the proper numbering by distance standard, and requiring each building have its one number and the apartments or condominiums in the building be separately designate as “Apt.” or “Unit”.

Accomplishing the above throughout the town, though very helpful for EMS, FD and PD, is futile if addresses are not posted. Requiring the posting of addresses is necessary and vital. Using a uniform design, which meets E911 standards, for the numbers, as we do with street names, and to the extent possible uniform placement position on the parcel would be ideal, taking all the guess work out of finding a number on a location.

This latter can be accomplished by a service provided by the Town or by farming out the work of erecting the address devices to nonprofits as a fundraising project. Uniform addressing device could possibly be designed and produced at a VT State prison shop.

## **Public Transit**

The Current, operated by Southeast Vermont Transit, serves the Town of Springfield with in-town services and connecting service to Chester, Bellows Falls, Ludlow, Okemo Mountain, as well as Lebanon, Dartmouth College and Dartmouth Hitchcock Medical Center.

The Current also provides transportation service to the elderly and persons with disabilities for medical appointments, shopping, personal trips, and adult day program and to the Senior Center. Riders can arrange for this Dial-a-Ride service by calling 48 hours ahead of time.

## **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. Nearly half of that network is in excellent to good condition, but the remainder needs work to improve the condition or to bring them into compliance with the Americans with Disabilities Act (ADA) Accessibility Guidelines. The cost to upgrade sidewalks is high; costs often range between \$99 and \$239 a linear foot of sidewalk. Due to the high costs, the town will focus sidewalk improvements in the areas surrounding the schools and downtown. Within the last five years the Town has improved sidewalks along Main Street, Valley Street and Union Street, and developed a scoping study of sidewalks in the Elm Hill School area. In 2016, final designs are being prepared to complete sidewalk improvements along South Street. In 2017, the Town also plans to make sidewalk improvements along the remainder of Union Street. Due to maintenance/upgrade costs, the Town may consider abandoning sections of sidewalk that are in very poor condition and where utilization is extremely low.

The Toonerville Trail, a multi-use path, parallels VT Route 11/Clinton Street from the Connecticut River to the trailhead located between the Jones Center and Grappone/Nortrax 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.

In 2016, a path extension is being designed to connect to 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. However, permitting issues are being addressed through the environmental “BERA” process, which is ongoing in 2016. In September 2016 the Town was awarded funding through the Bicycle and Pedestrian Program (VTrans) for the design and construction of this path extension.

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. The path was estimated to cost a couple million dollars to design and construct, so grants to pay for it in a phased approach will be necessary.

### **Rail Service**

The convenience and efficiency brought to the trucking community by the construction of I-91 ended the need for rail transportation for the movement of most goods. Though rail service is no longer available in Springfield, the New England Railroad (NER) maintains freight lines across the Connecticut River in Charlestown, NH. Amtrak service is available in Bellows Falls and Windsor, VT. Green Mountain Railroad freight service, which runs between Bellows Falls and Rutland, VT along the VT Route 103 corridor, is available at its terminus in Bellows Falls where it interfaces with NER, and could be accessed in Chester and Gassetts, VT, as well.

### **Air Service**

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 located 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. See Table 7.1 below for a summary of these airports.

**Table 7.1 – Regional Airport Summary**

Airport	Type	Ownership	Runway Length	Est. Annual Commercial Enplanements	Est. Annual Tons of Cargo	Est. General Operations (Annual)
Claremont	GA	City of Claremont, NH	3,100' / 1,600'	N/A	N/A	10,000
Hartness State	GA	State of Vermont	5,498' / 3,000'	N/A	N/A	16,500
Lebanon Municipal	GA/CO	City of Lebanon, NH	5,496' / 5,200'	N/A	N/A	47,000
Rutland State	GA/CO	State of Vermont	5,000' / 3,170'	5,400	550	24,540
Burlington International	GA/CO	City of Burlington, VT	8,320' / 3,611'	525,000	9,000	129,945
Manchester international	GA/CO	City of Manchester, NH	9,247' / 6,850'	1,380,000	90,500	25,000
Bradley International	GA/CO	Connecticut Airport Authority	9,510' / 6,847' / 4,268'	3.48 million		

Sources: Vtrans, NHDOT, UVLSRPC, SWCRPC, CAA

Notes: GA = General Aviation, CO = Commercial Aviation; All runways have asphalt surface unless otherwise noted.

## Hartness Airport

Hartness State Airport, Springfield, VT, is the oldest in Vermont. Facilities at Hartness are among the best in Vermont. Built in the 1920s, Hartness was host to Charles A. Lindbergh shortly after his Trans-Atlantic Flight in 1927. Hartness is the home of the first Vermont Civil Air Patrol Squadron, founded in 1941. Hartness once had regularly scheduled airline service. The airport’s primary runway, Runway 5/23, at 5,498 feet, is, after Burlington International, the longest runway in the state. Hartness is served by a crosswind runway, Runway 11/19 of 3000 feet. The airport accommodates corporate jets.

Federal Aviation Administration (FAA) funding generally pays for 90 percent of aviation projects. Vermont state policy is to use State funds to match FAA grants at state airports. FAA funding is provided through user taxes, which are saved in a trust fund (VTrans, 2007).

At Hartness, a fixed based operator (FBO) provides services, including aircraft maintenance, storage, fuel, charters, and flight instruction. It is one of only a few businesses offering flying lessons and aircraft rentals in the State. Hartness is a center for glider activity, with Celtic Air providing powered tows for gliders (VTrans, 2003). Soaring clubs operate at the airport all summer, and host an annual soaring competition. The airport supports medical emergency flights (both helicopter and fixed wing), on-call organ transplant flights, state police drug enforcement operations, Springfield Police operations, Air National Guard helicopter operations, and search and rescue operation of the Civil Air Patrol and state police. In 2003 VTrans completed an analysis of the economic impact of airports and published the Economic Impact of Vermont’s Public-Use Airports. According to that study, Hartness is estimated to have over \$1.2 million in economic impact in terms of business sales and public sector expenditures. Several local businesses and area machine tool parts companies, use the airport for company business. It is also used by

Vermont Fish and Game Department, State Police, National Guard, Civil Air patrol (CAP) and by local hospitals for medical helicopter refueling. According to the study, the airport is also used for private aircraft services by a number of second homeowners. The airport is also used for tourist related activities.

VTrans Maintenance and Aviation Division has a Capital Improvement Program, which has provided more than \$3 Million at Hartness for, among other improvements, the refurbishing of the runways, providing pads for the construction of more private hangars and card-lock fuel available 24 hours a day. The Aviation Division has in excess of \$3.08 Million of capital improvements under consideration for Hartness over the next 5 years. State and federal funding, a 05/95 match, is prioritized among the ten airports based on points awarded for meeting various criteria. One of the criteria is an Airport Overlay zoning district, which Springfield adopted a few years ago, regulating the designated zone to protect the airport from outside interference.

There are approximately 30 mostly small, single-engine and a few twin-engine aircraft based at the Hartness Airport. Several local businesses have customers or suppliers that use general aviation and Hartness to reach them on a regular basis, especially for precision-machined parts to keep out-of-state assembly lines supplied. Those knowledgeable of the airport operations state that as much as 50% of the annual flight operations are business related. Many second homeowners regularly use the airport for traveling between their primary residence and vacation spot or secondary home in Vermont.

## Access Management

Highways perform the dual function of enabling mobility for regional public transit, truck and automobile 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” July 1, 1999, Revised: July 17, 2000, July 1, 1999, November 15, 2001 and July 22, 2005. The document can be found at:

<http://www.aot.state.vt.us/vam/Documents/AccManProgGuidelinesRev072205.pdf>.

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 Snide Road in North Springfield;
- Main Street (Route 11) from Elm Hill Road to North Main Street;
- River Road (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 North Main Street.), 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 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 in order to promote better access management along the major roadways through Springfield.

## **Transportation System Needs**

Unless otherwise noted in this Plan, the existing transportation system in Springfield is generally adequate to support the community’s needs through 2024 based on anticipated future conditions/trends. 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. Priority needs are summarized in the Implementation Matrix.

Springfield Town Plan  
Implementation Matrix

Recommendations to meet future needs		Category	Priority/ Schedule	Anticipate d Cost	Method of Financing
1	Highway paving - annual funding levels to support the Springfield RSMS Highway Paving Plan	HWY Paving	High / Annually	High	Paving Fund
2	Cutler Rd - replace bridge (#BR64)	HWY Structures	2017	Moderate- High	Structures Grant
3	County Rd - replace large culvert (#C82)	HWY Structures	High	High	Structures or TH Bridge Program
4	Chester Rd - replace McDonald's Bridge (#BR62)	HWY Structures	High	High	TH Bridge Program Candidate
5	Park St - replace Park Street Bridge (#BR79)	HWY Structures	High	High	TH Bridge Program Pre-Candidate
6	Main St (NS) - replace bridge west of Fairbanks (BR#56)	HWY Structures	Moderate	High	TH Bridge Program Candidate
7	Improve truck access to North Springfield Industrial Park	HWY Roadway	Moderate	High	Seek Grant
8	Architect - evaluation of public works facility	PWD Facility	2016	Moderate	
9	Union Street sidewalk improvements (South St-Dewey St)	HWY Sidewalk	2017	Moderate	Sidewalk Fund
10	Elm Hill School area sidewalk improvements	HWY Sidewalk	Moderate	\$715,000	Seek Grant
11	Toonerville Trail extension to Bridge St	HWY Path	High	\$456,000	Seek Grant (pending)
12	Construct multi-use path from Riverside MS to North Springfield	HWY Path	Moderate	High	Seek Grant
13	Clinton St - water line upgrades	WATER	2017	\$1.14 million	Bond
14	Mill St - water line upgrades	WATER	High	\$500,000	Bond
15	Wall St - water line upgrades	WATER			
16	upper Bridge St - water line upgrades	WATER			
17	Main St - water line upgrades	WATER	w/in 10 yrs	High	Bond
18	Asset management assessment of public water system	WATER	2016-17	In-House Labor	N/A

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19	Asset management assessment of public wastewater system	WASTEWATER R	2016-17	\$36,000	Grant
20	Clinton St / J&L Site CSO project	WASTEWATER R	2017	\$2 million	Bond
21	Mineral St - replace fractured sewer line	WASTEWATER R			
22	Upgrade Pump Station 4 (Springfield Plaza)	WASTEWATER R			
23	Upgrade Pump Station 5 (Spr. Adult Day)	WASTEWATER R			
24	Upgrade Pump Station 6 (liquor store)	WASTEWATER R			

**Goals**

1. Improve the safety and levels of service on the main road through the downtown.
2. Improve the safety and levels of service at intersections.
3. Limit the number of access points on major roadways to improve safety and reduce sprawl.
4. Promote the inclusion of alternative modes of transit of persons and goods in design, maintenance, and reconstruction of town and state highways and in land use abutting these highways.
5. Develop a plan for parking in the downtown that will accommodate the needs of downtown businesses and residences.
6. Encourage increased use of walking, biking, public transportation and ride sharing.
7. Develop a traffic-counting schedule to collect accurate data on a regular basis.
8. Urge and adopt the necessary regulations and/or guidelines to allow the enhancement of the facilities at Hartness State Airport and encourage additional usage of these facilities.
9. Continue to participate in regional transportation planning efforts through participation in the Transportation Advisory Committee of the Southern Windsor County Regional Planning Commission.
10. Adopt and implement proper, VT E911-compliant addressing standards.

**Objectives**

1. Review the traffic impact of development proposals including the impact on the level of

service of affected intersections. Development proposals should not cause undue congestion or delay at intersections. A minimum Level of Service Rating "D" should be maintained at all intersections.

2. Ensure that access management principles are applied to new use and development of parcels abutting town and state highways.
3. Monitor the present level of congestion at Routes 106/11. At a minimum, the State should be encouraged to investigate the realignment of this intersection.
4. Support Connecticut River Valley Transit (CRVT) in its applications for funding to support its in-town public transit system in Springfield with inter-town connections. CRVT reports on ridership should be closely monitored to determine whether or not the system serves residents' needs for access to medical services, shopping, recreation, and employment.
5. Continue to update the computerized database, which evaluates road maintenance needs based on the municipal road construction standards, municipal road maintenance methods, and municipal road maintenance priorities.
6. Maintain and utilize a yearly construction schedule providing for improvement of the town's entire road network.
7. Work with the Agency of Transportation to install a new sign on I-91, south of Exit 7 along the northbound lane. Some suggestions are: Signs with phrases like: For Central Vermont Ski Areas Use Exit 7 or For Killington and Okemo Ski Areas Use Exit 7, and Improvement of the To I-91 signage at Gassetts to encourage southbound traffic to use Routes 10, 106 and 11 to access the Interstate.
8. Support the Airport Commission's efforts to maximize and expand the use of the facility.
9. Be VT E911 compliant as soon as possible for the convenience and safety of residents and service providers.

## Chapter 8 Utilities and Facilities

Springfield is a full service Town, providing administrative, school, water and sewer, police, fire, ambulance, public works, parks and recreation and library services to its citizens. The Town, School and State should take a lead in making sure that buildings and property are well maintained, in order to enhance the abutting neighborhoods and to protect the investment of public funds in these structures and facilities.

For at least 30 years, the town has maintained a capital improvements budget/plan using short-term and long-term upgrade/replacement schedules. The following is an inventory of those properties/structures, which are directly maintained by the Town. Those facilities owned and maintained by the Town School District are covered in the Education section of this Plan.

Based on recent trends, significant population growth is not anticipated for the next 20 years. The existing municipal facilities should be adequate for these anticipated future conditions, unless development pressures change over the next 20-year period. Existing levels of municipal services should also be sufficient for this anticipated future demand. However, routine maintenance and strategic planned system upgrades/facility improvements as noted in the Town Plan or Capital Improvements Plan are needed to maintain adequate levels of service.

### Municipal Facilities

#### Town Hall

Constructed in 1857 with major interior reconstruction in 1979-80, this building has evolved from the 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. This structure has maintained its historic character even with the many interior alterations. Several of the departments have inadequate workspace, and out of necessity are storing documents in the former Police Department office space. Expansion of the offices into that former Police Department office space could alleviate the shortage of space and provide more efficient operation for those departments. The exterior of the building and the surrounding grounds are beginning to show their age or lack of maintenance and should be addressed.

#### Police Department

The Springfield Police Department, formerly housed in the basement of the Town Hall in the space previously occupied by the fire department, is now located on Clinton Street. This new location in addition to giving the police more room for the officers includes temporary holding

cells and sally ports for security when transporting criminal suspects. Because renovation funding was insufficient to cover remodeling of the entire new building, there are still unfinished renovation projects which need to be completed. Those projects include, but are not limited to, the following: ceilings should be installed in the workout room, armory room, and undeveloped area; in the attic, near the eaves, insulation should be installed to prevent ice buildup; the vehicle impound shed behind the building should be expanded; and the metal portions of the building painted.

### **Fire/Ambulance Department**

A new structure for the Springfield Fire Department and Ambulance was constructed in 1977 as a part of a bond project to house the fire and ambulance services. The building is located on a large, flat piece of land, which has experienced improved accessibility through the replacement of an old iron bridge and upgrading of a major intersection. The 1977 building is not handicap accessible to the business side nor the downstairs which is used as an EOC and training facility. There have been few upgrades or monies spent over the years to improve the energy efficiency within the building. The seven large Bay doors are in need of upgrade and replacement to facilitate greater efficiency and reduce growing maintenance costs. The Town should be actively exploring a housed engine unstaffed in the north end to allow those residents within 2500 feet of the municipal water system to take advantage of the "4" Insurance Services Office designation. This progression could be part of the natural growth and development of our airport as stated within the plan.

### **Community Center**

A converted wooden industrial building of 1800s vintage, the Community Center is located on Main Street. This building houses the very active Senior Center as well as Parks and Recreation facilities for basketball, bowling, pool and many other organized activities. The structure is in need of interior and exterior modernization as funds are available. A planning grant and architectural proposals are currently in the works for Community Center upgrades. An architectural masterplan for future improvements is expected to be completed during 2017.

### **Library**

Henry Harrison Spafford donated \$20,000 for the construction of the Springfield Town Library in 1893. The original library building, constructed in 1895, included the reading room and part of the children's room. Additions in 1928 and 1939 expanded the original building, and in 1977 the floor was lowered in the Barnard Section and a two-story addition was made at the back. The Library offers a safe, comfortable space that welcomes children, teens and adults who want equitable access to information in current formats. Going forward, we anticipate the need for flexible space to accommodate study and solitude, small meetings, and community programs. Current use includes computers, wi-fi, printing, and housing books. Community based strategic planning will determine services offered in next ten years to meet Springfield needs. An energy

audit and a relighting study have been completed . Staff are working closely with the town to update the facility with energy-efficient improvements in heating, cooling, and lighting, as funding allows.

### **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 38 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 in order 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 contamination of the aquifer are no longer stored in this area. The building needs more room for administration. An architect was hired in 2016 to evaluate the existing facility and explore improvement or relocation options.

### **Wastewater Treatment Facilities**

The Town’s wastewater treatment plant was constructed in 1959 and upgraded in 1977 and again in 2004. The upgrades increased the capacity to treat biological oxygen demand (BOD) and total suspended solids (TSS) and also remove phosphorous from the discharge. The upgraded facility can treat up to 2.4 million gallons per day, but at present it is permitted for 2.2 million gallons per day. The current average flow is 1.2 million gallons per day.

The composting of solid waste from the wastewater treatment facility, which was upgraded in 2004, continues to be a service to the residents, reducing the cost of removing and disposing of this solid waste. When using this method of sludge disposal, measures ~~should be~~ are taken to ensure that composted waste does not include any contaminants such as heavy metals, etc. that may have made their way into the wastewater treatment system.

An energy audit of the wastewater treatment facility was completed during 2015. All of the audit’s recommendations for improvement have been implemented. A study to evaluate nitrogen pollution was initiated in 2016. It is anticipated that it will be expensive to remedy problems unearthed by this ongoing study.

### **Sewer Mains**

In 1885, Springfield had no general sewer - few places did. However, W. H. Wheeler, M.L.

Lawrence and B.F. Aldrich improved their personal situations by laying a sewer from their houses on Pleasant Street to the Valley Street Brook. A number of the sewer lines have been upgraded in recent years; however, much of the sewer system is approximately 75 years old and is experiencing problems associated with age.

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.

The Town has made about \$11.7 million in upgrades to the wastewater system since 2000. The existing wastewater system capacity is double average daily flow requirements. A consultant (Aldrich + Elliott) have been hired in 2016 to complete a sewer system asset management plan. Planned system investments are listed in the Capital Improvement Plan and are summarized below.

### **Stormwater System**

Springfield contains two main types of storm water drainage systems: 1) individual swales, basins, ditches and culverts on municipal property, and 2) storm water collection via inlet grate on the highways, roof drains, etc. The Town still needs to develop a long-term plan to deal with private in-flow, sump pumps, roof drains, etc.

Upgrades to separate storm water runoff from the sewage, the Combined Sewer Overflow (CSO) project, began with the first contract in the summer of 2002. About \$12.5 million in CSO projects have been completed since 2000, including the upgrade of pump stations 1, 2, and 3; bringing the facility up to the electrical wiring code; elimination of sewage overflows into the Black River; and provision for emergency power systems for the pumps. Remaining CSO needs are listed in the Capital Improvement Plan and are summarized below.

### **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 are capable of producing 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 National Guard Armory, now not in use, along with 233 Fairgrounds Road is still on on-site septic systems. These two location could be hooked onto the Town sewer, but require their own pumping systems.

The Weathersfield Reservoir is not set up as a secondary water supply. The dam has been out of use since 1979 and is need of substantial, very expensive repairs. The dam is unsafe and will need either to be repaired or to be notched so as not to impound water. In 2010 Springfield hired DuBois and King to evaluate options to make the dam safe, all of which are very expensive and will require grant or similar funding (e.g. Ecosystem Restoration Program). It is not practicable to make the necessary improvements to use this as a secondary water source.

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, in order 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.

*Figure 1: Wastewater and Water System Needs (See the Implementation Matrix for more detail)*

27	Clinton St - water line upgrades
28	Mill St - water line upgrades
29	Wall St - water line upgrades
30	upper Bridge St - water line upgrades
31	Main St - water line upgrades
32	Asset management assessment of public water system
33	Asset management assessment of public wastewater system
34	Clinton St / J&L Site CSO project
35	Mineral St - replace fractured sewer line
36	Upgrade Pump Station 4 (Springfield Plaza)
37	Upgrade Pump Station 5 (Spri. Adult Day)
38	Upgrade Pump Station 6 (liquor store)

### Solid Waste Management

Springfield along with all other Towns in the Southern Windsor County Regional Planning Commission is part of the Southern Windsor/Windham Counties Solid Waste Management District (District). [See [www.vtsolidwastedistrict.org](http://www.vtsolidwastedistrict.org) for information.] In June 2007, the District signed a three-year contract with Casella Waste Management, Inc. d/b/a Gobin Disposal Systems for solid waste transportation, disposal, and recycling services. The agreement may continue for two additional one-year terms. All municipalities in VT are required to maintain a Solid Waste Implementation Plan (SWIP). As provided in the VT law, Springfield meets this requirement as a

member of the District, which has a SWIP for all the member municipalities. The SWIP was adopted after public hearings in 2008. The District offices are co-located with the SWCRPC in Ascutney, VT.

The Springfield Recycling Center serves as a collecting point for most recyclable items, including: plastic items #1-7, tin cans, scrap metal, appliances, glass, aluminum, office paper, newspaper, magazines, catalogues, and more. The Town of Chester supports the Recycling Center, in part. The Town investigates markets for additional products, and provides maximum feasible accessibility to the public in order to increase the volume of recyclables collected.

The Center is in need of a compactor for plastics, and other equipment to handle the increase in volume of recyclable materials.

### **Household Hazardous Waste**

The District sponsors household hazardous waste collections twice a year. The District contracts with a company to collect materials that are banned from landfills and incinerators. The one-day events are open to residents and businesses, only the latter are charged for participating. Springfield Recycling Center participates in these two events per year.

### **Parks/Public Lands**

The Town maintains several parks: the Commons, Riverside, Freedom Park, North Springfield Field, Westview Park, and Hartness Park. The Bryant Forest, also known as Meeting Waters Municipal Forest, at the confluence of the Black and Connecticut Rivers, is restricted to recreational use. Some also consider the Weathersfield Reservoir a potential recreational resource.

### **Cemeteries**

Springfield maintains nine cemeteries covering approximately forty acres. If the present rate of burials is maintained, the Town has burial space for approximately eight to ten years. There is no urgent need for new cemetery land, but the Town should remain aware of lands abutting cemeteries, which come up for sale.

### **Equipment**

The Public Works Department, the Fire/Ambulance Department, Police Department and the Parks and Recreation Department maintain a replacement schedule for all equipment and vehicles. The purpose is to have safe maintainable vehicles and equipment on line at all times.

## Public Utilities

Green Mountain Power provides electricity to Springfield. Springfield was built because of the abundant water and the falls of the Black River. Most of the dams along the Black River were abandoned in favor of cheap electric power. During energy crisis in the 1970s, however, revitalization of the dams became an issue, first to the Town and then for Central Vermont Public Service and Westinghouse. 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 cable station located in the old lecture hall of the Springfield High School and dedicated to local news and events.

## Wireless Communication Facilities

The use of cell phones and the federal Telecommunications Act of 1996 has led to the proliferation of telecommunication towers and facilities in response to the purpose of the Act, which was to make telecommunication possible from anywhere in the United States to anywhere in the world. To minimize negative impacts on cultural, scenic, wildlife, and natural resources, the design, construction, and maintenance of new or existing 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 the design and siting permitted.
- New wireless communications facilities should be of “stealth” design (employing materials, architectural design, color schemes, lighting fixtures or enclosing the facilities entirely within, for example, an existing steeple or silo). If “stealth” design is not feasible, at least the lower portion of the facilities should be sufficiently screened.
- All new wireless communications facilities sited on a ridge should be located below the ridge so that the tops of any such facility are below the site lines of persons using the highways or in the residential areas and historic districts. At a minimum, the tops of such facilities should not exceed the elevation of the immediate ridge.
- New access roads should be designed for minimal ground disturbance and clearing, follow the land contours, and avoid open land to minimize visual and ecological impact. Once construction of the facilities has been completed, roads should be removed or reduced to their smallest necessary footprint, since only smaller vehicles will be needed for maintenance and repair.
- If new wireless communications facilities are added to existing wireless communications facilities on peaks or ridges, such existing facilities should be retrofitted or maintained in a manner to minimize any negative visual impact.
- At the site of wireless communications facilities, the existing vegetation and tree cover should be maintained to the maximum extent possible.

- Prior to the application hearing, a demonstration of the visual impact of the tower must take place to inform the public (by simulating the silhouette of the facility by raising a dark colored balloon to the height of the top of the proposed facility, or other reasonable simulation).

### **Other Governmental and Private Facilities**

Springfield contains State and non-municipal utilities and facilities that provide a public service. For example, the Springfield Hospital with its 25 bed critical access patient care, out-patient services and emergency room, and the Springfield Health and Rehabilitation Center with 102 beds, are vital services to the community and surrounding area. In addition, the State offices, including the Agency of Natural Resources, Department of Motor Vehicles, Division of Fire Safety and the Department of Employment and Training, provide local services to the needs of residents of the Town and surrounding area. Finally, 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. The quality of public and quasi-public services and facilities is tied into the quality of life in the community.

The Base Features map in the Appendix shows the inventory and distribution of utilities and facilities as well as educational, recreational and other public sites, buildings, and facilities, including hospitals, libraries, power generation facilities, transmission lines, and water and sewer services. These maps are incorporated herein by reference as part of this town plan.

### **Goals**

1. Maintain all buildings, utilities, and facilities on a regular schedule; institute energy conservation measures to ensure that repairs will increase the efficiency and energy savings wherever possible.
2. Repair and maintain the parks and recreation facilities and fields. [See the Recreation Chapter of this Plan.]
3. Maintain the highway system in a safe condition and to the Vermont Local Road and Bridge Standards as adopted by the Town.
4. Maintain the existing characteristics of Exit 7, which function to provide for the safe and efficient movement of goods and services from the interstate to the state highway system. [See the Transportation and Land Use Chapters.]
5. Develop a maintenance program for sidewalks, bridges, guardrails, retaining walls, and all other accessory infrastructure in a safe and economic manner through scheduled maintenance and replacement.
6. Ensure the adequacy of existing lands for use as cemeteries and provide for future

acquisition of abutting lands as the need becomes apparent.

7. Develop a comprehensive capital improvements plan to guide the planning for utility and facility changes. The plan should include future needs, priorities, costs, and financing methods.
8. Encourage private enterprise to provide residents, commercial enterprises, and visitors with the economic, social, and cultural benefits of a modern, integrated wireless telecommunications network, while minimizing the economic, environmental, health, aesthetic, and cultural costs of its development.
9. Regulate and condition the construction of telecommunication facilities so that they meet communication needs without negatively impacting scenic and natural resources.

## Objectives

1. Encourage the ongoing repair and maintenance of historic buildings and structures.
2. Continue the upgrade of the Waste Water Treatment Facility to increase its efficiency and capacity.
3. Develop a plan for upgrading the Library facilities to accommodate additional public access computers, increase shelf capacity for newer formats to maintain the quality of the collection, and create meeting rooms for public programming.
4. Gradually upgrade substandard, paved and gravel highways so that we can maintain our highways in an economically prudent manner.
5. Continue the current upgrade of the water system, which is addressing the problems of inadequate flow capacity, low pressure and leaks.
6. Continue to implement the separation of sewerage and storm water.
7. Develop and implement a plan which will ensure there is adequate capacity for municipal storm water collection, treatment and discharge, and which will meet federal, state and local standards and regulations.
8. Continue efforts to maintain and replace equipment and vehicles to ensure that they are all in safe operable condition.
9. Maintain procedures to purchase equipment and vehicles in the most economic manner.
10. Maintain close communication with public utilities that provide electric power, telephone service and television cable to coordinate projects including tree cutting, underground cable lying and installation of new utility poles and lights, to ensure that duplication of

efforts and expenditures are avoided.

11. In order to preserve scenic resources as well as to provide telecommunication services, some of the following standards should be maintained in town regulations:
  - Towers should be shared through co-location or placed on existing structures,
  - Tasteful stealth and camouflage technology in context with the aesthetic environment should be used wherever possible,
  - The least intrusive alternative for the location of the tower should be proven by the applicant,
  - FCC emission limitations should be met,
  - Experts hired by the Town to check the applicant's technical data and compliance with FCC limitations should be paid by the applicant,
  - Any part or all of the tower and/or facility should be removed when the tower and/or facility is no longer in use. A bond for removal of all or a part of the tower and facility should be required of the applicant.
  - Site plan review should be required of all tower applications
12. Support efforts by Springfield hospital to meet the needs of the community. Identify other facilities such as the Community College of Vermont and the various State Offices, be aware of the services they provide, and promote the enhancement and use of these facilities.
13. Continue efforts to increase markets for recycled additional products and composted sludge. Provide more hours of accessibility to the recycling center and expand the number of materials collected as markets allow.
14. Prior to getting approval for any new development or conversion or intensification of use consisting of 5 or more units of commercial or industrial development or 10 or more units of residential development or any subdivisions of more than 10 or more lots, developers must provide an economic study for the determination of the real cost of the development to the Town, pay the entire cost of the economic burden to the town, or prove to the satisfaction of the Appropriate Municipal Panel (AMP) that the impact of growth from these projects can be absorbed by the Town without additional associated cost. It should also be shown that the Town's shares of associated costs are not grossly disproportionate in comparison with the County as a whole. Projects that do not meet these criteria should not be developed. It is the intent of this goal that the new development or conversion or intensification of use of a structure or land pay its share of

the cost of the existing infrastructure and municipal services that make the development viable and its fair share of taxes and the costs of utilities and services through the establishment of impact fees.

## CHAPTER 9 Energy

The purpose of this chapter is to encourage the efficient use of energy and guide the development of renewable energy resources suitable for Springfield. In March of 2014 the select board formally created an energy committee to help meet these challenges with policies and strategies for greater energy efficiency. The energy committee worked with the planning commission to develop this chapter, which outlines the town's energy status, vision, and methods of achieving that vision.

### Springfield's Energy History

Springfield has a natural asset that distinguished it from many communities: substantial waterpower. The Black River Valley experiences an average rainfall of slightly over 40 inches. The stream flow over a 40-year period averaged 282 cubic feet per second (CFS) with a high of 15,500 CFS in 1938 and a low of 7 in 1973. The abundance of waterpower resulted in the town developing along the Black River.

### Electricity Suppliers

Green Mountain Power (GMP) provides electricity in Springfield. GMP has a total of four sub stations in Springfield serving all connected households. Five dams are currently operating providing hydro power for sale: Fellows Dam (100 River Street), Factory Falls Dam (Factory Falls Inc.), Comtu Falls Dam (Gravity Renewables, Inc.), Slack Dam (Springfield Hydro), and Lovejoy Tool Dam (Lovejoy Tool).

Two companies, Springfield Solar Alliance, LLC and WSD NM II, LLC, are under contract with the Town of Springfield to generate electrical energy using solar panels. The system size for each company is 500 kW AC. Springfield Solar Alliance, LLC estimates its one-year output to customer meters of 850,000 kWh, and a total output of 19,557,213 kWh. WSD NM II, LLC projects an annual output of 900,000 kWh.

A 500 kW AC solar net metering project has just been completed at the Southern State Correctional Facility in Springfield (December 2015) making it the fifth state correctional facility in Vermont to be solar powered.

### Home Heating

Wood, propane, and heating oil are among some of the more common types of fuel used to heat homes in Springfield. When fuel oil costs rise, there is a demand for cheaper sources of home heating, such as cordwood, wood pellets, or older. Home heating, can be significantly lowered by proper weatherization, insulation, and building techniques to achieve higher "R" ratings. Vermont Residential Energy Code requires builders of new homes To Complete a Vermont Residential Building Energy Standard Certificate.

## Transportation

Transportation accounts for 33% of energy usage in Vermont and is the single largest source of greenhouse gas emissions. Efforts to reduce transportation demand should focus on reducing single passenger transportation through encouragement of public transportation, reducing the costs in infrastructure development for the construction and maintenance of the town road network, maintaining public vehicles and roads, and public education. In an effort to minimize energy costs, the expansion of roads should be limited and public vehicle maintenance should be cost effective and maximize efficiency. In addition, the Town should promote the use of energy efficient vehicles, assist and encourage car and van pool programs, and investigate the feasibility of additional commuter lots.

Energy consumption can also be reduced by promoting the potential for pedestrian and non-motorized traffic through the development of pedestrian walkways, the location of goods and services in close proximity to higher density residential areas, and the development of bikeways and greenways.

## Alternative Energy Resources

Due to local scarcity of fossil fuels and to further the State's goal of 90% renewable energy across all sectors by 2050, alternative energy sources should be utilized. Wind, solar, hydro-electric and biomass are potential alternative sources for generating electricity. On a residential scale, building location and design are very important for taking advantage of these resources. Installation of insulation, weather-tight windows and doors, and highly efficient appliances can dramatically reduce the amount of conventional fuels needed and/or ensure efficiency of alternative sources of energy.

### Wind

Wind is an alternative source of energy for providing electric power to homes, under the right conditions. Wind generators should be mounted on towers above the tree line and function more efficiently with higher, more sustained average wind speeds. It is the intent of the Town that any new infrastructure required for generation or transmission of electric power should be sited so that it takes advantage of renewable resources and avoids a significant and substantial negative impact on any area that has been designated as a scenic ridgeline or similar scenic vista or on a natural resource, and where possible avoids a known avian flyway designated as such by State or Federal Authorities.

### Solar

Solar power is the conversion of the available sunlight into power and has the potential to provide many times the current energy demand. Sunlight can be captured and used as solar power in two ways, directly through the use of photovoltaic panels or indirectly by using the sun's energy to boil water, which is then used to create electricity. Passive solar energy and solar cells that

generate electricity generally are most effective in southern and western exposures. Passive solar energy makes immediate use of the sun's light and heat through windows and skylights, while solar cells convert it to electricity and store it in batteries for later use.

Given that sunlight is not a constant solar power is often combined with other energy sources to provide uninterrupted service. Small homes and businesses may use net metering, which offers users a credit when excess power is being generated that can then be used in slow times. Larger solar arrays should be sited in areas which are visually appropriate and subjected to conditions requiring control of vegetation, and where appropriate, proper landscaping.

The following criteria are recommended for the siting of large solar arrays:

1. Technical Feasibility

- a. The site should have a suitable exposure rating of at least 70% efficiency.
- b. The site should have suitable access to a juncture with 3 Phase power line or other appropriate grid connection unless it is to be used as a dedicated source.

2. Aesthetics

- a. The solar array shall have no undue adverse impact to neighboring lands and
  - i. should be consistent with and blend with the neighboring uses; and
  - ii. will not be prominent in the foreground of any viewshed along a major transportation corridor into the developed portion of Springfield.
- b. Where there is an adverse impact on the public viewshed, aesthetic mitigation should consider:
  - i. Planting of a solid evergreen hedge sufficient to obscure the under structure of the solar array;
  - ii. Natural vegetation or objects tending to obscure the array in the buffer area; and
  - iii. Maintenance of a 50' buffer from a major transportation corridor calculated from edge of the right-of-way.
- c. There should be binding covenants with respect to maintenance of the arrays and the site by the developer.

3. Environmental Impact

- a. The array should not substantially increase potential erosion.

- b. The project should not result in substantial deforestation or cause forest fragmentation.
  - c. The project should not substantially interfere with wildlife habitat or cause substantial disruption of the area's natural ecology.
  - d. The project should not be placed over prime agricultural soils, or in such a manner as to interfere with the historical use of an area for agricultural purposes.
4. Impediment of Future Use
- a. Sites which are prime sites for realistic future residential, commercial, or industrial uses should not be impeded or used for solar arrays without substantial justification.
5. Preferred Sites
- a. Fringe or back acreage of developed commercial or industrial sites which are obscured from the public viewshed by the dominant use.
  - b. Areas which are not suitable for other usage due to environmental contamination, or as reclamation of topographical disruption such as gravel pits or as a result of the slope.
  - c. Areas where the viewshed is already developed in a manner which will not be substantially changed by the project.
  - d. Innovative arrays which allow for a co-use of space such as above large parking areas or stormwater facilities.
  - e. On the roofs and exteriors of buildings. (Array so situated should be considered exempt from the viewshed criteria).
  - f. Fringe agricultural areas having slopes or rocky soil not conducive to farming and not prominent in the viewshed.

### General Considerations

It is the intent of these criteria to act as a regulatory guide to decision making with regard to substantial solar arrays of 120 Kwh or more, not individual residential solar installations intended for powering single residences. They are to be applied prudently and with common sense. The intent is to preserve the rural areas, approaches to the developed portions of the town, and the neighborhoods without impeding the industrial and commercial robustness of the developed portions of Springfield. In the cases where it is unclear whether the proposed project adequately

meets the criteria, the benefit of the array to the economic development of the community should be taken into account.

### **Biomass**

Biomass for energy production can use sawdust, waste woods, low grade forest products and animal wastes. Typically in Vermont, biomass facilities use wood pellets or low quality forest products that are chipped. The size of a biomass facility varied greatly throughout Vermont. Biomass plants are an excellent source for the utilization of lower quality forest products, stimulate the local economy, and are a renewable resource. They can provide significant amounts of energy to industries seeking a renewable energy source.

As a renewable energy source, biomass can either be used directly or indirectly, i.e., once converted into another type of energy product. It is the intent of the town that any new infrastructure required for generation or transmission of electric power should be sited so that it takes advantage of renewable resources without significant and substantial undue adverse impacts on air quality, traffic, natural and scenic resources as well as impacts related to the environment.

### **Hydro-Electric**

Hydro-electric is a clean source of energy production in Springfield. Hydro-electric projects are to be accepted for consideration unless they can be clearly demonstrated to be harmful to water quality or existing wildlife habitat. Efforts should be encouraged towards renovating, repairing and where necessary replacing existing hydro-electric facilities which are not currently generating electricity. Due consideration should be given to the creation of additional hydro-electric facilities, and the permitting of mini or micro – hydro-electric facilities, including run-of-the-river hydro-electric generation.

The Black River and its tributaries as they flow through the developed portions of Springfield to the Connecticut River are to be considered for hydro-electric facilities.

### **Energy Conservation and Efficiency**

The Town of Springfield should take the initiative in promoting energy efficiency. The use of energy in Town buildings can be reduced through such cost-effective measures as weatherization and energy efficient heating sources to reduce oil dependency, efficient lighting of public buildings and parking areas and the use of alternative energy efficient resources.

Energy audits should be completed on town buildings to determine the specific energy conservation measures needed to improve efficiency. Energy audits may also examine:

- Sources of energy demand within town; heating and lighting town buildings, powering municipal pumps and filters, fuel for town vehicles and any other power demands
- Energy consumption for each source, whether it is gallons of fuel or kilowatt hours of electricity

- The dollar value of each source of energy consumption

### Energy and Land Use Patterns

When land use patterns do not relate to existing infrastructure and development, energy can be lost through excessive transportation distances and unnecessary expansion or extension of facilities and systems. Wherever possible, development should be concentrated in order to reduce the cost of dispersing energy over large geographic areas. The location of community service structures, retail sites, public utilities, day care centers, State and municipal offices, and other frequently visited sites should be encouraged within walking distance of residential areas. In addition, the design and location of new roads and other utilities should be located, when feasible, to coincide with existing and recommended land use patterns as set forth in this document. The Springfield Select Board has requested that the State consider eliminating the so-called Proximity Rule with regards to solar arrays.

### The Energy Committee

The Springfield Energy Committee advises the Selectboard in all matters related to energy conservation, efficiency and renewable energy projects as outlined in its mission statement:

**Mission Statement:** The mission of the Energy Committee is to review, facilitate, promote projects and/or programs intended to increase the energy efficiency of Springfield’s operations, town owned buildings, resident’s homes, and to promote the production of local energy from sustainable and renewable resources such as solar, wind, bio-mass, hydro-electric, geo-thermal, and from other local sustainable and renewable resources.

For Town-owned projects, the Energy Committee collaborates with the Town Staff to review, facilitate and promote projects and/or programs as outlined in the mission statement and then the committee and staff advises the Selectboard, if needed. To facilitate communication between these town entities, the co-coordinators of the Energy Committee are on the circulation list of the Planning Commission and town staff and will be notified for matters related to energy projects.

### Changing Legislative Standards

“Act 174 expands the basic requirements for regional energy planning, but its primary thrust is voluntary: municipalities and regions which plan to the enhanced standard envisioned by the Act will receive substantial deference before the Public Service Board with respect to both land conservation measures and specific policies included in their plans. Municipalities and regions that do not have enhanced plans continue to receive due consideration for their plans.” (Introduction to the Act 174 Regional and Municipal Energy Standards) It is the intent of the Town of Springfield to pursue creating a plan that meets the standards for substantial deference.

## GOALS

1. Promote energy conservation.
2. Transition from fossil fuels to renewable resources.
3. Develop new local sources of renewable energy.
4. Monitor energy usage within town.
5. Promote land use patterns that result in energy conservation.
6. Achieve substantial deference from the Vermont Public Service Board for the Town Plan.

## OBJECTIVES

1. Publicize energy conservation and energy generating projects that meet the town plan guidelines to encourage future private and public activities.
2. Inform media outlets regarding local energy activities.
3. Encourage citizens to participate in energy planning and implementation.
4. Encourage the Springfield school system and adult education programs to educate students regarding all energy issues and how these issues may impact upon their lives and the lives of their children.
5. Provide information to the public regarding energy conservation and transitioning to renewable resources, and information on local, state and federal resources that encourage and reward these activities.
6. Provide information to builders, real estate professionals and town officials regarding energy efficient building, site location, and construction practices.
7. Ensure that the town's planning commission channels all potential energy projects through the energy committee for review.
8. Encourage net metering practices with privately owned renewable energy projects.
9. Develop land use patterns that reduce the cost of delivering energy, transporting people, products and services and heating and cooling dwellings.
10. Construct, maintain and retrofit municipal buildings for cost effective energy conservation.
11. Institute a pay-back plan with town officials so that 2 years of the money saved as a result of the implementation of each project developed in (b) above is reserved for future energy efficiency projects recommended by the energy committee for approval by the select board.

12. Encourage the town to include energy efficiency in its purchasing decisions.
13. Collaborate with adjacent communities to increase access to public transportation and carpooling, e.g. consider the use of school busses for public transportation.
14. Promote the development of bike paths, bike racks, and sidewalks
15. Discourage idling vehicles.
16. Develop a plug-in charging station for electric vehicles and make the transaction payable with credit cards.
17. Promote the installation of efficient heating and cooling systems that use renewable energy in municipal buildings.
18. Encourage builders to consider installing efficient heating and cooling devices that use renewable fuels.
19. Research federal incentives for the use of alternative fuels in town vehicles.
20. Encourage the development of renewable energy resources such as woodlands, pellet manufacturing, solar energy devices and hydro, biomass, and wind generators.
21. Promote potential new sites for the construction of hydroelectric devices and create incentives for upgrading existing private systems.
22. Investigate the potential for community and private wind and solar farms and encourage the development of such sites with consideration of aesthetics and camouflage.
23. Encourage wind generators, which incorporate up to date technology and are not located in an area that has been designated as a scenic ridgeline or similar scenic vista.
24. Encourage local consumers to get energy rate discounts from locally produced renewable energy, and not from energy produced elsewhere.
25. Promote the development of local, direct and dedicated sources of renewable energy for proposed commercial or industrial endeavors.
26. Uphold this document as the town's public policy.
27. Encourage and endorse the development of renewable energy production. Encourage obtaining of grants for public and private entities seeking to construct environmentally sound renewable energy production facilities as part of renovation and retrofitting of their projects.
28. Communicate the policies, goals and actions set forth in this chapter to the town's planning commission. Create the expectation with the towns planning commission that when analyzing subdivision or site plans, approving conditional uses, responding to ACT 250 inquiries, or adopting or construing zoning bylaws or regulations, it's responses,

determinations and decisions reflect the policies, goals, and actions set forth in this chapter.

29. Collect available data from all sectors of the town, including municipal, commercial, institutional, industrial and residential on annual energy usage.
30. Collect data from all sectors of the town on local sources of energy supply and generation.
31. Employ a model or other analysis tools to summarize the data and project the future effects of past and proposed activities. Energy usage should be described in consistent energy units, in current dollars, and in the amounts of atmospheric carbon emissions.
32. Provide to the public the results of this annual analysis.
33. Work with the town on any proposed energy project or energy audit within the town.
34. Continue to work on developing criteria and plans necessary to achieve enhanced deference to the Town Plan by the Vermont Public Service Board.

## Chapter 10 Economic Development

### Introduction

In this chapter, “Economic Development” is more than creating business, jobs, housing, airports, and infrastructure. The term is used in its broadest sense; it is a process of building a community’s capacity for shared and sustainable improvements in the economic health and quality of life of the residents of Springfield. As Springfield moves forward, we must look to the past to realize our successes and failures. When utilized in regulatory proceedings this plan has jurisdiction except where a project with substantial regional impact, as defined in the Southern Windsor County Regional Planning Commission’s Regional Plan, is proposed and the regional plan and town plan conflict.

Our forefathers saw the value of the rivers and early development in town was centered on the river. Waterpower from the Black River encouraged industrial growth next to the river. Around those industries essential housing and public and private services for workers were established. In outlying areas, including North Springfield, residential and agricultural growth occurred.

The manufacture of machine tools dominated the town’s economic picture from the early 1900s to the mid-1980s. This era was characterized by deep business cycles and steep growth centered on the war years. During most of the 20<sup>th</sup> Century the major resource and economic engine of Springfield was its residents, highly skilled engineers and precision machine tool operators, who made up the manufacturing work force. Much of the industry and jobs that sustained this town for all those years is gone, yet some companies, and their skilled workers, remain. The town’s

population decreased after the decline in the machine tool industry, but the number of households continues to rise. The decline of the machine tool industry should give us pause as we move forward in our endeavors. Because of this loss, the challenge is to rekindle the economic growth of the town’s and the region’s economy and provide opportunity, advancement, sustained growth, and retirement security for its population. Some local businesses have been very successful and can serve as examples of positive economic development. They include, but are not limited to: HB Energy, Black River Produce, ADS-Hancor, and Jeld-Wen.

Social, economic, and political factors, many of them beyond the control of local interests, have caused the local capital goods industry and employment by the private sector to diminish. A corresponding increase in other economic activity has provided alternative employment and has added greater diversity to Springfield's economy. The loss in the number of jobs between 1980 and 1990 has been reversed and employment opportunities have increased. However, the quality and pay scale of the additional employment opportunities, e.g. retail and hospitality, are not on a par with the jobs that have left the community. In addition, population increases, number of jobs, and per capita income in Springfield and the southern Windsor County region has not kept pace with the increases at the state level or the rest of Windsor County. Understanding these trends and their effect on the local economy is essential to developing a viable economic development plan.

The economic well being of the people of Springfield, both individually and collectively, depends heavily on a moderate but steady growth of job opportunities with rising salaries, reduced sensitivity to business cycles, and an increased perception of economic opportunity by those who have recently graduated from college.

### Present Economic Conditions

Table #10.1 below lists the largest employers in Springfield. It is important to understand why these sectors have been successful in order 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.

**Table 10.1 – Largest Employers in Springfield**

Employer	Number of Employees
Springfield Medical Care Systems/Springfield Hospital	530
State of Vermont	325-350
Black River Produce/Vermont Packinghouse	215-225
Health Care and Rehabilitation Services	200
Jeld-Wen	160-175
Springfield School District	140
Precision Valley Communications	125

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Town of Springfield	90
PCM-Image-Tek	70-80
Vtel	65-75
Ivek	60-75
ADS – Hancor	60
HB Energy	45
Springfield Auto Mart	35-45
ADI (Acrylic Design)	35-40
Lincoln Street	25-30
Artisan Surfaces	25-30
J&L Metrology	25-30
Springfield Printing	25-30
Shaws	25-30
Green Mountain Power	25
Kelley Sales and Service	20-25
Springfield Fence/Hawks Mountain Ironworks	20-25
Vermont Timberworks	20-25

Source: Springfield Regional Development Corporation  
 Number of Employees is reported in Full Time Equivalent (FTE)

**Table 10.2 – Commuter Data for Town Residents**

People who live in Town						
	2003		2011		Change	
Destination from Springfield	Number	%	Number	%	Number	%
Springfield, VT	1,924	39%	1,397	34%	-527	-27%
Ludlow, VT	360	7%	219	5%	-141	-39%
Rockingham, VT	202	4%	183	4%	-19	-9%
Lebanon, NH	139	3%	170	4%	31	22%
Hartford, VT	101	2%	170	4%	69	68%
Charlestown, NH	116	2%	157	4%	41	35%
Brattleboro, VT	130	3%	142	3%	12	9%
Claremont, NH	141	3%	135	3%	-6	-4%
Chester, VT	157	3%	117	3%	-40	-25%
Rutland, VT	60	1%	80	2%	20	33%
All Other Locations	1,630	33%	1,354	33%	-276	-17%
<b>Total All Jobs</b>	<b>4,960</b>	<b>100%</b>	<b>4,124</b>	<b>100%</b>		

Data from US Census Bureau's Longitudinal Employer-Household Dynamics <http://onthemap.ces.census.gov/>

\*Shows all jobs - primary, secondary, etc

**Table 10.3 – Commuter Data for People Traveling to Springfield**

People who work in Town						
Origin to Springfield	2003		2011		Change	
	Number	%	Number	%	Number	%
Springfield, VT	1,924	46.2%	1,397	33.7%	-527	-27%
Ludlow, VT	76	1.8%	82	2.0%	6	8%
Rockingham, VT	151	3.6%	199	4.8%	48	32%
Charlestown, NH	120	2.9%	110	2.7%	-10	-8%
Brattleboro, VT	70	1.7%	67	1.6%	-3	-4%
Claremont, NH	59	1.4%	116	2.8%	57	97%
Chester, VT	139	3.3%	168	4.1%	29	21%
Weathersfield, VT	258	6.2%	195	4.7%		
Cavendish, VT	58	1.4%	95	2.3%		
Westminster, VT	62	1.5%	86	2.1%		
All Other Locations	1,250	30.0%	1,626	39.3%	376	30%
<i>Total All Jobs</i>	<i>4,167</i>	<i>100%</i>	<i>4,141</i>	<i>100%</i>		

Tables 10.2 and 10.3 above demonstrate that businesses in Springfield employ more out-of-town residents than town residents. Approximately 34% of people who work in town also live in town; whereas, the remaining 66% travel to Springfield for work. It is also important to note that between 2003 and 2011 the amount of people living and working in Springfield decreased by approximately 27%.

**Table 10.4 – Employment Numbers and Wages by Sector, 2014**

	<b>Employment</b>	<b>Total Wages</b>	<b>Average Wage</b>
<b>TOTAL</b>	8242	\$314,217,372	\$38,122
Education and Health Services	1347	\$64,118,218	\$47,610
Government	1502	\$62,713,623	\$41,749
Manufacturing	988	\$42,450,437	\$42,973

Trade, transportation and utilities	1168	\$40,118,694	\$34,360
		\$31,287,298	
Leisure and Hospitality	1569	8	\$19,940

Source: VT Department of Labor, Covered Employment and Wages, 2014

Table 10.4 above shows the top 5 employment sectors within the Springfield Labor Market Area. The Springfield Labor Market Area includes the towns of Springfield, Chester, Andover, Weathersfield, Baltimore, Cavendish, Ludlow, Mt. Holly, and Plymouth. As such, the data above is regional in nature and does not solely pertain to Springfield. The Leisure and Hospitality sector employs the most people in the area followed closely by Government and Education and Health Services. The Education and Health Services sector has the highest average wage, with the Manufacturing sector next.

### 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 and weaknesses based on current economic conditions are listed below.

#### Strengths:

- An available workforce
- Access to very good quality and affordable educational resources at the secondary level, including the River Valley Technical Center
- Available, affordable, and high speed telecommunications
- Good environmental quality and access to recreational resources
- The area has a substantial amount of underutilized buildings that are available for development without affecting open land assets.
- Available industrial and commercial sites
- Access to a Federally Qualified Health Center (Springfield Hospital)
- Good quality of life for families/business
- Access to major market areas
- Access to revolving loans for job creation
- Incentives for business expansion, e.g. a designated downtown
- Access to high speed internet through Vermont Telecommunications Fiber
- Home of the Vermont Virtual Learning Cooperative

#### Weaknesses:

- Skillset of workforce does not match needs of employers
- Lack of flexibility of much of our workforce
- Limited capital resources particularly for technology related companies

- Varying perceptions of educational quality in the region.
- A widely perceived problem with the predictability and ease of obtaining state approvals and permits (much of this is beyond the scope of our region to address and needs leadership from State political office holders)
- The challenges associated with Springfield's emergence as a low-income bedroom community (i.e. having more residential than commercial or industrial development can have a negative impact on the tax base. This can also have a negative impact on retail businesses because their customer base is leaving town on a daily basis)
- Perceived deficiencies in the criminal justice system (much of this is beyond the ability of local leadership and needs leadership from the State and Federal political office holders)
- Personal Property Tax

## Desired Future Economic Conditions

### Overall Vision for Springfield

Create a safe, economically-stable community with a sustainable growing grand list value which is attractive as a residence and employment center for middle-class residents. The Town should exude a robust industrial Yankee town aura in its aesthetics and development patterns. In pursuing environmental protections and remedies consideration should be given to the fact that the developed portion of the Town reflect human alteration of nature and that fact should remain noticeable and celebrated. Planning should be molded around evidencing an ongoing entrepreneurial and productive ethic for the entire Town while maintaining a clean and tidy appearance.

As we develop strategies for Springfield's economic future we must keep in mind those values important to local residents. Below is an overview of some of the concerns, values, and ideas for the future that local residents expressed at public meetings.

It is safe to say that most residents in the area believe that economic health is a necessity to a high quality of life. The town must have a healthy economy with plenty of well-paying jobs and benefits for local residents. This economy should be diverse and limit its vulnerabilities as much as possible. A healthy economy creates a healthy tax base to support priorities in the community such as education, human services, and maintenance of our aging infrastructure.

The manufacturing sector has been a strong presence in town and residents would like to ensure the viability of this sector. Although some of the macro- and micro-trends reviewed before suggest this industry must adapt to survive, this is a viable goal. Adaptations should include shifting from machine and large product production to high-tech manufacturing.

In addition to maintaining this sector and the jobs it holds, there is a growing desire among residents to develop new types of business. As echoed by comments at public meetings, local

businessmen have recently gathered and expressed interest in developing renewable energy technologies. Capitalizing on this emerging industry was expressed as an important goal for both our environmental and economic health. In addition, much interest was voiced for further developing high-tech/internet based business and expanding our recreation, tourism, and cultural opportunities along with our marketing efforts. Our marketing efforts must be coordinated among the entities that have economic development as part of their mission statement. They include the Springfield Regional Development Corporation (SRDC), Springfield on the Move (SOM), and the Chamber of Commerce (COC). Throughout the comments, there was a common desire for the local economy to be developed through small, local businesses. The Vermont Telephone Company (VTel) is an example of a local, high-tech/internet based business that has been successful in town and demonstrates what is necessary to bring Springfield growth into the 21st century, e.g. VTel has deployed high-capacity fiber in their service area encouraging additional technology growth.

The redevelopment of the former machine tool facilities has been a major challenge. Since the last Town Plan, the former North Springfield Fellows Gear Shaper plant has been purchased and successfully redeveloped. One Hundred River Street is partially developed and the Town government needs to assure that this resource is fully utilized by uniting in a concentrated effort to complete its development. Plans are ready for the J & L Plant 1 project and work is beginning on the former Bryant facility. Slowly but surely J & L plant 1 and Bryant's plant are nearing final status. Soon this will require the efforts of all entities to work together to develop these properties to a useful return to service as a contributor to the tax roles.

Two other themes, undeniably linked to one another, emerged through the public comments: education and employment. As our population ages, local residents are concerned with maintaining a high quality of education in our primary, secondary, and post-secondary schools. High-quality educational resources are vital to ensuring graduates have the skills necessary to succeed in the workplace and match the needs of local employers. Successful educational institutions will empower younger generations to embrace the challenges ahead and make Springfield a community of success. Residents also noted that educational opportunities should not be limited to classrooms. Mentoring programs, leadership roles for young people, and safe, attractive recreational opportunities are all ways people identified to contribute to improving education for our young people. Furthermore, high quality education resources play a very important role in keeping and attracting new residents to town.

After school, students should not only have local opportunities for a job but also, more importantly, a successful career. Graduates should know that there are jobs available in Springfield even though they may choose to work elsewhere. Many residents agreed that graduates should have to turn down a Springfield job before taking a job outside the area.

In addition to opportunities for graduating students, any economic growth should immediately provide employment opportunities to local residents. Lack of a full service undergraduate collegiate campus or graduate school in Springfield is a serious impediment to economic growth.

Town leadership should always be on the look out for opportunities to recruit such an institution to Springfield.

### **Downtown: Central Business Area**

The downtown area is susceptible to high volatility with respect to change. A few significant changes could promote significant improvement in the general ambience and character, outlook, and employment opportunities within the downtown. As a result, the comments made here could remain valid or become outdated quickly. The downtown area continues to struggle to fill empty buildings. 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 (Parks and Woolson and Park Street School). The eastern side of the river consists of primarily retail and professional office space with a high percentage of unoccupied storefronts.

Redevelopment of the western side of the river has been stymied because of the size of the structures and owners who lack the capital necessary to redevelop. A few private sector developers have, in part, successfully redeveloped the eastern side of the river.

#### *Specific Strategies Downtown: Central Business Area*

The focus for the central business area development is to provide professional office space, retail support for downtown offices, and consumer/tourism in the form of artisan and specialty shops, which draw out of town customers. Artisans, specialty shops, and entertainment particularly appropriate for a post-industrial “maker’s” motif should be heavily recruited along with a variety of “eateries”. Economic development in this area generally includes adaptive reuse of historic buildings, upgrading existing buildings, or the creation of open space. Please see the Downtown Master Plan for further information. The central business district should be the community’s display and entertainment parlor.

### **Clinton Street Industrial Area**

The Clinton Street Industrial Area consists primarily of industrial and commercial properties. Pressure on redevelopment of this area should be maintained. The major industrial properties in this area are primarily held by SRDC and the redevelopment of this area is dependent upon the resolution of environmental issues and the demolition/renovation of existing buildings. The redevelopment of this area is of critical importance to the Town, and the attention of the Town should be concentrated on getting the brownfields cleaned up or otherwise resolved and the properties placed in productive use. Pressure should also be exerted to expand the areas eligible for the New Market Tax Credit Program.

This area also contains certain recreational potential if access to the Black River and State imposed buffer zones are overcome. A portion of this area is home to the Toonerville Trail, which

is a heavily used pedestrian and bike path; it is the intent that this path is extended to at least the current location of the Edgar May Center.

*Specific Strategies for Clinton Street Industrial Area*

The focus for this area is light industrial employing skilled workers where easy access to the interstate is of significance. This would include, among other things, light assembly, high tech, food processing, and breweries. Efforts should be made to attract out of town or new industries to this location.

**One Hundred River Street and 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 Hospital, but still has available space.

*Specific Strategies for One Hundred River Street*

The One Hundred River Street building should be occupied by mixed use, light industrial, or commercial activities that are consistent with the use of a portion of the building for medical related purposes. It is anticipated that it would house upscale commercial facilities, which can utilize the regional draw effect of the existence of the outpatient medical offices located within the building.

*Specific Strategies for the Plaza*

The Plaza is the Town's most active retail district used by locals and visitors from surrounding towns. It competes directly with retail facilities in Claremont. The focus for this area is to maintain full occupancy with retail establishments catering to the daily needs of locals and adjacent towns.

**106/Black River Commercial Area**

This established commercial area extends northerly from the intersection of Route 11 to Route 10 and contains 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. In addition, the Black River, which bounds the Western side of this area, is already channelized and protected by the North Springfield flood control dam. As such, riparian buffer zones should be minimized to what is absolutely needed to protect the water quality of the Black River.



*Specific Strategy for 106/ Black River Commercial Area*

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 discount stores and retail enterprises that are not appropriate for the Downtown Area or One Hundred River Street. The area is also a prime area for the development of retail stores, which would provide competition to Plaza establishments in order to keep consumer prices competitive. However, development should infill between previously existing uses and be in accordance with the access management overlay district.

**Airport Commercial Area**

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

*Specific Strategy for the Airport Commercial Area*

This area needs to have municipal water and sewer extended to it to encourage development. The utility lines are creeping nearer to the area and the Town and the state, given the proper opportunity, should consider grants to complete the extension. Future development in this area should be aviation related and in accordance with the Airport’s Master Plan.

**Precision Park**

Precision Park, located in North Springfield, is the communities designated industrial park and has the largest available greenfield acreage for industrial development within the Town. Currently, however, access to the industrial park is a challenge due to tight turns and its route through a residential area. The industrial park has several existing solar arrays and a couple which are currently in the permitting process. Residential development within the industrial development should be discouraged in order to decrease potential conflicts between the residential sector and the industrial district.

*Specific Strategies for North Springfield*

The Industrial Park is the primary area in town for industrial growth. Emphasis and priority should be placed upon recruiting and locating industry for this industrial area tied to grants or financing of an improved truck access route to the industrial site.

**Correctional Center Industrial Park**

In accordance with an agreement with the State, the Town was to receive a certain industrial area for redevelopment near the existing correctional center, which is located along Route 11 near I-91. The Town has not taken ownership of that area due to concerns with respect to a small brownfield area and, more importantly, maintenance of the switchback road to the correctional facility. This industrial park could become a significant contributor to the economic development of the Town.

*Specific Strategy for Correctional Center Industrial Site*

Due to this area's proximity to the interstate it would be especially suitable for transportation related industries such as shipping, warehousing, and bulk transportation.

**I-91 Interchange**

The interchange area is located on the western side of Interstate 91 between the Interstate Highway and the Black River.

*Specific Strategy for I-91 Interchange*

This area has commercial businesses that are geared towards accommodating the traveling public and to maintaining major highway systems. Any future growth in this area should continue to serve the travelling public and not compete with other districts for small businesses not related to this accommodation.

**Meeting Waters**

This area is located to the west of the I-91 Interchange encompassing the general location of the Meeting Waters YMCA Camp.

*Specific Strategy for Meeting Waters*

If rezoned, this area could be utilized for shipping, warehousing, and bulk transportation related facilities, which are not inherently connected with cohesive development of the Town, not suitable in other Districts within the Town, and/or might create an undue burden on highway facilities closer to the downtown area.

## 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, the neighborhoods were served by small neighborhood groceries and businesses. Park Street, Wall Street, and North Springfield had and continue to have small business districts. Most of the neighborhood groceries have closed with the exception of one located on South Street.

While Springfield has numerous neighborhoods which appear to be holding their own or thriving with regards to land value preservation, certain areas have developed substandard housing. More susceptible neighborhoods are working class neighborhoods with large older homes. Substandard housing can lead to blight and affect struggling neighborhoods. Housing is important to economic development as it helps attract and keep people in town.

### *Specific Strategy for Neighborhoods and Neighborhood Businesses*

The Town Government, including the Planning Department, should work closely with Neighborhood Associations to improve land values in neighborhoods and make the same more attractive to middle-class purchasers. Additionally, consideration should be given to developing new or revived grocers via conditional use provisions in certain areas of the neighborhoods.

## Rural Areas

The rural areas of Springfield are the location of many former working farms that are no longer used or inhabited by full-time or even part-time farmers. These farms are also frequently the location of barns and former agricultural related outbuildings. The preservation of these structures is important to maintaining the Vermont ambience and nature of these areas.

### *Specific Strategies for Rural Areas*

The rural areas in town are suitable for working landscape type activities, e.g. farming and forestry, and home based businesses. Zoning requirements should be carefully scrutinized and, if necessary, Conditional Uses should be expanded to allow the conversion of the barns, agricultural related out-buildings, and larger older homes to uses which preserve the outward appearance of such buildings, encourage the development of businesses within such structures, are compatible with the neighborhood, and do not result in extensive subdivisions of said property. In particular, such endeavors would include: film production, value added agricultural projects or woodcrafting projects, art or artisan studios, education facilities, and similar projects.

## Special Considerations

### Health and Rehabilitation Industry

Springfield's largest non-government employer is Springfield Medical Care Systems, Inc. When this institution's employment is considered along with the various other entities offering nursing home, rehabilitation, therapy, and counseling services in Springfield, it becomes apparent that the health and rehabilitation sector plays a massive role in the community's social and economic environment. The sector covers a large economic spectrum from some of the highest paid professionals to some of the community's "working poor".

The Health and Rehabilitation Industry is poised to become the basis of significant economic growth for the Town if its political, social, and economic clout can be harnessed as an economic stimulus. If the Town is able to procure a full service undergraduate or graduate post-secondary institution, it is most likely to be based upon this particular industrial sector. The availability of "clinicals" at the hospital, various agencies providing counseling and therapy, and the correctional facilities should be treated as an economic resource and used to induce the location of training facilities in Springfield. In addition, the Health and Rehabilitation Industry has vast needs for suppliers of both products and services. Investigation as to how these needs may be fulfilled by local businesses should be a major priority.

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 the 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 Goals regarding the Health and Rehabilitation Industry*

1. This sector needs to be acknowledged and recognized in the community as one of the major employers having a significant impact on the social and economic well-being of the community.
2. Efforts should be made to attract the higher paid employees of this industry to choose Springfield as their residence.
3. Recognition of the importance of "clinical" opportunities as a resource needs to be made in order to make sure that Springfield is not simply a consumer of services, but a training hub for professionals and students in this field.
4. Efforts should be made to encourage the location of suppliers and support services for this industry within Springfield.
5. Encourage the thoughtful development and extension of pedestrian and bike pathways in the community.

## The Black River within Developed Portions of Springfield

The Black River is a valuable resource to Springfield. It should be highlighted and utilized to attract people and businesses to town. Riparian buffer zones can become unsightly and harbor invasive species.

### *Specific Strategies regarding the Black River within the developed portions of Springfield*

Experiments and innovative trials should be encouraged aimed at expanding hydro-electric development of the river, and modification of the use and planting activities allowed within the riparian buffer zones. Efforts should be made to enhance the aesthetic appeal of river and its attendant buffer zones. Public access to the river should be increased and more flexible grooming of the buffer zones should be allowed. In addition, the construction of municipally controlled pedestrian and bicycle pathways should not be impeded by the existence of buffer zones, but should be encouraged to allow for greater human appreciation of the river.

## Goals

1. Attract more capital to Springfield than is exported from Springfield.
2. Seek to have cash turn over as many times as possible within the community before it leaves the community.
3. Increase opportunities for locals to start their own businesses and farms.
4. Retain middle-class residents, lure back young people who have left Springfield to obtain college and professional degrees, and encourage people of talent and creative entrepreneurial capabilities to relocate to Springfield.
5. Understand and apply different strategies to the various commercial and industrial areas in the community.
6. To attract a full service undergraduate/graduate college to the town.
7. Build on mutually beneficial relationships with existing industrial and commercial sectors in Springfield when developing marketing plans.
8. Aggressively recruit businesses which can form symbiotic relationships with existing businesses, fill supplier voids, and can utilize local strengths such as over-capacity of our municipal water system and high speed internet.
9. Enhance and expand access to affordable capital and facilities.
10. Promote and enhance a globally competitive workforce.
11. Develop incubators in strategic business sectors, including development of maker's spaces and community or cooperatively owned facilities for small shops.
12. Promote and enhance "quality of life" and a tax base to sustain it in Springfield.

13. Promote and enhance commercial and industrial development in Springfield consistent with each commercial and industrial strategy set forth in this Chapter.
14. Recognize the significant positive impact that institutions of higher learning and research have on economic development.
15. Promote a holistic understanding of the economic development impact of decisions made in the health, housing, criminal justice, and education sectors.

## Objectives

1. Focus on building sustainable community economic self-sufficiency while emphasizing assisting industrial development in sectors paying a livable wage, and/or having substantial local ownership or headquarters located within the Town or its immediate vicinity.
2. Pursue strategic partnerships with local and regional development organizations and State and Federal agencies where beneficial to the citizens and businesses of the Town of Springfield.
3. Work with partners to create and retain jobs that pay above average wages in the Region.
4. Undertake development and implementation of recruitment-retention efforts focused on building on Springfield's current sources of economic success and diversifying the local economy.
5. Build local capacity to efficiently and cost-effectively access sufficient sums of capital to and facilities for: (1) providing Springfield with options to support entrepreneurial activity, new business development, and expansion of the current business base, and (2) developing alternatives for protecting against potential job losses associated with acquisitions of locally owned firms.
6. Create and/or partner with investment capital pools.
7. Supplement existing public and private funding sources.
8. Create opportunities to expand businesses that pay a livable wage, and retain monies expended by said businesses to out of the community suppliers.
9. Create alternatives to outside capital sources and possible outside influences.
10. Incentivize the redevelopment of existing, underutilized sites.
11. Review permitting process and requirements to reduce unnecessary delay and impediments for developers seeking to invest in areas where economic development is

- encouraged.
12. Offer local technical assistance to businesses seeking to develop in the growth areas identified above.
  13. Encourage development of the following key regional industries (not in priority order) in Springfield:
    - a. High value-added specialty products including, but not limited to, those related to food, agricultural, and forestry raw materials
    - b. Engineered products and design support
    - c. High value-added professional, scientific and technical services (including information science.)
    - d. Internet based or support industries.
    - e. Remanufacturing including automotive restoration and customization and general artifact up scaling or retrofitting.
    - f. Artist/Artisan design related services and products.
    - g. Emerging regional industry – Renewable Energy
  14. Expand the efforts of the School District, the River Valley Technical Center, and the Howard Dean Education Center Partners to improve student’s awareness of local careers; local career exploration; and the knowledge, abilities, aptitudes and skills needed for success in the modern economy. Advocate for any Dean Education Center Partner to make the Dean Center a regional “hub” educational center for their entity.
  15. Support new and existing “School-to-Work” initiatives, particularly in fields paying a livable wage.
  16. Take advantage of existing web pages offered by the Chamber of Commerce, Springfield on the Move, and other sites including profiles of the schools, community, and town amenities in order to attract new businesses.
  17. Support the innovative, but sensible, efforts of Springfield on the Move in maintaining and enhancing the Designated Downtown and Main Street programs, encouraging meaningful interaction between Springfield on the Move with the Town Government (including the Planning and Zoning Department) and the various education, housing and health related entities within the Town in order to develop a unique marketing plan for full occupancy of the central business storefronts.
  18. Encourage the development of business incubators to generate entrepreneurial activity and new business development.

19. Work to improve the quality of life in Springfield by creating opportunities for young people including young working adults; protecting and increasing the human utilization of natural, scenic and historic resources; improving recreational opportunities; and providing educational and other projects which would encourage middle-class individuals to locate within the Town.
20. Advocate for and seek to recruit or create full service post-secondary and graduate schools to set up campuses within Springfield.
21. Aggressively enforce ordinances, which are intended to eliminate unsightly outside storage, debris, trash, or dilapidated structures.
22. Create a strategic partnership collaborative to enhance work force skills and grow new local businesses that have the potential of creating jobs with livable wages.
23. Encourage economic development stakeholders, e.g. SRDC, SOM, and the COC, to work collaboratively towards the goals and objectives outlined in this chapter.

## Chapter 11 Land Use

The intent of this chapter is to describe the existing land use within the Town of Springfield and to discuss the town's land use vision for the future. According to Vermont Statute, a town plan must contain a land use plan that consists of a statement of present and prospective uses; sets forth the present and prospective location, amount, intensity, and character of such land uses; indicates the appropriate timing or sequence of development in relation to the provision of community services; and identifies those areas for designation under Chapter 76A of Title 24 (e.g. Designated Downtown). (24 V.S.A. § 4382)

### Historic Drivers of Land Use in Springfield

Transportation routes and industry have long been the drivers of land use change in Springfield. The founding of Fort #4 in Charlestown, New Hampshire and the construction of the Crown Point Road brought early settlements along the Crown Point Road and to Eureka and Spencer Hollow. In the early 19<sup>th</sup> century, Isaac Fisher changed that pattern by building mills and the first machine shop on the Black River falls. Current land use patterns reflect the outgrowth of the early industrial era, with older industrial buildings, business and housing in the valley, and farm sites on the surrounding hills. However, the increased use of automobile transportation has also brought commercial and residential development along main transportation routes.

Major transportation routes developed along the Connecticut and Black River valleys, first in the form of railroads, then roads and highways, and finally the Interstate system. This encouraged further development of the Black River valley. Today, a visitor to Springfield driving along Routes 11 and 106 gets the impression that Springfield is pretty well built-up, with a mixture of industrial, commercial, and residential uses (much like many places in New England). The visitor does not see that most of the town is still rural with scattered housing, fields, woods, and scenic views. Driving along I-91 and Route 5 one sees this rural aspect of Springfield, with views of the Connecticut River, Spencer Hollow, and Skitchewaog Mountain.

### Existing Land Use

In an attempt to make this document more user friendly, the present and prospective land use discussions have been organized by the land use categories found on the Future Land Use Map. It is the town's hope that this alignment will make clear what exists in town today, what trends are occurring within each of those categories, and the town's vision for those categories in the future.

The Land Use/Land Cover map included as an appendix to the Town Plan shows the existing land use patterns by breaking down different uses (residential, commercial, industrial, etc.) and land covers (transitional/shrub, forest cover, surface water, etc.). By examining current land use patterns and important natural and scenic resource areas (on the Natural Resources map), the Town can make decisions about what kind of land use patterns it would like to see in the future

to preserve the qualities that make Springfield an inviting place to live and work.

### **Agricultural**

In spite of the hilly terrain, there is a significant amount of agricultural land in town. Once the largest land cover in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, agricultural lands are now primarily located along the Connecticut River and in a few hilltop neighborhoods. Agricultural lands along the Connecticut River have been protected by the adoption of the Riverfront Protection Overlay District. The agricultural land along the Connecticut River is especially important for archaeological, historic, agricultural, flood control, water quality and aesthetic reasons. The remaining agricultural portions of this area have been in agricultural use since the late 1700s.

### **Forest Resource**

During the 19<sup>th</sup> century, the majority of land in Springfield was cleared for farming purposes. Since that time, the surrounding landscape has regained its forests, and today the majority of Springfield's landscape is forested. The combination of forested areas and open fields lend to Springfield's rural landscape that is found outside of the downtown. The town also has designated several town forests including Hartness Park, Bryant Forest, the Springfield Reservoir (which is actually located in Weathersfield), and Meeting Waters Municipal Forest. The town forests are used for recreation, wildlife habitat, and timber resources.

### **Conservation**

The Land Use/Land Cover map demonstrates that much of Springfield's land cover consists of forestland and open fields. The Natural Resources maps show areas that the State has determined are important wildlife habitat (deer wintering areas and sites where threatened or endangered species have been identified), wetlands, and surface waters. Many of these resources represent an important element of what makes Springfield an attractive place to live and work.

Springfield has made efforts to protect important natural areas by adopting a Riverfront Protection Overlay District for land adjacent to the Connecticut River and the mouth of the Black River. There is also significant interest in promoting similar protections along the rest of the Black River and promoting its scenic and recreational values.

Skitchewaug Mountain is a scenic resource that may be viewed from many locations in town. These scenic qualities should be protected. Boat access to the Black River and Connecticut Rivers is limited to a single location at the Middle School and to the boat launch near the junction of Routes 5 and 11, respectively. Both the North Springfield Bog and the Army Corps of Engineers land remain significant natural resource areas that should be accessed only for educational or passive recreational purposes. (See Natural Resources chapter for further discussion).

## **Downtown Mixed Use & Mixed Use**

Although some new stores have opened or expanded in the downtown in recent years, there is still some vacant commercial space in the downtown. Strip development has occurred on Route 11 (Clinton Street) between the Jones & Lamson complex and the downtown, and on much of Route 106 (River Street) between McDonald's and North Springfield. While, in the past, there was an emphasis on developing these outlying areas, the Town has developed a renewed interest in the downtown. In order to draw shoppers from surrounding communities, the downtown must have an attractive and diverse mix of businesses. Those businesses that are not located in the downtown should share access points and parking with neighboring establishments wherever possible, and should be accessible by alternate forms of transportation. However, a lack of parking in the downtown area is a challenge.

Some recent projects aiming at downtown revitalization were recently completed, including sidewalks and lighting improvements along Main Street. In addition, a Downtown Master Plan is currently being developed to guide the future development of the downtown area.

## **High-Density, Medium Density, and Rural Residential**

The Town of Springfield contains a variety of residential settings. For the purposes of the land use discussion they are broken up by density into high density, medium density, and rural. High-density areas can be found in proximity to the downtown in areas served by public water and sewer. Medium density residential areas are often found in clusters throughout town along major roadways. The remaining residential areas, mostly those found outside of the town center or those areas not characterized by clusters of housing, are considered rural.

## **Industrial & Commercial / Light Industrial**

The evolution of Springfield's industry has had a significant effect on the land use patterns that exist today. Springfield's booming precision machine tool industry began in the center of town and next to the Black River, the major source of power in the earliest days of the industry. The development of the North Springfield Industrial Park in the mid-1970's created space for new businesses to move into town when the downtown industrial buildings were full to capacity. With the downturn of the machine tool industry that began in the late 1980's and continued into the 2000's, businesses closed or moved out of town leaving large vacant buildings behind. Many of these properties have remained vacant or underused for years due to real or suspected contamination from former industrial uses, or due to the changing economy and need for greater diversity of smaller companies in smaller spaces.

But things have been slowly coming back. As of this writing in 2015, two of the industrial buildings on Clinton St. are being used, namely, the newer portion of the J & L building, which is occupied by Artisan Surfaces, and 100 River Street, the Fellows Gear Shaper building, which has been renovated for office, industrial, retail and other commercial uses. In North Springfield, all of the current buildings in the Industrial Park are occupied. Black River Produce has recently developed

a smokehouse and slaughterhouse. Additionally, the 370,000 square foot Fellows plant in the industrial park has three tenants, all of whom are thriving. Finally, there are several solar arrays in the park including the IVEK, Black River's, and a community array with at least one additional array currently in the permitting process.

The Town's priority is to fill existing industrial space in the North Springfield Industrial Park and to revitalize former industrial properties in the downtown and on Clinton Street. Those properties on Clinton Street and in the downtown would be best suited for light, clean industrial or mixed use development. Retail uses should be encouraged in downtown properties and in the plaza, but should be limited on Clinton Street from Bridge St. to Exit 7. Revitalization of dilapidated buildings and additional parking in the downtown are also priorities.

Land in the vicinity of the new Correctional Facility has also been set aside for industrial development. This area is ideal for industrial uses that require a large volume of trucks and quick access to the Interstate.

### **Interchange**

Interstate 91 runs along the eastern edge of Springfield. The area of land surrounding the on and off ramps is referred to as the Interchange areas. This section of town is characterized by businesses that serve the traveling public. Examples of uses include a gas station, a park and ride lot, and a hotel.

### **Institutional**

There are many properties or buildings in town that are used for transportation, governmental, or educational uses. Examples include the Town Hall, the prison and associated land, the middle and high schools, and the airport. Recently both the Park and East schools have closed. However, the Park School is still being utilized for school offices and after school programs.

### **Recent Land Use Trends**

The land use changes that have occurred in Springfield over the last decade have primarily been a result of a changing economy. Over one million square feet of vacant industrial space remains after plant closings that began in the late 1980s and continued through 2002. These large vacant or underused industrial buildings impact their surrounding neighborhoods. Once the economic generators of the community, they have become economic detractors. A key Town priority is to redevelop these properties and bring life back into the downtown and the gateway to Springfield. A number of recent redevelopment projects of old industrial sites are discussed on page 88.

Redevelopment of the 100 River Street building is a major success since the last town plan update. The 100 River Street building was home to the former Fellows Gear Shaper plant, but was abandoned after the machine tool industry collapsed. Its redevelopment signifies a change

in Springfield as the Town moves to reuse many of the abandoned former industrial buildings in town. Another recent trend is the rise in solar developments. Currently, there are several arrays in the North Springfield Industrial Park and one located at the junction of Routes 106 and 10. Additionally, there are several more proposed arrays, two of which are in the permitting process and located near the junction of routes 106 and 10 and in the industrial park.

The over-reliance on cars and the availability of land on major roads outside the downtown have lead to a sprawling development pattern in some parts of Springfield. This “spreading out” of commercial areas is often referred to in negative terms such as “strip development” or “sprawl.” The low cost of land and high traffic volumes that lead to this type of development create negative impacts on the more centralized commercial areas and detract from the traditional character of the community.

According to Smart Growth Vermont (an organization that merged with the Vermont Natural Resources Council [VNRC] in 2011), “Sprawl is a pattern of land use that is characterized by dispersed, automobile-dependent development outside of compact urban and village centers, along highways, and in rural countryside.”

**Figure 11.1 Characteristics of sprawl from the Smart Growth Vermont / VNRC**

- Sprawl is typically characterized by...
- Excessive land consumption
  - Low densities in comparison with older centers
  - Lack of transportation options
  - Fragmented open space, wide gaps between development and a scattered appearance
  - Lack of choice in housing types and prices
  - Separation of uses into distinct areas
  - Repetitive one story development
  - Commercial buildings surrounded by expansive parking
  - Lack of public spaces and community centers

Careful attention to directing future patterns of growth will help to reduce the negative impacts

that the existing sprawl and strip development has had on the town.

## **Historic and Archeological Resources**

Springfield is noted as the home of many industrial and mechanical inventions and has a legacy of associated structures and sites. The downtown has many historic buildings whose enhancement would improve the downtown image and, subsequently, promote economic development and revitalization. Other historic resources, which merit protection through inventory or designation as historic districts, or resources include the Parker Hill neighborhood and the Crown Point Military Road. The latter is also an important recreational resource. Review, renovation, and protection of historic resources should be a priority in reviewing plans for construction or reconstruction in historic areas. The Town may wish to consider the formation of a Historic Preservation Commission or incorporate the functions of such an organization within an existing organization. The Town should investigate the feasibility of being designated a Certified Local Government in order to protect historic resources and access funding for this purpose.

All of the undisturbed lands along the Connecticut River, the Black River, and in the French Meadows area have high potential for archaeological sites. Historic sites and structures are also, almost by definition, archaeological sites. An important land use issue is to achieve the conservation of significant archaeological resources while still promoting prudent development. One example of such a resource are the Tory caves located in the cliffs along Route 5.

## **Future Directions**

### **Smart Growth**

The term “Smart Growth” has been used by planners for the last several years to refer to planning strategies that have been in effect for decades. More recently, VNRC has developed a number of principles for Smart Growth as it is applied in the rural Vermont landscape. These principles are as follows:

**Figure 11.2 VNRC Smart Growth Principles**

1. Plan development so as to maintain the historic settlement pattern of compact village and urban centers separated by rural countryside.
2. Promote the health and vitality of Vermont communities through economic and residential growth that is targeted to compact, mixed use centers, including resort centers, at a scale convenient and accessible for pedestrians and appropriate for the community and region.
3. Enable choice in the mode of transportation available and insure that transportation options are integrated and consistent with land use objectives.
4. Protect and preserve environmental quality and important natural and historic features of Vermont, including natural areas, water resources, air quality, scenic resources, and historic sites and districts.
5. Provide the public with access to formal and informal open spaces, including parks, playgrounds, public greens, water bodies, forests, and mountains.
6. Encourage and strengthen agricultural and forest enterprises and minimize conflicts of development with these businesses.
7. Provide for housing that meets the needs of a diversity of social and income groups in each Vermont community, but especially in communities that are growing most rapidly.
8. Support a diversity of viable business enterprises in downtowns and villages, including locally owned businesses, and a diversity of agricultural and forestry enterprises in the countryside.
9. Balance growth with the availability of economic and efficient public utilities and through the investment of public funds consistent with these principles.
10. Accomplish goals and strategies for smart growth through coalitions with stakeholders and engagement of the public.

With these principles in mind, there are a number of actions that Springfield can take to plan for future growth. The investment and placement of public services such as water and sewer lines, utility lines, roads, and public buildings can be particularly influential on where private development will be located in the future. Public investment in parks, schools, libraries, museums, water and sewer service, roads and utility lines, should be wisely planned and strategically placed to occur in areas where growth is desirable.

### **Growth Centers**

The State's Downtown Program, developed in 1998, prioritizes funding for projects in "designated downtowns," "designated growth centers," and designated "village centers." This program has encouraged communities to prioritize development and revitalization of higher density downtowns, growth centers, and village centers before considering public investment outside of these areas. Springfield's downtown area became a "designated downtown" in 2000.

Locally designating growth centers is another method of directing growth. This involves one (or more) area(s) of a community designated by the municipality in its Municipal Plan to accommodate a significant amount of the growth anticipated by the municipality over the next twenty years, and which is a distinct, centrally oriented organization of uses, densities, circulation, structures, and other elements.

In Springfield, areas where growth is encouraged include the following:

- **Downtown** — Springfield’s downtown consists of very concentrated development, but lacks areas for parking and open space such as parks. Several parking studies have been completed that lay out possible solutions to Springfield’s parking issues (see Transportation chapter). The Dufresne Group completed the most recent study, Main Street Corridor Parking Evaluation, in 2011. Additional efforts could be made to resolve parking issues for residences on the upper floors of downtown buildings. Existing structures that are dilapidated or underused should be priorities for removal or investment of public funds for redevelopment and revitalization. A mix of retail establishments should be promoted to create a vibrant downtown that is attractive to residents and visitors.
- **Clinton Street former industrial area** — The existing infrastructure and structures on Clinton Street south of the downtown make this area a logical expansion of the downtown or a separate growth area. This area should allow a mix of uses, including commercial, and light or clean industrial development. A planning study that looks at alternatives for various uses, layout of structures and landscaping is encouraged for the former industrial properties on Clinton Street. The challenge the town is faced with is how to promote development in this area that will not have a negative impact on the downtown. The Downtown Master Plan effort included a survey asking residents what types of uses make sense in this area and will not detract from the downtown. Responses included: automotive businesses (e.g. mechanic, gas stations, car dealerships), large industrial uses, hardware/farm supply store and grocery store.
- **North Springfield Industrial Park** — The North Springfield Industrial Park was developed for industrial uses and should continue to focus primarily on industrial uses. The park has seen many developments in recent years including the expansion of Black River Produce and several solar arrays. These recent developments have highlighted the fact that large truck access in this area is a problem because of the small residential streets leading to the industrial area. The street access should be improved to mitigate this problem. Until such improvement is completed, uses that do not require large truck access are preferred in this area. In 2008, the Town developed the *North Springfield Truck Study*, in coordination with partners, to evaluate improved park access and other issues. The study calls for establishing an industrial park association, improved signage both to and within the industrial park, and improved truck access.

- **North Springfield** — The village of North Springfield has easy access to water and sewer, though significantly impacted by Special Flood Hazard Areas (SFHA). Except in the SFHAs, North Springfield would be a logical growth area for higher density housing and commercial establishments that serve residential areas. The Town should delineate boundaries the area that is most suited for higher density use so as to reduce the potential for strip development between downtown Springfield and North Springfield.
- **“Springfield East” Industrial Park and GB District on Paddock and Missing Link Roads** An area has been set aside for industrial development next to the Southeast Vermont Correctional Facility. This area has quick access to Interstate 91, and is therefore suited for industry with large volumes of trucks. There are GB District areas on Paddock and Missing Links Rds., and Route 11, east of I-91, which are suited for retail operations requiring high volume of deliveries and shipments and other traffic because of Interstate access and keeping deliveries out of downtown. Care should be taken to ensure commercial and retail uses allowed in these GB District areas do not compete with businesses wanted downtown, draw people from the downtown, and discourage persons traveling on the interstate from traveling downtown.
- **River Street** — This area is zoned for commercial use, and is one of the few areas that have land open for commercial development. In order to make this area an enhancement to Springfield’s commercial mix, access management policies and design standards should be enforced for the corridor.
- **Access Management** - Access management policies now in place in the Springfield Zoning Regulations can help to alleviate the pattern of strip development that is beginning in Springfield along some of the major roadways. Numerous curb cuts can cause dangerous traffic conditions and reduce the level of service of major roads. Shared driveways and parking, adequate provision for pedestrian and non-motorized vehicle access, and parking behind buildings wherever possible would contribute to more desirable development. Long-term planning and monitoring of these developments should be encouraged to continue to ensure adequate traffic flow and concentration of economic activity.

Application and enforcement of access management policies are especially crucial in the following areas:

- Route 11, from the Exit 7 interchange to downtown;
- Route 106 (River Street) between downtown and North Springfield;
- Route 11 west of the Plaza.

The Town adopted a Highway Corridor Overlay District in 2007 in order to improve access management along Route 11 (Chester Road and Clinton Street) and Route 106 (River Street).

## Design and Site Plan Review

In areas where strip development has already occurred, or where existing structures create a “gateway” to the community (on Clinton Street, for example), design guidelines and/or site plan review procedures could encourage better landscaping, screening, lighting, and site layout. Good design standards could also encourage buildings that are of similar scale and character to existing historic structures. Existing and proposed development along Clinton Street and River Street could benefit from such guidelines, as well as a review of allowed uses.

Design standards developed by the Vermont Forum on Sprawl are appropriate for Springfield, especially in consideration of the existing development constraints. These design standards include such things as: reduced building setbacks from the road with parking behind the buildings, clustering buildings around common access roads, reducing the number of access roads, consideration of appropriate scale of buildings in relation to nearby structures, and providing appropriate signs and visual buffers. This information may be found in *Growing Smarter: Best Site Planning for Residential, Commercial and Industrial Development*, published by the Vermont Forum on Sprawl (2001).

Areas that would particularly benefit from such expanded site plan review as well as Access Management include:

- Clinton Street (Route 11) between South Street and the Interstate;
- Chester Road (Route 11) from Route 106 to French Meadow Road;
- Main Street (Route 11) from Elm Hill Road to North Main Street;
- River Road (VT Route 106) from Main Street (VT Route 11) to its intersection with VT Route 10.

## Access to and Protection of the Black and Connecticut Rivers

The Black River is a key natural, scenic and cultural resource for Springfield. Historically, it was used for power; now that use has declined; the river still has important land use functions. The river’s shorelines and access should be enhanced to improve aesthetics and promote economic development. While this Town Plan does not recommend specific development for these areas, attention should be given to improving the quality of existing land use, planning for storm water runoff, and incorporating buffers in site plans in the river corridor in order to grow without compromising water quality. Existing development such as the Springfield Plaza and former industrial buildings along the river should, to the greatest extent possible, be improved to capitalize on the river’s resource potential.

In addition to looking at feasible uses for the former industrial property on Clinton Street, future plans should consider how best to capitalize on the Black River as an aesthetic land use resource. Furthermore, the number of gas stations and other uses that could threaten water quality should be limited along roads in that area adjacent to the rivers.

The Connecticut River is also an important natural resource for the town of Springfield. The agricultural land next to the Connecticut River and part way up the Black River has been protected to some degree by a River Protection Overlay District. Conservation of agricultural land next to the river and additional protections in the overlay district could ensure that the river and the scenic agricultural resources next to the river are protected for future generations.

### **Protection of Scenic Views and the Night Sky**

Springfield has numerous scenic views among its hills and in the Black and Connecticut River valleys. Proper land use should take advantage of these scenic views without unduly compromising them. Skitchewaung Mountain, and its companions which front on the Connecticut River in Springfield, are an important part of the overall view up and down the Connecticut River valley. In order to protect these views, development along ridgelines should be prohibited or given height limitations so that structures will not stick out above tree lines. (See Natural and Scenic Resources chapter for identification of certain scenic view areas.)

Common elements of many views are open pasture and field lands. These can be protected through policies that encourage clustering and good design. Developers can be encouraged to leave open fields open, preserving them as common lands, placing housing in wooded areas at the edge of open fields, and other context-sensitive planning. Planning manuals such as *Growing Greener* and *Conservation Design for Subdivisions* by Randall Arendt include recommendations for zoning and subdivision language that will encourage the preservation of open space and increase density so as to protect valuable scenic and natural resources. Springfield should consider forming a Conservation Commission to deal with this and other recommendations. View shed management zones may be a land use tool worth further exploration.

The annual gathering at Stellafane for amateur telescope makers has highlighted the importance of preserving the dark night sky. Lighting standards have been incorporated into the Springfield zoning bylaws, and an overlay district has been established for the protection of the night sky in the vicinity of the Stellafane observatory. Lighting standards should be reviewed and strengthened to minimize additional impacts on the night sky.

### **Interstate 91, Exit 7 Interchange Area**

Since the building of Interstate 91, the area around the Exit 7 Interstate Interchange has primarily served interstate traffic. Important natural resource and recreation areas are also located near the interchange, especially since the completion of the Toonerville Trail (for bike and pedestrians) which connects Route 5 with downtown Springfield. With the completion of the new correctional facility, and the planned development for the “Springfield East” Industrial Park next to the correctional facility, it is likely that traffic around the interchange area will increase, and development pressure will also increase. The Interchange area provides an important first view of Springfield. Careful attention should be paid to retaining the present natural and scenic characteristics of the area, the efficient flow of traffic due to limited highway access points, the safety of users of the Toonerville multi-use trail, avoiding high traffic commercial generators and

the location of businesses adjacent to the interchange that complement businesses in the downtown. This latter concern has been addressed with the Exit Seven (7) Zoning District.

### Using the Future Land Use Map

The land use category definitions that follow are descriptions of the areas shown on the Future Land Use map. They are meant to serve as a guide to the types and intensities of uses appropriate for each area by describing the values, or “functions,” that it provides for the Region. The definitions do not prescribe or prohibit a specific use or set of uses for any category; the actual uses of land will have significant overlap between categories. For example, forestland will continue to support rural residential development, conservation land will support many types of recreation, and some recreation land will support forestry use. Planning for future development should take into account the functional viability of various land uses. If a particular land use is significantly compromised so that it cannot function in a sustainable manner, inevitably the larger whole will be impacted. It makes sense that this potential cost is weighed in advance, rather than after the fact. Development is inappropriate if, alone or combined with other uses in the area, it threatens the values described below.

The Future Land Use Map is general in nature, and the boundaries of different areas were drawn with this in mind. They are not meant to be detailed representations of present conditions, nor are they intended to be precisely bounded areas of completely segregated land uses for the future.

## Categories

### 1. Agricultural

Lands designated as Agricultural on the Future Land Use Map are to be used to support the farming economy as well as Springfield’s cultural heritage and rural character. Active farms are encouraged in these areas. These areas contain low-density residential development. Small-scale commercial development is allowed, but the fragmentation of agricultural soils shall be minimized. Additionally, agricultural soils shall be conserved for future use.

### 2. Forest Resource

These areas of town contain some of the lowest density of development. Residential development should be maintained near its current level. Non-residential uses include forestry, wildlife habitat, ecosystem services such as air and water quality, and outdoor recreation. Where development does occur forest fragmentation shall be minimized and the rural, working lands character shall be preserved.

### 3. Conservation

The conservation areas of town contain the lowest density of development and are

afforded the highest level of protection from development within town. Residential development should be maintained or reduced below the current level. Non-residential uses include wildlife habitat, ecosystem services such as air and water quality, outdoor recreation, educational resources, and fragile natural areas. These areas shall be maintained as pristine natural environments for future generations. Where resource management or extraction activities are proposed, special care shall be taken to maintain the character and value of the uses described above.

#### **4. Downtown Mixed-Use**

The downtown mixed-use designation serves as the central business district within town and contains the highest density of residential development. This area of town continues Springfield's long tradition of an established town center with more rural lands and a working landscape stretching towards the edges of town. High density; a mix of commercial, light industrial, and residential uses; and the presence of pedestrian and non-motorized transportation facilities characterize the area.

#### **5. Mixed Use**

The mixed-use designation currently comprises clusters of strip commercial development along River Street. It is the intent of this district to create nodes of activity, avoiding a continuous strip of auto-oriented commercial development connecting Downtown to North Springfield. Development in this area should consist of a mix of other uses and access management improvements per Highway Corridor Overlay District. Additionally, development should provide for improved pedestrian and bicycle facilities.

#### **6. High-Density Residential**

The high-density residential area of town contains high-density residential with a mix of commercial and civic uses compatible with the area's residential nature. The intent of this district is to create walk-able residential neighborhoods served by public water and sewer.

#### **7. Medium-Density Residential**

This area consists of clusters of medium-density housing and other uses along major roadways. Growth is encouraged to follow existing patterns by concentrating in moderate densities in these areas. Strip commercial development is discouraged along state highway corridors in these areas.

#### **8. Rural Residential**

The rural residential areas in town currently support a variety of low-density uses such as residential, agricultural, forest, and home occupations. The intent of this district is to maintain the rural character with low-density settlement patterns while allowing a mix of

uses. Sprawl and strip commercial development are discouraged.

### **9. Commercial / Light Industrial**

The commercial/light industrial area extends along Clinton St. between Seavers Brook Rd. and Bridge St. This area is prioritized for redevelopment of old industrial buildings for commercial or light industrial uses.

### **10. Industrial**

Industrial areas within town consist of the North Springfield Industrial Park and the industrial area by the prison. Uses in this area should be industrial in nature, e.g. manufacturing and agricultural processing. Development should either create or retain jobs and be concentrated to minimize traffic and other impacts.

### **11. Interchange**

This area has businesses that are geared towards accommodating the traveling public and to maintaining major highway systems. It is the intent of the district not to compete with Central and General Business district for small businesses. It is also the intent of this district to restrict sprawl around the Interstate interchange by limiting the minimum size of parcels and the land required to support individual uses.

### **12. Institutional**

Institutional areas represent substantial areas of land that should continue to be used for government, transportation, educational, and other similar uses or facilities.

## **Special Considerations in all Land Use Categories**

There are several important resources that may occur within any of the land use categories, and which merit special attention and protection. They include: Public Water Supply Source Protection Areas; special flood hazard areas; river corridor protection areas; slopes; vegetated areas next to surface waters; wetlands (as defined by the Vermont Wetland Rules); Natural Heritage Inventory sites; critical deer wintering habitat and bear habitat as defined by the Vermont Agency of Natural Resources; regionally significant historic sites; and other locally defined sensitive natural areas and scenic resources. Development should avoid and minimize negative impacts to these resources.

## **Goals**

1. Minimize the negative impacts of sprawl and strip development that are occurring on major roads outside the downtown.
2. Encourage the adaptive reuse of underutilized and vacant structures and lands.

3. Encourage smart growth in the community through the identification and mapping of optimal growth areas.
4. Preserve the character of residential neighborhoods.
5. Preserve scenic views, productive forests and agricultural land via cluster development and effective design practices. [See *Growing Greener* and *Conservation Design for Subdivisions* by Randall Arendt].
6. Promote revitalization and redevelopment of the former industrial properties on Clinton Street in a way that does not negatively impact businesses in the downtown and the Plaza.
7. Encourage all development along the Black River to capitalize on the river's aesthetic, land use, and resource potential.
8. Retain the present natural and scenic characteristics of the Exit 7 interchange area.
9. Enhance public awareness of historic buildings and sites in Springfield's downtown, whose enhancement would improve the downtown's streetscape and promote economic development and revitalization.
10. Promote a greater awareness of Springfield's archaeological heritage.
11. Enhance the overlay districts that protect the farmland along the Connecticut River, and create an overlay district for development next to the Black River.
12. Encourage the creation of a Conservation Commission to oversee the protection of important natural and scenic areas.
13. Retain and improve access to and use of public lands, and ensure that any development adjacent to public and semi-public lands will not unreasonably affect the beneficial public use of these lands.
14. Preserve the use of the Hartness Airport and enhance the airport area to protect the abutting uses, while promoting the airport, which benefits the residents of the region.
15. Development shall be consistent with the future land use map and category descriptions.

## Objectives

1. Develop additional design and site plan review specifications for areas that are already impacted by strip development in order to reduce negative impacts of such development.
2. Develop standards for access management, expanded site plan review and conditional use criteria which promote shared access to multiple sites and interconnection of

adjacent development along major highways, and provides for the needs of bicyclists and pedestrians.

3. Adopt and maintain design specifications for commercial development, which include such things as: reduced building setbacks from the road with parking behind the buildings, clustering buildings around common access roads, reducing the number of access roads, and providing appropriate signs and visual buffers. [See *Growing Smarter: Best Site Planning for Residential, Commercial and Industrial Development*, published by the Vermont Forum on Sprawl (2001)].
4. Maintain the downtown as the heart of Springfield through the use of financial and non-monetary incentives, and targeted municipal investment.
5. Maintain the economic vitality of the Springfield Plaza.
6. Ensure that most commercial uses are not located in residential areas, but rather are limited to the downtown or designated commercial areas; those uses that would improve neighborhood character, such as "mom and pop" stores and home occupations should be allowed in residential neighborhoods.
7. Identify sites for future growth based upon the Principles of Smart Growth listed in this chapter.
8. At the Exit 7 interchange, prohibit the expansion of new businesses adjacent to the interchange, and allow for the expansion of existing businesses to uses which will not compete with businesses in the downtown.
9. Retain the Exit Seven (7) Zoning District, and implement measures that could be used to address the following interchange issues, namely, an access management program that would control curb cuts, and expanded site plan review that would include strict requirements for lighting, noise, aesthetics, signage, landscaping and screening, parking and open space and non-vehicular traffic
10. Evaluate the number and participation on volunteer boards/commissions in Springfield to ensure the most efficient distribution of volunteer time and energy. Consider whether some of these groups could take on tasks associated with a Historic Preservation Commission and/or Conservation Commission or whether the establishment of these commissions is warranted. Investigate the potential for Springfield pursuing and attaining the status of "Certified Local Government program" for historical resources.
11. Enhance the preservation of scenic views and forestry and agricultural land in the Town Zoning Regulations through Land Reserve zoning and an expanded Riverfront Protection

Overlay District along the Black and Connecticut Rivers.

12. Encourage housing developments that preserve scenic resources through clustering or careful siting of building lots, and other context-sensitive planning. (See *Growing Greener*, by Randall Arendt.)
13. Undertake a planning study for Clinton Street that includes revitalization of former industrial areas as well as alternatives for enhancing access and appreciation of the Black River
14. Review and improve regulations and policies to improve and ensure the continued access to public lands, and require any development adjacent to public and semi-public lands to continue to provide access to these lands.
15. Examine current land use patterns, to determine future land use from a long term, cost/benefit perspective, in order to avoid additional costs to the town's infrastructure, unwanted sprawl, and the loss of cultural, historic, economic, agricultural, scenic and aesthetic resources
16. Seek to implement the *North Springfield Truck Study* recommendations.

## Chapter 12 New Flood Resilience

### Purpose

The purpose of this chapter is to identify areas in the community that are at risk for flooding and fluvial erosion, designate areas to be protected from such hazards, and to articulate policies and strategies to promote community flood resilience. The intent of this chapter is to address statutory requirements of including a statement of policy on the preservation of natural areas [24 V.S.A. §4382(a)(5)] and a discussion of open spaces reserved for flood plain purposes [24 V.S.A. §4382(a)(2)]. This section also seeks to address the new flood resiliency element as approved as Act 16 by the Legislature in 2013.

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

### Background

Flooding is identified as the most significant natural hazard event in Springfield's *All Hazard Mitigation Plan* (as adopted by the Selectboard on April 28, 2014). That document includes detailed information about the community's flood history, risk assessment and related mitigation strategies. The *All Hazard Mitigation Plan* (as most currently amended) is adopted by reference as a component of this Town Plan.

Flooding is one of the primary natural disasters in Vermont. According to information provided by ANR at the 2014 Municipal Day, 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 website, 25% to 40% of businesses affected by a disaster never reopen, which is an economic impact that residents, businesses, local communities and Vermont cannot afford. In compliance with Vermont statutes cited above, the community needs to evaluate its flood resilience, given that a lot of the built environment is in flood or erosion risk areas and some of the culvert and stormwater network is undersized.

Fortunately, Springfield escaped significant, widespread damage from Tropical Storm Irene due to the location of the heaviest rainfall elsewhere and through good management of the North Springfield Dam. However, each storm is different. The community has been impacted by other storms in the past, and continues to be at risk of potentially significant damages from future flooding events. Springfield recognizes that protecting the rivers, streams, and their banks can and should be done in a manner which enhances the same as an economic asset, recreational attraction, and potential energy resource for the Town.

### Past Implementation Efforts

Springfield has adopted a number of regulatory provisions in order to promote flood resilience,

including:

- Flood Hazard Review Procedures (Section 5.6 of the *Zoning Bylaws*), which regulate Special Flood Hazard Areas as defined by FEMA;
- Riverfront Protection Overlay District (Table 2.16 of the *Zoning Bylaws*), which establishes buffer requirements along the Connecticut River and the lower portion of the Black River as shown on the *Zoning Overlay Districts Map*;
- Steep slope provisions (Section 4.17 of the *Zoning Bylaws*), which require erosion control and stormwater management in areas of 20% and greater slopes;
- Stream and surface water provisions (Section 4.19 of the *Zoning Bylaws*), which require a 25 foot buffer along all watercourses and wetlands;
- Town Road and Bridge Standards that are in compliance with the 2013 model codes and standards developed by VTrans.
- Town access permit requirements include the B-71 Standards which help to mitigate driveway drainage onto Town roads.

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

- Maintaining active membership in the National Flood Insurance Program (NFIP);
- Having a Local All-Hazards Mitigation Plan;
- Maintaining an up-to-date Local Emergency Operations Plan; and,
- Implementing other mitigation strategies as detailed in this chapter and in the *All Hazard Mitigation Plan*.
- Considering implementation of the conceptual plan for protecting and beautifying the Black River prepared by graduate students from the University of Vermont.

## Hazard Areas

Areas in Springfield that are particularly at risk of flooding are shown on the Flood Insurance Rate Maps (FIRMs) issued by FEMA/NFIP for the Springfield community. Areas in Springfield that may be at risk of fluvial erosion are delineated on the VT Agency of Natural Resources River Corridor (RC) Maps. All these maps are discussed below. These areas are based on mapping data from FEMA, which are called FIRMs, and the Vermont Agency of Natural Resources (ANR), which are called River Corridor Maps currently adopted version.

In order to remain a Town whose real property locations are eligible to purchase NFIP Flood Insurance, the Town must have NFIP compliant flood regulations (Zoning Regulations Section 5.6, mentioned above) and must manage its Special Flood Hazard Areas (SFHA) in compliance with those regulations. The FIRMs may not be exact nor universally reflect reality, but they delineate calculated flood risk areas, and FIRMs are the standard for delineating the areas subject to flood regulation enforcement, unless officially amended or changed through the Letter of Map Amendment (LOMA) or the Letter of Map Change (LOMC) process with FEMA,

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**Types of LOMCs can you submit to FEMA**

You may request the following determinations from FEMA online:

- Letters of Map Amendment (LOMAs) – Typically, a LOMA is issued when the scale of the FIRM does not allow for small areas of natural high ground to be shown outside the SFHA
  - Conditional Letter of Map Amendment (CLOMA) – A letter from FEMA stating a proposed structure that is not to be elevated by fill (natural grade) would not be inundated by the base flood if built as proposed
  - Letters of Map Revision based on Fill (LOMR-F) – A LOMR-F is similar to a LOMA, but instead of being based on natural ground elevations, the property or structure has been elevated by fill in order to elevate it above the flood elevation
  - Conditional Letter of Map Revision-Fill (CLOMR-F) – A letter from FEMA stating a parcel of land or proposed structure that will be elevated by fill would not be inundated by the base flood if fill is placed on the parcel as proposed or the structure is built as proposed
  - Letters of Map Revision (LOMRs) – A LOMR is an official revision to an effective FIRM map that may change flood insurance risk zones, floodplain and/or floodway boundary delineations, plain metric features, and/or Base Flood Elevation (BFE). Unlike LOMAs and LOMR-Fs, a LOMR usually results in reprinting a portion of a FIRM
  - Conditional Letter of Map Revision (CLOMR) – A CLOMR is a letter from FEMA stating a proposed project that would, upon construction, affect the hydrologic or hydraulic characteristics of a flooding source and thus result in the modification of the existing regulatory floodway, the effective BFE or SFHA
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The RC map sets are, by ANR’s own account, not exact and need, and should have, refinement “at the edges,” in order to clearly and adequately reflect the areas of hazard risk to be regulated. The RC maps would need further refinement in order to represent the realities of local flood and erosion hazard conditions.

The Town will need to work with property owners, FEMA and ANR, as appropriate, in order to pursue those needed map refinements. LOMCs needed and desired to amend FIRMs for privately owned parcels are the responsibility of the property owner, however, the Town should educate residents concerning the availability of and procedures for obtaining LOMCs.

### Flood Hazard

The areas in Springfield that are at higher risk of flooding (i.e. SFHA) are shown on FEMA’s Flood Insurance Rate Map (FIRM), as most recently amended. 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 Resource Atlas](#) or the [Flood Ready Vermont](#) website. The following summarizes structures in Springfield at risk in these identified flood hazard areas:

- 69 E-911 structures are located within SFHAs;
- 2% of total E-911 structures in Springfield are located within SFHAs;
- 30% of those structures are within the Floodway and 70% are within the Floodway Fringe (i.e. floodplain);
- 6 critical or public structures are within SFHA;
- 23 structures covered by Flood Insurance Policies within SFHA;
- 33% of structures within SFHA have flood insurance.

The FIRMs are legally required to be applied as printed. They are presumed to be correct until amended by a FEMA approved Letter of Map Correction, in the form of a Letter of Map Amendment or Letter of Map Revision.

While other portions of Town may be at risk of flooding, they are not mapped at this time. 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.

### **Dam Failure**

The United States Army Corps of Engineers 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 considered as a “high hazard” structure, although the dam is not “considered to be in significant danger of failure.” The inundation area for the North Springfield dam has also been mapped. A significant portion of the Black River corridor would be impacted by a dam failure. See Map #\_ that shows the area affected by a failure of the North Springfield Dam.

Within Springfield, there are also five dams impounding water for the production of hydro-electric power: Fellows Dam , Factory Falls Dam, Comtu Falls Dam , Slack Dam , and Lovejoy Dam There are two other dams where hydro-electric power generation is possible: Muckcross Dam and Gould Mills Dam. While not in Springfield, the Town does own another dam in the Town of Weathersfield.

### **Fluvial Erosion Hazard Areas/River Corridors**

Rivers are dynamic and, as a result, development that is located too close to stream banks may be at risk of potential bank erosion or river channel relocation. However, much of the developed portion of Springfield along the Black River is at low risk, because of the flood control dam. The River Corridor (RC) Map depicts the portions of Town that are theoretically at risk of this type of fluvial erosion damage. This mapping data can also be found on the ANR Atlas and Flood Ready Vermont websites referenced above. The RC term is defined under State statute as “...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 and for minimization of fluvial erosion hazards, as delineated by the Agency of Natural Resources in accordance with river corridor protection procedures.” (24 V.S.A. §4303).

As delineated within Springfield, the RC encompasses significant portions of Town that are critically important for our economic development efforts, including within the Designated Downtown, along important local infrastructure corridors, and in areas of notable brownfield site contamination. Town staff intend to meet with ANR to discuss making administrative revisions to the river corridor map in accordance with Section 5.0(c)(3)(C) of the *Vermont DEC Flood Hazard Area and River Corridor Protection Procedures*.

## Areas of Local Concern

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

- Paddock Road area;
- Erosion of the banks of the Connecticut River;
- North Springfield/Main Street/Elm Street/Fairgrounds Road bank erosion;
- Undersized culverts at bottom of Carley Brook at River Street;
- Bottom of Chester Road;
- Seavers Brook.

The Planning Commission also identified the following areas that are important for local economic development initiatives, but are complicated by State river management rules and procedures (i.e. Flood Hazard and River Corridor Rules and Procedures, stream buffer guidance):

- Main Street;
- Main Street NS;
- Clinton Street;
- Bridge Street;
- Rte 106;
- River Street;
- Valley Street;
- Chester Road from Breezy Hill Road to the Plaza;
- Seavers Brook;
- Carley Road;
- Village of North Springfield.

## 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.

### 1. Special Flood Hazard Areas

Floodway and floodplain areas (i.e. Special Flood Hazard Areas) as shown on the most current FIRM developed by FEMA represent areas that are subject to Springfield's flood hazard review procedures in order to protect properties from future flood damages. This currently requires raising living spaces to be one foot above the base flood elevation or dry-flood proofing non-residential buildings. Property owners are encouraged to seek a Letter of Map Change (See side-bar above.) where the existing FIRM does not adequately represent the actual flood hazard area.

### 2. River Corridors

Lands considered by ANR to be subject to fluvial erosion hazards are as shown on the most recent ANR map of River Corridors, as adopted by the Springfield Planning

Commission and Board of Selectmen. Certain development is subject to State rules and procedures in order to promote resilience from future fluvial erosion in these areas, including state facilities, acceptable agricultural and forestry activities per 24 V.S.A. §4413, and projects subject to Act 250 or Section 248 review. The Town intends to seek an administrative map amendment in order to refine the RC. The Town shall not adopt regulations to enforce River Corridor protection within the RCs unless the RCs are amended by ANR to the satisfaction of, and as required by, the Town. Once the Springfield-approved RCs are adopted by ANR, should the ANR seek to amend the RCs in the future, the RCs so amended will not be effective in the Town of Springfield until approved and adopted by the Town.

Most importantly the agreement with ANR is that the maps amended to the satisfaction of the Town of Springfield will be used by the state and local ANR District for all Act 250 hearings within the Town of Springfield.

In addition, the Town also wants to investigate the mapping methodology to see if it adequately accounts for flow-controlled river conditions and the extent of hardened banks south of the North Springfield Dam.

### **3. 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 in order to, not only improve water quality, but also to 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 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 in order 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).

### **4. Wetlands**

Wetlands serve a number of important functions, including flood 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.

## 5. Upland Forests

Maintaining an adequate forest cover in rural upland areas and steep slope areas helps to maximize 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 of the upland areas (i.e. LR-10 and LR-25 zoning districts), and steep slope provisions that help to 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).

## Policies and Strategies

In order to protect and beautify the areas identified and designated above in this chapter and to mitigate unsightliness and risks to public safety, critical infrastructure, historic structures, and municipal investments, and to improve the public appreciation of the rivers the following goals, policies and strategies are established.

## Goal

1. To encourage flood resilient communities.
2. To encourage community appreciation of the rivers flowing through Springfield as assets of the community which need to be seen, accessed, and used by the Town's residents and visitors.

## Policies

1. If new development is to be built in flood hazard areas and river corridors, it should comply with the Flood Hazard Review Procedures in Section 5.6 of the Springfield Zoning Regulations, unless there are mitigating circumstances such as a channelized stream making it unlikely the river will move
2. Any development or redevelopment within the flood hazard areas or river corridors is subject to the Flood Hazard Review Procedures in Section 5.6 of the Springfield Zoning Regulations.

3. The protection and restoration of floodplains and upland forested areas, or in the alternative projects in mitigation of negative side effects of permitted development that attenuate and moderate flooding and fluvial erosion, should be encouraged.
4. Maintain buffer areas of native or historically related vegetation along rivers, streams and wetlands as specified in the Springfield Zoning Regulations. Provide reasonable flexibility with these buffer standards in order 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).
5. Maximize onsite stormwater infiltration to help promote flood resiliency.
6. Preserve the flood retention functionality of wetlands that serve as important components of local flood resilience efforts.
7. Springfield's *All Hazard Mitigation Plan*, as most currently amended, is hereby adopted by reference as a component of this Town Plan.
8. It is understood that development along the Black River is critically important to the economic prosperity of Springfield due to the Town's topographical configuration. Buffer zones should be regulated in the Zoning Regulations, but should not be considered "no touch" zones especially along the Black River below the flood control dam.
9. All corridor and buffer regulation along the Black River below the flood control dam should be in accordance with the Town's stated economic development strategies of increasing the view, access and human use of the Black River.

## Strategies

1. Implement a town wide education program on promoting flood resilience.
2. The Town should develop adequate emergency preparedness and response planning including, but not limited to:
  - a) Maintaining an up to date Local Emergency Operations Plan;
  - b) Updating the Local All Hazard Mitigation Plan on a five year timeframe, or as needed;
  - c) Develop and adopt Incident Action Plans for the North Springfield Dam and Weathersfield Reservoir.
  - d) Develop an evacuation plan for businesses and residents within the identified hazard areas (i.e. flood hazard, river corridor and dam inundation).

3. Evaluate existing regulations and standards to ensure that the goals and policies of this Chapter are adequately addressed.
4. Maintain enrollment in the National Flood Insurance Program.
5. Update the bridge and culvert inventory and condition assessment, and maintain an annual culvert upgrade and maintenance program to address the priority needs identified in the inventory.
6. Encourage flood resiliency by prioritizing land conservation efforts for those lands that serve important flood retention or attenuation functions.
7. Support the proposition that encouraging the public viewing, accessing, and use of the rivers is the best protection for their future, including appropriate trails, beautification efforts, and permacultured parklands.
8. Mitigate risks in the Downtown and other vulnerable areas by:
  - a) Including strategic infrastructure investments in the capital improvement plan (e.g. upgrades to bridges, culverts and storm drainage systems);
  - b) Avoiding new critical facilities from locating within flood hazard or river corridors;
  - c) Implement flood-proofing improvements when making major reinvestments in municipal buildings within flood hazard or river corridors;
  - d) Prevent the storage of important public records (e.g. Town archives, library collections) in flood-prone areas;
  - e) Aggressively defend against unreasonable or inflexible stream or river buffer restrictions, especially within the portion of the Black River protected by the flood control dam.

## Chapter 13 Health

This chapter addresses Springfield’s present assets and recommends the development of future assets for the good health of Springfield residents.

Health is a critical component of a sustainable community and is largely determined by the social, physical, economic, and service environments in which people live, work, study, and play. ([http://www.sgc.ca.gov/docs/HiAP Task Force Report- Dec 2010.pdf](http://www.sgc.ca.gov/docs/HiAP_Task_Force_Report-Dec_2010.pdf)) Springfield is a health and rehabilitation hub for southern Windsor and northern Windham Counties. It is also a Town increasingly known for its commitment to a healthy lifestyle, although it suffers from the same health and wellness challenges of poverty, aging, unemployment, chronic disease and drug abuse as other parts of Vermont and the United States. This chapter is devoted to the continued development of Springfield as a healthy community.

### Definition

Health is “a state of complete physical, mental, emotional, spiritual, and social well- being and not merely the absence of disease or infirmity.” (World Health Organization, 1948)

### Qualities of good health

There are commonly accepted and/or pursued standards for good health in each of the modes stated in the definition of health.

**Pediatric health:** At birth and throughout childhood, healthy children score well on all natal assessment protocols and receive the full range of monitoring and prophylactic services recommended by the American Association of Pediatrics: History, measurements, sensory development, developmental and behavioral progress, growth, access to and use of screening services to guard against and protect from illnesses and death, and anticipatory guidance for continued nurturing of the children .1

**Family health:** Healthy families consistently exhibit: clear boundaries in the family; relationships within the family are seen as important; there is open communication among all family members; conflict is allowed and resolved in a positive manner; and family members have an attitude of service toward one another and others.2

**Adult health:** Adults experiencing good health have warm relationships throughout life,3 the

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1 [https://www.aap.org/en-us/Documents/periodicity\\_schedule\\_oral\\_health.pdf](https://www.aap.org/en-us/Documents/periodicity_schedule_oral_health.pdf)

2 <http://pfl.org/article/characteristics-of-a-healthy-family/>

3 [https://en.wikipedia.org/wiki/Grant\\_Study](https://en.wikipedia.org/wiki/Grant_Study)

ability to exercise vital powers in a setting affording them scope,<sup>4</sup> freedom from mental and physical disorder<sup>5</sup> and moderation in all things.<sup>6</sup>

Civic health: Healthy communities include, but are not limited to: “Clean and safe physical environment; peace, equity and social justice; adequate access to food, water, shelter, income, safety, work and recreation for all; adequate access to health care services; opportunities for learning and skill development; strong, mutually supportive relationships and networks; workplaces that are supportive of individual and family well-being; wide participation of residents in decision-making; strong local cultural and spiritual heritage; diverse and vital economy; protection of the natural environment; and responsible use of resources to ensure long term sustainability.”<sup>7</sup>

## Current Assets

As noted in other chapters, Springfield has a number of organizations, resources and facilities engaging in various aspects of health promotion including:

- **Spiritual Health** – churches of various denominations; alternative health practices and centers; various organizations operating volunteer programs.
- **Physical Health** –full time fire and paramedic services; a critical access hospital; a community health team which 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 winter warming shelter; a food shelf and meal delivery programs; a school district Wellness Committee; and a robust farming industry.
- **Mental Health** – a state-designated mental health agency, several mental health practitioners; and community collaborations for promoting good mental health.
- **Social Well-being:** an extensive pedestrian/bicycle path; a vast hiking trail network; various athletic fields; Town-operated parks and recreation programming; school-operated extracurricular activities and athletic programming; health and wellness programs; adult day care; affordable senior housing complexes; agency-operated transitional housing programs; and privately owned congregate housing units;

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<sup>4</sup> <https://www.britannica.com/biography/Aristotle/Philosophy-of-mind#ref923103>

<sup>5</sup> [https://books.google.com/books?id=BTdm7BTGMO4C&pg=PA422&lpg=PA422&dq=freedom+from+mental+and+physical+disorder&source=bl&ots=Tpf2YyLFk&sig=go9SjCD9jIEmpf8k16DSeQtB-2o&hl=en&sa=X&ved=0ahUKEwjK9-ys\\_4bOAhUKziYKHUKpB9YQ6AEIMjAD#v=onepage&q=freedom%20from%20mental%20and%20physical%20disorder&f=false](https://books.google.com/books?id=BTdm7BTGMO4C&pg=PA422&lpg=PA422&dq=freedom+from+mental+and+physical+disorder&source=bl&ots=Tpf2YyLFk&sig=go9SjCD9jIEmpf8k16DSeQtB-2o&hl=en&sa=X&ved=0ahUKEwjK9-ys_4bOAhUKziYKHUKpB9YQ6AEIMjAD#v=onepage&q=freedom%20from%20mental%20and%20physical%20disorder&f=false)

<sup>6</sup> 1 Corinthians 9:25

<sup>7</sup> <http://www.ohcc-ccso.ca/en/what-makes-a-healthy-community>

neighborhood organizations; a local taxi and bus company; a vibrant senior center; a parent child center; organizations dedicated to social rehabilitation; several home and licensed childcare facilities; a full time police department; and other social service agencies.

### **Aim for Vigorous Healthy Living**

Planning decisions in Springfield should consider the necessity of designing the human habitat in such a manner as to promote a safe, active, and socially engaged and healthy lifestyle with appropriate health care access. The topography of Springfield leaves the majority of its commercial and service entities snuggled along the banks of the Black River in a rather narrow and steep valley, with its residential and educational areas located on the ridges and plateaus above. The geography presents unique community health and wellness challenges. Meeting and overcoming these challenges is important because the walkability of communities is cited as one of the criteria in ranking the healthiness and livability of a community. (See <http://www.livability.com/best-places/top-100-best-places-to-live/2016/ranking- criteria>)

Of particular concern to residents are the location of several privately owned congregate housing units and the locations of agency-operated transitional housing programs. Other chapters in this plan address the regulation of these types of housing more specifically, but it is important to note that safe housing is a critical component of an individual's state of health.

### **Framework for a Healthy Community**

As discussed in detail in the Economic Development Chapter, Springfield has developed into a regional healthcare and rehabilitation hub. It is equally important that Springfield also develop a reputation for promoting healthy, vibrant living and being on the cutting edge for programs supporting the same. With that comes the need for the community to understand and embrace the components of healthy living:

- Meeting the basic health needs of all, which includes providing safe water; healthy food access; affordable, safe, high quality, accessible, socially integrated and location-efficient housing; safe, sustainable, accessible and affordable transportation; affordable, accessible and high quality physical, dental and mental health care; livable communities that include quality schools, parks, recreation facilities, child care, libraries, financial services, etc.; access to affordable and safe opportunities for physical activity; and opportunities to engage with arts, music and culture.
- It's agricultural land; minimized toxins, greenhouse gas emissions and waste; affordable and sustainable energy use; aesthetically pleasing.
- Economic and social development which includes providing living wages, job opportunities, training and education, and a thriving economy; support for healthy development of children and adolescents; and opportunities for high quality and accessible education.
- Tied with the continued development of Springfield as a health care and rehabilitation hub is the continued need to provide healthcare and prevention education to our youth

and also the development and location of post- secondary institutions in Springfield for training mid-level professionals in primary health care, prevention and long-term care for elders and people who experience disability. Springfield currently has a wealth of “clinical” training opportunities to provide to such post-secondary institutions. Health and social equity which includes addressing differences that occur by gender, race or ethnicity, education, income, age, insurance status, disability, location, or sexual orientation.

- Supportive and respectful social relationships which include robust social and civic engagement; socially cohesive and supportive relationships, families, homes and neighborhoods; and safe communities free of crime and violence.

### **Socialization and Social Services**

Springfield has a history of generosity when it comes to supporting social services via special appropriations. It also has an ebb and flow of community concern over the random development of a variety of congregate housing - sometimes licensed or funded by the State directly and sometimes privately funded or indirectly funded by the State. There is a definite need for the services and service facilities, together with improved methods for soliciting community input about location and perceived need for facilities.

Socialization and inclusion in the community are important components of maintaining the wellness of the entire community. Socialization includes not only school extracurricular programs, but also Town sponsored recreational and educational programs, local community and neighborhood associations and religious institutions. Additionally, projects such as maker’s spaces, artist/artisan interactive mall spaces, and community gardening programs can play an important role. A community is richer and more vibrant when strategies to develop and sustain healthy relationships are inclusive of all.

The planning and configuration of the Town’s transportation and development patterns play a structural role in assisting in the creation of a healthy lifestyle for its citizens without inappropriately infringing upon an individual’s choice of lifestyles. This planning is consistent with the Town’s continued growth as a healthcare and rehabilitation hub for the region and with the preservation of a safe community in which to live, play and work.

### **Goals**

1. Engage the community, especially youth, seniors, and other under – represented populations, and building a culture of healthy living and lifestyle choices, including

healthy eating and substance – free and active living.

2. Support and maintain policies and practices that promote cross – generational, physical, emotional and behavioral health, as well as social well – being.
3. Create and maintain a safe community that includes an appropriate mix of affordable and market rate housing, outdoor activities, employment opportunities and access to goods and services.
4. Encourage the engagement of under-represented population segments of the Town in decision-making, particularly the youth, people who experience disability and the elderly.

## **Policy Objectives**

### *Basic Health Needs*

1. Encourage and facilitate the development of affordable neighborhood stores offering healthy choices within the residential neighborhoods.
2. Maintain zoning regulations which encourage active lifestyles and access to healthy food.
3. Facilitate and promote the creation of artist/artisan interactive malls, and maker’s spaces.
4. Consider offering reclaimed property for the expansion of the existing Springfield farmer’s market or for a year-round farmer’s market.
5. Review zoning regulations to encourage neighborhood gathering spaces and community gardens to promote local agriculture, access to healthy foods and social engagement.
6. Review zoning regulations to encourage development of licensed childcare opportunities.
7. Support partnerships with school district, Parks & Recreation, health service providers and other organizations that facilitate year-round community health, wellness, prevention and early intervention activities for all ages and abilities.
8. Support the school district’s Wellness Committee and local healthcare providers in assuring access for youth to medical and dental services.

### *Environmental Quality and Sustainability*

9. Create adequate sidewalks throughout the developed portion of Springfield and, where possible, connect them to trails or pathways outside the developed portion of Springfield.
10. Develop appropriate policies for enhancing the safety and aesthetics of school zones.
11. Develop appropriate policies to maintain clean air, soil and water.
12. Raise awareness of existing state testing programs designed to promote home safety (i.e. Lead paint, radon, water, etc.).
13. Review policies regulating the use of tobacco and other substances on town – owned properties, and at town – it’s sanctioned events.
14. Discourage exposure to tobacco, alcohol, other harmful substances and unhealthy foods.
15. Continue to support recreational programs in partnership with the School District, Town of Springfield Parks and Recreation Department, and area health centers, where appropriate.

*Economic and Social Development*

16. Assess and improve the location of crosswalks, signal lights, and traffic calming strategies.
17. Seek community input through mediating forums when developing or reviewing policies pertaining to transportation and housing decision.
18. Implement zoning policies to promote mixed-use, walkable neighborhoods in Springfield and its downtown and shopping areas.
19. Review previous plans and feasibility studies to form a pedestrian and bicycle master plan that could also include a walking bridge across the Black River from Mineral to Main Streets and a stairway from Wall to Main Streets.
20. Review Springfield’s zoning regulations to encourage the development of community gardens and similar neighborhood gathering sites.
21. Recruit and support business development, creating a business-friendly environment, with consideration toward sustainable, long-term investments and benefits.
22. Support economic diversity, including, but not limited to, public and private institutions, the arts, agriculture and non-profits.
23. Recruit post-secondary institutions to Springfield for training mid-level professionals in primary health, prevention and long-term care.

24. Encourage the creation and promotion of local workforce training for soft skill development (i.e. arriving at work on time, appropriate dress, appropriate language, etc.).

*Equitable Health and Social Needs*

25. Reasonably address the needs of residents with ambulatory limitations.
26. Collaborate regionally to develop policies to address the substance abuse issues Springfield faces and encourage collaboration regarding rehabilitation needs.
27. Promote shared use agreements that allow expanded use of public buildings for physical activity.
28. Encourage mandatory physical education for all students who are not involved in seasonal athletics by promoting collaboration between the Town, School District and other local entities to assure that all youth are given the opportunity to be involved in year-round physical exercise programs. Ensure that there are adequate opportunities for students to participate regardless of their ability.

*Supportive and Respectful Social Relationships*

29. Continue to support and develop a multipurpose community center accessible to youth, seniors and other community groups.
30. Ensure planning for appropriate locations for new congregate or transitional housing unit with input from neighborhoods and the Housing Authority on acceptable housing standards.
31. Consider implementation of projects designed by youth in Springfield High School classes.
32. Create mediating forums to discuss and amicably resolve congregate housing issues.
33. Evaluate and address neighborhood safety issues, including lighting, crime prevention/reduction, traffic patrols and beautification.
34. Explore options to develop an information clearinghouse where residents and visitors can learn about local events that promote healthy lifestyles and social engagement.
35. Promote community health, and safety by ensuring neighborhood decay and deterioration, such as trash, poor maintenance, graffiti and unfinished structures are promptly remediated.



## Chapter 14 Implementation and Relationship to other Plans

### Plan Implementation

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 the use of 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.

Many of the strategies for implementing the goals of the Springfield Town Plan are included in the “Objectives” section of each chapter. The Planning Commission has selected the following activities as priorities for the implementation of the Town Plan:

1. Develop a comprehensive Capital Budget and Program to incorporate all utilities and facilities and highway maintenance and upgrade projects as outlined in the Utilities and Facilities and Transportation chapters of the Plan.
2. Update zoning bylaws and subdivision regulations to reflect the revised goals and objectives outlined in the Town Plan.
  - Develop additional design and site plan review specifications for areas that are already impacted by strip development in order to reduce negative impacts of such development.
  - Develop standards for access management, expanded site plan review and conditional use criteria which promote shared access to multiple sites and interconnection of adjacent development along major highways, and provides for the needs of bicyclists and pedestrians.
  - Adopt performance standards for commercial and industrial development, which set specific limits on noise, air pollution (dust, ash, fumes, vapors, gases), hazardous and flammable materials use or storage, light, vibration, odors, and distance from residential units for use in permitting and site plan review.
  - Adopt and maintain design specifications for commercial development, which include such things as: reduced building setbacks from the road with parking behind the buildings, clustering buildings around common access roads, reducing the number of

access roads, and providing appropriate signs and visual buffers. [See *Growing Smarter: Best Site Planning for Residential, Commercial and Industrial Development*, published by the Vermont Forum on Sprawl (2001)].

See [http://vnrc.org/wp-content/uploads/2013/02/growing\\_smarter...best\\_site.pdf](http://vnrc.org/wp-content/uploads/2013/02/growing_smarter...best_site.pdf)

- Maintain the economic vitality of the Springfield Plaza and continued development and marketing of the plaza for new business, while encouraging safe traffic patterns, access, parking, and further aesthetic improvements.
  - Encourage housing developments that preserve scenic resources through clustering or careful siting of building lots, and other context-sensitive planning. (See *Growing Greener*, by Randall Arendt.)
  - Retain the Exit Seven (7) Zoning District, and measures that are used to address the following interchange issues, namely, an access management program that controls curb cuts, and site plan review that includes strict requirements for lighting, noise, aesthetics, signage, landscaping and screening, parking and open space and non-vehicular traffic.
3. Undertake a planning study for Clinton Street that includes revitalization of former industrial areas as well as alternatives for enhancing access and appreciation of the Black River.
  4. Evaluate the number and participation on volunteer boards/commissions in Springfield to ensure the most efficient distribution of volunteer time and energy. Consider whether some of these groups could take on tasks associated with a Historic Preservation Commission and/or Conservation Commission. Investigate the potential for Springfield pursuing and attaining the status of “Certified Local Government program” for historical resources.
  5. Form a Conservation Commission to inventory and conduct studies of important natural resources, assist the Development Review Board on the environmental impact of projects on the town’s resources and assist the town on matters affecting the local environment.
  6. Work with public and private entities to help them design development or resource management plans in ways that will further the goals of this Plan.
  7. Support projects that improve the quality and condition of existing housing in the downtown and encourage housing as one of the redevelopment options for dilapidated

or underused buildings.

8. Support projects and programs that improve the healthful-living environment and infrastructure.
9. Include energy conservation and efficiency measures in all Town projects.

### **Relationship to Local and Regional Plans**

Springfield is sensitive to the fact that it is a commercial, industrial, health and education hub serving the surrounding towns. To facilitate its function as such requires some variance from the goals and objectives of the surrounding towns in the region. The Town Plan prevails as to all matters not substantially regional in nature.

### **Neighboring Towns**

In order for Springfield to carry out its land use planning goals, the Town must evaluate the Town Plan in relation to plans of neighboring towns and the region. Springfield is surrounded by the towns of Weathersfield, Chester, and Rockingham, and is located across the river from Charlestown, New Hampshire. The Town of Baltimore shares only a corner with Springfield, but sends students to Springfield schools because of its accessibility. All of the towns surrounding Springfield have town plans and zoning ordinances. None of these plans are considered to have significant substantial conflicts with the Springfield Town Plan.

The town of Weathersfield, to the north of Springfield, is currently working on updating its Town Plan. The future land use map, as it is currently adopted, does not conflict with the future land use map of Springfield. 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 Airport is vital to Springfield and close attention needs to be paid to the Weathersfield Plan and regulations for the Hartness 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 land surrounding the Springfield Reservoir is owned by the Town of Springfield as the reservoir is considered a theoretical municipal water source, but is located within the Weathersfield town boundaries.

Chester is also in process of adopting its Town Plan. 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 in Chester's abutting land needs to be watched. The town has similar planning concerns to those in Springfield, and overall the goals are compatible with those in 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 forest preserve, resource, or rural. The Rockingham Town Plan acknowledges Springfield's role as an employment center, stating that impacts on jobs in Springfield impact towns beyond its borders.

### **Springfield's Role in the Region**

Springfield serves as a regional center for many towns in southern Windsor and northern Windham County. The town has historically been an employment center for many towns beyond those that share its boundaries, and is home to state offices for the region, the Howard Dean Education Center, the River Valley Technical Center, Springfield Hospital, private non-profit social and mental health and long term care facilities. Springfield Hospital serves southern Windsor and northern Windham County Towns. The region is served by the District 2 Environmental Commission, and is located in Vermont Agency of Transportation District 2.

The Regional Plan should support and complement the land use and development goals of this Town Plan.

In the planning and economic development process the Town works with the Southern Windsor County Regional Planning Commission (SWCRPC), Springfield Regional Development Corporation (SRDC), Springfield on the Move (SOM) and Springfield Regional Chamber of Commerce (and Regional Marketing Organization).

## Appendix A — Historic Building and Sites Composite Inventory List

This listing is not to be considered as all inclusive as there may be other significant sites and structures to add.

### Composite

<b><u>Historic List #</u></b>	<b><u>Name of Historic Building or Site</u></b>	<b><u>Historical Significance</u></b>
1	Brown/Holt/Whitcomb House, 1802	Built by Elisha Brown, original used as tavern and hotel, was remodeled into apartments
2	Brown/Field House, ca, 1797 "North Mowings" Off Fairground Road	The original Georgian style. cape-style house has undergone so many changes the original house no longer exists. Built by Elisha Brown.
3	Whitcomb/Ford/Gilman/ Slack/Miller House	Eclectic architecture, built for Prentis Whitcomb in the 1860s as an Italianate Villa. Remodeled 1917, by Walter Slack. Left to the Town as an art center and historical society in 1956 by Edward Miller.
4	Spindler House, 1815 Corner Park & Pearl Streets	Federal style - the first Methodist Parsonage.
5	Olney House, 1830 Clinton Street	Greek revival, temple portico porch. The first Congregational Parsonage.
6	Hall/Comstock House, 1803 South Street	Built by Leonard Walker. Federal style - originally a tavern. Was in the Hall family from 1835-1952. Land purchased by Federal Govt. in WWII for the Southview project.
7	Dana/Stone/Hopkins House, 1809, South Street Ext	Called Stoneholm Farm. Built by Capt. Thomas Dana. Federal style farm house, has stone window lintels with keystones.
8	Wood/Dartt/Smith/Rogers House, 1842, "Greystone Farm" South Street Ext	"Snecked Ashlar" stone construction, built by Jeremiah Wood from stone quarried from nearby Ginter property at Scrabble Four Corners.
9	Walker/Crawford/Hamilton House, ca.1800, Dutton District	Builder unknown. Also known as Shedd Hill
10	Davis/Adams/Clark/Farnsworth House,1810 Dutton District	Two and one-half story, Federal style, built by John & Herchel Davis, was a tavern

## SPRINGFIELD TOWN PLAN

11	Fletcher/Dutton/Snell House, 1811, Dutton District	Brick, one and one-half stories built by John & Herchel Davis.
12	White/Burr/Ginter House, 1820 Hardscrabble Four Corners	Federal style stone house from stone quarried on the property. White kept a tavern.
13	Fletcher/Cutler/Eldredge House, 1790, Parker Hill	Georgian style, built by Ebenezer Fletcher. Originally a tavern.
14	Damon/Davis/Baker House, 1792, Parker Hill	Built by Samuel Damon. Cape Cod style with central chimney.
15	Gould/Hadwen/Baker House - ca. 1823, Dutton District	Federal style. Built by William Gould who owned "Gould's Mills"
16	Fletcher/Tanner/Luce House 1790, Parker Hill	Built by Philip Safford - Georgian type. Two and one-half stories.
17	Ferry House, c.1775 Connecticut River Road	House was part of package including ten acres of land when ferry rights were granted by Governor Wentworth for the ferry-keepers and their families. Originally was located near the river bank.
18	Lewis R. Morris House, ca. 1795 Connecticut River Road	Georgian style. Unusual features are: 1st floor hall and the cellar. Erected for Morris by Samuel Lewis.
19	Arms/Whitcomb/Estey House - ca.1773, Skitchewaog Trail	Served as a tavern during the Revolutionary War. Located on the Crown Point Road.
20	Amasa Woolson House, 1815 Pleasant Street	Federal style, now Catholic Church Rectory.
21	Whitney/Shenk House, 1800 Spencer Hollow	Located in Spencer Hollow, the house was built by Cyrus Whitney.
22	Gill/Whitney/Whitcomb House, Eureka Road	This large, two-story house was built ca.1815 and was perhaps the town's first poor farm from 1832 to 1847. Also was a tavern at one time.
23	Hubbard/Burton/Richards House ca.1782, Eureka Road	Federal style, erected by four master masons in four days. Original site purchased in 1782.
24	Hartness House Orchard Street	Built in 1904 for James Hartness, shingle style. In the late 1940's, it became a restaurant and hotel.
25	Boutelle/Slack/Creaser House 1802, Summer Hill	Federal style, built by Eliot Lyndes. Slack, president of John Slack Corp. Renaissance Revival House

## SPRINGFIELD TOWN PLAN

26	Smiley/Hartness/Flanders Manse 1815 – Cherry Hill	High Federal style. Built in 1815 for Rev. Smiley, Hartness owned house and property in the early 1900s, remodeled by Flanders, 1929. High quality architecture.
27	Whitcomb/Taylor/Millikin House 1798, Highland Road	This Cape Cod house with a central chimney was built by Jacob Whitcomb, a sea captain from Cohasset, Massachusetts.
28	Whitcomb House, ca. 1798 Spencer Hollow	The original owner of this house was Shubael Whitcomb. Six generations of Whitcombs lived in this house.
29	Weeden/Trefry/Nobes House, ca.1840c, Mill Road, N. Spfld.	Built by John Farnham and Leonard Parker . Greek Revival style. Distinguished exterior is the saw-tooth brick cornice (front and side elevations).
30	Field/Hannah House - ca.1774 Main St, N Springfield	Located on Main Street in North Springfield, is reported to have been built before the Revolutionary War and was occupied for many years by the Field family.
31	Fuller/Watson-Jones/Easton House – 1813, “Brookwood” Main St. No Springfield	This house was probably built around 1800,with the brick facing over the wood in 1813. A place "where the Indians came to have dances," perhaps from French Meadows. The downstairs was used as a tavern with the dancing upstairs.
32	Barrett/Butterfield/Walsh House, 1772, Connecticut River Road	Georgian style. Built in 1772 by John Barrett-1777 delegated to Windsor State Convention. 1947 -fire destroyed the ell & damaged rear of second story. Oldest standing frame house in Springfield. Built on the original Blockhouse Farm.
33	Gilbert House, 1857 Spencer Hollow	"Snecked Ashlar" stone construction.
34	Stevens/Moore Farm, 1762 Town Farm Road	This house is located on the site where one of the forefathers of Springfield, Simon Stevens, built his log cabin. It at one time served as the town farm. The
35	Litchfield/Whitney House - 1798 Spencer Hollow	The house was built by James Litchfield and is located near the site of his log cabin built in 1792.
36	Litchfield/Ellis/Houle House - 1803, Elm Street	A typical farm house, also built by James Litchfield. home of Mary Ellis, a local historian. In 1919 part of the property was developed into Ellis, Mary, Lincoln,

SPRINGFIELD TOWN PLAN

		and Litchfield Streets.
37	Jarvis/Robison/LaPoint House, 1840, Walnut Hill Rd	"Snecked Ashlar" construction. Jarvis owned Double-Four Apple Orchards.
38	Cutler-Gulick House Parker Hill Road	Cape Cod style brick house built in 1800 by master brick mason Thomas Dana.
39	Walker-Cutler-Russell-Stringham House Parker Hill Road	Federal style built in 1800 by blacksmith Leonard Walker who kept a tavern and store. The second floor ball room served as the first Masonic Hall. The house has surviving examples of early wall stenciling by Moses Eaton and The Border Man.
40	Gear-Rollins-Buckingham House, Parker Hill Road	Federal style, c. 1800, served as an early tannery
41	Harlow-Cutler-Cunningham House, Parker Hill Road	Federal style brick, c. 1790, possibly built by brick maker Levi Harlow, Sr The house holds the distinction of having its main facade laid in Flemish bond.
42	Brown/Quigley House Summer Street	Shingle-style bungalow.
43	Richardson/Armstrong House Summer Street.	Queen Anne style
44	Bennett House Summer Street	Shingle style with Queen Anne and Renaissance Revival features.
45	E. R. Fellows House Cherry Hill	1910c.-. Shingle style.
46	John Nott's "Mansion" Home  Spencer Hollow	Site location at the southern intersection of the Crown. Point Road and Spencer Hollow Road
47	Fellows Gear Shaper Housing Complex off Park Street	1919 - fifty houses built on the old Harlow Farm. One-family units except for a few duplexes. Example of an industry-sponsored community project.
48	Flinn Garage – pre 1870 Common Street	Built by A.J. Fullam. Two folklore stories: it was the beginning of the “castle” Fullam planned to build

SPRINGFIELD TOWN PLAN

		(Folklore of Springfield) OR it was the Summer Hill Terminus for an aerial cable car (no documentation).
49	Hines Garage Common Street.	Spanish Revival style, now Fitness Solutions Gym
50	Eureka Schoolhouse, 1785 Charlestown Road	Oldest in Vermont. Dismantled and stored in 1959, then re-erected in 1968.
51	Spencer Hollow School, 1800 crn Rt 143 & Spencer Hollow	Built as early as 1790. Brick load bearing construction. Repaired in 1974.
52	County Road Covered Bridge Was on County Rd, N Spfld; now on Charlestown Road	The covered bridge is now located beside the Eureka Schoolhouse. Originally, it was located across the Great Brook in North Springfield. This is the last covered bridge in Springfield.
53	Wentworth Ferry Connecticut River	Ferry rights granted to Simeon Olcott in 1772. Ferry connected Fort #4 and the Crown Point Road.
54	Cheshire Toll Bridge Springfield/Charlestown Rd	The first bridge, (covered, wooden) built in 1806 by Isaac Fisher to replace Wentworth Ferry. The present bridge was built in 1930
55	Blockhouse Location Connecticut River	Located next to the river bank, about one mile north of the Black River, at the start of the Crown Point Road built in June, 1760. Because of erosion of the river bank, the foundation no longer can be seen.
56	French Meadows	This area supposedly got its name by the fact that a few Frenchmen came to visit and live with a tribe of Abenaki Indians during the French and Indian Wars.
57	Site of John Nott's First Home 1752	Located just south of the mouth of the Black River.
58	Fulling Mill Spencer Hollow	First in Springfield operated by William Griffith, located in Spencer Hollow on the Spencer (Sartwell, Button) Brook.
59	Sartwell Hill Settlement - 1753 Summer Hill Area	The first settlement in Springfield, by eleven families Location was just south of Bishop's farm on the height of land.
60	Gaylord Tavern/Spring Eureka Road	The marker for the Gaylord Spring is located near the old Rufus Estey farm. The tavern operated in early Eureka history.

## SPRINGFIELD TOWN PLAN

61	The Commons Summer Hill	Location of the first meetinghouse in Springfield. At one time there were blacksmith shops, a shoe shop and powder house on The Commons. Nearby was a school and tavern. See marker for meetinghouse.
62	Stellafane/Telescopes Breezy Hill Road	Home of Springfield Telescope makers.
63	Hartness State Airport Route 106, No. Springfield	One of the oldest in Vermont and Eastern U.S. in use. Originally known as Springfield Landing Field, then as Hartness Municipal Airport. Owned by James Hartness. The Hanger built ca.1920c. Springfield Manufacturer's Association -1925. Given to the Town in 1930.
64	Springfield Bog Fairground Road	Although there are more than eighty bogs listed in Vermont, this one is not large enough to be one of them. It has walks provided by the Audubon Society.
65	North Springfield Dam Reservoir Road	Part of the system of dams along the Connecticut River valley used for flood control. It was completed in 1960.
66	First Congregational Church Main Street	1833-1836. Simple Greek Revival, 1869 – remodeled in High Victorian Gothic Style with bell tower, 1927 - remodeled in Georgian Revival Style.
67	United Methodist Church Main Street	Erected in1843-44, Gothic Revival. Remodeled in 1866, 1882 and 1886. The two bell towers are Gothic Style. In 1961 the church was remodeled and expanded.
68	Russian Orthodox Church - 1911 Park Street	Built as a private home in the 1800's, purchased in early 1900s by the Church and converted and added a bell tower.
69	No. Springfield Baptist Church Main St. No. Springfield	1835 - Greek Revival style. Remodeled in High Victorian Gothic style from 1885-86.
70	Springfield Bakery Main Street.	1930s Modern architecture
71	Woolson Block Main Street	1868 by Thompson & Woolson. Was considered one of the finest blocks in the Village.
72	Spafford Library – 1895 Barnard Addition - 1927	Built with a bequest of \$20,000 left to the Town in by Spafford. Renaissance Revival style, order used

## SPRINGFIELD TOWN PLAN

	Main Street	Corinthian. Barnard family donation built addition.
73	Bank Block Main Street	1908 - Renaissance Revival, constructed in six months.
74	Sparrow Block Main Street	Original residence of Isaac Fisher in 1812. Also was known as the Tontine and the Commonwealth Block. Remodeled by Sparrow - 1894.
75	Lincoln Block Main Street	1880s - Jonathan Chase. 1895 - remodeled by W .Walker. Renamed Lincoln Block - 1904.
76	McKinley Block Summer Hill	An addition to Lincoln Block. Filled in the corner of Main and Summer Hill St.
77	Randel/Leland Block Main Street	1884 - rebuilt by Leland for dry goods and general merchandise store. Has housed a movie theater since 1930.
78	Washburn/Cushing Block - 1834 Head of Square, Main Street	Built by G. Washburn and D. Cushing. First of its type to be built on Main Street
79	Cobb and Derby Mill Main Street	1882 - Cobb and Derby. Late Nineteenth Century mill architecture. Overlooks falls of the Black River.
80	Springfield Community Center Main Street	Erected by Jones & Lamson Machine Co. 1893. The Community Club was formed in 1919 using this building. Later part was used for the senior citizens.
81	Jones & Lamson Machine Tool Company, Clinton Street	Industrial manufacturing complex, first of many additions built in 1907.

82	Black River Corridor	One of the main routes (called the Indian Road) for Indian travel was along the Black River to the Connecticut River.
83	Connecticut River Corridor	The river was the primary route used by pioneers and settlers in this area when leaving towns in southern New England.
84	DAR Commemorative Marker 1909, Connecticut River Road	A marker commemorating the building of the Crown Point Road and Block House on Connecticut River.
85	Indian Meadows Dig Old Connecticut River Road	In 1990 an archaeological dig was made along the Connecticut River near where Indians made temporary homes on the meadows north of the Cheshire Toll Bridge.
86	Tory Cave Skitchewaugh Mountain.	Located on the cliffs of Skitchewaugh Mountain overlooking the Connecticut River. Believed to have been used by Indians and was a hiding place for Tories during the Revolutionary War.
87	Spencer Hollow	Named after the three Spencer brothers who settled there in the early 1760s.
88	Spencer Falls (also known as Bettergneau Falls) Spencer Hollow	Located on Sartwell Brook, now known as Spencer Brook, east of Eureka Road where the brook flows down into the valley
89	Eureka Street Eureka Road	The Main Street or road when Eureka was the center of activity in the 1770s and 1780s. This was the first village of Springfield with several businesses.
90	Old County Road - 1770 Parker Hill to Eureka Rd	The connecting road between Rockingham Meeting House, Springfield, Weathersfield and Windsor. The second most important road in Springfield in the late eighteenth century.
91	Eureka Cemetery Cnr of Eureka & Woodbury Rds	Used by the inhabitants of Eureka village from 1768 to 1784. About forty people buried there.
92	Summer Hill Cemetery Summer Hill St	This cemetery came into use about 1784. Located across from The Commons.
93	Walker Cemetery Putnam Road	Located on Putnam Road. It was used mostly for the Walker family in the mid 1800s.
94	Lockwood Cemetery Fairground Road	The cemetery has several graves, mostly of the Lockwood family.

- |    |  |   |
|----|--|---|
| 95 | Parker Hill Cemetery<br>Parker Hill                      | Parker Hill became the second village in Springfield, reaching its peak in the late 1790 and early 1800s. The cemetery was in general use from 1794 until 1857. |
| 96 | Crown Point Road Burying<br>Ground, Connecticut River Rd | The cemetery was used while building the Crown Point Road in 1760 and is located near the road about one-half mile from US Rt. 5.                               |

Other Buildings and Places of Historical Interest

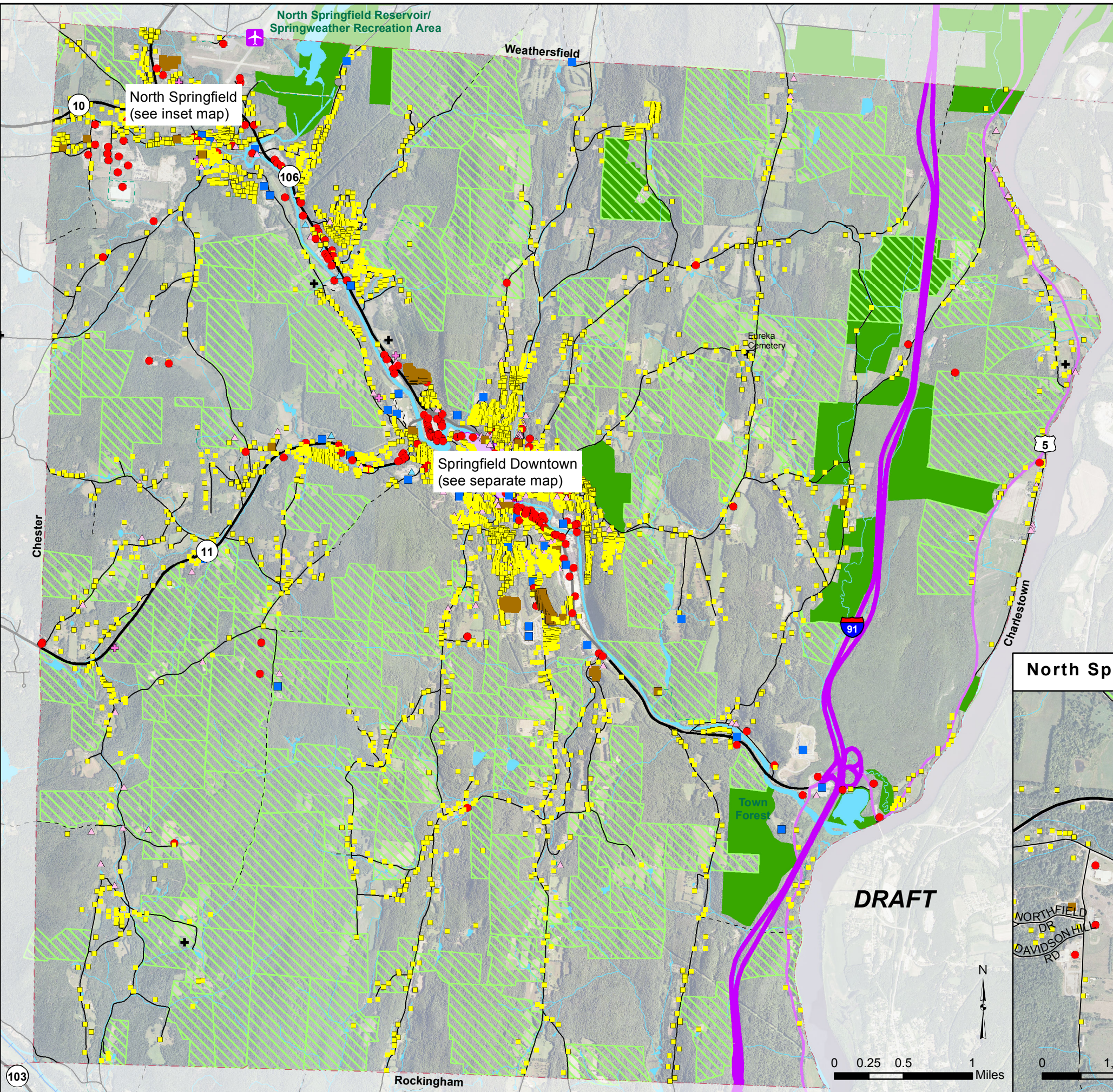
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|---|--|---|
| 1 | Crown Point Road<br>Crossed Springfield Town         | Built by British soldiers in 1759 – 1760, connecting the Fort at #4 (Charlestown, NH) to the fort at Crown Point NY on Lake Champlain.  |
| 2 | Parks & Woolson Machine<br>Company, Park Street Hill | Opened in 1829, designed and built cloth finishing machinery, the building has had several additions over the years.  |
| 3 | Holmes Cotton Mill<br>Park Street Hill               | Built in 1836. It was originally a four-story building with a bell tower, which was easily confused as a church tower in photographs.   |
| 4 | The Foundry<br>Clinton Street                        | The business started around 1851 as the scythe snath business and continued to change with the times, expanding across the river. It finally became part of the four major machine tool businesses, primarily to make machine castings. |
| 5 | Springfield Town Hall<br>Main Street                 | Built in 1858, it was originally a single, two-story, room with a stage and balcony with the jail in the basement. It was remodeled into two floors in 1939 to house the town offices and the fire department in the basement.          |
| 6 | Adnabrown Hotel<br>Main Street                       | Built in 1892 to replace the Springfield House, previously known as the Black River Hotel which was built in the early 1800s. It burned down January 1, 1961.   |

7	Fellows Gear Shaper Co. River Street	First building was built in 1896 on Pearl Street and expanded to take up the space between River and Pearl Streets. The first spin off of Jones & Lamson Machine Tool Company.
8	Gould's Mills Power Station Charlestown Road	Post-1901, built by Slack Company, to help power the Springfield Railway which had been constructed in 1897.
9	Bryant Chucking Grinder Corporation, Clinton Street	Opened in 1910, the second spin off from Jones & Lamson Machine Tool Company.
10	Lovejoy Tool Company Main Street	Opened in 1917, in a former J&L building, it was the third spin off of Jones & Lamson Machine Tool Company.
11	Muckross Estate Charlestown Road	Built in 1911 by W. D. Woolson as a country home. It is accessed from the Paddock Road. Located across the river, on the Charlestown Road, was a suspension footbridge and the chauffer's residence.

**Sources:**

1. "Historic Sites and Structures Survey" - Vermont Division of Historic Sites.
2. "Tour of Historic Places in Springfield" - Frederick W. Richardson, Springfield Historian, 1992
3. "Parker Hill Rural Historic District National Register nomination information" 1993

# Current Land Use Map (Townwide) Town Plan 2016 (Adopted: DRAFT) Town of Springfield, Vermont



- Civic/ Public
- Commercial and Lodging
- Mixed Use
- Industrial
- ▲ Health Care
- + Church
- Major Residential
- Residential
- ▲ Other
- + Cemetery
- ✈ Airport
- Interstate Highway
- US Highway
- VT State Highway
- Class 1 Town Highway
- Class 2 & 3 Town Highway
- Class 4 Town Hwy & Legal Trail
- Private Road
- + Railroads
- Rivers and Streams
- Lakes and Ponds
- Current Use (UVA) Lands
- Private or Public Conserved Lands
- Downtown District Designation
- Town Boundary

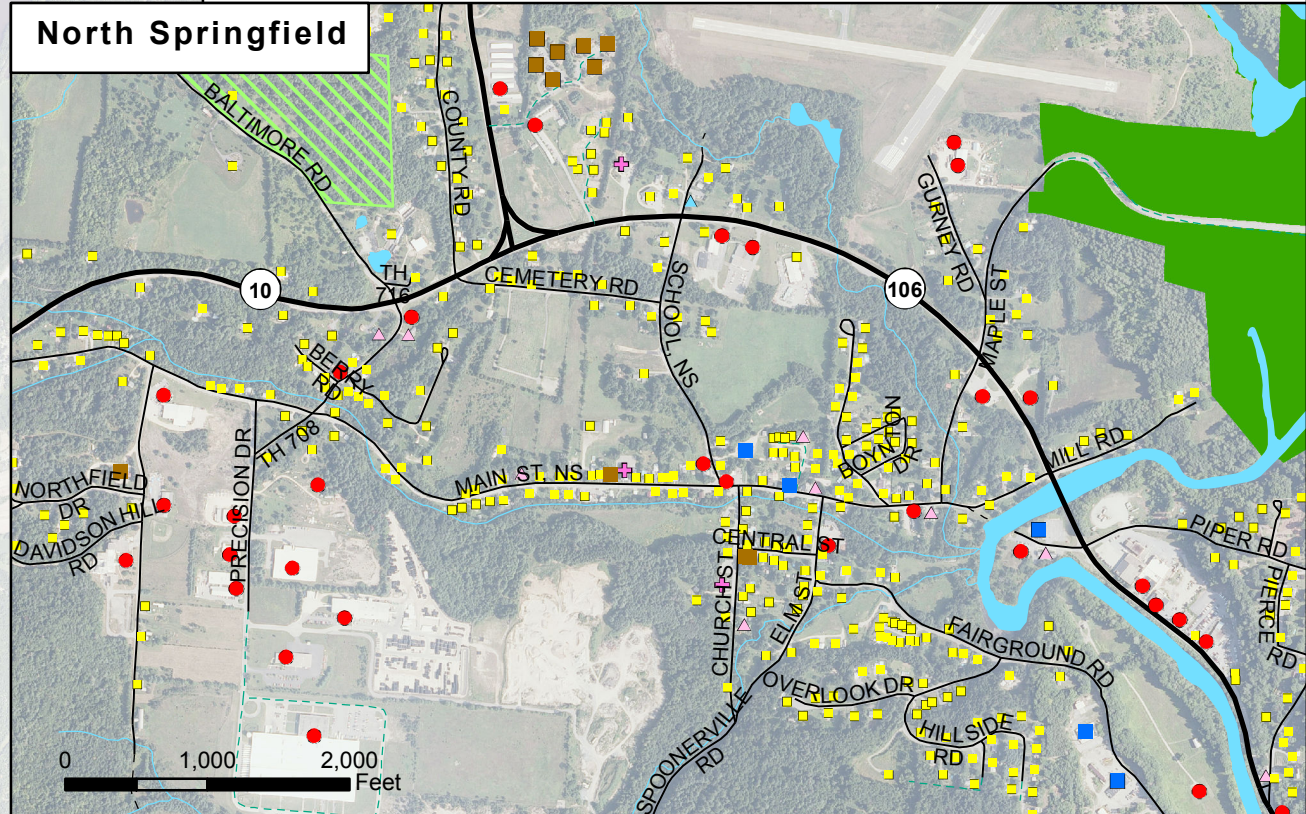
Data Sources:  
Buildings (VT E911 April 2013, 2013 Grand list from VT Dept of Taxes, and Town 2015), Cemeteries (VT Agency of Transportation 2001), Railroads (VT Agency of Transportation 2014), Conserved Lands (VT Agency of Natural Resources 2012, Upper Valley Land Trust 2013, University of Vermont 2010), Current Use Lands (Use Value Assessment (UVA), Windsor County Forester 2012), Waterbodies (VT Hydrographic Dataset 2008), Road centerline (VT Agency of Transportation 2014), Airport (VT Agency of Transportation 2014), Downtown District (Southern Windsor County Regional Planning Commission 2010), Town Boundary (Southern Windsor County Regional Planning Commission 2013 using Parcels 2013), Aerial (National Agricultural Imagery Program 2009).

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.



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For planning purposes only  
Not for regulatory interpretation  
DRAFT Drawn December 18, 2015

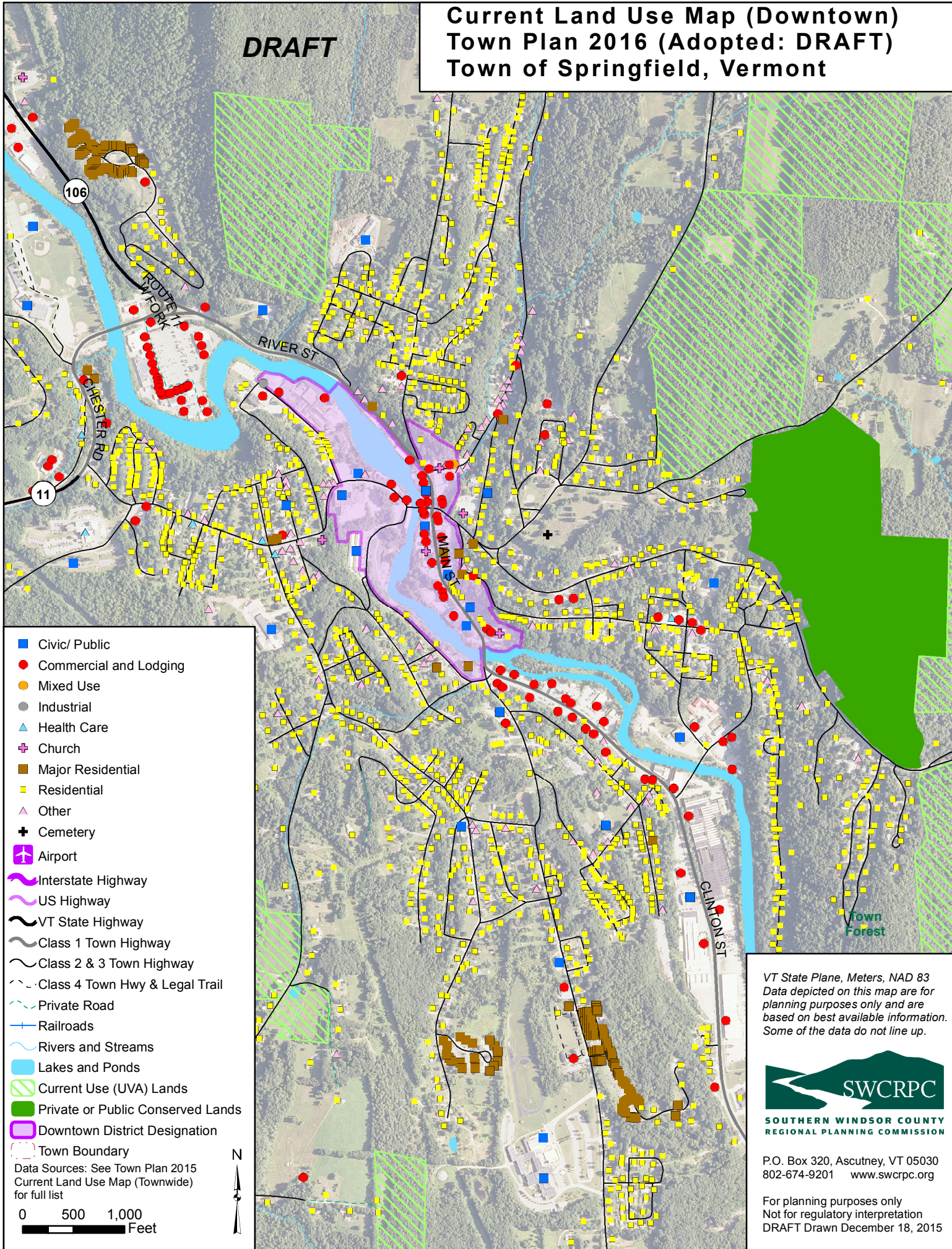


0 0.25 0.5 1 Miles

0 1,000 2,000 Feet

# Current Land Use Map (Downtown) Town Plan 2016 (Adopted: DRAFT) Town of Springfield, Vermont

**DRAFT**



- Civic/ Public
- Commercial and Lodging
- Mixed Use
- Industrial
- ▲ Health Care
- + Church
- Major Residential
- Residential
- ▲ Other
- + Cemetery
- ✈ Airport
- ~ Interstate Highway
- ~ US Highway
- ~ VT State Highway
- ~ Class 1 Town Highway
- ~ Class 2 & 3 Town Highway
- ~ Class 4 Town Hwy & Legal Trail
- ~ Private Road
- + Railroads
- ~ Rivers and Streams
- Lakes and Ponds
- ▨ Current Use (UVA) Lands
- Private or Public Conserved Lands
- Downtown District Designation
- Town Boundary

Data Sources: See Town Plan 2015  
Current Land Use Map (Townwide)  
for full list

0 500 1,000  
Feet

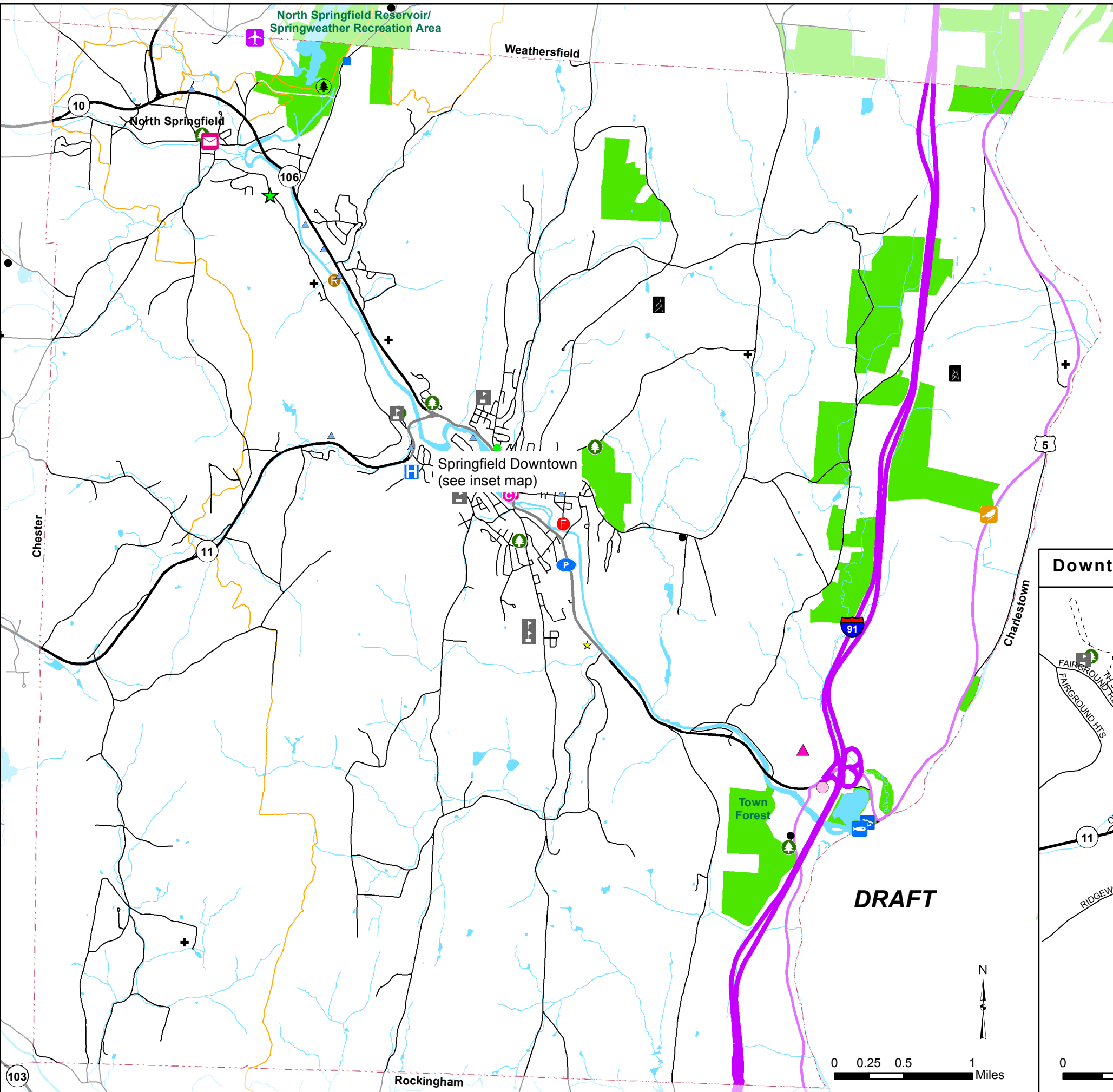
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# Facilities and Utilities Map (Part 1) Town Plan 2016 (Adopted: DRAFT) Town of Springfield, Vermont



- ★ Town Hall
- 🚒 Fire and Ambulance Station
- 🚓 Police Station
- 🏛️ Other government
- H 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
- 🌲 US Army Corp/ Recreation Area
- 🌳 Town Park/Forest/Recreation Area
- 🌊 Lake or River Access
- 🎣 Fishing Access
- 🦉 Wildlife Management Area (WMA)
- Other notable recreation site
- ⚰️ Cemetery
- 📡 Telecommunications Tower
- ✈️ Airport
- 🟩 Private or Public Conserved Lands
- 🛣️ Interstate Highway
- 🛣️ US Highway
- 🛣️ VT State Highway
- 🛣️ Class 1 Town Highway
- 🛣️ Class 2 & 3 Town Highway
- 🛣️ VAST Recreation Trails
- 🌊 Rivers and Streams
- 🟦 Lakes and Ponds
- 🔲 Town Boundary

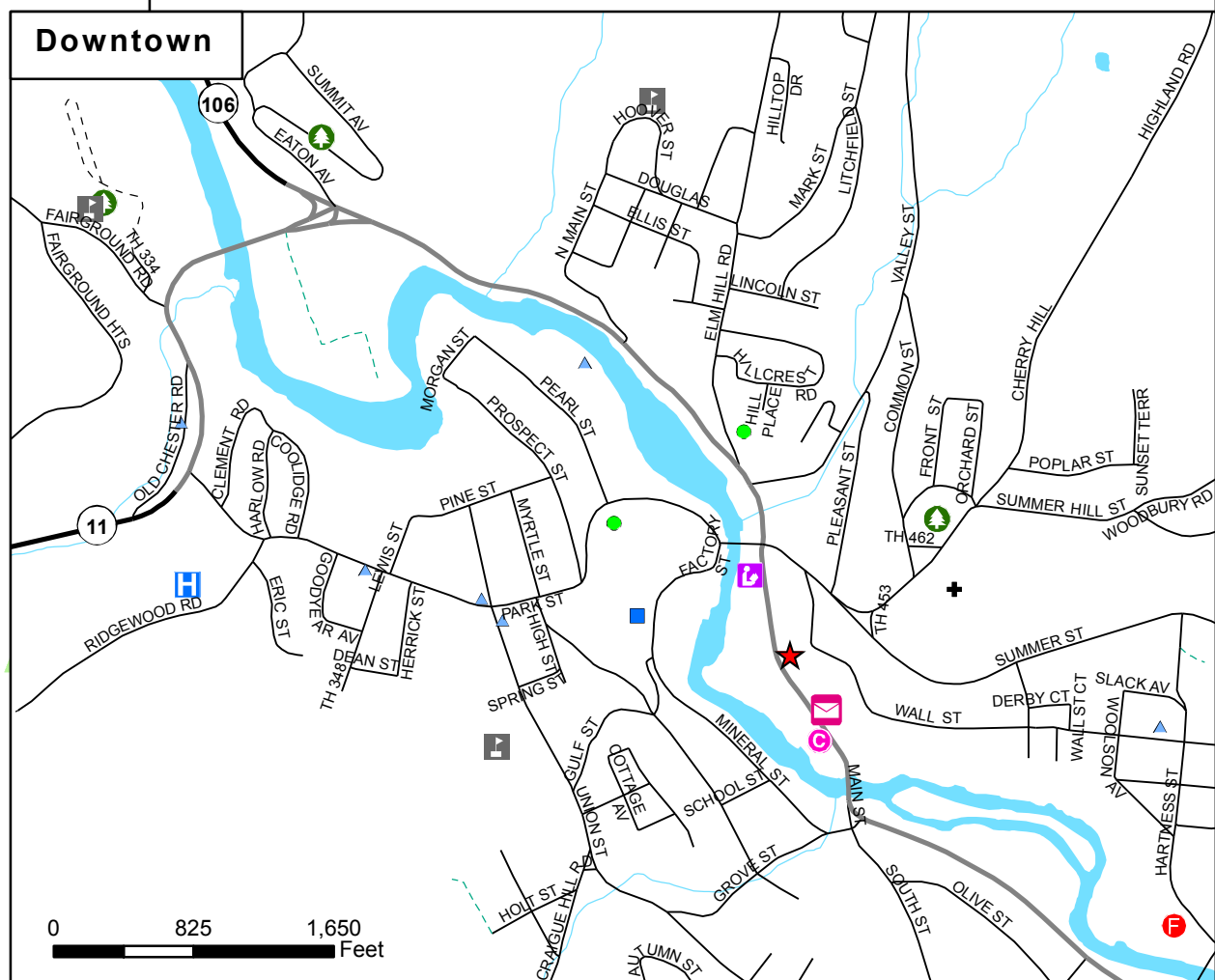
Data Sources:  
Buildings (VT E911 April 2013 and Southern Windsor County Regional Planning Commission (SWCRPC) 2015), Recreation sites (VT Agency of Natural Resources (ANR) 1999 and SWCRPC 2014), Cemeteries (VT Agency of Transportation (VTrans) 2001), Telecommunications Tower (Natural Resources Board 2007 and SWCRPC 2013), Airport (VTrans 2014), Conserved Lands (ANR 2012, Upper Valley Land Trust 2013, University of Vermont 2010), Waterbodies (VT Hydrographic Dataset 2008), VAST Recreational Trail network (VT E911 2013), Road centerline (VTrans 2014), Town Boundary (SWCRPC 2013 using Parcels 2013)

VT State Plane, Meters, NAD 83  
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**SWCRPC**  
SOUTHERN WINDSOR COUNTY  
REGIONAL PLANNING COMMISSION

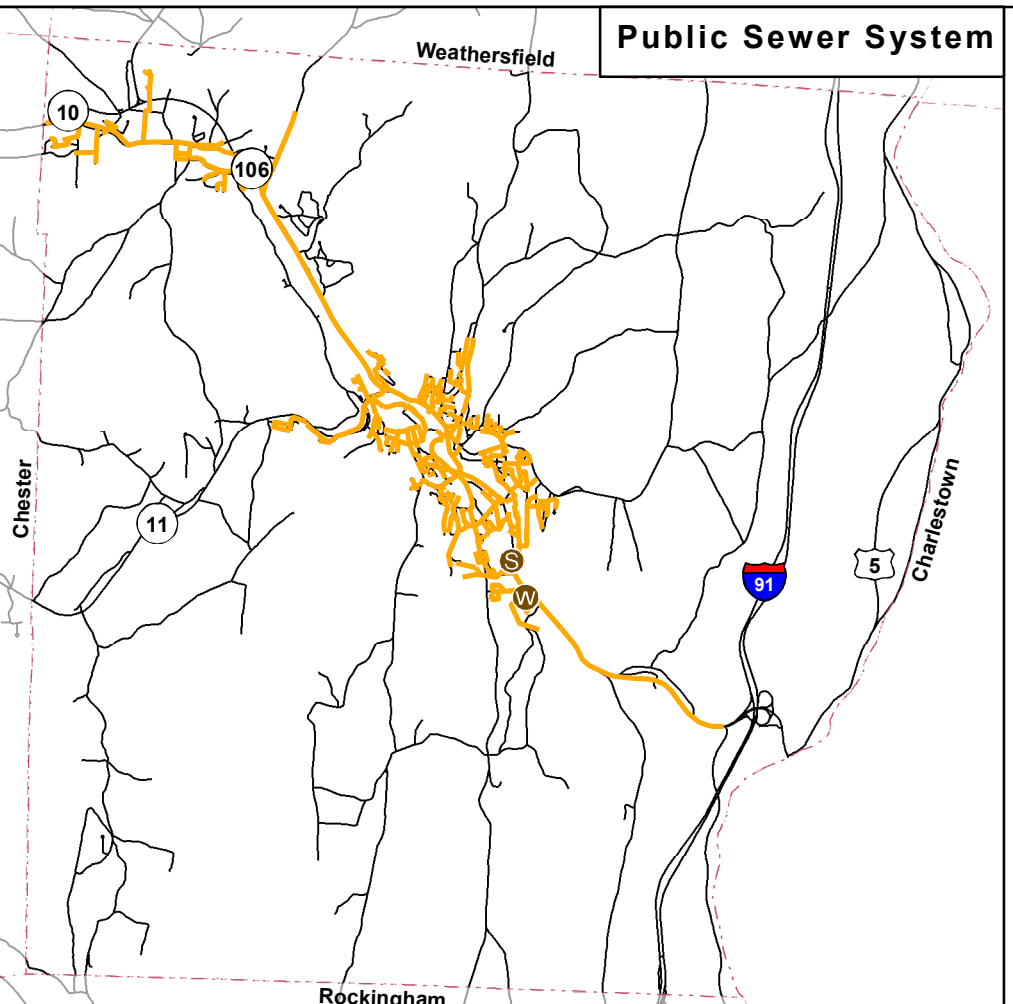
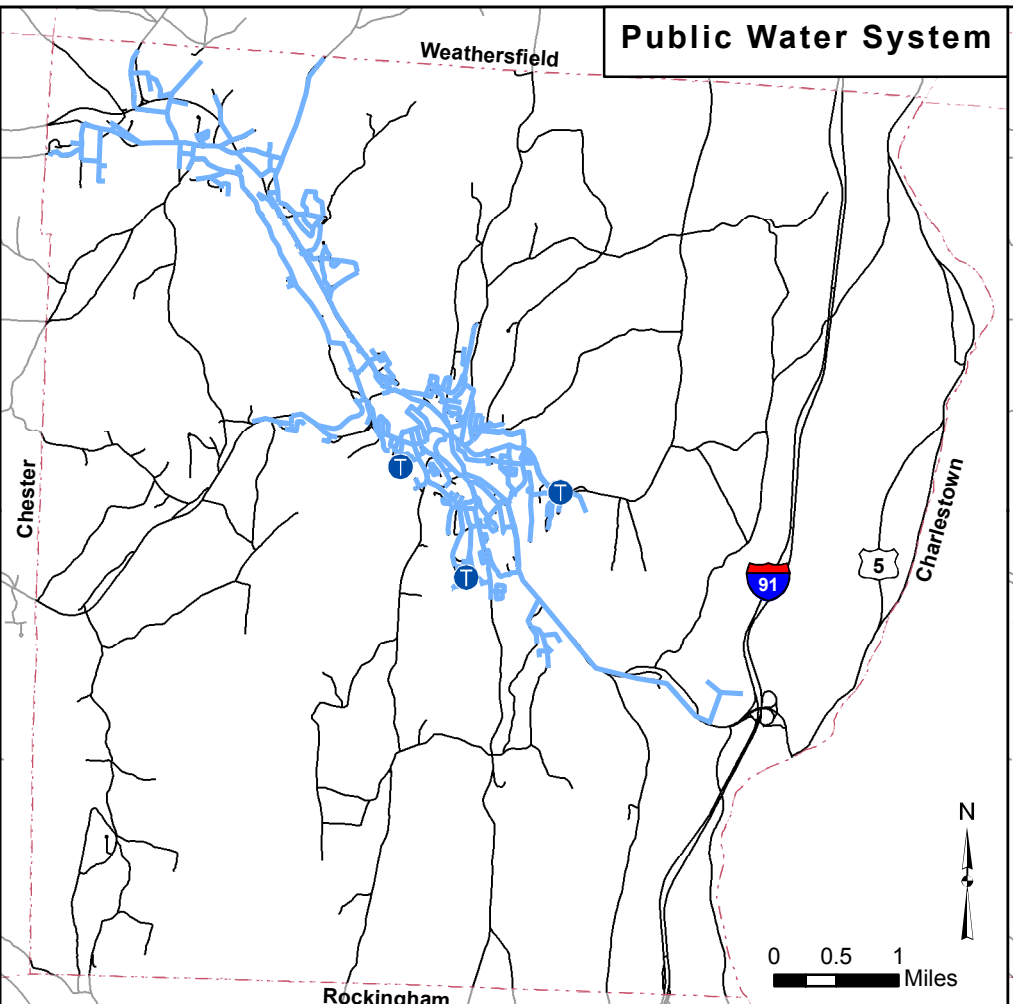
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# Facilities and Utilities Map (Part 2) Town Plan 2016 (Adopted: DRAFT) Town of Springfield, Vermont



- 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

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VT State Plane, Meters, NAD 83  
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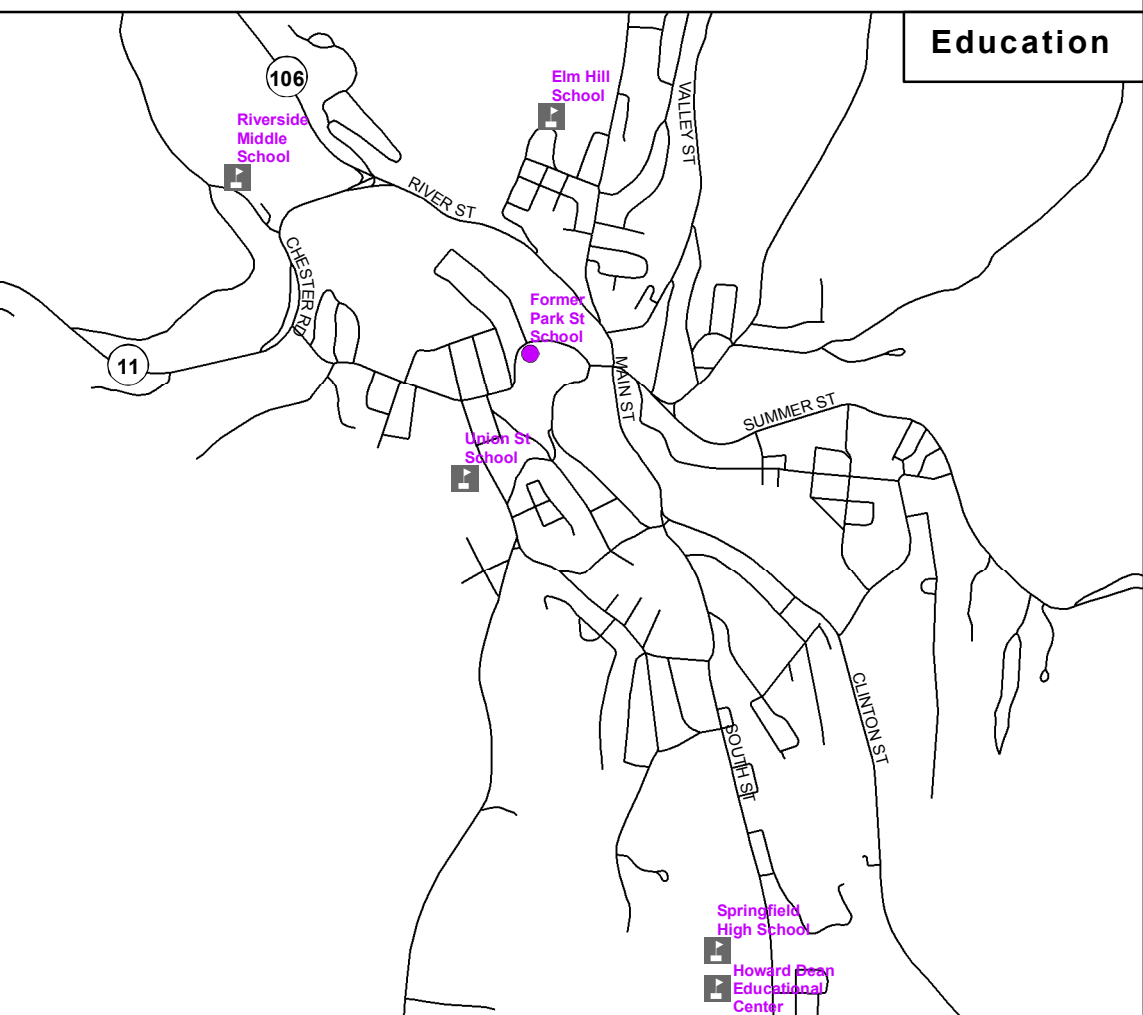
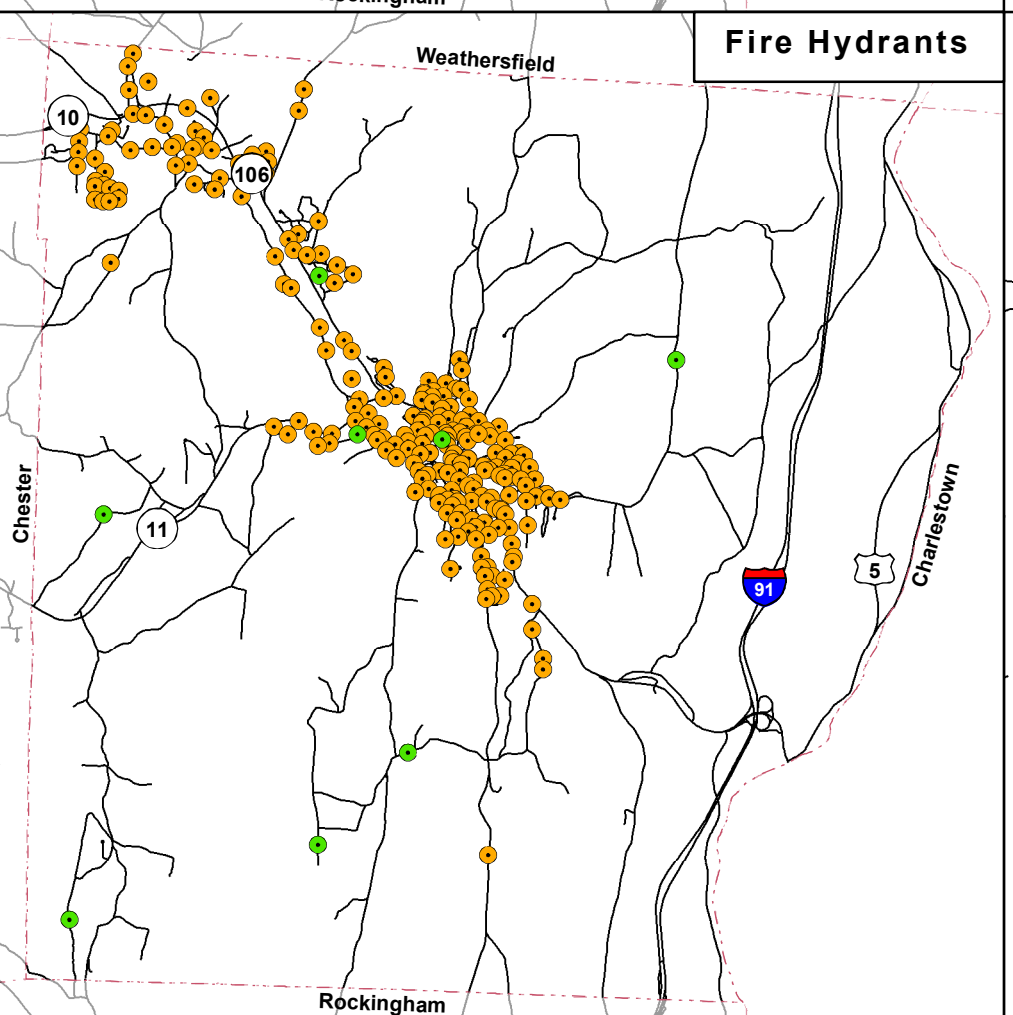
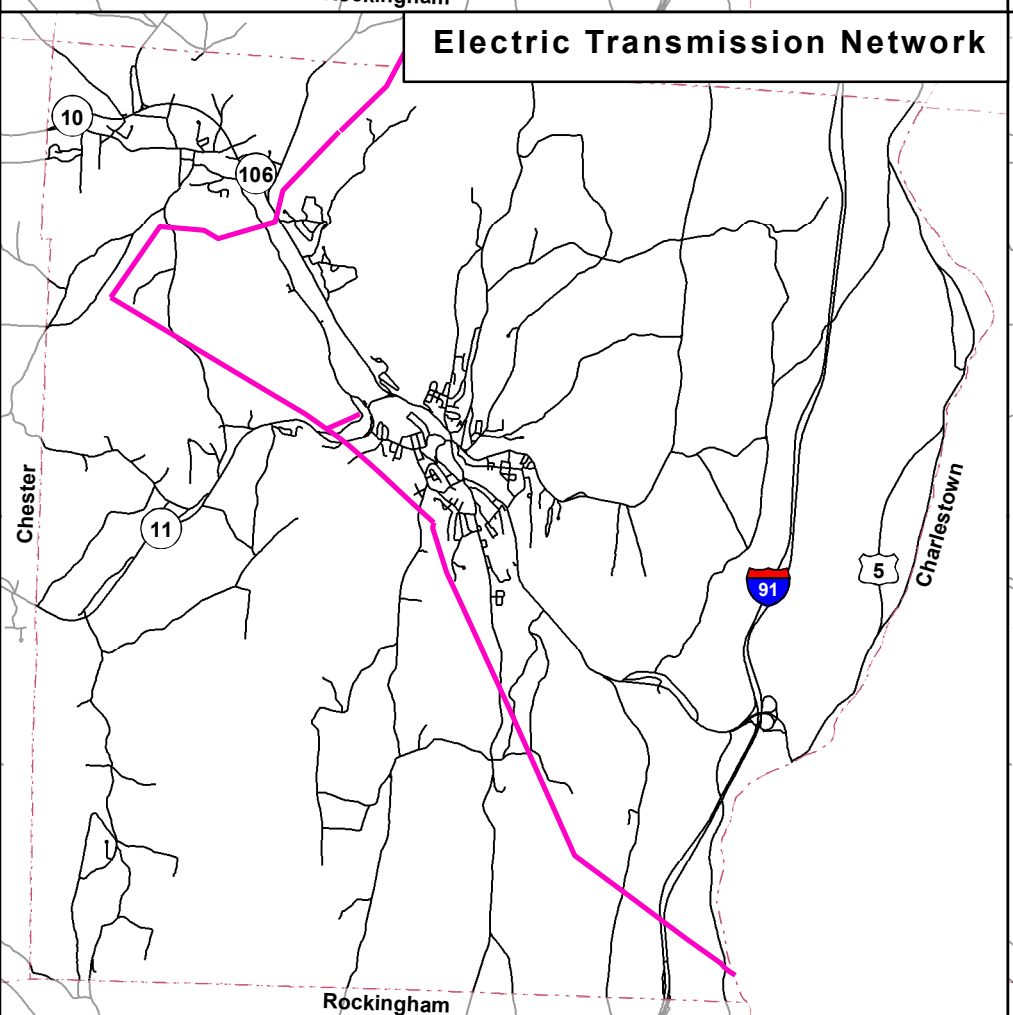


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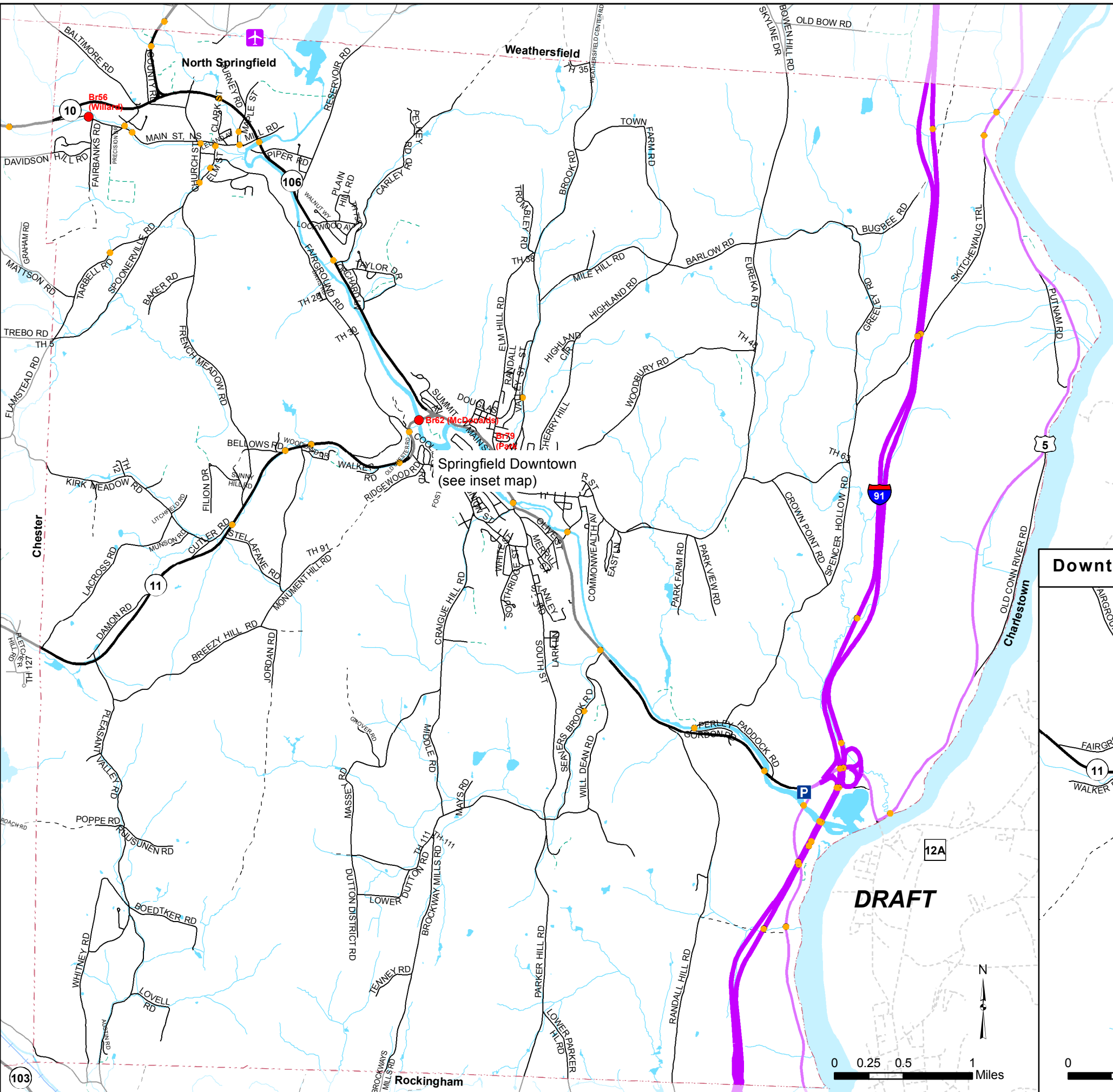
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**Notes:**  
Drafting Site - potential water drafting site, fire pond  
Dry Hydrant - non-pressurized rural water supply hydrant  
Municipal Hydrant - pressurized municipal rural water supply hydrant (pressurized from pond supply being higher than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

**Data Sources:**  
Water line and facilities (Aldrich and Elliott Engineers 2012), Sewer line and facilities (Southern Windsor County Regional Planning Commission (SWCRPC) 2012 draft), Electric Transmission Line (VT Agency of Natural Resources 2003 and SWCRPC 2015), Hydrants (VT E911 data April 2014), Schools (VT E911 data 2013 and SWCRPC 2015), Waterbodies (VT Hydrographic Dataset 2008), Town Boundary (SWCRPC 2013 using Parcels 2013).



# Transportation Map (Main map) Town Plan 2015 (Adopted: DRAFT) Town of Springfield, Vermont



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

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

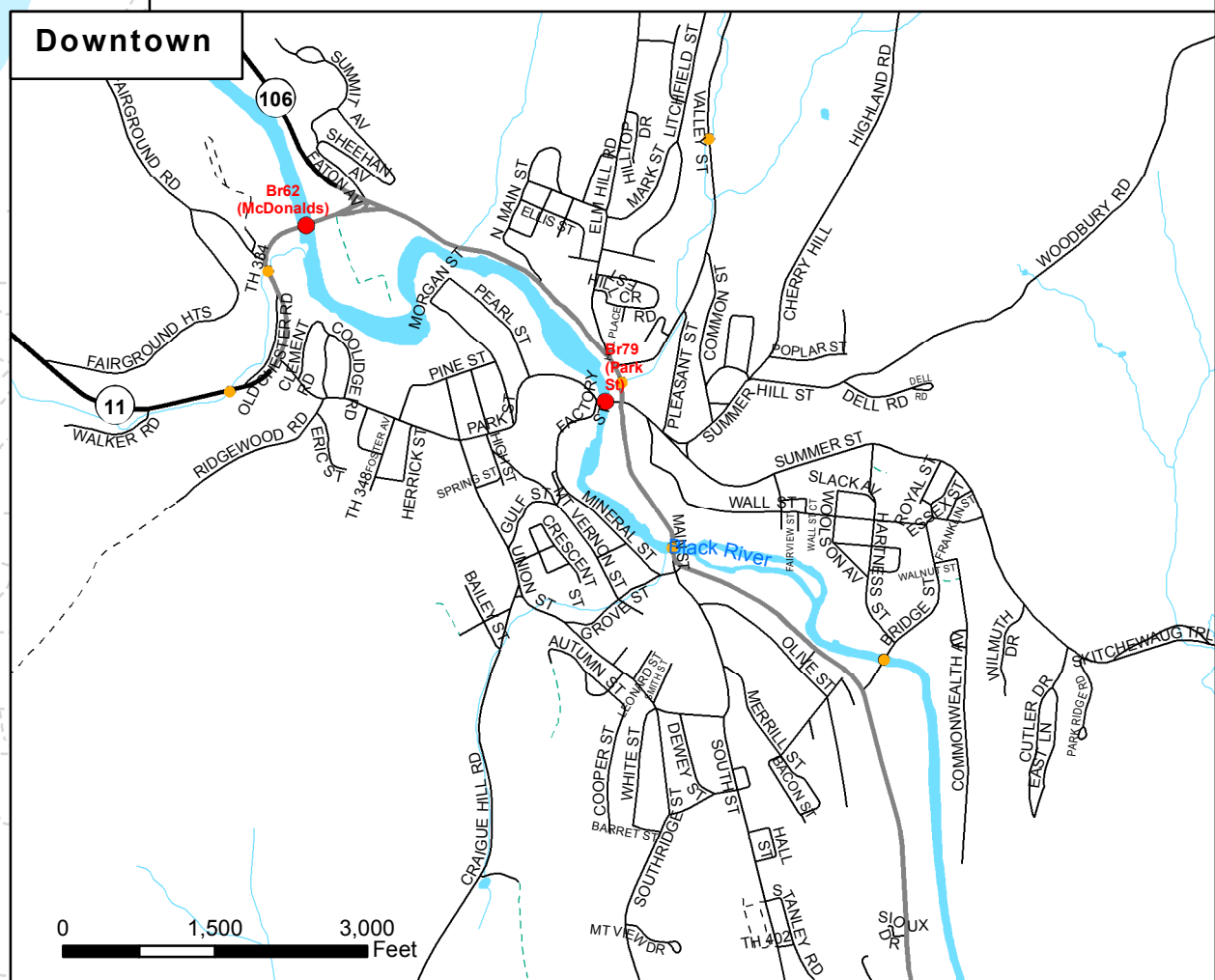
Data Sources:  
Park and Ride Lots (Southern Windsor County Regional Planning Commission (SWCRPC) 2012), Bridges (VT Agency of Transportation 2010 and SWCRPC 2015), Airport (VTrans 2014), Railroads (VT Agency of Transportation 2014), Waterbodies (VT Hydrographic Dataset 2008), Road centerline (VT Agency of Transportation 2014 and New Hampshire Dept of Transportation 2012), Town Boundary (SWCRPC 2013 using Parcels 2013 and New Hampshire Grant 2009)

VT State Plane, Meters, NAD 83  
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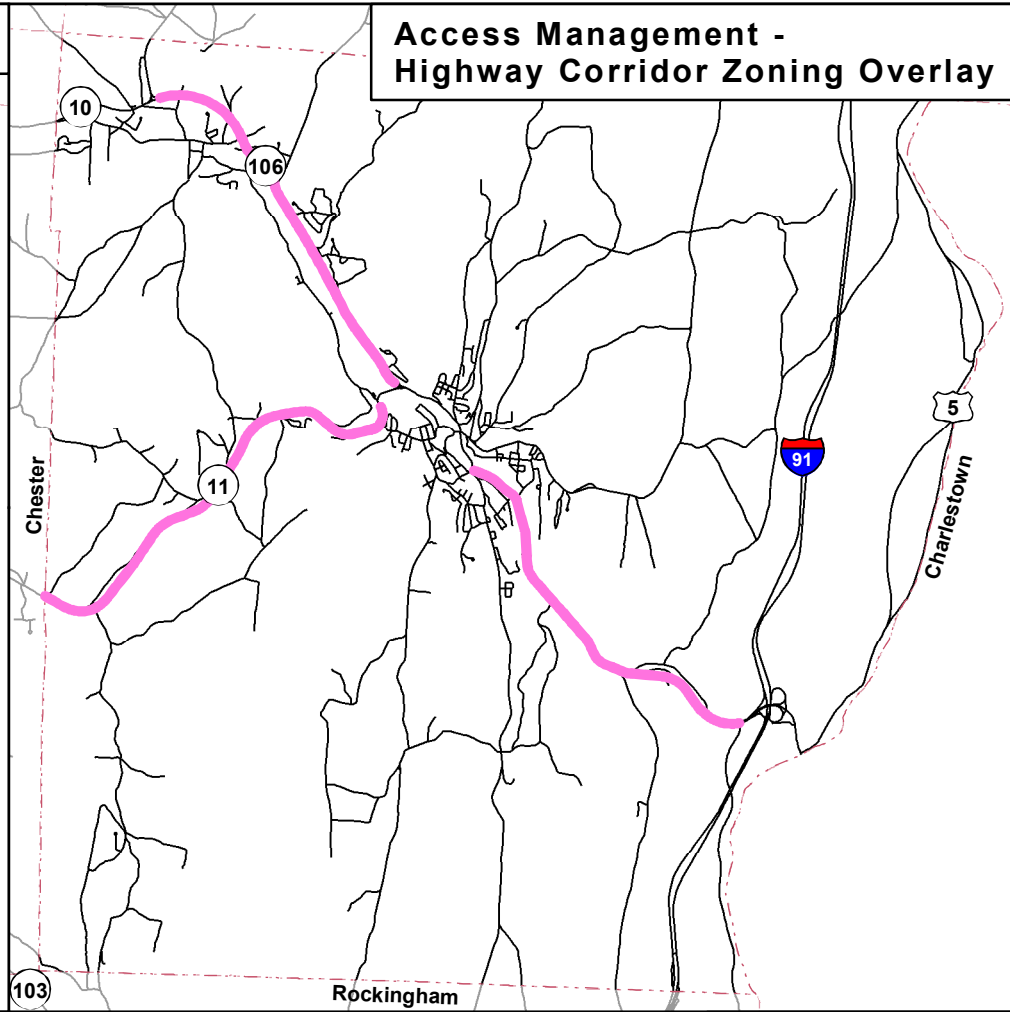
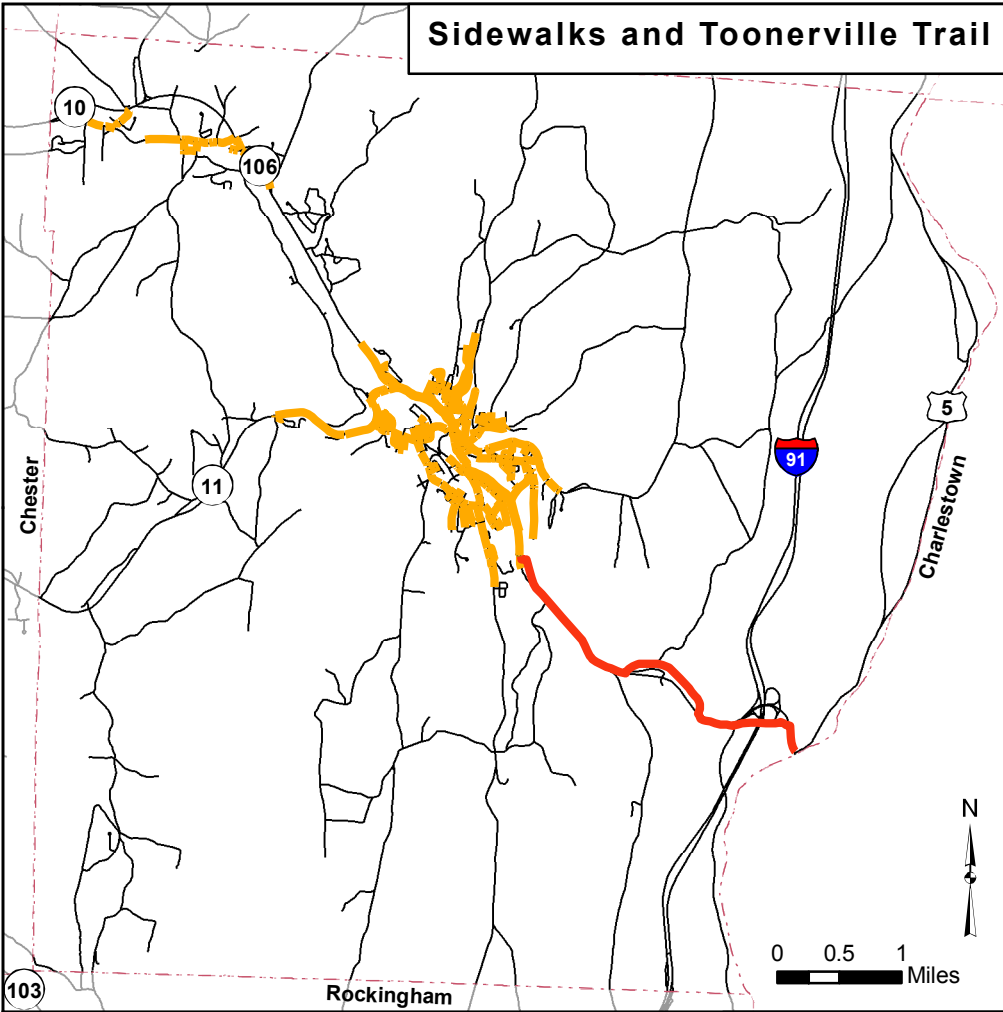


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# Transportation Map (Network maps) Town Plan 2015 (Adopted: DRAFT) Town of Springfield, Vermont



**Legend:**

- ▲ Bus Stop
- P Park and Ride Lot
- ★ Traffic Signal
- Toonerville Trail (Multi-use Path)
- Sidewalk
- Bus Route
- Connecticut River Byway
- Highway Corridor Zoning Overlay District
- 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.

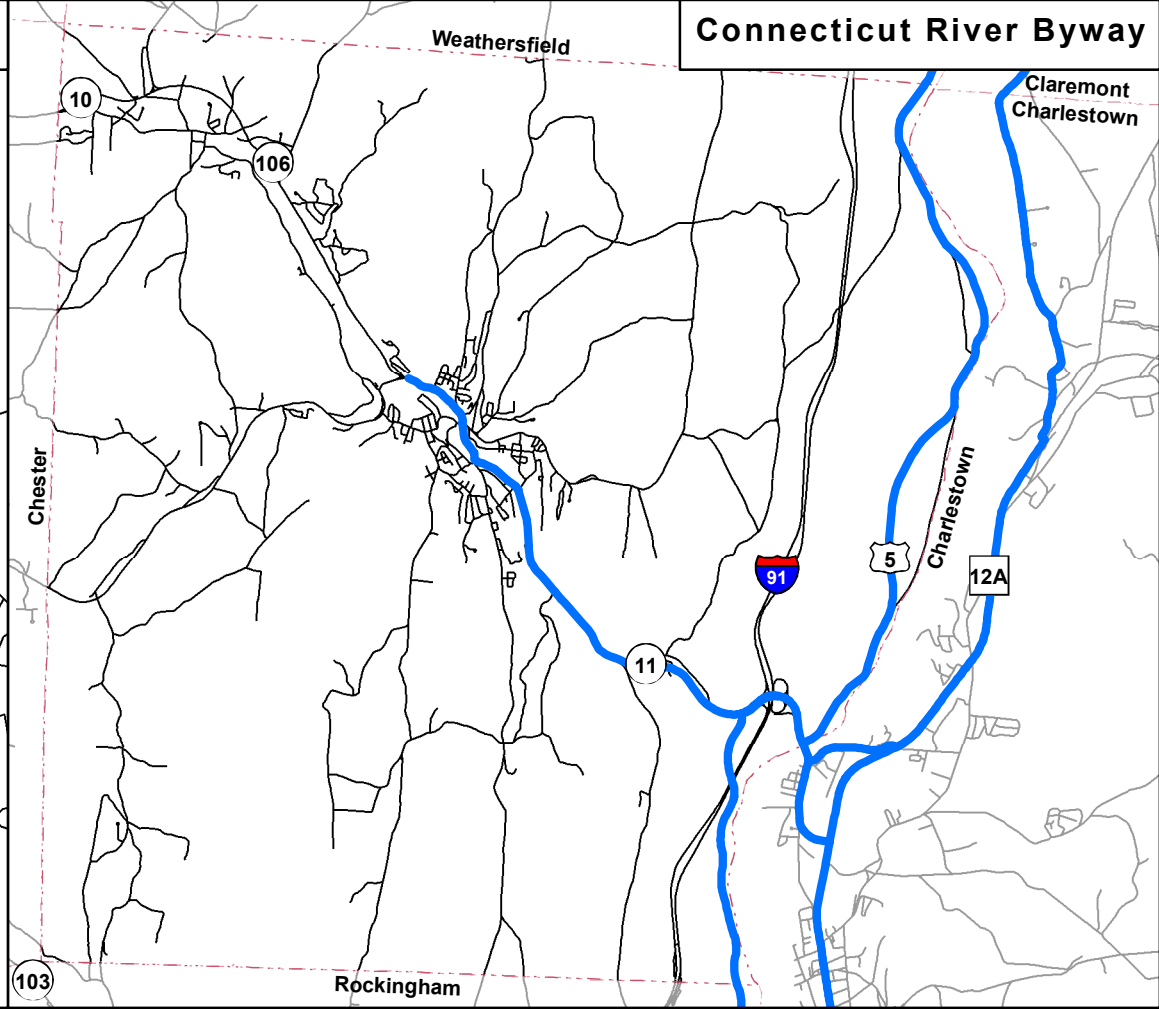
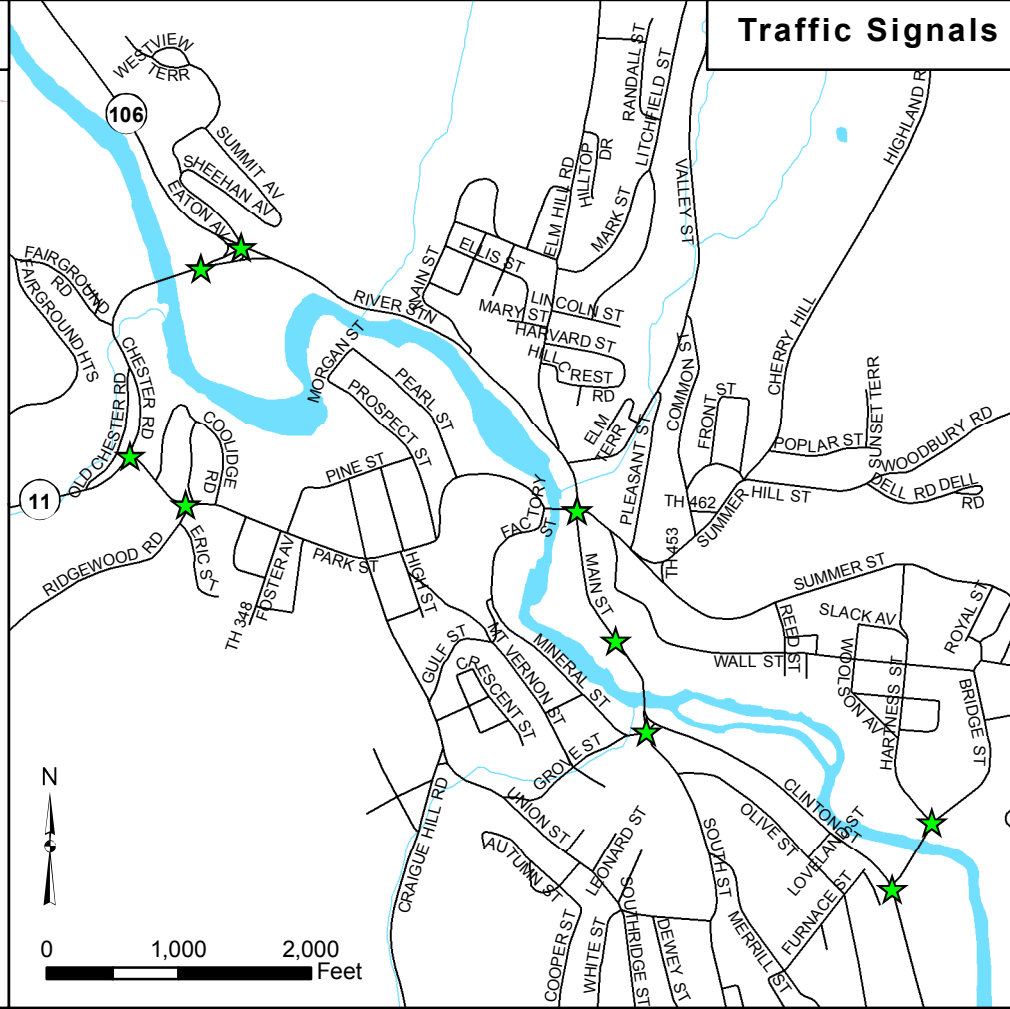
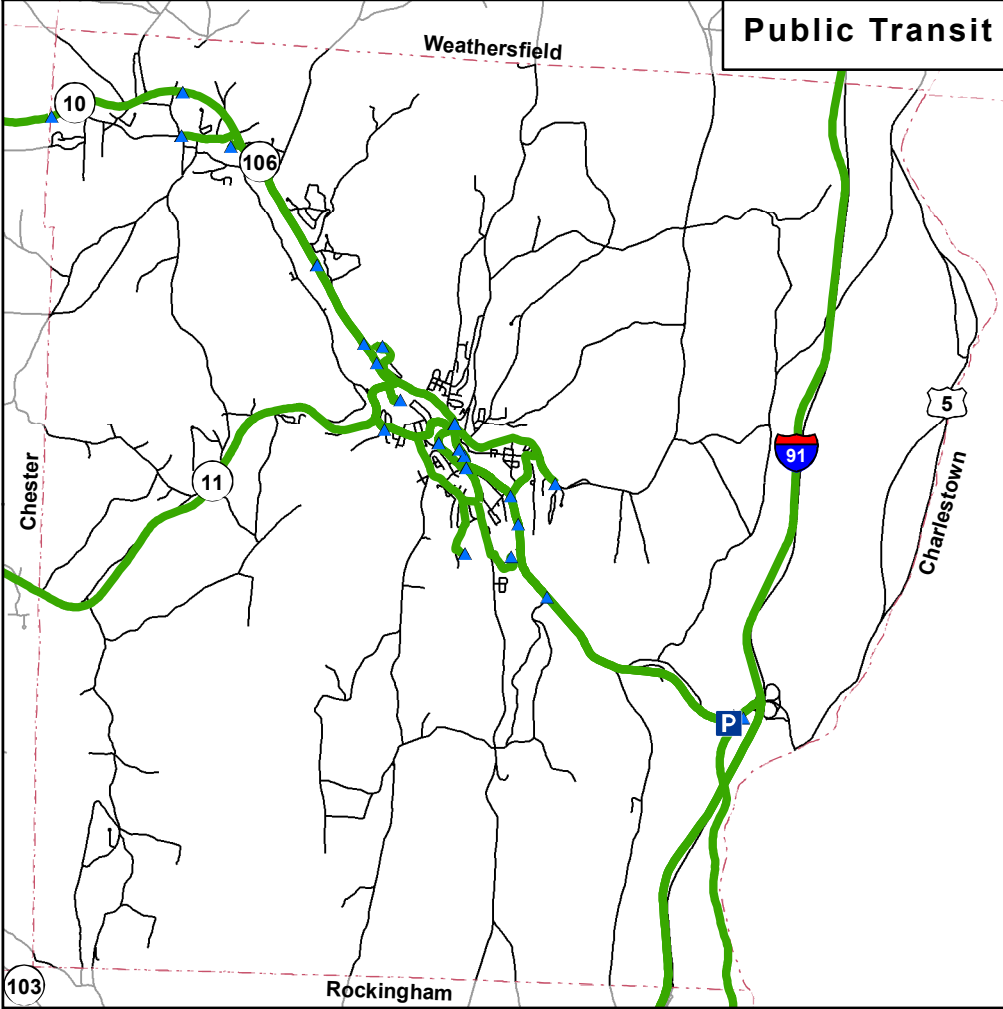
**Data Sources:**  
Sidewalks (Southern Windsor County Regional Planning Commission (SWCRPC) 2012), Toonerville Trail (Multi-use Trail) (SWCRPC 2004), Park and Ride Lots (SWCRPC 2012), Public Transit Stops and Routes (Windham Regional Commission 2014), Highway Corridor Zoning Overlay (Access Management) (SWCRPC 2007), Traffic Signals (SWCRPC 2010), Byway (VT Agency of Transportation 2014 and Upper Valley - Lake Sunapee Regional Planning Commission), Road centerline (VT Agency of Transportation 2014 and New Hampshire Dept of Transportation 2012), Town Boundary (SWCRPC 2013 using Parcels 2013).

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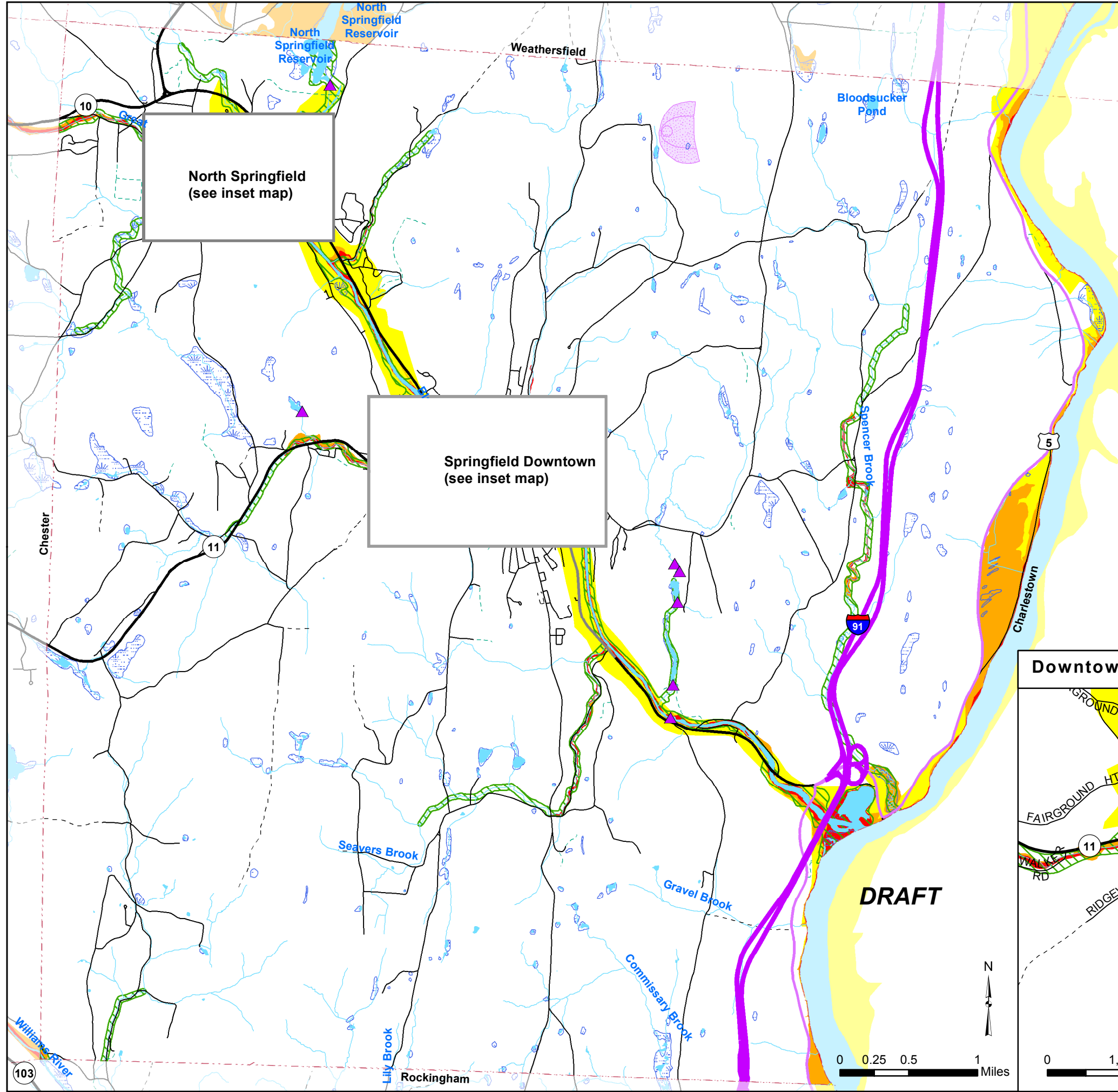
VT State Plane, Meters, NAD 83  
Data depicted on this map are for planning purposes only and are based on best available information. Some of the data do not line up.

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# Water Resources and Flood Resilience Map Town Plan 2017 (Adopted: DRAFT) Town of Springfield, Vermont

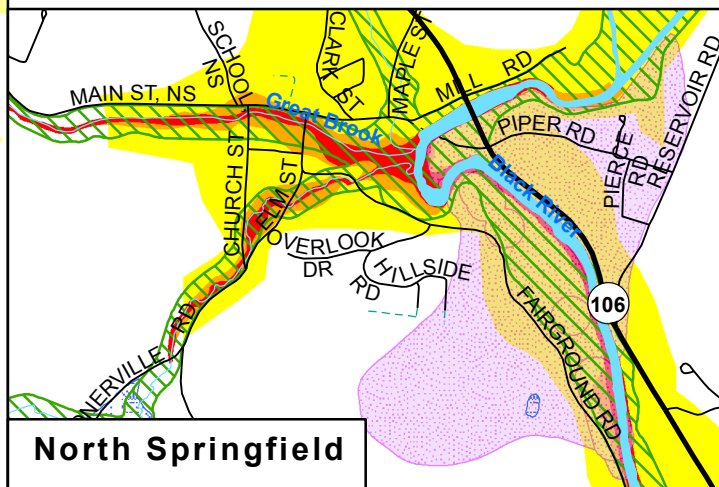


- Dams
- Floodway
- Floodway fringe (Floodplain)
- Dam Inundation Area
- River Corridor (draft 12/14/2016)
- Wetland
- Groundwater Protection Area
- Rivers and Streams
- Lakes and Ponds
- Interstate Highway
- US Highway
- VT State Highway
- Class 1 Town Highway
- Class 2 & 3 Town Highway
- Class 4 Town Hwy & Legal Trail
- Private Road
- Town Boundary

Special Flood Hazard Areas (SFHA), including the Floodway and Floodway Fringe (i.e. Floodplain), are shown on this map for planning purposes only. This is not the official map for regulatory flood hazards.

Notes:  
There are no surface water protection areas.

Data Sources:  
Dams (VT Agency of Natural Resources 2009), Floodway and Floodway fringe (Floodplain) (Federal Emergency Management Agency 2008), River Corridor (VT Agency of Natural Resources 12/14/16 DRAFT), Wetland (VT Significant Wetlands Inventory 2010), Groundwater Protection Area (VT Agency of Natural Resources 2011), Surface Water Protection Area (VT Agency of Natural Resources 2010), Dam Inundation Area (VT Dept of Emergency Management 2008), Waterbodies (VT Hydrographic Dataset 2008), Road centerline (VT Agency of Transportation 2014), Town Boundary (Southern Windsor County Regional Planning Commission 2013 using Parcels 2013).

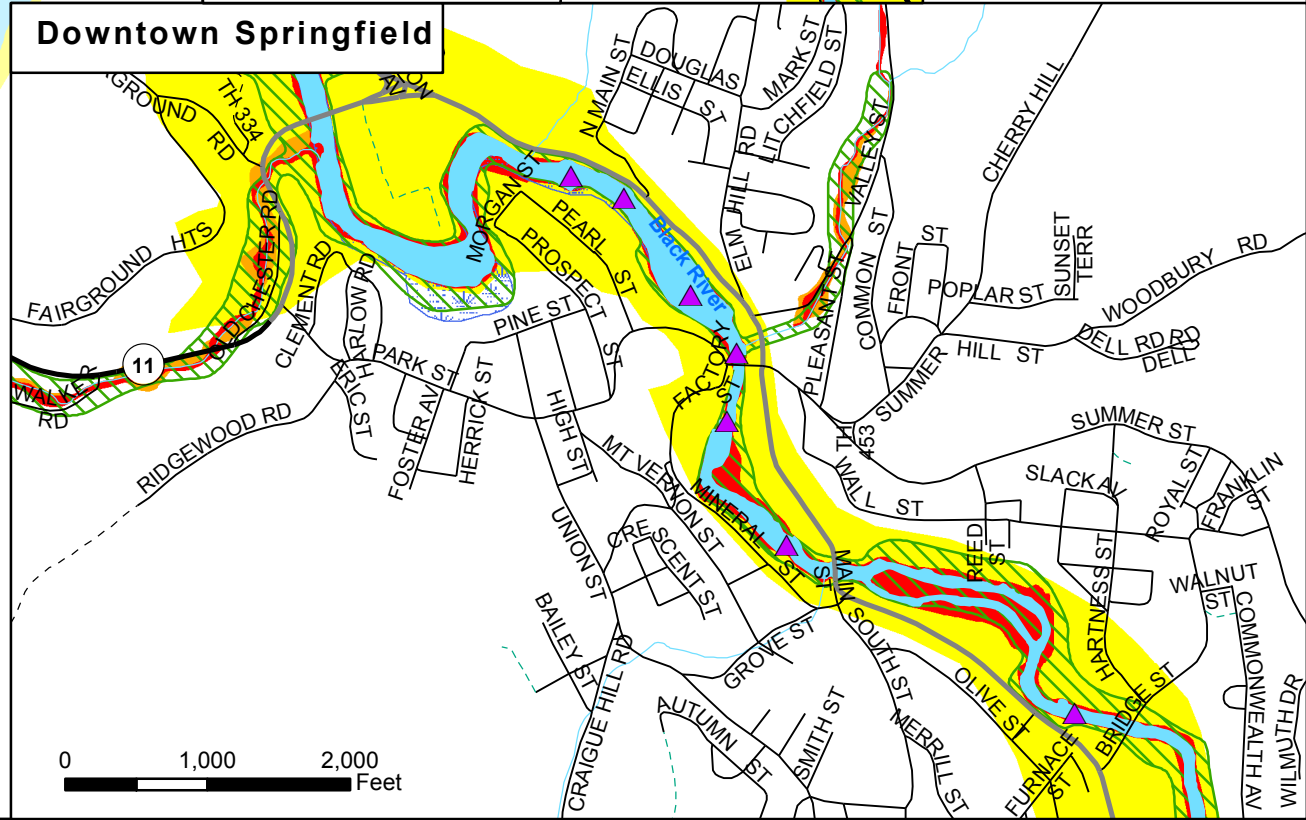


VT State Plane, Meters, NAD 83  
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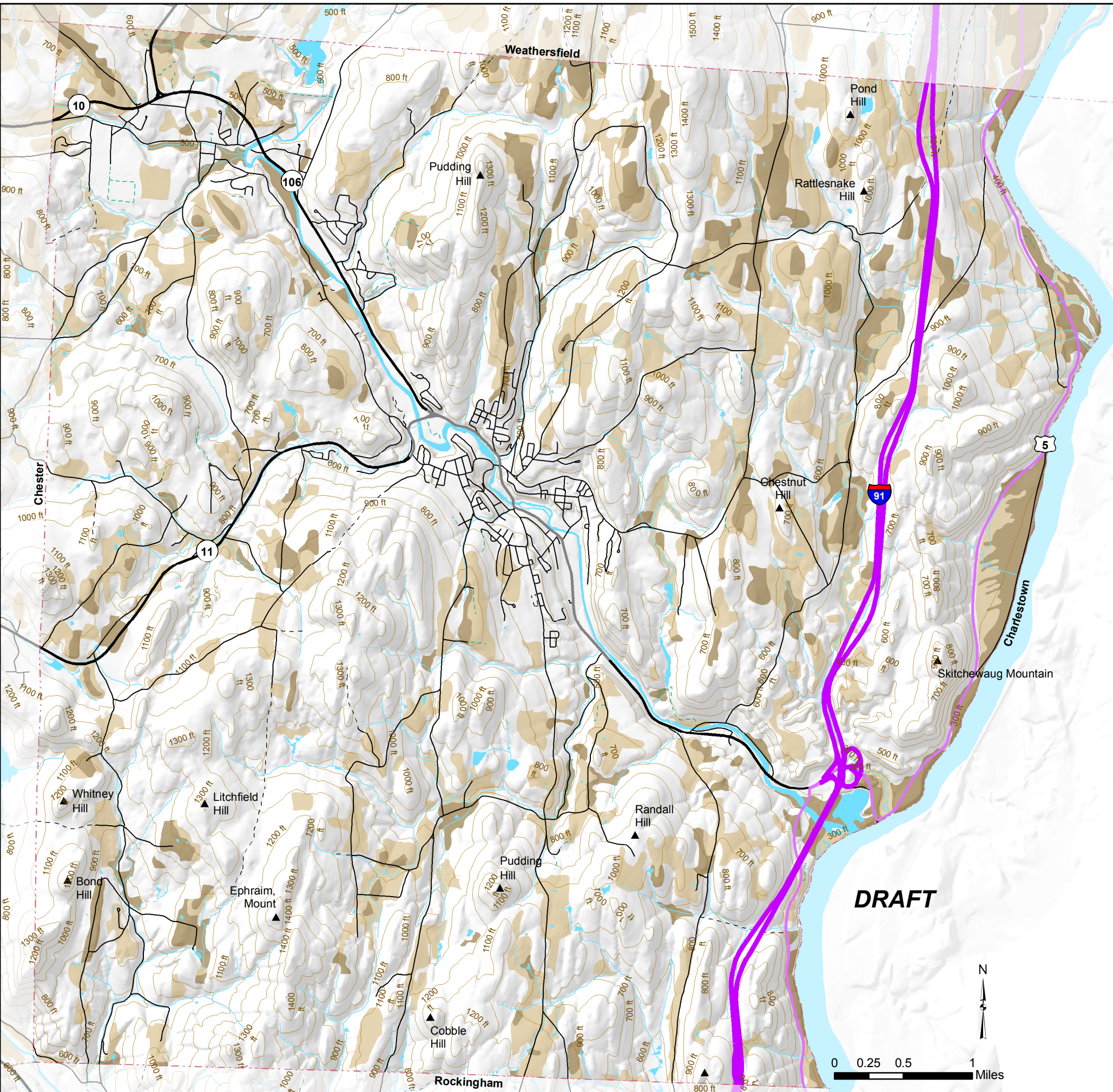
**DRAFT**



0 0.25 0.5 1 Miles

0 1,000 2,000 Feet

# Elevation and Agricultural Soils Map Town Plan 2015 (Adopted: DRAFT) Town of Springfield, Vermont



- ▲ Hill/ Mountain Summit
- 100ft Contour Line
- Prime Agricultural Soils
- Agricultural Soils of Statewide Importance
- On smaller map only
- Slope of 24% or above
- Interstate Highway
- US Highway
- VT State Highway
- Class 1 Town Highway
- Class 2 & 3 Town Highway
- Class 4 Town Hwy & Legal Trail
- Private Road
- Rivers and Streams
- Lakes and Ponds
- Town Boundary

**Notes:**

Prime Soil has the best characteristics for producing food, feed, fiber, forage and oilseed crops and are also available for these uses. Statewide Soil includes those areas important to the production of food, feed, fiber, forage and oilseed crops. These soils are often limited by one of the following factors: excessive slope, wetness, shallow depth, flooding hazard or low water capacity.

**Data Sources:**

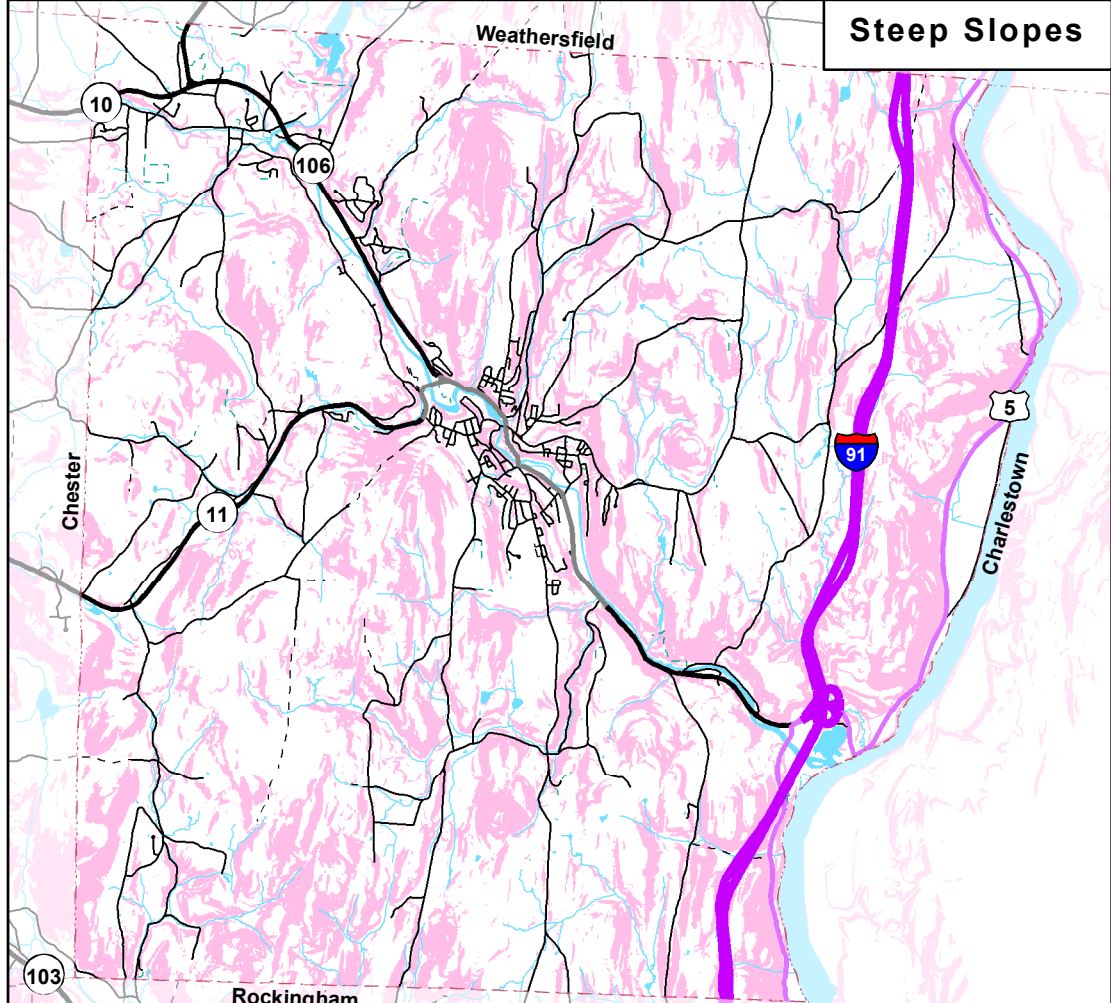
Contours (100ft from 20ft dataset by US Geological Survey (USGS) / VT Center for Geographic Information (VCGI) 2012), Hill and mountain summits (Unknown source), Steep slopes (USGS/VCGI 2012), Agricultural Soils (US Dept of Agricultural Natural Resources Conservation Service 2011), Waterbodies (VT Hydrographic Dataset 2008), Road centerline (VT Agency of Transportation 2014), Town Boundary (Southern Windsor County Regional Planning Commission 2013 using Parcels 2013).

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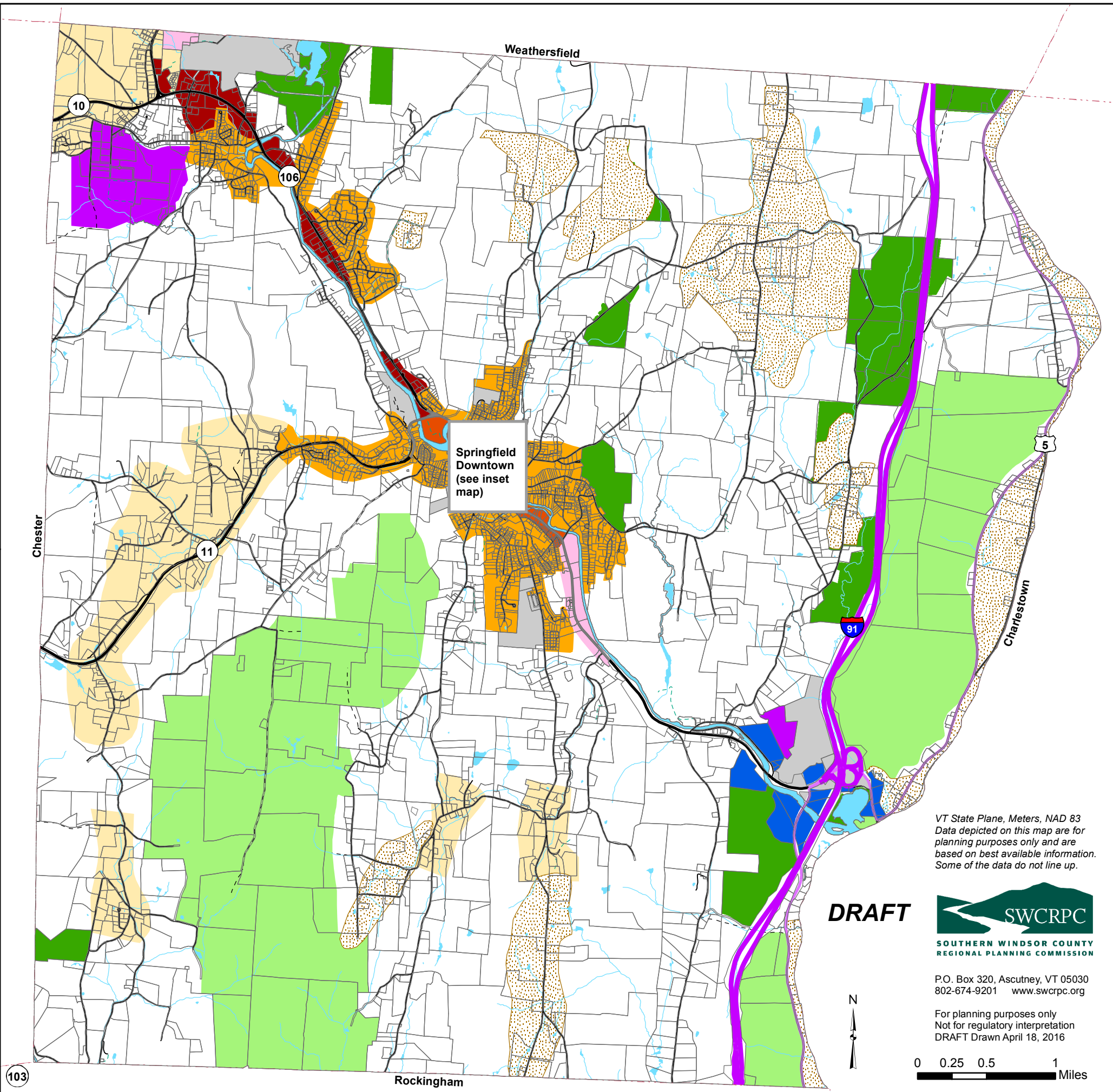


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# DRAFT Future Land Use Map Town Plan 2016 (Adopted: DRAFT) Town of Springfield, Vermont



## Future Land Use

- Resource
- Conservation
- Agriculture
- Rural Residential
- Medium Density Residential
- High Density Residential
- Commercial/Light Industrial
- Industrial
- Institutional
- Mixed Use
- Downtown Mixed Use
- Interchange

- Interstate Highway
- US Highway
- VT State Highway
- Class 1 Town Highway
- Class 2 & 3 Town Highway
- Class 4 Town Hwy & Legal Trail
- Private Road
- Rivers and Streams
- Lakes and Ponds
- Parcels (2013)
- Downtown District Designation
- Town Boundary

Data Sources: Future Land Use (SWCRPC 2012/ 2016 draft), Conserved Lands (ANR 2012, Upper Valley Land Trust 2013, UVM 2010), Waterbodies (VHD 2008), Downtown District Boundary (SWCRPC 2010), Road centerline (VTrans 2014), Parcels (Cartographic Technologies 2013), Town Boundary (SWCRPC 2013 using Parcels 2013).

This map shows the 2012 FLU Map, with updates to the conservation land, some updates around the airport and some corrections around 333 and 335 River St.

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