
Springfield Town Plan

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Adoption years of recent Town Plans

2009

2004

1999

1993

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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 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, 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 2010 to reflect changes that have occurred in town since the last major plan update in 2003. 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 of the remaining machine tool businesses closed in the last ten 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. Town officials and members of local and regional organizations worked with an economic consultant to develop the Southern Windsor County Strategic Economic Development Plan. Residents turned out to participate in a visioning workshop [See *"Springfield Community Values Workshop" report below in this Chapter.*] that resulted in a list of "dreams" for the future of the town. The Toonerville Trail, a multi-purpose recreational path, completed early this century, planned to be extended in the next 5 years, is a valuable resource for people of all ages. New streetlights, traffic signals, sidewalks and curbs have brightened up the downtown. Downtown travelers had to endure one-way traffic on Main St. and Mineral St. during demolition and reconstruction of "Community Center" bridge on lower Main St. Park St., Union St., Route 143 (Skitchewaung Trail) have been repaved and Summer St. will be completed next spring and summer. The Ellis Block (theater) was destroyed by fire, and is now being reconstructed. 100 River St. (Fellows Gear Shaper) is undergoing partial demolition and reconstruction, refurbishment and modernization for office, retail and manufacturing uses. Elm St. and Union St. Schools are under construction and should be finished by next school year. Water and sewer work is completed on Elm Hill; a new water tank to address low-pressure issues on the hills above downtown is under construction, and the water and sewer work on and near Summer St. should be completed in the spring or summer 2010. And, planning continues on a number of other improvements to revitalize the downtown and vacant or underused industrial buildings throughout the community.

The Plan incorporates Census 2000 data to illustrate demographic changes that have occurred in Springfield since the 1990 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.

This Plan provides a long-range guide to assist local decision makers in meeting the future needs of the community. It provides a central theme, yet allows for flexibility in its application for daily decision-making. The Plan addresses each of ten topic areas and identifies goals and objectives developed through the efforts of the Planning Commission in cooperation with many citizens of the Town of Springfield. This Plan provides a foundation upon which future planners may build. It is recognized by present day planners that this Plan, like Springfield itself, will grow and change with the needs and desires of the Town and its Citizens in the future.

Springfield intends to provide a superior environment and quality of life for its residents, yet it also 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. The individual sections of this town plan have goals and objectives that support the overall goal of attaining viable economic growth while promoting wise use of environmental resources and a high quality of life.

Statutory Authority

The authority to prepare and implement the Plan is granted to the Town through the Vermont Planning and Development Act, Title 24 of the Vermont Statutes Annotated, Chapter 117. The purpose of the Act is to "encourage the appropriate development of all lands...in a manner which will promote the public health, safety against fire, floods, explosions and other dangers; to promote prosperity, comfort, access to adequate light and air, convenience, efficiency, economy and general welfare; and to enable the mitigation of the burden of property taxes on agricultural, forest and other open lands; to encourage appropriate architectural design; to encourage the development of renewable energy resources; to protect residential, agricultural and other areas from undue concentrations of population and overcrowding of land and buildings, from traffic congestion, from inadequate parking and the invasion through traffic, and from loss of peace, quiet and privacy; to facilitate the growth of villages, {and} towns ... and of their communities and neighborhoods so as to create an optimum environment, with good civic design; to encourage development of a rich cultural environment and to foster the arts; and to provide a means and methods for the municipalities and regions of this State to plan for the prevention, minimization and future elimination of such land development problems as may presently exist or which may be foreseen and to implement those plans when and where appropriate."

Springfield Community Values Workshop - August 5, 2009

The Springfield Planning Commission, with the assistance of the Vermont Department of Fish and Wildlife, held a community values workshop in August 2009. The purpose of the workshop

was to gain public input to help inform the Town Plan update process. This community values mapping workshop was developed to identify the approximate areas where town residents feel need protecting.

Approximately 25 residents attended. Given a blank map of the town with roads and streams, small groups were asked to sketch on the map and listed those places and things that they love about Springfield. The sketches were then compiled by the Southern Windsor County Regional Planning Commission to create one map. The resulting map represents a generalized inventory of special places or assets in Springfield.

The following is a grouped list of what workshop attendees love about Springfield:

Agricultural Lands

Open land
Historic working farms

Community

Walkable downtown
Airport
Health care services in town
Howard Dean Education Center
The Plaza shopping center
YMCA Camp

Historic Resources

North Springfield School
Old industrial buildings
Stellafane
Crown Point Road
Monument Hill
Parker Hill district
Eureka Schoolhouse

Recreation Areas

Black River
Connecticut River
North Springfield School
Trail network around town
Stellafane
Toonerville Trail
Hartness Park
Springfield Bog
Crown Point Country Club
Hoyt's Landing
Springfield Reservoir
Open land for recreation

Scenic Resources

Comtu Falls
Mt. Ephraim
Bryant Forest

Cultural Resources

Miller Art Center

Chapter 2 Cultural and Historic Resources

Historic and cultural resources contribute to the Springfield's identity, character, and quality of life. Historic buildings and districts lay the foundation for the scale and patterns of future development. Archeological resources offer a glimpse of the earliest settlement patterns. And cultural resources — which include historic resources as well as art, music and theater — contribute to the quality of life in the present day. This chapter presents an inventory of Springfield's cultural and historic features and establishes goals for the preservation and/or

enhancement of these resources.

Historic Sites and Structures

The majority of Springfield's historic sites and structures are located in areas where settlers established homes, farms, and industries. In pre-colonial times, the Black River corridor was known as the "Indian Road" since it provided a connection between the Connecticut River valley and the Lake Champlain area to the northwest. The lowlands along the Connecticut River were used by Native Americans as temporary villages while they fished at the nearby falls. The early Springfield settlements were focused along the Crown Point Road, the first village was established in what is known as the Eureka area. Settlements soon followed in the Parker Hill area, the Dutton District, and the Spencer Hollow area. Today these upland hilltop areas with their open fields and numerous historic sites offer some spectacular scenic vistas of Mt. Ascutney to the north and Okemo Mountain to the northwest in the Green Mountain range. With the coming of the industrial revolution, settlements in the Black River valley began taking advantage of the power provided by the waterfalls on the river. The historical Gould's Mills area and downtown Springfield blossomed during this period. The precision machine tool industry, which reached its peak during World War II, caused Springfield's economy to flourish and brought with it the development of many stately homes as well as worker housing and cultural centers. Today many of these historic buildings and sites remain intact, providing current and future residents and visitors with a flavor for Springfield's cultural heritage. A Historic Sites and Structures Survey, completed for the Town in 1997, led to the placement of most sites onto the State Register of Historic Places. A listing of these sites (74 sites and the Springfield Downtown Historic District) is combined with sites listed in the "Tour of Historic Places in Springfield" by Frederick Richardson (1992) and is included in Appendix A. Several sites, including the Lewis Morris House, Hartness House, Stellafane, 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 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 Historic District and in the rest of the town as well.

Stellafane

The Springfield Telescope Makers hold a convention of amateur telescope makers every year at Stellafane, on Breezy Hill, which is the largest gathering of telescope makers in the world. The Springfield Telescope Makers is the oldest group of amateurs in the country devoted to building and using astronomical telescopes and other scientific instruments. The Stellafane clubhouse and observatory were built shortly after the club formed in 1923. Under the

leadership of Russell Porter, the club members completed the construction of a twelve inch reflecting telescope in 1930, which used the design concept of the Turret, a component of large Lathes built by the Jones and Lamson Machine Tool Company at the time. This telescope stands today as the world's only reflecting turret telescope.

Stellafane was recognized by the state of Vermont in 1977 and put 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 Skitchewaug site, has provided insight into the lifestyles of the Sokoki people who inhabited the region in the century’s immediately preceding European settlement. The Springfield Art and Historical Society have been working with the State Archeologist to research an early chamber site on their property. Three archeological sites have also been identified on Elm Hill.

Cultural Resources and Events

Resources that promote the arts and bring the community together, including facilities for performances and plays, exhibit space for promotion of local artists and display of historic artifacts, space for outdoor performances and events, and community art, contribute to the culture, education, and quality of life of any community. In addition to its rich history, Springfield’s cultural resources include facilities and organizations which promote the enjoyment of fine arts, crafts, music, and theater. The Miller Art Center hosts the Springfield Art and Historic Society. The historic structure in which the organization is based also serves as classroom space and a museum that is open during summer months. The Center hosts classes and programs in the arts, living history (re-enactments), museum studies, and historical artifacts. It also offers a children’s art camp in the summer and a speaker series, and serves as a genealogy resource center.

Many cultural opportunities are available at the Springfield Library, which works with the Vermont council on the Humanities to provide a speaker series. The Library also displays a collection of historical paintings. The Vault gallery displays work of regional artists and craftspeople and is located on Main Street. The Vault also offers lectures and workshops by regional artisans. The organization is working on becoming a nonprofit arts organization. The Southeast Council on the Arts coordinates performers and presentations in towns throughout southeastern Vermont. In Springfield, past events have included a foreign and independent film series.

The Community Players is a community theater group that presents plays at its building on South Street. This facility is small and in disrepair. A larger facility in a more centralized location would improve the town's cultural resources and would help to bring people into the downtown. The Town Band offers performances in the summer and is in need of a permanent location for such performances. Arts and cultural organizations in town have voiced a need for a public space that is flexible enough to accommodate performances as well as exhibits and conventions.

The Region hosts numerous fairs and festivals that draw visitors from outside, including the Windsor County Agricultural Fair and the Springfield Apple Festival. Fourth of July celebrations, air shows and musical performances have been offered at the Hartness Airport in recent years. The Springfield Friends of the Arts, a coalition of community and arts organizations, coordinates events and activities in town. Such events are encouraged as ways of bringing the community together and bringing culture and new ideas to the community.

Goals

1. Preserve historic and archeological resources in order to maintain continuity with the past that enriches the present.
2. Promote cultural tourism as a means of economic development that will celebrate Springfield's rich history and highlight its historic sites and structures.
3. Develop programs and facilities that offer residents and visitors opportunities for entertainment, education, and experience of cultural diversity through the arts.

Objectives

1. Encourage 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. Consider the pursuit of the option of becoming a "Certified Local Government." The State administered federal program will make the town eligible for federal funds and give more local control over historical and archaeological resources.
3. Encourage interested artists to use existing spaces in churches and other downtown buildings for musical, theatre and other entertainment or develop a centrally located facility that will offer space for musical or theatrical performances, exhibits of fine arts and crafts, and educational opportunities for children and adults.
4. Encourage the development of information about the public access to historic sites in part to assist with efforts to promote tourism. 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).
5. Encourage the owners to place appropriate identification on historic sites and buildings and provide for the allowance of directional signs to these locations in the zoning regulations.

6. Support the school district in the expansion of the local history element in the curriculum, including field trips to historic sites and cemeteries.
7. 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. Coordinate the review of development proposals within the sensitive 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.
8. Protect known archaeological sites through 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.
9. Promote performances and events as a means of bringing the community together.
10. Promote the Connecticut River Scenic Byway and the Machine Tool Trail as destinations for cultural tourism.
11. Take advantage of media resources such as newspaper, local radio, web-based resources and public access television (SAPA TV) and Vermont Public Television to promote cultural events and resources, and to record oral histories of town residents.

Chapter 3 Natural and Scenic Resources

The health 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.

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 lies within Basin 13, which includes the watersheds of smaller tributaries to the Connecticut River, including the Spencer Brook watershed (basin 13-09) 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 industry was located on the Black River where it could draw power for automated processes. Commercial and residential development grew up around these early industries both for the proximity and to take advantage of the gentler topography in the river valley. This development and former discharges into the river present challenges to the water quality of the Black River. In addition, the town's wastewater treatment facility was inadequate for the treatment of phosphorus for a number of years. Algae blooms often occurred in the mouth of the Black River in summer months, and the water was not safe for contact recreation from the

downtown to the mouth. The Town has made major improvements to its wastewater treatment facility that decrease the amount of phosphorus discharged into the river. Although the water still may not be safe for swimming, it is on the road to recovery.

Areas subject to fluvial erosion hazards, from gradual stream bank erosion to catastrophic channel enlargement, bank failure and change in course have been identified through assessment work completed in 2007 and 2008. 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 work with other towns in the watershed in order 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 the Southern Windsor County Regional Planning Commission to expand membership to other towns in the watershed. The Town should support these efforts, as well as continuing to participate in the activities of the Connecticut River Joint Commissions that looks 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 major scenic and recreational resources. The Connecticut River has been designated an American Heritage River, and Routes 5 and 11 (into downtown Springfield) are part of the Connecticut River Scenic Byway. The completion of 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. Further upstream, the Riverside Middle School has a river access area in order to teach kayaking on the river. The level topography in the river valley also allows the corridor to function as a transportation and utility corridor. Many 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 prioritize areas for conservation in order to protect the natural and scenic resource values that these rivers provide.

The Town has adopted a Riverfront Protection Overlay District which protects the shore lands,

and resulting water quality, of the Connecticut River and the Black River up to Gould's Mill Falls. Similar protections should be considered for the remaining length of the Black River and its tributaries. Maintaining minimum development in floodplain areas is particularly important for protecting built resources as well as water quality in rivers and streams. When a river has access to its floodplain, it has a better chance to reach a stable state, causing less erosion and damage to structures and property. The floodplains of the Connecticut River and the Black River have been mapped as part of the National Flood Insurance Program by the Federal Insurance Administration of the US Department of Housing and Urban Development. This Flood Insurance Rate Maps (FIRM) became effective on September 28, 2007.

Where floodplain protection is not possible, buffer areas of native vegetation should be maintained wherever possible. Steeper slopes and unstable soils require larger buffer areas in order to prevent river bank erosion and ensure the greatest amount of infiltration before overland flow reaches surface waters. The State of Vermont recommends 100-foot buffers next to larger rivers and ponds, and 50-foot buffers next to smaller streams and wetlands. 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 also contribute to high bacteria levels in surface waters.

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. In less densely populated areas, 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 2003, the Southern Windsor County Regional Planning Commission (SWCRPC), in cooperation with the Black River Watershed Action Team (BRAT), mapped the impervious surfaces within the 100- and 200-foot buffer area of the Black River. Recommendations for areas where improvement of vegetation in the buffer or better storm water filtering techniques could improve water quality will be provided to the Town and to property owners at the conclusion of this study. 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 possible 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. In 1990, the Water Resources Board issued the Vermont Wetlands Rules which classify all wetlands according to their functions. According to the Vermont Wetlands Rules, wetlands are:

. . . those areas of the state that are inundated by surface or ground water with a frequency sufficient to support significant vegetation or aquatic life that depend on saturated or seasonally saturated soil conditions for growth and reproduction. Such areas include but are not limited to marshes, swamps, sloughs, potholes, fens, river and lake overflows, mud flats, bogs, and ponds, but exclude such areas as grow food or crops in connection with farming activities.

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).

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. However, these pools provide critical breeding habitat for many amphibians and invertebrate species. The Town should consider mapping important vernal pools in order to protect these valuable 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. Both of these existing facilities pose threats 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 still has an on-site septic system, as does a residential property within the boundaries of the aquifer. Failure of either of these systems 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.

In addition to the public water supply in North Springfield, there are two other water systems in town serving multiple households, according to the Groundwater Division of the Vermont

Department of Environmental Conservation. These include 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 which serves ten or more residential units. A wellhead protection area 300 feet in diameter around each well is protected from encroachment from incompatible uses. These two wellhead protection areas are identified on the Water Resources Map in the appendix.

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, forest land that is managed for wood products or as wildlife habitat can have recreational and scenic attributes.

Agricultural Resources

There are several areas of Springfield which 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 agriculture 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, 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.

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.

The Springfield Reservoir encompasses about 86 acres and contains an 11 acre impoundment which was part of the former water supply for Springfield. 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.

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 forest is for 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 the Springfield Family Center, at the intersection of Summer Street and Maple Dell, from a cul-de-sac on Dell Road, and from Woodbury Road.

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.

Land Enrolled in Current Use

Approximately thirty percent of Springfield's total land area is enrolled in Vermont's Current Use Program. 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. As Table 3.1 shows below, Springfield has more enrolled agricultural land (almost 6% of the town’s total land area) than any other town in southern Windsor County. Almost 22% of the town’s total land area is enrolled as forest land. 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

Town	Total Acres	Forest	Non-Productive* Forest	Agricultural	Total Enrolled Acres	% of Total Acres
Andover	18,432	2,881.3	45.75	326.23	3,253.28	17.7%
Baltimore	3,008	997.8	4	146.7	1,148.50	38.2%
Cavendish	25,344	5,945.04	147.66	609.72	6,702.52	26.4%
Chester	35,776	11,196.8	142.09	1,133.91	12,477.20	34.9%
Ludlow	22,912	2,416.44	11.76	212.13	2,640.33	11.5%
Reading	26,560	7,450.61	131.1	628.41	8,210.12	30.9%
Springfield	31,557	7,270.33	148.21	2,080.09	9,498.63	31.0%
Weathersfield	28,032	4,368.16	95.35	1,479.53	5,943.04	21.2%
West Windsor	12,544	1,257.29	54.9	358.47	1,670.66	13.3%
Windsor	15,808	1,665.42	58.7	623.54	2,347.66	14.9%

* Conditions which cannot adequately support those uses due to steep slopes, ledge, or wet soils. Source: State of Vermont, Division of Property Valuation and Review, August 2002

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, on Skitchewaugh Mountain, 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 along with intensive winter recreation activities such as snowmobiling. 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.

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 stop-over's. 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 wide buffer next to the River is important for the preservation of this important travel corridor. A map of wildlife crossing data can be found in the map appendix of the town plan.

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.

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 does not have a heavy industrial base or concentrated population that has led to an air quality problem. Accordingly, the town's air quality constitutes an environmental resource that has aesthetic as well as human health benefits. 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 standards to which boilers must comply. Excessive wood smoke from an improperly used or installed boiler will negatively affect the air quality in Springfield. Air quality becomes an issue when projects or facilities emit pollution into the air or when traffic increases combine with air inversions to reduce dispersal of exhaust and other pollutants. Pollutants may also travel into the town from other areas, such as acid rain resulting from high stacks in the mid-western states.

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 be zealous in responding 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 much of Springfield. The Stellafane amateur astronomers gather in Springfield every year to look at the stars from the historic Stellafane observatory, and are particularly concerned with excess light pollution emanating from structures in the downtown. 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. The town should be aware of the noise levels of its own activities, and should work to establish appropriate noise thresholds for the review of proposed developments.

Mineral Resources

Springfield has deposits of mineral resources of varying size and quality. These resources may have the potential to contribute to road maintenance, the manufacture of building materials, and other enterprises. Earth resources are a non-renewable resource which should be used judiciously. Reclamation plans for areas where mineral resources have been extracted need to assure safety, aesthetics and use for future generations.

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.

Goals

1. Protect healthy headwater streams from impacts of development and improve conditions for impaired or threatened surface waters.
2. Develop programs to improve water quality in the Black and Connecticut Rivers in order to maximize their scenic and recreational resource values; utilize the Connecticut River Corridor Management Plan as a guide.
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.
8. Encourage citizen participation in conservation and planning through the development of a Conservation Commission.
9. Maintain high standards of air quality.
10. Ensure that future development does not negatively impact community character or quality of life by developing standards for light, noise, odor, and dust.
11. Encourage the protection and improvement of scenic resources for future generations.
12. Identify and remove non-native invasive species from public waterways and forest land in order to protect native species and habitat.
13. Identify and map vernal pools in order to protect critical habitat areas for amphibians and invertebrate species.

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 both non-designated and National Wetland Inventory wetlands.
 3. Establish land use planning policies which 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. Such guidelines could be developed by a Conservation Commission in cooperation with the Planning Commission.
 4. Maintain buffer areas of native vegetation next to rivers and streams wherever possible. 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. The State of Vermont recommends 100-foot buffers next to larger rivers and ponds, and 50-foot buffers next to smaller streams and wetlands.
 5. Maintain the Springfield Reservoir and land as a potential future water supply as well as habitat area for a number of large mammals. Maintenance may include upgrading the dam and storage capacity if and when needs justify the expenditure. Consider designating the Springfield Reservoir as an alternative source of drinking water.
 6. 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.
 7. Efforts should be continued to ensure protection of wellhead areas and locating a viable secondary drinking water supply. Protection of the existing well through relocation of the Town Garage or Vermont National Guard Armory should be considered.
 8. Maintain valuable agricultural lands in the Connecticut River valley to preserve prime and statewide soils along with archaeological resources. Techniques may include clustering of development, conservation subdivisions, agricultural zoning, etc.
 9. 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 that these rivers provide.
 10. Continue to actively support current use programs and/or local tax stabilization agreements for working farms and forest land. Consider special districts where adjacent land owners have designated their land to land reserve efforts.
 11. Pursue planning and implementation of recreational uses of the land such as trails for hiking, snowmobiling, mountain biking, and cross country skiing to improve access and use of three municipal forests.
 12. Continue working in cooperation with the Vermont Department of Forests, Parks and Recreation in developing and implementing long-range multiple-use management plans for all three Town Forests.
 13. Continue efforts to identify and protect rare and endangered species.
 14. Noise and odor pollution at certain levels can dramatically alter the character of a neighborhood. The town should be aware of the noise levels of its own activities, and

should work to establish appropriate noise and odor thresholds for the review of proposed developments.

15. In order to plan for the most efficient use of Springfield's mineral resources, the Town should complete an inventory of resource areas and develop review procedures to address impacts on neighborhoods, the environment, and the ability to reuse the land.
16. 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.
17. Incorporate provisions in the town zoning ordinance that encourage the preservation and planting of trees.
18. Discourage residents from planting invasive plant species that threaten native plant and wildlife habitat. Develop educational programs concerning invasive species.

Chapter 4 Recreation

The Parks and Recreation Department, the Department of Public Works, and many individuals volunteering countless hours of coaching, officiating, maintaining facilities, and planning sites and events make recreation a vital part of the life of the Town of Springfield. This Recreation Element of the Town Plan recognizes the achievements of these entities and persons and sets forth the existing and future opportunities afforded by them in the Town of Springfield.

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, including its fine recreational ski program, in which students learn to ski or ride and expand their skills on school ski days at Okemo Mountain, in Ludlow. 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.

Springfield Senior Center is located in the Community Center with the Parks and Recreation Department. The Center is open weekdays from 8 to 4 for people 50 years and over. The activities include: Matter of Balance classes, Living Strong strength training classes with leg and hand weights, Fit and Happy exercise classes with mat work, walking in the gym, pool, ping pong, shuffleboard, ceramics, bridge, pinochle, senior songsters, Whist and special Wednesday afternoon events with great entertainment. The Senior Center also holds free monthly blood pressure clinics, yearly flu clinics, foot clinics, free legal aid clinics and free educational programs that are open to all in the community. They hold two bazaars one in the spring and one around Christmas as fundraisers. The Senior Center hosts many wonderful trips each year,

which includes five one-day trips, two small overnights and one large trip (past trips have included Alaska, Bermuda, Canadian Rockies). There are no membership dues at the Senior Center. Our motto is "Enter as strangers...leave as friends".

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.

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 ball diamonds, sports fields, swimming pool, tennis and basketball courts, skateboard park, playground, a picnic area and a place for festivals and gatherings.

The Civic Improvement Fund has been, and is currently being used to repair and improve several of these recreational facilities located at Riverside Park. Four of the tennis courts were resurfaced and the other two rebuilt in 2004. A new 60 mil. PVC membrane was installed in the municipal swimming pool, along with a protective safety cover, to prevent leaks and add years to the life of the pool. The project was completed in 2008.

The biggest project funded by the Civic Improvement Fund is currently underway. It includes the renovation of the "main oval" The large multi-purpose field area in the middle of Riverside Park. The baseball, softball and soccer fields in this oval are desperately in need of re-leveling and reseeding. Irrigation will also be added to enhance future maintenance. Some of this work was done the fall of 2008, and renovations should be completed in the fall of 2009. Reinvestment in these recreational assets directly affect the recreational opportunities available to both Springfield's youth and adults and indirectly affect the economic development efforts as quality of life issues. Safety issues are also central to these improvements.

The Recreation Department administers the recreational facility at the North Springfield School Park which has a youth soccer field and a warming hut used in conjunction with the winter skating rink. This property is owned by the North Springfield 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.

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 Rec. Center parking lot.

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 Snowmobile Trails (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 IV road information provided by the Public Works Department is included on the Base Features Map in the Appendix.

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 IV 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.

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.

Connecticut River Access

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

The Edgar May Recreation Center is a regional recreation center in Springfield. Located in the former foundry building on Clinton Street, this facility serves as the Gateway to the downtown. With thousands of dollars of donated materials, cash, and volunteer time, as well as a grant from the State to offset the negative impact of the new Southeast Vermont Correctional Facility, the Recreation Center is a significant asset to the community.

The opportunities for recreation in the Town may be expanded through cooperation with the YMCA, Booster Club, Schools and other groups, which could provide other facilities and programs for residents.

Goals

1. Maintain existing recreation facilities so that they are safe and usable for all Springfield residents.
2. Ensure that recreation areas continue to be available in North Springfield.
3. Develop new recreational opportunities for Springfield residents.
4. Develop a fund for maintaining and expanding the Town's recreational resources, through capital reinvestment (timber sales), private donations, and grant funds.
5. Include recreational facilities in capital budget and programming planning.
6. Encourage and expand the use of recreational facilities, Class IV roads, and legal trails for recreation through outreach and education.
7. Improve access and use of parks, town forest lands, and rivers in accordance with the Natural Resources chapter of this Plan.

Objectives

1. Encourage private efforts within the community to maintain and improve the appearance and condition of recreational facilities.
2. Map all large parks and produce a trail map for the town parks and forests.
3. Support the development of new recreational opportunities for Springfield residents.
4. 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.
5. Educate local citizens about Class IV town roads and legal trails and their value for recreational activities, including snowmobile and hiking trails.
6. Finish the Ancient Road work and map and protect the Class IV town roads 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.
7. Through land-use planning and regulation, maintain and encourage the linkage that Class IV roads provide between hiking, cross-country skiing, and snowmobile trails.
8. Investigate the feasibility of conserving the Crown Point Road through easements or acquisition in order to preserve this important historic resource.

Chapter 5 Housing

According to the US Census, the population of Springfield has continued to decline since 1980, in contrast to increasing populations in surrounding towns. In 1970, the Town's population was 10,063. It then 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, and in 2000 it dropped further to 9,078. In spite of the decrease in population, the number of households increased from 3877 in 1990 to 3886 in 2000, reflecting the changing nature of household size that is consistent with trends throughout the state and the nation as a whole. During the same period, the number of housing units decreased from 4,256 in 1990 to 4,232 in 2000. This may reflect the removal of units at Westview, a subsidized housing development.

Table 5.1 – Summary of Households and Housing Units 1990-2000

(Dollar units in constant \$)	1990	% of 1990 total	2000	% of 2000 total	% change 1990-2000
Total Households	3,877	100.00%	3,886	100.00%	0.23%
Family Households (Families)	2,670	68.87%	2,500	64.33%	-6.37%
Married-Couple Families	2,132	54.99%	1,939	49.90%	-9.05%
Non-family Households	1,207	31.13%	1,386	35.67%	14.83%
Householder Living Alone	1,025	26.44%	1,186	30.52%	15.71%
Householder 65 years and over	540	13.93%	586	15.08%	8.52%
Total Housing Units	4,256	100.00%	4,232	100.00%	-0.56%
Occupied Housing Units	3,877	91.09%	3,886	91.82%	0.23%
Owner Occupied	2,558	60.10%	2,624	62.00%	2.58%
Renter Occupied	1,319	30.99%	1,262	29.82%	-4.32%
Vacant Housing Units	379	8.91%	346	8.18%	-8.71%
Seasonal, recreational or occasional use	100	2.35%	106	2.50%	6.00%
Total Ownership Units	2,579	60.60%	2,667	63.02%	3.41%
Total Rental Units	1,442	33.88%	1,372	32.42%	-4.85%
Vacant Ownership Units	21	0.49%	43	1.02%	104.76%
Vacant Rental Units	123	2.89%	110	2.60%	-10.57%
Median Value (\$)	\$81,800		\$82,300		0.61%
Median Contract Rent (\$)	\$353		\$421		19.26%
Median Gross Rent as % of HH income	27%		24%		-3.00%

The number of owner-occupied housing units increased between the 1990 and 2000 Census, while the number of renter-occupied housing decreased. This is consistent with a trend 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 highly diverse housing stock. Single family dwelling units account for 2,782 of Springfield's housing units. Another 1,450 units, over one-third (1/3) of the total, are in multi-family units of various sizes (see Table 5.2). Many of these units (450) 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.

There are 218 mobile homes, a slight drop from the 248 mobile homes that were counted in 1990. Mobile homes make up 5% of the town's total housing stock. 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 Units by Type

2000 Units by Type (see note)									
Location	Total Units	Single Family		Multi-Family		Mobile Home		Other	
		Total	% Total	Total	% Total	Total	% Total	Total	% Total
Vermont	294,382	203,309	69.10%	67,768	23.00%	22,631	7.70%	674	0.20%
Windsor County	31,621	22,135	70.00%	7,003	22.10%	2,410	7.60%	73	0.20%
Andover	350	322	92.00%	17	4.90%	11	3.10%	n/a	
Baltimore	113	91	80.50%	10	8.80%	12	10.60%	n/a	
Cavendish	852	630	73.90%	117	13.70%	100	11.70%	5	0.60%
Chester	1,611	1,242	77.10%	245	15.20%	116	7.20%	8	0.50%
Ludlow	3,001	1,682	56.00%	1,175	39.20%	144	4.80%	n/a	
Reading	404	346	85.60%	12	3.00%	36	8.90%	10	2.50%
Springfield	4,232	2,782	65.70%	1,232	29.10%	218	5.20%	n/a	
Weathersfield	1,315	971	73.80%	34	2.60%	310	23.60%	n/a	
West Windsor	716	587	82.00%	117	16.30%	12	1.70%	n/a	
Windsor	1,611	945	58.70%	596	37.00%	70	4.30%	n/a	
Region	14,205	9,598	67.60%	3,555	25.00%	1,029	7.20%	23	0.20%

Notes: Single family units are attached or detached from other buildings; multi-family units are structures containing 2 or more residential units; other unit used as permanent residence (including campers, vans or other structures not included in any other category).

ALL FIGURES REFER TO THE NUMBER OF HOUSING UNITS NOT STRUCTURES

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

Seasonal Housing

Seasonal housing in Springfield continues to represent just over 2% of the total housing stock in 2000 based on the US Census information. This is much lower than the regional average of 21%, down slightly from the 23% of 1990. In the region, one home of every five is a seasonal unit — in Springfield, only one in forty 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 almost 60% of the subsidized housing in southern Windsor County

but only 37% of the total households in the same geographic area. The contrast in Windsor County as a whole is more dramatic: despite having only 13.4% of the total housing in Windsor County and 16.1% of the population, Springfield has 36% of the County's assisted housing units. By contrast, the largest community in the County has 17.4% of the total housing in Windsor County, 18.4% of the population, yet it has only 20.7% of the County's assisted housing units (See Table C5 in Appendix C). In addition, 11.7% of Springfield's housing units are assisted as compared with 5.1% in the County's second largest town. Many communities provide no assisted housing for their residents.

In spite of the large percentage of assisted units in Springfield and the fairly low rental rates, managers of subsidized developments continue to report low to zero vacancy rates, indicating that a need for these units still exists.

Table 5.3 - Subsidized Housing in the Southern Windsor County Region

Town	Total Households	% of Total	Subsidized Units	% of Total
Andover	215	2.03%	0	0
Baltimore	92	0.87%	0	0
Cavendish	617	5.82%	6	0.79%
Chester	1,296	12.23%	66	8.70%
Ludlow	1,060	10.00%	74	9.75%
Reading	286	2.70%	0	0.00%
Springfield	3,886	36.68%	450	59.29%
Weathersfield	1,167	11.01%	0	0.00%
West Windsor	456	4.30%	0	0.00%
Windsor	1,520	14.35%	163	21.48%
Total	10,595	100.00%	759	100.00%

While the overall vacancy rate for rental and ownership properties is higher than the vacancy rates in surrounding towns, several properties are deteriorating and not fit for habitation. These properties, particularly those in the downtown, should be the focus of revitalization efforts.

In the past several years, the Windham and Windsor Housing Trust and local government efforts have resulted in the renovation and rehabilitation of a number of multifamily units, including the large Southview development on South Street and the Westview property. Realty Resources purchased the Westview property, removed a number of buildings, completely rebuilt and renovated remaining structures, and provided several parcels for future building.

Elderly and Handicapped Accessible Housing

Over one-third of Springfield's assisted housing units, or 4% of the total housing units, are specifically for the elderly. Of those 171 units, 18 are handicapped accessible. Fifteen percent of the total households in Springfield have householders who are 65 or older. The number of householders 65 and over increased by 8.2% from 1990, when only 13% of householders were

65 and older. 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 estimates that 400-500 households take advantage of its services. Two local private funds, the Parker Fund and Wilson Fund also provide services to homeless or very low income residents. Springfield does not have a full-time homeless shelter, but accesses shelters in Brattleboro, Claremont, and White River Junction.

Transitional Housing

There is a need for transitional, service-based housing. This is housing for those who are in need of housing but may need some assistance from social service agencies in order to locate and become eligible for assisted housing.

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 not been active in assisting private property owners in rehabilitating the existing housing stock in Town.

Current activities of the Housing Authority include the following:

- SHA currently owns and operates three elderly 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 manages 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.

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 was \$29,477. 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 the next to the lowest in Springfield compared to other towns in the region in 1999 (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 1995 and 2000

	1995	2000	% Change 1995-2000	2001
Andover	\$17,991.00	\$31,414	75%	\$27,997
Baltimore	NA	NA		NA
Cavendish	\$15,473.00	\$23,651	53%	\$24,563
Chester	\$15,762.00	\$23,866	54%	\$25,132
Ludlow	\$14,664.00	\$21,766	48%	\$21,865
Reading	\$20,161.00	\$16,100	-20%	\$17,090
Springfield	\$20,730.00	\$29,477	42%	\$28,919
Weathersfield	\$17,409.00	\$23,745	36%	\$25,953
West Windsor	\$16,799.00	\$22,559	34%	\$22,128
Windsor	\$19,609.00	\$24,919	21%	\$26,817

Table 5.5 - Income – Southern Windsor County Towns

Location	Income by Type 1989 and 1999								
	Median Family Income (MFI)			Median Household Income (MHI)			Per Capita Income (PCI)		
	1989	1999	% Change	1989	1999	% Change	1989	1999	% Change
Vermont	\$34,780.00	\$48,625.00	39.80%	\$29,792.00	\$40,856.00	37.10%	\$13,527.00	\$20,625.00	52.50%
Windsor County	\$34,691.00	\$49,002.00	41.30%	\$29,258.00	\$40,688.00	39.10%	\$14,262.00	\$22,369.00	56.80%
Andover	\$31,250.00	\$50,625.00	62%	\$28,214.00	\$42,273.00	49.80%	\$13,882.00	\$21,744.00	56.60%
Baltimore	\$31,563.00	\$46,964.00	48.80%	\$31,563.00	\$44,375.00	40.60%	\$11,952.00	\$17,260.00	44.40%
Cavendish	\$28,698.00	\$41,591.00	44.90%	\$26,750.00	\$34,727.00	29.80%	\$13,170.00	\$18,420.00	39.90%
Chester	\$33,361.00	\$47,083.00	41.10%	\$27,083.00	\$39,417.00	45.50%	\$11,832.00	\$19,661.00	66.20%
Ludlow	\$31,929.00	\$44,375.00	39.00%	\$25,707.00	\$36,969.00	48.80%	\$12,208.00	\$24,708.00	102.40%
Reading	\$33,750.00	\$48,636.00	44.10%	\$30,729.00	\$44,306.00	44.20%	\$15,324.00	\$20,504.00	33.80%
Springfield	\$30,328.00	\$42,620.00	40.50%	\$24,655.00	\$34,169.00	38.60%	\$12,145.00	\$18,452.00	51.90%
Weathersfield	\$29,018.00	\$46,282.00	59.50%	\$27,181.00	\$42,057.00	54.70%	\$123,227.00	\$21,647.00	63.70%
West Windsor	\$41,154.00	\$63,456.00	54.20%	\$35,000.00	\$54,792.00	56.50%	\$18,643.00	\$28,360.00	52.10%
Windsor	\$36,518.00	\$43,551.00	19.30%	\$30,375.00	\$33,815.00	11.30%	\$13,536.00	\$17,640.00	30.30%

Housing Needs in the Springfield Labor Market Area

In 2002, an Upper Valley Housing Needs Analysis was developed for the region covered by the Hartford, Lebanon, Claremont and Springfield Labor Market Areas (LMAs). The firm of Applied Economic Research of Laconia, NH was contracted to complete the study. The Housing Needs Analysis summarizes the housing situation in the Springfield LMA (includes the towns of Andover, Baltimore, Cavendish, Chester, Ludlow, Plymouth, Springfield, Weathersfield, and Windham) as follows:

Housing is less expensive in the Springfield Labor Market than in either Claremont or Hartford/Lebanon. That does not mean, necessarily, that housing is more affordable.

Wages in the Springfield Labor Market are low and in the absence of strong growth in the manufacturing and other higher paying categories, the area is losing ground to the more prosperous areas in Vermont and New Hampshire. Our assessment indicates housing affordability issues for the region's lower paid service and retail workers. Furthermore, the economy is not strong enough to offset housing deterioration. As a result, the area's housing stock is depreciating in both value and usefulness. - From the Upper Valley Housing Needs Analysis: Summary Report, (August 2002), by Applied Economic Research of Laconia, NH.

According to the Housing Needs Analysis, there was an affordability gap in the Springfield Labor Market Area of approximately 1,700 units for very low income (less than 60% of median) and 52 units for moderate income (60 to 80% of median) residents in the year 2000.

In the entire study area (Lebanon, Hartford, Claremont and Springfield LMAs), the AER report projects a total need of 9,815 units over the next decade. This number is more than double the 4,158 units that were produced between 1990 and 2000. In the Springfield LMA, the projected need for year-round housing is for 389 ownership units and 253 renter units between 2000 and 2010, and 1,090 ownership units and 354 renter units between 2010 and 2020.

Although the AER study reports that there is little or no connection between the residents of the Springfield Labor Market Area and the strong employment centers in Lebanon and Hanover these connections appear to have grown stronger. House sales are on the rise and more and more people are commuting from Springfield to the Hanover/Lebanon area. The housing demand in the Hartford and Lebanon LMAs is extremely high, as are housing costs. Increasing use of the Park and Ride lots in Ascutney and Hartland (Exits 8 and 9) indicate that more and more commuters are heading north.

Goals

1. Encourage the revitalization of deteriorating neighborhoods and phasing out marginal housing.
2. Encourage property maintenance and improvement.
3. Preserve single family neighborhoods.
4. Develop policies that will require adequate parking, for new, or conversion of use to, multi-family dwellings.
5. Work with surrounding towns to establish a fair share housing policy for assisted housing units.
6. Require through regulation and capital improvement plans that new housing projects pay their fair share of taxes and impacts on local services and infrastructure.

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 establish a 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 “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.

Chapter 6 Education

Over the years since the first Town Plan adopted in 1993, the Springfield has achieved many of the education goals adopted in the various Plans. The plan called for expansion of the Southern Vermont Education Center, opportunities offered by Community College of Vermont (CCV), and higher educational and master opportunities at the Education Center provided by UVM and other colleges; and access to and facilities for post secondary education for adults to acquire marketable skills. All of these goals have been met.

In November of 2009, the School Board adopted a very energetic and aggressive Strategic Plan. The six main goals are:

- **Goal #1:** 100% of Springfield students will graduate from high school.
- **Goal #2:** Continue to maintain and improve existing and new facilities, playgrounds, nature trails, and outdoor spaces, which are integral to the creation of an optimal education environment, and provide access for community participation.
- **Goal #3:** Each student will be teamed with an adult who will support and advocate for them through their middle school and high school years.

- Goal #4: Every student will be supported in developing a personal learning plan starting in middle school.
- Goal #5: Provide structures and systems to support educators and school leaders to perform their best work.
- Goal #6: Strengthen school and community connections.

The Town’s current challenges include a decrease in the levels of financial support from the State, reduced operating budgets, less staff at all levels and increasing numbers of students with greater needs. This challenge has inspired the School Board and leadership team to seek new and creative delivery models that are more effective and, at the same time, more efficient.

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 for more information. Comprehensive local assessments are being developed by school improvement teams, data collected and instructional changes implemented. The district has been energized by the complete reconstruction and reorganization of our elementary schools – now fully equipped with 21st Century technologies and staffs who are continually improving their knowledge and skills. The residents of Springfield, and of the State, continue to be taxed with higher education cost for fewer students enrolled at all levels in Springfield Schools and a decrease in the population of student aged children in town.

“Even though our budget is almost \$26 million, Act 68 and the State Education Fund provide the vast majority of that money. Because Springfield is property poor compared to many other towns in the State, we only locally raise approximately \$7 million of that \$26 million total. The remainder comes from the State since education is a state funded institution with local school board control.” (Page 132, 2009 Town Report, Superintendent’s Report)

Table 6.1 - Town of Springfield Population by Age Group [Source: U.S. Census 2000*]

1990		2000	
Total Population	9,579	Total Population	9,078
Population by Age Group		Population by Age Group	
Under 5 years	627	Under 5 years	486
5-20	2,062	5-20	1,850
21-24	392	21-24	358
25-44	2,788	25-44	2,354
45-64	1,872	45-64	2,302
65+	1,838	65+	1,728
Median Age	36.2	Median Age	41.6
Total Households	3,877	Total Households	3,886
Persons per Household	2.43	Persons per Household	2.31

* 2010 Census Data not yet available

Public Schools

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 the South Eastern Region of 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 26 children. The Head Start program, which is federally funded, is available for eligible pre-school students. Elementary education is offered at two schools: Elm Hill School and Union Street School. The Riverside Middle School serves grades 6 through 8. Springfield High School is co-located with the River Valley Technical Center.

Recent voter and School Board decisions affecting construction of school properties

In March 2004 at Town Meeting the voters rejected the following Articles:

- ARTICLE 10: Shall the town School District recommend that the Board of School Directors pursue the construction of one consolidated school to accommodate all K-5 elementary school students (one school option). [Failed: 768 Yes to 1,228 No]
- ARTICLE 11: Shall the town School District recommend that the Board of School Directors pursue renovations of and additions to Elm Hill School and Union Street School to accommodate all K05 elementary school students (two school option). [Failed: 956 Yes to 992 No]

- ARTICLE 12: Shall the town School District recommend that the Board of School Directors pursue the construction of a new elementary school to replace Park Street School, and renovations and additions to Elm Hill School and Union Street School (three school option). [Failed: 563 Yes to 1,380 No]

In March 2005 at Special School District Meeting the voters rejected the following Article:

- ARTICLE 1: Shall general obligation bonds of the Springfield Town School District in an amount not to exceed Twenty-Four Million, Eight Hundred Thousand Dollars (\$24,800,000), subject to reduction from available constructions grants-in-aid and state appropriations (estimated to be \$5,700,000), be issued for the purpose of financing the District's share of making certain public improvements, viz: construction of school building additions and renovations, repairs to the Union Street and Elm Hill School buildings, such improvements estimated to cost Twenty-Four Million, Eight Hundred Thousand Dollars (\$24,800,000), and the District's bonded indebtedness for such purpose estimated to be Nineteen Million, One Hundred Thousand Dollars (\$19,100,000). [Failed: 692 Yes to 1,017 No]

In November 2006 at a Special School District Meeting the voters approved the following Article:

- ARTICLE 1: Shall general obligation bonds of the Springfield Town School District in an amount not to exceed Thirty-two Million Eight Hundred Thirteen Thousand Seven Hundred Sixty-six Dollars (\$32,813,766), subject to reduction from available construction grants-in-aid and state appropriations (estimated to be Six Million Five Hundred Eighty Four [sic] Thousand Seven hundred Twenty Two [sic] Dollars, \$6,584,722), [sic] be issued for the purpose of financing the District's share of making certain public improvements, viz: construction of school building additions to Elm Hill and Union Street schools, and renovations and repairs to Elm Hill, Union Street, and Park Street schools, such improvements estimated to cost Thirty-two Million Eight Hundred Thirteen Thousand Seven Hundred Sixty-six Dollars (\$32,813,766), and the District's bonded indebtedness for such purpose estimated to be Twenty Six Million Two Hundred Twenty Nine Thousand Forty Four Dollars (\$26,229,044)? (State funds may not be available at the time this project is otherwise eligible to receive state school construction aid. The District is responsible for all costs incurred in connection with any borrowing done in anticipation of receipt of school construction aid.) [Passed: 1,932 Yes to 1,492 No]

In March 2008 at Town Meeting the voters rejected the following Article:

- ARTICLE 11: Shall the Town School district appropriate an amount of ONE MILLION, SIX HUNDRED SEVENTY THREE THOUSAND, FIVE HUNDRED and 00/100 DOLLARS (\$1,673,500.00) for renovations, repairs, and improvements to the bathrooms and plumbing system at Park Street School? [Failed: 1,062 Yes to 1,773 No]

In March 2010 at Town Meeting the voters approved the following Articles:

- ARTICLE 13: Shall the voters of Springfield Town School District, pursuant to the provisions of 16 V.S.A. §562(7), authorize the Board of School Directors to sell, give, or otherwise dispose of the school building and parcel known as the “Park Street School”, located on 60 Park Street, upon such terms and conditions as the Board of School Directors shall negotiate and determine? [Passed: 1,526 Yes to 549 No]
- ARTICLE 14: Shall the voters of Springfield Town School District, pursuant to the provisions of 16 V.S.A. §562(7), authorize the Board of School Directors to convey the school building and parcel known as North School, located at 49 Main Street, to the North School Preservation Society, Inc.? [Passed: 1,679 Yes to 406 No]
- ARTICLE 15: Shall the voters of Springfield Town School District, pursuant to the provisions of 16 V.S.A. §562(7), authorize the Board of School Directors to sell, give, or otherwise dispose of the school building and parcel known as Southview School, Parcel ID# 033/1/01.1, located on South Street, upon such terms and conditions as the Board of School Directors shall negotiate and determine? [Passed: 1,616 Yes to 460 No]
- ARTICLE 16: Shall the voters of Springfield Town School District, pursuant to the provisions of 16 V.S.A. §562(7), authorize the Board of School Directors to sell, give, or otherwise dispose of the school building and parcel known as East School, Parcel ID# 027/5/03, located on 199 Summer Street, upon such terms and conditions as the Board of School Directors shall negotiate and determine? [Passed: 1,573 Yes to 511 No]

LEAP for K – 8 Students

Springfield Schools offer before and after school and summer programs at Park Street School. These programs include: LEAP Kid’s Club Social Enrichment, 21st Century Enrichment Club and Homework Café/Tutoring, and Summer Daze a weekly theme based Summer Camp. See the Union Street School or Elm Hill School website:

<http://uss.ssdvt.org/Pages/index> for LEAP details.

LEAP 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

K through 12th Grade

Elementary school grades kindergarten through second grade are offered at Elm Hill School. Third through fifth grades 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 and the Howard Dean Education Center (HDEC).

Elm Hill School, whose cornerstone was laid in 1948, was remodeled and expanded over the past few years and now has a planned capacity of 300 grades K-2 students. Union

Street School, which opened for students in 1951, was remodeled and expanded over the past few years, and now, has a planned capacity of 300 grades 3-5 students. Both school are self-contained, and include fine libraries and stages for the arts, as was recommended in the last Town Plan. For more on each school, school programs and events go to: <http://www.springfield.k12.vt.us/Pages/index>

Table 6.2 Springfield School enrollment projections.

School Name	Capacity (approx.)	FY 10 enrollment	FY 11 enrollment	Excess Capacity (est.)	FY 12 projected enrollment
Elm Hill School (K - 5)	300	313	299	1	311
Union Street School (K - 5)	300	280	294	6	305
Riverside Middle School (6 - 8)	450	326	317	133	309
Springfield High School (9 - 12)	700	492	458	215	493

*Source - Superintendent of Schools Office

Riverside Middle School opened as Riverside Park School in 1956 and is also known as Riverside Junior High. Current enrollment is 317 students, as opposed to 326 in FY10. Springfield High School was built and ready for students in 1968, but the building was destroyed by fire that year. Rebuilt, Springfield High School was opened for grades 9 through 12 in 1969. Current enrollment is as shown in Table 6.2, above.

Total Elementary School enrollment in the Springfield School District was 596 and 593 for fiscal years 2009 and 2010, respectively, and projected at 598 for fiscal year 2011. Actual FY11 figures show current student population at Elm Hill School, K-2, is 299 students and at Union Street School, 3-5, 294, i.e., 593 students. [See Table 6.3, below]

Until July of 2010, the Gateway Program was housed in the old East School on Summer Street in Springfield. The voters authorized the Springfield School District to sell the East School building at the 2010 town meeting. The Gateway Program relocated to the Nolan Murray Center on Pleasant Street during the summer of 2010. The program serves students with

emotional and behavioral challenges that make thriving in a regular school setting difficult. Students are transported from their home schools to the site every day. They come from Bellows falls, Chester, Londonderry, Ludlow, Windsor, West Lebanon, NH and Claremont, NH and all parts in between. Gateway is a K to 12 program that offers students smaller class sizes with a greater level of adult support. The staff works with students to identify and teach the academic and social skills needed to successfully transition back to their home school. The current Gateway enrollment is 32 students.

*** See Table 6.2, this table assigns K-2 to Elm and 3-5 to Union 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 21 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.

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.

The River Valley Technical Center (RVTC)

The River Valley Technical Center School District is in its fourth year as an independent school district serving students in the RVTC service region. Member districts of the RVTC School District include Bellows Falls Union High School District #27, Black River Union High School District #39, Green Mountain Union High School District #35, and Springfield School District. Voters are invited to attend the RVTC Annual Meeting in late February 2011 (date and time to

be announced), at the Springfield High School Cafeteria, followed by a budget information session. Voters of the member districts will have the opportunity to vote by Australian ballot on the FY 2012 River Valley Technical Center budget at their own town meetings on March 1. 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, 307 South Street, Springfield, Vermont 05156. Among the finest technical centers in Vermont, 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 technology needs for business and industry are evolving, and the Technical Center is an important component in the economic development of our region. The River Valley Technical Center serves the high schools of Springfield, Green Mountain, Bellows Falls, Black River and Fall Mountain Regional School District.

RVTC offers technical training to high school students and adults who wish to improve their skills, preparing students for employment and/or college. The curriculum is based on national and industry standards. In some cases, dual credit is allowed for high school and college. RVTC also works with area businesses to provide specialized training programs to help them remain competitive in a global economy. The Center is undergoing tremendous growth and public involvement. All members of our community are invited to visit the Center and explore the shared challenges and unique opportunities for a strong future.

Source: <http://www.deancenter.org/main.php/RiverValleyTechnicalCenter>

Three River Valley Regional Business/Education Partnership

When school and work come together, it creates a business/education partnership. This collaboration makes learning fun because students learn how their school studies are important in everyday life.

School-to-work programs are designed for students of all grade levels, K-12. These programs help students gain insight into careers they may wish to pursue by meeting different employers and experiencing a variety of occupational opportunities. This early exposure can be of great benefit.

Everyone benefits from school-to-work partnerships:

- Employers visit schools to bring real-life experience to the classroom.
- Summer Technical Camp provides regional middle-school students with fun-filled, weeklong, exciting technical learning opportunities during their summer break.
- Employer/Teacher Internships create opportunities for teachers to enhance professional development skills for classroom use.

Source: <http://www.deancenter.org/main.php/ThreeRiverValleyRegionalBusiness/EducationPartnership>

Higher Education and Technical Training — Howard Dean Education Center*

A world of educational opportunities awaits you at The Howard Dean Education Center (HDEC)

offers a world of educational opportunities. In the HDEC the excitement, pride and dedication to higher achievement is palpable.

Students enthusiastically share their educational experience, and recognizing they are part of a learning environment that is unique in many ways.

What makes The Dean Center special is the wide range of learning opportunities presented by leading educational institutions in northern New England and all offered in one convenient location. These educational "partners" include:

- Community College of Vermont
- Johnson State College
- Learning Partners Child Center
- Three River Valley Regional Business Educational Partnership
- River Valley Technical Center
- Vermont Interactive Television
- Vermont State Colleges
- University of Vermont

Programs offered at The Dean Center are the direct result of area business leaders and education providers working together to assess needs and provide services.

From the in-house restaurant that offers culinary students a resource to offer private catering and luncheons, to classrooms equipped with smartboards and the latest technology, to the on-site Vermont Interactive Television studio that allows programming from anywhere in the world, the Dean Center truly works. The facility's state-of-the-art classrooms and equipment breathe life to a vision of a unique educational system that strives to be extraordinary in every way.

	 <p>External Degree Program</p>	<p><u>Learning Partners Child Center</u></p>
 <p>River Valley Technical Center</p>	 <p>Three River Valley Regional Business/ Education Partnership</p>	 <p>The UNIVERSITY of VERMONT</p>



*Source: www.deancenter.org

Community College of Vermont

The Community College of Vermont is a Vermont State College providing quality, affordable education to over 8,000 students each year at 12 locations throughout Vermont and via the Internet. CCV is an open-admissions college that welcomes students of all ages and backgrounds. CCV is nationally known for its focus on student learning and expertise in working with adult students.

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.

Students may register for classes during the month preceding the start of each semester. For a description of scheduled classes, request the Semester Course Schedule.

At CCV there are many options:

- Take a class or two that interests you
- Take classes to transfer to another college
- Earn credit for prior learning acquired on the job
- Pursue a career certificate
- Enroll in a degree program

Whatever your goals, we invite you to join the CCV community, where you'll meet new people, explore exciting ideas, and build useful job skills. And at CCV it's easy to get started. For more information, visit CCV's website at www.ccv.edu.

Source: <http://www.deancenter.org/main.php/CommunityCollegeofVermont>

Johnson State External Degree Program

Not everyone has the opportunity to earn a bachelor's degree right after high school or during the day on campus. Not everyone wants to. For more than 25 years, the Johnson State External Degree Program (EDP) has been helping Vermonters complete their bachelor's degree in ways that complement, rather than conflict with, the rest of their busy lives. EDP is flexible, economical, and available statewide.

FLEXIBILITY - Adults need flexible learning formats and schedules, and they have the motivation and self-discipline to take full advantage of them. EDP courses and learning formats are

designed with the mature learner in mind.

Students earn credits in a variety of ways, including:

- Courses held statewide on weekends or Sundays;
- Online courses;
- Evening courses;
- Courses at Johnson State College, when possible;
- Courses at other institutions; or
- Credit for life experience.

Most students combine these learning options for a program that is truly flexible and geared toward meeting their needs. For the five degrees routinely offered through EDP, it is possible to do most courses close to home. It is not necessary to take courses on the JSC campus, although EDP students are welcome to do so.

REASONABLE COST - Tuition for EDP is the same as at all the four-year Vermont State Colleges currently the lowest in Vermont for a bachelor's program. Financial aid is available for eligible students taking six credits or more per semester.

STATEWIDE PROGRAM, LOCAL ACCESS - EDP advisors are located at all CCV sites, and many EDP courses take place at CCV as well.

With local advising, statewide courses, online courses, and a statewide pool of more than 100 talented instructors, the EDP offers students great flexibility and a rich array of resources for completing a bachelor's degree.

The External Degree Program has been serving Vermonters and residents of neighboring states since 1978. More than 1700 people have earned bachelor's degrees through EDP. With the help of their degrees, many graduates have advanced in their careers or gone on to work in management, teaching, human services, health care, law enforcement, and many other fields. Currently, more than 400 students are enrolled in EDP statewide.

Source: <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. Our mission is to provide a happy, safe and nurturing environment in which children can thrive. Children are encouraged to draw upon their strengths as they develop a positive self-image. Our knowledge of child development provides the foundation for our teaching, and our approach is based on research that shows children learn best through play. World of Discovery provides an environment where children are free to explore, investigate and be active in their own learning.

At World of Discovery III, we appreciate our families and feel that communication is an essential part of our success. We communicate with parents in a variety of ways. There is daily

contact during arrivals and departures, a parent information board and monthly newsletters to keep parents informed about their child's activities and progress.

We are in partnership with the Springfield School District Publicly Funded Prekindergarten Education Program. We also work closely with the River Valley Technical Center Human Services program. We consider them an integral part of our school. 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 our children. Students are supervised at all times by our staff and assist in the daily routines of our center.

UVM at HDEC

As Vermont's only research university, the University of Vermont serves the entire state with a variety of programs and services. UVM offers many of its courses and programs live in classrooms around the state, via Vermont Interactive Television's and the University's own interactive television networks, and/or over the World Wide Web.

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. For more information, please contact us by calling 800-639-3210 or e-mailing learn@uvm.edu.

Source: <http://www.deancenter.org/main.php/UniversityofVermont>

Vermont Interactive Television (VIT)

VIT is a statewide and worldwide videoconferencing and distance learning system that can save you time and money. If you're tired of traveling to courses or meetings and want to make the most of your valuable time, then VIT may be just right for you. VIT-Springfield can be your gateway to all of Vermont as well as the world. Since its inception in 1988, thousands of Vermonters have discovered the advantages of VIT.

Many events on Vermont Interactive Television are open to the public. Click on the Event Calendar to find information about a class or event that may be of interest to you. If you would like a tour or demonstration of our Springfield facility, please contact Shannon Devereux, Regional Manager at sdevereu@vitlink.org or (802) 885-8376.

For more information on VIT's videoconferencing services, click www.vitlink.org to find more information.

Source: <http://www.deancenter.org/main.php/VermontInteractiveTelevision>

Vermont State Colleges

The Vermont State Colleges' primary goal is making sure every Vermonter has access to higher education.

Our partnership with the Howard Dean Education Center is a perfect example. Springfield is miles from the nearest college campus, but the state colleges are delivering a range of academic programs in town for local residents. These include programs from the Community College of Vermont (CCV), Johnson State College and Vermont Technical College. The VSC also oversees the work of Vermont Interactive Television, which runs a studio at the Howard Dean Education Center.

Every year, more than 11,000 students enroll in the Vermont State Colleges, and tens of thousands more take part in workforce education and training programs. We're thrilled to expand our offerings in the Springfield region and welcome one and all to the Howard Dean Education Center.

Source: <http://www.deancenter.org/main.php/VermontStateColleges>

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. In addition, facilities that are located near residential clusters, schools, the workplace, or public transportation may reduce automobile trips and congestion. Chapter 117 now includes as a specific purpose 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 14 registered homes and 10 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, 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 both 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 62 for publicly funded pre-k education: 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 the spring of 2009, the Springfield School District conducted a community needs assessment to determine the need, desire and capacity for the district to provide publicly funded pre-kindergarten services under Act 62. With the school board's approval Springfield School District began implementing the program in the fall of 2009 by enrolling 50 children ages 3-5. In 2010, the district will enroll 75-80 3-5 year old children in 6 quality pre-k programs achieving 4 or more STARS and/or having NAEYC accreditation. These qualified Early Education establishments are various locations throughout the Town and out of District locations near the place of employment of a parent or guardian.

Goals:

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 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. Having reached 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. Divest from public ownership the structures and parcels at Park Street, East Street, Southview and North Schools as overwhelmingly authorized by the voters at Town Meeting in March, 2010.

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, conducting 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 62.

Objectives:

Education

1. In furtherance of Goal 2, above, continue to support the advancement and expansion of educational and career training opportunities at the Howard Dean Educational Center.
2. In furtherance of Goal 2, above, 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. In furtherance of Goal 2, above, encourage other colleges and universities to offer college accredited courses at HDEC.
4. Develop the use of Vermont Interactive Television and the Virtual Learning Collaborative to its full potential.
5. In furtherance with Goal 2., above, reach out to and cooperate with private employers assist 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 skilled employees as instructors in the trades and providing up to date educational materials and equipment on which to train at HDEC.
6. 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.

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.

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 roadway infrastructure and traffic patterns. In Springfield, the first major road through Town was the Crown Point Military Road, which extended from Charlestown, NH to Crown Point, NY. Later,

roads and railroad spur were located in the flat Black River valley due to the topography of the surrounding hills and the use of waterways for powering early industry.

The roadway network in Springfield is largely the same as it was 100 years ago. A few local roads have disappeared, several have been improved and paved, but the pattern remains very similar. Three major transportation developments influenced the modes of transportation in town. In 1868, Springfield interests contributed time and labor to cut through a hill and build a railroad to reach Sullivan County at a point closer to the Cheshire Bridge than Charlestown. 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 Bike and Recreation Trail (BART), a bike and pedestrian trail, 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 this airport is little used for commercial air transportation, it is an important transportation asset for movement of personnel and shipment of manufactured products for industry 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.

The location of the interstate in relation to industrial areas impacts the number of trucks and heavy vehicles using Route 11 through the center of town. However, the current amount of such traffic 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. There are not enough financial resources or wide enough rights-of-way to address all the shortcomings. There are some traffic delays and some circulation congestion because of the narrow Black River Valley, the location of Route 11, some intersection misalignment, and narrow and varying road widths. When the time is right, money is available and private property rights are not unduly infringed, some of these should be addressed.

This chapter examines the existing transportation infrastructure in Springfield and discusses possible solutions to transportation problems. 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. When affordable and practicable, alternative forms of transportation, and the facilities to accommodate and make them possible can relieve congestion.

Roads and Bridges

The Town of Springfield maintains 123.55 miles of Class I, II and III town roads and owns an additional 5.05 miles of Class IV roads that are not maintained. Routes 5, 11, 10, 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.

Road Classification

<u>Highway Class</u>	<u>Class Definition</u>	<u>Mileage</u>
Class I	Primary Town Highways	2.88
Class II	Secondary Town Highways	19.94
Class III	Municipally maintained roads	100.73
Class IV	Non-maintained roads and trails	5.05
State Interstate	Interstate Highway No. 91	9.03
State Highways	State Route 11	5.38
	State Route 106	3.74
	State Route 10	.83
U.S. Highways	U.S. Route 5	9.12
Total Traveled Highways		151.65

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

Road Condition

The Public Works Department maintains databases with road and bridge conditions and schedules maintenance based on that data. Of the 123.55 miles of Town maintained road, 85.39 miles have a condition rating of 71 (out of a possible 100) points or better. The Public Works Department last surveyed the Town roads in 1998, and since that time have repaved, rebuilt or added gravel to approximately 44.72 miles of road (27.11 miles rebuilt and repaved, including state aided paving, 17.39 miles gravel added). After this work these sections of the Town roads are rated 80 points or better.

The Criteria for Evaluating Road Sufficiency are based on structural condition, service, and safety are as follows:

Criteria	Total possible points	Description
Structural Condition	50 points	Structural condition describes the physical state of the highway and its ability to carry its present traffic load. Points are deducted for problems with the road foundation, earth slides, drainage, and pavement conditions.

Safety	25 points	Safety evaluations consider design characteristics, such as roadbed width, surface width, sight distances, consistency of alignment and grade, as well as, accident frequency.
Service	25 points	Includes factors such as the efficient movement of traffic, excessive grades, surface width, restricted clearance or any other combination of elements that curtails service to the motorist.

The Road Sufficiency of the Town highways is:

<u>Road Sufficiency Rating</u>	<u>Mileage</u>
Town Highways Rating 71 points or better	85.39
Town Highways Rating 51 to 70 points	27.63
Town Highways Rating 50 points or less	10.53
Total Town Highway miles (Class I - III)	123.55

Bridge Condition

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.

The Criteria for Evaluating Bridge Sufficiency are as follows:

Criteria	Total possible points	Description
Structural Adequacy and Safety	55 points	Condition of the superstructure, substructure or culvert to support traffic.
Serviceability and Functional Obsolescence	30 points	Evaluates other maintenance and performance issues, the volume of traffic that the bridge serves, and the ability of the bridge to accommodate current traffic demands.
Essentiality for Public Use	15 points	Evaluates the impact of retiring the bridge in terms of traffic volume and length of the consequent detour.

The State categorizes the bridges, based on the above criteria, with the following categories for structural condition ratings:

Points	Category
---------------	-----------------

0-50	Poor: Eligible for replacement
50-80	Fair: Eligible for rehabilitation
80-100	Good.

The town bridges are on average in the “Fair” category, with most of them in the 60 to 90 point range. Since 1998 eight bridges have been reconditioned. There are ten remaining bridges in the low “Fair to Poor” category.

The Paddock Bridge is an historical Town-owned bridge. Because of its “historical” designation, there is 100% non-Town funding to rehabilitate this bridge. The bridge was completely restored, the roadway paved and striped, all completed in the spring of 2010.

Two state-assisted, on-system bridges are the McDonald’s Bridge and the Community Center Bridge, both on Route 11. The Community Center Bridge has been completely reconditioned, with the work completed in the spring of 2010. The McDonald’s Bridge is in the State Capital Budget for reconditioning potentially within the next five to seven years.

Improvements to Harry Hill’s (Bridge 57) bridge in North Springfield are under construction in 2012. The small bridge (Bridge 56 Main St N Springfield) west of Fairbanks Rd. is posted and needs rehabilitation for weights above five tons. No work has been scheduled for this bridge.

Intersection Congestion

Peak morning and afternoon traffic congestion and conflict of movement occur at three signalized intersections: 1) Main/Park/Summer Hill in the downtown, 2) at Clinton and South Streets, and 3) in the area of the Springfield Plaza at both the Plaza signal and at the intersection of Routes 11 and 106.

Main/Park/Summer Hill

The narrowness of Summer Hill and Park Streets and the westbound Main Street at this intersection, as well as on-street parking on Main Street in both directions, cause congestion at this signal. The location of the State Office Building on nearby Mineral Street adds to the traffic count and conflicting turning movements at this intersection. However, the new signals and accompanying computer controls have greatly alleviated the congestion and time delays at this intersection.

The narrowness and on-street parking make improvements, in addition to the signal system, difficult to implement. Parking is at a premium in the downtown area. If the on-street parking were eliminated on Main Street for a short distance on both approaches to the intersection, the added width could be used for dedicated right turn lanes for Main Street traffic onto Park and Summer Hill Streets. This could relieve some of the back up on Main Street in both directions.

Clinton Street/South Street/Mineral Street

The Clinton Street/South Street/Mineral Street intersection has a confusing set of islands, and an abrupt change in direction for main traffic flow. A “roundabout” solution has been suggested, however, the State of VT has control over this intersection and any solution rests with them.

Springfield Plaza

The location of the Springfield Plaza, McDonald’s intersection, and the number of turning movements in and out of these locations, lack of a dedicated right-turn lane into the plaza from Route 11 eastbound, and the alignment of the Route 11 and Route 106 create congestion. Should major reconstruction take place at this site, realignment or reconfiguration of Route 106 southbound as it approaches this intersection may relieve some of the congestion here. In the past few years the signals have been updated with a better computer program that has improved the traffic flow at this intersection.

The town would greatly benefit from collecting information on traffic counts along local roads, turning movements at the main intersections, and parking usage at the municipal lots. Presently, data on traffic volume on municipal roads or the usage of municipal parking areas is not available. It is important to know if and how any of these are changing, to identify areas needing improvements, and to plan the implementation of improvements according to a needs priority.

Exit 7 Interstate Interchange

The Exit 7 Interchange serves several purposes. It is the gateway to the town for commuters, tourists, goods transporters, 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. Particular attention should be paid to retaining the present natural and scenic characteristics of the interchange area, and traffic should continue to move efficiently to take people from the Interstate to the downtown.

As employment centers in the Upper Valley continue to expand, more and more commuters are expected to drive from locations to the north and south of the Hanover/Lebanon areas. The temporary Park & Ride facility is well used and should be improved and made permanent. The BART bike and pedestrian path crosses under the Interstate. Any development activities that take place in the area should ensure the safety of bicyclists and pedestrians using this path. In order to address the issues of concern around the Exit 7 Interchange, the town could consider the following: 1) assure compliance with the Town’s access management program to control curb cuts; and 2) support a permanent Park & Ride lot.

Downtown

While the number of parking spaces in the downtown may be adequate for the needs of local businesses, on-street parking on Main Street is at a premium. There are two factors that cause

the parking crunch: inadequate signage directing drivers to nearby parking, and owners and employees parking in spaces that were planned for or should be left available (e.g., on-street parking) for their customers and patrons.

There is a need for clear and visible directional signs and better line markings for the parking lots across the Park Street Bridge. There is also a need to designate certain areas for employee parking for both downtown businesses and the State office building, and others for short-term parking for customers of Main Street businesses. The State employee parking lot that lies between Mineral Street and the river is underutilized. Likewise, the parking lot behind the Bank Building is underutilized and, provided arrangements could be made with the owner of that building, could accommodate downtown business owners, employees and their customers. State employees often use the lot on the westerly end of the Park Street Bridge, whereas it would be an ideal location for short-term overflow parking for customers of Main Street businesses.

The Parking Enforcement Officer is enforcing the two-hour parking limit for on-street and some Municipal lot parking. His efforts have reduced the use of Municipal lot parking spaces by unauthorized users, including State employees and downtown tenants. Many of the latter have not leased spaces for their vehicles. This enforcement, along with a cooperative effort of owners and employees to park in the proper off-street lots, will continue to assist in keeping the street parking available for customers and patrons. However, the “cooperative effort” lacks unanimity among those owning businesses and/or employees of such businesses in the downtown. 100% cooperation is needed to make the effort work. It does no good for one owner to leave the on-street parking for his customers, if the owner or employee of a neighboring business parks in front of his store.

Traffic Flow and Emergency Response

Traffic flow through downtown is congested during peak hours. Factors, which have an impact on westbound traffic, are: on-street parking and traffic signalization at the Main Street/Park Street/Summer Street intersection. Factors impacting the flow of eastbound traffic entering downtown from the head of the Square are: no left turn lane for the movement to Elm Street and Valley Street and on-street parking. Of these factors a.) The new signals and computer system at the Main, Park, Summer Sts. Signal have made the problem dramatically less severe, and b.) Installing right turns lanes on Main St. both the westbound and eastbound at this signal would reduce the congestions, but would further reduce parking for the downtown businesses. 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.

Ski Traffic and Commerce

While congestion is a problem in downtown Springfield during the week, at other times businesses in the downtown would like to see more traffic travel through town. Much of the

ski traffic to and from Okemo Mountain and Killington bypasses Springfield, using Route 103 through Chester and Rockingham instead of Route 11 through Springfield. Signage on I-91 giving motorists the information that Okemo can be accessed from Exit 7 and signage at Gassetts, emphasizing that I-91 can be reached by a left turn onto Route 10 might bring more skiers through Springfield. Additionally, after Ludlow, there is little opportunity for inbound skiers to grocery shop and for outbound skiers to stop and eat on the way home. There are businesses and services unique to Springfield and not available in Chester or Ludlow. By routing traffic through Springfield, all businesses are exposed to more persons, who may return during their visits to Okemo or Killington to shop in Springfield.

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 addresses are now assigned to all locations. E-911 addresses are intended to allow emergency services to find the place to which they are being summoned, i.e., the place where the emergency exists. E-911 numbers are mandated so that the resident or business owner in peril can be found. These numbers should be 1.) Actually posted, and 2.) Clearly and prominently located on all parcels, rural and downtown, to allow efficient and timely response for emergency services.

Scenic Roads

Route 5 on the eastern side of town and Route 11 from the Exit 7 Interchange to the downtown have been designated scenic byways as a result of the Connecticut River Scenic Byway feasibility study that was completed in 1997. The Connecticut River Scenic Byway corridor includes roads on both sides of the Connecticut River from Massachusetts to northern Vermont and New Hampshire. State designation of scenic byways allows town's access to funds for protection and enhancement of resources along the named roads.

Alternative Forms of Transportation

Public Transit

Connecticut River 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.

Connecticut River Transit also provides van service to the elderly and disabled for medical appointments, shopping, personal trips, and Adult Day program and to the Senior Center. The rider can arrange this by calling 24 hours ahead of time to make the arrangements.

Park and Ride

Park-and-ride lots are effective in reducing single-occupant vehicle use when they are located along routes that are used by the majority of commuters in a given area, and combined with stops by the local and inter-community public transit providers. The 1995 Regional Transportation Plan used 1990 Census data to evaluate the commuting patterns in the Region. According to the study ride-sharing and the use of park-and-ride lots is most likely to be utilized when commuters are traveling longer distances and the potential financial savings are greater. Therefore, external commuting patterns (those trips with destinations outside the Region) were given the greatest weight in determining locations for effective park-and-ride facilities.

Springfield is one of three towns in the Region, which are major sources of persons commuting out of the area for work in, most commonly, Claremont, NH; Lebanon, NH; Rockingham, VT; Hanover, NH; Woodstock, VT; Hartford, VT; and Rutland, VT.

The temporary Park & Ride facility on state land at Route 11 and Missing Link Road serves is well used by commuters. This facility should be paved, properly lit and made permanent.

Bike and Pedestrian Facilities

The BART bike and pedestrian facility, which runs from the Connecticut River to the Nortrax property on Clinton Street, was meant to be the first of three stages of a bike and pedestrian way through the Town of Springfield. Provided some river buffer and floodplain issues can be resolved and funding found, this path would be extended westerly to Bridge Street near the recreation center. Plans had called for the bike path to eventually reach North Springfield, in order to provide a non-motorized vehicular access from the Connecticut River to North Springfield.

Pedestrian access to most of Springfield via sidewalks is excellent, but the condition of concrete and paved sidewalks is not universally good. As village streets are improved and/or rebuilt, sidewalk retention and maintenance has been and should be a priority.

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 and interfaces with NER in Bellows Falls, and could be accessed in Chester and Gassetts, VT.

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

Sources: Vtrans, NHDOT, UVLSRPC, SWCRPC

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, and once had regularly scheduled airline service. The airport's primary runway, Runway 5/23, at 5,498 feet, is, after Burlington International, the second 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, Crown Point Aviation provides fixed based operator 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, including Hancor 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 balancing act 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.

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 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.

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 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.

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.

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. 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.

Fire/Ambulance Department

A new structure for the Springfield Fire Department and Ambulance was constructed in 1978-79 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.

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 facilities for basketball, bowling, pool and other organized activities. The structure is in need of interior and exterior modernization as funds are available.

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. Despite all of the additions and renovations, the Library has retained its historical flavor. With the development of new formats (i.e. audio books, CDs & DVDs) and information technology, the Library has reached full capacity. Additional space for computers, programs and materials will be required to meet the increasing demand for, and preserve the quality of, library services.

Public Works Garage

The Public Works Garage 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 town garage in order to protect the aquifer. Since that time, the Public Works Garage 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. Although the building needs more room for administration, this site remains a good location for the Town Garage.

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.

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. The CSO project is in the last of six contracts and the work should be completed in 2010. These six CSO stages included 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. The upgrade of the facility to an average daily flow of 2.4 million gallons with the proper handling of phosphorous was completed in 2004. In 2002 the average daily flow was 1.2 million gallons per day with a capacity of 2.2 million gallons per day.

With the CSO projects complete, the Town is currently conducting effectiveness studies which should be complete in about two months. The Town will fix any problems found. 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 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.

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 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 should continue efforts to investigate markets for additional products, and should provide maximum feasible accessibility to the public in order to increase the volume of recyclables collected.

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.

Infrastructure

Highways

An obvious factor pertaining to all Vermont roads is topography, and Springfield is no exception. Early roads were expanded foot trails and some still retain that character. Village roads were established based on population and land use. Farms were established on the hills and along the Connecticut and Black Rivers. Working populations settled along the terraced hillsides near the river and factories, creating steep and narrow accesses. The Town has approximately 155 miles of highway, and the Town maintains 125 miles of that system. These are Class I, Class II and Class III highways. Class IV roads are not regularly maintained by the Town. These roads are an important recreational resource and should be retained, whether or not they are maintained. The Town has adopted the Vermont Local Roads Model Road and Bridge Standards and new construction is in compliance with those standards. The Town has in place a ten-year program for resurfacing paved roads. However, funding for this purpose has often been determined not to be priority in nature. Many roads require repaving at a greater rate than every 10 years because roads were paved without first rebuilding the road base. The programs for minimum construction standards, as well as the care and maintenance of highways, need to be adhered to. Gravel and dirt roads are subject to the unexpected weather conditions, which often require emergency repairs. The question concerning the need to pave some gravel roads should be considered when major repair or maintenance of any road is

being planned.

The Exit 7 interchange was designed to provide efficient access from I-91 to the State Highway Route 5, 11, and 106. It functions to provide services for trucking firms and long distance travelers seeking fuel, food and other related amenities. Although the provision of goods and services is an important service, the primary function of an interchange is to provide efficiency, safety, capacity and movement of vehicles to interconnecting roadways.

Development adjacent to the interchange and along the Charlestown Road has been intentionally limited by the design and conditions placed upon the extension of sewer and water to the prison, and by the adoption of a special zone to regulate construction and use in the area of the interstate.

Accessory Infrastructure

Replacements of sidewalks, guardrails, and bridges, bridge maintenance, and tree removal have all been addressed in scheduled programs.

The BART bike and pedestrian path, constructed in 2001, along the Black River from the Nortrax property to the Connecticut River, is a welcome addition for the recreational pursuits of local residents and visitors. This was the first of three planned phases for the bike and pedestrian path from the Connecticut River to the village of Gassetts in the town of Chester. Citizen interest, as well as conceptual plans, for completing the other two phases (the town center phase and River Road to North Springfield phase), await Agency of Natural Resource, Division of Environmental Conservation consideration and approval for buffer development and flood hazard issues, as well as the availability of funds.

Wellheads/Water Supplies

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 the Town residents voted to retain ownership of the dam. However, Springfield does not currently have

plans to reconstruct the dam and build the infrastructure necessary to treat surface water and transport it to the village.

The Town constructed a new 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, which 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.

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.

The current municipal sewer system is approximately 75 years old and is experiencing problems associated with age.

The Combined Sewer Overflow (CSO) project separated the storm water from the sanitary sewer system by constructing a storm water system. While some sewer lines were replaced in conjunction with this project, most of the main was not upgraded. The State required all collection systems to develop a Sewage Spill Prevention Plan (SSPP). As part of development of the SSPP the Town will be doing TV inspection of all sewer mains and develop plans to repair deficiencies.

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.

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 last Combined Sewer Overflow (CSO) project separated storm water from the sanitary sewer system by constructing a storm water system. The Town still needs to develop a long-term plan to deal with private in-flow, sump pumps, roof drains, etc.

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 considers 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 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

Central Vermont Public Service Corporation and Green Mountain Power provide 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 Howard Dean Education Center 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 the surrounding area. Finally, the addition of the new Southern Vermont Correctional Facility near the I91 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 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

Historically Springfield had one natural asset which distinguished it from many communities, substantial water power. While not large compared with Bellows Falls, it was a valuable source of energy, especially in a community where the alternate source, coal, arrived with a six mile

team haul as the final part of an already long journey. The water power in the village totaled in availability about 700 horsepower, of which a maximum of about 350 horsepower was developed at eight dam sites.

The plants were all “run of the river;” that is, there was no substantial storage behind any of the dams. They delivered little power in times of drought; and were generally inoperable in time of flood, because the high water in the tail races — the lower side of the dam — drowned out the head. As what would now be called firm power they were worthless, never the less in the days of high cost thermal power and before electric transmission lines these dams were a real catalyst for industrial establishment. In 1970 none of the plants were operating and most of them had been dismantled.

The rising cost of sufficient energy to maintain a viable community has led to efforts to conserve existing energy resources and to search for alternative solutions to energy problems. The Town of Springfield is meeting these challenges with policies and strategies for greater energy efficiency.

Electric Power

Green Mountain Power (GMP) 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, however, revitalization of the dams became an issue, first to the Town and then for Central Vermont Public Service and Westinghouse. Five dams are currently producing hydro power for sale: Fellows Dam, Comtu Fall Dam, Slack Dam, Lovejoy Dam, and Gilman Dam. GMP has a total of four stations in Springfield, serving all of the households that have electric power. The number of households not served by electric power (“off the grid”) is unknown. (Refer to the Base Features Map for detail of transmission lines.)

There are currently two additional proposals for independent power generation in Springfield; a large scale hydro project located at the North Springfield Reservoir (dam is owned by the Army Corps of Engineers) and a wood fire plant proposed for the North Springfield Industrial Park.

The dams that are currently in operation produce power that is sold to GMP and then is sold back to customers. If local industries could directly access and use or store hydroelectric power, it would make this power source a far more efficient and profitable one for the Town. Proposals for re-licensing of hydroelectric generators should consider local uses of the power generated as well as environmental factors such as fish passage.

Alternative Energy Resources

Like most of the electric power that is available to Springfield residents, fuel oil, gasoline and propane must be imported from other places. Wood is another source of fuel for heat and may be harvested from forests in town as well as from nearby towns. It is the intent of the Town to

conserve these resources and to promote genuinely sustainable and low environmental impact alternative energy resources.

The Sustainable Valley Group is a Springfield-based organization whose mission is “to promote the generation and implementation of ideas to bring about a financially and environmentally sustainable economy.” The main focus of the group is to promote sustainable technologies such as biodiesel and other sources of alternative energy and green technology. One goal of the Southern Windsor County Strategic Economic Development Plan (see Economic Development Chapter) is to develop an incubator for businesses that are pursuing renewable energy and other sustainable technologies.

Wind, solar and biomass are potential alternative sources for generating electricity. Building location and design are very important for taking advantage of these resources. Installation of insulation and 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 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 with the least possible negative impact on natural and scenic resources, and avoids avian flyways.

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's or indirectly by concentrating solar power where solar power uses the sun's energy to boil water which is then used for power. 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 store energy in batteries and convert it to electricity for later use.

Given that sunlight is not a constant, often time's solar power is 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 to be used in slow times.

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. There are two, large biomass /wood fired facilities in Vermont; Ryegate and the McNeil facility in Burlington, the Ryegate facility produces 20 MW and the McNeil facility produces 50 MW of electricity. In addition to these large facilities there are many smaller facilities such as schools, hospitals and office buildings that use biomass / wood pellets to heat and produce electricity.

While biomass plants are an excellent source for the utilization lower quality forest products, issues have been raised regarding the impacts on air quality, forest health and water consumption with regards to the larger plants.

Biomass is biological material from living organisms, most often referring to plants or plant-derived materials. 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 with the least undue adverse impacts on air quality, traffic, natural and scenic resources as well as impacts related to the environment.

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. Both an Energy Coordinator and an Energy Audit could help to reduce the overall usage with Springfield.

The Energy Coordinator is appointed by the Select board and acts as a resource to the town on energy efficiency. It is the responsibility of the Energy Coordinator to research and study alternative sources of energy that may be more efficient and economical for use in Springfield. The appointed coordinator shall also help to develop policies to support alternative energy as well as promote energy conservation within town. The Energy Coordinator may also take on the responsibility of conducting an energy audit.

An energy audit should be made to determine the specific energy conservation measures needed to improve efficiency in town buildings. 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

In 2000, Efficiency Vermont contracted with the Vermont Public Service Board to become the

State's first energy efficiency utility. The utility provides technical assistance to businesses, builders, and homeowners and operates an incentives program available to commercial, industrial, agricultural and institutional electric service customers. Since 2000, Efficiency Vermont has saved more than 307 million kilowatt hours in annual electric energy, reduced the demand for oil by 7 million gallons (over the lifetime of currently installed measures and saved Vermonters \$5.7 million in annual electric, fuel and water savings in 2006 alone. With a grant from Efficiency Vermont (www.encyvermont.com) the Town replaced its street lights with energy-saving LEDs.

Measures to achieve reduction in energy demand in residential areas include the use of cost-efficient alternative energy resources, including renewable resources, for both new homes and additions/renovation of existing homes; the construction of energy efficient new homes; increasing public awareness among town residents of the link between cost savings potential and the practice of energy conservation and the use of alternative energy resources. Currently, Act 250 requires an energy efficiency element for all projects that come under environmental review. The Town should examine the potential for providing incentives or tax credits for energy efficiency in residential development. Architects and builders should be encouraged to examine alternative energy resources in the design and construction phases of residential development. Where feasible, the placing of residential units should maximize the energy benefits to be gained and should take advantage of existing infrastructure.

Energy Use

On March 19, 2008, Governor Douglas signed The Vermont Energy Efficiency and Affordability Act. Listed below are important is how the act will continue to increase Vermont's use of renewable energy:

- Establishes a new and simplified permitting process for meteorological stations used to measure wind resources
- Creates a new heating energy efficient program for Vermont
- Requires studies on increasing the use of biodiesel by state government
- Requires studies on reaching the goal of meeting 25% of our total energy from farm and forest based resources by 2025

Transportation

Transportation accounts for 33% of energy usage in Vermont and is the single largest source of greenhouse gas emissions. In 2008, VTrans published a Climate Change Action Plan that identifies goals and policies to reduce green house gas (GHG) emissions from transportation. The goal is to reduce GHG emissions by 25% from the 1990 levels by 2012; 50% by 2028; and, if practical, to reduce emissions by 75% by 2050. The goal was passed by the General Assembly of the Vermont legislature as Act 168 in 2006. To help reach this goal, VTrans has implemented a three pronged approach to climate change:

- Reduce VTrans operational impacts on climate change
- Protect Vermont infrastructure from the effects of climate change
- Increase the efficiency of the transportation system

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.

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 costliness 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.

Goals

1. Encourage citizen participation in energy planning and implementation through participation in a local energy committee.
2. Increase the usage of locally grown fuel wood (as compared to that which is imported from other towns) wherever possible in order to improve the local economy and conserve resources.
3. Promote enrollment of working forests into the Current Use program in order to promote local production of fuel wood and other forest products, foster good forest management, and ensure the availability of these resources for future generations.
4. Increase the use of renewable resources for heating and electricity in municipal, commercial, and residential buildings.
5. Promote energy awareness and education.
6. Support the development of renewable energy technologies in Springfield.
7. Reduce energy consumption in town facilities.
8. Reduce transportation energy consumption.
9. Encourage non-motorized vehicles and pedestrian traffic.

10. Encourage energy efficient residential development.
11. Promote efficient delivery of energy services.
12. Promote compatibility between land use, energy delivery and consumption.
13. Encourage land use patterns that promote the most efficient use of energy.

Objectives

1. Develop a directory of local fuel wood providers and educate residents about the benefits to buying wood locally. In conjunction, the Town should review the potential for using the wood gasification process as an alternative municipal energy source.
2. Promoting this program will help to stimulate fuel wood production and improve forest management.
3. Biomass power generation facilities shall utilize clean woody biomass for fuel (i.e. not pressure-treated recycled wood products, solid waste, etc.). Such facilities should provide combined heat and power in order to improve the efficiency of the facility.
4. Where feasible, the development of renewable energy resources such as woodlands, solar energy devices, hydro generators, and wind should be encouraged. An investigation of the potential for additional dam sites and the possibility of developing hydroelectric power would identify an additional renewable energy resource.
5. Provide informational material and promotion of the use of solar and wind energy resources. Increase awareness among town residents by providing information concerning alternate resources and methods of reducing energy consumption in the home (such as weatherization and upgrading to energy efficient appliances).
6. Conduct an energy audit to determine specific energy conservation measures to improve efficiency in town buildings. Evaluate the suggested energy improvements for cost effectiveness.
7. Promote the use of energy efficient vehicles, assist and encourage car and van pool programs, and investigate the feasibility of additional commuter lots.
8. Maintain public vehicles and roads, and educate residents about the importance of maintaining their own vehicles. 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.
9. Promote 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.
10. The town can encourage less driving through the development and/or maintenance of an interconnected system of sidewalks and walking/bicycle trails, linking residents to schools, stores, work and home.
11. Encourage the use of cost-efficient alternative energy resources, including renewable resources, for both new homes and additions/renovation of existing homes.
12. Encourage the construction of energy efficient new homes.
13. Increase public awareness among town residents of the link between cost savings potential and the practice of energy conservation and the use of alternative energy

resources.

14. Examine the potential for providing incentives or tax credits for energy efficiency in residential development.
15. Architects and builders should be encouraged to examine alternative energy resources in the design and construction phases of residential development.
16. Where feasible, the placing of residential units should maximize the energy benefits to be gained and should take advantage of existing infrastructure.
17. The town should ensure that proposed construction of additional transmission or distribution lines within Springfield are in the best interest of the Town's citizens. Such construction should take natural and scenic resources into account and should not adversely impact fragile soils.
18. Encourage the concentration of energy intensive facilities, housing, and other uses to reduce the costliness of dispersing energy over large geographic areas.
19. 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.
20. 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.

Chapter 10 Economic Development

In this chapter, “Economic Development” is more than creating business, jobs, housing, airports and infrastructure. The term is used in the broadest sense. It is a process of “building a community’s capacity for shared and sustainable improvements in the economic well-being of the residents of Springfield.”¹

Much of this chapter was derived from the Southern Windsor County Strategic Economic Development Plan (SEDP), developed by Economic Policy Resources and a diverse committee of representatives from local and regional planning and economic development organizations. Springfield’s economic history has been a major factor in growth patterns; thus a brief review is presented here. Statistical information is based on past trends up to and including 2000. The 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, agricultural growth occurred. With increased mobility, residential areas developed in North Springfield and other outlying locations.

The manufacture of machine tools dominated the town’s economic picture from the early 1900s to the mid-1980s. As a result, during most of the 20th 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 that sustained this town for all those years is gone, yet some companies, and their skilled workers, remain. Because of this loss, the challenge is to rekindle the economic growth of the town’s

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and the region's economy and provide opportunity, advancement, sustained growth and retirement security for its population.

The economic history of the Springfield region is very different from the rest of Vermont and much of New England for that matter. Deep business cycles, and steep growth centered on the war years dominate the picture. In 1970, the Town's population was 10,063. It then 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, and in 2000 it dropped further to 9,078. In spite of the decrease in population, the number of households increased from 3,877 in 1990 to 3,886 in 2000. This may reflect the aging of the population in Springfield (See Table 6.1 in the Education Chapter). When Springfield's growth was leveling off and then decreasing, the State's growth was accelerating.

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 opportunity has increased. However, the quality, and pay scale, of the additional employment opportunities, in retail and hospitality for instance, are not on a par with the jobs that have left the community.

In addition, the increase in the population, the number of jobs, and the per capita income of Springfield and the southern Windsor County region has not kept pace with the increase in the state or the rest of Windsor County.

The economic well being of the people of Springfield, both individually and collectively, depends heavily on a moderate steady growth of job opportunities with rising salaries and reduced sensitivity to business cycles.

It is important to note that there has been a significant regional effort to analyze the current economic situation and develop comprehensive strategies for future improvement. This effort has culminated in the publication of the Regional Strategic Economic Development Plan. Much of the facts and conclusions drawn in this strategic plan are expressed in this chapter. Although much of the analysis conducted on the regional level is relevant to Springfield and any local action should compliment regional initiatives, this economic development plan is based on the needs of Springfield residents and their unique vision for the future.

Current Perspective

Economic and Demographic Trends: Where Are We Now?

A number of macro- and micro-economic trends have emerged over the last decade. Understanding these trends and their effect on the local economy is essential to developing a viable economic development plan. In addition, we must also understand the current economic situation of our residents, the current, local economic structure and what key

industries dominate our local economy. With these facts in hand we will then be able to develop informed strategies for improving our economic future.

Macro Trends

In today's increasingly global economy, there are several factors influencing the local economy and they will continue to do so over the coming decade. Although these factors will have a significant impact locally they are external forces in national or global scale. Locally, we cannot steer these forces but rather we must adapt and learn to operate in their context. Through the Strategic Economic Development Plan (SEDP), five key "extra-regional" trends were identified and are outlined below.

MACRO-TREND 1: MARKETS ARE BECOMING INCREASINGLY GLOBAL

Economic development policy must be made considering national—if not global—economic factors for many of Springfield's key employers. It cannot be made in isolation of these still-unfolding events.

MACRO-TREND 2: TECHNOLOGICAL INNOVATION IS ADVANCING RAPIDLY

Technological innovation is making us more productive and changing the way goods and services are made. Continued growth in productivity is instrumental to the local economy's ability to compete in the future, and economic development policy should be oriented toward that outcome.

MACRO-TREND 3: THE "NEW ECONOMY" HAS FUNDAMENTALLY CHANGED THE COMPETITIVE LANDSCAPE

Despite the recent downturn in certain areas of information technology, the widespread adoption of information technology means a "new economy" competition is here to stay. Springfield must be able to apply knowledge and technology to the production process better than its competitors.

MACRO-TREND 4: THE POPULATION IS AGING AND POPULATION GROWTH HAS SLOWED EVERYWHERE, PARTICULARLY IN THE WINDSOR COUNTY REGION

The average age and the rate of aging in the local population and the local working age population are higher than the average for both the State and nation as a whole. In this environment, we must actively identify where new workers will come from in the future.

MACRO-TREND 5: THE AGING BABY-BOOM POPULATION IS MORE DEMANDING OF QUALITY-OF-LIFE

As the population ages, more and more people will enter their peak earning years. They are demanding more in the way of "quality of life," and this is increasingly becoming the key to workforce attraction and retention.

Local Trends

Along with the national and global factors that influence the local economy discussed above, there are several regional factors that also affect how the local economy fares. These factors are thought to be unique to the greater Springfield area. They are characteristics that can either be: (1) targeted as assets and used to enhance positive change, or (2) issues that may lead to continued impairment and need to be addressed by policy.

- a. The strong influence of nearby metropolitan areas offers new opportunities for tourism and economic development linked to the positive recreational-tourism experience that decision makers may have in the region.
- b. The area has a substantial amount of “facilities assets” that are available for development without adversely impacting open land assets.
- c. As an area undergoing economic change, the number of home businesses has increased in the region. Economic development policies should look at this as a positive opportunity.
- d. As a Vermont town, Springfield operates with a tax burden disadvantage relative to towns just across the Connecticut River in New Hampshire. Policy needs to be sensitive to and/or potentially address this reality.

Local Situation-Performance Analysis

In addition to analyzing the national, global and regional/local trends that affect Springfield’s economy, we must also strive to more thoroughly understand the reasons behind the area’s poor economic performance over the past 30 years and identify opportunities and challenges afforded by the local economy’s current structure and composition. The following are observations made with regard to these two important questions:

- a. The area is home to a mobile work force that appears willing to travel significant distances for quality job opportunities.
- b. The economy of the area, since 1979, has not kept pace with either statewide average growth or the growth in the national economy.²
- c. Since 1979, a major reason behind Springfield’s lagging economic performance rests in the manufacturing sector—mostly traditional machine tools manufacturing—that has experienced a dramatic 73.0% decline since the hey-days of the late 1970s to early 1980s.
- d. The 1979-89 period accounted for the overwhelming majority of the Machine Tool job loss in the area (at over 8 of every 10 jobs lost over the entire 1979-2000 time span). This sector continues to decline, as does the infrastructure that supported the industry.
- e. Entrepreneurs are an important part of both the local and state economies. However, the growth in the number of entrepreneurs in the area has declined more dramatically in this region in the 1990s than in either the State or the U.S. economies.
- f. Population statistics indicate that Springfield is losing a disproportionate share of its

young population, indicating the possibility of a “brain-drain.”

What this review of the region’s economic performance means from an economic development perspective is that:

1. Successful economic development strategies for the region are likely to reflect a mix of development and redevelopment initiatives.
2. It is likely that a significant period of time will be needed to reverse this overall decline.
3. This indicates a need for a constant and consistent commitment to long-term economic development strategies and an extraordinary level of regional patience while waiting for real and sustainable results of implemented policies to emerge.
4. Strategies that work to assist in improving the “quality of life” and the perception of an “improving quality of life” will be key to addressing the critical regional issue of improving work force recruitment and retention.

What is the Local, Economic Structure?

The composition of the Springfield economy today is a reflection of the dramatic changes, economic and otherwise, which have occurred over the past two decades. The area’s dependence on manufacturing declined sharply and is now below average while its dependence on Services and Governmental employment (including the VA hospital, State government jobs) has grown significantly. Other findings include:

1. The region has above average dependence relative to the State in Non-Durables manufacturing (mostly Printing-Publishing and Food Manufacturing), Construction, Hotels & Motels (SIC 70), Engineering & Management Services (SIC 87), and Federal Government employment.
2. The region’s current structure is the result of the substantial “economic pain” since 1979 that has been highly concentrated among a relative few, generally higher than average paying employment categories, and largely occurred over the late-1980s through early 1990s time period.
3. This has resulted in a regional economy that is currently more diversified than it was in 1979, and is now significantly less susceptible to the risks of just a few major sectors or employers.
4. While the unusually high dependence of the region on federal government and state government employment provides a good near-term and stable job base for economic development, it also elevates the risk of the region to “appropriations policy” in those sectors.

What are the Key Industries of the Local Economy?

The next step in assessing the factors contributing to Springfield’s economic well-being involves identifying a listing of key sectors in the regional economy. This list was generated based on sectors’ relative wage level and their job growth performance over the last two business cycles.

This winnowing process has resulted in the identification of the following sectors, which have been grouped according to their market orientation (i.e. export-oriented or locally-oriented):

Table 10.1 - Key Industries and Enterprise Grouping

<p>Specialty Food Products Defined as: Product development, marketing and/or distribution functions associated with food products targeted to niche consumer markets <i>Representative Regional Firms: Drew's All-Natural, Harpoon Brewery, Black River Produce</i></p>
<p>Publishing Defined as: Firms specializing in the development, publishing, marketing and/or distribution of products consisting of intellectual property and/or data. <i>Representative Regional Firms: Newsbank, Springfield Printing</i></p>
<p>Engineered Products and Design Support Defined as: Fabricated speciality plastic and metal goods including the engineering and design required to satisfy customer specific needs and specifications. <i>Representative Regional Firms: Hancor, Mack Molding, Lucas Industries</i></p>
<p>Traditional Machine Tools Defined as: Firms engaged in the design, manufacture, repair and rebuilding of metal forming machines and machine tooling. <i>Representative Regional Firms: Vermont Machine Tool, Lovejoy Tool</i></p>
<p>High Value-Added Professional, Scientific and Technical Services Defined as: Firms specializing in selling professional, scientific and technical knowledge and skills primarily to other industry clients and customers. <i>Representative Regional Firms: Precision Valley Communications, VTel</i></p>
<p>High Tech and Specialty Manufacturing <i>Representative Regional Firms: IVEK</i></p>
<p>Destination Family Resorts and Recreation <i>Representative Regional Firms: Okemo Mountain Resort, Mt. Ascutney Resort</i></p>

Developing an understanding of why these sectors may have or may have not been successful in the region holds the key to building the competitiveness. For successful parts of the economy, the task of this plan is 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. In addition to the firms listed above, a number of local businesses not listed above are also important to Springfield's economy. Table #10.2 lists the largest employers in Springfield and surrounding towns.

Table 10.2 – Largest Employers in Southern Windsor County – over 50 employees

Employer	Product/Service	Town	Number of Employees - 2003	Number of Employees - 2008
Okemo Mountain Inc.	Ski Resort	Ludlow	1200 Winter / 250 Summer	1500 Winter / 300 Summer
Local Government	Schools, municipal services	All towns	273	1,349
Springfield Medical System	Hospital / Medical services	Springfield	480	600
Mt. Ascutney Hospital	Hospital	Windsor	320	475
State Government	All services	All towns	224	405
Jeld-Wen	Door / Window manufacturer	Ludlow / Springfield	97	250
Newsbank, Inc.	Electronic publishing	Chester	260	200
Black River Produce	Wholesale distribution	Springfield	130	152
Mack Moulding	Injection-molded plastics	Cavendish	140	103
Shaw's	Grocery	Springfield / Ludlow	NR	100
Ascutney Mountain Resort	Destination Hotel	West Windsor	250	100 Winter / 50 Summer
Simon Pearce	Glass / Ceramic manufacturer	Windsor	97	95
Federal Government	All services	All towns	NR	93
Kiosko Inc.	Furniture and retail fixtures	Springfield	NR	90
Precision Valley Communications Corp.	Utility Network mapping services	Springfield	56	86
Gill Odd Fellows Home	Nursing home	Ludlow	80	80
Visiting Nurse Alliance	At-home nursing services	Ludlow, Chester, Springfield	75	80
Lovejoy Tool Company	Indexable insert milling cutter manufacturer	Springfield	76	68
Hancor	Plastic drainage pipe manufacturer	Springfield	65	65
Vtel	Telecommunications	Springfield	59	65
IVEK	Dispensing manufacturer	Springfield	NR	61
Springfield Printing	Printing services	Springfield	NR	50

Economic Development Resources Inventory Assessment

The purpose of this assessment was to inventory what Springfield currently has that supports economic development and business growth, and determine what our strengths were, and/or what we are lacking or needs improvement. Overall, it was determined that Springfield is in fairly good shape in terms of our resources. However, there are a few significant exceptions. A summary of the results of this assessment is found on the next page.

Strengths:

- An available workforce
- Access to very good quality and affordable educational resources

- Available and affordable telecommunications
- Superb environmental quality and access to recreational resources
- Good quality schools
- Abundant industrial and commercial sites
- Good access to health care
- Excellent quality of life for families
- Good access to major market areas
- Good access to capital, primarily loans
- Incentives for business expansion
- Willing and active local governments pursuing economic development

Weaknesses:

- Limited availability of higher end skills
- Inflexibility of much of our workforce
- Limited equity and venture 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)
- Limited resources for technology related companies dependent upon higher educational resources
- Large, older industrial buildings
- The challenges associated with Springfield’s emergence as a 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).

The Factors Underlying Regional Economic Performance

As part of this plan, a significant primary research effort was undertaken to identify sectors of the economy experiencing a combination of employment growth success (or struggles) and wage growth success. Two objectives were thought to be important: (1) helping to design competitiveness-enhancing policies and directing resource investments for all levels of government—both inside and outside Springfield, and (2) helping to identify and amend policy proposals that might in some way impede Springfield’s economic success and competitiveness. The following section highlights the results of this phase of the planning process.

The following were determined to be essential features of a key employer in Springfield:

1. Produce “dollar importing” high-value goods and/or services.
2. Offer employment opportunities that possess desirable labor-productivity attributes.
3. Exhibit desirable capital investment characteristics
4. Utilize regional natural resource endowments to gain competitive advantage
5. Offer job opportunities to under-served populations in the greater Springfield area.

Ideas for the Future — What is Important to Springfield?

As we develop our strategies for our 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 held during the SEDP process.

Economic Health

It is safe to say that most residents in the area believe that economic health is a necessary ingredient to a high quality of life. We 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. Although there are many ways to reach economic health, there are many other values held by local residents that should guide our actions toward that end.

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 must 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. Throughout the comments, there was a common desire for the local economy to be developed through local, small businesses. The proposed North Springfield Sustainable Energy Project would be a major development in the North Springfield Industrial Park, bringing both employment and a stable energy source to this important commercial area.

VTel will be deploying high-capacity fiber in their service area over the next few years, which will allow for 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. This 370,000 square foot facility now houses three companies that, collectively, employ roughly 400 people. The original Fellows Gear Shaper plant is in the midst of a \$10-\$12 million mixed-use redevelopment. Plans are ready for the J & L Plant 1 project and work is beginning on the former Bryant facility.

Education and Employment

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. 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. 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. Obviously, a good job market depends on healthy, expanding businesses adequately diversified and buffered from external threats.

In addition to opportunities for graduating students, any economic growth should immediately provide employment opportunities to local residents.

Downtown

In 1995 Springfield on the Move, the Town of Springfield and the Southern Windsor County Regional Planning Commission commissioned The Cavendish Partnership and Douglas J. Kennedy and Associates to prepare the "Springfield Downtown Redevelopment Plan" (Plan). This Plan analyzed the then existing conditions of downtown parking, pedestrian circulation (sidewalks and crosswalks) and traffic circulation, progressed to a circulation and parking plan with recommendations, and a master/streetscape plan encompassing public meeting input, the master plan for parking, pedestrian and traffic circulations, community gathering places, veteran memorials, building demolition and vistas of the river among other things.

The Master Plan sets forth projects beyond the Town's financial means, but not the willingness of the Town and its residents to accomplish. Much of this Plan as financially feasible was incorporated in the improvements to Main St., which were constructed in 2009 and 2010. More of this plan will be implemented in the future. There have been changes to the area, which occurred during the interim. The Ellis Block theatre was destroyed by fire, but is rising like phoenix from the ashes and will include the theatre and residential apartments; 100 River St. is in the process of redevelopment as home to the Springfield Hospital clinics, a pharmacy, precision manufacturing, retail shops and restaurants; the signaling has been updated with the Main St. project; and parking enforcement has mitigated some of the parking problems. Progress is being made and the Plan is of great assistance.

The Town and Springfield on the Move are at the heart of the improvements to the Springfield Downtown.

Community

Above all, residents showed that a strong investment in community dominated their vision for the future. Developing opportunities for commerce and gathering in the downtown, affordable, high-quality day care for local families, recreational options for residents and high-quality jobs were just a few of the important values expressed. It is clear that local residents want to build a strong economy that provides not only economic prosperity but also strengthens the local community and provides a high quality of life for community members.

Goals

1. Focus economic development efforts on key industry sectors in the Region.
2. Aggressively recruit and retain businesses in key industry sectors.
3. Enhance and expand access to affordable capital.
4. Develop a pro-active approach to state and local permitting.
5. Create a strategic partnership collaborative to enhance work force skills and grow new local businesses.
6. Maintain and enhance a globally competitive workforce.
7. Promote excellence in education and work-based learning.
8. Develop incubators in strategic industry sectors.
9. Maintain and enhance “quality of life” in Springfield.
10. Develop more housing options for Springfield’s residents over the full range of affordability.
11. Maintain and enhance Downtown Development in Springfield.

Objectives

1. Focus on building sustainable competitiveness in the highest-return, export-oriented sectors of the local economy called “strategic industries” in order to drive activity in other sectors.
2. Pursue strategic partnerships with local and regional development organizations and State and Federal agencies.
3. Work with partners to create and retain jobs in key industry sectors in the Region.
4. Undertake development and implementation of recruitment-retention effort 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: (1) provide Springfield with options to support entrepreneurial activity, new business development, and expansion of the current business base, and (2) to develop 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 grow and train businesses.
9. Create alternatives to outside capital sources and possible outside influences.
10. Identify suitable sites for growth and development.

11. Review permit process to reduce unnecessary delay for developers seeking to invest in areas where economic development is encouraged.
12. Offer local technical assistance to businesses seeking to develop in growth areas.
13. Participate in private-public partnership to develop and coordinate the operations of five “Centers for Innovation” in the Southern Windsor County region over the next 5 to 10 years.
14. Encourage development of the following key regional industries (not in priority order) in Springfield:
 - Specialty food products
 - Publishing
 - High value-added specialty products
 - Engineered products and design support
 - High value-added professional, scientific and technical services (including information science.)
 - Emerging regional industry – Renewable Energy
15. Expand the efforts of the School District, the Three River Valley Business Education Partnership and the Howard Dean Education Center Partners to improve student career awareness, career exploration and the knowledge and skills needed for success in the modern workplace.
16. Support new and existing “School-to-Work” initiatives.
17. Take advantage of existing web pages offered by the Chamber of Commerce and Springfield on the Move, including profiles of the schools, community, and amenities of Springfield in order to attract new businesses.
18. Support the efforts of Springfield on the Move in maintaining and enhancing the Designated Downtown and Main Street programs.
19. Encourage the development of business incubators to encourage entrepreneurial activity and new business development that focuses on key industry sectors.
20. Work to improve the quality of life in Springfield by creating opportunities for young people; protecting natural, scenic and historic resources; and improving recreational opportunities.
21. Improve the living environment in the area by increasing the number of affordable housing options for the existing and potential work force.

Chapter 11 Land Use

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 19th 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, although 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 Skitchewaugh Mountain.

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 had 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.

The construction of the Southeastern Vermont Correctional Facility near the Exit 7 interchange and the extension of water and sewer to the site was another major change that occurred since the last Town Plan was adopted. In the interim, the Planning Commission adopted changes to the Town Plan and Zoning Bylaws in order to prevent sprawl along the new utility corridor and to address concerns in the interchange area. These issues have been elaborated upon in this new Town Plan.

The over-reliance on cars and the availability of land on major roads outside the downtown have led 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.

Existing Settlement Patterns

The Land Use/Land Cover map in the Appendix 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, 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.

Commercial/Retail Areas

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.

Some recent projects aiming at downtown revitalization were recently completed, including sidewalks and crosswalk improvements along Main Street, and rehabilitation of the Community

Center Bridge. In addition, Springfield on the Move is currently conducting a downtown parking study as well as a façade study for Main Street properties.

Commercial Development in Residential Neighborhoods

Areas served by infrastructure are attractive to commercial and industrial interests as well as higher density residential development. Reversing a trend in 2003-2004, the Springfield Plaza is fully occupied and new businesses supply commercial and retail needs along River St.

Commercial and industrial development can be harmful to the quality of life and character of residential neighborhoods. While home occupations and small commercial establishments that serve residential areas should be encouraged, Springfield should continue to prohibit larger commercial or industrial development in residential neighborhoods.

Industrial Property

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 2010 two of these industrial buildings on Clinton St. are being used, namely, the newer portion of the J & L building was bought by NBC Solid Surfaces and is fully utilized by a new tenant, and is currently for sale. 100 River Street, the Fellows Gear Shaper building, is now being renovated for office, industrial, retail and other commercial uses, but the former Parks and Woolson plant remains idle. In North Springfield the Idlenot building was bought for and now used by Black River Produce. The 370,000 square foot Fellows plant in the industrial park has three tenants, all thriving. The former Ben and Jerry's plant is being renovated by Curran-Birge Real Estate (Black River Produce).

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 more 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 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.

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.

Natural Sites and Resources

The Land Use/Land Cover map demonstrates that much of Springfield's land cover consists of forest lands 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 Districts 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. Access to either the Black or Connecticut River is currently limited or nonexistent. The North Springfield Bog remains a significant natural resource area that should be accessed only for educational or passive recreational purposes. (See Natural Resources chapter for further discussion).

Agricultural and Forest Land

In spite of the hilly terrain, there is much agricultural land in town. Once the largest land cover in the late 19th and early 20th 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.

The majority of Springfield's landscape is now forested. The combination of forested areas and open fields lend to Springfield's rural landscape that may be found outside of the downtown.

Public and Semi-public Land

Springfield contains public lands in the form of municipal and state properties. There are town parks, recreation facilities, municipal forests, a Department of Fish and Wildlife Access area, as well as other resources. Private property can have the characteristics of semi-public or public land. The shopping plaza and the downtown, by their nature, are semi-public or public space. The land use map has these public and semi-public lands marked on it.

Future development and land use on or adjacent to public or semi-public land should be compatible with existing uses. Future development and land use should also encourage access to and use of public lands, and ensures that any development adjacent to public and semi-public lands will not unreasonably affect these lands.

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, Smart Growth Vermont / 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 Smart Growth Vermont / 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

Locally designating growth centers is one method of directing growth. This would involve 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.

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

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). 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. The Springfield Circulation and Streetscape Plan (1995) identified specific areas where parking lots could be reconfigured or additional parking added to accommodate the businesses in the downtown.

- **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.
- **North Springfield Industrial Park** — The North Springfield Industrial Park was developed for industrial uses and should continue to focus primarily on industrial uses. The priority for growth in this area is the reuse of existing structures for industrial purposes. 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. Skitchewaug 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 would not stick out above tree lines. (See Natural and Scenic Resources chapter for identification of certain scenic view areas.)

A common element too 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

- a) Values: Farming economy, food supply, cultural heritage, rural character
- b) Desired uses:
 - Active farms
 - Conserve agricultural soils for future use
 - Low-density residential and small scale commercial allowable, but minimize fragmentation of agricultural soils

2. Forest Resource

- a) Values: Forestry, wildlife habitat, air/water quality benefits, outdoor recreation
- b) Desired uses:
 - Timber production, forest product economies
 - Public forests, private woodlots
 - Low-density residential and agricultural uses, but minimize forest fragmentation

3. Conservation

- a) Values: wildlife habitat, outdoor recreation, educational resources, fragile natural areas, water supply protection, aesthetic
- b) Desired used:
 - Pristine areas for future generations, highest level of protection
 - Special care with resource management or extraction to maintain character and value of these resources

4. Downtown Mixed Use

- a) Values: Central business district and highest density residential
- b) Desired uses:
 - Highest densities in town
 - Mix of commercial with residential and light industrial uses
 - Public and recreational uses
 - Continue long tradition of traditional village centers
 - Pedestrian and non-motorized transportation facilities

5. Mixed Use

- a) Comprises current clusters of strip commercial development along River Street
- b) Desired uses:
 - Redevelop with a mix of other uses with access management improvements per Highway Corridor Overlay District
 - Create nodes of activity, avoiding a continuous strip of auto-oriented commercial that connects Downtown to North Springfield
 - Provide improved pedestrian and bicycle facilities

6. High-Density Residential

- a) Values: walkable residential neighborhoods served by public water and sewer
- b) Desired uses:
 - High-density residential for variety of income levels
 - Mix of compatible commercial and civic uses

7. Medium-Density Residential

- a) Consists of clusters of medium-density housing and other uses along major roadways
- b) Desired uses:
 - Growth encouraged to follow existing patterns by concentrating in moderate densities in these areas
 - Strip commercial development is discouraged along state highway corridors

8. Rural Residential

- a) Current area supports a variety of low-density uses (residential, agricultural, forest, home occupations and other uses)
- b) Desired objectives:
 - Maintain rural character
 - Low-density settlement patterns with a mix of uses
 - Discourage sprawl and strip commercial development

9. Commercial / Light Industrial

- a) Consists of the Clinton St. area between Seaver Brook Rd. and Bridge St.
- b) Desired objective:
 - This area is prioritized for redevelopment of old industrial buildings for commercial or light industrial uses

10. Industrial

- a) Consists of the North Springfield Industrial Park and the industrial area by the prison
- b) Values: job creation/retention, etc.
- c) Desired uses:
 - Industrial uses (such as manufacturing, agricultural processing, etc.)
 - Concentrate industrial uses to minimize traffic and other impacts on other parts of town

11. Interchange

- a) Desired uses: 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

- a) Desired Uses: 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; floodplains; 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 is 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, 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 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.
4. 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)].
5. Maintain the downtown as the heart of Springfield through the use of financial and non-monetary incentives, and targeted municipal investment.
6. Maintain the economic vitality of the Springfield Plaza.
7. 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.
8. 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.
9. Identify sites for future growth based upon the Principles of Smart Growth listed in this chapter.
10. 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.
11. 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
12. 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.
13. 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.
14. 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.)

15. 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
16. 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.
17. 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
18. Seek to implement the *North Springfield Truck Study* recommendations.

Chapter 12 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 maintenance and upgrade projects as outlined in the Utilities and Facilities chapter 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)].
- 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 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.
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.

Relationship to Local and Regional Plans

Springfield is sensitive to its role as a neighbor in a larger community of towns. Accordingly, as we work towards the goals and objectives of this plan, we do so in view of the surrounding towns. Some of the results of actions taken to implement this plan will have regional consequences. Actions taken by surrounding towns, as well as the state, also have an impact on the Town of Springfield. Each jurisdiction needs to work toward a coordinated effort. The regional planning commission can play a role in helping to coordinate plans, policies and development that affects neighboring towns.

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 is in conflict 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. Other areas that meet 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 but is located within the Weathersfield town boundaries. Town plans for both towns describe this area as being important for both wildlife habitat and recreation.

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. 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, and a planned regional recreation center. The town is served by the District 2 Environmental Commission, and is located in Vermont Agency of Transportation District 2. Springfield is home to Springfield Hospital which serves southern Windsor and northern Windham County Towns.

The 2002 Southern Windsor County Regional Plan identifies Springfield as a Regional Center. This document provides broad guidelines for planning, coordination and review of the natural,

cultural, social and economic features of the Southern Windsor County region. The Southern Windsor County Regional Plan, Regional Transportation Plan and Regional Bicycling and Walking Plan are companion documents to the Springfield Town Plan, providing a broader framework and context for local planning efforts. The Town Plan should support and complement the land use and development goals of these regional planning documents. In addition to partnering with the Southern Windsor County Regional Planning Commission (SWCRPC) in the planning process, the town works with the Springfield Regional Development Corporation and Springfield Chamber of Commerce (and Regional Marketing Organization) on economic development issues. The economic development chapter of the Springfield Town Plan was based on the Southern Windsor County Regional Strategic Economic Development Plan, a document that was developed through a partnership with all of these regional entities as well as representatives from other towns in the region. The Town of Springfield will continue to partner with these organizations in order to implement the goals of the Town Plan.

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 Historic List #	<u>Name of Historic Building or Site</u>	<u>Historical Significance</u>
1	Brown/Holt/Whitcomb House - 1802	Original use - Tavern and Hotel. Was rehabilitated to an apartment.
2	Brown/Field House - 1797	Built by Elisha Brown.
3	Spindler House - 1815	Federal style - the first Methodist Parsonage.
4	Covered Bridge	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.
5	Olney House - 1830	Greek Revival. Temple Portico Porch. The first Congregational Parsonage.
6	Hall/Comstock House - 1803	Federal style - originally a farm house. Purchased by Federal Govt. in WWII. Was in the Hall family from 1835-1952. Built by Leonard Walker.
7	Dana/Stone/Hopkins House - 1809	Called Stoneholm. Built by Captain Thomas Dana.
8	Wood/Dartt/Smith/Rogers - House - 1842	Stone house, built by Jeremiah Wood. Stone quarried from nearby Scrabble Four Corners.
9	Walker/Crawford/Hamilton House - 1800	Also known as Shedd Hill. Builder unknown.
10	Davis/Adams/Clark/Farnsworth	Federal style - built in 1810 by Davis. House - 1810
11	Fletcher/Dutton/Snell House - 1811	Federal style - built in 1811 by J&H Davis.
12	White/Burr/Ginter House - 1820	Federal style stone house.
13	Fletcher/Cutler/Eldridge House - 1790	Georgian style - 1790 by Fletcher. Originally a Tavern and Hotel
14	Damon/Davis/Baker House - 1792	Built by Samuel Damon. Cape Cod style with central chimney.

15	Gould/Hadwen/Baker House - 1823	Federal style - 1825c. Built by William Gould who owns "Gould's Mills"
16	Fletcher/Tanner/Luce House - 1790	Built by Philip Safford - Georgian type.
17	Eureka Schoolhouse - 1785	Oldest in Vermont. Dismantled and stored in 1959, then re-erected in 1968.
18	Site of John Nott's First Home - 1752	Located just south of the mouth of the Black River.
19	Cheshire Bridge	The first bridge, wooden, built in 1806 by Isaac Fisher. The present bridge was built in 1930.
20	Ferry House - c.1775	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.
21	Wentworth Ferry	Ferry rights granted to Simeon Olcott in 1772. Ferry connected Fort #4 and the Crown Point Road.
22	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.
23	Blockhouse Location	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.
24	Lewis R. Morris House - 1795	Georgian style. Unusual features are: 1st floor hall and the cellar. Erected for Morris - 1795c. Built by Samuel Lewis.
25	Spencer Hollow Schoolhouse - 1800	Built as early as 1790. Brick load bearing construction. Repaired in 1974.
26	Fulling Mill	First in Springfield operated by William Griffith, located in Spencer Hollow on the Spencer (Sartwell, Button) Brook.
27	John Nott's "Mansion" Home	Site location at the southern intersection of the Crown Point Road and Spencer Hollow Road.
28	Arms/Whitcomb/Estey House - c.1773	Served as a tavern during the Revolutionary War. Located along part of original Crown Point Road.

29	Woolson House - 1815	Federal style.
30	Sartwell Hill Settlement - 1753	The first settlement in Springfield, by eleven families. Location was just south of Bishop's farm on the height of land.
31	Whitney/Shenk House - 1780	Located in Spencer Hollow, the house was built by Cyrus Whitney.
32	John Gill/Whitney/Whitcomb House	This large, two-story house was built about 1815 and was perhaps the town's first poor farm from 1832 to 1847. Also was a tavern at one time.
33	Gaylord Tavern/Spring	The marker for the Gaylord Spring, found near the Rufus Estey place, was used for the tavern operated in early Eureka history.
34	Hubbard/Burton/Richards House - 1815	Federal style. Erected by four master masons in four days. 1815-1820c. by Hubbard. Original site in 1790.
35	Hartness House	Built in 1904 for James Hartness. Shingle style. In the late 1950's, it became a restaurant and hotel.
36	Boutelle/Slack/Creaser House - 1802	Federal style. 1802 by Eliot Lyndes.
37	Smiley/Hartness/Flanders Manse - 1815	High Federal style. Built in 1815 by Smiley. Remodelled by Flanders, 1929. High quality architecture. Hartness bought house and property in the early 1900s.
38	Whitcomb/Taylor/Millikin House - 1798	This Cape Cod house with a central chimney was built by Jacob Whitcomb, a sea captain from Cohasset, Massachusetts.
39	Whitcomb House - 1798	The original owner of this house was Shubael Whitcomb. Six generations of Whitcombs lived in this house.
40	Town Farm (Stevens' Site - 1762)	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 house burned in early 1900s and was rebuilt.
41	Litchfield/Whitney House - 1798	The house was built by James Litchfield and is located near the site of his log cabin built in 1792.
42	Litchfield/Ellis/Houle House - 1803	Also built by James Litchfield, where Mary Ellis, a local historian, lived in her early years.

43	Jarvis/Robison/LaPoint House - 1840	"Snecked Ashlar" construction.
44	Airport	One of the oldest in Vermont and Eastern U.S. in use. Originally known as Springfield Landing Field, then as Hartness Municipal Airport. James Hartness - 1919-20. The Hanger -1920c. Springfield Manufacturer's Association -1925. Given to the Town in 1930.
45	Weeden/Trefry/Nobes House - 1840c.	1840c. by John Farnham and Leonard Parker. Greek Revival style. Distinguished exterior is the Sawtooth brick cornice (front and side elevations).
46	Field/Hannah House - c.1774	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.
47	Fuller/Watson-Jones/Easton House - 1813	This house was probably built around 1800,with the bricks placed 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.
48	Lockwood Cemetery	Located on Fairgrounds Road, the cemetery has several graves, mostly of the Lockwood family.
49	Stellafane/Telescopes	Home of Springfield Telescope makers.
50	Miller Art Center	Eclectic architecture. Built for Prentis Whitcomb in the 1860s as an Italianate Villa. Remodelled 1917, by Walter Slack. Left to the Town as an art center and historical society in 1955 by Edward Miller. Home of the Springfield Art and Historical Society
51	Springfield Bog	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.
52	North Mowings (Brown House)	1790c. - David Fletcher. Georgian style. Built for two families.
53	Graystone Farm	"Snecked Ashlar" construction. Erected by Jeremiah Wood. Built in 1843.
54	Stoneholm Farm	Federal style farm house. 1809 - Thomas Dana. Has stone window lintels with keystones.

55	Barrett/Butterfield/Walsh House	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.
56	Gilbert House	"Snecked Ashlar" construction. Built in 1857.
57	Fellows House	1910c.- E. Fellows. Shingle style.
58	Slack House 1890c.	Slack, president of John Slack Corp. Renaissance Revival House.
59	Flinn Garage	A.J. Fullam built it pre 1900. Original was intended as Summer Hill Terminus for an aerial cable car. Garage was eventually owned by John Slack.
60	Hines Garage	Spanish Revival style.
61	Quigley House	Shingle style bungalow.
62	Armstrong House	Queen Anne style.
63	Bennett House	Shingle style with Queen Anne and Renaissance Revival features.
64	North Springfield Dam	Part of the system of dams along the Connecticut River valley used for flood control. It was completed in 1960.
65	Russian Orthodox Church	Built as a private home in the 1800's, purchased in early 1900s by the Church and converted. Bell tower - 1911.
66	Springfield Bakery	1930s Modern architecture.
67	Woolson Block	1886 by Amasa Woolson. One of the finest blocks in the Village.
68	Spafford Library	1895 - with a bequest of \$20,000 left to the Town in 1893 by Spafford. Renaissance Revival style, order used Corinthian. In 1927 a wing was added.
69	Congregational Church	1833-1836. Simple Greek Revival. 1869 - remodelled in High Victorian Gothic Style with bell tower. 1927 - remodelled in Georgian Revival Style.
70	Bank Block	1908 - Renaissance Revival.

71	The Commons	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.
72	Sparrow Block	Original residence of Isaac Fisher. Also known as Tontine and later as Commonwealth Block - 1812. Remodelled by Sparrow - 1894.
73	McKinley Block	An addition to Lincoln Block. This helped define the corner of Main and Summer Hill St.
74	Lincoln Block	1880s - Jonathan Chase. 1895 - rebuilt by W. Walker. Renamed Lincoln Block - 1904.
75	Leland Block	1884 - rebuilt by Leland for dry goods and general merchandise store.
76	Methodist Church	1843-44, erected-Gothic Revival. Remodeled in 1866, 1882 and 1886. The two Bell Towers are Gothic Style. In 1961 the church was remodeled and expanded.
77	Methodist Church Houses	1834 - G. Washburn and D. Cushing. Early Nineteenth Century Style.
78	Cobb and Derby Mill	1882 - Cobb and Derby. Late Nineteenth Century mill architecture. Overlooks Falls of the Black River.
79	Springfield Community Center and Lovejoy Tool Company	Late Nineteenth Century industrial manufacturing complex. Erected by Jones & Lamson Machine Co. - 1888 and 1893. Brick building - 1915c. The Community Club was formed in 1919 using this building. Later part was used for the senior citizens.
80	Commemorative Marker	1909 - the marker commemorates the building of the Crown Point Road and Block House on Connecticut River.
81	Jones & Lamson	Completely landscaped industrial manufacturing complex.
82	Fellows Gear Shaper Housing Complex	1919 - fifty houses on the old Harlow Farm. One-family units except for a few duplexes. Example of an industry-sponsored community project.
83	North Baptist Church	1835 - Greek Revival style. Remodeled in High Victorian Gothic style from 1885-86.

84	Black River Corridor	One of the main routes (called the Indian Road) for Indian travel was along the Black River to the Connecticut River.
85	Connecticut River Corridor	The river was the primary route used by pioneers and settlers in this area when leaving towns in southern New England.
86	Parker Hill/Cemetery	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.
87	Crown Point Road/Burying Ground	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.
88	Indians Meadows/Dig	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.
89	Tory Cave	Located on the cliffs of Skitchewaung Mountain overlooking the Connecticut River. It was believed used by Indians and was a place of hiding for Tories during the Revolutionary War.
90	Walker Cemetery	Located on Putnam Road. It was used mostly for the Walker family in the mid 1800s.
91	Spencer Hollow	Named after the three Spencer brothers who settled there in the early 1760s.
92	Bettergneau Falls	Located on Sartwell Brook, now known as Spencer Brook, east of Eureka Road where the brook flows down into the valley (Spencer Hollow).
93	Eureka Street	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.
94	Old County Road - 1770	The connecting road between Rockingham Meeting House, Springfield, Weathersfield and Windsor. The second most important road in Springfield in the late eighteenth century.
95	Eureka Cemetery	Used by the inhabitants of Eureka village from 1768 to 1784. About forty people buried there.

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

Appendix B — Recreation Resource Inventory

<u>Facility Name</u>	<u>Size</u> (Acres)	<u>Owner</u>	<u>Facilities/Activities</u>
Community Recreation Center 139 Main St.	N/A	Town	Recreation Department Offices, Senior Center Offices, all purpose rooms, game rooms, ceramic room, gym, bowling alley, kitchen
Westview Park	½	Town	Playground equipment and open space
Riverside Park	11	Town	1 Baseball, 1 Soccer, and 5 Softball/Youth Baseball Fields, Outdoor Basketball and 6 Tennis Courts, Skateboard Park, Outdoor Swimming Pool, Picnic Areas, Playground Equipment and Black River kayak access.
Freedom Park	7	Town	Skating Rink with warming hut, Tennis Court, Open fields that see a lot of use from the neighborhood.
The Commons	2	Town	Skating Rink with warming hut, Peewee baseball and softball field, playground
North Springfield Park	2	School Board	Skating Rink with warming hut, Youth Soccer field, Playground equipment, Hiking/exercise trail
North Springfield Ballfield	2	Rotary Club	Adult Softball, Babe Ruth, HS. 7 th and 8 th grade baseball with concessions
Toonerville Trail	3 miles	Town	Bike and Pedestrian Trail
Hartness Park	85	Town	Trails, Picnic Area, Timber Management
Meeting Waters (Bryant)	197	Town	Timber Management, Nature
Municipal Forest		Trails	
Weathersfield Reservoir, Municipal Forest	100	Town	Reserve Water Supply, Timber Management, Canoeing, Wildlife habitat
North Springfield Reservoir Property	1800	US Army Corps of Engineers	Flood Control Dam and Reservoir, Boat and Canoe launch, Fishing, Trails, Picnic Areas, Campgrounds
Hoyt's Landing	64	VT Fish & Game	Boat Launch, Fishing, Picnic Area
Skitchewaug Wildlife Management Area	216	VT Fish & Game	Wildlife and Timber Management
Gurney Field	3	School Board	Soccer and Track
Porter Field	2	School Board	Field Hockey
Brown Field	3	School Board	Football

Appendix C — Housing Tables

Table C1 - 1980 to 2000 Comparison: Springfield Vs. Regional Housing

Source: US Census Bureau, 1980-2000

TOWN	1980 Total Units	1990 Total Units	Numeric Change 1980-90	% Change 1980-90	2000 Total Units	Numeric Change 1990-2000	% Change 1990-2000
Andover	229	301	72	31.0%	347	46	15.3%
Baltimore	78	88	10	12.8%	105	17	19.3%
Cavendish	649	785	136	21.0%	860	75	9.6%
Chester	1,360	1,527	167	12.3%	1,611	84	5.5%
Ludlow	1,726	2,677	951	55.1%	3,001	324	12.1%
Reading	354	394	40	11.3%	407	13	3.3%
Springfield	4,076	4,256	180	4.4%	4,232	-24	-0.6%
Weathersfield	1,069	1,249	180	16.8%	1,315	66	5.3%
West Windsor	487	773	286	58.7%	716	-57	-7.4%
Windsor	1,584	1,647	63	4.0%	1,611	-36	-2.2%
SWCRPC Region*	11,612	13,697	2,085	18.0%	14,205	508	3.7%

*The Region served by the Southern Windsor County Regional Planning Commission

Table C2 - 2000 Comparison: Housing by Number of Units per Structure

Source: Census 2000 Summary File (SF 3) - Sample Data

Area Name	Total housing units	1-unit, detached	1-unit, attached	2 units	3 or 4 units	5 to 9 units	10 to 19 units	20+ units	mobile homes	boat, RV, van, etc.
Andover	350	306	16	12	5	0	0	0	11	0
Baltimore	113	91	0	10	0	0	0	0	12	0
Cavendish	852	620	10	52	28	35	0	2	100	5
Chester	1,611	1,221	21	75	57	48	35	30	116	8
Ludlow	3,001	1,498	184	190	279	603	21	82	144	0
Reading	404	340	6	4	8	0	0	0	36	10
Springfield	4,232	2,699	83	299	364	237	93	239	218	0
Weathersfield	1,315	957	14	25	4	0	5	0	310	0
West Windsor	716	571	16	9	11	27	70	0	12	0
Windsor	1,611	928	17	192	209	107	21	67	70	0
SWCRPC Region	14,205	9,231	367	868	965	1,057	245	420	1,029	23

Table C3 - Multi-family and mobile home units (i.e. all units except single family)

Area Name	Total housing units	Single Family # Units	SF %	Mobile Homes	MH %	Multi-Family Units*	MF %	Other	Other %
Andover	350	332	94.9%	11	3.1%	17	4.9%	0	0.0%
Baltimore	113	91	80.5%	12	10.6%	10	8.9%	0	0.0%
Cavendish	852	630	73.9%	100	11.7%	117	13.7%	5	0.6%
Chester	1,611	1,242	77.1%	116	7.2%	245	15.2%	8	0.5%
Ludlow	3,001	1,682	56.0%	144	4.8%	1,175	39.2%	0	0.0%
Reading	404	346	85.6%	36	8.9%	12	3.0%	10	2.5%
Springfield	4,232	2,782	65.7%	218	5.2%	1,232	29.1%	0	0.0%
Weathersfield	1,315	971	73.8%	310	23.6%	43	3.3%	0	0.0%
West Windsor	716	587	82.0%	12	1.7%	117	16.3%	0	0.0%
Windsor	1,611	945	58.7%	70	4.3%	596	37.0%	0	0.0%
SWCRPC Region*	14,205	9,608	67.6%	1,029	7.2%	3,564	25.1%	23	0.2%

*The Region Served by the Southern Windsor County Regional Planning Commission

**Structures with two or more units occupied by separate households.

Table C4 – Existing Assisted Housing in Springfield

Source: Vermont State Housing Authority

Name	Location	Owner	Total # of Units	Elderly Units	Handicapped Accessible Units
Bluegrass Hills	Seavers Brook	Emile Legere	44	0	0
Edwin L. Huber Building	80 Main Street	Springfield Housing Authority	60	60	3
Louis H. Whitcomb Building	1 Mineral Street	Springfield Housing Authority	72	72	7
The Maples Building	South Street	Springfield Housing Authority	28	28	4
Mountain View Apartments	Southridge Street	MVHLP (managed by SHA)	72	0	0
Southview Apartments*	South Street	RACLT	69	0	0
Westview Apartments*	Near Plaza	Realty Resources (managed by SHA)	58	11	4
154 Paddock Road	Paddock Road	RACLT	6	0	0
12 Valley Street	Valley Street	RACLT	2	0	0
54 South Street/Red Maple Mobile Home Park	South Street	RACLT	2 apartments 7 mobile homes	0	0
Housing Choice Vouchers	Scattered	Varies (Administered by SHA)	61	0	0
Total			479	171	18

*Assisted units in Westview and Southview are not fixed certificates but are Section 8 certificates assigned to individuals. These numbers fluctuate up and down regularly

SHA = Springfield Housing Authority

RACLT = Rockingham Area Community Land Trust

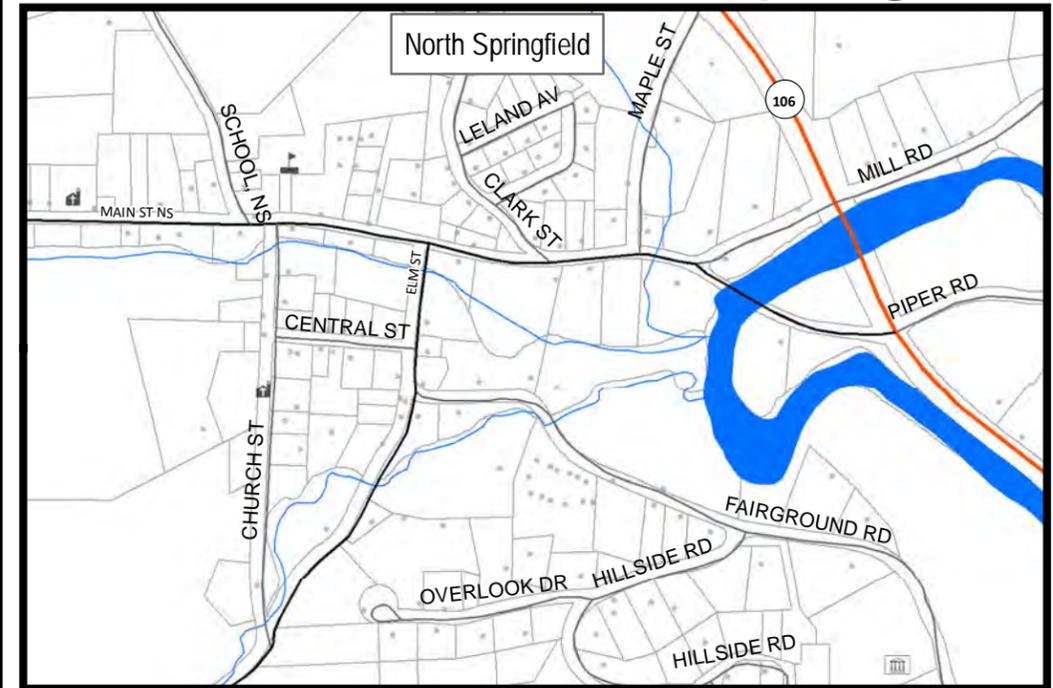
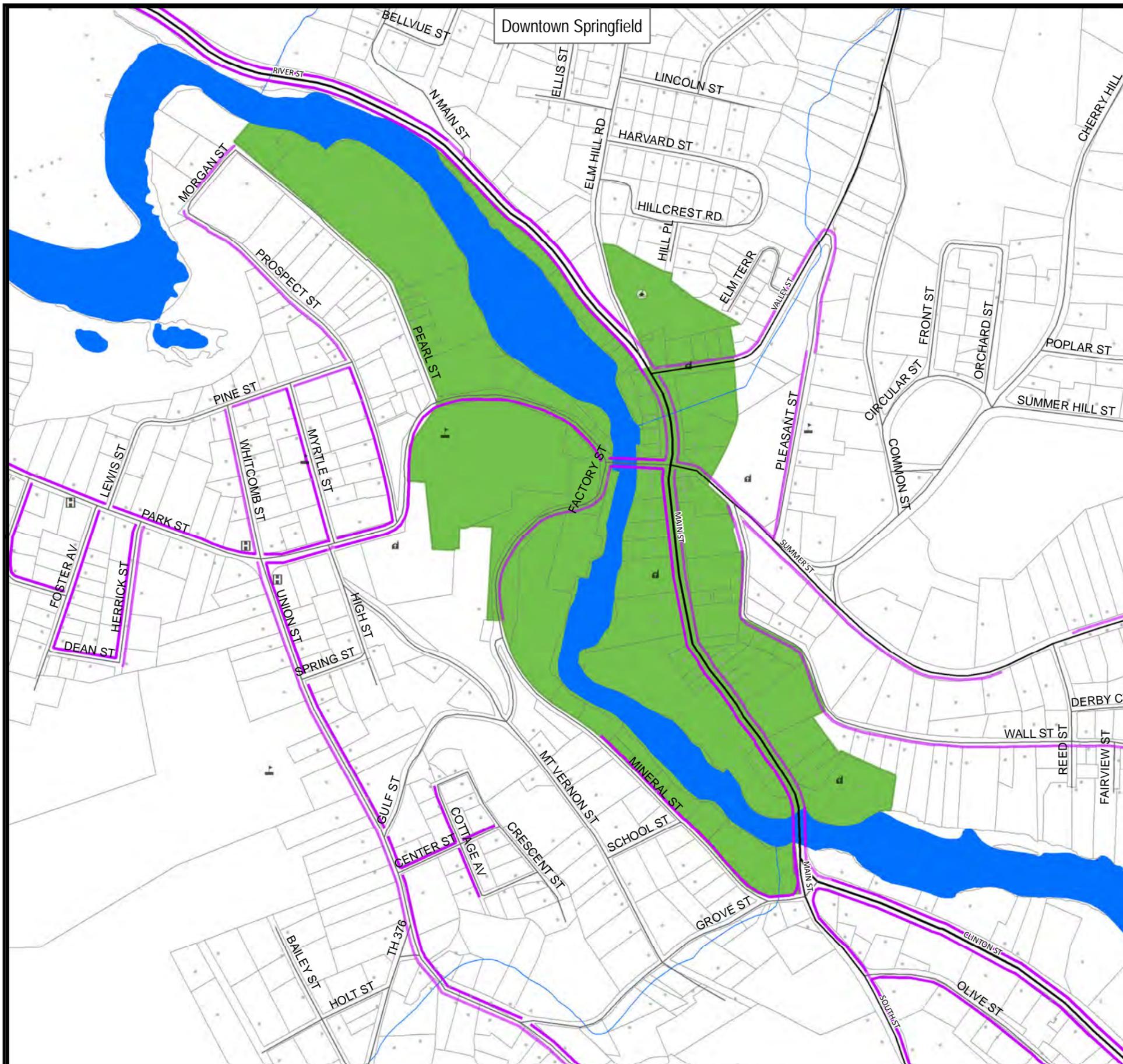
Table C5 – Proportion of Population and Housing by Town, Windsor County: 2000

Source: Census 2000 Summary File (SF 1) 100-percent data and Vermont State Housing Authority

Area Name	Total Population	% of Windsor County Population	Total Housing Units	% of Windsor County Housing	Total Assisted Units**	% of Windsor County Assisted Units
Andover Town	496	0.9%	347	1.1%	0	0.0%
Baltimore Town	250	0.4%	105	0.3%	0	0.0%
Barnard Town	958	1.7%	629	2.0%	0	0.0%
Bethel Town	817	1.5%	956	3.0%	10	0.7%
Bridgewater Town	980	1.7%	582	1.8%	14	1.0%
Cavendish Town	1,470	2.6%	860	2.7%	6	0.4%
Chester Town	3,044	5.4%	1,611	5.1%	65	4.7%
Hartford Town	10,367	18.4%	5,493	17.4%	285	20.7%
Hartland Town	3,223	5.7%	1,382	4.4%	0	0.0%
Ludlow Town	2,449	4.4%	3,001	9.5%	59	4.3%
Norwich Town	3,544	6.3%	1,505	4.8%	24	1.7%
Plymouth Town	555	1.0%	773	2.4%	0	0.0%
Pomfret Town	997	1.8%	544	1.7%	0	0.0%
Reading Town	707	1.3%	407	1.3%	0	0.0%
Rochester Town	1,171	2.1%	768	2.4%	23	1.7%
Royalton Town	2,603	4.6%	1,281	4.1%	24	1.7%
Sharon Town	1,411	2.5%	663	2.1%	0	0.0%
Springfield Town	9,078	16.1%	4,232	13.4%	479	34.8%
Stockbridge Town	674	1.2%	528	1.7%	0	0.0%
Weathersfield Town	2,788	5.0%	1,315	4.2%	74	5.4%
Weston Town	630	1.1%	537	1.7%	0	0.0%
West Windsor Town	1,067	1.9%	716	2.3%	0	0.0%
Windsor Town	3,756	6.7%	1,611	5.1%	233	16.9%
Woodstock Town	3,232	5.7%	1,775	5.6%	66	4.8%
Windsor County	56,267	100%	31,621	100%	1,377	100%

**Includes housing that is subsidized and affordable to very low and low incomes

Town of Springfield Base Features Inset for Downtown & North Springfield



Building Points by Type

- Town Government
- Health Care
- Church
- Schools
- Cultural
- Police Station
- Fire Station
- Other Buildings

- Sidewalk
- Class 1 TH
- Class 2 TH
- Class 3 TH
- Class 4 TH
- VT State Highway
- US Highway
- Interstate
- Stream
- Pond
- Parcel
- Downtown Boundary

0 Miles 0.25 0.5



VT State Plane
Meters, NAD 83

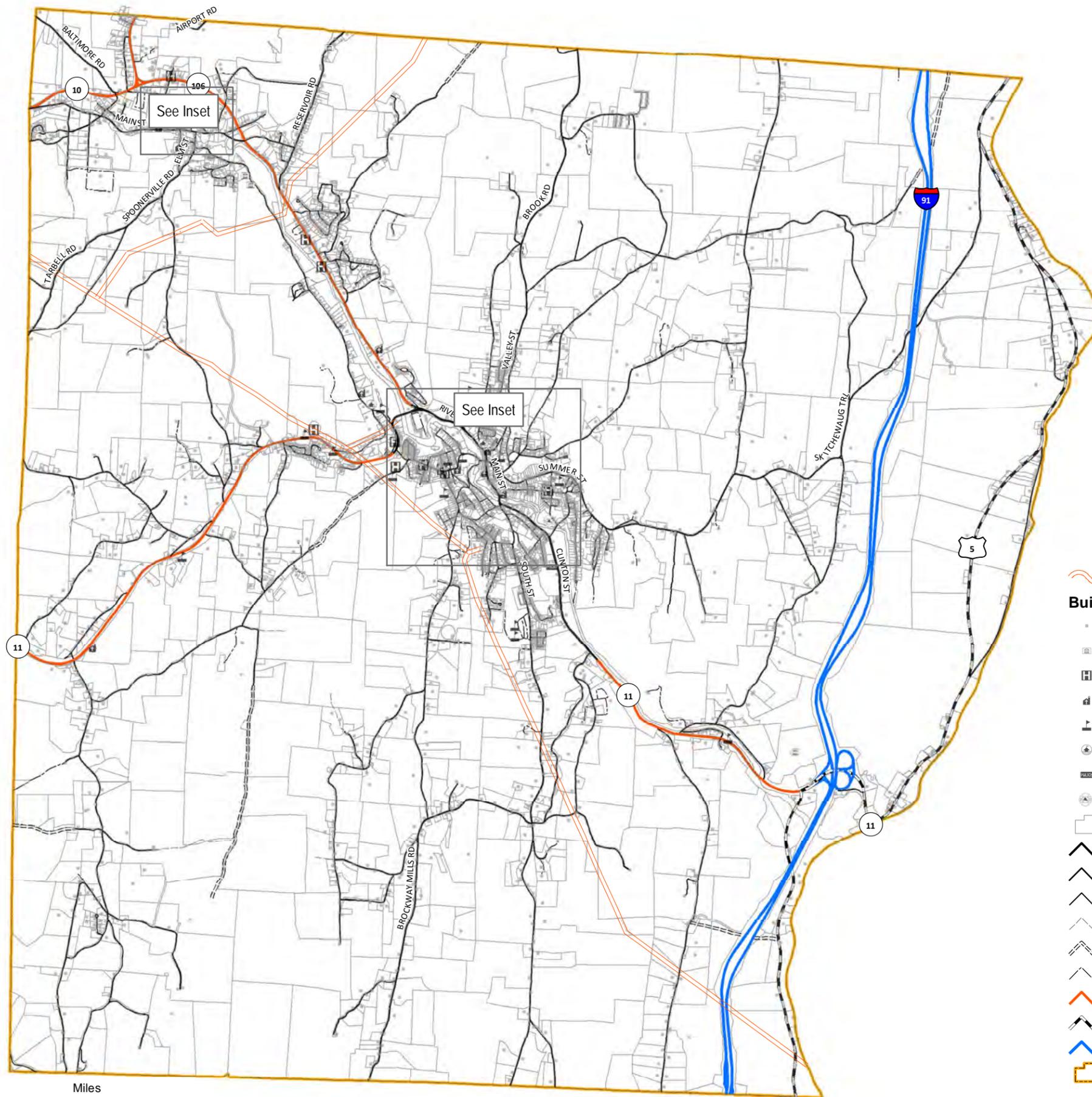
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Not for regulatory interpretation

For info & data - www.vcgi.org

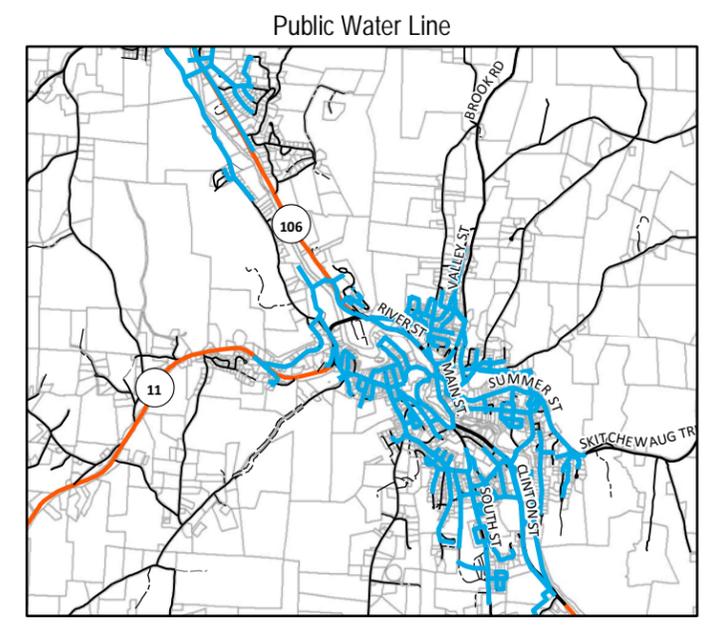
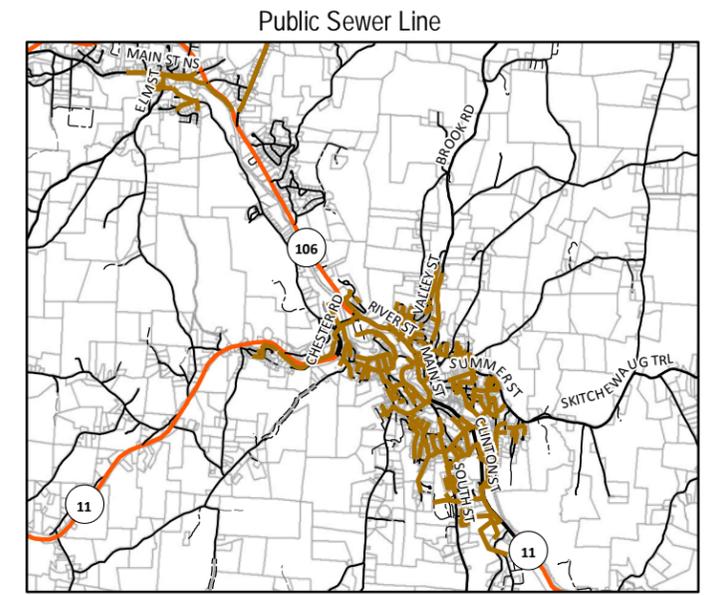
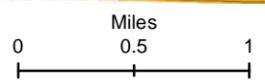
Southern Windsor County
Regional Planning Commission

SWCRPC
PO BOX 320
Ascutney, VT 05030
802.674.9201
www.swcrpc.org

Town of Springfield Base Features



- Electric Transmission Line
- Building Points by Type**
- Other Buildings
- Town Government
- Health Care
- Church
- Schools
- Cultural
- Police Station
- Fire Station
- Parcel
- Class 1 TH
- Class 2 TH
- Class 3 TH
- Class 4 TH
- Trail
- Private Road
- VT State Highway
- US Highway
- Interstate
- Town Boundary



VT State Plane
Meters, NAD 83

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Regional Planning Commission

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Town of Springfield Current Land Use



Building Points by Type

- Commercial
- Industrial
- Civic
- Residential
- Class 1 TH
- Class 2 TH
- Class 3 TH
- Class 4 TH
- Trail
- Private Road
- VT State Highway
- US Highway
- Interstate
- Town Boundary



VT State Plane
Meters, NAD 83

For planning purposes only
Not for regulatory interpretation



For info & data - www.vcgi.org

Southern Windsor County
Regional Planning Commission

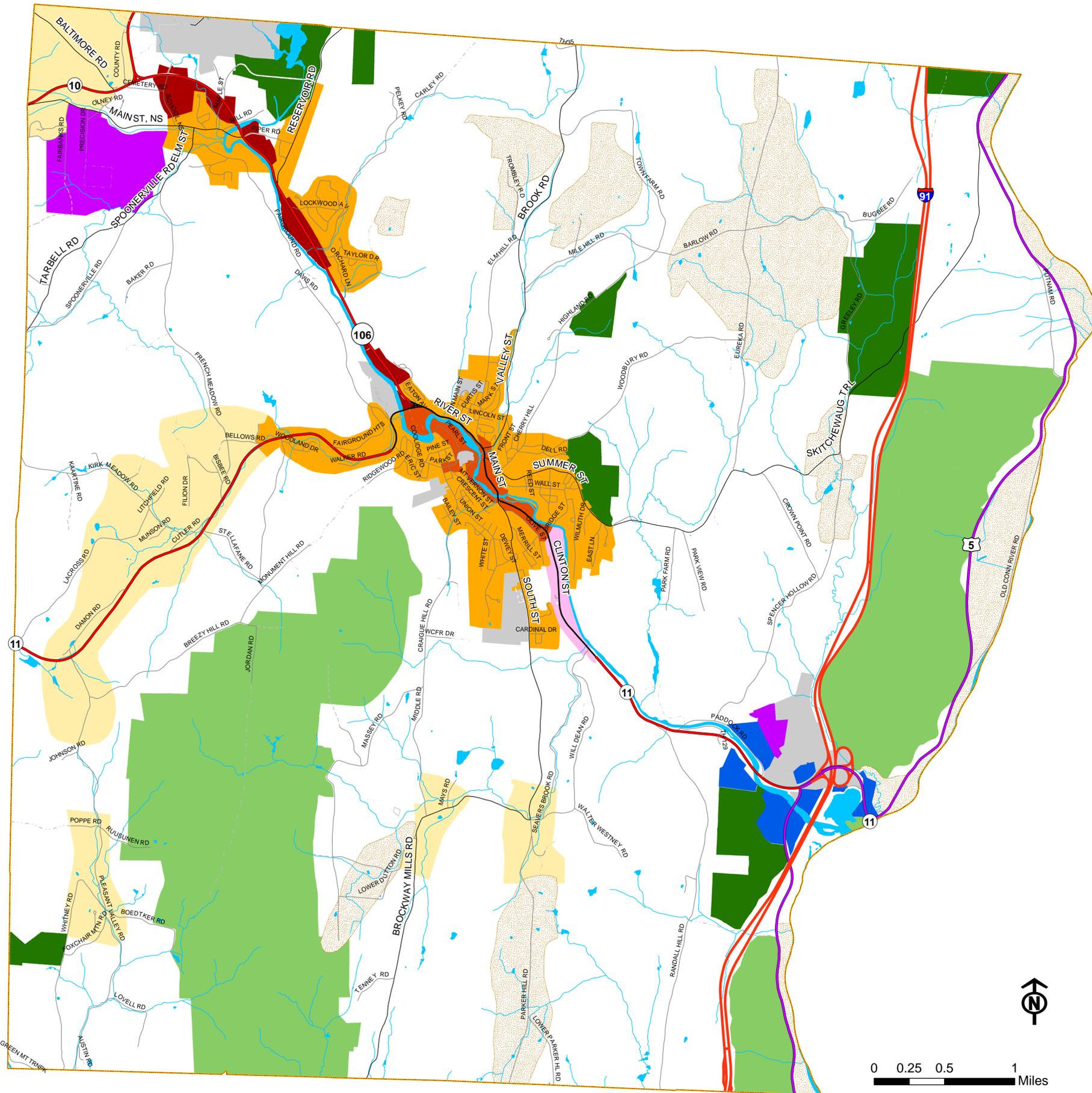


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www.swcrpc.org

Town of Springfield

Future Land Use Map

2012 Town Plan



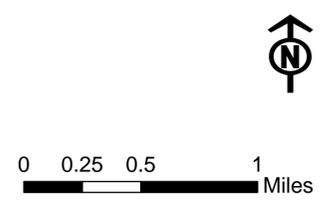
- Resource
- Conservation
- Agriculture
- Rural Residential
- Medium Density Residential
- High Density Residential
- Commercial/Light Industrial
- Industrial
- Institutional
- Mixed Use
- Downtown Mixed Use
- Interchange
- Lake or Pond
- River or Stream
- Interstate
- US Highway
- VT State Highway
- Class 1 Town Highway
- Class 2 Town Highway
- Class 3 Town Highway
- Class 4 Town Highway
- Legal Trail
- Private Road
- Town Boundary

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 – for example, town boundaries and parcels – do not line up.

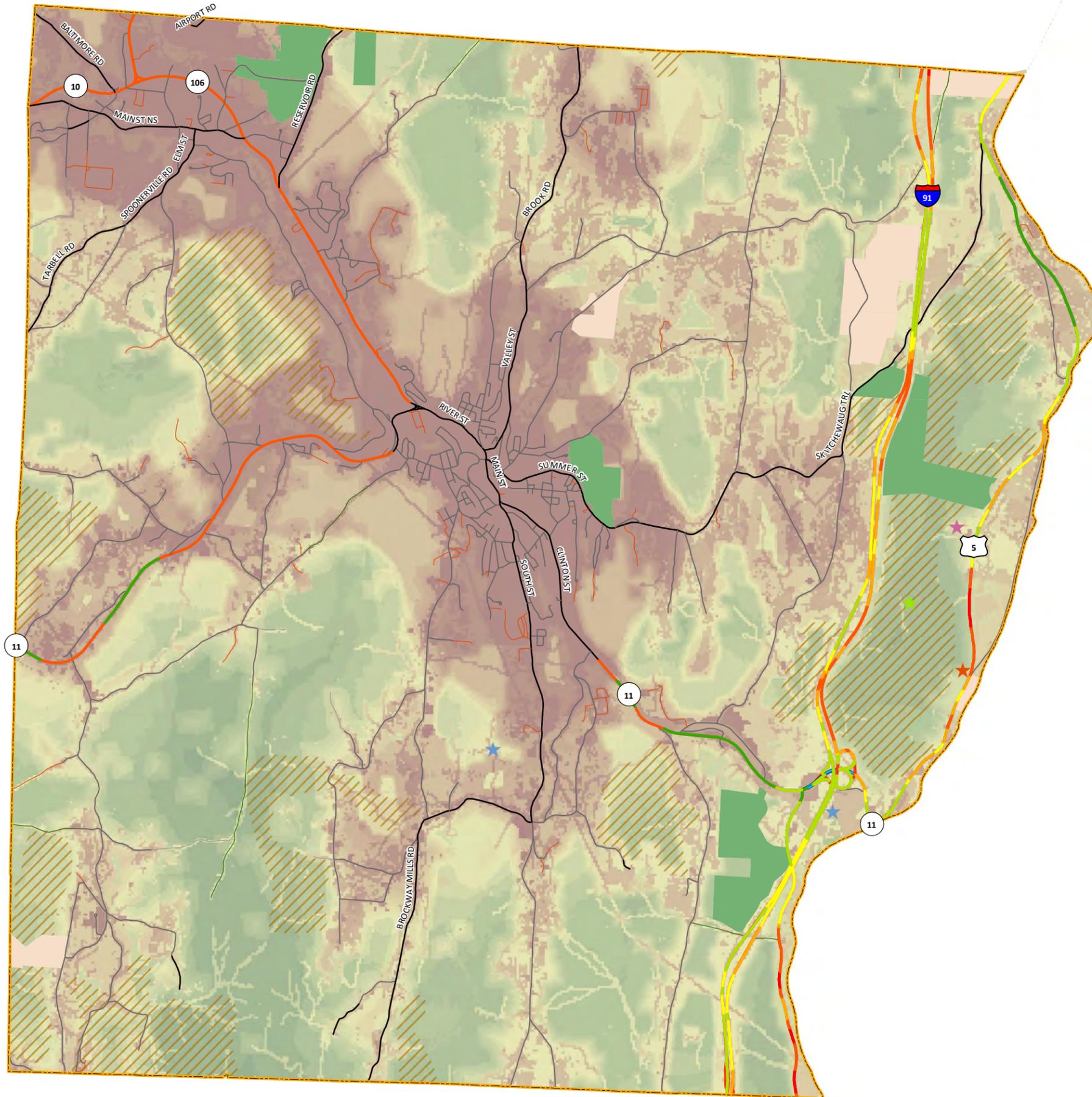


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 DRAFT Drawn July 10, 2012



Town of Springfield Natural Features



Wildlife Crossing Value

- <5.5
- 6.0
- 6.5
- 7.0
- 7.5
- 8.0

- Class 1 TH
- Class 2 TH
- Class 3 TH
- Class 4 TH
- Trail

- Private Road
- VT State Highway
- US Highway
- Interstate

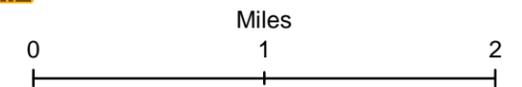
Rare/Threatened/Endangered Location

- Bird
- Plant Dicot
- Plant Monocot
- Reptile
- Conserved Public Land
- Conserved Private Land
- Deer Wintering Yard

Wildlife Linkage Habitat Analysis

- High : 10
- Low : 0.6

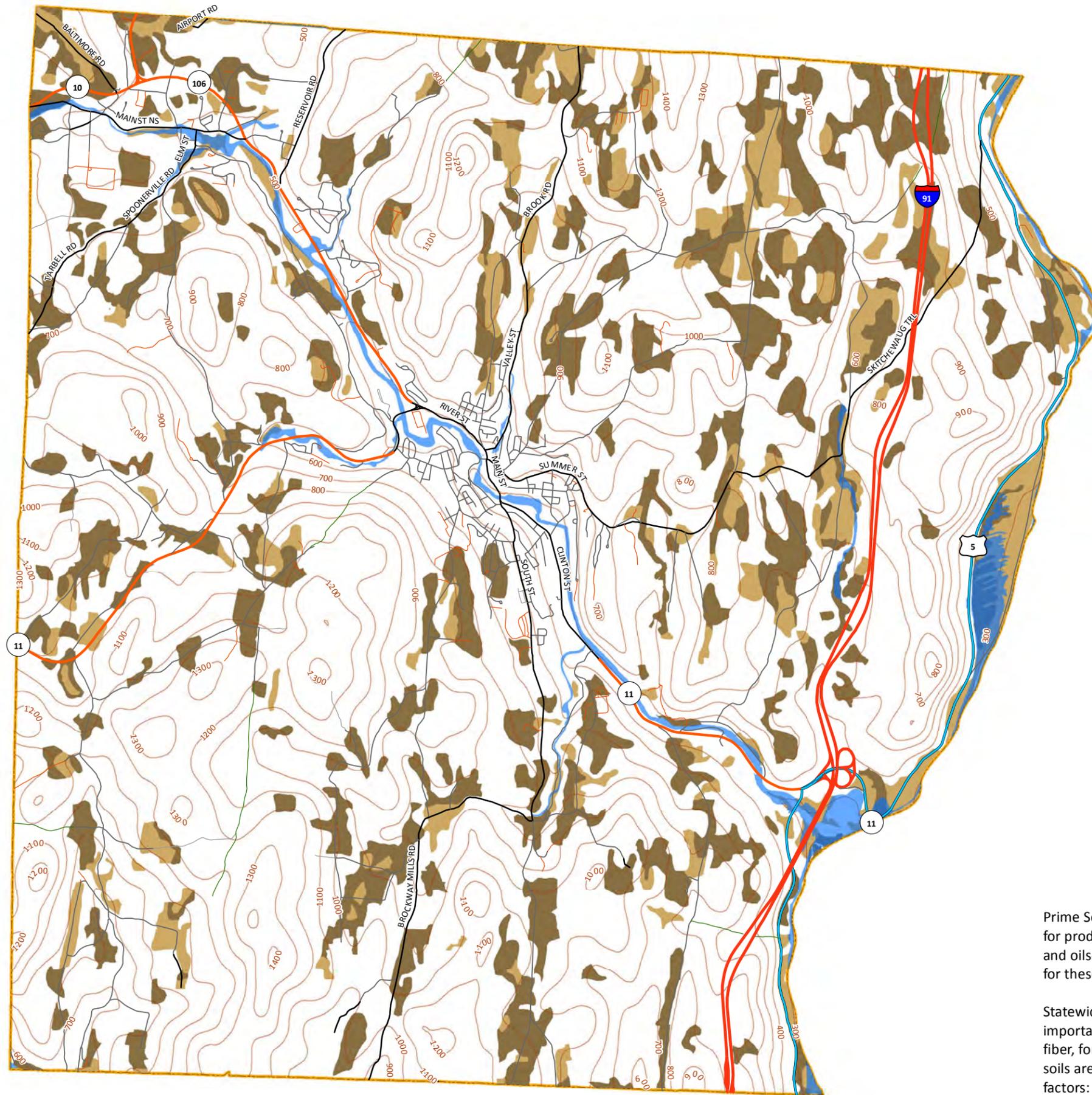
- Town Boundary



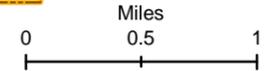
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Town of Springfield Soil Conditions



- 100' Contour
- FEMA 100yr Floodplain
- Greater than 25% Slope
- Prime Soil
- Statewide Soil
- Class 1 TH
- Class 2 TH
- Class 3 TH
- Class 4 TH
- Trail
- Private Road
- VT State Highway
- US Highway
- Interstate
- Town Boundary



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.



VT State Plane
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