COMMUNITY ASSISTANCE
PLANNING REPORT NO. 238

A LAND USE PLAN FOR THE TOWN OF TRENTON: 2010

WASHINGTON COUNTY WISCONSIN

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Acknowledgement is due Vincent A. Stockhausen and the late Oliver H. Baumgartner, former Town Plan Commission members, for their contributions to the preparation of the Town of Trenton land use plan.

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Special acknowledgement is due Roland O. Tonn, AICP, former SEWRPC Chief Community Assistance Planner; Richard R. Kania, RLA, AICP, SEWRPC Principal Planner; Jennifer J. Reek, SEWRPC GIS Planning Specialist; and Vanessa L. Opel, SEWRPC Planning Draftsman, for their efforts in the conduct of this study and in the preparation of this report.

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NUMBER 238

A LAND USE PLAN FOR THE TOWN OF TRENTON: 2010 WASHINGTON COUNTY, WISCONSIN

Prepared by the

Southeastern Wisconsin Regional Planning Commission
P. O. Box 1607
Old Courthouse
916 N. East Avenue
Waukesha, Wisconsin 53187-1607

December 1997

Inside Region $ 5.00
Outside Region $10.00

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SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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December 19, 1997

Mr. James B. Esselmann
Chairman, Town of Trenton
and Members of the Town Board
and Town Plan Commission
1071 Highway 33 East
P. O. Box 259
Newburg, Wisconsin 53060

Ladies and Gentlemen:

In June 1995, the Town of Trenton requested the assistance of the Southeastern Wisconsin Regional Planning Commission in the preparation of a land use plan for the Town. The Regional Planning Commission staff, working with Town officials and the Town Long Range Planning Committee, has now completed the requested plan as presented in this report. The plan is intended to help guide the physical development of the Town and to assist Town officials in making day-to-day decisions regarding development in the Town.

In addition to setting forth the land use plan adopted by the Town Plan Commission and Town Board in November 1997, this report presents pertinent information on the present stage of development in the Town, including information on population and housing units, existing land use, the topography and drainage patterns, soils, woodlands, wetlands, wildlife habitat, prime agricultural areas, and environmental corridors of the Town, all of which constitute important considerations in any local planning effort. The report also contains recommendations for implementation of the plan, including recommended changes to the Town zoning ordinance.

The Regional Planning Commission staff appreciates the assistance provided by Town officials and the Town of Trenton Long Range Planning Committee during the preparation of this report.

Sincerely,

Philip C. Evenson

Philip C. Evenson
Executive Director

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Chapter I

INTRODUCTION

The State municipal planning enabling act, set forth in Section 62.23 of the Wisconsin Statutes, provides for the creation of municipal plan commissions and charges those commissions with the responsibility of creating and adopting a "master," or comprehensive, plan for the physical development of the municipality, including any areas outside of its boundaries which may affect development of the municipality. The scope and content of the comprehensive plan, as set forth in the Statutes, is very broad, extending to all aspects of the physical development of a community. The Statutes indicate that the plan shall be prepared for the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as fostering efficiency and economy in the process of development.

Acting in accordance with this statutory charge, the Town of Trenton, in June 1995, requested that the Southeastern Wisconsin Regional Planning Commission assist the Town Plan Commission in the development of a key element of a comprehensive plan for the Town, a land use plan. The plan, while intended primarily to meet local development objectives, is also intended to carry pertinent regional plan elements into greater depth and detail as necessary for sound community development. This report sets forth the desired land use plan for the Town of Trenton.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development in the Town of Trenton, including the preparation of projections of a possible range of future population and economic activity levels, inventories of the natural resource base and existing land uses, an inventory of existing local plan implementation devices, the formulation of a set of recommended land use development objectives and supporting standards for the Town, careful analyses of the inventory findings, and the preparation of a land use plan which best meets Town objectives. The plan, when adopted by the Town Plan Commission and the Town Board, is intended to serve as a guide to Town officials in making development decisions within the Town of Trenton. The planning effort also included a review of existing plan implementation measures and devices needed to help carry out the recommended plan over time, with particular emphasis on any needed revisions to the Town zoning and land subdivision control ordinances.

THE PLANNING AREA

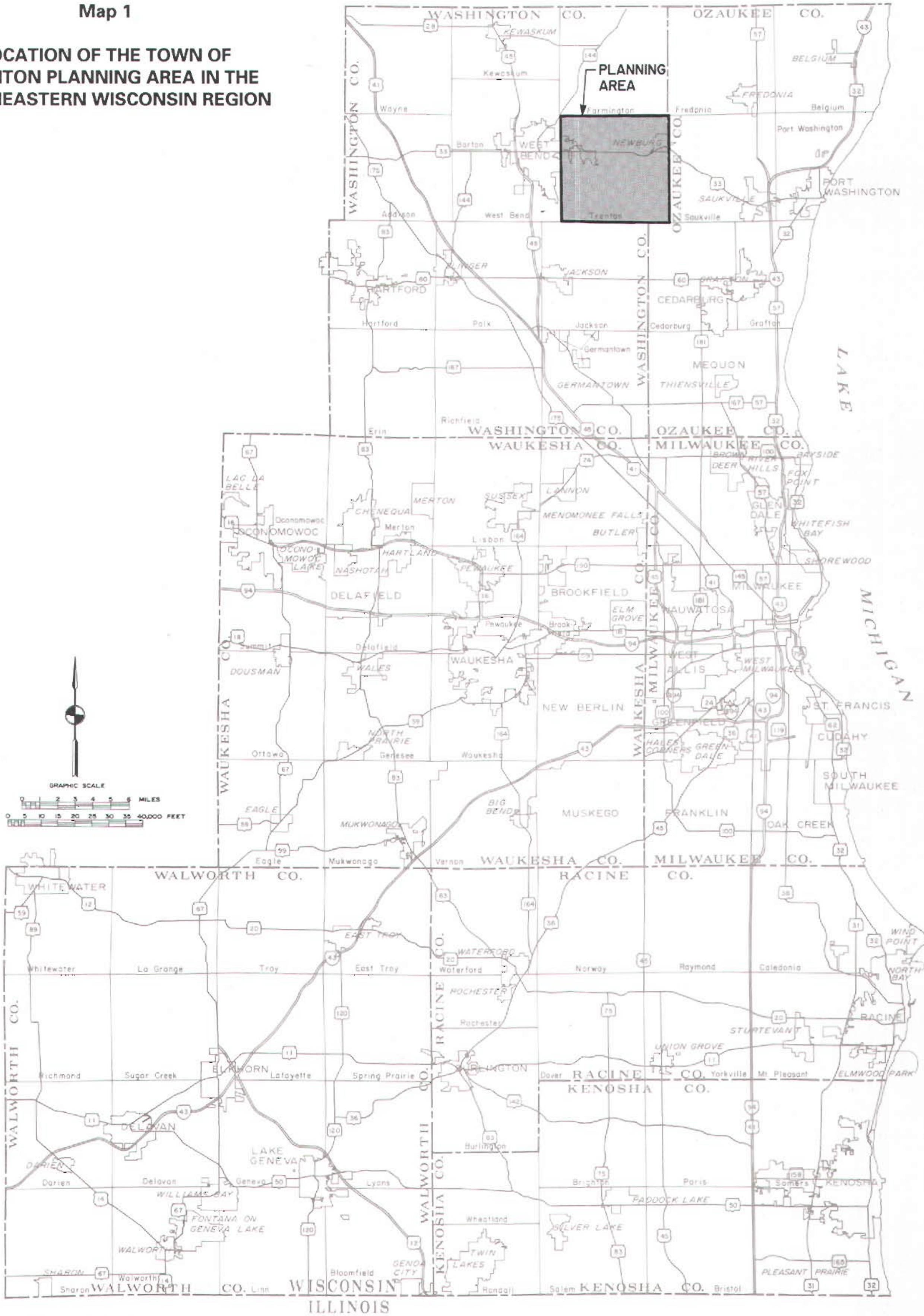
The Town of Trenton planning area is located in the east central portion of Washington County, as shown on Map 1, and consists of all of the Town and portions of the City of West Bend and the Village of Newburg that lie within U. S. Public Land Survey Township 11 North, Range 20 East. This U. S. Public Land Survey township encompasses approximately 23,187 acres in the Town of Trenton planning area, or about 36.2 square miles. The portion of the City of West Bend which lay within the U. S. Public Land Survey township in March 1995 encompassed an area of approximately 818 acres, or about 1.3 square miles. In March 1995, the portion of the Village of Newburg lying within the Town of Trenton planning area encompassed approximately 492 acres, or about 0.8 square mile. Thus, the civil town known as "the Town of Trenton" encompassed about 34.1 square miles in March 1995. For the purposes of preparing a recommended land use plan for the Town, however, only the area within the civil division of the Town in March 1995 is reflected in the plan, excluding both the City of West Bend and the Village of Newburg.

COMMUNITY HISTORY

Originally covered by a dense hardwood forest, the Town of Trenton was first settled by Europeans in 1845, following completion of the U. S. Public Land Survey in the area; by the end of the decade, most of the land had been settled and was being cleared for farms. The Milwaukee River flows through the middle of the Town in a generally west-to-east direction; as early as 1836 speculators, including Solomon Juneau, a cofounder of Milwaukee, had acquired land in the Town along the River. The preferred area for urban settlement was the site of the present-day Village of Newburg. The then-unincorporated community of Newburg was founded in the winter of 1847-1848 when Barton Salisbury, deciding to harness the power of the Milwaukee River, erected a dam, a sawmill, and a gristmill. The Town of Trenton was established on March 11, 1848. By 1870, the population of the Town was

Map 1

LOCATION OF THE TOWN OF TRENTON PLANNING AREA IN THE SOUTHEASTERN WISCONSIN REGION



Source: SEWRPC.

just over 2,000 persons, with the raising of livestock, dairying, and the growing of cereals as the principal agricultural activities.

The original settlers of the Town were mostly immigrants from New York and New England, along with a few Irish and some eastern European immigrants who settled in southeastern Trenton around the unincorporated hamlet of Myra. By the latter part of the century, however, settlers of German descent had moved into the area and bought the land from the Yankees, lending the community a Germanic flavor. In 1881, the population of the Town was described as "seven-eighths German in birth or immediate descent."

In 1881 the Town's resident population of about 1,900 was served by three churches, two Roman Catholic and one Lutheran, and by 12 schools employing 15 teachers. The unincorporated village of Newburg boasted a gristmill, a sawmill, two stores, two hotels, a cheese factory, a blacksmith, a shoemaker, and a carriage builder. Two post offices, one in Myra and one in Newburg, served the Town. There was another cheese factory on the western border of the Town.

Map 2 shows the pattern of historical urban development in the Town of Trenton planning area from 1850 to 1990.

PLANNING CONSIDERATIONS

Sound planning practice dictates that local plans be prepared within the framework of broader, areawide plans. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Washington County and the Town of Trenton. The Commission has, since its creation in 1960, prepared advisory plans for the physical development of the Region through the systematic formulation of those elements of such plans most important to the units and agencies of government operating within the Region.

While always advisory in nature to the government agencies concerned and to private-sector interests, this framework of regional plan elements is intended to serve as a basis for the preparation of more detailed county and local government planning, and is intended to influence both public- and private-sector decision making with respect to development. An understanding of pertinent recommendations contained in regional, subregional, county, and local plans, as described below, is therefore important to the proper preparation of a land use plan for the Town of Trenton.

Regional Land Use Plan

The adopted regional land use plan, as documented in SEWRPC Planning Report No. 40, *A Regional Land Use Plan for Southeastern Wisconsin—2010*, January 1992, provides recommendations regarding the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a land use plan for the Town of Trenton are the recommendations for the preservation of the primary environmental corridors and prime agricultural lands of the Region, and for the encouragement of a more compact pattern of urban development. The regional plan recommends that urban development be encouraged to occur contiguous to, and outward from, the existing urban centers of the Region in areas which are covered by soils suitable for such use; which are not subject to such hazards as flooding; and which can be readily and efficiently served by such essential urban facilities as public sanitary sewerage and water supply. These important recommendations of the regional land use plan provided the basic framework around which a Town land use plan could be developed. The adopted regional land use plan, as it pertains to the Town of Trenton planning area, is shown on Map 3.

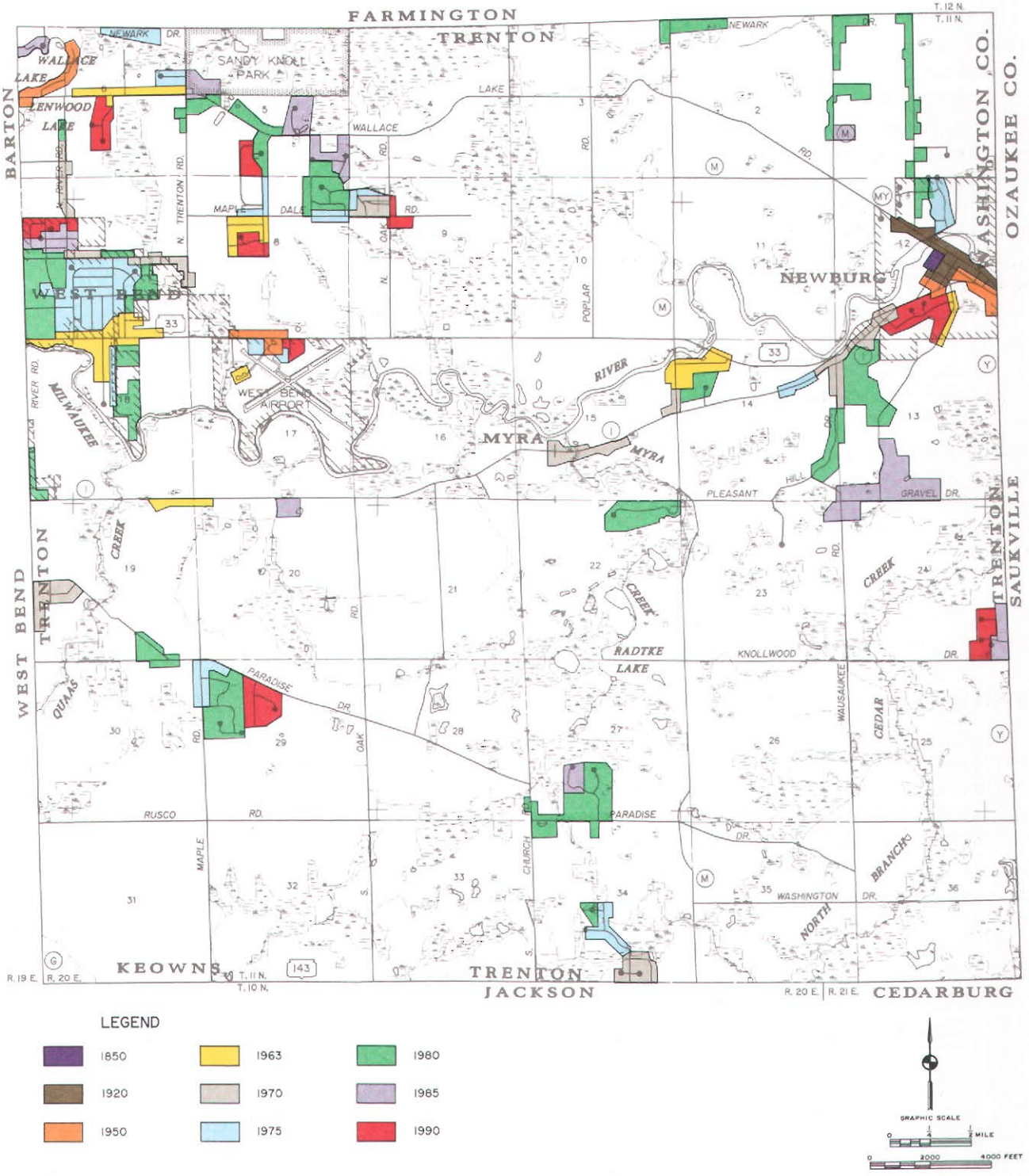
Transportation System Plans

The adopted regional transportation system plan, presented in SEWRPC Planning Report No. 41, *A Regional Transportation System Plan for Southeastern Wisconsin: 2010*, December 1994, provides recommendations as to how the regional land use plan can best be served by highway and arterial-street and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2010, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and probable future traffic movements within the Region and of existing highway and transit system capacity and use. The adopted regional transportation system plan, as it pertains to the Town of Trenton planning area, is shown on Map 4.

The new regional airport system plan, set forth in SEWRPC Planning Report No. 38 (2nd Edition), *A Regional Airport System Plan for Southeastern Wisconsin: 2010*, November 1996, was adopted by the Regional Planning Commission in December 1996. The plan recommends a coordinated set of airport facility and service improvements intended to provide the Region with an airport system able to serve the commercial and general-aviation needs of the area in an efficient and cost-

Map 2

HISTORICAL URBAN GROWTH IN THE TOWN OF TRENTON PLANNING AREA: 1850-1990

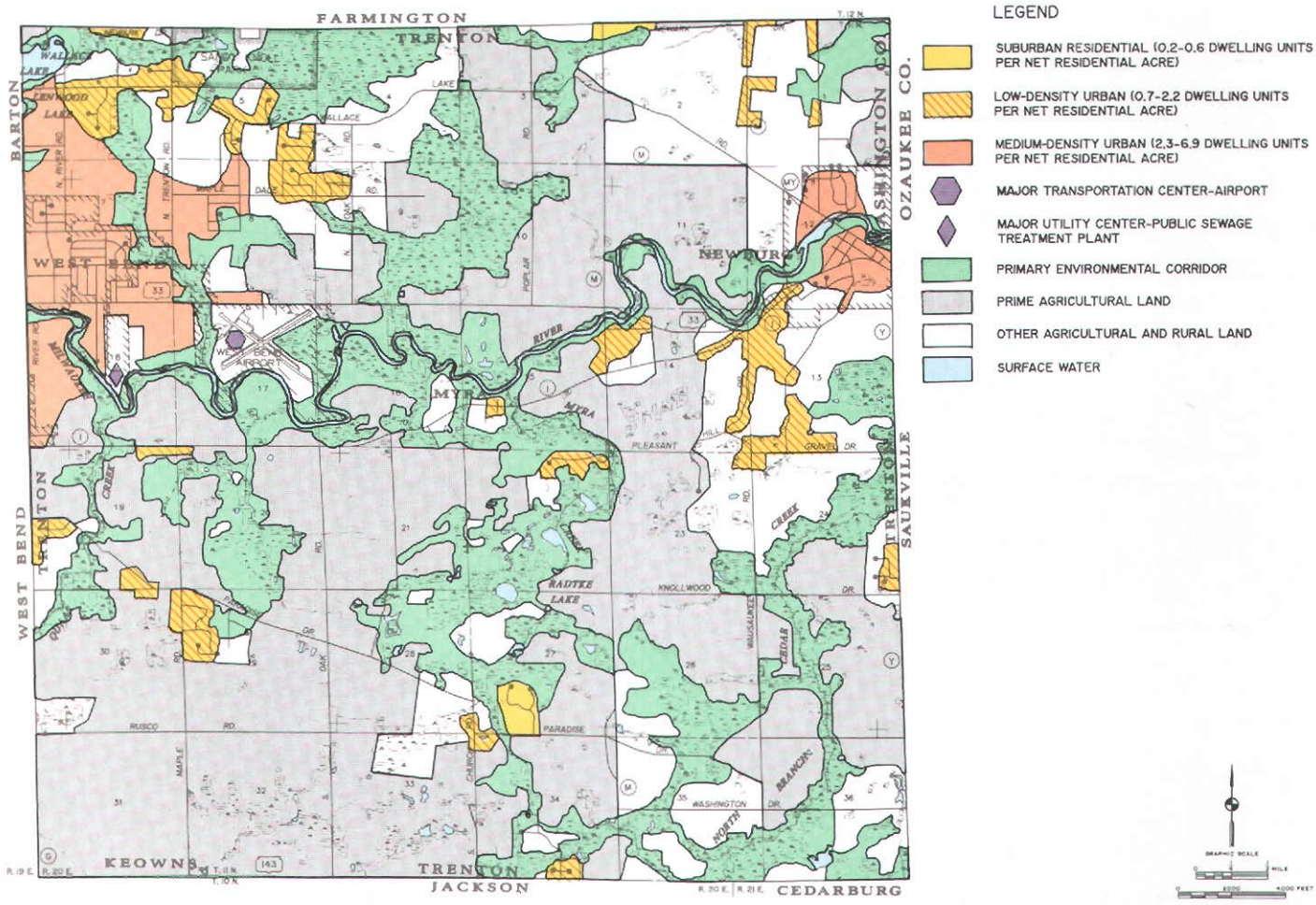


Source: SEWRPC.

effective manner. The plan recommended that West Bend Municipal Airport, owned and operated by the City of West Bend, be upgraded from a General Utility airport to a Transport-Corporate airport. This would allow the airport to accommodate larger general aviation aircraft, including many types of business and corporate jets. The major improvements needed to upgrade the airport include realigning and extending the primary runway and taxiway;

Map 3

ADOPTED REGIONAL LAND USE PLAN AS RELATED TO THE TOWN OF TRENTON PLANNING AREA: 2010



Source: SEWRPC.

installing additional airfield lighting and navigational aids, including an instrument landing system; and expanding the terminal and aircraft storage area. The adopted regional airport system plan as related to land uses for West Bend Municipal Airport is shown on Map 5.

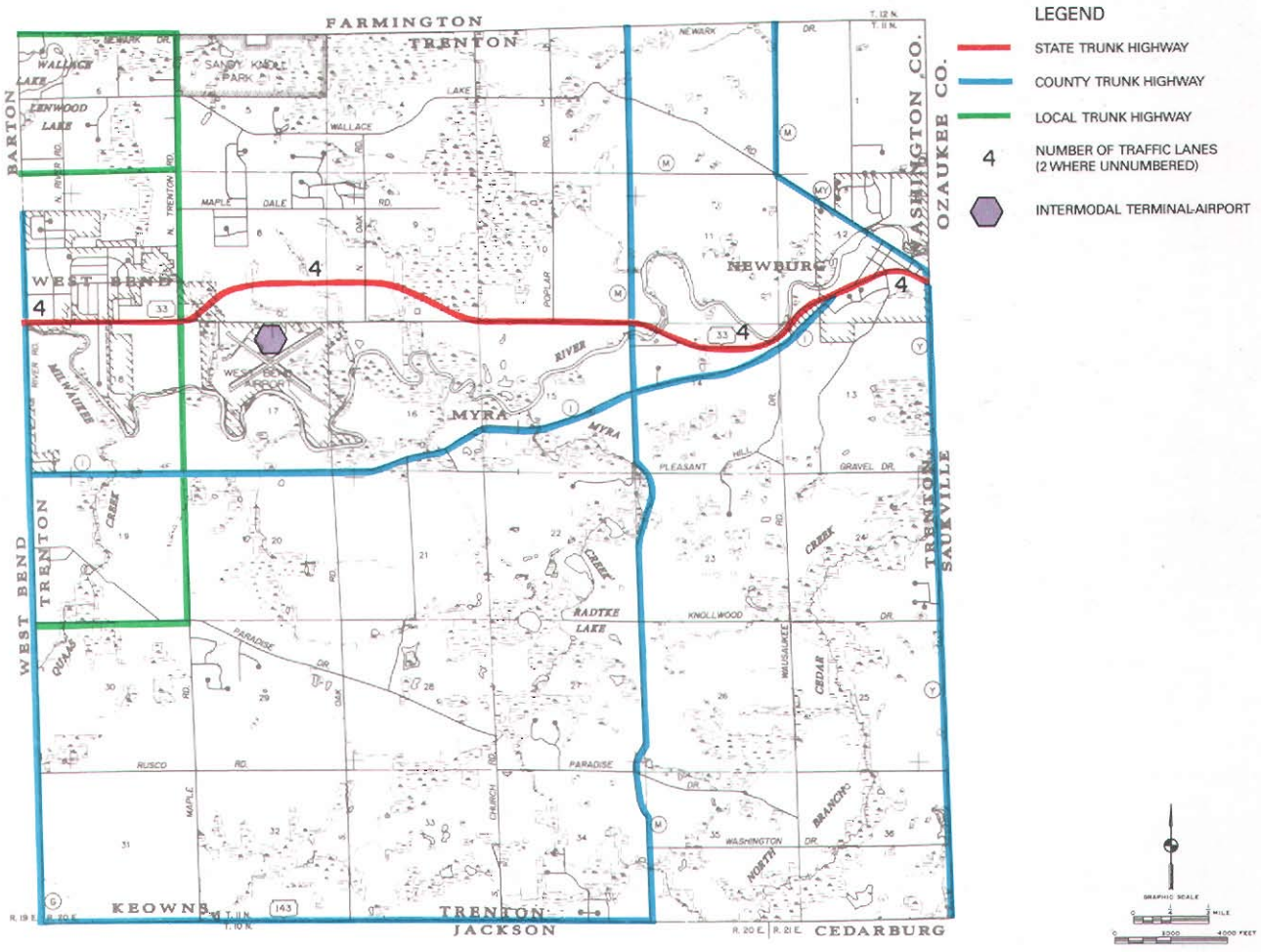
Park and Open Space Plans

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*, November 1977, identifies existing and probable future park and open space needs within the Region and recommends a system of large regional resource-oriented parks, recreational corridors, and smaller urban parks, together with their attendant recreational facility requirements, to meet these needs. That portion of the regional plan that applies to Washington County, including the Town of Trenton, was refined and detailed in 1989 by the Regional Planning Commission in response to a request from the Washington County Board. The resulting park and open space plan for the County is documented in SEWRPC Community Assistance Planning Report No. 136, *A Park and Open Space Plan for Washington County*, March 1989. The adopted Washington County park and open space plan as related to the Town of Trenton planning area is shown on Map 6.

The first regional bicycle and pedestrian facilities system plan, as documented in SEWRPC Planning Report No. 43, *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*, December 1994, was adopted as an element of the regional transportation system plan. The bicycle and pedestrian facilities system

Map 4

ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN AS RELATED TO THE TOWN OF TRENTON PLANNING AREA: 2010



Source: SEWRPC.

plan is intended to encourage increased bicycle and pedestrian travel as alternatives to travel by automobile within the Region in a safe and efficient manner. The plan includes a proposed regional bicycle-way system designed to provide connections between urbanized areas and incorporated areas with a population of 5,000 or more located outside of urbanized areas. Map 7 shows the adopted regional bicycle-way system plan as related to the Town of Trenton planning area.

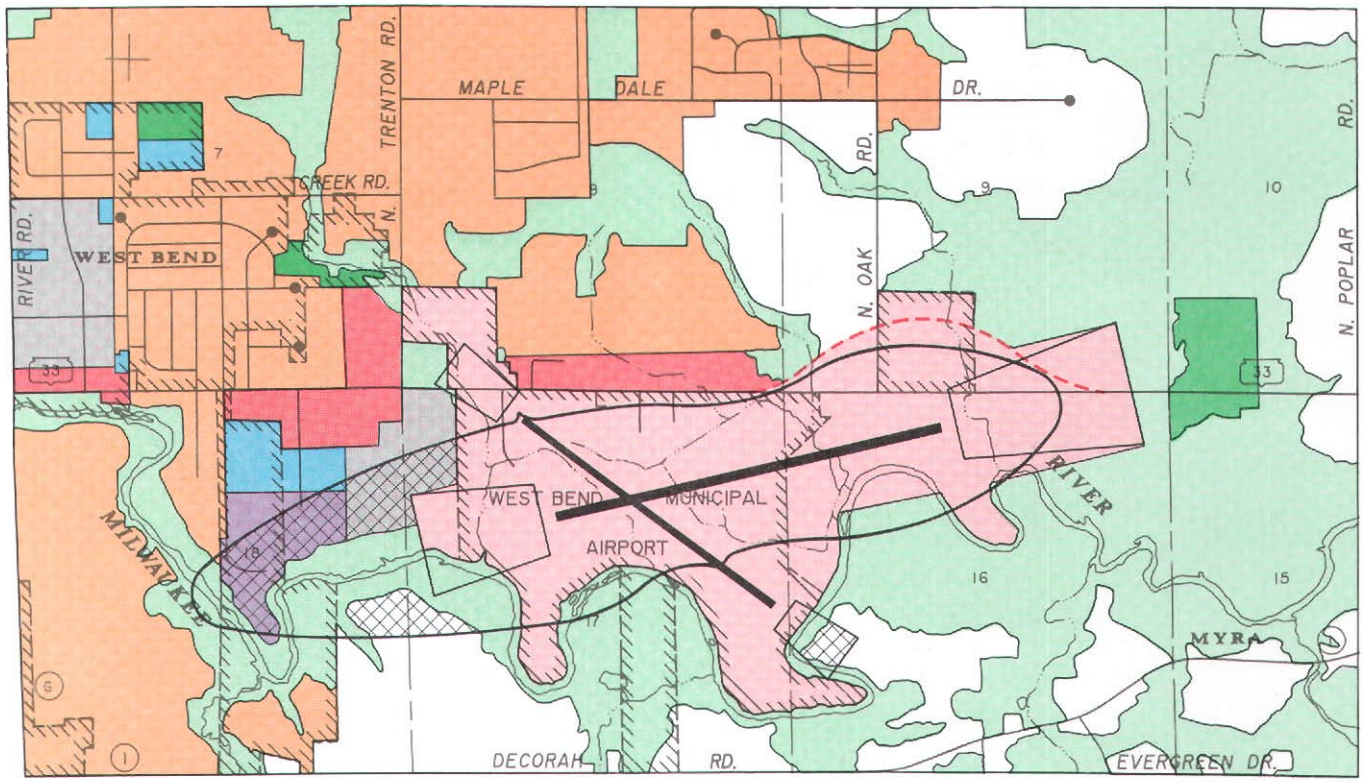
Water Quality and Related Plans

A regional water quality management plan is intended to provide recommendations to help meet a Congressional mandate that the waters of the United States be made, to the extent practical, "fishable and swimmable." The findings and recommendations of the water quality management planning program for Southeastern Wisconsin are described in SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000*, Volume One, *Inventory Findings*, September 1978; Volume Two, *Alternative Plans*, February 1979; and Volume Three, *Recommended Plan*, June 1979. The plan documented in this report consists of a land use and sanitary sewer service area element, a point water pollution abatement element, a nonpoint water pollution abatement element, a wastewater sludge management element, and a water quality monitoring element.

The adopted regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility in the Region. These initially recommended sanitary sewer service areas were based upon the urban land use configuration identified in the regional land use plan for the

Map 5

AREA LAND USE PLAN FOR WEST BEND MUNICIPAL AIRPORT: 2010

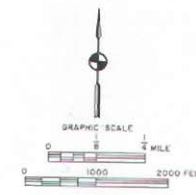


LEGEND

- EXISTING AND PROPOSED AIRPORT LANDS
- 65 DNL NOISE EXPOSURE CONTOUR
- RUNWAY PROTECTION ZONE
- PROPOSED HIGHWAY REALIGNMENT

PREDOMINANT LAND USE

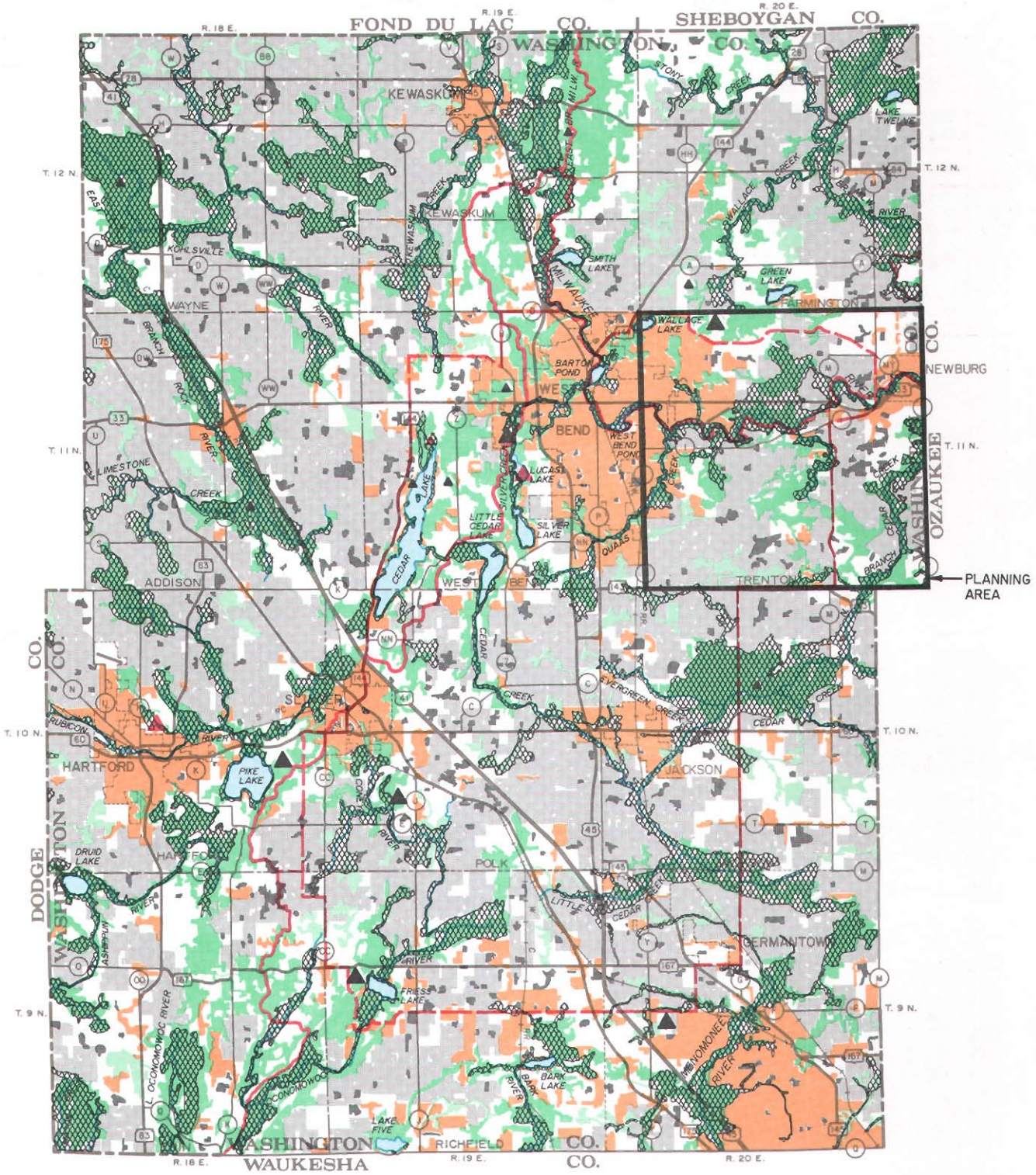
- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- TRANSPORTATION, COMMUNICATION, AND UTILITY
- GOVERNMENTAL AND INSTITUTIONAL
- RECREATIONAL
- AREAS IN WHICH NEW, EXPANSION, OR REPLACEMENT DEVELOPMENT SHOULD BE LIMITED TO COMPATIBLE OBJECTS AND LAND USES
- AGRICULTURE AND OTHER OPEN LANDS
- PRIMARY ENVIRONMENTAL CORRIDOR, SECONDARY ENVIRONMENTAL CORRIDOR, AND ISOLATED NATURAL RESOURCE AREA



Source: SEWRPC.

Map 6

ADOPTED WASHINGTON COUNTY PARK AND OPEN SPACE PLAN AS RELATED TO THE TOWN OF TRENTON PLANNING AREA: 2000



LEGEND

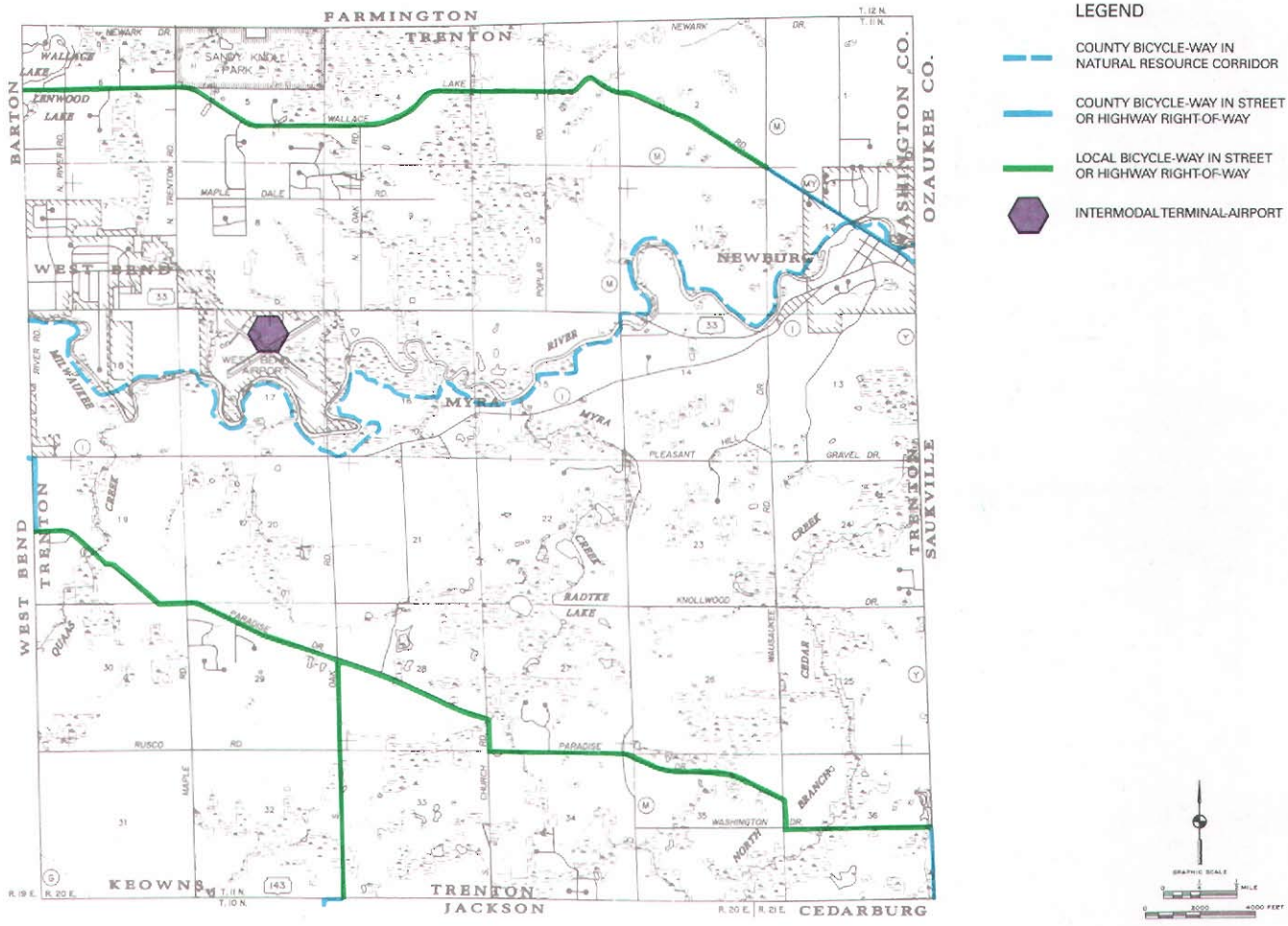
- URBAN DEVELOPMENT
- OTHER RURAL LAND
- COUNTY OR STATE PARK AND OPEN SPACE SITES
  - EXISTING MAJOR PARK
  - EXISTING OTHER COUNTY OR STATE PARK OR OPEN SPACE SITE
  - PROPOSED MAJOR PARK
  - PROPOSED OTHER PARK OR OPEN SPACE SITE
  - RECREATION CORRIDOR (TRAIL)
  - WASHINGTON COUNTY BICYCLE TRAIL
- NATURAL RESOURCES
  - PRIMARY ENVIRONMENTAL CORRIDOR
  - SECONDARY ENVIRONMENTAL CORRIDOR
  - ISOLATED NATURAL AREA
  - SURFACE WATER
  - FLOODLANDS
  - PRIME AGRICULTURAL LAND

GRAPHIC SCALE

Source: SEWRPC.

Map 7

ADOPTED REGIONAL BICYCLE-WAY SYSTEM PLAN AS RELATED TO THE TOWN OF TRENTON PLANNING AREA: 2010



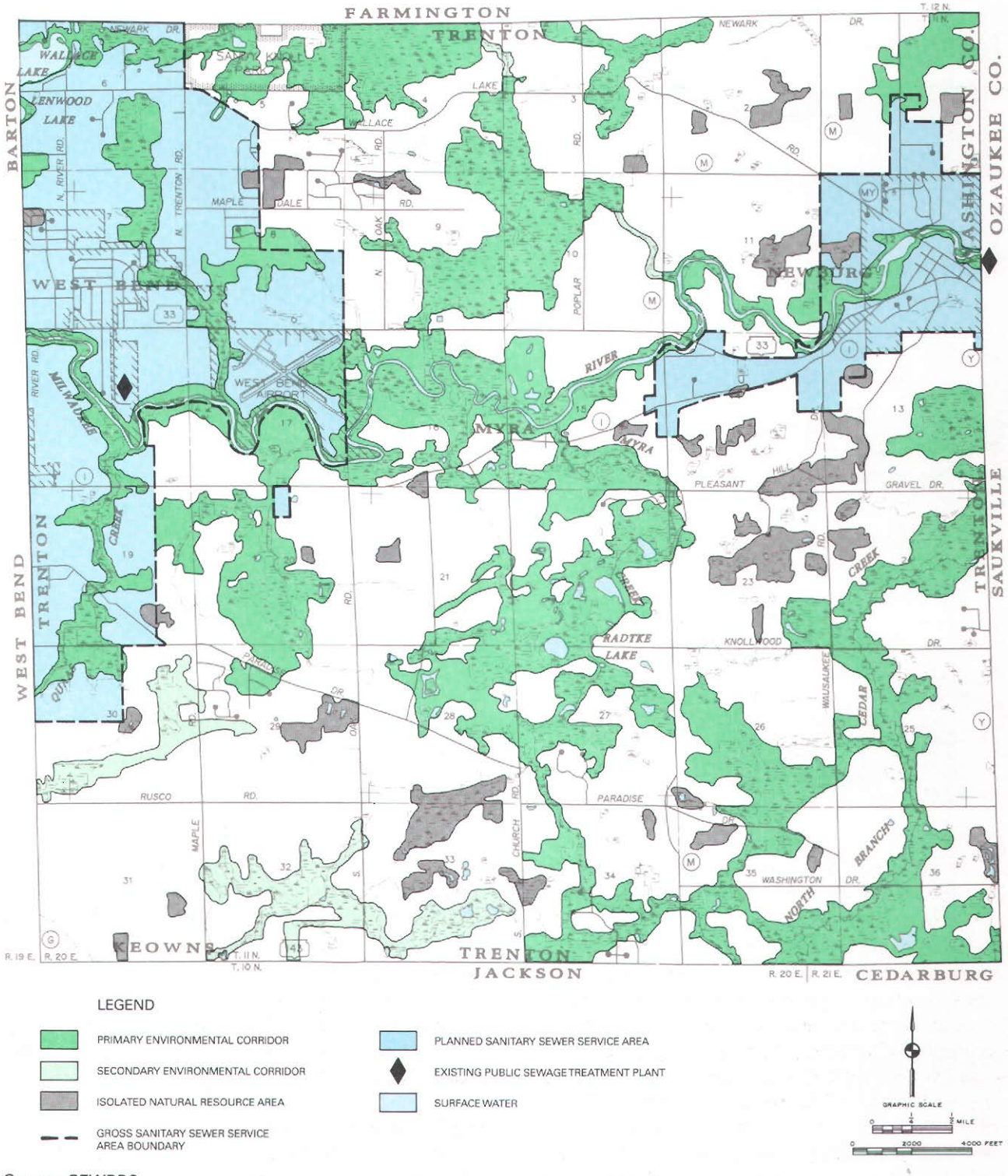
Source: SEWRPC.

year 2000. As such, delineation of the areas was necessarily general, and did not reflect more detailed local planning considerations. Accordingly, the regional water quality management plan recommends that each community served by public sanitary sewerage facilities refine and detail sanitary sewer service areas for their area. In response to this recommendation, the City of West Bend in December 1982 adopted a refined sanitary sewer service plan designating a detailed sanitary sewer service area tributary to the City of West Bend sewage treatment plant. Subsequently, in March 1993, the Village of Newburg adopted a refined sanitary sewer service plan designating a detailed sanitary sewer service area tributary to the Village of Newburg sewage treatment plant. These plans are respectively documented in SEWRPC Community Assistance Planning Report No. 35, *Sanitary Sewer Service Area for the City of West Bend, Washington County, Wisconsin*, December 1982, and plan amendments dated March 1985 and May 1995; and in SEWRPC Community Assistance Planning Report No. 205, *Sanitary Sewer Service Area for the Village of Newburg, Ozaukee and Washington Counties, Wisconsin*, March 1993. The plans as they relate to the Town of Trenton planning area are shown on Map 8. The plans are relevant to urban development in the Town of Trenton because they identify areas of planned sanitary sewer service in the Town.

In addition to the regional plan elements, there is a subregional plan element which is of importance to the Town of Trenton. This subregional plan is SEWRPC Planning Report No. 13, *A Comprehensive Plan for the Milwaukee River Watershed*, Volume One, *Inventory Findings and Forecasts*, December 1970, and Volume Two, *Alternative Plans and Recommended Plan*, October 1971. This sub-

Map 8

ADOPTED PLANNED SANITARY SEWER SERVICE AREAS IN THE TOWN OF TRENTON PLANNING AREA



Source: SEWRPC.

regional plan also contains recommendations for floodland management, water pollution abatement, and water supply which pertain to the Town of Trenton planning area. Particularly important for the Town of Trenton is the recommendation to preserve floodwater storage areas in the headwater areas of the watershed, in order to avoid major increases in the flood flows and stages of the Milwaukee River through urban areas.

Agricultural Preservation Plans

In 1981, the Washington County Board adopted a farmland preservation plan prepared by Stockham & Vandewalle of Madison, Wisconsin, and documented in a report titled *Farmland Preservation Plan, Washington County, Wisconsin*. The plan is intended to serve as a guide to the preservation of agricultural lands in Washington County. This plan was prepared partly in response to the increasing public concern over the rapid conversion of farmland to urban use and to the requirements of the Wisconsin Farmland Preservation Act. The Wisconsin Legislature adopted this Act in 1977 to encourage the preparation of county farmland preservation plans and to provide State income-tax credits for the maintenance of farmlands in delineated preservation areas. Ultimately, only those farmers owning lands within delineated prime agricultural areas zoned for exclusive agricultural use, and, in Southeastern Wisconsin, in an area for which a farmland preservation plan has been prepared, as in this case, are eligible for the full State income-tax credits provided under the law. The County plan further recommends the protection of environmentally significant areas and makes recommendations regarding the location and intensity of urban development within the County through the year 2000. The farmland preservation plan also presents recommendations for its implementation. The Washington County farmland preservation plan as it pertains to the Town of Trenton is shown on Map 9.

In 1985, the Washington County Board also requested the Regional Planning Commission to assist in preparing a plan to help abate cropland soil erosion and to comply with the erosion control planning requirements of Section 92.10 of the Wisconsin Statutes. The resulting plan is documented in SEWRPC Community Assistance Planning Report No. 170, *Washington County Agricultural Soil Erosion Control Plan*, March 1989. As part of the planning process, agricultural soil erosion control problems were identified and erosion control priority ratings were developed for each U. S. Public Land Survey section in the County. The plan describes such available soil erosion control practices as conservation tillage, contouring, terraces, and permanent vegetative cover, and identifies farm conservation planning activities needed to implement the recommended control practices.

As noted above, the findings and recommendations of the aforementioned plan elements all have important implications for any comprehensive planning effort for the Town of Trenton. Pertinent recommendations from these earlier planning efforts are reflected in the land use plan presented in this document.

THE COMMUNITY LAND USE PLANNING PROCESS

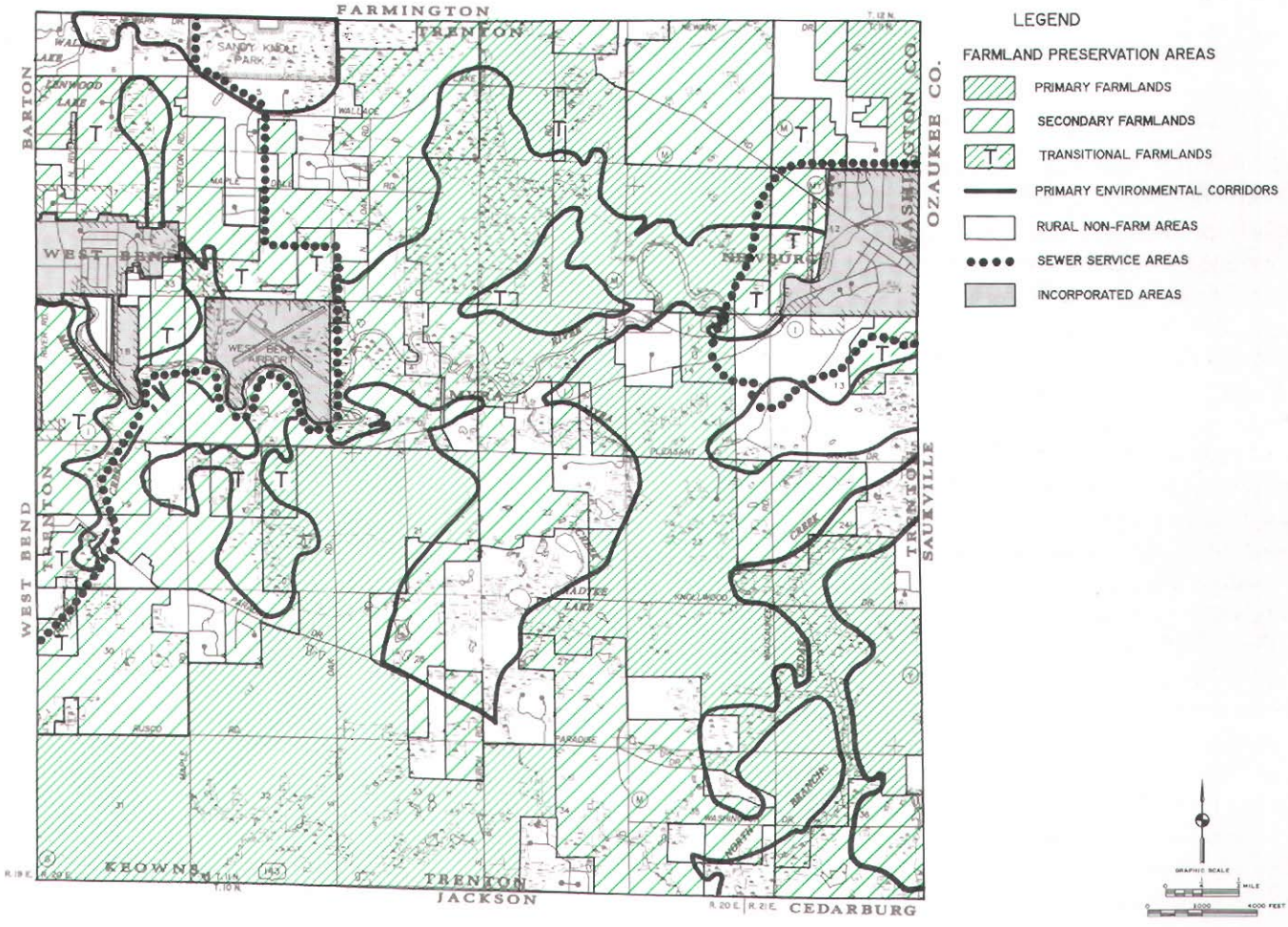
The recommended plan presented in this report was developed through a planning process consisting of the following seven steps: 1) a comprehensive inventory of the factors affecting land use development and redevelopment in the Town planning area, 2) a careful analysis of the inventory data, 3) the formulation of land use development objectives, principles, and standards, 4) the identification of land use and related facility needs in the planning area through the year 2010 based, in part, upon resident population and employment forecasts and the agreed-upon development objectives and standards, 5) the development and evaluation of alternative land use plans, 6) the selection of a recommended plan, and 7) the development of recommended plan implementation measures. The comprehensive planning process is diagrammed in Figure 1. The active participation of citizens and local officials during the planning process is imperative for the process to succeed. It is also important, as part of the planning process, to reevaluate adopted community plans in light of new information and changing public attitudes and opinions.

Inventory and Analysis

Reliable planning data are essential for the formulation of workable land use plans. Consequently, inventory becomes the first operational step in the planning process. The crucial nature of factual information in the process should be evident, since no reliable forecasts can be made or alternative courses of action evaluated without knowledge of the current state of the system being planned. Development of the land use plan for the Town of Trenton was based on the existing development pattern, the potential demand for each of the various major land use categories, local land use development potentials and constraints, and the underlying natural resource and public utility base and its ability to support development. The necessary inventory and analyses not only provide data describing the existing conditions, but also provide a basis for identifying existing and potential problems in the planning area and opportunities for development. The inventory data are also crucial to forecasting community land use and facility needs, formulating alternative plans, and evaluating such plans.

Map 9

ADOPTED WASHINGTON COUNTY FARMLAND PRESERVATION PLAN AS RELATED TO THE TOWN OF TRENTON: 2000



Source: Stockham & Vandewalle and SEWRPC.

Formulation of Development Objectives, Principles, and Standards

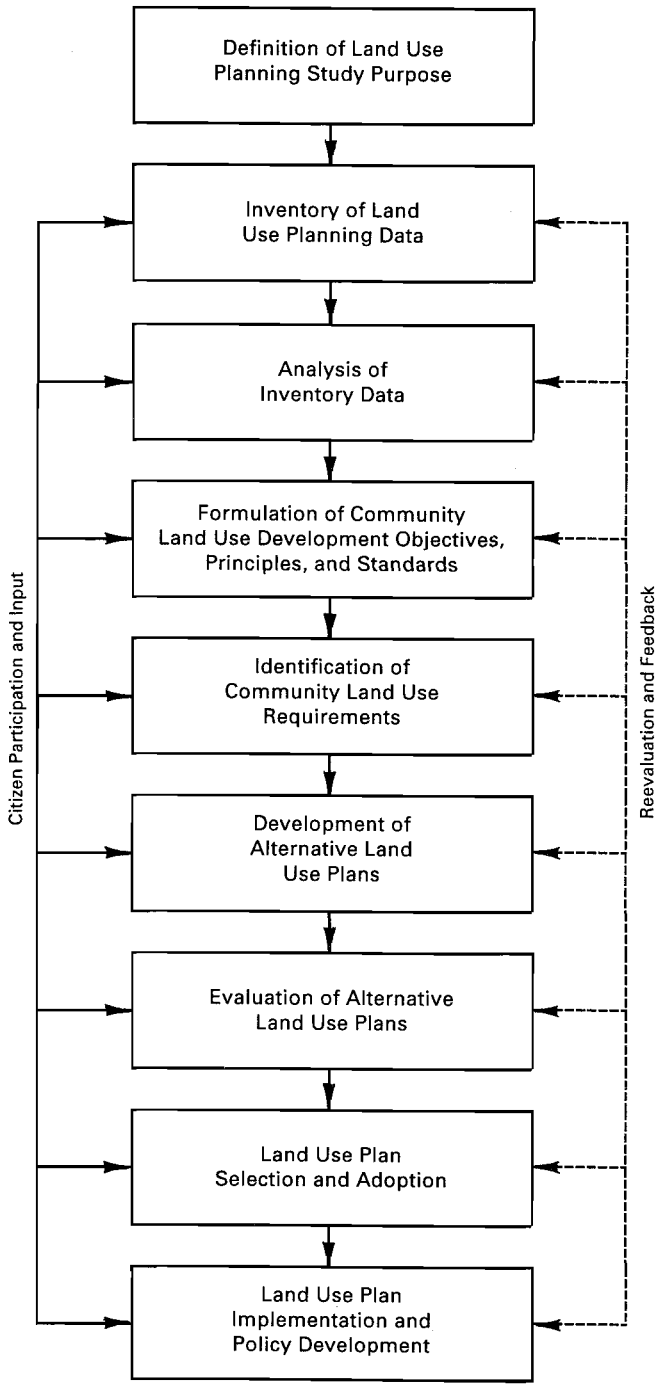
An objective is defined as a goal or end toward which the attainment of plans and policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives serve as a guide to the preparation of alternative plans and provide an important basis for the evaluation of these alternatives and the selection of a recommended plan from among the alternatives considered. The community plans should be clearly related to the defined objectives through a set of standards. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented due to changing public attitudes and values. The formulation of objectives should involve the active participation of local officials and knowledgeable and concerned citizens. The Town Plan Commission and Town Long Range Planning Committee, which included both local officials and citizen members, provided active guidance to the technical staffs engaged in the planning process.

Identification of Community Land Use and Facility Requirements

Although the preparation of forecasts is not planning, a land use plan must, to the extent possible, anticipate future land and facility requirements as a basis for the development of alternative plans. The future demand for land use will depend primarily upon the size of the future resident population and the nature of future economic activity in the Town. Control of changes in population and employment levels, however, lie largely, although not entirely, outside the scope of government activity at the local level. Therefore, future population and economic activity

Figure 1

THE COMMUNITY LAND USE PLANNING PROCESS



Source: SEWRPC.

levels must be forecast. The forecast levels are then used to determine the probable future demand for various types of land uses and facilities. This is not to say that governmental policies at the local level cannot influence the course of urban growth and development, and, consequently, of population and economic activity growth rates.

Development and Evaluation of Alternative Plans and Selection and Adoption of a Recommended Plan

Once the probable future demand for a variety of land uses and facilities has been estimated, alternative plans which meet the probable demand can be developed. The alternative plans should be evaluated on the basis of their relative ability to attain the agreed-upon development objectives; the plan which is judged best to meet those objectives should be selected for adoption. The evaluation and selection should be made by the Town Plan Commission on the basis of information obtained during all stages of the planning process.

Plan Implementation

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. A zoning ordinance and accompanying zoning district map should be used to assure legally that private development and redevelopment will occur in conformance with the adopted plan. The zoning regulations should govern not only the types of land uses permitted in various parts of the community, but also the height and arrangement of buildings on the land and the intensity of the use of land as well. Land division regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the adopted plan both with respect to proposed land uses to be accommodated and with respect to such details as street, block, and lot layout and required infrastructure improvements.

SUMMARY

This chapter has served as an introduction to the Town of Trenton land use planning process. It has cited the provisions of the Wisconsin Statutes which authorize the Town to engage in land use planning, described the geographic location and history of the Town of Trenton area, indicated that the Southeastern Wisconsin Regional Planning Commission has prepared regional and local comprehensive plan elements that will bear on planning efforts in the Town, and has summarized each of the seven steps of the Town land use planning process.

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Chapter II

POPULATION AND EMPLOYMENT INVENTORIES, ANALYSES, AND FORECASTS

INTRODUCTION

Information on the size, characteristics, and distribution of the resident population and of employment in a planning area and on anticipated changes in these socio-economic factors over time is essential to the preparation of sound physical development plans. The size and other characteristics of the existing and probable future resident population and employment in the planning area have a direct influence on land use requirements and needs. The primary purpose of a land use plan is to meet those requirements and needs in an efficient, economical, and environmentally sound manner, thereby benefiting community residents and workers by maintaining and enhancing living and working conditions.

POPULATION AND EMPLOYMENT FORECASTS

The population, employment, and land use forecasts which were selected for use in the land use planning effort for the Town of Trenton were based upon consideration of a range of alternative population and employment levels developed for the seven-county Southeastern Wisconsin Region by the Regional Planning Commission. Three alternative future scenarios were developed by the Regional Planning Commission for use in preparing the design year 2010 regional land use plan. Two scenarios, the high-growth scenario and the low-growth scenario, were intended to identify reasonable extremes. An intermediate-growth scenario was also developed, providing a most probable future between the extremes. These three scenarios are described in the following sections of this chapter.[1]

[1]*For a detailed description of the methodology used to develop these projections, see SEWRPC Technical Report No. 25,* Alternative Futures for Southeastern Wisconsin, *December 1980; Technical Report No. 11, 2nd Edition,* The Population of Southeastern Wisconsin, *June 1984; and Technical Report No. 10, 2nd Edition,* The Economy of Southeastern Wisconsin, *May 1984.*

The High-Growth Scenario

The high-growth scenario envisions that the Region as a whole will experience only a slight decline in household size with a return to more conventional life-styles and somewhat higher birthrates.[2] This scenario assumes that the Region will be economically competitive with other areas of the United States over the next two decades and that the pattern of out-migration of population, economic activity, and jobs experienced in the recent past will subside. The greater attractiveness of the Region would be due to such factors as the availability of an ample high-quality water supply; availability of labor and land; a high-quality infrastructure of railways, highways, seaports, airports, and sewerage and water systems; a good university and vocational-technical educational system; a high-quality environment; ample recreational opportunities; and receptive community attitudes toward the needs of business and industry.

The Intermediate-Growth Scenario

The intermediate-growth scenario assumes that even though some out-migration of population and jobs will continue, the relative attractiveness of the Region will result in a stabilization of population and employment. The assumptions underlying this future include replacement-level birthrates and a slight decline in household size. Regionwide, there would be some increase in younger age groups, and the retirement-age population would be expected to show a significant increase.

The Low-Growth Scenario

The low-growth scenario envisions continued out-migration of population and jobs from the Region. This would be due in part to a decline in the ability of the Region to compete with other regions of the United States for economic activity and in part to continued growth in nontraditional life-styles, including increasing female

[2]*Households include persons who live alone; unrelated persons who live together, such as college roommates; and families. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories.*

participation in the labor force and birthrates at lower-than-replacement level.

Population Distribution

An additional variable was added to the analysis in the preparation of the intermediate population forecast. That variable deals with the degree of centrality of incremental urban land use development as measured by the relative nearness to the major population centers in the Region. Two alternative population distributions, referred to as centralized and decentralized distributions, were developed.

The centralized distribution concentrates population in the older urban centers of the Region and adjacent suburbs, with proportionately fewer people in outlying areas. The centralized distribution assumes that a significant proportion of the population will prefer to reside in an urban setting that provides a full range of urban facilities and services, such as public water supply, sanitary sewers, and mass transit. The decentralized distribution accommodates proportionately fewer people in the older urban centers of the Region and adjacent suburbs, and proportionately more in the outlying areas. The decentralized distribution assumes that a significant proportion of the population will prefer to reside in a suburban or rural setting with relatively large lots and a reduced level of urban services.

Significant decentralization of population within the Region began in the 1950s and has continued unabated to the present. The movement of persons from the older, urban central areas of the Region to outlying areas has markedly changed the development pattern of the Region, requiring outlying areas to provide many of the facilities and services once required only in the older, more highly developed urban areas of the Region.

Selected Forecast

The forecast population and employment levels envisioned under the low-growth, intermediate centralized, intermediate decentralized, and high-growth scenarios for the Southeastern Wisconsin Region, Washington County, and the Town of Trenton are summarized in Table 1. Upon consideration of the four alternative future scenarios postulated and upon consideration of recent development trends, the intermediate future, within the framework of a centralized population distribution, was selected as the basis for the preparation of the land use plan for the Town of Trenton. This is also the scenario utilized by the Regional Planning Commission in the preparation of the regional land use plan. Under the selected forecast, the population in the Town of Trenton may be expected to increase from about 3,970 persons in 1990 to about 7,800 persons in 2010, an increase of about 3,830 persons, or 96 percent; the number of jobs would be expected to increase from about 545 in 1990 to about 740 in 2010, an increase of about 195 jobs, or 36 percent.

In order to set the selected forecast into perspective, the historical population levels of the State, the Region, Washington County, and the Town of Trenton are presented in Table 2. This table indicates that the resident population of the Town of Trenton remained relatively stable from 1860 through 1950, experienced a steady increase from 1950 to 1980, and again remained stable from 1980 to 1990. Figure 2 shows graphically the historical and projected future population levels for the Town of Trenton based on three of the four alternative future scenarios considered.

AGE DISTRIBUTION

The age distribution of the population has important implications for planning and public policy formulation in the areas of education, recreation, health, housing, and transportation. The age composition of the Southeastern Wisconsin Region, Washington County, and the Town of Trenton is set forth by age group in Table 3. In general, as the resident population of the Region increased during the last two decades, the number of adults increased significantly while the number of children decreased slightly.

Between 1970 and 1990, the number of children under the age of five decreased by about 10 percent in the Region. It increased by about 9 percent in the County, but decreased 25 percent in the Town of Trenton. The number of school-age children, ages five through 17, decreased by about 28 percent in the Region, increased about 1 percent in the County, and declined about 1 percent in the Town of Trenton. It is anticipated that the school-age population will continue to decline in the Town over the planning period.

The number of working-age adults, ages 18 through 64, increased in all three areas between 1970 and 1990, with a modest increase of about 15 percent in the Region and significant increases of about 80 percent and 55 percent in the County and the Town, respectively. The number of persons aged 65 and older also increased in all three areas between 1970 and 1990. The most dramatic change was in Washington County, where the elderly population

Table 1

ALTERNATIVE POPULATION AND EMPLOYMENT FORECASTS FOR THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1970, 1980, 1990, AND 2010

Area	1970	1980	1990	Alternative Future Scenarios: 2010[a]			
				Low-Growth	Intermediate-Growth Centralized[b]	Intermediate-Growth Decentralized	High-Growth
Region							
Population	1,756,083	1,764,796	1,810,364	1,517,100	1,911,000	1,872,200	2,316,100
Jobs	748,900	871,900	990,300	870,900	1,095,000	1,051,300	1,251,600
Washington County							
Population	63,839	84,848	95,328	91,100	111,700	134,600	185,000
Jobs	21,200	31,400	41,800	41,000	47,900	52,700	66,100
Town of Trenton							
Population	3,178	3,914	3,967	5,800	7,800	9,900	13,500
Jobs	201	272	543	390	740	940	1,230

[a]Population and employment forecasts to the year 2010 were prepared using 1980 base data and may not reflect changes which occurred between 1980 and 1990.

[b]The intermediate-growth centralized scenario is the one used for the adopted year 2010 regional land use plan.

Source: U. S. Bureau of the Census, U. S. Bureau of Economic Analysis, and SEWRPC.

Table 2

HISTORICAL POPULATION LEVELS FOR THE STATE OF WISCONSIN, THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1850-1990

Year	Wisconsin		Southeastern Wisconsin Region		Washington County		Town of Trenton	
	Population	Percent Change from Previous Census Year	Population	Percent Change from Previous Census Year	Population	Percent Change from Previous Census Year	Population	Percent Change from Previous Census Year
1850	305,391	--	113,389	--	19,485[a]	--	504	--
1860	775,881	154.1	190,409	67.9	23,622	21.2	1,744	246.0
1870	1,054,670	35.9	223,546	17.4	23,919	1.3	2,035	16.7
1880	1,315,497	24.4	277,119	24.0	23,442	-2.0	1,890	-7.1
1890	1,693,330	28.7	386,774	39.6	22,751	-2.9	1,760	-6.9
1900	2,069,042	22.2	501,808	29.7	23,589	3.7	1,572	-10.7
1910	2,333,860	12.8	631,161	25.8	23,784	0.8	1,432	-8.9
1920	2,632,067	12.8	783,681	24.2	25,713	8.1	1,348	-5.9
1930	2,939,006	11.7	1,006,118	28.4	26,551	3.3	1,304	-3.3
1940	3,137,587	6.8	1,067,699	6.1	28,430	7.1	1,499	15.0
1950	3,434,575	9.5	1,240,618	16.2	33,902	19.2	1,776	18.5
1960	3,951,777	15.1	1,573,614	26.8	46,119	36.0	2,657	49.6
1970	4,417,821	11.8	1,756,083	11.6	63,839	38.4	3,178	19.6
1980	4,705,642	6.5	1,764,796	0.5	84,848	32.9	3,914	23.2
1990	4,891,769	4.0	1,810,364	2.6	95,328	12.4	3,967	1.4

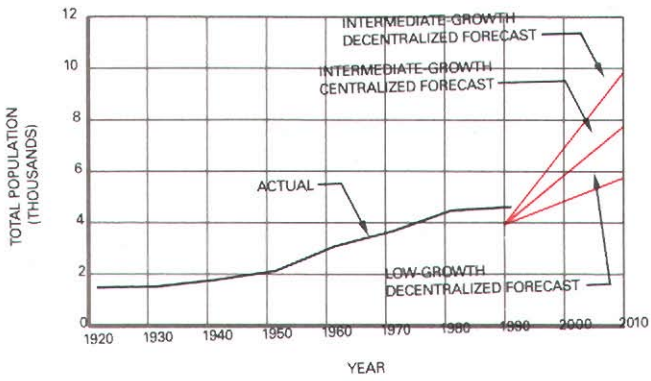
[a]In 1853, seven towns (Belgium, Cedarburg, Fredonia, Grafton, Mequon, Port Washington, and Saukville) and the Village of Port Washington, all then in Washington County and which had a resident population of 8,281 in 1850, were detached from the remainder of Washington County to form Ozaukee County.

Source: U. S. Bureau of the Census and SEWRPC.

nearly doubled. The number of persons age 65 or older increased by 34 percent in the Region, 89 percent in Washington County, and 28 percent in the Town of Trenton. The increase in the size of the elderly population, which may be expected to continue throughout the planning period, may be expected to increase the demand for specialized housing units, transportation, and health-care services for the elderly.

Figure 2

HISTORICAL AND PLANNED POPULATION LEVELS IN THE TOWN OF TRENTON: 1920-2010



Source: SEWRPC.

HISTORICAL AND PROBABLE FUTURE HOUSEHOLD SIZE

As indicated by the data in Table 4, there was a steady increase in the number of housing units as well as in the resident populations of the Southeastern Wisconsin Region, Washington County, and the Town of Trenton between 1970 and 1990. The table also demonstrates that the rate of increase in the number of housing units exceeded the rate of population increase in each of these three areas. With the number of housing units increasing at a faster rate than the population, average household size throughout the Region has steadily decreased. The decline in the number of persons per household can be attributed to an increase in the number of one-person households and a decrease in the number of children per family.

The number and size of households is a demographic characteristic of particular importance for land use and public facility planning because the average household size is used to convert a forecast population into an estimate of the number of housing units needed over the planning period. Throughout the Region, the number of households has increased at a faster rate than the total household population. Table 5 compares historical and forecast year 2010 household sizes in the Southeastern Wisconsin Region, Washington County, and the Town of Trenton. Forecast variations in household size are generally due to a greater assumed proportion of "traditional" households, consisting of husband, wife, and children, under the high-growth scenario and a greater portion of single-parent families and single-person households under the low-growth scenario, with more children per family present in the "traditional" families.

The data in Table 5 indicate that, in 1990, the average household size in the Town of Trenton was 3.25 persons per household, compared to 2.86 in Washington County, and 2.62 in the Region. The average household size, under the intermediate-growth centralized forecast, may be expected to decline for all of the areas considered, with average household size in the Town of Trenton decreasing from 3.25 persons per household in 1990 to 2.75 in 2010.

On the basis of a Town of Trenton average household size of 2.75 persons and a household population of approximately 7,800 persons, a total of about 2,836 occupied housing units may be expected to be needed in the Town in the year 2010 under the intermediate-growth centralized scenario. This is an increase of about 1,617 occupied housing units over the 1990 total of 1,219 units in the Town, or about 80 units each year. It should be noted, however, that the adopted regional land use plan allocates nearly all forecast housing units to locations within the City of West Bend and the Village of Newburg planned sanitary sewer service areas.

HOUSING CHARACTERISTICS

Housing Construction Activity: 1970 through 1990

Table 6 summarizes residential building permits issued in the Town of Trenton from 1980 through 1994. Over this 15-year period, permits were issued for 321 housing units, all of which were single-family housing units. From 1980 through 1994, an average of about 21 permits was issued for residential construction each year; from 1990 through 1994, an average of 34 permits for new residential construction was issued each year.

Housing Occupancy and Vacancy Rates

Table 4 provides information on housing occupancy and vacancy rates in the Southeastern Wisconsin Region, Washington County, and the Town of Trenton in 1970, 1980, and 1990. Between 1970 and 1990, the number of housing units in the Region increased by about 27 percent, while in Washington County and the Town of Trenton, the number of housing units increased by about 84 percent and 41 percent, respectively. In 1990, about 80 percent of the year-round-occupied units in the Town were owner-occupied and about 20 percent were renter-occupied.

Between 1970 and 1990, the Southeastern Wisconsin Region experienced an increase in owner-occupied year-round housing units of about 25 percent while Washington County and the Town of Trenton experienced increases

Table 3

AGE COMPOSITION OF THE POPULATION IN THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1970-1990

Age Group (years)	Southeastern Wisconsin Region									
	1970[a]		1980[b]		1990		1970-1980		1980-1990	
	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent
Under 5	153,243	8.7	128,085	7.2	138,444	7.6	-25,158	-16.4	10,359	8.1
5 through 17	472,342	26.9	375,653	21.3	338,629	18.8	-96,689	-20.5	-37,024	-9.9
18 through 64	960,887	54.8	1,065,887	60.4	1,106,820	61.1	105,000	10.9	40,933	3.8
65 and Older	169,415	9.6	195,294	11.1	226,471	12.5	25,879	15.3	31,177	16.0
All Ages	1,755,887	100.0	1,764,919	100.0	1,810,364	100.0	9,032	0.5	45,445	2.6

Age Group (years)	Washington County									
	1970		1980		1990		1970-1980		1980-1990	
	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent
Under 5	6,627	10.4	7,108	8.4	7,240	7.6	481	7.3	132	1.9
5 through 17	19,525	30.6	21,488	25.3	19,803	20.8	1,963	10.1	-1,685	-7.8
18 through 64	32,440	50.8	49,127	57.9	58,343	61.2	16,687	51.4	9,216	18.8
65 and Older	5,247	8.2	7,125	8.4	9,942	10.4	1,878	35.8	2,817	39.5
All Ages	63,839	100.0	84,848	100.0	95,328	100.0	21,009	32.9	10,480	12.4

Age Group (years)	Town of Trenton									
	1970		1980		1990[c]		1970-1980		1980-1990	
	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent
Under 5	348	11.0	331	8.5	261	6.5	-17	-4.9	-70	-21.1
5 through 17	1,009	31.7	1,125	28.7	1,001	24.8	116	11.5	-124	-11.0
18 through 64	1,606	50.5	2,286	58.4	2,490	61.8	680	42.3	204	8.9
65 and Older	215	6.8	172	4.4	276	6.9	-43	-20.0	104	60.5
All Ages	3,178	100.0	3,914	100.0	4,028	100.0	736	23.2	114	2.9

[a] *The 1970 regional population of 1,755,887 excludes 196 persons who were added subsequent to the conduct of the 1970 Census but were not allocated to the various age group categories.*

[b] *The 1980 regional population of 1,764,919 includes 123 persons who were removed subsequent to the conduct of the 1980 Census but whose removals were not allocated to the various age group categories.*

[c] *The 1990 Town of Trenton population of 4,028 includes 61 persons who were removed subsequent to the conduct of the 1990 Census but whose removals were not allocated to the various age group categories.*

Source: U. S. Bureau of the Census and SEWRPC.

of about 85 percent and 60 percent, respectively. The County increase was more than three times as high as that experienced by the Region as a whole and the Town increase was more than twice that of the Region. With respect to renter-occupied year-round housing units during this same period, the Region experienced an increase of about 28 percent, the County experienced a dramatically higher increase of about 100 percent, and the Town experienced a decrease of about 15 percent. The increase in renter-occupied housing in the Region and the County may be due to such life-style changes as more single-person households and smaller families; the Town decrease may be a result of more "traditional" families in the Town.

Housing vacancy rates for both owner-occupied and rental housing in 1990 for the Southeastern Wisconsin Region, Washington County, and the Town of Trenton are also shown in Table 4. The vacancy rate for owner-occupied housing in the Region, that is, the rate for formerly owner-occupied housing units that were vacant and up for sale, was about 0.9 percent in 1990. The vacancy rate for owner-occupied housing in Washington County was about 0.5 percent, and the vacancy rate for owner-occupied housing in the Town of Trenton was also about 0.5 percent in 1990.

The vacancy rate for renter-occupied housing in the Region, that is, the rate for formerly renter-occupied housing units that were vacant and available for rent, was about 4.6 percent in 1990. The vacancy rate for renter-occupied housing in Washington County was about 2.7 percent, and the vacancy rate for renter-occupied housing in the Town of Trenton was about 2.0 percent in 1990.

Table 4

HISTORICAL POPULATION AND HOUSING CHARACTERISTICS OF THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1970-1990

Characteristics	Southeastern Wisconsin Region									
	1970[a]		1980[b]		1990		1970-1980		1980-1990	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent Change	Change	Percent Change
Population										
Household	1,714,200	97.6	1,724,567	97.7	1,769,120	97.7	10,367	0.6	44,553	2.6
Group Quarters	41,687	2.4	40,352	2.3	41,244	2.3	-1,335	-3.2	892	2.2
Total	1,755,887	100.0	1,764,919	100.0	1,810,364	100.0	9,032	0.5	45,445	2.6
Housing Unit Type										
Owner-Occupied	331,339	58.5	389,381	58.5	414,049	57.7	58,042	17.5	24,668	6.3
Renter-Occupied	205,147	36.2	238,574	35.9	262,058	36.6	33,427	16.3	23,484	9.8
Vacant, for Sale	2,379	0.4	4,478	0.7	3,850	0.5	2,099	88.2	-648	-14.5
Vacant, for Rent	9,101	1.6	11,205	1.7	12,615	1.8	2,104	23.1	1,410	12.6
Other Vacant[c]	18,790	3.3	21,335	3.2	24,623	3.4	2,545	13.5	3,288	15.4
Total	566,756	100.0	664,973	100.0	717,175	100.0	98,217	17.3	52,202	7.9
Persons per Occupied Housing Unit	3.20	--	2.75	--	2.62	--	-0.45	-14.0	-0.13	-4.7

Characteristics	Washington County									
	1970		1980		1990		1970-1980		1980-1990	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent Change	Change	Percent Change
Population										
Household	63,135	98.9	83,946	98.9	94,271	98.9	20,811	33.0	10,325	12.3
Group Quarters	704	1.1	902	1.1	1,057	1.1	198	28.1	155	17.2
Total	63,839	100.0	84,848	100.0	95,328	100.0	21,009	32.9	10,480	12.4
Housing Unit Type										
Owner-Occupied	13,123	70.2	20,314	71.6	24,383	70.9	7,191	54.8	4,069	20.0
Renter-Occupied	4,262	22.8	6,402	22.6	8,594	25.0	2,140	50.2	2,192	34.2
Vacant, for Sale	100	0.5	288	1.0	125	0.4	188	188.0	-163	-56.6
Vacant, for Rent	124	0.7	240	0.8	241	0.7	116	93.5	1	0.4
Other Vacant[c]	1,083	5.8	1,119	4.0	1,039	3.0	36	3.3	-80	-7.1
Total	18,692	100.0	28,363	100.0	34,382	100.0	9,671	51.7	6,019	21.2
Persons per Occupied Housing Unit	3.63	--	3.14	--	2.86	--	-0.49	-13.5	-0.28	-9.0

Characteristics	Town of Trenton									
	1970		1980		1990		1970-1980		1980-1990	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent Change	Change	Percent Change
Population										
Household	3,169	99.7	3,914	100.0	3,960	99.8	745	23.5	46	1.2
Group Quarters	9	0.3	0	0.0	7	0.2	-9	-100.0	7	--
Total	3,178	100.0	3,914	100.0	3,967	100.0	736	23.2	53	1.4
Housing Unit Type										
Owner-Occupied	668	75.2	966	84.2	1,075	85.9	298	44.6	109	11.3
Renter-Occupied	170	19.1	147	12.8	144	11.5	-24	-14.1	-2	-1.4
Vacant, for Sale	6	0.7	8	0.7	5	0.4	2	33.3	-3	-37.5
Vacant, for Rent	6	0.7	4	0.3	3	0.2	-2	-33.3	-1	-25.0
Other Vacant[c]	38	4.3	23	2.0	25	2.0	-15	-39.5	2	8.7
Total	888	100.0	1,147	100.0	1,252	100.0	259	29.2	105	9.2
Persons per Occupied Housing Unit	3.78	--	3.52	--	3.25	--	-0.26	-6.9	-0.27	-7.7

[a]The 1970 regional population of 1,755,887 excludes 196 persons who were added subsequent to the conduct of the 1970 Census but were not allocated to the total number of persons in households or group quarters.

[b]The 1980 regional population of 1,764,919 includes 123 persons who were removed subsequent to the conduct of the 1970 Census but whose removals were not allocated to the total number of persons in households or group quarters.

[c]Includes migratory and seasonal housing units.

Source: U. S. Bureau of the Census and SEWRPC.

Table 5

COMPARISON OF HISTORICAL AND PROBABLE FUTURE POPULATION PER OCCUPIED HOUSING UNIT IN THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1970-2010

Year	Southeastern Wisconsin Region	Washington County	Town of Trenton
1970	3.20	3.63	3.78[a]
1980	2.75	3.14	3.52[a]
1990	2.62	2.86	3.25[a]
2010 Forecast[b]			
Low-Growth Forecast	2.19	2.41	2.48
Intermediate-Growth Centralized Forecast	2.40	2.65	2.75
Intermediate-Growth Decentralized Forecast	2.42	2.66	2.74
High-Growth Forecast	2.67	2.93	3.05

[a]*Data are based on the Town of Trenton civil division limits.*

[b]*Forecast data were prepared using 1980 base data and may not reflect changes in household size which occurred between 1980 and 1990.*

Source: U. S. Bureau of the Census and SEWRPC.

Table 6

RESIDENTIAL BUILDING PERMITS ISSUED IN THE TOWN OF TRENTON: 1980-1994

Year	Single-Family Housing Units	Two-Family Housing Units	Multi-Family Housing Units	Total Housing Units
1980	16	0	0	16
1981	5	0	0	5
1982	2	0	0	2
1983	10	0	0	10
1984	18	0	0	18
1985	13	0	0	13
1986	3	0	0	3
1987	25	0	0	25
1988	28	0	0	28
1989	30	0	0	30
1990	27	0	0	27
1991	28	0	0	28
1992	46	0	0	46
1993	36	0	0	36
1994	34	0	0	34
Total	321	0	0	321

Source: Allied Construction Employers Association and SEWRPC.

Standards formulated in SEWRPC Planning Report No. 20, *A Regional Housing Plan for Southeastern Wisconsin*, February 1975, suggest that local housing vacancy rates be maintained at a minimum of 4 percent and a maximum of 6 percent for rental housing units and at a minimum of 1 percent and a maximum of 2 percent for owner-occupied housing units over a full range of housing types, sizes, and costs. These vacancy rates are desirable to facilitate population mobility and to enable households to exercise choice in the selection of suitable housing. The 1990 vacancy rate in the Town for owner-occupied housing was 0.5 percent and for rental housing was 2.0 percent; both fall below the recommended standards.

Housing Costs

Table 7 provides the monthly owner costs, including debt costs, of owner-occupied, mortgaged, noncondominium housing units in the Southeastern Wisconsin Region, Washington County, and the Town of Trenton. The table indicates that the 1990 median monthly mortgage housing cost for the Southeastern Wisconsin Region was $764; for Washington County, $788; and for the Town of Trenton, $762. These data indicate that the 1990 cost of mortgaged units in the Town was comparatively equal to such costs within the Region as a whole and lower than those in the County. In 1990, the Town of Trenton had 591 mortgaged owner-occupied noncondominium dwelling units, some 47 percent of the total housing stock in the Town.

Table 8 shows the 1990 monthly gross rent of renter-occupied housing in the Southeastern Wisconsin Region, Washington County, and the Town of Trenton. The data indicate that in 1990 the median monthly rent paid for renter-occupied housing was $372 for the Southeastern Wisconsin Region, $390 for Washington County, and $411 for the Town of Trenton. As shown in Table 8, the Town of Trenton had a higher median rent in 1990 than did the Region and the County.

ECONOMIC CHARACTERISTICS AND FORECASTS

Household Income

The data in Table 9 indicate the 1990 household income levels for the Southeastern Wisconsin Region, Washington County, and the Town of Trenton by income ranges, together with the median and mean income levels for each of the geographic areas listed. In 1990, the median household income in the Southeastern Wisconsin Region was $32,146; in Washington County, $38,431; and in the Town of Trenton, $41,448. The mean, or average, household income in 1990 for the Region was $38,541; for Washington County, $42,483; and for the Town, $43,881. Both the median and mean family income levels in the Town of Trenton in 1990 were higher than those in the Region and in Washington County.

Table 7

NUMBER OF HOUSING UNITS OF OWNER-OCCUPIED MORTGAGED HOUSING BY MONTHLY OWNER COSTS IN THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1990

Actual Monthly Owner Costs with Mortgage	Southeastern Wisconsin Region		Washington County		Town of Trenton	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less Than $300	2,788	1.2	52	0.4	18	3.0
$300 to $399	9,220	4.1	399	3.0	23	3.9
$400 to $499	18,936	8.5	826	6.1	40	6.8
$500 to $599	27,594	12.3	1,582	11.7	65	11.0
$600 to $699	32,750	14.6	2,057	15.2	91	15.4
$700 to $799	32,393	14.5	2,104	15.6	95	16.1
$800 to $899	26,738	11.9	2,055	15.2	87	14.7
$900 to $999	21,348	9.5	1,516	11.2	102	17.3
$1,000 to $1,249	28,724	12.8	1,859	13.7	50	8.5
$1,250 to $1,499	11,211	5.0	650	4.8	14	2.4
$1,500 to $1,999	8,104	3.6	336	2.5	6	1.0
$2,000 or More	4,159	1.9	86	0.6	0	0.0
Total	223,935	100.0	13,522	100.0	591	100.0
Median Costs	$764	--	$788	--	$762	--
Average Costs	$840	--	$831	--	$760	--

Source: U. S. Bureau of the Census and SEWRPC.

Table 8

NUMBER OF HOUSING UNITS BY MONTHLY CONTRACT RENT FOR RENTER-OCCUPIED HOUSING IN THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1990

Actual Monthly Contract Rent	Southeastern Wisconsin Region		Washington County		Town of Trenton	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less Than $100	4,690	1.8	115	1.4	1	0.9
$100 to $149	10,372	4.0	272	3.3	1	0.9
$150 to $199	10,782	4.2	268	3.3	3	2.8
$200 to $249	17,776	6.9	383	4.7	6	5.7
$250 to $299	30,695	11.9	663	8.1	3	2.8
$300 to $349	36,808	14.3	1,104	13.5	13	12.3
$350 to $399	39,954	15.5	1,447	17.7	19	17.9
$400 to $449	32,217	12.5	1,422	17.4	20	18.9
$450 to $499	24,161	9.4	1,140	14.0	14	13.2
$500 to $549	15,432	6.0	568	7.0	8	7.5
$550 to $599	10,676	4.1	184	2.3	4	3.8
$600 to $649	7,084	2.7	168	2.1	9	8.5
$650 to $699	4,152	1.6	104	1.3	0	0.0
$700 to $749	2,448	0.9	34	0.4	0	0.0
$750 to $999	4,117	1.6	38	0.5	0	0.0
$1,000 or More	1,220	0.5	15	0.2	0	0.0
No Cash Rent	5,542	2.1	237	2.9	5	4.7
Total	258,126	100.0	8,162	100.0	106	100.0
Median Rent	$372	--	$390	--	$411	--
Average Rent	$381	--	$386	--	$409	--

Source: U. S. Bureau of the Census and SEWRPC.

Occupations and Employment Types

Table 10 provides information on the employed population 16 years of age and older by occupation for the Southeastern Wisconsin Region, Washington County, and the Town of Trenton. In 1990, as shown by the data in the table, 882,716 persons, or about 49 percent of the resident population of the Southeastern Wisconsin Region, were in the employed labor force. In Washington County, 50,498 persons, or about 53 percent of the resident County population, were in the employed labor force. In the Town of Trenton, 2,110 persons, or about 53 percent of the resident population of the Town, were in the employed labor force. White-collar workers, including managerial and professional specialty, and technical, sales, and administrative-support workers, made up about 58 percent of the employed persons in the Region; about 51 percent of the employed persons in Washington County; and about 44 percent of the employed population of the Town of Trenton. Blue-collar workers, including service, farming, forestry, and fishing workers; precision production, craft, and repair workers; and operators, fabricators, and laborers, represented about 42 percent of the employed persons of the Region, about 49 percent of the employed persons in the County, and about 56 percent of the employed population of the Town of Trenton.

Table 11 provides information on the employed population 16 years of age and older by class of worker for the Region, Washington County, and the Town of Trenton in 1990. The data in this table indicate that about 86 percent of the Town workers were employed in the private sector, compared to 85 percent for Washington County and 84 percent for the Region. About 6 percent of Town workers were employed in the public sector, compared to about 7 percent for Washington County and 12 percent for the Region. About 6 percent of Town workers were self-employed, compared to about 6 percent for Washington County and about 4 percent for the Region. The data further indicate that 0.3 percent of Town workers were engaged in unpaid family work, compared to 0.5 percent in Washington County and 0.3 percent in the Region.

Place of Work

Table 12 shows the place of work of workers 16 years of age and older living in Washington County and in the Town of Trenton in 1990. The data indicate that for the Town of Trenton, 1,208 persons, or about 57 percent of the labor force, worked in Washington County, while 902 workers, or about 43 percent, worked outside of the County. The significant number of workers employed outside Washington County leads to the conclusion that the Town of Trenton functions as a "bedroom" community.

Table 9

HOUSEHOLD INCOME IN THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1990

Income Range	Southeastern Wisconsin Region		Washington County		Town of Trenton	
	Number of Households	Percent of Total	Number of Households	Percent of Total	Number of Households	Percent of Total
Less Than $5,000	24,879	3.7	442	1.3	11	0.9
$5,000 to $9,999	63,191	9.3	1,650	5.0	43	3.4
$10,000 to $12,499	29,465	4.4	961	2.9	19	1.5
$12,500 to $14,999	26,147	3.9	993	3.0	25	2.0
$15,000 to $17,499	29,003	4.3	1,132	3.4	43	3.4
$17,500 to $19,999	27,707	4.1	997	3.0	38	3.0
$20,000 to $22,499	30,503	4.5	1,345	4.1	59	4.6
$22,500 to $24,999	26,473	3.9	1,219	3.7	37	2.9
$25,000 to $27,499	30,020	4.4	1,448	4.4	67	5.3
$27,500 to $29,999	24,880	3.7	1,228	3.7	41	3.2
$30,000 to $32,499	30,327	4.5	1,630	5.0	36	2.8
$32,500 to $34,999	24,118	3.6	1,312	4.0	47	3.7
$35,000 to $37,499	27,610	4.1	1,556	4.7	87	6.9
$37,500 to $39,999	23,380	3.5	1,425	4.3	45	3.5
$40,000 to $42,499	27,513	4.1	1,691	5.1	63	5.0
$42,500 to $44,999	21,174	3.1	1,298	3.9	52	4.1
$45,000 to $47,499	22,261	3.3	1,519	4.6	45	3.5
$47,500 to $49,999	18,646	2.8	1,342	4.1	66	5.2
$50,000 to $54,999	34,933	5.2	2,204	6.7	111	8.7
$55,000 to $59,999	26,800	4.0	1,595	4.8	99	7.8
$60,000 to $74,999	52,685	7.8	3,130	9.5	147	11.6
$75,000 to $99,999	31,826	4.7	1,740	5.3	63	5.0
$100,000 to $124,999	10,308	1.5	574	1.7	15	1.2
$125,000 to $149,999	4,901	0.6	154	0.5	0	0.0
$150,000 or More	8,653	1.3	302	0.9	10	0.8
Total	676,593	100.0	32,887	100.0	1,269	100.0
Average Income	$38,541	--	$42,483	--	$43,881	--
Median Income	$32,146	--	$38,431	--	$41,448	--

Source: U. S. Bureau of the Census and SEWRPC.

Employment Forecasts

Table 13 sets forth the future employment levels for the Town of Trenton to the year 2010 under the range of future scenarios for six major employment categories: retail trade; service; industry; institution, government, and education; transportation, communication, and utilities; and agriculture. Each of these employment categories may be related to specific land use requirements. These categories are therefore useful in the allocation of land to such varied land use categories as commerce-, industry-, and government-related uses. Employment in the Town may be expected, under the selected growth scenario, to increase from 543 jobs in 1990 to about 740 jobs by the year 2010, distributed as follows: about 23 percent in retail trade, about 35 percent in service, about 1 percent in industry, about 22 percent in institutions, government, and education, and about 19 percent in agriculture.

SUMMARY AND CONCLUSIONS

This chapter has described the demographic and economic base of the Town of Trenton and of Washington County and of the seven-county Southeastern Wisconsin Region of which the Town is an integral part. Of particular significance for the preparation of the Town of Trenton land use plan are the following findings and conclusions relative to that base:

Table 10

EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY OCCUPATION IN THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1990

Occupation	Southeastern Wisconsin Region		Washington County		Town of Trenton	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty						
Executive, Administrative, Managerial	103,680	11.7	5,399	10.7	190	9.0
Professional Specialty	122,673	13.9	5,582	11.1	175	8.3
Technical, Sales, and Administrative Support						
Technicians and Related Support	31,301	3.5	1,599	3.2	38	1.8
Sales	103,033	11.7	5,361	10.6	188	8.9
Administrative Support, Including Clerical	150,205	17.0	7,766	15.4	334	15.8
Service Occupations						
Private Households	1,728	0.2	108	0.2	8	0.4
Protective Service	12,724	1.4	430	0.9	19	0.9
Service, except Protective and Household	98,458	11.2	4,437	8.7	201	9.5
Farming, Forestry, and Fishing	9,288	1.1	1,383	2.7	40	1.9
Precision Production, Craft, and Repair	103,690	11.7	8,100	16.0	479	22.7
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, Inspectors	80,106	9.1	6,367	12.6	316	15.0
Transportation and Material Moving	32,522	3.7	2,107	4.2	62	2.9
Handlers, Equipment Cleaners, Helpers, Laborers	33,278	3.8	1,859	3.7	60	2.8
Total	882,716	100.0	50,498	100.0	2,110	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 11

EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY CLASS OF WORKER IN THE SOUTHEASTERN WISCONSIN REGION, WASHINGTON COUNTY, AND THE TOWN OF TRENTON: 1990

Class of Worker	Southeastern Wisconsin Region		Washington County		Town of Trenton	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Private Wage and Salary Worker	739,155	83.7	43,030	85.2	1,820	86.3
Federal Government Worker	15,469	1.7	491	1.0	12	0.6
State Government Worker	16,486	1.9	638	1.3	41	1.9
Local Government Worker	69,564	7.9	3,053	6.0	95	4.5
Self-Employed Worker	39,608	4.5	3,031	6.0	135	6.4
Unpaid Family Worker	2,424	0.3	255	0.5	7	0.3
Total	882,716	100.0	50,498	100.0	2,110	100.0

Source: U. S. Bureau of the Census and SEWRPC.

1. Following two decades of rapid growth in the 1950s and 1960s, the resident population of the Southeastern Wisconsin Region remained relatively stable from 1970 to 1990, increasing from 1,756,083 to 1,810,364, or about 3 percent, during the 20-year period. By contrast, the resident population of Washington County from 1970 to 1990 increased from 63,839 to 95,328, or by about 49 percent, the highest county-level growth rate of the seven Southeastern Wisconsin counties during that time.

Table 12

PLACE OF WORK OF WORKERS 16 YEARS OF AGE AND OLDER LIVING IN WASHINGTON COUNTY AND THE TOWN OF TRENTON: 1990

Place of Work	Washington County		Town of Trenton	
	Number of Workers	Percent of Total	Number of Workers	Percent of Total
Washington County				
City of West Bend	11,679	23.1	737	34.9
Remainder of Washington County	15,773	31.2	471	22.3
Subtotal	27,452	54.3	1,208	57.2
Ozaukee County	2,833	5.6	335	15.9
Milwaukee County				
City of Milwaukee	7,380	14.6	249	11.8
City of Glendale	523	1.0	15	0.7
City of Wauwatosa	1,685	3.3	57	2.7
City of West Allis	416	0.8	6	0.3
Remainder of Milwaukee County	1,195	2.4	37	1.7
Subtotal	11,199	22.2	364	17.2
Waukesha County				
City of Brookfield	934	1.9	3	0.1
City of Waukesha	560	1.1	25	1.2
Remainder of Waukesha County	5,463	10.8	106	5.0
Subtotal	6,957	13.8	134	6.4
Worked Elsewhere	2,058	4.1	69	3.3
Total	50,498	100.0	2,110	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 13

ACTUAL AND FORECAST EMPLOYMENT BY TYPE IN THE TOWN OF TRENTON: 1970, 1980, 1990, AND 2010

Year	Employment Type						
	Retail Trade[a]	Service[b]	Industry[c]	Institution, Government, and Education	Transportation, Communication, and Utilities[d]	Agriculture[e]	Total
1970	31	0	27	0	0	143	201
1980	8	66	33	22	0	143	272
1990	10	155	210	25	0	143	543
2010 Forecast							
Low-Growth Forecast	88	124	5	30	0	143	390
Intermediate-Growth Centralized Forecast	167	263	5	162	0	143	740
Intermediate-Growth Decentralized Forecast	240	390	5	162	0	143	940
High-Growth Forecast	265	500	5	302	0	158	1,230

[a] *Includes grocery, drug, variety, clothing, and other retail store workers.*

[b] *Includes self-employed persons; workers in finance, insurance, and real estate; hotel and motel workers; day-care workers; barbers and hairdressers; and other service workers.*

[c] *Includes manufacturing, construction, and wholesale trade workers.*

[d] *Includes utility company workers; postal workers; and bus, trucking, and railway workers.*

[e] *Includes farmers, miners, forestry workers, and landscaping and nursery workers.*

Source: U. S. Bureau of Economic Analysis and SEWRPC.

This high growth rate in Washington County is evidence that population of the seven-county Region is becoming decentralized.

2. From 1970 to 1990, the resident population of the Town of Trenton increased from 3,178 to 3,967, or by about 25 percent. Thus, the rate of growth in the Town was significantly higher than that of the Region, but significantly lower than that of the County. Most of the population increase in the Town over this 20-year period occurred between 1970 and 1980; the population of the Town remained relatively stable from 1980 to 1990. The population growth rate of the Town, however, would have been greater had not losses of land and population occurred because of the incorporation of the Village of Newburg in 1973 and through annexations over the 20-year period to both Newburg and the City of West Bend.

3. Occupied households in the Southeastern Wisconsin Region increased from 536,486 to 676,107, or by about 26 percent, from 1970 to 1990. By contrast, occupied households in Washington County during the same period increased from 17,385 to 32,977, or by about 90 percent. From 1970 to 1990, occupied households in the Town of Trenton increased from 838 to 1,219, or by about 45 percent. About 28 percent of the occupied households within the Town lie within the planned sanitary sewer service areas attendant to sewage treatment plants owned and operated by the City of West Bend and the Village of Newburg.

4. The average household size in the Southeastern Wisconsin Region was 2.62 persons in 1990, compared to 3.20 persons in 1970. In Washington County, the average household size was 2.86 persons in 1990, compared to 3.63 persons in 1970. In the Town of Trenton, the average household size was 3.25 persons in 1990, compared to 3.78 persons in 1970. Even with a stable population, a decline in average household size will contribute to a need for additional housing units and for supporting public facilities and services.

5. Jobs in the Southeastern Wisconsin Region increased from 748,900 to 990,300, or by about 32 percent, from 1970 to 1990. Jobs in Washington County increased from 21,200 to 41,800, or by about 97 percent, over that same period. Jobs in the Town of Trenton from 1970 to 1990 increased from 201 to 543, or by about 170 percent. This indicates that employment, as well as population, is becoming decentralized in Southeastern Wisconsin.

6. The population of the Southeastern Wisconsin Region may be expected to increase to about 1.9 million persons by the year 2010. The population of Washington County may be expected to increase to about 111,700 persons by that year. The population of the Town of Trenton may be expected to increase to about 7,800 persons by the plan design year 2010, an increase of about 96 percent over the 1990 level. The number of occupied households within the Town may be expected to increase to about 2,840 by the plan design year 2010 and the number of jobs to about 740, increases of 133 and 36 percent, respectively, over the 1990 levels.

Chapter III

NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

INTRODUCTION

The conservation and wise use of the natural resource base is vital to the physical, social, and economic development of any area and to the continued ability of the area to provide a pleasant and habitable environment for life. Uncontrolled or rapid urban development may be expected to subject the natural resource base of an area to substantial deterioration and destruction in the absence of sound planning and plan implementation. Consequently, a sound development plan for the Town of Trenton should identify areas that have concentrations of natural resources deserving of protection from intensive urban development. The plan should also identify areas with natural resource characteristics that could impose severe limitations on urban development.

For the purpose of this planning effort, the principal elements of the natural resource base were defined as 1) soils, 2) topography, 3) water resources, including streams and lakes and associated floodlands, 4) wetlands, 5) woodlands, 6) prairies, and 7) wildlife habitat areas. Elements that are closely related to the natural resource base include scenic overlooks, park and open space sites, and natural areas of scientific value.

Areas of the landscape that contain concentrations of these elements of the natural resource base have been identified and termed "environmental corridors" by the Regional Planning Commission. The environmental corridors encompass those areas of Southeastern Wisconsin in which concentrations of recreational, aesthetic, ecological, and cultural resources occur and which, therefore, should be preserved and protected in essentially natural, open uses.

Without a proper understanding and recognition of the elements of the natural resource base, human use and alteration of the natural environment proceeds at the risk of excessive costs in terms of both monetary expenditures and environmental degradation. The natural resource base is highly vulnerable to misuse through improper land use and development. Such misuse may lead to severe environmental problems which are difficult and costly to correct and to the deterioration and destruction of the natural resource base itself. Intelligent selection of the most desirable land use plan from among the alternatives available must, therefore, be based in part upon a careful assessment of the effects of each alternative upon the natural resource base.

The following discussion sets forth the inventory findings with respect to the natural resources of the Town of Trenton planning area.

SOILS

Soil properties exert a strong influence on the manner in which people use land. Soils are an irreplaceable resource; mounting pressures upon land are constantly making this resource more and more valuable. A need exists, therefore, in any planning effort, to examine, not only how land and soils are presently used, but also how they can best be used and managed for future use. This requires a detailed soil survey which maps the geographic locations of various types of soils; identifies their physical, chemical, and biological properties; and interprets those properties for land use and public facilities planning.

A soil survey of the Southeastern Wisconsin Region was completed in 1965 by the then U. S. Department of Agriculture, Soil Conservation Service,[1] under contract to the Regional Planning Commission. The results of that survey are contained in SEWRPC Planning Report No. 8, *Soils of Southeastern Wisconsin*, June 1966, and in five county reports published by the Soil Conservation Service. Soil survey information for the Town of Trenton planning area is included in the *Soil Survey of Washington County, Wisconsin*, which was published by the Soil Conservation Service in 1971.

The soils information presented herein constitutes an important consideration in the preparation of a land use plan for the Town of Trenton. Such information is essential for the proper analysis of existing land use patterns, alternative land use plan design and evaluation, and plan selection. Soil limitations for residential development, with and without public sanitary sewers, are particularly important considerations in the preparation of any land use plan. Among the most important land uses influenced by soil

[1]*Now called the U. S. Natural Resources Conservation Service.*

properties are residential development with public sanitary sewers and residential development with onsite sewage disposal systems.

Soil Suitability for Urban Development with Onsite Sewage Disposal Systems

When the regional soil survey was conducted in 1965, onsite treatment and disposal of domestic sewage primarily involved the use of conventional septic tanks. Since that time, alternative onsite sewage disposal systems have been developed and approved by regulatory agencies for use under soil conditions more limiting than those for which the use of conventional systems would be acceptable. Chapter Comm 83 of the Wisconsin Administrative Code, which governs the siting and design of onsite sewage disposal systems, was also adopted after the completion of the regional soil survey.

As part of the design year 2010 regional land use planning effort, the Regional Planning Commission reviewed and, as necessary, revised the soil classifications developed under the 1965 soil survey to reflect current technology and regulatory practice. Soil classifications were developed to reflect suitability for conventional onsite sewage disposal systems and for the most common alternative onsite sewage disposal system, the mound system, in accordance with the soil and site specifications set forth in Chapter Comm 83. The revised classifications were based on the soil characteristics provided by the detailed soil survey as well as the actual field experience of county and State technicians responsible for overseeing the location and design of such systems. The most significant soil properties related to the use of onsite sewage disposal systems include depth to bedrock, depth to water table, permeability, presence of coarse-textured sands and gravels, flooding hazard, and slope.

Maps 10 and 11 show the suitability, according to State requirements, of soils in the Town of Trenton planning area for the use of onsite sewage disposal systems. Specifically, Map 10 shows the suitability of soils in the planning area for use of conventional onsite systems and Map 11 shows the suitability of soils in the planning area for use of mound systems. Areas shown as "suitable" on Maps 10 and 11 depict areas covered by soils that have a high probability of meeting State requirements for the applicable onsite system. Areas shown as "unsuitable" depict areas covered by soils that have a high probability of not meeting State requirements for the applicable onsite system. Areas shown as "undetermined" include soils that span the range from unsuitable to suitable for characteristics that affect the operation of onsite systems, so that no classification can be assigned. For instance, such soils may exhibit a wide range of slopes or a wide range of percolation rates. Areas shown as "unclassified" are disturbed areas, such as quarries and gravel pits, for which no interpretive data are available.

It should be recognized that Maps 10 and 11 are intended to illustrate the overall pattern of soil suitability for the use of onsite systems within the planning area. Detailed site investigations based on the requirements of Chapter Comm 83 are necessary to determine if the soils on a specific parcel of land are suitable for development proposed to be served by onsite sewage disposal systems.

Map 10 indicates that about 18.4 square miles, or about 51 percent, of the total planning area are covered by soils that are unsuitable for the use of conventional onsite sewage disposal systems. These soils are distributed relatively uniformly throughout the planning area, but occur primarily in association with rivers, streams, floodlands, wetlands, and other low-lying areas. Areas covered by soils suitable for the use of conventional onsite systems, also shown on Map 10, encompass about 7.0 square miles, or about 19 percent of the total planning area. Areas of such suitable soils are concentrated in the western portion of the Town of Trenton, near the City of West Bend. About 10.4 square miles, or about 29 percent, of the total planning area are covered by soils whose suitability or unsuitability for the use of conventional onsite systems cannot be determined without onsite investigation. About 0.4 square mile, or about 1 percent, of the total planning area is covered by surface water or by soils that have not been classified.

The general pattern of soil suitability for the use of mound sewage disposal systems is shown on Map 11. Approximately 14.2 square miles, or about 39 percent of the total planning area, are covered by soils that are unsuitable for the use of mound systems, as compared to approximately 51 percent that are unsuitable for the use of conventional systems. Soils shown on Map 11 as suitable for the use of mound systems encompass approximately 16.8 square miles, or about 46 percent of the total planning area, while only about 19 percent of the total planning area is covered by soils classified as suitable for the use of conventional systems. About 4.8 square miles, or about 13 percent, of the total planning area are covered by soils whose suitability or unsuitability for the use of mound systems cannot be determined without onsite investigation. As noted above, about 0.4 square mile, or about 1 percent, of the total planning area is covered by surface water or by soils that have not been classified.

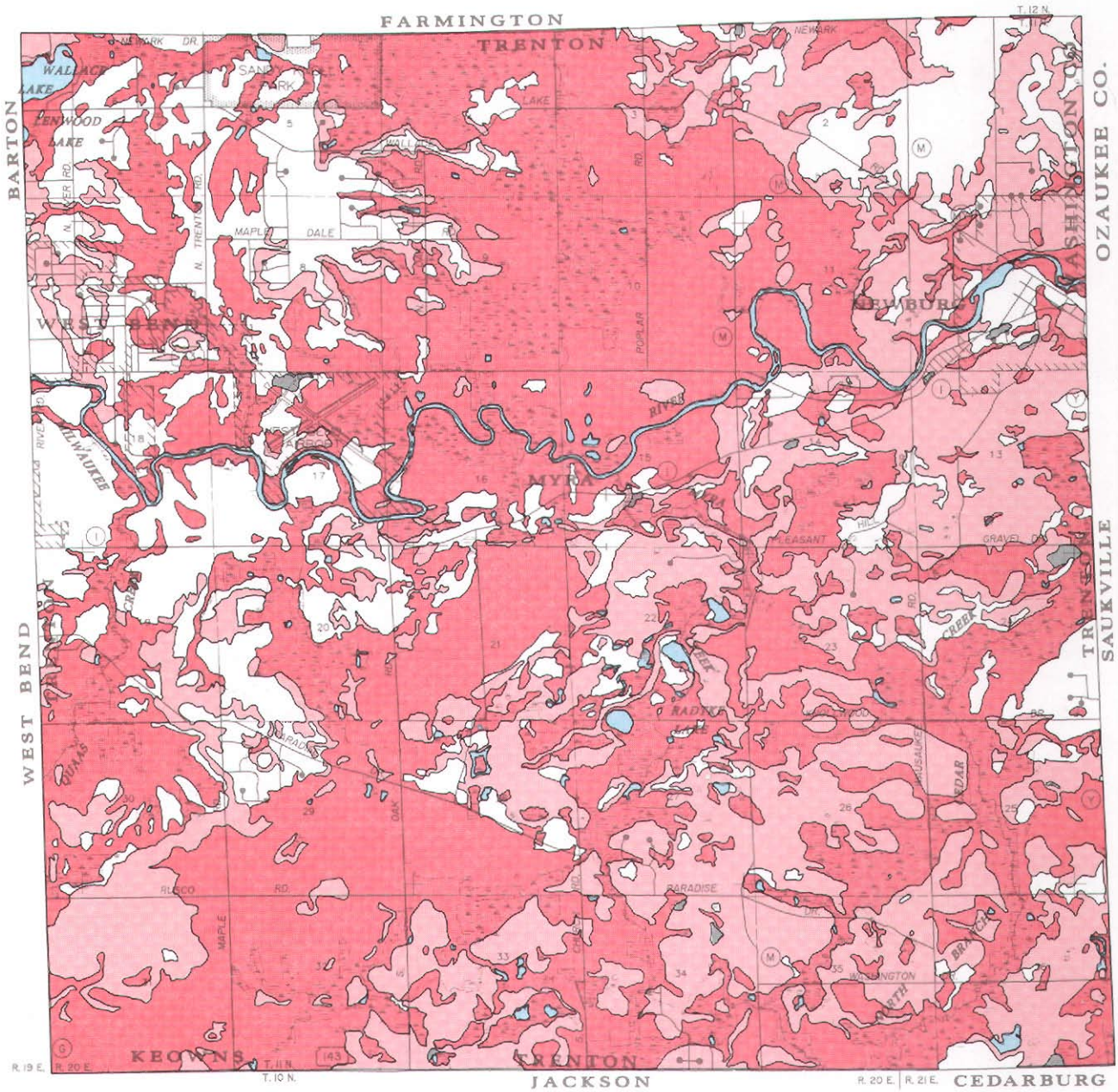
In general, areas covered by soils that are unsuitable for the use of both conventional and mound sewage disposal systems should not be considered for urban development unless public sanitary sewers are provided.

Soil Suitability for Development with Public Sanitary Sewers

Map 12 shows the areas of the Town of Trenton planning area covered by soils with severe limitations for residential development served by public sanitary sewers. Severe limitations are due to such soil properties as high water

Map 10

SUITABILITY OF SOILS FOR THE USE OF CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS IN THE TOWN OF TRENTON PLANNING AREA



LEGEND

UNSUITABLE: AREAS COVERED BY SOILS WHICH HAVE A HIGH PROBABILITY OF NOT MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS

UNDETERMINED: AREAS COVERED BY SOILS HAVING A RANGE OF CHARACTERISTICS AND\OR SLOPES WHICH SPAN THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING ONSITE SEWAGE DISPOSAL SYSTEMS SO THAT NO CLASSIFICATION CAN BE ASSIGNED

SUITABLE: AREAS COVERED BY SOILS HAVING A HIGH PROBABILITY OF MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS

OTHER: AREAS CONSISTING FOR THE MOST PART OF DISTURBED LAND FOR WHICH NO INTERPRETIVE DATA ARE AVAILABLE

SURFACE WATER

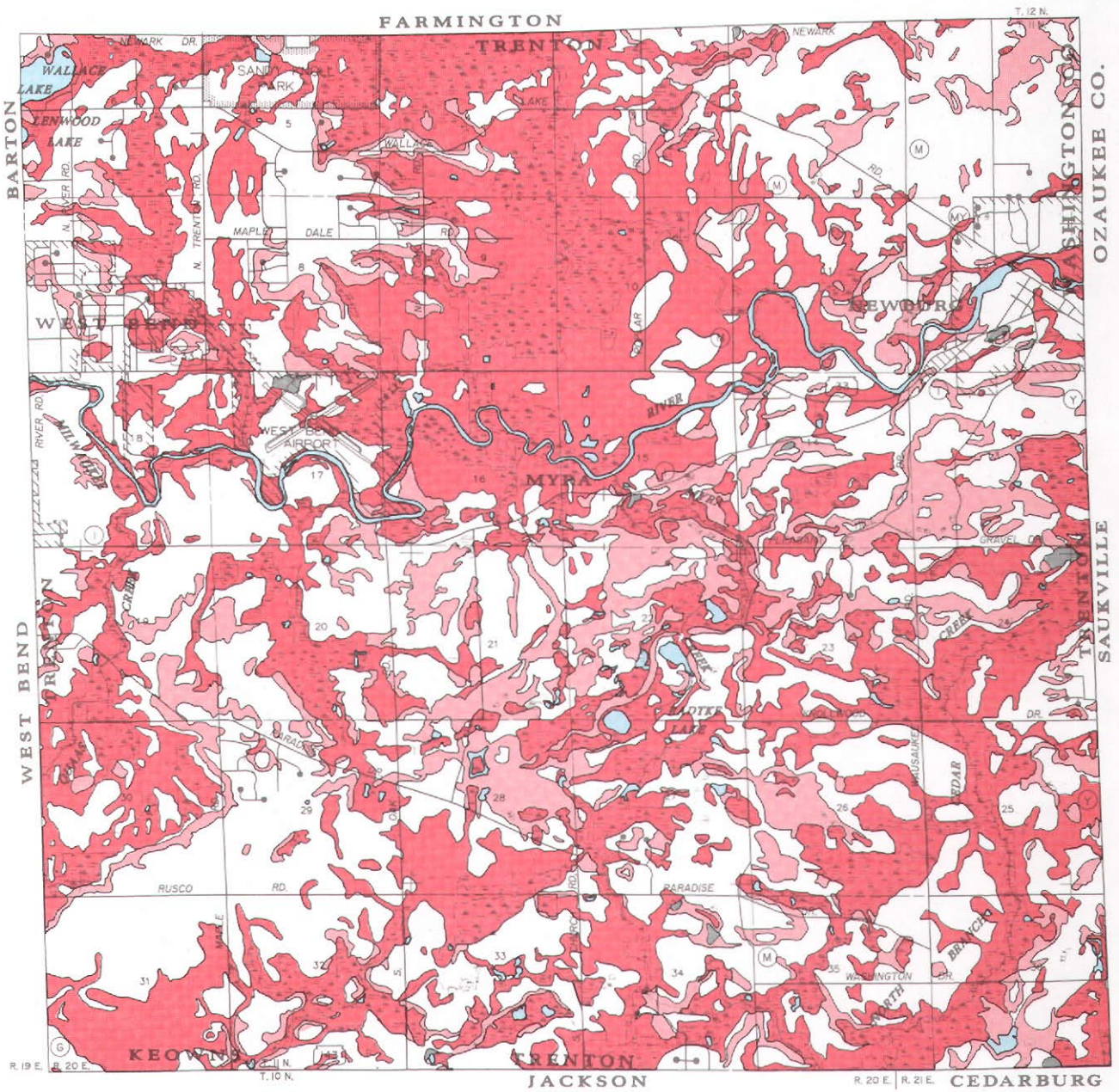
NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A CONVENTIONAL SEWAGE DISPOSAL SYSTEM

GRAPHIC SCALE
0 1/4 1/2 MILE
0 2000 4000 FEET

Source: Wisconsin Department of Industry, Labor, and Human Relations; U. S. Natural Resources Conservation Service; and SEWRPC.

Map 11

SUITABILITY OF SOILS FOR THE USE OF MOUND SEWAGE DISPOSAL SYSTEMS IN THE TOWN OF TRENTON PLANNING AREA



LEGEND

- **UNSUITABLE:** AREAS COVERED BY SOILS WHICH HAVE A HIGH PROBABILITY OF NOT MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND SEWAGE DISPOSAL SYSTEMS
- **UNDETERMINED:** AREAS COVERED BY SOILS HAVING A RANGE OF CHARACTERISTICS AND/OR SLOPES WHICH SPAN THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTATIVE CODE GOVERNING MOUND SEWAGE DISPOSAL SYSTEMS SO THAT NO CLASSIFICATION CAN BE ASSIGNED
- **SUITABLE:** AREAS COVERED BY SOILS HAVING A HIGH PROBABILITY OF MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND SEWAGE DISPOSAL SYSTEMS
- **OTHER:** AREAS CONSISTING FOR THE MOST PART OF DISTURBED LAND FOR WHICH NO INTERPRETIVE DATA ARE AVAILABLE
- SURFACE WATER

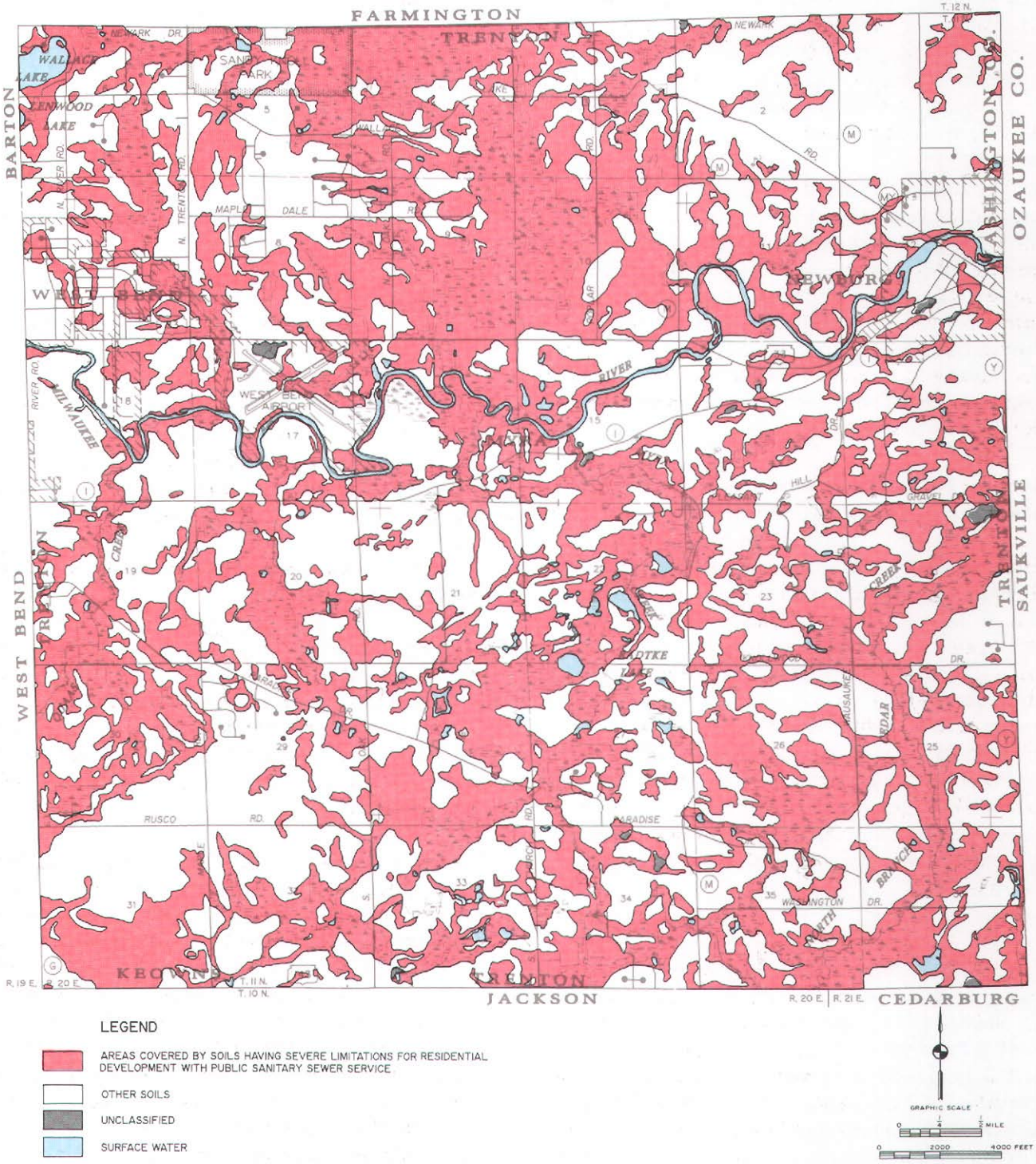
NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A MOUND SEWAGE DISPOSAL SYSTEM

GRAPHIC SCALE
0 1/4 1/2 MILE
0 2000 4000 FEET

Source: Wisconsin Department of Industry, Labor, and Human Relations; U. S. Natural Resources Conservation Service; and SEWRPC.

Map 12

SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWERS IN THE TOWN OF TRENTON PLANNING AREA



Source: U. S. Natural Resources Conservation Service and SEWRPC.

tables, erosive slopes, low bearing capacity, high shrink-swell potential, and high frost-heave potential. These soils are found throughout the planning area, but primarily in association with streams, floodlands, wetlands, and other low-lying areas. The development of these areas for residential use requires particularly careful planning and above-average design and management to overcome the soil limitations; such development may be expected to be more costly and difficult than development in areas covered by more suitable soils.

Map 12 indicates that about 16.1 square miles, or about 45 percent, of the total planning area are covered by soils that have severe limitations for residential development served by public sanitary sewers. As noted above, about 0.4 square mile, or about 1 percent, of the area is covered by surface water or by soils that have not been classified. The remaining soils, encompassing about 19.7 square miles, or about 54 percent, of the total planning area have slight or moderate limitations for development served by public sanitary sewers.

Soils Well Suited for Agricultural Use

Prime agricultural lands have been defined as those lands that are well suited for agricultural use and which meet specific criteria regarding agricultural soil capabilities and farm size. These criteria include the following: 1) a minimum farm unit size of 35 acres; 2) coverage of at least 50 percent of the farm unit by soils that meet U. S. Natural Resources Conservation Service (formerly U. S. Soil Conservation Service) standards for national prime farmland or farmland of statewide importance; and 3) location of the farm unit in a block of farmland at least 100 acres in size. Areas that met these criteria within the Town of Trenton planning area in 1990 are shown on Map 13. In 1990, about 13.3 square miles, or about 37 percent, of the total planning area were classified as prime agricultural lands.

The rapid conversion of farmland to urban uses has become a matter of increasing public concern. Partly in response to this concern, the Wisconsin Legislature in 1977 adopted a law commonly known as the Wisconsin Farmland Preservation Act, designed to encourage individuals in local units of government to take action toward preservation of the farmland within the State. Under the Act, owners of farmland zoned for exclusive agricultural use become eligible for tax relief in the form of a State income-tax credit. This legislation has resulted in increased interest in farmland preservation planning. Washington County prepared a farmland preservation plan in 1981, set forth in a document entitled *Farmland Preservation Plan, Washington County, Wisconsin.* The County plan as it relates to the Town of Trenton is shown in graphic summary form on Map 9 in Chapter I of this report (see page 12).

TOPOGRAPHY

The topography, or relative elevation of the land surface, within the Town of Trenton has been determined by the configuration of the bedrock geology and by the overlying glacial deposits. In general, the topography of the planning area is characterized by rounded hills or groups of hills, ridges, broad undulating plains, and poorly drained wetlands. The topography of the Town of Trenton planning area and related surface drainage patterns are shown on Map 14.

Steep Slopes

Slope is an important determinant of the practicability of land uses on a given parcel of land. Lands with steep slopes are generally poorly suited for urban development as well as for most agricultural purposes and, therefore, should be maintained in natural cover for erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasturelands, and for certain urban uses, such as carefully designed rural-density residential areas. Lands which are gently sloping or nearly level are best suited to agricultural production and to high-density residential, industrial, or commercial uses. It should also be noted that slope is directly related to water runoff and erosion hazards and, therefore, the type and extent of both urban and rural land uses should be carefully adjusted to the slope of the land. In general, slopes of 12 percent or more should be considered unsuitable for urban development and most types of agricultural land uses and, therefore, should be maintained in essentially natural, open uses.

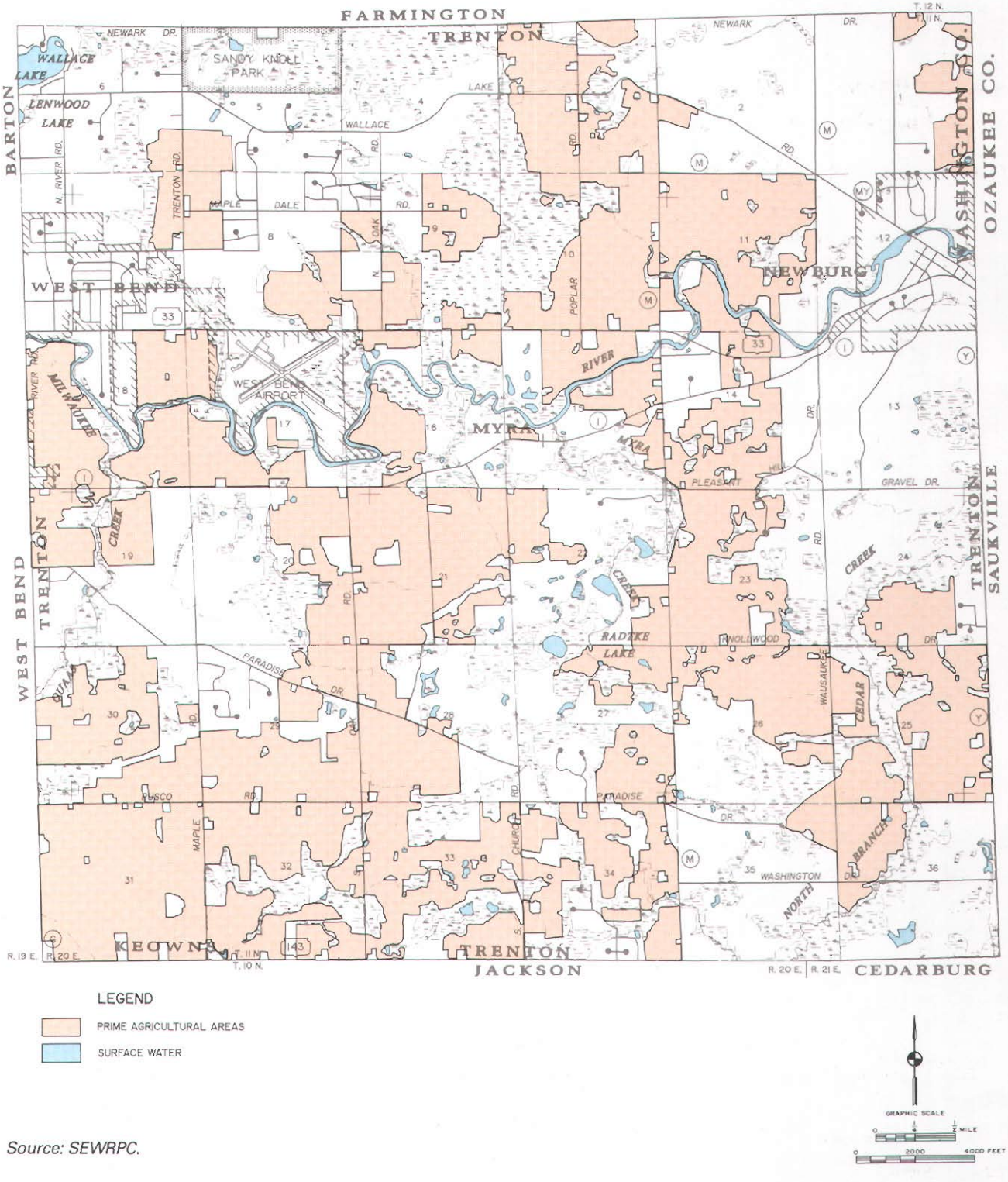
Map 15 provides a slope analysis of the planning area. This analysis serves to identify areas with slopes ranging from 0 to 11 percent, 12 to 20 percent, and greater than 20 percent. Approximately 4.1 square miles, or about 11 percent, of the total planning area have slopes of 12 percent or more. Areas with slopes of 12 percent or more present major difficulties for urban development, generally requiring excessive earth movement and grading, which destroys the natural vegetative cover, including any trees. Areas with slopes of 12 percent or more are also poorly suited for most agricultural purposes, and therefore should be maintained in natural cover for erosion control.

Scenic Overlooks

Scenic overlooks are defined as areas that provide a panoramic or picturesque view. There are two important components of a scenic overlook: the picturesque view itself, which usually consists of a diversity of natural or

Map 13

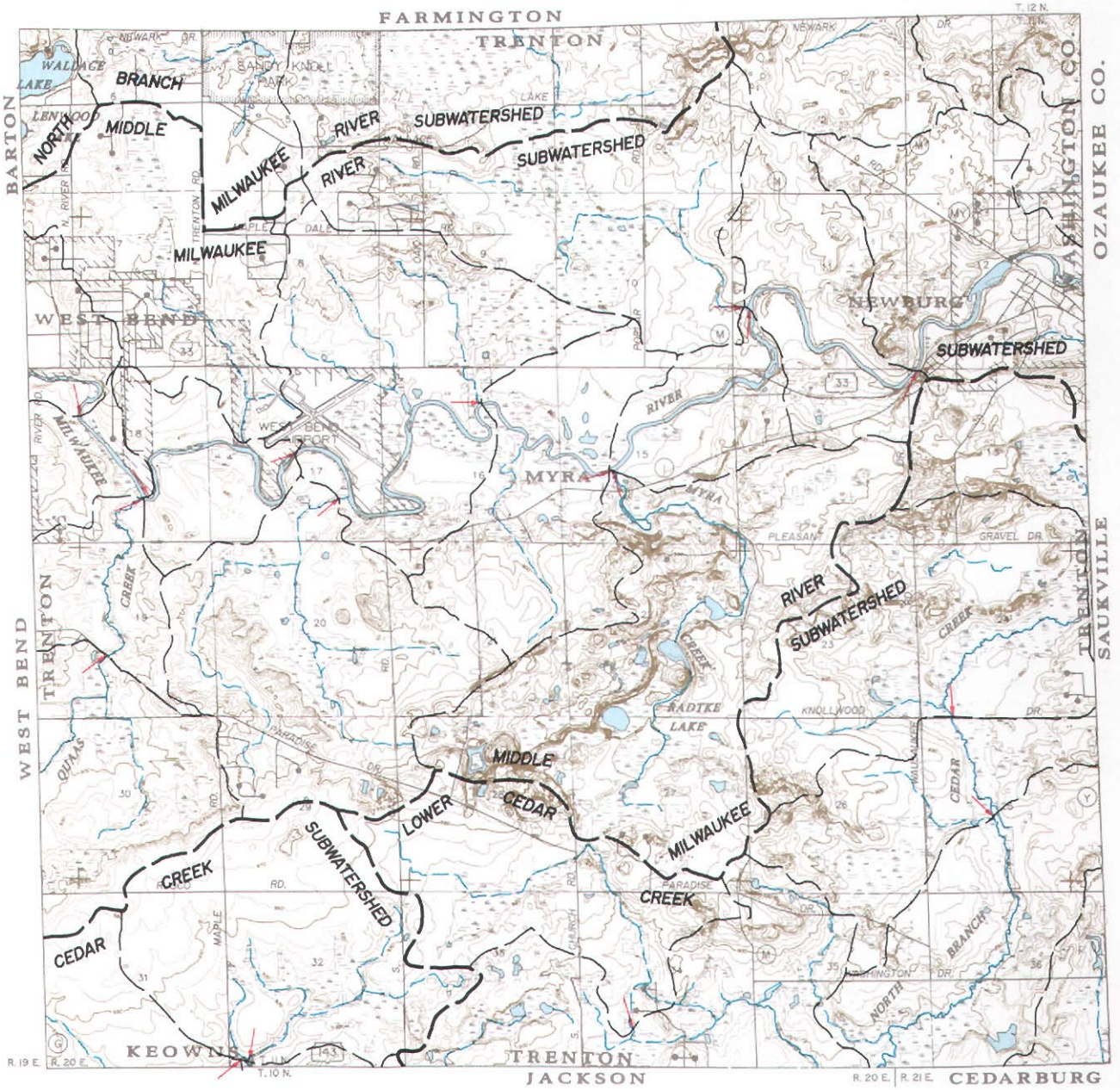
PRIME AGRICULTURAL LANDS IN THE TOWN OF TRENTON PLANNING AREA



Source: SEWRPC.

Map 14

TOPOGRAPHY AND WATERSHED FEATURES OF THE TOWN OF TRENTON PLANNING AREA



LEGEND

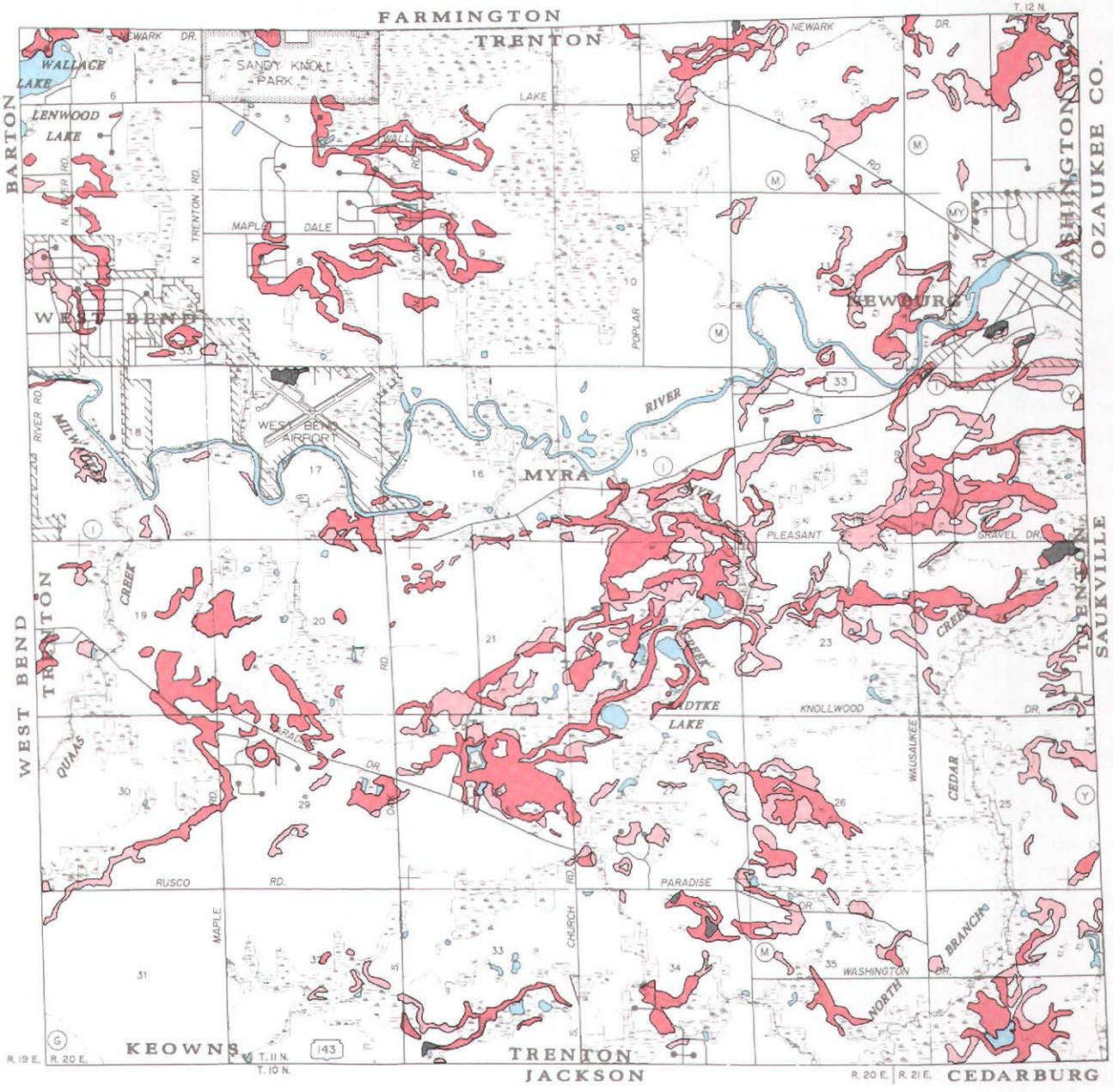
- CONTOUR INTERVAL LINES – 10 FEET
- SUBWATERSHED BOUNDARY
- SUBBASIN BOUNDARY
- PERENNIAL STREAM
- INTERMITTENT STREAM
- DIRECTION OF SURFACE DRAINAGE FLOW AT DISCHARGE POINT
- SURFACE WATER

GRAPHIC SCALE
0 1/2 1 MILE
0 2000 4000 FEET

Source: SEWRPC.

Map 15

SLOPE ANALYSIS FOR THE TOWN OF TRENTON PLANNING AREA



Source: U. S. Natural Resources Conservation Service and SEWRPC.

cultural features, and the vantage point or viewpoint from which to observe the diversity of features. In identifying the scenic overlooks in the Town of Trenton planning area, three basic criteria were applied: 1) a variety of features to be viewed should exist harmoniously in a natural or rural landscape; 2) there should be one dominant or particularly interesting feature, such as a river or lake, which serves as the focal point of the picturesque view; and 3) the viewpoint should present an unobstructed observation point from which the variety of natural resources can be seen.

A special inventory of scenic overlooks meeting these criteria was conducted. Using the best available topographic maps, areas with a relief greater than 30 feet and a slope of 12 percent or greater were identified. Areas of steep slope with a ridge at least 200 feet in length and a view of at least three features, including surface water, wetlands, woodlands, or agricultural lands, within approximately one-half mile of the ridge were identified as scenic overlooks. In the Town of Trenton planning area, 65 scenic overlooks were identified, as shown on Map 16.

WATER RESOURCES

Watersheds and Subwatersheds

The Town of Trenton is located within the Milwaukee River watershed. The Milwaukee River watershed within the planning area is further divided into four subwatersheds: the North Branch of the Milwaukee River, the Middle Milwaukee River, the Cedar Creek, and the Lower Cedar Creek subwatersheds. The location of the subwatersheds and the principal subbasins within the subwatersheds is shown on Map 14. A comprehensive watershed plan for the Milwaukee River watershed was completed in October 1971 and is set forth in SEWRPC Planning Report No. 13, *A Comprehensive Plan for the Milwaukee River Watershed.* This plan provided information on flood flows and stages, on the location and extent of flood hazard areas, and on water quality.

Surface-Water Resources

Surface-water resources, consisting of streams, lakes, and associated floodlands, form a particularly important element of the natural resource base and influence the physical development of the planning area. Lakes and streams constitute a focal point for water-related recreational activities; provide an attractive setting for residential development; and, when viewed in the context of open space areas, greatly enhance the aesthetic quality of the environment. Lakes and streams are readily susceptible to degradation through improper land development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, from malfunctioning and improperly located onsite sewage disposal systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riparian areas in combination with the filling of peripheral wetlands, which removes valuable nutrient and sediment traps while adding nutrient and sediment sources. Surface-water resources in the planning area are shown on Map 17 and are described in more detail in the following paragraphs. In 1990, surface waters covered approximately 0.52 square mile, or about 1.4 percent, of the total planning area.

Lakes

Lakes have been classified by the Regional Planning Commission as either major or minor. Major lakes have an area of 50 acres or more; minor lakes have an area of less than 50 acres. The only major lake in the Town of Trenton is Wallace Lake, located in the northwest corner of the Town. Minor lakes include Lenwood Lake, also located in the northwest corner of the Town, and Radtke Lake, located in the south central portion of the Town. There are, in addition, a limited number of smaller, generally unnamed lakes and ponds in the planning area.

Streams

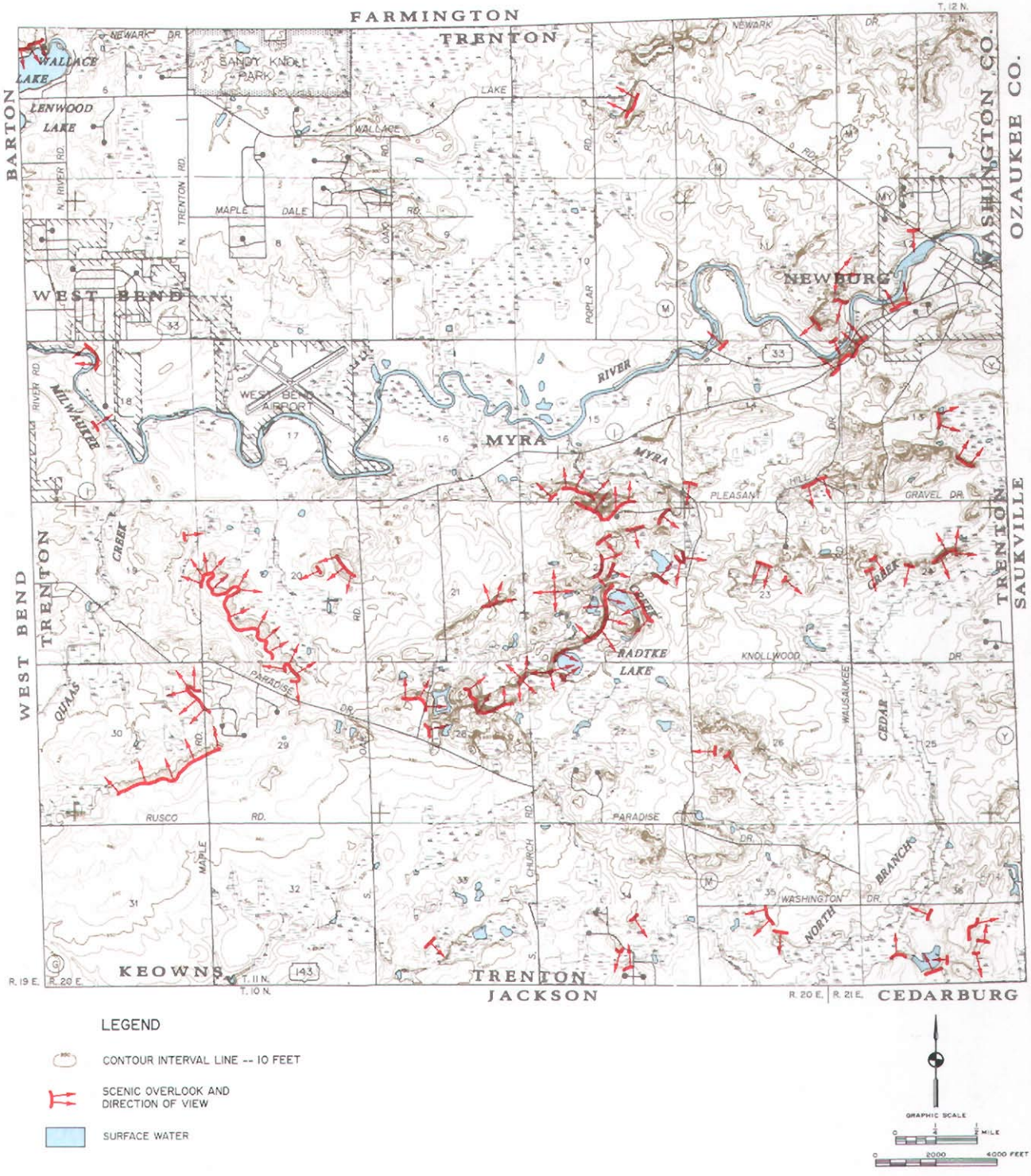
Streams are classified as either perennial or intermittent. Perennial streams are defined as watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Intermittent streams are defined as watercourses which do not maintain a continuous flow throughout the year. Major streams in the Town of Trenton planning area include the Milwaukee River, flowing from west to east through the northern one-half of the Town, with a length within the planning area of approximately 10.9 miles; Quaas Creek, flowing north to its confluence with the Milwaukee River in U. S. Public Land Survey Section 18, with a length within the planning area of approximately 2.2 miles; Myra Creek, flowing north to its confluence with the Milwaukee River in U. S. Public Land Survey Section 15, with a length of approximately 3.1 miles; and the North Branch of Cedar Creek, flowing north to its confluence with the Milwaukee River in the Town of Saukville, with a length within the planning area of approximately 4.8 miles.

Floodlands

The floodlands of a stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the stream channel. For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the stream channel, subject to inundation by the 100-year

Map 16

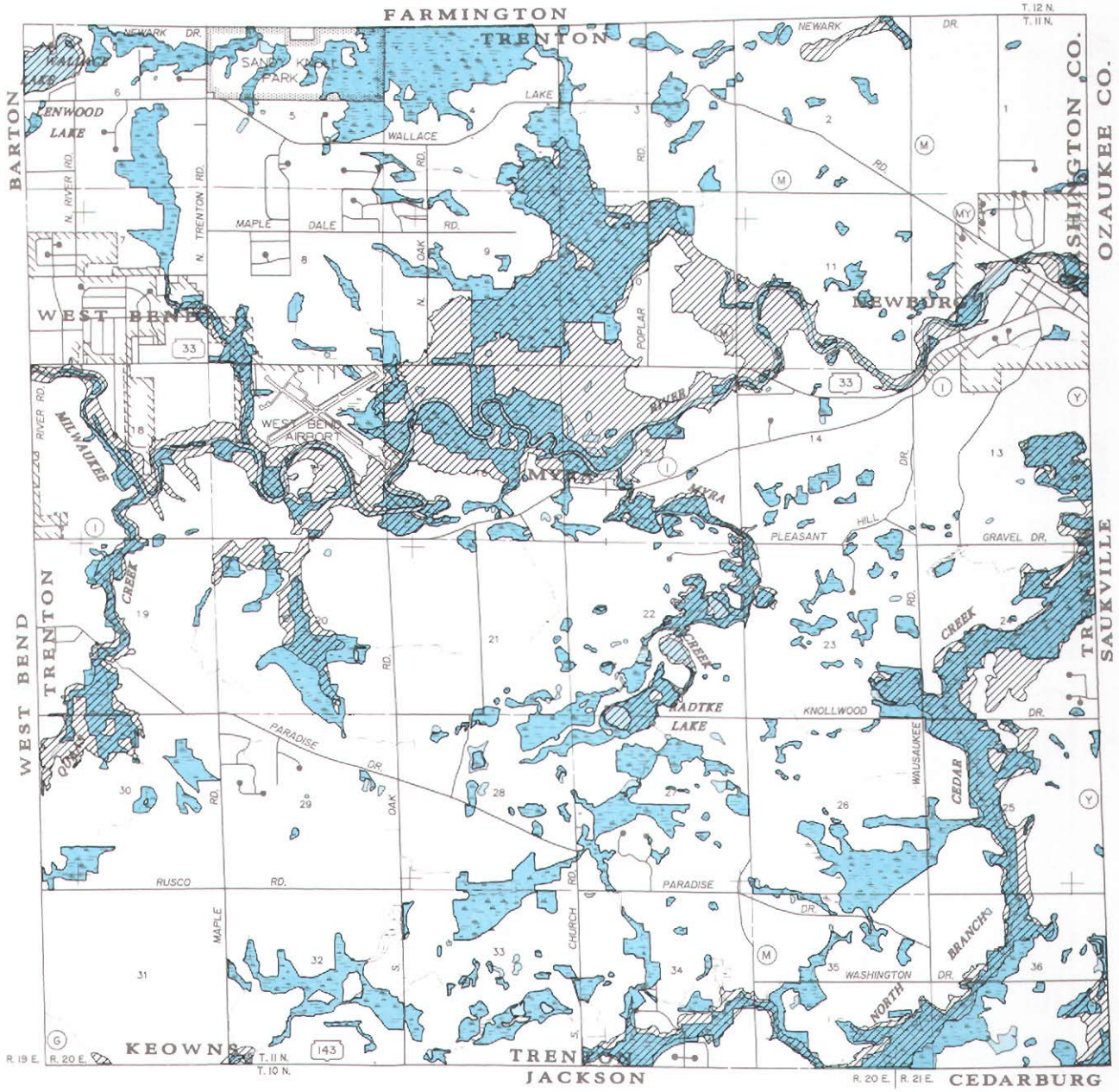
TOPOGRAPHY AND SCENIC OVERLOOKS IN THE TOWN OF TRENTON PLANNING AREA



Source: SEWRPC.

Map 17

SURFACE WATERS, WETLANDS, AND FLOODLANDS IN THE TOWN OF TRENTON PLANNING AREA



Source: Federal Emergency Management Agency and SEWRPC.

recurrence interval flood event. This is the flood that may be expected to be reached or exceeded in severity once in every 100 years; stated another way, there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and, generally, of soils poorly suited to urban uses. Floodlands also generally contain such important elements of the natural resource base as high-value woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for parks and open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, but to encourage compatible park and open space uses.

Floodlands in the Town of Trenton planning area were originally delineated by the Regional Planning Commission in the Milwaukee River watershed study. As mentioned above, the findings and recommendations of that study are set forth in SEWRPC Planning Report No. 13, *A Comprehensive Plan for the Milwaukee River Watershed*, completed in October 1971. In 1983, the floodland data for the Milwaukee River watershed were reviewed and updated, as necessary, by the Federal Emergency Management Agency (FEMA) when that agency completed a Federal flood insurance study for Washington County.

The location and extent of the delineated floodlands in the Town of Trenton planning area are shown on Map 17. These floodlands are regulated by Washington County under State-mandated countywide floodland and shoreland zoning. In 1990, about 5.3 square miles, or about 15 percent, of the total planning area lay within 100-year recurrence interval flood hazard areas.

Wetlands

Wetlands are defined as areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration, sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs, and similar areas. As shown on Map 17, in 1990, wetlands covered about 6.2 square miles, or about 17 percent, of the total planning area. It should be noted that such areas as tamarack swamps and other lowland wooded areas are classified as wetlands rather than woodlands because the water table in such areas is located at, near, or above the land surface and such areas are generally characterized by hydric soils which support hydrophytic plants, including trees and shrubs.

Wetlands are generally unsuited or poorly suited for most agricultural or urban development purposes. Wetlands, however, have important recreational and ecological values. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows and to trap sediments, nutrients, and other water pollutants. Additional important natural functions of wetlands, which make them particularly valuable resources, include the provision of breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife. In view of the important natural functions of wetland areas, continued efforts should be made to protect these areas by discouraging wetland draining, filling, and urbanization, which can be costly in both monetary and environmental terms.

WOODLANDS

Woodlands are defined as those upland areas one acre or more in size with 17 or more deciduous trees per acre, each measuring at least four inches in diameter at breast height and with 50 percent or greater tree canopy coverage. Coniferous tree plantations and reforestation projects are also classified as woodlands.

Woodlands have value beyond any monetary return for forest products. Under good management woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface-water runoff, the maintenance of woodlands within the planning area can contribute to the maintenance of a diversity of plant and animal life. The existing woodlands in the planning area, which required a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to rapid stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat.

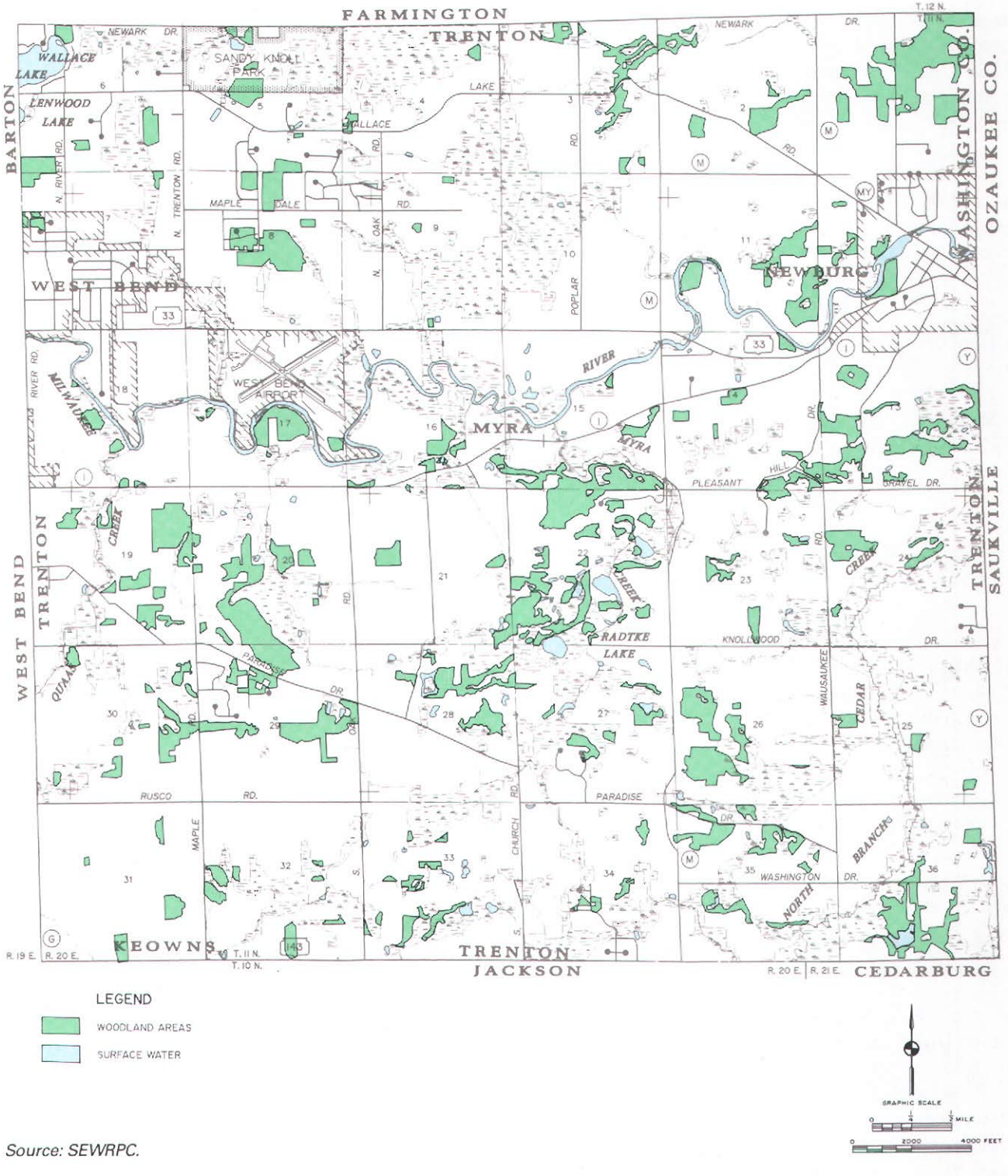
Woodlands, as shown on Map 18, occur in scattered locations throughout the planning area. As noted above, lowland wooded areas such as tamarack swamps were classified as wetlands. In 1990, upland wooded areas covered about 2.8 square miles, or about 8 percent, of the total planning area. These woodlands should be maintained for their scenic, wildlife habitat, open space, educational, recreational, and air and water quality protection values.

WILDLIFE HABITAT

Wildlife in the Town of Trenton includes such upland game as rabbit and squirrel, such predators as fox and

Map 18

WOODLANDS IN THE TOWN OF TRENTON PLANNING AREA: 1990



Source: SEWRPC.

raccoon, such game birds as pheasant, and waterfowl. The remaining wildlife habitat areas provide valuable recreation opportunities and constitute an invaluable aesthetic asset to the planning area. The spectrum of wildlife species originally present in the planning area has, along with the habitat, undergone tremendous alterations since settlement by Europeans and the subsequent clearing of forests and draining of wetlands for agricultural purposes. Modern-day practices that affect wildlife and wildlife habitat include the excessive use of fertilizers and pesticides, road salting, heavy traffic's disruptive noise levels and damaging air pollution, and the introduction of domestic animals. It is therefore important to protect and preserve remaining wildlife habitat in the planning area.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively conducted an inventory of the Region's wildlife habitat. The results of that inventory, as it pertains to the Town of Trenton planning area, are shown on Map 19. The inventory identified and delineated three classes of wildlife habitat: 1) Class I areas, defined as wildlife habitat areas containing good diversity of wildlife, large enough to provide all of the habitat requirements for each species, and generally located near other wildlife habitat areas; 2) Class II areas, defined as wildlife habitat areas lacking one of the three criteria necessary for a Class I designation; and 3) Class III areas, defined as wildlife habitat areas that are generally remnant in nature and that lack two of the three criteria for Class I designation.

As shown on Map 19, wildlife habitat areas in the planning area generally occur in association with existing surface-water, wetland, and woodland resources and in 1985 covered about 12.6 square miles, or about 34 percent, of the total planning area. Of this habitat area, about 3.7 square miles, or about 30 percent, were rated as Class I areas; about 5.7 square miles, or about 45 percent, were rated as Class II areas; and about 3.0 square miles, or about 25 percent, were rated as Class III areas. The Class I wildlife habitat areas should be maintained in essentially natural, open uses.

PARK AND OPEN SPACE SITES

An inventory of park and open space sites and outdoor recreational facilities in the Town of Trenton planning area indicates that, in 1990, there were 10 such sites, encompassing approximately 584 acres, or about 2.5 percent, of the total planning area. Three of the park and open space sites were owned by either Washington County or the Village of Newburg: Sandy Knoll Park and Goeden Park, owned by the County, and Dr. Weber Park, owned by the Village. In addition, one park site, the West Bend School Forest, was associated with the public school system. The Town of Trenton owned no park sites in 1990. Park and open space sites within the planning area in 1990 are shown on Map 20 and listed in Table 14.

NATURAL AREAS

Natural areas are defined as tracts of land or water so little modified by human activities that they contain intact native plant and animal communities believed to be representative of the pre-European-settlement landscape. On the basis of the current condition of each natural area in the Region, each site was placed into one of the following three categories: natural areas of statewide or greater significance, natural areas of countywide or regional significance, and natural areas of local significance. Classification of an area into one of the three categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from such human activities as logging, grazing, water-level changes, and pollution; the commonness of the plant and animal communities present; unique natural features within the area; the size of the area; and the area's educational value.

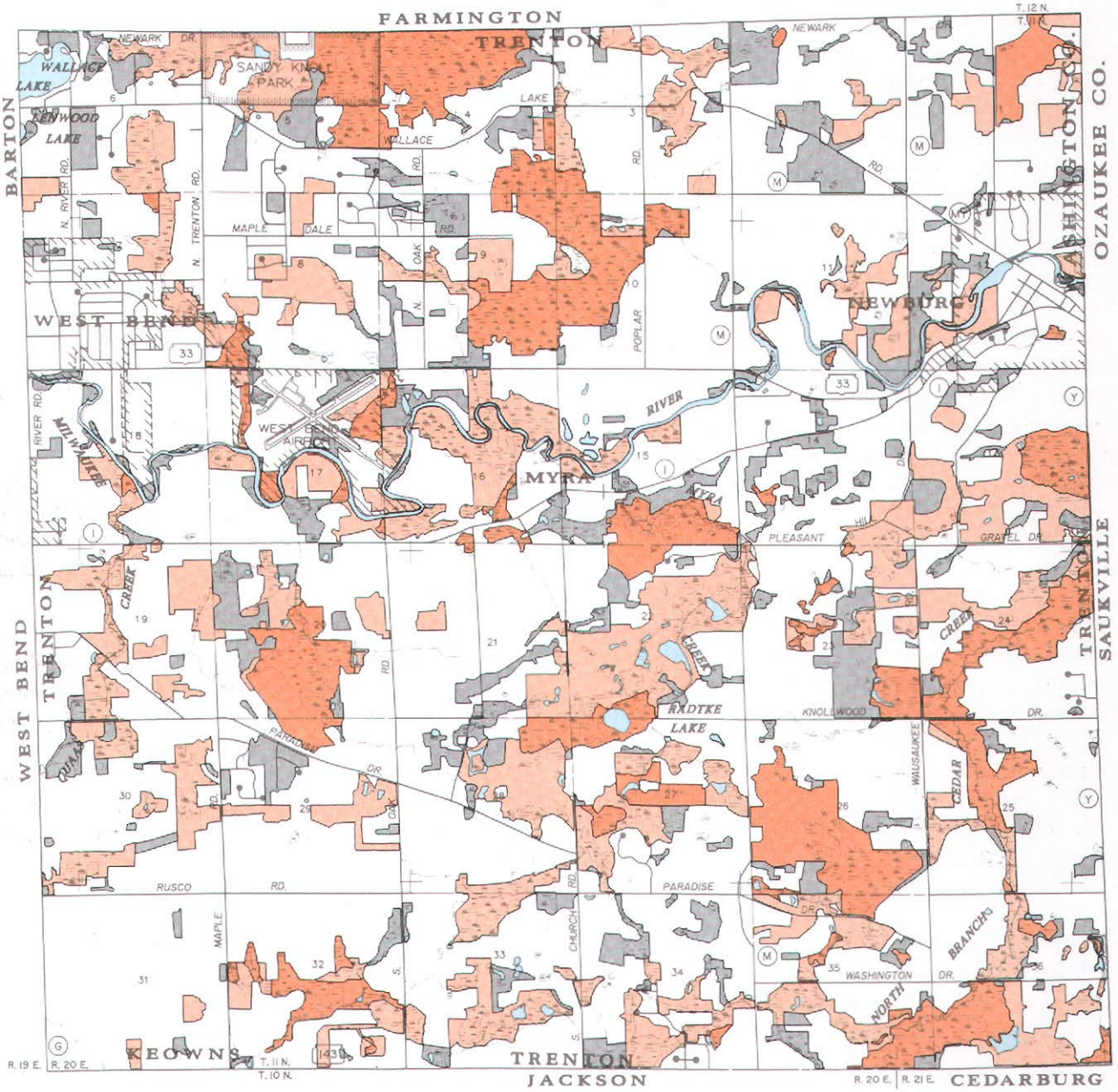
Eleven natural areas, encompassing a total of about 1.8 square miles, or about 5 percent, of the total planning area were identified in an inventory completed by the Regional Planning Commission in 1994. These sites are shown on Map 21 and listed in Table 15. Three of the natural areas in the planning area are under public ownership and are thereby protected from incompatible development.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

As defined by the Regional Planning Commission, environmental corridors are elongated areas in the landscape that encompass concentrations of recreational, aesthetic, ecological, and cultural resources and which, therefore, should be preserved and protected in essentially natural, open uses. Such areas generally include one or more of the following elements of the natural resource base which are essential for maintaining both the ecological balance and natural beauty of the Region: 1) soils and topography, 2) water resources, including watershed boundaries, streams, lakes, and associated floodlands and wetlands, 3) woodlands, 4) prairies, and 5) wildlife habitat areas. Elements that are closely related to the natural resource

Map 19

WILDLIFE HABITAT AREAS IN THE TOWN OF TRENTON PLANNING AREA: 1985



LEGEND

- CLASS I WILDLIFE HABITAT CONTAINING A GOOD DIVERSITY OF WILDLIFE
- CLASS II WILDLIFE HABITAT LACKING SOME REQUIREMENTS
- CLASS III WILDLIFE HABITAT GENERALLY REMNANT IN NATURE
- SURFACE WATER

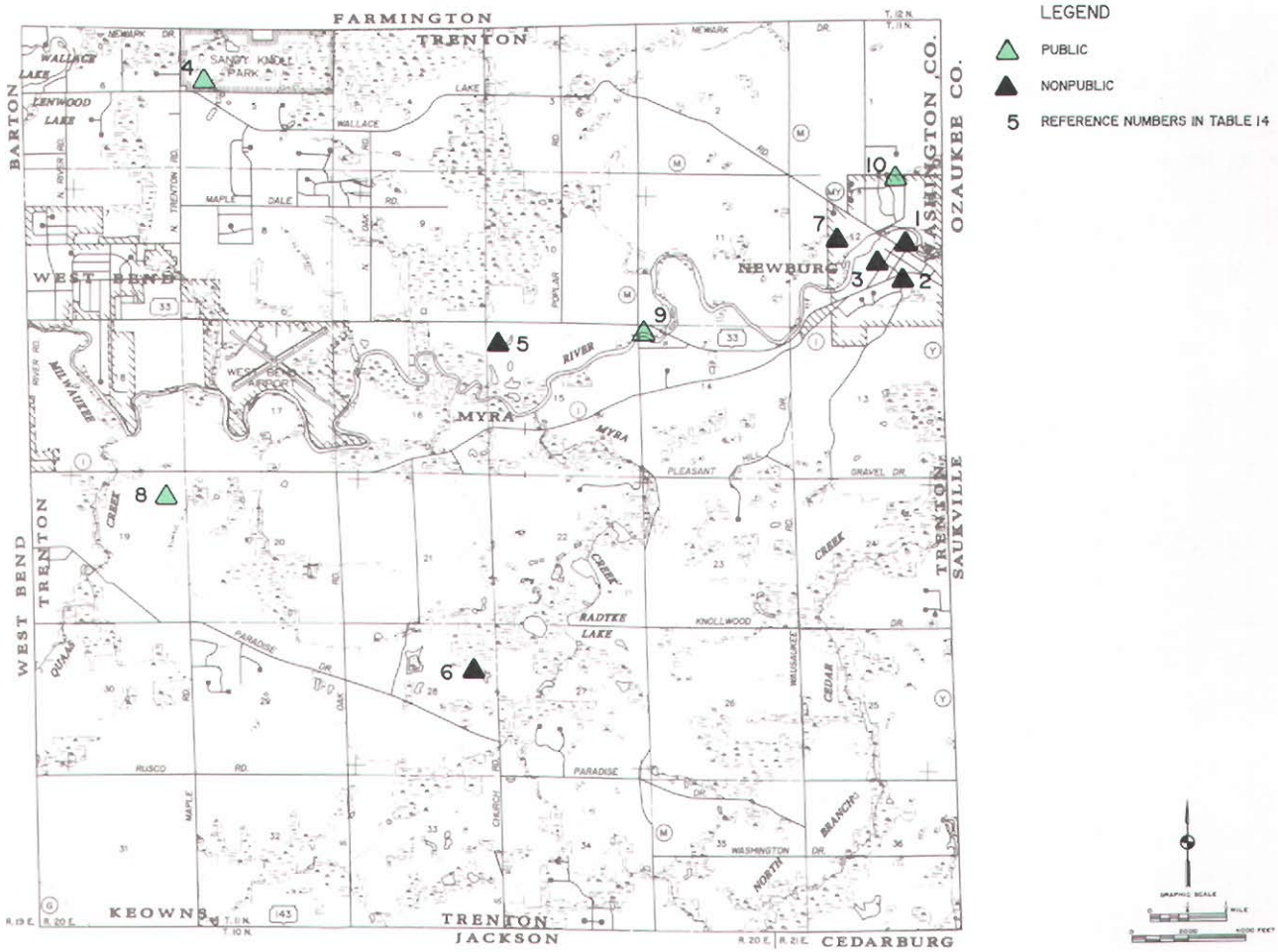
NOTE: WILDLIFE HABITAT WITHIN SURFACE WATER FEATURES CONSISTS OF DEEP MARSH AREAS HAVING SUBMERGENT, EMERGENT, AND FREE-FLOATING VEGETATION

GRAPHIC SCALE
0 1/2 1 MILE
0 2000 4000 FEET

Source: Wisconsin Department of Natural Resources and SEWRPC.

Map 20

PARK AND OPEN SPACE SITES IN THE TOWN OF TRENTON PLANNING AREA: 1990



Source: SEWRPC.

Table 14

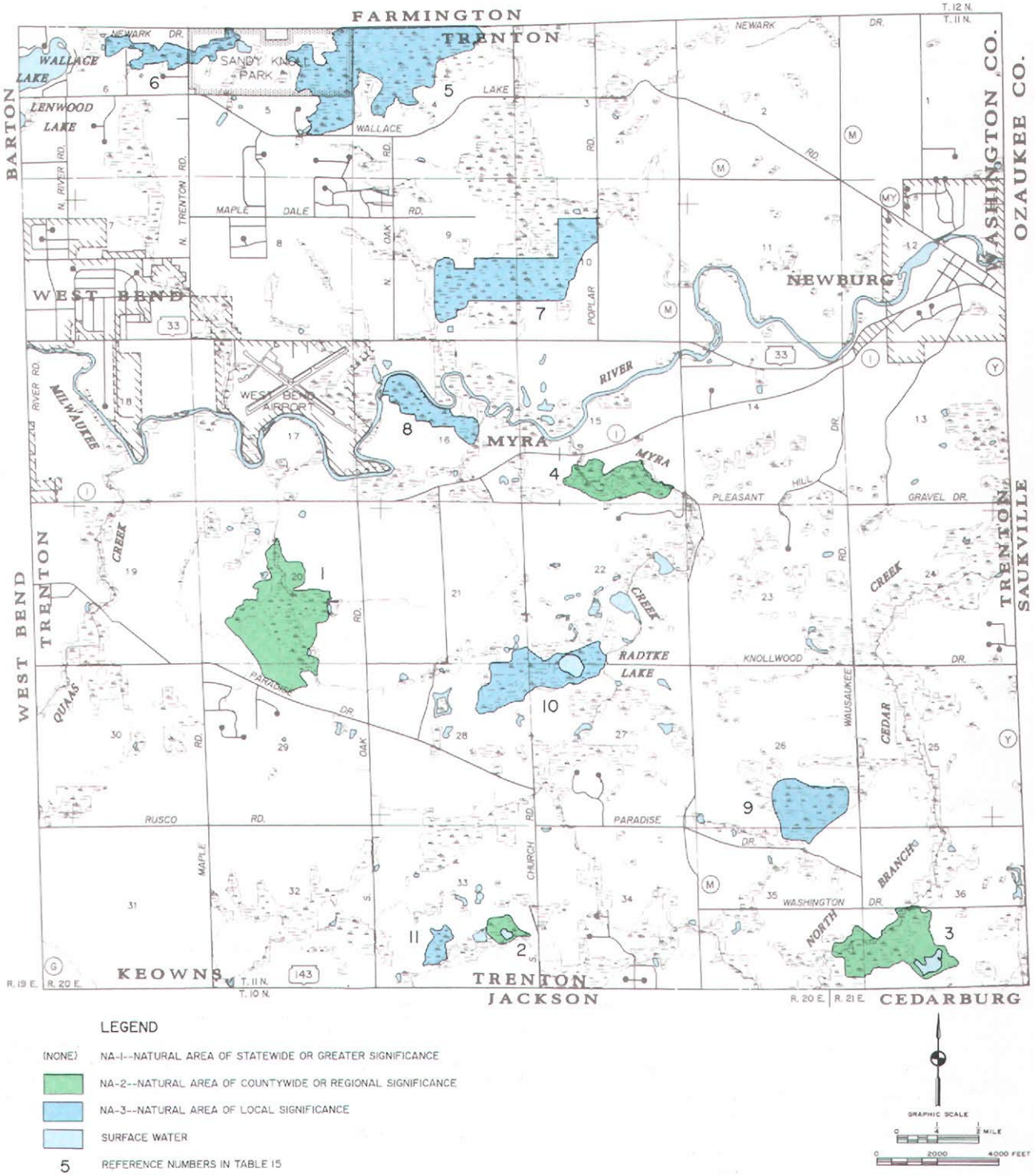
PARK AND OPEN SPACE SITES IN THE TOWN OF TRENTON PLANNING AREA: 1990

Number on Map 20	Ownership	Site Name	U. S. Public Land Survey Location				Approximate Area in Acres
			Township	Range	Section	Quarter Section	
1	Organizational	Newburg Fireman's Park	T11N	R20E	12	NE	10
2	Organizational	Holy Trinity Catholic School	T11N	R20E	12	SE	3
3	Organizational	St. John's Lutheran School	T11N	R20E	12	SE	4
4	Washington County	Sandy Knoll Park	T11N	R20E	5	NE, NW	263
5	Private	Willow Green Golf Course	T11N	R20E	15	NW	84
6	Organizational	YMCA Day Camp Moraine Wowitan	T11N	R20E	28	NE	157
7	Organizational	Newburg Sportsmen's Club	T11N	R20E	12	NW	3
8	West Bend Joint School District No. 1	West Bend School Forest	T11N	R20E	19	NE	52
9	Washington County	Goeden Park	T11N	R20E	14	NW	5
10	Village of Newburg	Dr. Weber Park	T11N	R20E	12	NE	3

Source: SEWRPC.

Map 21

NATURAL AREAS IN THE TOWN OF TRENTON PLANNING AREA: 1994



Source: Wisconsin Department of Natural Resources and SEWRPC.

Table 15

NATURAL AREAS IN THE TOWN OF TRENTON PLANNING AREA: 1994

Number on Map 21	Area Name	Classification Code[a]	Location	Ownership	Size (acres)	Description and Comments
1	Schoenbeck Woods	NA-2	T11N, R20E Sections 20 and 29 Town of Trenton	Private	195	Relatively large, moderate- to good-quality forested tract, consisting of lowland hardwoods, shrub-carr, southern mesic forest, and southern dry-mesic forest
2	Bellin Bog	NA-2	T11N, R20E Section 33 Town of Trenton	Private	17	A good-quality sedge mat and tamarack swamp, with many fen elements, that border a shallow, undeveloped pond
3	Reinartz Cedar Swamp	NA-2	T11N, R20E Sections 35 and 36 Town of Trenton	Private	119	Good-quality northern wet-mesic forest, dominated by white cedar, tamarack, yellow and paper birch, red maple, and black ash. A number of species with more northerly affinities are present. Uplands to the east support a disturbed mesic woods
4	Myra Wetlands	NA-2	T11N, R20E Section 15 Town of Trenton	Private	69	Good-quality wetland complex of shallow lake, marsh, sedge meadow, shrub-carr, and lowland hardwoods
5	Sandy Knoll Swamp	NA-3	T11N, R20E Sections 4 and 5 Town of Trenton	Washington County and private	339[b]	Large, patchy lowland hardwood forest with areas of tamarack. Some portions contain good-quality wet-mesic forest ground flora. Past disturbances include selective cutting and clear-cutting, and water-level changes due to ditching
6	Sandy Knoll Wetlands	NA-3	T11N, R20E Sections 5 and 6 Town of Trenton	Washington County and private	47	A small but good-quality wetland complex containing tamaracks, lowland hardwoods, shrub-carr, shallow marsh, and sedge fen associated with a spring-fed stream
7	Poplar Road Lacustrine Forest	NA-3	T11N, R20E Sections 9 and 10 Town of Trenton	Private	177	A disturbed lowland hardwoods stand
8	Fellenz Hardwood Swamp	NA-3	T11N, R20E Section 16 Town of Trenton	Private	58	A southern wet to wet-mesic hardwood forest, located within the Milwaukee River floodplain. Disturbances include selective cutting and excessive siltation
9	Paradise Drive Tamarack Swamp	NA-3 (RSH)	T11N, R20E Section 26 Town of Trenton	Washington County and private	81	Northern wet-mesic forest, tamarack swamp, and shrub-carr of moderate quality
10	Camp Wowitan Wetlands	NA-3 (RSH)	T11N, R20E Sections 27 and 28 Town of Trenton	YMCA and other private	109	Relatively undeveloped lake and wetland complex with a well-developed esker. A good-quality calcareous fen, tamarack swamp, and mesic forest occur on the site
11	Schalla Tamarack Swamp	NA-3	T11N, R20E Section 33 Town of Trenton	Private	16	A tamarack swamp

[a]"NA-2" identifies natural area sites of countywide or regional significance; "NA-3" identifies natural area sites of local significance; "RSH," or "rare species habitat," identifies those sites which support rare, threatened, or endangered animal or plant species officially designated by the Wisconsin Department of Natural Resources.

[b]Only a 265-acre portion of the 339-acre site lies within the Town of Trenton planning area.

Source: Wisconsin Department of Natural Resources and SEWRPC.

base include park and open space sites and scientific and natural areas.

The delineation of these natural resource and natural-resource-related elements on a map results in an essentially linear pattern of relatively narrow, elongated areas which have been termed "environmental corridors" by the Regional Planning Commission. Map 22 shows the location and extent of environmental corridors and other environmentally significant areas, termed "isolated natural resource areas," within the planning area as delineated by the Regional Planning Commission.[2]

These essentially linear corridors represent a composite of the best remaining elements of the natural resource base in the Trenton planning area and have immeasurable environmental and recreational value. Preservation of the primary environmental corridors and careful consideration of preserving secondary environmental corridors and isolated natural resource areas in an essentially open, natural state, including park and open space uses and rural-density residential uses, will serve to maintain a high level of environmental quality in the area, protect the natural beauty of the area, and provide valuable recreational opportunities. Preservation will also avoid the creation of such serious and costly environmental and developmental problems as flood damage, poor drainage, wet basements, failing pavements and other structures, excessive infiltration of clear water into sanitary sewers, and water pollution.

Primary Environmental Corridors

In 1990, about 9.1 square miles, or about 25 percent, of the total planning area were encompassed within primary environmental corridors, as shown on Map 22. The primary environmental corridors in the Town of Trenton planning area are generally located along the major perennial streams, the Milwaukee River, Quaas Creek, Myra Creek, and the North Branch of Cedar Creek, and include the large wetland complexes associated with these and other, smaller, streams.

The protection of the primary environmental corridors from intrusion by incompatible rural and urban uses, and thereby from degradation and destruction, should be one of the principal objectives of a local development plan.

Secondary Environmental Corridors

In 1990, as shown on Map 22, a total of about 0.7 square mile, or about 2 percent, of the total planning area was encompassed within secondary environmental corridors. Secondary environmental corridors in the planning area are generally located along intermittent streams or serve as links between segments of primary environmental corridors. These secondary environmental corridors often contain remnants of former primary environmental corridors which have been developed for intensive agricultural purposes or urban land uses. Secondary environmental corridors facilitate surface-water drainage, maintain "pockets" of natural resource features, and provide for the movement of wildlife, as well as for the movement and dispersal of seeds for a variety of plant species. Such corridors should be preserved in essentially open, natural uses as development proceeds within the planning area, particularly when the opportunity is presented to incorporate such corridors into stormwater detention areas, associated drainageways, and neighborhood parks and open spaces.

Isolated Natural Resource Areas

In addition to the primary and secondary environmental corridors, other, smaller concentrations of natural resource base elements exist within the planning area. These elements are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridor network, may have important residual natural values. Isolated natural features may provide the only available wildlife habitat in an area, provide good locations for local parks and nature areas, and lend aesthetic character and natural diversity to an area. Important isolated natural resource areas within the Town include a geographically well distributed variety of isolated wetlands, woodlands, and wildlife habitat. These isolated natural resource areas should be protected and preserved in a natural state whenever possible. Isolated natural resource areas are shown on Map 22. In 1990, these areas encompassed about 0.9 square mile, or about 3 percent, of the total planning area.

SUMMARY AND CONCLUSIONS

This chapter has presented the results of an inventory and analysis of the natural resource base of the Town of Trenton planning area undertaken in support of the preparation of a land use plan for the Town. The major findings of that inventory and analysis may be summarized as follows:

1. Soil limitations for various urban and nonurban uses are an important consideration in any sound land use planning effort. Detailed soil survey data indicate

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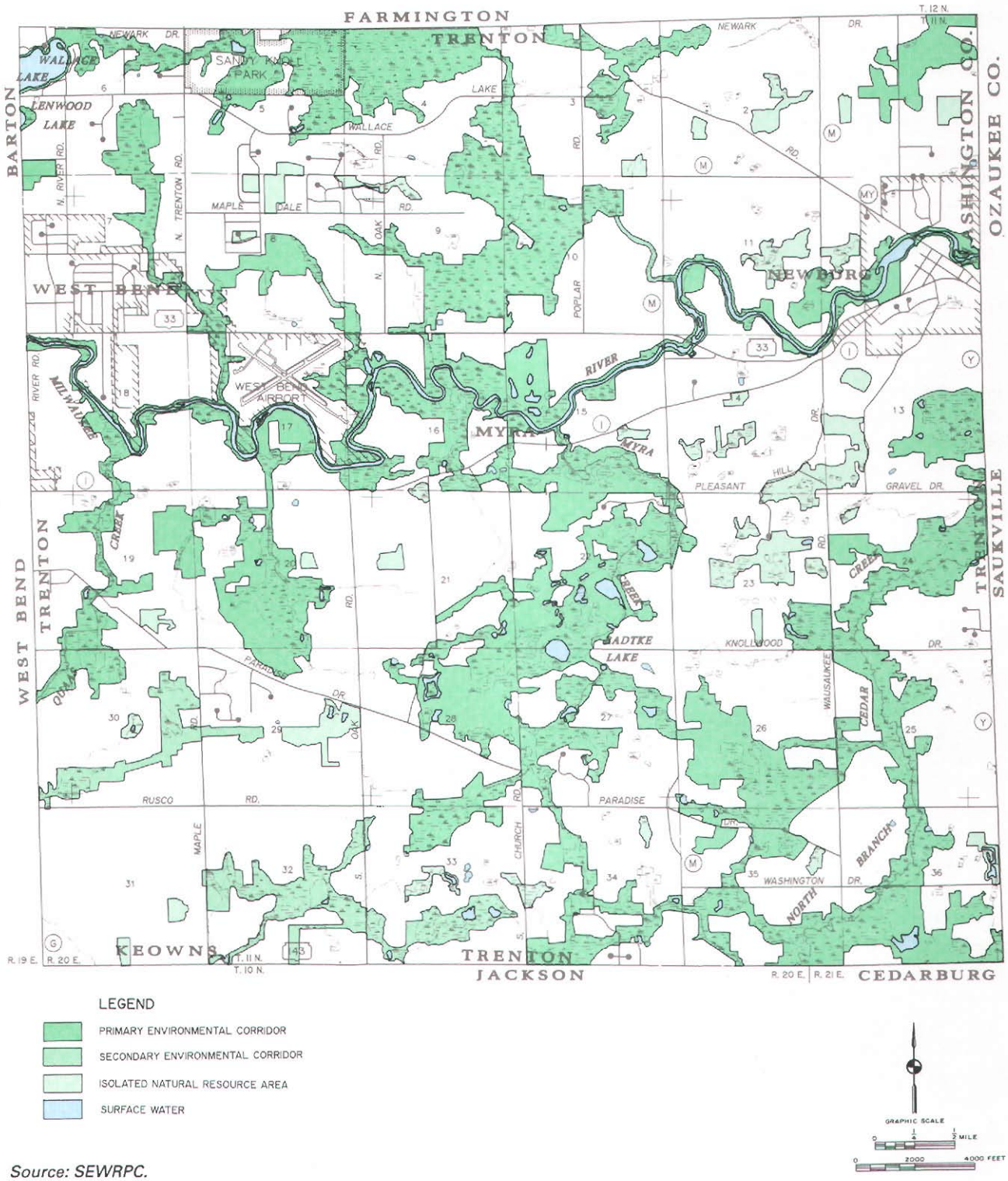
[2] *A description of the process of refining the delineation of environmental corridors in Southeastern Wisconsin is presented in the March 1981 issue (Vol. 4, No. 2) of the SEWRPC* Technical Record, *pp. 1-21.*

Map 22

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF TRENTON PLANNING AREA: 1990



Source: SEWRPC.

that about 16.1 square miles, or about 45 percent, of the total planning area are covered by soils that have severe limitations for residential development served by public sanitary sewers or, stated differently, are poorly suited for urban development of any kind.

With respect to unsewered development served by conventional onsite sewage disposal systems, the soil survey data indicate that about 18.4 square miles, or about 51 percent, of the total planning area are covered by soils classified as unsuitable for such systems; about 7.0 square miles, or about 19 percent, are classified as suitable; and about 10.4 square miles, or about 29 percent, are covered by soils of uncertain suitability, requiring onsite inspection to determine suitability.

With respect to unsewered development served by mound sewage disposal systems, the soil survey data indicate that about 14.2 square miles, or about 39 percent, of the total planning area are covered by soils classified as unsuitable for such systems; about 16.8 square miles, or about 46 percent, are classified as suitable; and about 4.8 square miles, or about 13 percent, are covered by soils of uncertain suitability, requiring onsite inspection to determine suitability.

2. The Town of Trenton has a rich agricultural base. In 1990, about 13.3 square miles, or about 37 percent, of the total planning area were classified as prime agricultural lands. These lands are particularly well suited for agricultural use and are an economic asset to the Town.

3. The Town of Trenton is located within the Milwaukee River watershed, a part of the Great Lakes-St. Lawrence River drainage system. The major surface-water resources in the planning area include the Milwaukee River, Quaas Creek, Myra Creek, and the North Branch of Cedar Creek; one major lake, Wallace Lake; two minor lakes, Lenwood Lake and Radtke Lake; and a limited number of smaller, generally unnamed lakes and ponds. These surface waters cover about 0.5 square mile, or about 1 percent, of the total planning area.

4. In 1990, about 5.3 square miles, or about 15 percent, of the total planning area were located within the 100-year recurrence interval floodplain of the Milwaukee River and its tributaries.

5. The Town exhibits some significant natural resource base features. In 1990, the planning area included wetlands encompassing a total of about 6.2 square miles, or 17 percent, of the total area, and woodlands encompassing about 2.8 square miles, or 8 percent. In 1985, the planning area included wildlife habitat areas encompassing about 12.6 square miles, or 34 percent, of the total area. The planning area includes 11 sites identified in 1994 as natural areas under criteria established by the Wisconsin Natural Areas Preservation Council.

6. In 1990, there were 10 public outdoor recreation sites in the Town of Trenton planning area. Five of these park sites were located in the Village of Newburg. Two County parks were located in the Town. The West Bend school district also owned a 52-acre forest in the Town, representing 0.2 percent of the entire planning area and about 3 percent of all the woodlands in the planning area.

7. The best remaining elements of the natural resource features of the Town of Trenton, as in other parts of the Southeastern Wisconsin Region, occur in linear concentrations in the landscape. These linear concentrations are delineated as primary and secondary environmental corridors and isolated natural resource areas. Primary environmental corridors in the planning area are generally associated with the natural resources along major river valleys and encompassed a total of about 9.1 square miles in 1990, or about 25 percent, of the total planning area.

   Secondary environmental corridors also include a variety of important natural resource and resource-base-related elements and often contain remnants of former primary environmental corridors which have been developed for intensive agricultural purposes or urban uses. Secondary environmental corridors in 1990 encompassed a total of about 0.7 square mile, or about 2 percent, of the total planning area.

   Other small concentrations of the natural resource base, known as isolated natural resource areas, in 1990 encompassed a total of about 0.9 square mile, or about 3 percent, of the total planning area.

Chapter IV

INVENTORY AND ANALYSIS OF EXISTING LAND USES AND PUBLIC FACILITIES

INTRODUCTION

In order for the Town of Trenton land use plan to constitute a sound and realistic guide for making decisions concerning the physical development of the Town, it must be based on careful consideration of pertinent features of the built environment, in addition to consideration of the natural resource base of the area. For the purposes of plan preparation, the pertinent features of the built environment were identified as 1) existing land uses, 2) existing public facilities, and 3) existing public utility systems. Each of these features is described in this chapter as it affects the physical development of the Town of Trenton.

EXISTING LAND USE

The Regional Planning Commission periodically conducts detailed inventories of existing land use in the Southeastern Wisconsin Region, providing definitive information on the type, amount, and spatial distribution of the major categories of land use within the Region. The first land use inventory was conducted in 1963; the most recent, in 1995. The data gathered in the 1995 inventory were mapped and analyzed in order to provide a basis for planning the appropriate patterns for future land use development in the Town.

Land uses in the Town of Trenton in 1995 are shown on Map 23, and the amount of land that was devoted to each land use category is set forth in Table 16. Of the approximately 34 square miles of land in the Town of Trenton, about 31 square miles, or about 90 percent, were devoted to nonurban land uses, including surface water, wetlands, woodlands, agricultural lands, and undeveloped lands. Developed urban land uses occupied about three square miles, or about 10 percent, of the Town. The analysis area consisted of all of U. S. Public Land Survey Township 11 North, Range 20 East, excluding the area within the corporate limits of the City of West Bend and of the Village of Newburg.

Several important attributes of the character of the Town can be noted from Table 16 and from Map 23. First, agriculture was still the largest single land use in the Town in 1995, encompassing about 20 square miles, or about 57 percent, of the Town. Second, residential use is the largest urban use in the Town, yet it occupied only 1,267 acres, or about two square miles, or about 6 percent, of the total area of the Town.

Urban Land Uses

Residential Land Use

Of the approximately three square miles of lands in the Town in urban uses, residential, commercial, industrial, transportation and utilities, government and institutional, and recreational, residential lands comprised the largest single urban use. Residential lands encompassed 1,267 acres, or about 61 percent, of all urban land and 6 percent of the total area of the Town. Residential land occurred in concentrations in the northwest corner of the Town and in other scattered locations throughout the Town as well. Single-family residential development occupied 1,260 acres, or about 99 percent, of all residential development. The remaining residential land use consisted of two-family residential developments, which occupied about seven acres, or less than 1 percent, of all residential development.

As shown in Table 17, the total number of residential subdivision lots platted in the Town of Trenton between 1926 and the end of 1995 was 511. Of this total, 90, or about 18 percent, were undeveloped in 1995.

Commercial Land Use

In 1995, commercial retail sales, services, office buildings, and associated parking uses occupied about 15 acres, or about 1 percent of all urban land and less than 1 percent of the total area of the Town. Commercial land uses in the Town were located predominantly on scattered sites along STH 33 and CTH I.

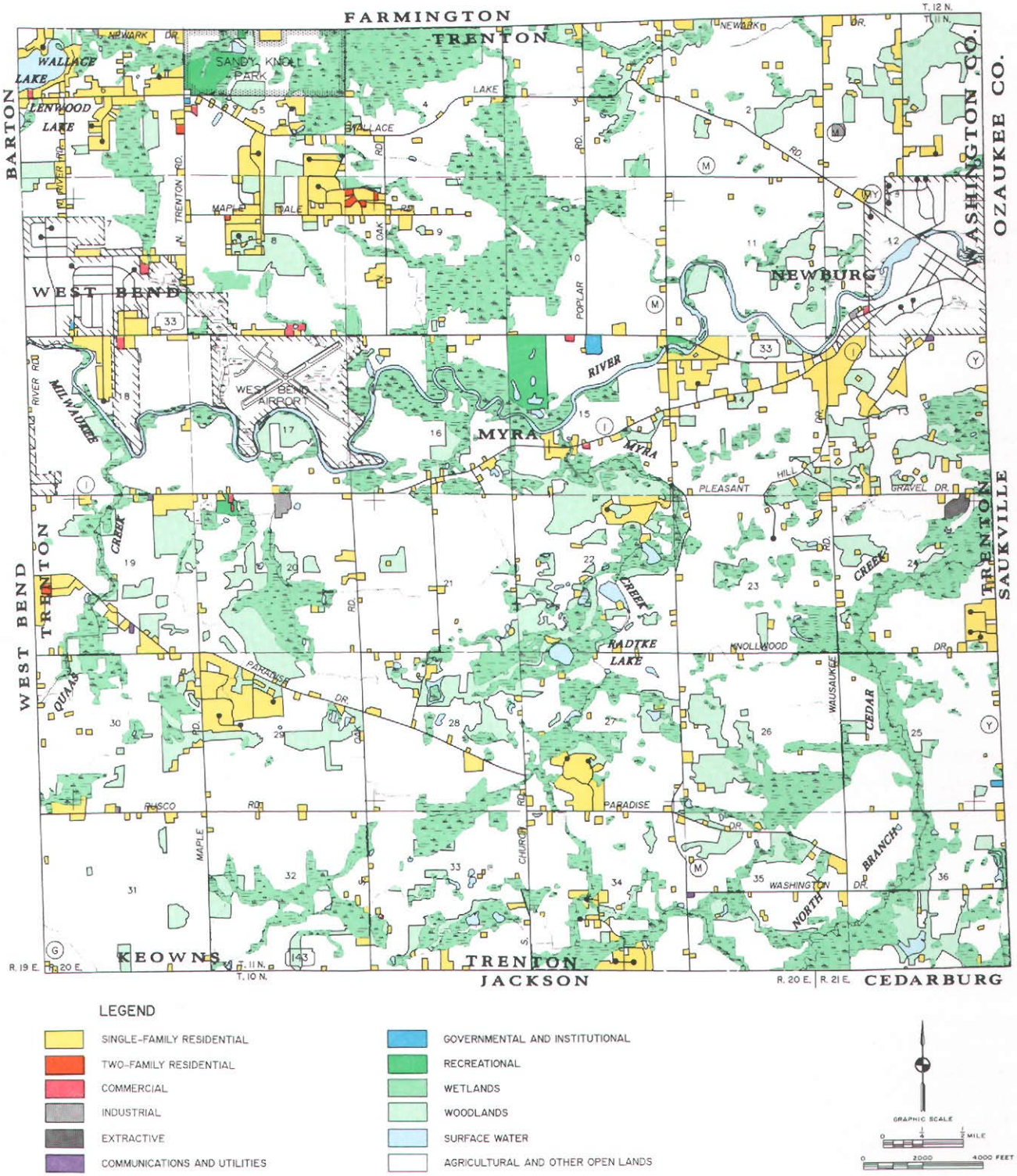
Industrial and Manufacturing Land Use

In 1995, industrial and manufacturing land uses and associated parking occupied about 14 acres, or about 1 percent, of all urban land and less than 1 percent of the total area of the Town. Industrial and manufacturing uses were generally located along CTH I, in U. S. Public Land Survey Section 20.

In addition to traditional manufacturing operations, limited extraction of sand and gravel occurs in the Town of

Map 23

EXISTING LAND USES IN THE TOWN OF TRENTON: 1995



Source: SEWRPC.

Table 16

SUMMARY OF LAND USES IN THE TOWN OF TRENTON: 1995

Land Use Category	Number of Acres	Percent of Urban or Nonurban Subtotal	Percent of Total
Urban			
Residential			
Single-Family[a]	1,260	60.2	5.8
Two-Family	7	0.3	--[b]
Subtotal	1,267	60.5	5.8
Commercial			
Land and Buildings	11	0.5	0.1
Related Off-Street Parking	4	0.2	--[b]
Subtotal	15	0.7	0.1
Industrial			
Land and Buildings	10	0.5	0.1
Related Off-Street Parking	4	0.2	--[b]
Subtotal	14	0.7	0.1
Quarries	10	0.5	0.1
Transportation, Communications, and Utilities			
Arterial Streets and Highways	221	10.6	1.0
Collector and Local Streets	437	20.9	2.0
Communications and Utilities	3	0.1	--[b]
Subtotal	661	31.6	3.0
Governmental and Institutional			
Land and Buildings	10	0.5	0.1
Related Off-Street Parking	1	--[b]	--[b]
Subtotal	11	0.5	0.1
Recreational[c]			
Public	43	2.1	0.2
Nonpublic	70	3.3	0.3
Related Off-Street Parking	3	0.1	--[b]
Subtotal	116	5.5	0.5
Urban Subtotal	2,094	100.0	9.6
Nonurban			
Natural Areas			
Water	305	1.5	1.4
Wetlands	3,780	19.1	17.3
Woodlands	1,789	9.0	8.1
Subtotal	5,874	29.7	26.8
Agricultural Lands	12,530	63.3	57.3
Other Open Lands[d]	1,379	7.0	6.3
Nonurban Subtotal	19,783	100.0	90.4
Total	21,877	--	100.0

[a] *Includes farm residences but not other farm buildings, which were included in the agricultural land use category.*

[b] *Less than 0.05 percent.*

[c] *Includes only those lands used for intensive outdoor recreational activities.*

[d] *Includes undeveloped lands that may be associated with urban areas, such as excess street rights-of-way, undeveloped platted lots, and residual lands or outlots attendant to existing urban development that are not expected to be developed.*

Source: SEWRPC.

Table 17

RESIDENTIAL LAND SUBDIVISIONS IN THE TOWN OF TRENTON: 1926-1995

Subdivision Name	Year Recorded	U. S. Public Land Survey Location				Number of Lots	Typical Lot Area (square feet)	Typical Lot Width (feet)	Lots Developed as of October 1995	Lots Not Developed as of October 1995
		Township	Range	Section(s)	Quarter Section					
Eisenmanns	1926	T11N	R20E	6	NW	12	7,395	50	10	2
Mapledale	1957	T11N	R20E	8	NW	33	14,800	130	30	3
Arthur Laufer	1957	T11N	R20E	18	NW	26	15,000	120	24	2
Wallace Creek	1958	T11N	R20E	6	NE	13	28,875	105	12	1
Mapledale Addition No. 1	1964	T11N	R20E	8	NW	43	15,000	100	21	22
Springdale Estates	1965	T11N	R20E	9	NW	37	16,000	100	37	0
Walsh Acres	1966	T11N	R20E	19	SW	32	19,000	100	32	0
Summit Shores	1968	T11N	R20E	6	NW	17	18,000	90	9	8
Mapledale North	1973	T11N	R20E	5	SW	94	15,478	109	55	39
				8	NW					
Willow Ridge Farm	1973	T11N	R20E	15	SE	14	128,312	373	13	1
				22	NE					
Assessors Plat of Birchwood Hills North	1973	T11N	R20E	34	SW, SE	20	42,500	125	15	5
Paradise Valley Estates	1974	T11N	R20E	27	SW	12	134,794	242	11	1
Paradise Valley Estates Addition No. 1	1975	T11N	R20E	27	SW	4	133,096	262	3	1
Forest View	1976	T11N	R20E	5	SE	29	41,280	160	29	0
				8	NE					
Maple View	1977	T11N	R20E	29	NW	40	42,614	184	39	1
Indian Lore Estates	1978	T11N	R20E	5	SE	12	40,112	125	12	0
				8	NE					
Orchard Knoll	1979	T11N	R20E	24	SE	26	40,250	125	23	3
Terry Jak	1979	T11N	R20E	1	SE	6	40,905	135	6	0
Wallace Lake Estates East	1980	T11N	R20E	6	SW, SE	17	54,000	150	17	0
Paradise Pines	1981	T11N	R20E	29	NW	24	44,160	138	23	1
Total	--	--	--	--	--	511	--	--	421	90

Source: SEWRPC.

Trenton. In 1995, extractive uses occupied 10 acres, or about 1 percent, of all urban land and less than 1 percent of the total area of the Town. The extractive use was located along Gravel Drive, in U. S. Public Land Survey Section 24.

Transportation, Communications, and Utilities Land Use

Transportation, communications, and utility land uses, which include arterial streets and highways, collector streets, minor land-access streets, communications, and utilities, occupied approximately 661 acres, or about 32 percent of all urban land and about 3 percent of the total area of the Town. About 658 acres of this total were occupied by streets and highways. There are no railways in the Town of Trenton.

Governmental and Institutional and Recreational Land Uses

In 1995, governmental and institutional land uses in the Town occupied about 11 acres and recreational lands in the Town occupied about 116 acres. These uses occupy about 6 percent of all urban lands and about 1 percent of the total area of the Town.

Nonurban Land Uses

Natural Areas

Natural areas include surface waters, wetlands, and woodlands. Natural areas encompassed about 9.2 square miles, or about 27 percent, of the Town of Trenton in 1995. Of this total, surface waters encompassed about 0.5 square mile, or about 1 percent, of the area of the Town; wetland areas encompassed about 5.9 square miles, or about 17 percent, of the area of the Town; and woodlands encompassed about 2.8 square miles, or about 8 percent, of the area of the Town. Information regarding the distribution and importance of natural areas in the planning area is provided in Chapter III of this report.

Agricultural and Open Lands

The agricultural land use category shown on Map 23 includes all croplands, pasturelands, orchards, nurseries, and fowl and fur farms. This category also includes farm buildings other than residences associated with farms. Farm residences, together with a 20,000-square-foot dwelling site, were classified as single-family residential land uses. In 1995, prime and other agricultural lands occupied about 19.6 square miles, or about 57 percent, of the Town of Trenton.

Open lands include lands in rural areas that are not being farmed and lands in urban areas that have not been developed. Examples of open lands in urban areas include park sites that have not been developed, excess transportation rights-of-way, subdivision outlots, and undeveloped portions of commercial and industrial lots. Open lands accounted for about 2.2 square miles, or about 6 percent, of the total area of the Town.

COMMUNITY FACILITIES

Public Schools

The Town of Trenton is located entirely within the West Bend school district. The district operates 11 schools, none of which is located within the Town of Trenton. School district officials have indicated that in 1995, the school system was operating at about 80 percent of its enrollment capacity. It is unlikely that any new schools would be constructed in the Town of Trenton during the planning period of this report.

Fire Protection Services and Facilities

Fire protection in the Town of Trenton is provided through mutual aid agreements with the City of West Bend and the Village of Newburg Fire Departments. The Newburg fire station location is shown on Map 24. The City of West Bend fire station is not located within the planning area shown on Map 24.

The City of West Bend Fire Department was staffed by 27 full-time and 24 part-time fire fighters in 1995. The Village of Newburg Fire Department was staffed by 50 volunteer fire fighters in 1995. These fire departments also provided emergency medical services.

Rating of Fire Protection Services

The adequacy of fire protection in communities is evaluated by the Insurance Services Office (ISO)[1] through the use of the *Grading Schedule for Municipal Fire Protection.* The ISO schedule provides criteria for classifying the fire defenses and the physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While the ISO does not presume to dictate the level of fire protection services that should be provided by a municipality, reports of surveys made by its Municipal Survey Office generally contain recommendations for correcting any serious deficiencies found and, over the years, have been accepted as guides by many municipal officials in planning improvements to fire-fighting services. The ISO gradings are based on analyses of fire department equipment, alarm systems, water supply, fire prevention programs, building construction, and the distance to potential hazard areas, such as the central business district, from a fire department station. In rating a community, total deficiency points in the several areas of evaluation are used to assign a numerical rating between one and 10, with one presenting the best protection and 10 representing an essentially unprotected community. The rating in effect in 1995 for the City of West Bend was a three. The rating in effect in 1995 for the Village of Newburg was a five. The rating in effect in 1995 for the Town of Trenton was an eight.

PUBLIC UTILITIES

Public utility systems are one of the most important elements influencing community growth and development. Urban development today is highly dependent on these utility systems, which provide the individual land uses with power, heat, light, communication, water, and sanitary sewerage. Moreover, certain utility facilities are closely linked to surface-water and groundwater resources and may therefore affect the overall quality of the natural resource base. This is particularly true of sanitary sewerage, water supply, and stormwater drainage facilities, which are, in a sense, modifications or extensions of the natural lake, stream, and watercourse systems of the area and of the underlying groundwater reservoir. The provision of certain public utilities to a largely rural area is normally impractical. Conversely, the development of areas for extensive urban use without certain utilities may create serious and costly environmental and public health problems.

Sanitary Sewerage

The provision of sanitary sewerage within the Town of Trenton was initiated with the creation of the Wallace Lake Sanitary District. Sanitary sewerage was extended to properties in the Wallace Lake Sanitary District in 1984. Other areas in the Town of Trenton with sanitary sewerage are the Scenic Drive Sanitary District, with service first provided in 1984, and the Serigraph Contract Sewer area, for which service was first provided in 1985. The sanitary districts and contract area are all tributary to

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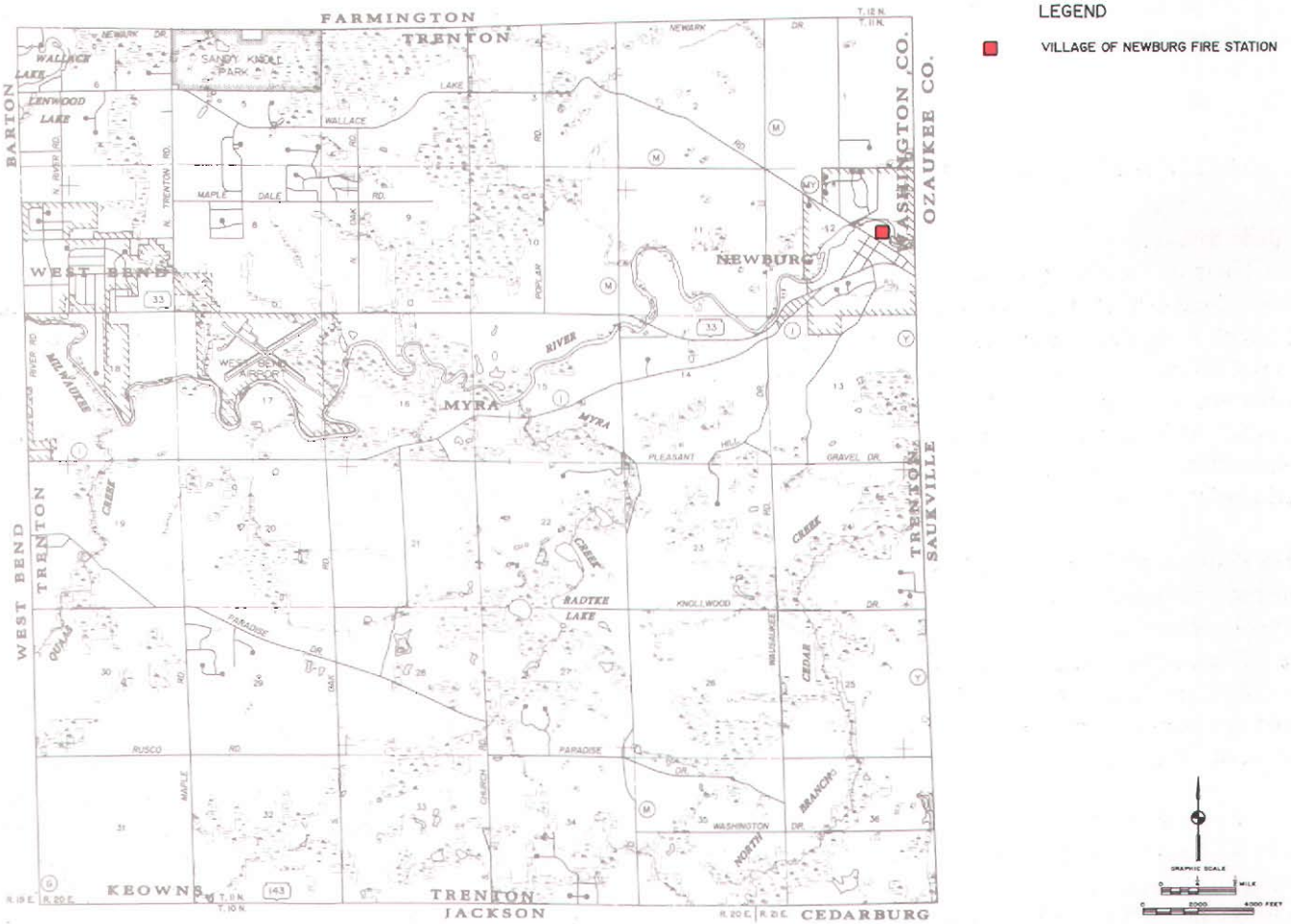
[1] *The Insurance Services Office (ISO) is a nonprofit service organization within the insurance industry which makes available to any insurer, on a voluntary basis, statistical, actuarial, policy-form, and other related services, including fire protection grading of municipalities and fire insurance surveys on specific properties. The ISO was formed in 1971 by a merger of several state and regional organizations performing these functions, including the Fire Insurance Rating Board in Wisconsin. The ISO is headquartered at 7 World Trade Center, New York, New York 10048.*

Map 24

FIRE STATIONS IN THE TOWN OF TRENTON PLANNING AREA: 1995



Source: SEWRPC.

the City of West Bend wastewater treatment facility and were all created to serve existing urban development.

Portions of the Village of Newburg planned sanitary sewer service area extend into the Town of Trenton, but none of these areas is currently served by sanitary sewers. The adopted planned sanitary sewer service areas encompassing portions of the Town of Trenton are set forth in SEWRPC Community Assistance Planning Report No. 35, *Sanitary Sewer Service Area for the City of West Bend, Washington County, Wisconsin*, December 1982, and plan amendments of March 1985 and May 1995, and SEWRPC Community Assistance Planning Report No. 205, *Sanitary Sewer Service Area for the Village of Newburg, Ozaukee and Washington Counties, Wisconsin*, March 1993. These planned sewer service areas, including the boundaries of the sanitary districts and contract area, are shown on Map 8 in Chapter I of this report (see page 10). The area within the Town of Trenton being served encompasses about 100 acres—55 acres in the Wallace Lake Sanitary District, 25 acres in the Scenic Drive Sanitary District, and 20 acres in the Serigraph contract area.

Public Water Supply System

The Town of Trenton does not have a public water supply system. Water for domestic and other uses is supplied by groundwater from private wells. The City of West Bend operates a public water supply system, providing water to most areas served by the municipal sanitary sewer system. However, public water supply is not available to the Wallace Lake Sanitary District, the Scenic Drive Sanitary District, or the Serigraph contract area. The Village of

Newburg operates a public water supply system, providing water to areas currently served by its municipal sanitary sewer system.

Engineered Stormwater Drainage System

The City of West Bend operates an engineered stormwater management system; however, storm sewers are not provided within the Wallace Lake Sanitary District, the Scenic Drive Sanitary District, or the Serigraph contract area. Neither the Town of Trenton nor the Village of Newburg has an engineered stormwater system. Stormwater drainage in the Town, the Village, and the sanitary districts and contract area is provided by natural watercourses and roadside swales and culverts.

SUMMARY AND CONCLUSIONS

This chapter has presented a description of the existing land use pattern and other pertinent aspects of the built environment of the Town of Trenton. The most important findings of this chapter are described below.

1. Existing urban development within the Town of Trenton is concentrated in the northwest portion of the Town and in scattered locations throughout the Town. Despite the scattered residential development in the Town, the Town still encompasses intact, relatively large blocks of farmland.

2. In 1995, lands in urban uses, consisting primarily of lands in residential; commercial; industrial; governmental and institutional; recreational; and transportation uses, encompassed about 2,094 acres, or 3.3 square miles, or about 10 percent, of the total area of the Town of Trenton. Residential lands comprised the largest urban land use category, encompassing about 1,267 acres, or 2.0 square miles, or about 61 percent of all urban land and about 6 percent of the total area of the Town.

3. By 1995, 511 lots had been created through residential subdivision plats in the Town of Trenton. Of the existing platted lots in the Town of Trenton in 1995, 90 lots, or about 18 percent, remained vacant.

4. In 1995, lands in nonurban land uses, such as agricultural lands, wetlands, woodlands, and other open lands, comprised about 30.9 square miles, or about 90 percent, of the total area of the Town. Agricultural lands encompassed about 19.6 square miles in the Town in 1995, accounting for about 63 percent of all nonurban land and about 57 percent of the total Town area.

5. In 1995, public sanitary sewers were provided to the Wallace Lake Sanitary District, the Scenic Drive Sanitary District, and the Serigraph contract area by the City of West Bend wastewater treatment facility. Approximately 100 acres within the Town of Trenton were served with public sanitary sewers. About 2,500 acres, or 3.9 square miles, in the Town of Trenton remain available to accommodate new urban growth within the planned sewer service areas.

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Chapter V

EXISTING LOCAL PLAN IMPLEMENTATION DEVICES

INTRODUCTION

The proper preparation of a land use plan for the Town of Trenton requires careful consideration of existing pertinent land use and development regulations, including zoning and land subdivision control ordinances. Each of these existing plan implementation devices is described in this chapter as it affects the physical development of the Town and the ability of the Town and other affected local governments to implement the adopted land use plan.

EXISTING ZONING

Good community development depends, not only on sound long-range plan formulation at all levels of government, but also on practical plan implementation. Zoning is one of the major devices for plan implementation available to any community. The primary function of zoning should be to implement the community's land use plan. A secondary function of zoning should be to protect desirable existing development. Zoning should be a major tool for the implementation of community plans, not a substitute for such plans.

A zoning ordinance is a public law that regulates and restricts the use of private property in the public interest. Zoning seeks to confine certain land uses to those areas of the community which are best suited to those uses and seeks to set aside land for those particular uses, thereby encouraging the most appropriate use of land throughout the community. Zoning seeks to assure adequate light, air, and open space for each building and to avoid overcrowding, traffic congestion, and the overloading or underuse of utility systems. Zoning should also be designed to protect and preserve the natural resource base. A single set of regulations applying to the entire community could not achieve these objectives of zoning, since different areas of the community differ in character and function. Accordingly, a zoning ordinance consists of two parts: 1) a map delineating the boundaries of various zoning districts and 2) a text that sets forth the regulations that apply in each of the various zoning districts, together with related procedural, administrative, and legal provisions. The zoning ordinance text includes both "use" and "bulk" regulations for each district. Use regulations specify the type of buildings or uses that can occupy land in a given district, including principal permitted uses; conditional uses, which require review and approval by the local plan commission; and accessory uses, which are permitted if they are incidental to a principal use. Bulk regulations specify minimum lot sizes, maximum building heights, building setbacks from property lines, and similar details.

Zoning ordinances commonly contain a number of different zoning districts, including, for example, agricultural districts, residential districts, business districts, industrial districts, park and institutional districts, and conservancy districts. The zoning ordinance lists specific regulations that apply within each district. In this respect the zoning ordinance differs from building, housing, and sanitation codes which, in general, apply uniformly to all lands or buildings of like use wherever they may be located in a community. It should be noted, however, that the same zoning regulations will apply to all properties that have the same zoning district designation, regardless of the property's location in the community.

Wisconsin enabling legislation requires that zoning regulations be formulated in accordance with a "comprehensive plan." There are a number of different interpretations of the meaning of the term "comprehensive plan" in this context. These vary from the idea that, to be deemed in accordance with a comprehensive plan, zoning must regulate land use, building height, and lot area, to interpretations stating that zoning must be applied to the entire corporate limits of the community; or that zoning must be based upon careful and comprehensive study prior to adoption, and that zoning must be based upon a documented long-range land use plan and must seek to implement that plan. The last interpretation is the one most commonly accepted by professional planners.

Town of Trenton Zoning Ordinance

Zoning in the Town of Trenton was historically administered by Washington County through the County Park and Planning Commission and its staff. The County administered and enforced a general zoning ordinance which applied to towns, including the Town of Trenton, that had ratified the Washington County Zoning Ordinance and a floodplain and shoreland zoning ordinance which applied to all towns in the County. The Washington County Board of Supervisors enacted the County general zoning ordinance on May 12, 1964; the Town of Trenton ratified this ordinance. The County floodplain and shore-

land zoning ordinance was adopted by the County Board on February 19, 1975. The County general zoning ordinance was repealed on April 1, 1985. That repeal required each town in the County to enact its own general zoning ordinance. The Town of Trenton zoning ordinance was adopted on March 31, 1986, and has been subsequently revised several times. The current Town zoning ordinance is set forth in Title 10 of the Municipal Code of the Town of Trenton. It contains 17 basic zoning districts and one overlay zoning district. The County retained the special-purpose floodplain and shoreland zoning ordinance.

A basic zoning district is one for which the regulations governing the use and location of land and buildings are uniform, such as the residential, commercial, and industrial district classifications. An overlay district provides for the possibility of superimposing certain additional requirements upon a basic zoning district. In the instance of conflicting requirements, the more stringent of the conflicting requirements applies. The basic zoning districts in the Town of Trenton include three agricultural districts, two rural or suburban residential districts, four urban single-family residential districts, two urban two-family residential districts, two business districts, one industrial district, two institutional districts, and one park district. The overlay district is a planned unit development district, which permits some flexibility in applying underlying zoning regulations when unique site characteristics are present.

The application of these districts in 1995 is shown on Map 25. Table 18 presents a summary of the zoning regulations applicable within each district in 1995, including principal and conditional uses, minimum lot area per housing unit, minimum lot size, minimum yard requirements, maximum building height, and the acreage and percentage of the Town in each zoning district. About 46 percent of the Town was in either the EA Exclusive Agricultural district or the AT Agricultural Transition district, intended to preserve agricultural land in large blocks. About 23 percent of the Town was zoned for rural or suburban residential use in 1995 in the CES Country Estate district, which requires a minimum lot size of 10 acres (2 percent), and the R-1 Rural Residential district, which requires a minimum lot size of three acres (21 percent). About 27 percent of the Town was zoned for urban residential use on lots 40,000 square feet in area or less. This includes about 24 percent of the Town currently zoned for the A-1 Agricultural district. The A-1 district is classified as urban residential in this discussion because it requires a minimum lot size of 40,000 square feet. The 5,257-acre total zoned A-1 Agricultural district encompasses about eight times the amount of land in all other urban residential districts in the Town and over three times the amount of land in all other urban residential and other urban districts combined. The remaining distribution of zoning districts in the Town of Trenton in 1995 was about 0.4 percent zoned for commercial use; about 2 percent zoned for industrial use; and about 2 percent zoned for public uses, including parks and public buildings. The only overlay district in the Town is a planned development overlay district, applied to an undeveloped parcel located adjacent to the Town Hall.

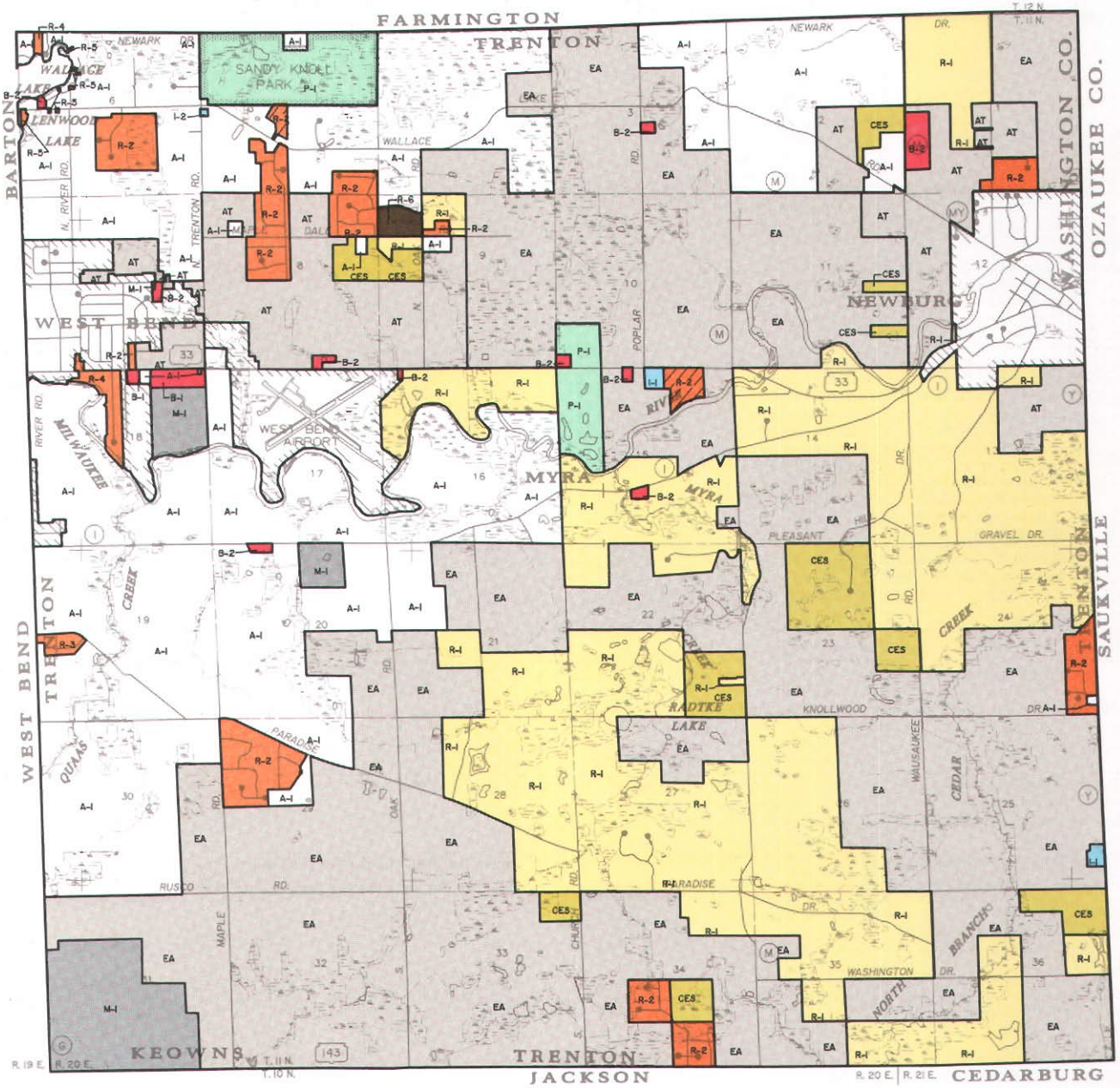
While a total of 5,912 acres of land within the Town are currently zoned for urban residential use on lots requiring an area of 40,000 square feet or less per dwelling unit, only about 700 acres of land are currently developed for urban residential use. The existence of large areas of undeveloped land prezoned for urban use far in advance of anticipated development is referred to as "overzoning." Such overzoning encourages scattered urban development and makes it difficult to preserve the rural character or rural appearance of the Town. The Town should consider amending the A-1 Agricultural district to provide for rural development at a density not exceeding one residential dwelling for each five acres and placing any existing urban development within the A-1 Agricultural district into the R-2 Single-Family Residential district.

Washington County Floodplain and Shoreland Zoning Ordinances

The Washington County shoreland floodplain zoning ordinance, which now consists of two ordinances, the Washington County floodplain zoning ordinance and the Washington County shoreland and wetland zoning ordinance, was adopted in February 1975 and amended in April 1986. As noted above, the two ordinances apply to floodplains and "shorelands" in all towns within Washington County. "Shorelands" are defined in the Wisconsin Statutes as all lands lying within 1,000 feet of the shoreline of navigable lakes, ponds, and flowages or within 300 feet of the shoreline of navigable rivers and streams. Shorelands also include areas within the 100-year recurrence interval floodplain. If the floodplain extends more than 300 feet from the shoreline of the river or stream or 1,000 feet from the shoreline of navigable lakes, ponds, and flowages, the shoreland regulations apply up to the landward edge of the floodplain. Areas subject to the provisions of the County floodplain and shoreland-wetland zoning ordinances are delineated on aerial photographs adopted by the County in 1986. The Washington County floodplain and shoreland and wetland zoning ordinances, as they apply within the Town of Trenton, regulate the use of floodplains and shoreland-wetlands. The ordinances essentially protect these areas from intensive development.

Map 25

TOWN OF TRENTON ZONING MAP: 1995



LEGEND

ZONING DISTRICT BOUNDARY	
EA	EXCLUSIVE AGRICULTURAL DISTRICT
AT	AGRICULTURAL TRANSITION DISTRICT
A-1	AGRICULTURAL DISTRICT
CES	COUNTRY ESTATE DISTRICT
R-1	RURAL RESIDENTIAL DISTRICT
R-2	SINGLE-FAMILY RESIDENTIAL DISTRICT (UNSEWERED)
R-3	SINGLE-FAMILY RESIDENTIAL DISTRICT (UNSEWERED)
R-4	SINGLE-FAMILY RESIDENTIAL DISTRICT (SEWERED)
R-5	SINGLE-FAMILY RESIDENTIAL DISTRICT (SEWERED)
R-6	TWO-FAMILY RESIDENTIAL DISTRICT (UNSEWERED)
(NONE)	TWO-FAMILY RESIDENTIAL DISTRICT (SEWERED)
B-1	LOCAL BUSINESS DISTRICT
B-2	HIGHWAY BUSINESS DISTRICT
M-1	INDUSTRIAL DISTRICT
I-1	RURAL INSTITUTIONAL DISTRICT (UNSEWERED)
I-2	URBAN INSTITUTIONAL DISTRICT (SEWERED)
P-1	PARK DISTRICT
PDO	PLANNED DEVELOPMENT OVERLAY DISTRICT

GRAPHIC SCALE
0 1/4 1/2 MILE
0 2000 4000 FEET

Source: Town of Trenton and SEWRPC.

Table 18

SUMMARY OF TOWN OF TRENTON ZONING DISTRICTS: 1995

Zoning District	Principal Permitted Uses	Conditional Uses	Minimum Lot Area and Width			Minimum Yard Requirements			Maximum Principal Building Height (feet)	Area of Town in Zoning District (acres)	Percent of Town in Zoning District
			Total Area (square feet)	Area per Dwelling Unit (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)			
EA Exclusive Agricultural District	Agricultural crops, dairying, raising domestic stock, dwellings for farm operators, dwellings existing after farm consolidation	Sawmills, fur farms, veterinarians for farm animals, commercial livestock raising, topsoil removal and sale, dwellings for the parent or child of a farm operator, accessory apartments, bed-and-breakfast establishments, energy conservation	1,524,600 (35 acres)	1,524,600 (35 acres)	600	75	25	25	100	8,716	39.8
AT Agricultural Transition District	Those principal uses permitted in the EA Exclusive Agricultural district	Those conditional uses permitted in the AE Exclusive Agricultural district	1,524,600 (35 acres)	1,524,600 (35 acres)	600	75	25	25	100	1,305	6.0
A-1 Agricultural District	Uses permitted in the EA Exclusive Agricultural district and agricultural warehousing, commercial egg production, commercial feedlots, commercial packaging of farm products, and limited keeping and raising of livestock on lots smaller than 10 acres	Clubs, fraternities, accessory apartments, conversion of one-family dwellings to two-family dwellings, bed-and-breakfast establishments, airports, schools, parks, churches, utility substations, public wells and water towers, energy conservation	40,000	40,000	125	75	25	25	100	5,257	24.0
CES Country Estate District	Single-family dwellings and limited keeping and raising of livestock	Bed-and-breakfast establishments, clubs, riding stables, schools, parks, churches, utility substations, public wells and water towers, energy conservation	435,600 (10 acres)	435,600 (10 acres)	250	100	30	30	35	520	2.4
R-1 Rural Residential District	Single-family dwellings and limited keeping and raising of livestock	Accessory apartments, bed-and-breakfast establishments, clubs, schools, parks, churches, public wells and water towers, energy conservation	130,680 (3 acres)	130,680 (3 acres)	300	75	25	25	35	4,464	20.4
R-2 Single-Family Residential District (unsewered)	Single-family dwellings and two-family dwellings existing at the time the ordinance was adopted	Accessory apartments, bed-and-breakfast establishments, clubs, schools, parks, churches, public wells and water towers, energy conservation	40,000	40,000	125	75	25	25	35	562	2.6
R-3 Single-Family Residential District (unsewered)	Single-family dwellings and two-family dwellings existing at the time the ordinance was adopted	Accessory apartments, bed-and-breakfast establishments, clubs, schools, parks, churches, public wells and water towers, energy conservation	40,000	40,000	125	40	25	25	35	17	0.1
R-4 Single-Family Residential District (sewered)	Single-family dwellings	Accessory apartments, bed-and-breakfast establishments, clubs, schools, parks, churches, public wells and water towers, energy conservation	20,000	20,000	100	40	10	25	35	46	0.2
R-5 Single-Family Residential District (sewered)	Single-family dwellings	Clubs, schools, parks, churches, public wells and water towers, energy conservation	12,000	12,000	75	25	10	25	35	4	--[a]
R-6 Two-Family Residential District (unsewered)	Two-family dwellings	Clubs, schools, parks, churches, public wells and water towers, energy conservation	60,000	30,000	175	50	25	25	35	26	0.1
R-7 Two-Family Residential District (sewered)	Two-family dwellings	Housing for the elderly, rest homes, clubs, schools, parks, churches, public wells and water towers, energy conservation	20,000	10,000	100	25	10	25	35	--	--

Table 18 (continued)

Zoning District	Principal Permitted Uses	Conditional Uses	Minimum Lot Area and Width			Minimum Yard Requirements			Maximum Principal Building Height (feet)	Area of Town in Zoning District (acres)	Percent of Town in Zoning District
			Total Area (square feet)	Area per Dwelling Unit (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)			
B-1 Local Business District	Businesses serving the day-to-day needs of residents, such as grocery stores, clothing stores, banks, beauty shops, offices, restaurants, building-supply stores, hardware stores, sports-equipment stores, variety stores, and theaters	Funeral homes, drive-in establishments, radio and television towers, gasoline stations, public passenger terminals, adult-entertainment establishments, arcades, bowling lanes, animal hospitals	87,120 (2 acres)	--	200	50	--	25	35	25	0.1
B-2 Highway Business District	Businesses dependent on highway traffic, such as gasoline service stations, building-supply stores, automotive stores, restaurants, taverns, and motels	Funeral homes, drive-in establishments, radio and television towers, gasoline stations, public passenger terminals, adult-entertainment establishments, arcades, bowling lanes, animal hospitals	40,000	--	125	100	25	25	35	60	0.3
M-1 Industrial District	Manufacturing, processing, wholesaling, and warehousing	Animal hospitals, dumps, sewage-treatment facilities, recycling centers, manufacturing and storage of hazardous materials, freight yards, outside storage, mineral extraction	40,000	--	125	100	25	25	45	472	2.1
I-1 Rural Institutional District (unsewered)	Schools, churches, hospitals, funeral homes, libraries, government offices, public-utility offices	Airports, correctional institutions, cemeteries, housing for the elderly, rest homes, accessory apartments, bed-and-breakfast establishments, radio transmission towers, recycling centers	40,000	--	125	75	25	25	35	16	0.1
I-2 Urban Institutional District (sewered)	Schools, churches, hospitals, funeral homes, libraries, government offices, public-utility offices	Airports, correctional institutions, cemeteries, housing for the elderly, rest homes, accessory apartments, bed-and-breakfast establishments, radio transmission towers, recycling centers	12,000	--	75	25	10	25	35	1	--[a]
P-1 Park District	Parks, playgrounds, golf courses, botanical gardens, art galleries, athletic fields	Marinas, stadiums, golf courses, pools, schools, churches	--	--	75	50	50	35	--	386	1.8
PDO Planned Development Overlay District	Any use permitted in the underlying district and permitting departures from fixed requirements provided that overall densities are maintained	None	--	--	--	--	--	--	--	38[b]	--[b]
Total	--	--	--	--	--	--	--	--	--	21,877[b]	100.0

[a] *Less than 0.1 percent.*

[b] *The PDO Planned Development Overlay district area and percentage are not counted in the total because they are represented in other basic zoning districts. The district covers about 0.2 percent of the Town.*

Source: Town of Trenton zoning ordinance and SEWRPC.

In addition, the Washington County ordinances require the following:

1. That no structure, except navigational aids, piers, and boat-launching facilities, shall be located closer than 75 feet to the ordinary high-water mark of a navigable body of water;
2. That cutting trees and clearing shrubbery within 35 feet of the ordinary high-water mark of all navigable waters is prohibited except for homesite

development, park-site development, access roads, path and trail construction, timber stand improvement, customary trimming, dead-tree removal, and managed timber harvesting under a State District Forester's plan. Any authorized cutting of trees and removal of shrubbery cannot involve the clear-cutting of more than 30 feet in any 100 feet of lake or stream frontage;

3. That moving earth requires the issuance of a conditional-use permit after a review and a public hearing before the Washington County Park and Planning Commission;

4. That tillage, grazing, livestock watering and feeding, and application of fertilizers are prohibited unless conducted in accordance with applicable County, State, and Federal laws and regulations;

5. That withdrawal and diversion of surface water or discharge for irrigation, processing, cooling, or other purposes require the issuance of a conditional-use permit after a review and a public hearing before the Washington County Park and Planning Commission; and

6. That crop production on lands with an erosion factor of three or more, within shoreland areas, is prohibited and that such lands be planted with permanent vegetation.

The Washington County floodplain and shoreland and wetland zoning ordinances contain four districts: a floodway district, a floodplain-fringe district, a general floodplain district, and a shoreland-wetland district. Only the general floodplain district and the shoreland-wetland district have been mapped in the Town of Trenton. These mapped County floodplain and wetland districts apply to land included as part of other mapped development districts under the Town of Trenton general zoning ordinance. Accordingly, when there is a conflict between the Town's general zoning ordinance and the County's floodplain and shoreland and wetland zoning ordinances, the more restrictive of the ordinances applies.

Map 26 illustrates the extent of floodplain and shoreland zoning within the Town of Trenton in 1995. Approximately 6,830 acres, or about 31 percent of the Town area, are subject to the shoreland provisions. Within that area, about 3,144 acres, or 14 percent of the Town, have been mapped as floodplain and about 2,272 acres, or 10 percent of the Town, have been mapped as shoreland-wetlands.

It should be noted that the Washington County shoreland-wetland regulations protect only 2,272 acres of the 3,780 acres of wetlands identified in Table 16 in Chapter IV of this report (see page 51), or about 60 percent of all wetlands in the Town. The Town of Trenton should consider the addition of a conservancy district to the Town zoning ordinance to protect many of the remaining wetlands and other important natural resources.

THE LAND SUBDIVISION CONTROL ORDINANCE

A land subdivision control ordinance is a public law that regulates the division of land into smaller parcels. Land subdivision control ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new urban development is appropriately located; that farm and lot size minimums specified in zoning ordinances are observed; that adequate rights-of-way for arterial and collector streets are appropriately located and dedicated or reserved; that access to arterial streets and highways is appropriately limited in order to preserve the traffic-carrying capacity and safety of such facilities; that adequate land for parks, drainageways, and other open spaces is appropriately located and preserved; that street, block, and lot layouts are appropriate; and that adequate public improvements are provided.

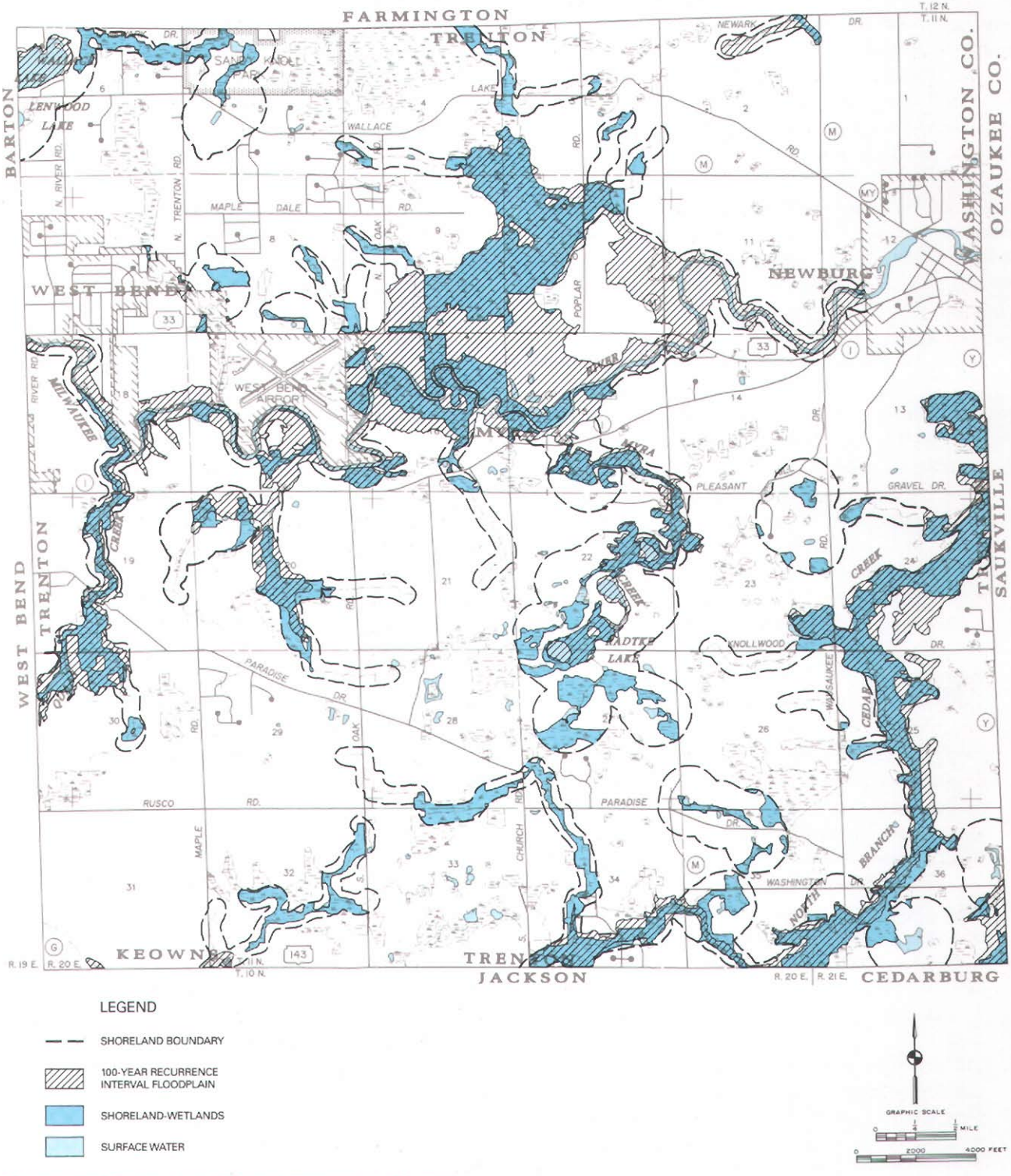
Chapter 236 of the Wisconsin Statutes requires the preparation and approval of a subdivision plat when five or more lots of 1.5 acres or less are created. The Wisconsin Statutes set forth requirements for surveying lots and streets, plat review and approval by State and local agencies, and recording approved plats. Section 236.45 of the Wisconsin Statutes allows any city, village, town, or county that has established a planning agency to adopt a land division ordinance, provided the local ordinance is at least as restrictive as the State platting requirements. Local land division ordinances may include the review of other divisions of land not defined as "subdivisions" by the Wisconsin Statutes, such as when fewer than five lots are being created. Land division ordinances adopted by cities and villages may be applied to extraterritorial areas adjacent to the municipal boundaries as well as to incorporated areas. It is possible to have concurrent jurisdiction over land divisions by both a county and a town in unincorporated areas, or by an incorporated city or village, a town, and a county in the incorporated municipality's extraterritorial plat approval area.

The Town of Trenton Land Subdivision Control Ordinance

The Town of Trenton land subdivision control ordinance is set forth in Title 10 of the Municipal Code of the

Map 26

WASHINGTON COUNTY FLOODPLAIN AND SHORELAND ZONING IN THE TOWN OF TRENTON: 1995



Source: Washington County, Town of Trenton and SEWRPC.

Town. The ordinance regulates all land divisions in the Town. The land subdivision control ordinance regulates the creation of "subdivisions" and "minor subdivisions." The ordinance defines a subdivision as a division of land into five or more parcels of 1.5 acres or smaller or a division of land into five or more parcels of 1.5 acres or smaller by successive division in a period of five years. The ordinance defines a minor subdivision as any division of land that is not covered by the definition of a subdivision. Minor subdivisions may be created through use of a certified survey map.

The land subdivision control ordinance sets forth design standards and other specific data requirements to be provided on all preliminary plats, final plats, and certified survey maps. The subdivision design requirements include the following:

1. Arterial streets must have a dedicated street right-of-way of not less than 130 feet, with a dual 36-foot pavement for urban arterials and a dual 24-foot pavement for rural arterials. Local streets must have a dedicated right-of-way of 66 feet, with a 36-foot-wide improved street with curb and gutter in urban areas and a 22-foot improved street with a six-foot shoulder and roadside swales in rural areas.

2. Street layout design requirements include the following: cul-de-sac street lengths cannot exceed 600 feet; cul-de-sac turnarounds require a minimum right-of-way radius of 78 feet; street grades are limited to a maximum of 6 percent on arterial streets, 8 percent on collector streets, and 10 percent on all local streets, but no street is to have a grade of less than 0.6 percent; the minimum radius of curves is limited to 500 feet on arterial streets, 300 feet on collector streets, and 100 feet on minor streets; streets must intersect each other at right angles unless topography or other limiting factors make this impractical; street intersections on arterial streets must be kept to a minimum, i.e., not less than 1,200 feet between intersections; and street jogs with centerline offsets of less than 250 feet must be avoided.

3. Block design requirements include the following: residential blocks must be no more than 1,200 feet long; a minimum 20-foot-wide pedestrian way may be required across any block over 900 feet long; and blocks should be wide enough to accommodate two tiers of lots.

4. Lot design requirements include the following: side lot lines must be at right angles to straight street lines or radial to curved street lines; double-frontage lots are not permitted except where necessary to provide separation between residential development and arterial streets or to overcome topographical problems; lots must have at least 66 feet of frontage along a public street; residential lots must have an average width of at least 125 feet; corner lots must be at least 10 feet wider than interior lots to provide for adequate setbacks along side streets; and lot depth in relation to lot width cannot exceed a 2:1 ratio.

The land division ordinance also requires a subdivider to install such necessary improvements as sanitary sewers (when available), a water supply system (when available), and stormwater drainage facilities. The ordinance also requires subdividers to contribute funds for the acquisition and development of park sites.

The Land Division Ordinance of Washington County

Washington County regulates activity both within and outside the statutorily defined shoreland areas of the Town. Chapter 23 of the Washington County Code gives the County authority to review all land divisions creating three or more parcels of five acres or less within shoreland areas in the Town. Chapter 24 of the Washington County Code, entitled "Land Division Ordinance of Washington County," details County authority with regard to the review of land divisions encompassing five or more parcels of five acres or less within the Town. The County ordinance details the requirements for preparing and submitting a plat of survey or certified survey, outlines review and approval procedures, and sets forth the procedures for recording the survey. The ordinance also provides design standards for improvements required as a result of the land division.

In addition to the approval authority granted to Washington County, the County Park and Planning Commission is designated by the Wisconsin Statutes as an objecting authority and may object to plats that are in conflict with adopted plans for parks, parkways, expressways, major highways, airports, drainage channels, schools, or other planned public developments. The County Park and Planning Commission staff regularly comments on all plats in the County.

Extraterritorial Plat Review

The Wisconsin Statutes provide that any city or village which has adopted a local subdivision control ordinance may require the review and approval of subdivision plats and minor land divisions within its extraterritorial plat approval jurisdiction. The City of West Bend exercises

such extraterritorial jurisdiction within three miles of its corporate limits. The Village of Newburg exercises such extraterritorial jurisdiction within one and one-half miles of its corporate limits. Plats and minor land divisions in the Town of Trenton prepared within these extraterritorial areas must also be submitted for review to the City of West Bend or the Village of Newburg, respectively, for review and approval.

OFFICIAL MAPPING

Official maps, which are authorized by Section 62.23(6) of the Wisconsin Statutes, are an important, but historically underutilized, tool for plan implementation. The official map is intended to identify precisely the location and width of existing and proposed streets, highways, parkways, and drainageways, and the location and extent of parks and playgrounds. The adoption of an official map prevents the construction of new buildings in the areas identified for existing and future public use. Neither the Town of Trenton nor Washington County has adopted an official map.

SUMMARY AND CONCLUSIONS

Land development can be guided and shaped in the public interest through the sound application of public land use controls. Existing land use regulations in effect in the Town of Trenton were examined as they relate to the physical development of the Town and to the ability of the Town government to implement the adopted land use plan. The findings set forth in this chapter may be summarized as follows:

1. The Town of Trenton zoning ordinance regulates all land within the Town of Trenton. About 46 percent of all land in the Town is zoned for agriculture; about 2 percent is zoned for rural-density residential use (defined as residential development at a density of no more than one dwelling unit per five acres); about 21 percent is zoned for suburban-density residential use (defined as residential development on 1.5- to five-acre lots); about 27 percent is zoned for low- and medium-density residential use (defined as residential development on lots smaller than 1.5 acres); and the remaining 4 percent is zoned for other urban uses, including business, industrial, park, and institutional uses.

2. The Town of Trenton has placed about 5,900 acres of land into zoning districts which permit residential development on lots of 40,000 square feet or less in area per dwelling unit. In 1995, a total of slightly over 700 acres of land had been developed in such areas zoned for urban residential use. The presence of such large areas of undeveloped land zoned for urban development in excess of present need is referred to as "overzoning." The Town should take measures to assure that undeveloped rural land will not be developed in a haphazard manner. Amending the A-1 Agricultural district to limit development to a density of no more than one dwelling per five acres would improve the Town's ability to manage the location of new development.

3. The Washington County floodplain zoning ordinance and Washington County shoreland and wetland zoning ordinance generally apply to lands in the Town of Trenton located within 1,000 feet of navigable lakes, ponds, and flowages; within 300 feet of navigable rivers and streams; and within the 100-year recurrence interval floodplain. These zoning regulations apply to about 6,830 acres, or about 31 percent, of the lands in the Town of Trenton.

4. About 2,272 acres of the 3,780 acres of wetlands in the Town are protected by Washington County shoreland-wetland regulations. The Town of Trenton should consider the addition of a conservancy district to the Town zoning ordinance to protect many of the wetlands not currently protected by Washington County as well as other important natural resources.

5. Both the Town of Trenton and Washington County have adopted land subdivision control regulations which are in effect in the Town. The Town land subdivision control ordinance covers all land in the Town. Washington County regulates land divisions both inside and outside the shoreland areas of the Town. Further, Washington County is a statutorily designated objecting agency for all plats in the Town.

   In addition, the City of West Bend exercises extraterritorial plat review and approval jurisdiction within three miles of the City; the Village of Newburg exercises extraterritorial plat review and approval jurisdiction within one and one-half miles of the Village.

6. The Town of Trenton has not adopted an official map ordinance pursuant to the requirements of Section 62.23(6) of the Wisconsin Statutes.

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Chapter VI

DEVELOPMENT OBJECTIVES, PRINCIPLES, AND STANDARDS AND THE ATTITUDINAL SURVEY

INTRODUCTION

Planning is a rational process for formulating and meeting objectives. Therefore, the formulation of objectives is an essential task that must be undertaken before preparation of a land use plan can proceed. Accordingly, a set of recommended land use development objectives was formulated for the Town of Trenton. These objectives were based, in part, upon objectives contained in regional plans which were considered applicable to and supportable by the Town, and, in part, upon the results of an attitudinal survey conducted by the Town. This chapter sets forth those objectives together with supporting principles and standards. The land use development objectives relate primarily to the allocation and distribution of the various land uses, and the provision to those land uses of essential community facilities and services required to meet the needs of the existing and probable future resident population of the Town of Trenton over the next two decades. The standards perform a particularly important function in land use plan design since they form the basis on which estimates of future community land use needs are based. Community land use requirements based on these objectives, principles, and standards are presented in Chapter VII of this report.

THE TOWN OF TRENTON ATTITUDINAL SURVEY

In order to assist in defining and assessing the attitudes of the residents of the Town of Trenton with respect to land use planning related issues, the Town of Trenton, in January of 1996, conducted an attitudinal survey of the resident population. The survey was prepared and administered by the University of Wisconsin-Extension (UWEX) staff in Washington County and the attitudinal survey data contained in this report were furnished to SEWRPC by UWEX staff. The attitudinal survey consisted of a return mail questionnaire sent to all resident and nonresident property owners in the Town. In total, 1,275 questionnaires were mailed out and 757 property owners responded, representing a return rate of about 59 percent. The questionnaire was designed to elicit the attitudes and perceptions of residents concerning acceptable land use development in the Town: the importance of natural resource protection and preservation, including agricultural land; and residential lot sizes and densities. The residents were asked about what they liked most and least about living in the Town, and were asked to comment specifically on the need for and design of a Town park.

Perceived Acceptable Land Use Developments in the Town of Trenton

Residents were asked about future growth in the Town. Nearly 47 percent of those responding to the questionnaire indicated that growth should continue at the present rate—the population of the Town increased 7 percent between 1990 and 1995; nearly 45 percent indicated that growth should occur at a lower rate; 7 percent indicated that there should be no growth at all; and 1 percent indicated that growth should occur at a higher rate.

With regard to the preservation of farmland, 80 percent of those responding agreed, or agreed strongly, that the preservation of farmland should be a high priority in the Town; 6 percent disagreed, or disagreed strongly, with the preservation of farmland; and 14 percent expressed no opinion.

In response to questions regarding commercial and industrial development, 29 percent of the respondents indicated that they agreed, or agreed strongly, that commercial development was desirable; 48 percent indicated that commercial development was not desirable; and 23 percent expressed no opinion. With respect to future industrial development, 26 percent indicated that they agreed or agreed strongly that future industrial development was desirable; 54 percent indicated industrial development was not desirable; and 20 percent expressed no opinion.

When asked about the importance of protecting environmental corridors—woodlands, wetlands, floodplains, wildlife habitat, and other open spaces—88 percent indicated that they agree, or agree strongly that the preservation of these resources was important; 4 percent disagreed that natural resource preservation was important; and 8 percent expressed no opinion.

In response to questions regarding the type of and density of development, 81 percent of the survey respondents favored agricultural development. About 37 percent of the survey respondents favored residential development in subdivisions with up to three-acre lots; and 33 percent favored residential development in subdivisions with four-to five-acre lots. About 56 percent of the survey respondents favored residential development on one- to five-acre scattered homesites; 46 percent favored residential development on six- to 10-acre scattered homesites; and 48 percent favored residential development on scattered homesites more than 10 acres in area.

A summary of the responses to land use type and density are set forth in Table 19. The geographical preference for scattered homesites was supported by responses to two additional questions. When asked if respondents favored scattered homesites, subdivision development, or clustered development, 66 percent favored scattered homesites, 21 percent favored conventional subdivisions, and 12 percent favored clustered subdivisions. The remaining 1 percent of the respondents favored a combination of the three types. In a related question, over two-thirds favored residential development away from town roads developed in less conspicuous settings.

The final question inquired about support for developing a Town park. About 51 percent of the survey respondents favored development of such a park. When asked to describe what type of park facilities were desired, the three most often mentioned facilities were walking and hiking trails, swimming facilities, and baseball and softball facilities. All responses mentioned 10 or more times are set forth in Table 20.

BASIC CONCEPTS AND DEFINITIONS

The terms "objective," "principle," "standard," "design criteria," "plan," "policy," and "program" are subject to a range of interpretations. In order to clarify their meanings, the Regional Planning Commission has defined these terms as they are used within the context of this plan as follows:

1. Objective: a goal or end toward the attainment of which plans and policies are directed.

2. Principle: a fundamental, generally accepted tenet used to support objectives and prepare standards and plans.

3. Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.

4. Design criteria: a body of information which can be applied to the development of a solution or solutions to a specific design problem or set of problems.

5. Plan: a design which seeks to achieve agreed-upon objectives.

6. Policy: a rule or course of action used to ensure plan implementation.

7. Program: a coordinated series of policies and actions to carry out a plan.

Although this chapter deals with only the first three of these terms, an understanding of their interrelationship and the concepts they represent is essential to understanding the land use development objectives, principles, and standards presented herein. The development objectives, principles, and standards address: 1) land use allocation; 2) spatial distribution of land uses; 3) protection of natural resources; 4) preservation of environmental corridors and agricultural lands; 5) provision of recreational opportunities; 6) provision of safe and efficient transportation facilities; 7) provision of fire protection services; and 8) provision of adequate housing and a variety of housing types. Each objective, together with its supporting principles and standards, is listed in the following section.

SPECIFIC OBJECTIVES, PRINCIPLES, AND STANDARDS APPLICABLE IN THE TOWN OF TRENTON

1. Land Use Allocation Objective: A balanced allocation of space to the various land use categories in order to meet the social, physical, and economic needs of the resident population of the Town of Trenton.

   Principle—The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.

   Standard—The amount of land area set aside for accommodating forecast growth in the Town of Trenton should be determined by application of the standards set forth in Table 21.

2. Land Use Spatial Distribution Objective: A spatial distribution of the various land uses which is properly related to the supporting transportation,

Table 19

DEVELOPMENT FAVORED IN THE TOWN OF TRENTON IN THE NEXT 10 TO 20 YEARS

Type of Development	Strongly Favor (percent)	Favor (percent)	Neutral (percent)	Oppose (percent)	Strongly Oppose (percent)
Farms	39.5	41.3	17.3	1.4	0.6
Residential subdivisions with up to 3-acre lots	8.0	28.8	19.0	20.7	23.6
Residential subdivisions with 4- to 5-acre lots	6.8	26.7	21.4	23.7	21.4
Scattered homesites on 1- to 5-acre lots	16.0	39.9	17.8	14.1	12.2
Scattered homesites on 6- to 10-acre lots	13.6	32.7	26.1	14.3	13.2
Scattered rural homes on lots greater than 10 acres in area	19.0	29.4	26.1	14.6	10.9
Commercial development	3.0	20.0	24.8	21.5	30.6
Industrial development	3.4	18.6	20.7	20.0	37.4
Recreational development	15.0	36.0	28.0	9.8	11.3

Source: University of Wisconsin-Extension and SEWRPC.

Table 20

RECREATIONAL FACILITIES PREFERRED BY TOWN OF TRENTON RESIDENTS[a]

Recreational Facility	Number of Responses
Walking and Hiking Trails	163
Swimming	101
Baseball and Softball	99
Picnic Areas	82
Tennis	73
Playground	69
Golf Course	69
Cross Country Skiing	60
Bike Trail	50
Volleyball	43
Fishing	39
Soccer	30
Basketball	25
Nature Trail	25
Green Space or Natural	16
Ice Skating	14
Equestrian Trail	13
Boating and Canoeing	12
Camping	10

[a]*Only those activities suggested by 10 or more respondents are listed in this table.*

Source: University of Wisconsin-Extension, and SEWRPC.

utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services and a compatible arrangement of land uses.

Principle—The transportation and public utility facilities and the land use pattern which these facilities serve and support are mutually interdependent in that the land use pattern determines the demand for, and loadings upon, transportation and utility facilities; and these facilities, in turn, form a basic framework for land use development.

Standard—Urban development should be located so as to make maximum use of existing transportation and utility systems.

Standard—All lands developed or proposed to be developed for urban residential use, such as medium- and high-density residential development, should be located in areas that can be served by an existing public sanitary sewerage system, and preferably within the gravity drainage area of the system.

Standard—All land developed or proposed to be developed for urban residential use, such as medium- and high-density residential development, should be located in areas that can be served by an existing public water supply system.

Standard—Adequate storm water drainage facilities should be provided for all urban development.

Principle—The proper allocation of urban uses to land can avoid or minimize hazards and dangers to health, safety, and welfare and maximize

Table 21

LAND USE STANDARDS FOR THE TOWN OF TRENTON

Land Use Category	Development Standard (gross area)[a]
Residential	
Rural-Density Single-Family (less than 0.2 dwelling units per net acre)[b]	588 acres per 100 dwelling units
Suburban-Density Single-Family (0.2 to 0.6 dwelling units per net acre)[b]	204 acres per 100 dwelling units
Low-Density Single-Family (0.7 to 1.0 dwelling units per net acre)[b]	115 acres per 100 dwelling units
Medium-Density Single-Family (1.1 to 6.9 dwelling units per net acre)[b]	32 acres per 100 dwelling units
High-Density Two- and Multi-Family (7.0 to 17.9 dwelling units per net acre)[b]	20 acres per 100 dwelling units
Commercial	6 acres per 100 commercial employees
Industrial	12 acres per 100 industrial employees[c]
Governmental/Institutional[d]	
Schools	
Public Elementary	2.7 acres per 100 students[e]
Public Middle School	3.2 acres per 100 students[f]
Public High School	2.7 acres per 100 students[g]
Other[h]	4.5 acres per 1,000 persons
Public Outdoor Recreation Sites	
Major	In accordance with the adopted Washington County Park and Open Space Plan
Community[i]	
In Park Sites	2.2 acres per 1,000 persons
In Middle School or High School Sites	0.9 acres per 1,000 persons
Park and School Combined	3.1 acres per 1,000 persons
Neighborhood[i]	
In Park Sites	1.7 acres per 1,000 persons
In Middle School or High School Sites	1.6 acres per 1,000 persons
Park and School Combined	3.3 acres per 1,000 persons

[a] *Gross area includes associated street rights-of-way and off-street parking for each category. These standards are based on existing land use studies of the Southeastern Wisconsin Region since 1963 and are reasonably responsive to expected future as well as to present conditions.*

[b] *Net residential density includes only those areas occupied by dwelling units and associated buildings plus required yards and open spaces. It does not include associated street or utility areas.*

[c] *Assuming a net land-to-building ratio of 7:1. If the net land-to-building ratio is 5:1, then nine acres per 100 employees should be used. If the net land-to-building ratio is 3:1, then six acres per 100 employees should be used.*

[d] *The overall standard for all governmental and institutional uses, including schools, churches, and municipal office buildings, is 12.0 acres per 1,000 persons.*

[e] *Ratio for elementary schools with 600 students.*

[f] *Ratio for middle schools with 900 students.*

g Ratio for high schools with 1,800 students.

[h] *This category includes hospitals, municipal office buildings, libraries, post offices, police and fire stations, and other related government and institutional uses.*

[i] *Natural areas may be incorporated into the design of a park site; however, areas in floodlands, drainageways, wetlands, woodlands, and areas of steep slopes should not be included when determining whether acreage standards have been met.*

Source: SEWRPC.

Table 22

FACILITY SITE AREA AND SERVICE RADIUS STANDARDS FOR THE TOWN OF TRENTON

Facility Type	Number of Persons Served	Required Site Area (gross acres)	Service Radius in Medium-Density Neighborhood[a] (miles)	Maximum One-Way Travel Time (minutes at 25 mph)
Commercial				
Neighborhood Retail and Service Center	4,000-10,000	5-15	1.00	5
Community Retail and Service Center	10,000-75,000	15-60	1.50	10
Major Retail and Service Center	75,001-150,000	60 or more	10.00	30
Highway-Oriented Commercial Development	15,000[b]	5-25	--	--
Community Office Center	1,000 or more employees	20 or more	--	15
Major Office Center	3,500 or more employees	60 or more	--	30
Industrial				
Community	300-3,500 employees	20-320	--	15
Major	3,500 or more employees	320 or more	--	30
Educational				
Public Elementary School (grades K-5)	600 students	16[c,d]	0.50[g]	--
Public Middle School (grades 6-8)	900 students	29[c,e]	0.75[g]	10
Public High School (grades 9-12)	1,800 students	48[c,f]	1.00[g]	15
Outdoor Recreational				
Neighborhood	7,000	5-24	0.75	--
Community	--	25 or more	2.00	10

[a] *A medium-density neighborhood is defined as an area having between 1.1 and 6.9 dwelling units per acre, with a population of approximately 7,000 persons per square mile.*

[b] *Minimum average weekday traffic volume required on abutting arterial street or highway.*

[c] *Includes both land for the school facility and the associated outdoor recreation facilities.*

[d] *Elementary school site area is based upon a standard of 10 acres plus one acre for each 100 students.*

[e] *Middle school site area is based upon a standard of 20 acres plus one acre for each 100 students.*

[f] *High school site area is based upon a standard of 30 acres plus one acre for each 100 students.*

[g] *Maximum one-way walking distance.*

Source: SEWRPC.

amenity and convenience in terms of accessibility to supporting land uses.

Standard—Sites for commercial, educational, recreational, employment, and transit facilities to serve neighborhoods and the community at large should be provided in accordance with the standards set forth in Table 22.

Standard—Urban residential uses, such as medium- and high-density residential development, should be located in areas that are served with centralized public sanitary sewerage and water supply facilities and contain, within a reasonable walking distance, necessary supporting local services, such as parks, shopping areas, and elementary schools. Urban residential uses should also be located in areas that have reasonable access through the appropriate component of the transportation system to employment centers, community and major shopping centers, cultural and governmental centers, and secondary school and higher educational facilities. Housing types should

be provided pursuant to Objective 8 and at densities consistent with those shown in Table 21.

Standard—Land developed for new retail and service commercial uses should be developed as planned shopping centers. Development of new commercial strip areas—that is, contiguous individual parcels of shallow depth with direct street access—should be avoided. Commercial development on each corner of an intersection should also be avoided. Avoidance of strip and four-corner commercial development will help prevent traffic hazards, such as conflicts with turning movements and conflicts between pedestrian and vehicular traffic.

Standard—New industrial development should be located in planned industrial centers.

3. Natural Resources Protection Objective: Encourage the protection, preservation, and wise use of the natural resources in the Town of Trenton. Natural resources include agricultural lands, soils, lakes, streams, wetlands, woodlands, steep slopes, prairies, and wildlife.

Principle—The proper allocation of land uses can assist in maintaining an ecological balance between human activities and the natural environment.

Soils Principle—The proper relation of urban and rural land use development to soil type and distribution can serve to avoid costly environmental and developmental problems, aid in the establishment of better settlement patterns, and promote the wise use of an irreplaceable resource.

Standard—Unsewered rural development should not be located in areas covered by soils identified on Maps 10 and 11 in Chapter III as having unsuitable soils for development with onsite sewage disposal systems.

Standard—Sewered urban development should not be located in areas covered by soils identified on Map 12 in Chapter III as having severe limitations for such development. When development is proposed on soils exhibiting severe limitations, careful attention must be given in the design to properly overcome these limitations. Sewered urban development should never occur in protected wetland areas.

Lakes and Streams Principle—Inland lakes and perennial streams contribute to the community's environmental health in a number of ways. They add to the atmospheric water supply through evaporation; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with opportunities for certain scientific, cultural, and educational pursuits; constitute prime recreational areas; provide a desirable aesthetic setting for certain types of land use development; store and convey flood waters; and provide a source of water.

Standard—The shorelines and flood storage areas of inland lakes and perennial streams should be preserved and protected in accordance with the following standards:

a. Floodlands should not be allocated to any urban development which would cause or be subject to flood damage.

b. The floodwater storage and flow capacity of perennial stream channels and associated floodlands should not be reduced below existing conditions.

c. Adequate stormwater drainage facilities should be provided for all urban development.

Wetlands Principle—Wetlands perform a variety of important functions that make them invaluable resources. These functions include: support for a wide variety of desirable and sometimes unique plant and animal life; assisting in the stabilization of lake levels and stream flows; trapping and storing plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and obnoxious weed and algae growth; contributing to the atmospheric oxygen and water supply; reducing storm water runoff by providing floodwater impoundment and storage; trapping soil particles suspended in runoff and thus reducing stream sedimentation; and providing the population with opportunities for certain scientific, educational, and recreational pursuits.

Standard—Wetlands adjacent to streams or lakes, shoreland wetlands, wetlands located in primary environmental corridors, and wetlands having special wildlife or other natural values should not be drained or filled or allocated to any urban development except limited recrea-

tional uses. All wetlands five acres or larger located in shoreland areas must be preserved in accordance with Chapters NR 115 and NR 117 of the Wisconsin Administrative Code.

Woodlands Principle—Woodlands assist in maintaining unique natural relationships between plants and animals; reduce storm water runoff; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply through transpiration; aid in reducing soil erosion and stream sedimentation; provide the resource base for the forest product industries; provide the population with opportunities for certain scientific, educational, and recreational pursuits; and provide a desirable aesthetic setting for certain types of land use development.

Standard—Woodland areas having a minimum area of five acres should not be allocated to urban development other than limited recreational uses, such as trails, picnic areas, and scenic overlooks.

Standard—A minimum of five acres of woodland for each 1,000 residents should be maintained for recreational purposes.

Wildlife Principle—Wildlife, when provided with a suitable habitat, will supply the population with opportunities for certain scientific, educational, and recreational pursuits; comprises an integral component of the life systems which are vital to beneficial natural processes, including the control of harmful insects and other noxious pests and the promotion of plant pollination; provides food sources; and serves as an indication of environmental health.

Standard—The most suitable habitat for wildlife—that is, the area where fish and game can best find food, shelter, and reproduce—is a natural habitat. Natural habitat for fish and game can best be achieved by preserving or maintaining in a wholesome state other natural resources such as soil, air, water, wetlands, and woodlands. The standards for each of these other resources, if met, would ensure the preservation of a suitable wildlife habitat and population.

4. Environmental Corridor and Agricultural Land Preservation Objective: To preserve sufficient high-quality open space lands for protection of the underlying natural resource base and enhancement of the social and economic well-being and environmental quality of the area.

Environmental Corridor Principle—Ecological balance and natural beauty are important determinants of a community's ability to provide a pleasant and habitable environment for all forms of life. Preservation of environmental corridors contribute to the maintenance of ecological balance, natural beauty, and the economic well-being of the Town of Trenton. By protecting these elements of the natural resource base, flood damage can be reduced, soil erosion abated, water supplies protected, air cleansed, wildlife populations enhanced, and continued opportunities provided for scientific, educational, and recreational pursuits.

Standard—All remaining undeveloped lands in designated primary environmental corridors in the Town of Trenton should be preserved in essentially natural, open uses.

Standard—All remaining undeveloped lands in designated secondary environmental corridors and isolated natural resource areas in the Town of Trenton should be considered for preservation as urban development proceeds or used as drainageways, flood water detention areas, and parks.

Prime Agricultural Lands Principle—The preservation of prime agricultural lands ensures that the most productive existing farmlands will remain available for providing food and fiber; contribute to the agricultural and agricultural-related economy of the area; maximize the return on capital invested in agricultural irrigation and drainage systems and soil and water conservation practices; minimize conflicts between farming operations and activities associated with urban land uses; and contribute to energy conservation since prime agricultural soils require less energy to farm than do other soils.

Standard—Prime agricultural lands located outside planned urban service areas that are included in parcels at least 35 acres in size and in aggregates of 100 acres or more should be preserved for agricultural use. Agricultural uses should be preserved through the application of zoning and land division regulations that allow only agricultural or agriculturally-related uses to occur, and require a minimum parcel size of at least 35 acres.

5. Recreation Objective: To provide an integrated system of public outdoor recreation sites and related open space areas, including areas for both resource oriented and nonresource oriented intensive outdoor recreational activities, that will provide the resident population of the Town of Trenton with adequate opportunity to participate in a wide range of outdoor recreation activities.

Principle—The opportunity to attain and maintain good physical and mental health is an inherent right of all residents of the Town of Trenton. The provision of outdoor recreation sites and related open space areas contributes to the attainment and maintenance of physical and mental health by providing opportunities to participate in a wide range of activities. An integrated park and related open space system, properly related to the natural resource base, can generate the dual benefits of satisfying recreational demands in an appropriate setting while protecting and preserving valuable natural resources. Finally, an integrated system of outdoor recreation sites and related open space areas can contribute to the orderly growth of the Town of Trenton area by lending form and structure to urban development patterns.

Principle—Public outdoor recreation sites promote the maintenance of proper physical and mental health by providing opportunities to participate in physical activities that help to reduce everyday tensions and anxieties. Well designed and properly located public outdoor recreation sites also provide a sense of community, bringing people together for social and cultural as well as recreational activities, and thus contribute to the desirability and stability of neighborhoods.

Standard—Local governments should provide outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resources or improvements appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner that provides ready access to the resident population.

To achieve this standard, the site requirements contained in Table 23 should be met. One Town-owned park should be provided to serve the need for organized recreational activities, such as softball and picnicking, for residents of the rural areas of the Town. As the community recreation facility, the Town Park should be readily accessible to Town residents; and should be located in conjunction with another community facility that serves as a focal point for Town residents, such as a town hall, school, or fire station.

Major parks should be provided in the Town of Trenton area in accordance with the adopted Washington County Park and Open Space Plan.

Passive Recreational and Open Space Principle—Effective satisfaction of recreational and open space demands cannot be accomplished solely by providing general use outdoor recreation sites. Certain recreational pursuits, such as hiking, biking, cross-country skiing are best provided through a system of linear recreation corridors located in areas where natural resource features are present. A well-designed system of recreational corridors offered as an integrated part of linear open space lands can also serve to connect existing and proposed general-use park sites, thus forming an integrated park system. Such open space lands, in addition, satisfy the human need for natural surroundings, serve to protect the natural resource base, and ensure that scenic areas assume their proper place in the urban form of the community.

Standard—Resource oriented recreational corridors should maximize use of environmental corridors for trail oriented recreational/open space activities; and for providing linkages between general-use recreational sites.

Standard—Local recreation corridors should be conveniently accessible to residents of the Town of Trenton without the need to use motorized vehicles. These local corridors should function as a parkway system that interconnects local parks, and should ultimately connect to major/regional recreation corridors.

Standard—A minimum of 0.16 linear mile of recreation-related open space consisting of linear recreation corridors should be provided for each 1,000 persons in the Town of Trenton. Recreation corridors should be sited in areas which consist of natural resource features at least 200 feet in width to the maximum extent possible.

6. Transportation System Objective: To provide an integrated transportation system which, through

Table 23

STANDARDS FOR PUBLICLY OWNED OUTDOOR RECREATION SITES IN THE TOWN OF TRENTON

Site Type	Size (gross acres)	Parks			Schools[a]		
		Minimum Per Capita Requirements (acres per 1,000 persons)	Typical Facilities	Maximum Service Radius (miles)	Minimum Per Capita Requirements (acres per 1,000 persons)	Typical Facilities	Maximum Service Radius (miles)
Community[b]	25-249	2.2	Swimming pool or beach, soccer fields, boat launch, nature study area, playfield, softball and/or baseball diamond, tennis court, picnic areas, and passive activity areas[c]	2.00[d]	0.9	Playfield, baseball diamond, softball diamond, tennis court	0.5-1.0
Neighborhood[b]	5-24	1.7	Picnic areas, playfield, playground, softball and/or baseball diamond, tennis court, basketball goal, ice-skating rink, passive activity areas[c]	1.00[e]	1.6	Playfield, playground, baseball diamond, softball diamond, tennis court, basketball goal	0.5-1.0

[a]In urban areas, facilities for intensive nonresource-oriented activities are commonly located in school sites.

[b]Sites for community and neighborhood parks, unlike major park sites, rely more on the development characteristics of the area to be served than on natural resource amenities for location.

[c]A passive activity area is defined as an area within an outdoor recreation site that provides an opportunity for less athletic recreation pursuits, such as pleasure walking, relaxation, and informal picnicking. Such areas are generally located in all parks and consist of a landscaped area with shade trees and benches.

[d]The need for a community park can be met by the presence of a major park. Residents of the Town of Trenton should be within two miles of either a community or major park.

[e]The maximum service radius for neighborhood parks is governed primarily by the population densities in the vicinity of the park. In high-density areas, each resident should be within 0.5 mile of a neighborhood park; in medium-density areas, each resident should be within 0.75 mile of a neighborhood park; in low-density areas, each resident should be within one mile of a neighborhood park. It should be noted that the need for a neighborhood park can be met by a community or a major park within the recommended service radius of a neighborhood park.

Source: SEWRPC.

its location, capacity, and design, will meet the travel demand generated by the existing and proposed land use pattern.

Principle—An integrated area transportation system serves to freely interconnect the various land use activities in the neighborhoods, cities, villages, and towns of the Region, thereby providing the accessibility needed to support these activities.

Standard—The transportation system should provide access not only to all land presently devoted to urban development but to land proposed to be used for such development, as well as an orderly functional hierarchy of arterials, collectors, land access streets, and pedestrian paths to serve the Town of Trenton. All streets and highways in the Town of Trenton should be placed into one of the functional classifications listed below.

a. Land Access Streets: The primary function of land access streets is to conduct traffic to and from individual building sites.

b. Collector Streets: The primary function of collector streets is to collect traffic from urban uses abutting land access streets and convey it to arterial streets and/or activity centers.

c. Arterial Streets: The primary function of arterial streets is to provide for the expeditious movement of through traffic into, out of, and within the community. Where possible, arterial streets should not be located within existing or proposed residential areas.

Standard—Arterial streets and highways in the Town of Trenton should be improved to cross-sections similar to those recommended in the most recently adopted edition of *A Jurisdictional Highway System Plan for Washington County.*

Standard—Off-street parking and loading facilities should be located near the land uses to which they are accessory.

Standard—Pedestrian and nonmotorized vehicle trails should be provided as a part of an overall trail system plan and should be designed in conformance with the most recent edition of "Guide for Development of New Bicycle Facilities" published by the American Association of State Highway and Transportation Officials.

a. Bicycle paths should be provided to connect medium- and high-density residential areas with major activity centers located within five miles and one mile, respectively, of such areas. Major activity centers include transit station, including park and ride lots; office and retail centers; industrial centers; park and recreational facilities; government and institutional centers such as libraries, government administrative centers, medical centers, and technical and vocational schools.

b. A pedestrian/nonmotorized vehicle trail should be located within one mile of all residents in the urban areas of the Town of Trenton.

c. Nonmotorized vehicle parking and storage facilities should be provided at all transit station and park-and-ride lots.

7. Fire Protection Objective: To provide the facilities necessary to maintain high quality fire protection throughout the urban service areas.

Principle—The adequacy of fire protection in the urban service areas is dependent upon the relationship between the size and distribution of population and the location of facilities available to serve that population.

Standard—Fire stations and equipment should be distributed based, in part, on the standards shown in Table 24.

8. Housing Objective: To provide adequate location and choice of housing and housing types for all residents, regardless of age, income, or household size.

Principle—Adequate choice in size, cost, and location of housing units will assure equal housing opportunity.

Standard—Housing development in the Town of Trenton area should include a full range of housing types, sizes, and cost.

Standard—The supply of vacant and available housing should be sufficient to maintain and facilitate ready housing consumer turnover. Vacancy rates should be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units and a minimum of 1 percent and a maximum of 2 percent for homeowner units in a full range of housing types, sizes, and costs.

Standard—Residential densities in the Town of Trenton should generally be allocated as follows:

a. Approximately 14 percent of all housing units in the Town of Trenton should consist of single-family housing units located on lots with an area of at least five acres or an equivalent overall density of no more than one dwelling unit per five acres.

b. Approximately 5 percent of all housing units should consist of suburban-density, single-family housing units on about 1.5- to five-acre lots, or 0.2 to 0.6 dwelling units per net residential acres.

Table 24

FIRE COMPANY DISTRIBUTION STANDARDS

Required Fire Flow (gallons per minute)	Optimum Service Radius in Miles[a]	
	From Engine Company	From Ladder Company
Less than 5,000	1.50[b]	2.00[c]
5,000 to 9,000	1.00	1.50
9,000 or more	0.75	1.00

[a]Direct street travel distance for first-due fire company.

[b]May be increased to two miles for residential areas consisting of single- and two-family dwellings, and to four miles where such dwellings have an average separation of 100 feet or more.

[c]A ladder company may not be needed in areas where there are less than five buildings of three or more stories in height.

Source: Insurance Services Office and SEWRPC.

c. Approximately 50 percent of all housing units should consist of low-density, single-family housing units on about one- to 1.5-acre lots, or 0.7 to 1.0 dwelling units per net residential acres.

d. Approximately 30 percent of all housing units in the Town of Trenton should consist of medium-density, single-family housing units on about 6,500 square feet to one-acre lots, or 1.1 to 6.9 dwelling units per net acre. These lots should be developed and infilled within existing developments or within the approved sanitary sewer service areas of either the City of West Bend and the Village of Newburg.

e. Approximately one percent of all housing units in the Town of Trenton should consist of two-family and multi-family housing units at densities ranging from seven to 17.9 dwelling units per net residential acre. These units should be confined to areas in the Town which are planned for two-family and multi-family residential development in the City of West Bend land use plan.

SUMMARY AND CONCLUSIONS

This chapter has presented the formation of a series of planning objectives for the Town of Trenton. The chapter also described the findings of an attitudinal survey conducted of residents of the Town to determine citizen support for various types of land use development. The most important findings and recommendations of this chapter are described below.

1. Population in the Town of Trenton increased about 7 percent between 1990 and 1995. The citizen survey showed that Town residents were about equally divided in favoring development at that rate or at a slower rate of growth. Citizens of the Town strongly favor the preservation of agricultural lands; generally favor residential development on scattered sites rather than in subdivisions and are about equally divided in the range of lot sizes favored; and generally do not support the expansion of commercial and industrial development in the Town.

2. Citizens generally support the development of a Town park. The most desired activities in such a park are hiking trails, swimming, and baseball and softball.

3. This chapter sets forth a series of development objectives with supporting principles and standards intended to guide future planning and development. The development objectives set forth in this chapter propose that:

   a. Development in the Town should be allocated in the amounts and distribution that is needed to meet the social, physical, and economic needs of the present and future resident population of the Town of Trenton based on the population forecasts set forth in Chapter II of this plan.

   b. Development in the Town should be properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services and a compatible arrangement of land uses.

   c. Development in the Town should encourage the protection, preservation, and wise use of the natural resources. Natural resources include agricultural lands, soils, lakes, streams, wetlands, woodlands, steep slopes, prairies, and wildlife.

   d. The Town of Trenton should provide the resident population of the Town with adequate

opportunities to participate in a wide range of outdoor recreation activities.

e. Development in the Town should be provided with an integrated transportation system which, through its location, capacity, and design, will meet the travel demand generated by the existing and proposed land use pattern.

f. Facilities necessary to maintain high quality fire protection throughout the Town should be provided.

g. Development in the Town should provide adequate location and choice of housing and housing types for all residents, regardless of age, income, or household size.

Chapter VII

LAND USE AND COMMUNITY FACILITY REQUIREMENTS

INTRODUCTION

The objectives, principles, and standards set forth in Chapter VI of this report express the physical development objectives of the Town, and the standards to be used as a basis for formulating a land use plan to meet those objectives. The standards perform a particularly important function in the plan design process because they are used to identify the amount of residential, commercial, industrial, and other urban land uses that will be needed to serve residents and workers in the Town of Trenton to the plan design year 2010.

As part of the land use planning process, the standards listed in Chapter VI were applied to the selected forecast population, household size, and employment levels identified in Chapter II to develop a set of urban land use and community facility requirements to be met by the plan. The selected population forecast level was 7,800 persons in the Town of Trenton within the boundaries of the Town as those boundaries existed in 1995, the selected forecast household size was 2.75 persons per household, and the selected forecast employment level was 740 jobs. The process used to determine the year 2010 urban land use requirements for the Town of Trenton is graphically illustrated in Figure 3 and is described in the following paragraphs.

LAND USE REQUIREMENTS

Table 21 in Chapter VI sets forth per capita standards to be used to determine land use requirements in the year 2010. The per capita standards are intended to help estimate the total number of acres of land needed to satisfy requirements for various types of urban land uses. The per capita standards in Chapter VI are expressed in the following terms: for residential land requirements, the standards are based on the number of acres needed to accommodate 100 housing units for each residential density classification; for commercial and industrial land requirements, the standards are based on the number of commercial and industrial employees; and for public recreational areas and governmental and institutional land uses, the requirements are based on the resident population of the Town.

Table 25 summarizes probable future land use requirements in the Town of Trenton through the year 2010. The amount of land needed for each urban land use category shown in Table 25 was determined by applying the appropriate land use development standard to the population or employment increase expected to occur between 1995 and 2010, and adding the result for each land use category to the amount of land already devoted to each use in 1995. Table 25 indicates that about 1,088 acres of rural or undeveloped land within the Town of Trenton may be expected to be converted to urban use between 1995 and the year 2010. These acres consist of land to be devoted to all urban land uses except rural-density, single-family residential.

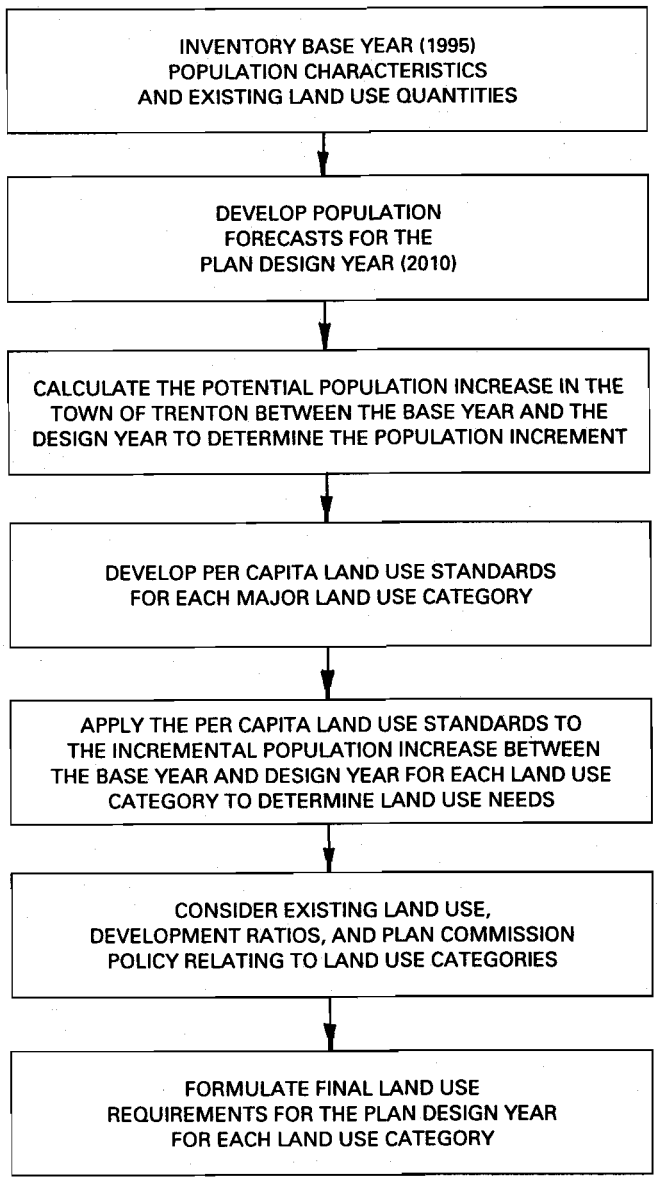
Based on a desire to preserve the rural environment of the Town, the standards in Chapter VI establish that a portion of land for new residential development in the Town, but outside of planned urban service areas, be at very low densities with an average of no more than one dwelling unit per five acres. Accordingly, the standards show a requirement for 1,475 acres of additional land devoted to rural residential development.

In addition to the per capita standards, Chapter VI contains accessibility standards that are intended to assure that services such as schools, parks, and shopping centers are spatially distributed in a manner that is convenient and efficient for the population they are intended to serve. For example, the standards recommend that residents of medium-density and low-density residential areas should have to travel no more than approximately 0.75 and 1.0 miles, respectively, to a neighborhood park. Accessibility standards are used when designing and evaluating the land use plan. It should be recognized that in some situations, while per capita standards may be met, a need may still exist for additional sites or facilities to meet the accessibility standards.

It is important to note that, while forecasts of future population, household size, and employment levels must be prepared and used in the application of land use standards, these forecasts involve uncertainty and, therefore, must be used with caution and tempered by experienced judgement. Forecasts cannot take into account unpredictable events that may have major effects upon future conditions. The validity of the need and amount of land for

Figure 3

PROCESS USED FOR DETERMINING YEAR 2010 LAND USE REQUIREMENTS FOR THE TOWN OF TRENTON, WASHINGTON COUNTY



Source: SEWRPC.

each land use category determined through the application of the standards to forecast population and employment levels must, therefore, be periodically reexamined by the Town Plan Commission and other affected local governments.

While many of the objectives and standards relate to the resident population to be served, one of the most important objectives, the one relating to the preservation and protection of the underlying and sustaining natural resource base is, in effect, independent of any resident population level. Preservation of the environmental corridors within the Town of Trenton in an essentially open, natural state and preservation of important agricultural lands are necessary to achieve this important objective.

Residential Development

The amount of residential land needed in the Town of Trenton by the year 2010 was determined by dividing the forecast year 2010 household population of 7,800 persons by 2.75 persons per household, which is the average household size anticipated in the year 2010. The overall result indicates that a total of about 2,746 occupied housing units, excluding approximately 90 farm residences which are included in the agricultural land use category, will be needed in the Town in the year 2010. In 1995, there were about 1,368 housing units in the Town, excluding 90 farm residences; therefore, approximately 1,378 additional housing units will be needed between 1995 and 2010 to accommodate the need for housing in the year 2010. These additional 1,378 housing units were distributed among five residential density classifications to achieve the desired percentage of housing mix for the plan design year 2010 as identified in Chapter VI. Once the number of additional housing units within each density classification was determined, the standards were applied to calculate the number of acres needed to accommodate the additional units. An additional 20 percent was added to the resulting incremental acreages to allow for site suitability considerations and housing vacancies and to provide for market choice.

Table 25 indicates that about 2,490 additional acres will be needed in the Town of Trenton to provide housing for the household population of about 7,800 anticipated by the year 2010 under the population forecast selected by the Town Plan Commission. Residential density classifications and the associated acreage and housing unit needs for the year 2010 are:

- Approximately 15 percent of the additional housing units needed by the year 2010 were allocated to the rural-density residential classification, which includes single-family residential homes on lots with a minimum area of five acres per dwelling unit or equivalent overall density. Between 1995 and 2010, an additional 1,475 acres will be needed to accommodate the 209 additional housing units allocated to this density classification. In the year 2010, there would be a total of 425 such housing units occupying about 2,585 acres in the rural-density residential classification. The 15 percent

Table 25

SELECTED LAND USE REQUIREMENTS IN THE TOWN OF TRENTON, WASHINGTON COUNTY, WISCONSIN: 2010 UNDER THE INTERMEDIATE-GROWTH CENTRALIZED SCENARIO

Land Use Category	1995 Gross Area[a] (acres)	Percent of Total 1995 Gross Area	Estimated 1995 Number[b]	1995 Development Ratios	Adopted Development Standard	Forecast 1995-2010 Increment	Required Incremental Land Use Acreages per Development Standards	Year 2010 Planned Number[b]	Total Land Requirements: 2010	
									Gross Acres[a]	Percent
Residential										
Rural-Density Single-Family (Less than 0.2 dwelling units per net acre)	1,110[c]	43.4	216 housing units	--	588 acres per 100 housing units	209 housing units[d]	1,475[e]	425 housing units	2,585	50.4
Suburban-Density Single-Family (0.2 to 0.6 dwelling units per net acre)	456	17.8	187 housing units	244 acres per 100 housing units	204 acres per 100 housing units	48 housing units[d]	118[e]	235 housing units	574	11.2
Low-Density Single-Family (0.7 to 1.0 dwelling units per net acre)	864	33.7	749 housing units	115 acres per 100 housing units	115 acres per 100 housing units	473 housing units[d]	653[e]	1,222 housing units	1,517	29.6
Medium-Density Single-Family (1.1 to 6.9 dwelling units per net acre)	80	3.1	192 housing units	42 acres per 100 housing units	32 acres per 100 housing units	618 housing units[d]	237[e]	810 housing units	317	6.2
High-Density Two- and Multi-Family (7.0 to 17.9 dwelling units per net acre	8	0.3	24 housing units	33 acres per 100 housing units	20 acres per 100 housing units	30 housing units[d]	7[e]	54 housing units	15	0.3
Subtotal	2,518	98.3	1,368 housing units[f]	--	--	1,378 housing units	2,490	2,746 housing units[f]	5,008	97.7
Commercial	16	0.6	165 employees	9.7 acres per 100 employees	6.0 acres per 100 employees	265 employees	16	430 employees	32	0.6
Industrial	15	0.6	210 employees	7.1 acres per 100 employees	12.0 acres per 100 employees	-205 employees	0	5 employees	15	0.3
Government and Institutional	12	0.5	4,240 persons	2.8 acres per 1,000 persons	12.0 acres per 1,000 persons	3,560 persons	43	7,800 persons	55	1.1
Recreational[g]	0	--	4,240 persons	0.0 acres per 1,000 persons	3.9 acres per 1,000 persons[h]	3,560 persons[i]	14	7,800 persons	14	0.3
Total	2,561	100.0	--	--	--	--	2,563	--	5,124	100.0

[a] *Gross area includes associated street rights-of-way and off-street parking for each land use category.*

[b] *The estimated 1995 and forecast 2010 population numbers are expressed in number of housing units for residential land use categories, number of employees for commercial and industrial land use categories, and total population for government and institutional, and recreational land use categories.*

[c] *This figure represents only the developed portion (at least five acres) of these residential lots and does not include the approximately 1,300 acres of excess, undeveloped land on some of these large lots, since these excess areas may be further subdivided into additional residential lots.*

[d] *To arrive at the forecast incremental housing units for each residential land use classification, the following approximate allocations were used: 15 percent in the rural-density residential category, 3 percent in the suburban density residential category, 35 percent in the low-density category, 45 percent in the medium-density residential category, and 2 percent in the high-density category.*

[e] *The required incremental land use acreages for residential uses include 20 percent more land, in addition to that required by applying the development standards, to provide for site suitability considerations, housing vacancies, and market choice.*

[f] *These figures do not incorporate approximately 90 existing farm residences located on large, prime farmland parcels since agricultural use is considered the principal land use of the property. It is assumed that at least a similar number of farm residences will exist in the year 2010.*

[g] *This category includes only those areas with publicly owned, intensive outdoor recreational facilities in subneighborhood, neighborhood, and community parks. It does not include undeveloped open space areas such as parkways, bicycle and hiking trails, and regional parks.*

[h] *This standard applies only to subneighborhood, neighborhood, and community parks. Regional parks should be provided in accordance with the Washington County Park and Open Space Plan.*

[i] *Since there were no neighborhood or community parks in the Town of Trenton in 1995, the total Town population was used to determine future neighborhood and community park needs.*

Source: Wisconsin Department of Administration, U. S. Bureau of Economic Analysis, and SEWRPC.

allocation of new dwelling units to this density classification would result in about 18 percent of the total housing units, including farm residences, within the Town falling within the rural-density classification in the year 2010 compared to about 21 percent in 1995.

- Approximately 3 percent of the additional housing units needed by the year 2010 were allocated to the suburban-density residential classifications, which include single-family detached homes on lots ranging from about one and one-half acres to five acres. Between 1995 and 2010, an additional 118 acres will be needed to accommodate the 48 additional housing units allocated to this density classification. In the year 2010, there would be a total of 235 housing units occupying about 574 acres in the suburban-density residential classification. The 3 percent allocation of new dwelling units to this density classification would result in about 8 percent of the total housing units in the Town of Trenton falling within the suburban-density classification in the year 2010 compared to about 13 percent in 1995.

- Approximately 35 percent of the additional housing units needed by the year 2010 were allocated to the low-density residential classification, which includes single-family detached homes on lots ranging from about one to one and one-half acres in area. Between 1995 and 2010, an additional 653 acres will be needed to accommodate the 473 additional housing units allocated to this density classification. In the year 2010, there would be a total of 1,222 housing units occupying 1,517 acres within the low-density residential classification. The 35 percent allocation of new dwelling units to this density classification would result in about 43 percent of the total housing units in the Town of Trenton falling within the low-density classification in the year 2010 compared to about 51 percent in 1995.

- Approximately 45 percent of the additional housing units needed by the year 2010 were allocated to the medium-density residential classification, which includes single-family detached homes on lots ranging from about 6,500 square feet to one acre in area. Between 1995 and 2010, an additional 237 acres will be needed to accommodate the approximately 618 additional housing units allocated to this density classification. In the year 2010, there would be a total of 810 housing units occupying 317 acres within the medium-density residential classification. The 45 percent allocation of new dwelling units to this density classification would result in about 29 percent of the total housing units in the Town falling within the medium-density classification in the year 2010 compared to 13 percent in 1995. It is envisioned that most of this development would occur within the planned sanitary sewer service area of the City of West Bend wastewater treatment plant on lands currently in the Town of Trenton.

- Approximately 2 percent of the additional housing units needed by the year 2010 were allocated to the high-density residential classification, which includes two-family and multi-family housing units at densities ranging from about 2,500 to 6,500 square feet of lot area per unit. Between 1995 and 2010, an additional 7 acres will be needed to accommodate the 30 additional housing units allocated to this density classification. In the year 2010, there would be a total of 54 housing units occupying 15 acres within the high-density residential classification. The 2 percent allocation of new dwelling units to this density classification would result in about 2 percent of the total housing units in the Town of Trenton falling within the high-density classification in the year 2010, not changing from the 2 percent in 1995. As it is envisioned with medium-density residential development, high-density residential development would occur within the West Bend planned sanitary sewer service area on lands currently in the Town of Trenton.

Commercial Development

As indicated in Table 25, approximately 16 additional acres of commercial land will be needed to meet the forecast increase of about 265 commercial employees in the Town of Trenton by the year 2010. Commercial employees include those employed in the retail trade and service categories shown in Table 13 in Chapter II. This represents an increase of 100 percent over the 1995 level of about 16 acres of commercial land use. It is envisioned that most of the additional commercial lands would be located within the West Bend planned sanitary sewer service area.

Industrial Development

Table 25 indicates that there will be no need for additional acres of industrial land in the Town of Trenton by the year 2010. However, the Town has recently zoned

about 430 acres for the development of a Town industrial park.

Governmental and Institutional Development
As indicated in Table 25, by the year 2010, there will be a need for about 43 more acres in the Town of Trenton to accommodate governmental and institutional uses, an increase of about 358 percent over the 1995 level of 12 acres. This additional land may be expected to be occupied by Town Hall and public meeting facilities, churches, health-care facilities, day-care facilities, and other institutional uses.

Park and Recreational Development
SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*, and SEWRPC Community Assistance Planning Report No. 136, *A Park and Open Space Plan for Washington County*, contain specific recommendations addressing the need for resource-based park and open space sites and facilities within the planning area. These recommendations are described in Chapter I and include recommendations concerning the preservation of primary environmental corridors and prime agricultural lands, and the provision of major parks, parkways, and trails.

Table 25 focuses on the need for community and neighborhood parks, which provide facilities for nonresource-based recreation activities such as baseball, softball, soccer, and tennis. These sites generally attract users from a relatively small service area and are provided primarily to meet the outdoor recreation needs of residents of the Town only. By the year 2010, about 14 acres will be needed in the Town for community and neighborhood parks. In keeping with the findings of the community survey discussed in Chapter VI, this acreage should be devoted to developing a Town park site to accommodate team sports and other group activities in the Town.

TRANSPORTATION SYSTEM REQUIREMENTS

Map 27 shows existing 1995 streets and the arterial street and highway facilities needed to serve the probable future traffic demand within the Town of Trenton planning area by the year 2010, as recommended in the adopted regional transportation system plan. State trunk highways are shown in red, county trunk highways in blue, and local trunk highways in green. The plan map also indicates whether the capacity of the arterial is to be increased and the number of traffic lanes needed for each arterial street segment in order to carry the anticipated arterial traffic volumes through the year 2010. Proposed improvements to arterial highways in the Town of Trenton planning area are also indicated in Map 27.

SUMMARY AND CONCLUSIONS

This chapter has identified the year 2010 urban land use and transportation system requirements for the Town of Trenton. The major determinations may be summarized as follows:

1. The amount of residential, commercial, industrial, and other land that will be needed to serve residents and workers in the Town of Trenton was determined by applying per capita standards to the forecast population, household size, and employment levels selected by the Town Plan Commission. Based on these standards, it was determined that a total of about 2,836 occupied housing units, including farm residences, may be expected to be needed in the Town of Trenton by the year 2010, representing an increase of 1,378 housing units over the 1995 total of about 1,458 units. The additional housing units should be distributed in a manner such that urban housing is provided in areas served by urban utilities while also providing choices for adequate rural housing.

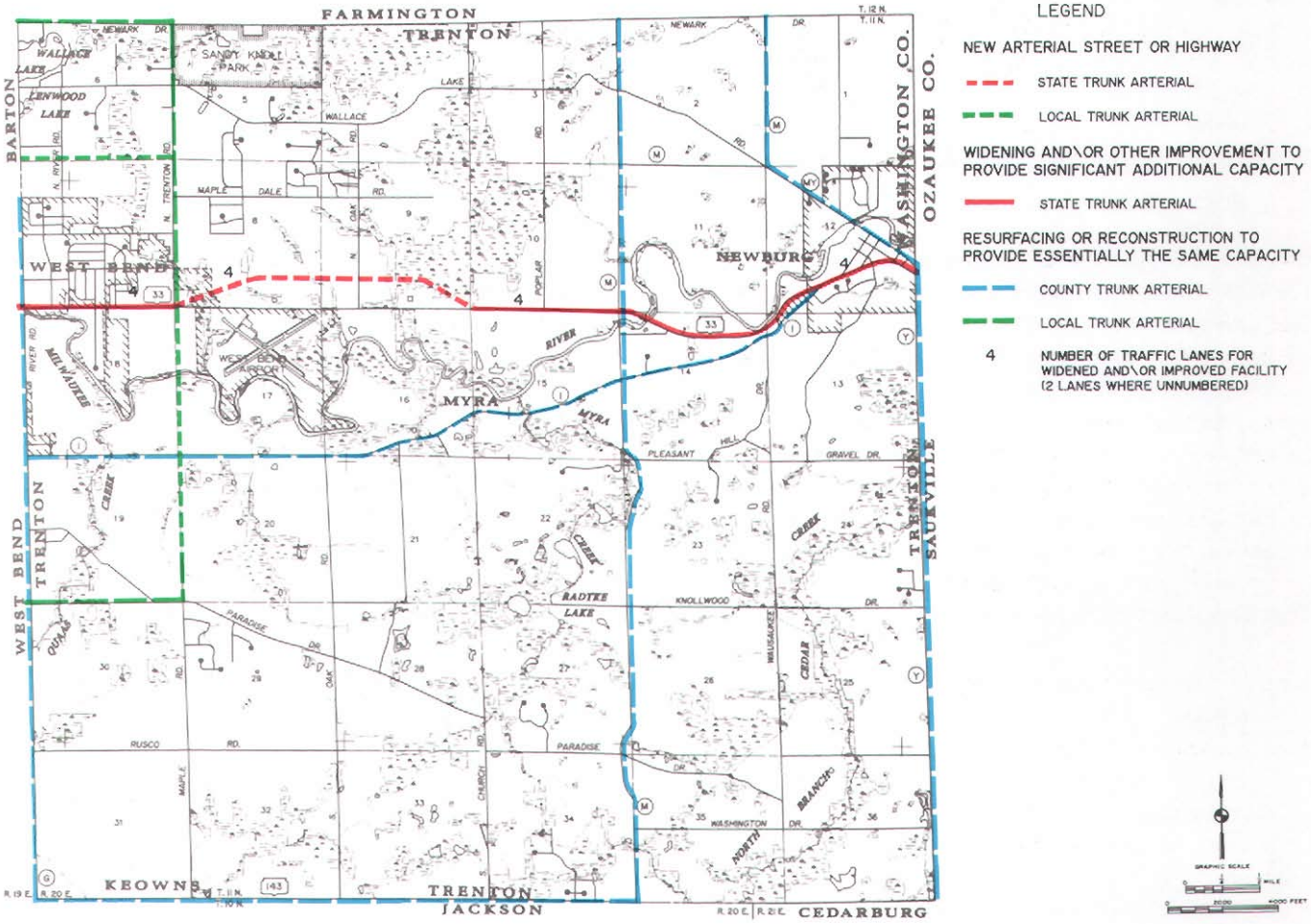
2. Based on the aforereferenced population and employment forecast and development standards, it may be expected that an additional 16 acres of commercial land may be needed over the 1995 level of 16 acres, an additional 43 acres of governmental and institutional land may be needed over the 1995 level of 12 acres, and that an additional 14 acres may be needed over the 1995 level of zero acres for community and neighborhood parks.

3. In all, it may be expected that approximately 1,088 acres of rural or undeveloped land in the Town of Trenton may need to be converted to urban use between 1995 and the year 2010, and 1,475 acres of land will be needed for additional rural residential housing.

4. Improvements to the arterial street and highway system within the Town of Trenton planning area are recommended in the adopted regional transportation system plan. The plan recommends the construction of a relocated STH 33 segment in the vicinity of the West Bend Municipal Airport,

Map 27

FUNCTIONAL IMPROVEMENTS TO THE ARTERIAL STREET AND HIGHWAY SYSTEM IN THE TOWN OF TRENTON PLANNING AREA UNDER THE ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN: 2010



Source: SEWRPC.

and construction of new arterial improvements in the West Bend urban service area within the Town of Trenton. The plan recommends improvements to provide significant additional capacity to STH 33. Resurfacing or reconstruction to provide essentially the same capacity that currently exists is recommended for CTH G, CTH I, CTH M, CTH Y, CTH MY, STH 143 (recently changed to CTH NN), Maple Road, Newark Drive, Paradise Drive, River Road, Trading Post Trail, and Trenton Road.

Chapter VIII

THE LAND USE PLAN

INTRODUCTION

A land use plan is an official statement of the major land use development objectives of a community. The land use plan for the Town of Trenton, as set forth in this report, consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the needs of the Town residents. The plan is intended to be used as a tool to help guide the physical development of the community into a more efficient and attractive pattern, and to promote the public health, safety, and general welfare.

The land use plan for the Town of Trenton represents a refinement of the adopted regional land use plan. The regional land use plan, and, as a consequence, the land use plan for the Town of Trenton, recognizes the effects and importance of the urban land market in shaping land use patterns; but also seeks to influence the operation of that market to achieve a more healthful, attractive, and efficient settlement pattern. Thus, the Town of Trenton land use plan seeks to accommodate new urban development in primarily the West Bend and Newburg urban service areas and in only those areas which are not subject to such environmental hazards as flooding and steep topography; discourages intensive and incompatible urban development from occurring in primary environmental corridors and other environmentally significant lands and, to the extent practicable, preserves the remaining prime agricultural lands in the Town.

The land use plan should promote the public interest rather than the interests of individuals or special groups within the community. The very nature of the plan contributes to this purpose, for it facilitates consideration of the relationship of any development proposal, whether privately or publicly advanced, to the overall physical development of the entire community.

The plan is intended to assist in the political and technical coordination of community development. Political coordination seeks to assure, to the extent practicable, that a majority of the citizens within the community are in accord with the proposed development objectives. Technical coordination seeks to assure a logical relationship between private land use development and public works development so that the planning and scheduling of public and private improvements will be both effective and efficient, thereby avoiding conflict, duplication, and waste.

The land use plan is long-range, providing a means of relating day-to-day development decisions to long-range development objectives. The land use plan, however, should not be considered as a rigid and unchangeable mold to which all development proposals must conform, but rather as a flexible guide to help local officials and concerned citizens review development proposals. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary. Accordingly, the plan should be reviewed periodically to determine whether the land use development objectives, as set forth in Chapter VI, are still valid, as well as to determine the extent to which the various objectives are being realized through plan implementation.

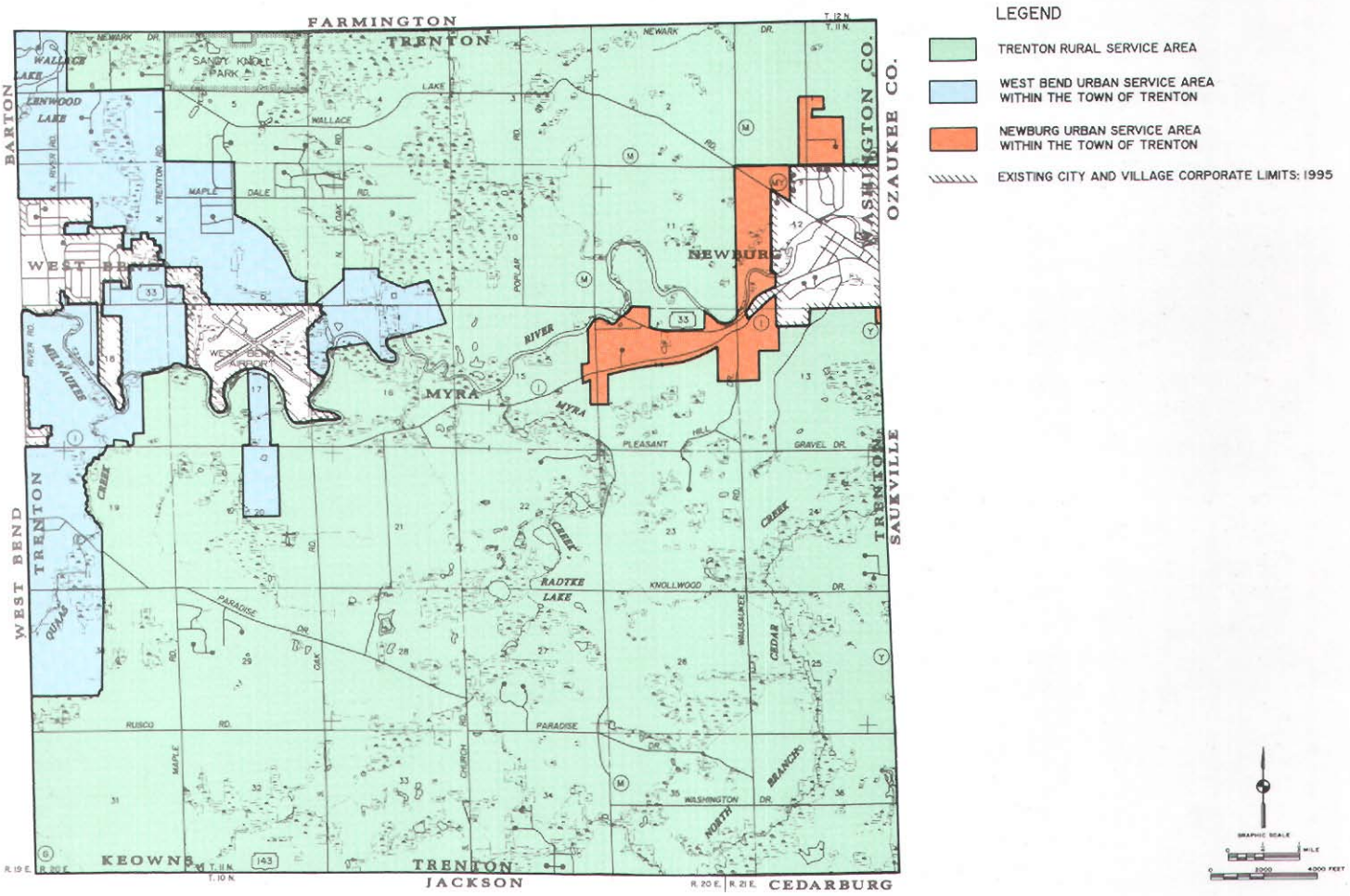
PLAN STRUCTURE

The Town of Trenton land use plan is designed for that area of U. S. Public Land Survey Township 11 North, Range 20 East, which encompasses the Town of Trenton as the boundaries of the civil Town existed on March 15, 1995, excluding the incorporated areas of the City of West Bend and Village of Newburg. For plan presentation purposes, this Town area was divided into three subareas: the West Bend urban service area, the Newburg urban service area, and the Trenton rural service area. These three areas are graphically depicted on Map 28. The plan recognizes that the boundaries of the civil Town may change over time and attempts to accommodate such changes, but sets a development pattern for the Town that could be implemented regardless of boundary changes. To be consistent, the plan reflects the March 1995 corporate limits of the City of West Bend and the Village of Newburg. Areas of the Town that were annexed into the City of West Bend after March 15, 1995, during the planning process, continued to be shown as part of the Town and were included in the West Bend planned urban service area.

The Town plan delineates a West Bend urban service area which includes the planned urban service area reflected on the City of West Bend land use plan adopted in 1992, the regional airport system plan for the West Bend

Map 28

RECOMMENDED SERVICE AREAS IN THE TOWN OF TRENTON: 2010



Source: SEWRPC.

Municipal Airport and environs adopted in 1996, and areas of the Town that were annexed into the City of West Bend after March 15, 1995, which extended beyond the planned urban service area shown on the City plan. The Town of Trenton land use plan, for the most part, recognizes the land use recommendations proposed by the City plan for this West Bend urban service area to consist of predominantly single-family residential use while preserving environmentally sensitive areas; however, the Town plan recommends less intensive, low-density residential development in the northeastern and southeastern part of this urban service area versus the mostly medium-density residential development and some commercial and high-density residential development recommended in the City plan for the same areas. It should be noted that the City of West Bend requested in April 1997 an amendment to the adopted West Bend sanitary sewer service area plan, as shown in Appendix A which, if approved, would extend the boundaries of the planned sanitary sewer service area to include additional lands that could be provided with future public sanitary sewer service in the Towns of Trenton, Barton, and West Bend. These additional areas in the Town of Trenton that are proposed to be included in the West Bend sanitary sewer service area are not shown in the Town land use plan. The Town Plan Commission determined through its deliberation not to presume the inclusion of these additional areas as part of the defined West Bend urban service area on the Town plan.

The Town plan also recognizes that the Village of Newburg adopted a sanitary sewer service area plan in 1993 and a land use plan in 1992. Both plans include a portion of the Town of Trenton, in effect, the urban service area of

the Village. The Town of Trenton land use plan recognizes only the adopted Village of Newburg sanitary sewer service area—referred to herein as "the Newburg urban service area"—and not the larger planned urban service area shown on the Village land use plan. The Town plan generally recognizes that the Newburg urban service area is mostly committed to single-family residential development while preserving environmentally sensitive areas, except the Town plan recommends low-density residential development in the northwest and southwest part of this urban service area versus the industrial and multi-family residential development recommended in the Village plan for the same area.

PLAN DETERMINANTS

Future Population, Household, and Employment Levels

The selected population forecast presented in Chapter II of this report indicates that the Town of Trenton may be expected to reach a resident population level of approximately 7,800 persons by the year 2010, an increase of about 3,830 persons over the 1990 estimated level of 3,970 persons, or about a 96 percent increase. This forecast is based on the intermediate-centralized alternative scenario described in Chapter II of this report. It is anticipated that approximately 1,617 additional housing units will need to be added to the 1990 level of about 1,219 occupied housing units in the Town of Trenton by the year 2010 to accommodate this population increase. The selected employment forecast level for the Town approximates 740 jobs by the year 2010, an increase of about 200 jobs over the 1990 estimated level of 540 jobs, or about a 37 percent increase. These selected population, housing, and employment forecasts are for the planning area, including the two planned urban service areas, but exclude the incorporated areas of the City of West Bend and the Village of Newburg.

Plan Objectives

Planning is a rational process for formulating and meeting objectives. Therefore, the formulation of objectives is an essential task which must be undertaken before plans can be prepared. The land use development objectives of the Town were identified and expressed in Chapter VI of this report. The Town conducted an attitudinal survey of the Town residents in January 1996 to identify citizen concerns regarding development. The survey results were also described in Chapter VI of this report, and generally support the proposed Town development objectives. The development objectives, together with the survey results, relate to the amount and distribution of the various types of land uses within the Town and the provision of needed community facilities to those uses.

The recommended Town land use plan is intended to achieve the following objectives:

- To provide a balanced allocation of space to each land use category in order to meet the social, physical, and economic needs of the Town.
- To encourage residential development only at densities and in locations compatible with the basically rural character of the Town and thus avoid the need to provide costly urban facilities and services to such development.
- To encourage that new intensive urban development—residential development on small lots, commercial development, and industrial development—occur in planned urban service areas where essential urban services, including municipal sanitary sewer and public water systems, already are available or are planned to be provided within the future.
- To preserve prime agricultural lands in order to provide an agricultural reserve for future generations, to protect the agricultural resource base of the Town, and to preserve the rural character of the Town.
- To preserve the remaining primary environmental corridors in the Town and, to the extent practicable, to preserve the remaining secondary environmental corridors and isolated natural resource areas in order to maintain the overall quality of the environment.
- To provide opportunities for outdoor recreational activities in the Town, including provision of a park site for organized activities, and the provision of hiking and biking trails.

GENERAL DESCRIPTION OF THE RECOMMENDED LAND USE PLAN

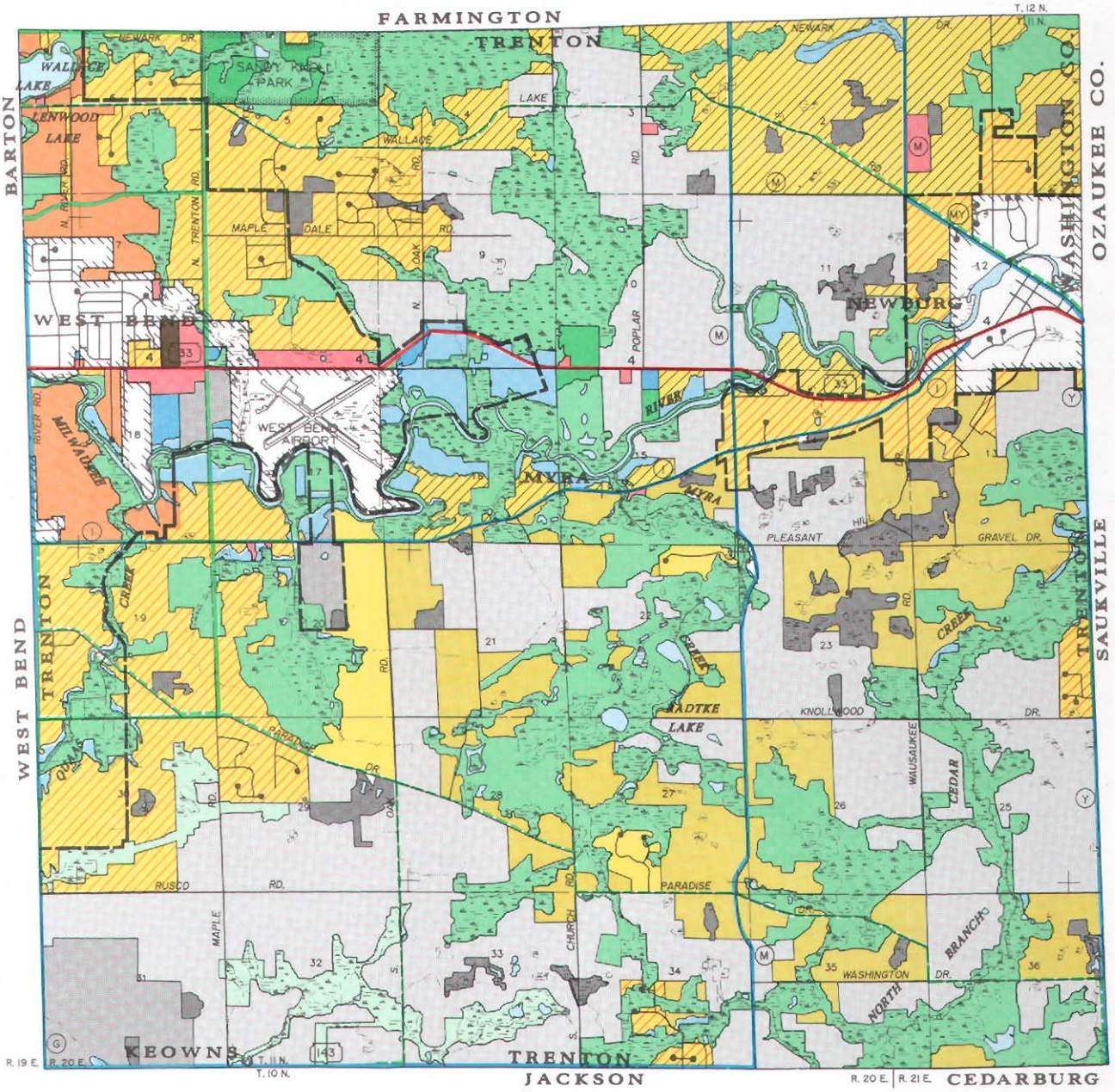
The recommended land use plan for the Town of Trenton is shown in graphic form on Map 29. It consists of recommendations for the amount, type, and spatial location of the various land uses. The primary recommendations are described below.

Urban Growth Area

The plan identifies urban growth areas for the Town of Trenton and seeks to direct urban development into these areas. New urban development is intended to be

Map 29

RECOMMENDED LAND USE PLAN FOR THE TOWN OF TRENTON: 2010



LEGEND

- COUNTRY ESTATE-DENSITY RESIDENTIAL (LESS THAN 0.1 DWELLING UNITS PER NET ACRE)
- RURAL-DENSITY RESIDENTIAL (0.1 TO 0.2 DWELLING UNITS PER NET ACRE)
- SUBURBAN-DENSITY RESIDENTIAL (0.2 TO 0.6 DWELLING UNITS PER NET ACRE)
- LOW-DENSITY RESIDENTIAL (0.7 TO 1.0 DWELLING UNITS PER NET ACRE)
- MEDIUM-DENSITY RESIDENTIAL (1.1 TO 6.9 DWELLING UNITS PER NET ACRE)
- HIGH-DENSITY RESIDENTIAL (7.0 TO 17.9 DWELLING UNITS PER NET ACRE)
- COMMERCIAL
- INDUSTRIAL
- GOVERNMENTAL, INSTITUTIONAL, TRANSPORTATION, COMMUNICATIONS AND UTILITIES
- RECREATIONAL
- PRIME AGRICULTURAL LAND
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- OTHER LANDS TO BE PRESERVED
- SURFACE WATER
- PLANNED URBAN SERVICE AREA BOUNDARIES
- EXISTING CITY AND VILLAGE CORPORATE LIMITS: 1995
- BICYCLE WAY

ARTERIAL STREET AND HIGHWAY SYSTEM

- STATE TRUNK HIGHWAY
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- 4 NUMBER OF LANES (TWO WHERE UNNUMBERED)

GRAPHIC SCALE
0 1/4 1/2 MILE
0 2000 4000 FEET

Source: SEWRPC.

concentrated mostly in the West Bend and Newburg urban service areas lying within the Town. The buildout capacities of these urban service areas, as well as further development of the rural service area, may be expected to exceed the demand for urban and rural development by the plan design year 2010. Table 26 sets forth the 2010 population, number of housing units, and number of jobs anticipated by this plan in the two urban service areas, and in the Trenton rural service area; and estimates the full buildout capacity of the two urban service areas and a "partial buildout" capacity of the Trenton rural service area as shown on the plan. Through its recommendation to concentrate most future population, household, and employment growth in the urban growth areas, the plan seeks to shape a long-term development pattern that is cost effective and environmentally sound. It is anticipated that development within the urban growth areas will be served by public utilities extended from the West Bend and Newburg utility systems.

Development outside the Urban Growth Areas

Under the plan, some development would occur in areas outside of the two urban service areas lying within the Town. Such development is envisioned to consist primarily of fairly low-density residential development. The plan accommodates the development of about 180 country estate-density homesites on 2,060 acres of land, and accommodates the development of about 270 rural-density homesites on 1,580 acres of land. The plan proposes that about 210 of the country estate-density and rural-density homesites would be developed between 1995 and 2010.

Under the plan, it is also envisioned that some residential development at low- and suburban-densities would occur in areas outside of the two urban service areas lying within the Town. Such development would consist of about one- to three-acre density developments and would be located in the vicinity of existing one- to three-acre density residential development within the rural service area of the Town and in the fringe areas of the planned urban growth areas. The plan envisions a total development of about 470 one-acre homesites and 50 three-acre homesites—between 1995 and 2010 in the Town.

DESCRIPTION OF THE LAND USE CATEGORIES OF THE RECOMMENDED LAND USE PLAN

Table 27 lists the number of acres and the percentage of land allocated to each land use category in the recommended land use plan for the Town of Trenton and compares this information to the 1995 land use pattern in the same geographic area. Specific recommendations regarding each type of land use are provided below.

Residential Land Uses

The plan map identifies six classifications of residential land uses. Housing types in four of the six density classifications—country estate, rural, suburban, and low—would consist of single-family housing units. The medium-density classification would also consist primarily of single-family dwellings but could accommodate limited two-family development. The high-density residential classification would consist of two-family and multi-family housing units. Generally, residential development in the urban service areas would fall in the low-, medium-, and high-density residential classifications, while residential development outside the urban service areas is proposed to remain in the country estate-, rural-, suburban-, or low-density classifications.

Although the numerical data in Table 27 accounts for all residential developments, it is important to note that only those residential areas that contain groups of 10 or more residential lots are shown on Map 29. Also the residential density category shown on the plan is generalized and does not show the few larger or smaller lots that may exist within the general categorized area.

Country estate-density residential development would be located in areas shown on the plan map in tinted yellow, and would be located outside the urban service areas in an area generally bounded by CTH I on the north, Oak Road on the west, the Trenton/Jackson Town Line on the south, and the Trenton/Saukville Town Line on the east. The country estate area would consist of dwellings constructed at a density of not more than one unit per ten net acres. It is envisioned that about 2,060 acres of land would accommodate such country estate-residential development. Within the country estate areas of the Town, cluster residential development would serve as a desirable alternative to conventional subdivision development which would uniformly divide lands into large lots. Cluster development techniques could be used to reduce individual lot sizes to one to two acres for each dwelling unit while preserving up to nine acres in permanent agricultural or open space. Advantages of cluster development include the preservation of open space, protection and conservation of natural drainageways, and flexibility in subdivision design.

Rural-density residential development would be located in areas shown on the plan map in yellow with a black hatch, and would also be located outside of the urban service areas and would consist of dwellings constructed

Table 26

SELECTED SOCIO-ECONOMIC DATA PERTAINING TO THE TOWN OF TRENTON LAND USE PLAN

Characteristic	West Bend Urban Service Area	Newburg Urban Service Area	Trenton Rural Service Area	Total
Population				
1990	1,110	310	2,547	3,967
2010	4,170	480	3,150	7,800
Buildout[a]	7,460	1,080	6,330	14,870
Anticipated Change 1990-2010				
Number	3,060	170	603	3,833
Percent	275.7	54.8	23.7	96.6
Increment: 2010 to Buildout	3,290	600	3,180	7,070
Percent of Buildout Reached by 2010	55.9	44.4	49.8	52.5
Housing				
1990	340	95	784	1,219
2010	1,515	176	1,145	2,836
Buildout[a]	2,710	390	2,300	5,400
Anticipated Change 1990-2010				
Number	1,175	81	361	1,617
Percent	345.6	85.3	46.0	132.6
Increment: 2010 to Buildout	1,195	214	1,155	2,564
Percent of Buildout Reached by 2010	55.9	45.1	49.8	52.5
Jobs				
1990	353	15	175	543
2010	455	20	265	740
Buildout[a]	1,630	20	1,480[b]	3,130
Anticipated Change 1990-2010				
Number	102	5	90	197
Percent	28.9	33.3	51.4	36.3
Increment: 2010 to Buildout	1,175	0	1,215	2,390
Percent of Buildout Reached by 2010	27.9	100.0	17.9	23.6

[a] *The figures are based on full buildout capacity of both the Newburg and West Bend urban service areas and partial buildout capacity of the Trenton rural service area as shown on the recommended land use plan.*

[b] *This figure includes partial buildout of the approximately 345-acre industrial park planned in the southwest portion of the Town as shown on the recommended land use plan.*

Source: SEWRPC.

at a density of not more than one unit per five net acres. It is envisioned that about 1,580 acres would accommodate rural-density development. Within the rural density areas the Town, cluster development would also serve as a desirable alternative to conventional subdivision development which would uniformly divide lands into large lots. Cluster development techniques in rural areas could be used to reduce individual lot sizes to about one acre for each dwelling unit preserving up to four acres in permanent agricultural or open space as illustrated in Figure 4.

Suburban-density residential development would be located in areas shown in yellow on the plan map. The number of housing units per net acre in the suburban residential areas ranges from 0.2 to 0.6, equating to lot sizes ranging from about 1.5 to five acres per dwelling unit. The areas proposed for suburban residential development under the recommended land use plan total about 730 acres, an increase of about 270 acres, or about 60 percent over the 1995 level. New areas of this residential classification are recommended to be located in the southwest part of the Town through the

Table 27

SUMMARY OF 1995 EXISTING AND 2010 PLANNED LAND USE IN THE TOWN OF TRENTON

Land Use Category	Existing 1995 Land Use		Planned Change		Planned 2010 Land Use	
	Acres[a]	Percent	Acres[a]	Percent Change	Acres[a]	Percent
Urban						
Residential						
Country Estate-Density (less than 0.1 dwelling units per net acre)	--[b]	--	--	--	2,060	9.4
Rural-Density (0.1 to 0.2 dwelling units per net acre)	--[b]	--	--	--	1,580	7.2
Suburban-Density (0.2 to 0.6 dwelling units per net acre)	456	2.1	272	59.6	728	3.3
Low-Density (0.7 to 1.0 dwelling units per net acre)	864	3.9	2,055	237.8	2,919	13.4
Medium-Density (1.1 to 6.9 dwelling units per net acre)	80	0.4	545	681.3	625	2.9
High-Density (7.0 to 17.9 dwelling units per net acre)	8	--[c]	10	125.0	18	0.1
Residential Subtotal	1,408[b]	6.4	6,522	463.2	7,930	36.3
Commercial	16	0.1	130	812.5	146	0.7
Industrial	15	0.1	445	2,966.7	460	2.1
Governmental, Institutional, Transportation, Communication, and Utilities	12	0.1	62	516.7	74	0.3
Recreational[d]	99	0.4	57	57.6	156	0.7
Urban Subtotal	1,550	7.1	7,216	465.5	8,766	40.1
Nonurban						
Prime Agricultural Lands[e]	8,412	38.5	-2,511	-29.9	5,901	27.0
Other Agricultural and Open Lands	5,248[b]	24.0	-5,248	-100.0	0	0.0
Primary Environmental Corridor[f]	5,615	25.6	0	--	5,615	25.6
Secondary Environmental Corridor[f]	433	2.0	0	--	433	2.0
Isolated Natural Resource Area[f]	619	2.8	0	--	619	2.8
Other Lands to be Preserved[g]	--	--	0	--	543	2.5
Nonurban Subtotal	20,327	92.9	-7,216	-35.5	13,111	59.9
Total	21,877	100.0	--	--	21,877	100.0

[a]Includes associated street rights-of-way and off-street parking areas for each land use category.

[b]The total 1995 acreage for rural-density and country estate-density residential categories are included in the "Other Agricultural and Open Lands" category because it is difficult to determine into which of these categories existing homes on 10-acre lots or greater should be placed since such large lots contain undeveloped land in excess of five acres that may be further subdivided into additional five-acre lots or equivalent overall density.

[c]Less than 0.05 percent.

[d]Includes only areas for intensive outdoor recreational areas.

[e]Includes related farm residences on large prime agricultural parcels.

[f]Includes associated surface water areas.

[g]Not identified nor applicable in 1995.

Source: SEWRPC.

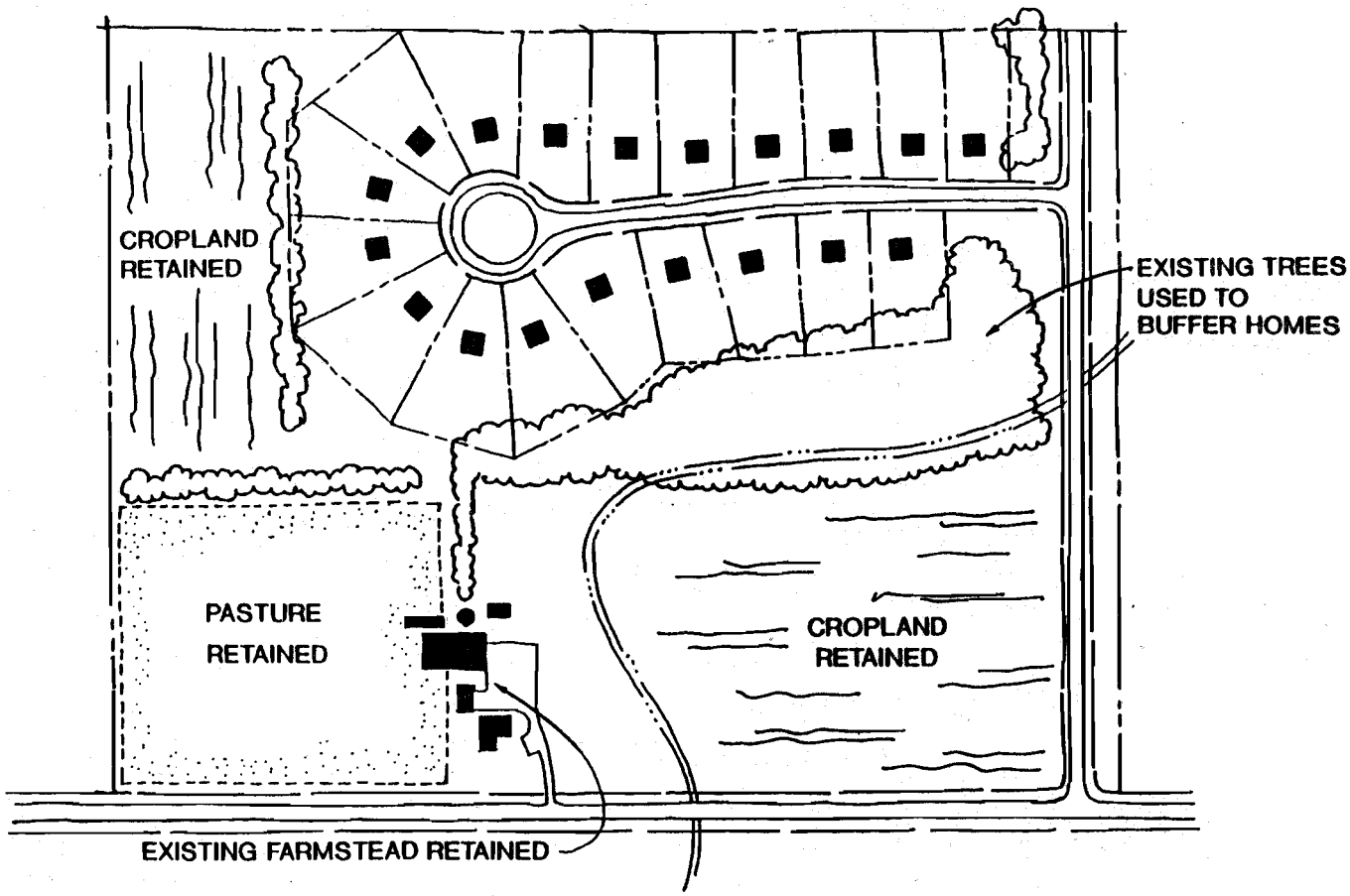
infilling of similar areas of development that existed in 1995.

Low-density residential development would be located in areas shown in yellow with an orange hatch on the plan map. The number of housing units per net acre in the low-density residential areas ranges from 0.7 to one, equating to lot sizes ranging from about one to 1.5 acres per dwelling unit. The areas proposed for low-density residential development under the recommended land use plan total about 2,920 acres, an increase of about 2,055 acres over the 1995 level of about 864 acres. The proposed low-density residential development represents new development in the two urban service areas and their fringe areas and infill development in the Trenton rural service area in those areas of low-density residential development that existed in 1995.

Medium-density residential development would be located in areas shown on the plan map in orange. The number of housing units per net acre in medium-density residential areas ranges from 1.1 to 6.9, equating to lot sizes ranging

Figure 4

TYPICAL RURAL RESIDENTIAL CLUSTER DEVELOPMENT



Nineteen clustered homesites plus the original farmstead are developed on 100 acres for an average of five acres per unit. These homesites are clustered behind a treeline thereby preserving scenic views from the road and also preserving the surrounding open space which includes existing cropland and pasture.

Source: SEWRPC.

from about 6,500 to one acre per dwelling unit. The areas proposed for medium-density residential development under the recommended land use plan total about 625 acres, an increase of about 545 acres over the 1995 level of about 80 acres. The area for medium-density development is located in the West Bend urban service area.

High-density residential development would be located in areas shown in brown on the plan map. This classification includes two-family and multi-family housing units at densities ranging seven to 17.9 dwelling units per net acre, equating to about 2,500 to 6,500 square feet of lot area per unit. The plan recommends that the new residential development under this classification contain development densities at the lower end of the range. The areas proposed for high-density residential development under the recommended land use plan total about 18 acres, an increase of about 10 acres over the 1995 level of about eight acres. The area for high-density development is located in the West Bend urban service area.

Commercial Land Uses

Commercial development would be located in areas shown on the plan in red. The commercial areas encompass approximately 146 acres, an increase of about 130 acres over the 1995 level of about 16 acres. Additional commercial land uses in the Town would be created through the development of those lands that are currently zoned for and contain such uses, and through new commercial development located in the West Bend urban service area along STH 33.

Industrial Land Uses

Industrial development would be located in areas shown on the plan in medium gray. The industrial areas encompass

approximately 460 acres, an increase of about 445 acres over the 1995 level of only 15 acres. The plan recommends an industrial park of approximately 345 acres located in U. S. Public Land Survey Section 36, Township 11 North, Range 20 East. Other industrial development would be located in the delineated urban service area near the West Bend Municipal Airport.

Governmental, Institutional, Transportation, Communications, and Utility Land Uses

Development for governmental, institutional, transportation, communications, and utility land uses would be located in the areas shown on the plan in dark blue. Such development would encompass approximately 74 acres, an increase of about 62 acres over the 1995 level of 12 acres. The increases are attributable to the development of a school and fire station, discussed below, and the expansion of the Town Hall and Civic Center, the West Bend Municipal Airport, and the public works facilities in the West Bend urban service area.

The significant growth envisioned in the plan suggests that there may be a need for a fire station to serve the western part of the Town. This station could be located near the West Bend Municipal Airport along STH 33. The lack of such a facility in this area, coupled with the potential for additional residential development in the western part of the Town, suggests that this vicinity may be suitable as a location for the fire station which is also recommended in the City of West Bend land use plan. The precise location of such a facility would be subject to further study of the availability of specific sites.

Based on the recommended plan, it is also determined that additional educational facilities, as well as ancillary recreational facilities, would likely be needed to serve the future residents in the western part of the Town, including the adjacent residents in the City of West Bend. Two new elementary schools may be needed to serve this area if fully developed as shown on the plan. One of these schools would likely be located in the City of West Bend near the northwestern part of the Town in Section 7. The other school would likely be located in the West Bend urban service area in the southwestern part of the Town in Section 19. Both of these schools are also recommended in the City of West Bend land use plan and are planned to function as a combined school and neighborhood park site. The precise location of these facilities are subject to further study of specific site availability and suitability. In addition, the middle and high school facilities will likely need to be expanded if full development occurs as shown on the Town land use plan.

The foregoing recommendations are not intended to indicate that such facility expansions will be warranted by the year 2010, but provide an opportunity for local officials to plan in advance to meet future public facility needs for the residents of this area. This information is provided to allow, for example, the West Bend School District an opportunity to reserve land for future schools that may be needed beyond the year 2010, based on full development of the West Bend urban service area and partial development of the Trenton rural service area in the western portion of the Town, unless the school-age population in this large School District warrants addressing such a need before then. If any additional lands are needed within the Town as a result of future studies on public facility needs undertaken by local officials, the recommended land use plan presented herein should be properly amended.

Recreational Land Uses

Park and recreational development is shown on the plan in dark green. The park and recreational areas encompass approximately 156 acres, an increase of about 57 acres over the 1995 level of about 99 acres. Under the plan, a new 14-acre Town park is proposed adjacent to the Town Hall and abutting the Milwaukee River. The park would be developed for organized outdoor recreational activities and team sports—particularly softball, baseball, and soccer—at a centralized location in the Town, thereby functioning as a community park. The park should be designed to enhance the Town Hall site as a Town civic center. The citizens of the Town supported creation of the park in the citizen attitudinal survey. By locating the park along the Milwaukee River, access can be provided to the river for water-related recreation activities ranging from fishing to canoeing.

The plan also envisions a new neighborhood park in the southwest part of the Town, along with another neighborhood park tentatively planned near the northwest part of the Town within the City of West Bend, in accordance with the adopted City of West Bend land use plan. These two neighborhood parks should ideally be located adjacent to the two new elementary school sites mentioned earlier for the same areas of the Town. With park sites located adjacent to the schools, the recreational facilities would be available to efficiently serve the recreation demands of both the school students and the resident neighborhood population in these two areas. As noted previously, the precise locations of these facilities are subject to further study of specific site availability and suitability.

In addition to these parks, the regional and county park plans propose the provision of bicycle trails within the

rights-of-way of existing roads. Such trails are proposed to be provided through both the northern and southern part of the Town as shown on the Town land use plan. The proposed bicycle trail system in the Town of Trenton would extend for a distance of about 16 miles.

Environmental Corridors and Isolated Natural Resource Areas

In order to effectively guide land use development within the Town of Trenton into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the location of the various land uses as they relate to the natural resource base of the area. Avoiding the intrusion of urban development into the primary environmental corridors and other environmentally significant areas will serve to maintain a high level of environmental quality in the Town, and will also avoid the creation of costly developmental problems such as flood damage, wet basements, and failing pavements.

Environmental corridors, more fully described in Chapter III of this report, are linear areas in the landscape that contain concentrations of high value elements of the natural resource base. Primary environmental corridors[1] contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas, as well as floodlands and steeply sloped areas where intensive development would be ill-advised. The protection of the primary environmental corridors against intrusion by urban development is an important objective of the recommended Town land use plan. Accordingly, the recommended land use plan map reflects no loss of primary environmental corridor during the life of the plan. It is envisioned that primary environmental corridors, shown in medium green on the plan map, would encompass approximately 5,615 acres, or about 26 percent, of the Town. The primary environmental corridors are located throughout the Town, along the Milwaukee River and its tributaries.

Primary environmental corridors should, to the maximum extent practicable, be preserved in essentially natural, open uses for resource preservation and limited recreational purposes. Accordingly, it is recommended that sanitary sewers in the urban service area not be extended into such corridors for the purpose of accommodating urban development. However, the plan recognizes that in certain cases the objective of preserving corridor lands may directly conflict with legitimate community development needs, such as the needed crossing of the corridors by streets and utilities. When such conflicts occur, the benefits and disadvantages of disturbing corridor lands must be carefully considered and, if development within the corridor occurs, such development should be carefully planned and executed to minimize damage to the corridor resources.

The secondary environmental corridors[2] in the Town of Trenton, shown in light green on the plan map, are generally located along intermittent streams or serve as links between segments of primary environmental corridors. Secondary corridors occupy approximately 433 acres, or about 2 percent of the Town, on the recommended land use plan map. The secondary environmental corridors should be carefully integrated into urban and rural development with the goal of preserving corridor resources. Such areas may also lend themselves to use for public purposes such as parks, drainageways, or stormwater detention or retention areas.

Isolated natural resource areas consist of small areas with important natural resource values, which are separated geographically from primary and secondary environmental corridors. Most of the isolated natural resource areas in the Town of Trenton consist of wetlands or woodlands at least 200 feet wide and five acres in area. Isolated natural resource areas, shown in dark grey on the plan map, occupy approximately 619 acres, or about 3 percent, of the Town on the recommended land use plan map. The plan does not recommend the unqualified preservation of isolated natural resource areas; however, it is recommended that the Town give careful consideration to the potential preservation of such areas. Isolated natural resource areas may be well-suited for use for such public purposes as parks, stormwater detention, or retention areas.

In addition to the delineated environmental corridors and isolated natural resource areas, approximately 543 acres are designated in the plan as other lands to be preserved. These areas consist of mostly floodlands within areas planned for urban development adjacent to delineated corridors and open lands within the planned airport protection areas for the West Bend Municipal Airport. Floodlands located within the delineated prime agricultural lands or within parks were not designated as other lands to be preserved. It is recommended that careful consideration be

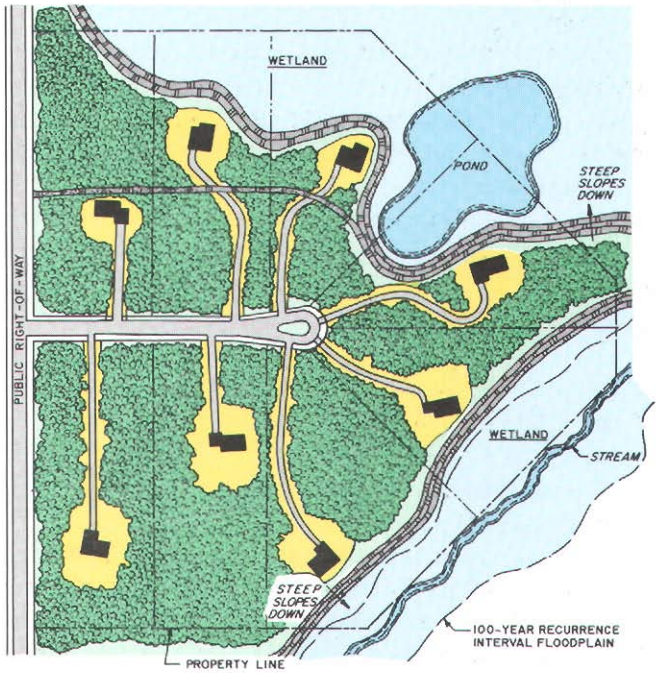
[1] *Primary environmental corridors are by definition at least two miles in length, 400 acres in area, and 200 feet in width.*

[2] *Secondary environmental corridors are by definition at least one mile in length and 100 acres in area. Such corridors that link or serve to connect primary environmental corridor segments, particularly when the secondary corridors are related to surface drainage, have no minimum area or length criteria.*

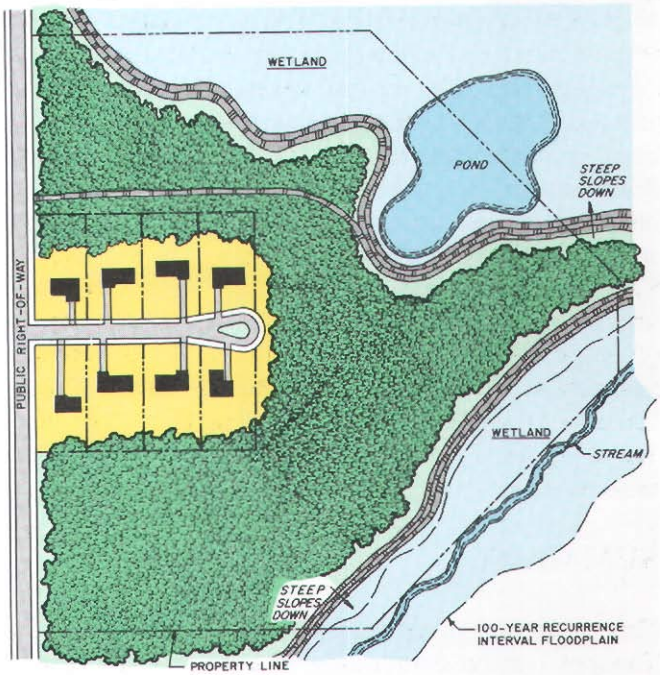
Figure 5

ALTERNATIVE RESIDENTIAL DEVELOPMENT DESIGNS
COMPATIBLE WITH PRIMARY ENVIRONMENTAL CORRIDORS

A. CONVENTIONAL LOT DESIGN



B. CLUSTERED LOT DESIGN



NOTE: THE ALTERNATIVE CLUSTER DESIGN MAINTAINS AN OVERALL DENSITY EQUIVALENT TO THE CONVENTIONAL LOT DESIGN.

Source: SEWRPC.

given to preserving such areas in essentially natural, open space use whenever practicable. Some of these open lands may eventually be converted to and reclassified as either environmental corridors or isolated natural resource areas as natural vegetation develops on these areas during the life of the plan.

The plan recognizes that residential development at very low densities of no more than one dwelling unit per five acres may be permitted in environmental corridors and isolated natural resource areas, except for those areas within the airport protection areas, provided that the development is designed to protect the natural resources involved. However, the Town Plan Commission determined that a higher density may be acceptable when adjacent residential development or zoning has a higher density provided that both developments are served by onsite sewage disposal systems. Residential developments in these areas should be designed to avoid disruption of steep slopes, poorly drained soils, wetlands, and other physical constraints. Figure 5 shows two of the many options for site design for development in environmentally sensitive areas. Cluster development is recommended over conventional development to create greater design flexibility for minimizing the disturbance of significant natural features.

Prime Agricultural Lands

Prime agricultural lands consist of parcels 35 acres or larger that are covered by soils well suited for the production of food and fiber and which occur in aggregate blocks of farmland or conservancy lands 100 acres or more in extent. Prime agricultural lands, shown in light gray on the plan map, encompass approximately 5,900 acres, or about 27 percent of the Town of Trenton. If, during the life of the plan, some of these lands are taken out of agricultural use for residential use, the density of the proposed development should be consistent with the character of the surrounding area.

Arterial Street and Highway System

An efficient arterial street and highway network provides the necessary means of access from rural and urban areas

to supporting service, employment, educational, recreational, and cultural centers. It is essential, therefore, that future development be designed to protect the capacity and safety of the arterial street and highway system and to utilize the existing system as fully as is practicable.

Map 29 reflects the existing 1995 street names and the arterial street and highway system adopted as part of the design year 2010 regional transportation system plan as it relates to the Town of Trenton. Major planned arterial street improvements in the Town of Trenton include the designation of new arterial highways in the West Bend urban service area; the relocation of STH 33 on the north side of the West Bend Municipal Airport; the widening of STH 33 to significantly increase the capacity of that arterial; and the resurfacing or reconstruction of CTH G, CTH I, CTH M, CTH Y, CTH MY, STH 143 (recently changed to CTH NN), Maple Road, Newark Drive, Paradise Drive, River Road, Trading Post Trail, and Trenton Road to provide essentially the same capacity on these roads that currently exists.

SUMMARY

This chapter has presented land use objectives for the Town of Trenton along with a land use plan designed to achieve those objectives.

The principal function of the plan is to provide information that local officials can use over time in making decisions about growth and development in the Town of Trenton. Based on the development objectives described in Chapter VI, the plan recommends the preservation of existing environmentally sensitive areas and prime agricultural lands while providing for residential and residential growth.

The land use plan should not be considered as rigid and unchangeable. Such a plan is intended to be used as a guide in the public review of development proposals and as a tool to help local officials make decisions concerning such proposals. As conditions change from those used as the basis in the plan preparation, the plan should be revised. Accordingly, the plan should be reviewed periodically to determine whether the objectives are still valid and the extent to which these objectives are being realized. The adopted plan should, however, represent a commitment by the Town Plan Commission and Town Board to strive for the selected land use objectives.

The recommended land use plan, together with the supporting implementation measures in Chapter IX, provides an important means for promoting the orderly development of the Town of Trenton and providing for a safe, healthful, attractive, and efficient environment. Consistent application of the plan will help assure protection of the natural resource base of the Town, including environmental corridors and prime agricultural lands, while providing for the needs of the existing and probable future resident population of the Town.

Chapter IX

PLAN IMPLEMENTATION

INTRODUCTION

The recommended land use plan for the Town of Trenton is described in Chapter VIII. In a practical sense, however, the plan is not complete until the steps necessary to implement the plan are specified. After formal adoption of the land use plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by the Town officials concerned with its implementation. Thus, adoption of the plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. The plan should be used as a point of departure for making decisions concerning land development in the Town.

Attainment of the goals set forth in the recommended land use plan for the Town will require some changes in the development policies of the Town. Since the attainment and maintenance of the desired character of the Town is dependent to a considerable extent upon preserving and protecting the natural resource and agricultural base, new residential development in the Town on lots smaller than five acres should be directed to existing subdivisions where vacant, developable lots exist and infilling is possible, and to lands within planned urban service areas. Residential development outside the planned urban service areas should be limited to the infilling of existing platted residential lots or to very low-density residential developments with an average of no more than one dwelling unit per five acres in order to preserve the rural character of the area. Development should be avoided if it would entail encroachment into environmental corridors or other environmentally significant lands, draining and filling wetlands, or grading hilly wooded areas. These policies are central to a sound development strategy for the Town. Development policies and practices that consider the limitations of the natural environment will, in the long term, not only preserve the overall quality of the environment in the Town, but will also avoid the creation of serious and costly environmental and developmental problems.

PUBLIC INFORMATIONAL MEETINGS AND HEARINGS AND PLAN ADOPTION

Wisconsin community planning enabling legislation does not require local plan commissions to hold public hearings on recommended plans before their adoption. It is nevertheless good planning practice to hold informational meetings and hearings in order to acquaint residents and landowners with the proposed plan and to solicit public reactions to the plan proposals. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at the meetings. Accordingly, a public informational meeting was held on the preliminary recommended plan on October 22, 1997, and a formal public hearing was held on the plan on October 28, 1997. Detailed minutes of these meetings were recorded by the Town and are on file in the Town Hall. On the basis of a review of comments received at these public meetings, it was the recommendation of the Town Plan Commission that the land use plan for the Town of Trenton remain as presented at these meetings.

An important step in plan implementation is the formal adoption of the recommended plan by the Town Plan Commission and certification of the adopted plan to the Town Board, pursuant to State enabling legislation. Although formal adoption of the plan by the Town Board is not legally required, this step is recommended to demonstrate acceptance and support by the governing body. Upon such adoption, the plan becomes the official guide intended to be used by Town officials in making development decisions. The recommended land use plan was adopted by the Town Plan Commission on November 11, 1997, and subsequently adopted by the Town Board on November 18, 1997, as indicated in the resolutions in Appendices B and C, respectively.

ZONING

Of all the land use implementation devices currently available, perhaps the most important is the zoning ordinance. As indicated in Chapter V, certain lands in the Town of Trenton are under the jurisdiction of both the Town of Trenton Zoning Ordinance and the Washington County Floodplain Zoning Ordinance and Washington County Shoreland and Wetland Zoning Ordinance. The zoning districts applicable to the Town have been summarized in Table 18 in Chapter V, and the current application of those districts within the Town is shown on Map 25 in that chapter.

In order for the Town to implement the recommended land use plan, changes to the existing Town zoning ordinance

will be required. Key recommended changes to the text of the zoning ordinance and to the zoning district map are discussed below.

The Town should consider amending the existing A-1 Agricultural District to provide for rural development at a density not exceeding one residential dwelling per five acres and placing any existing urban development within the present A-1 Agricultural District in the R-2 Single-Family Residential District. This change would help retain the rural character of the Town as development occurs in the area.

Two conservancy overlay districts, C-1 Lowland Conservancy Overlay District and C-2 Upland Conservancy Overlay District, should be created to help preserve environmentally significant lands within the Town such as the environmental corridors and isolated natural resource areas identified on the recommended land use plan.

The C-1 Lowland Conservancy Overlay District is intended primarily to preserve such environmentally sensitive lowland areas as ponds, streams, and wetland areas. The C-1 District should have no minimum areal requirements and would be applied to areas identified in the recommended land use plan as the lowland portions of environmental corridors and isolated natural resource areas.

The C-2 Upland Conservancy Overlay District is intended to prevent the destruction of valuable natural resources, particularly woodlands, wildlife habitat areas, areas of steep topography, and related scenic areas. Regulating these areas would serve to control erosion and sedimentation, to protect the natural resource base, and to promote and maintain both the natural beauty of the area and the public welfare. This district should have no minimum areal requirements and may permit very low-density residential development of no more than 0.2 dwelling units per net acre, equivalent to one dwelling unit per five or more acres, that is carefully integrated with the natural features. When adjacent residential development or zoning has a higher density, however, a proposed development to be served by onsite sewage disposal systems may be equivalent to that density. To ensure that such developments are carefully integrated with the natural features with minimal disturbance, cluster development is recommended to be allowed in the C-2 District as a conditional use under the Planned Development Overlay District. The C-2 District should be used in those parts of the Town with significant combinations of such natural features mentioned above and would basically be applied to areas identified in the recommended land use plan as the upland portions of environmental corridors and upland isolated natural resource areas.

The C-1 and C-2 Districts should be overlay zoning districts. As noted earlier in Chapter I, farmland parcels must be zoned for exclusively agricultural use to be considered for state income tax credit for farmlands delineated on adopted county farmland preservation plans. Some farmland parcels contain significant natural features such as wetlands and woodlands. In order for these natural areas to be considered as part of the request for state income tax credit, the Wisconsin Department of Agriculture requires that said land be zoned for exclusively agricultural use, although the natural areas may be protected by a conservancy overlay zoning district. Accordingly, if the Town wishes to permit natural areas to be considered as part of prime farmlands, the C-1 and C-2 Districts should be overlay zoning districts, while the underlying basic zoning district for said areas would be EA Exclusive Agricultural District or AT Agricultural Transition District. In the case of a conflict between the provisions of an overlay district and an underlying basic district, the more restrictive requirements would apply.

The existing zoning ordinance should permit additional design flexibility to help preserve the rural character and natural resources of the Town, while allowing some development. The following are two such options the Town should consider. First, the existing zoning ordinance allows planned developments as a conditional use in all districts except the EA Exclusive Agricultural District, AT Agricultural Transition District, A-1 Agricultural District, CES Country Estate District, and the R-1 Residential District. The ordinance should be amended to permit planned developments, which may include cluster development, as a conditional use under the A-1, CES, and R-1 Districts as well as the new C-2 Upland Conservancy Overlay District, all of which allow single-family residential development. Clustering of housing units preserves open space and provides greater flexibility in residential development design by allowing lot sizes smaller than those normally required by the basic zoning district while maintaining the overall density—the total number of dwelling units permitted.

Cluster development offers many benefits over conventional development involving the same number of dwelling units. Cluster development can preserve the rural character of the landscape, preserve significant natural features, preserve agricultural land, and achieve better site design. Infrastructure installation costs borne by the developer and public infrastructure maintenance costs may be reduced due to shortened street and utility lengths. The entire parcel would be included in the subdivision plat and include

covenants prohibiting development in those portions of the parcel to be retained in open space. The open space may be owned by a homeowners' association, the local municipality, a private conservation organization, or the original landowner.[1]

Another means of gaining the flexibility to situate housing away from environmentally sensitive features is to permit lot averaging. With this technique, lot areas are permitted to be reduced below the minimum size provided that the area by which they are reduced is added to another lot. It is recommended that the Town consider permitting—on a conditional use basis—such lot averaging within the A-1, CES, R-1, R-2, and R-3 zoning districts.

During the land use planning process, the Town Plan Commission considered existing-use zoning as an alternative zoning method to better manage growth and preserve the rural character of the Town. Essentially, this method would apply appropriate urban use zoning districts to all existing urban land uses outside of designated urban growth areas, while most of the remaining undeveloped lands would be zoned as either EA Exclusive Agricultural District or AT Agricultural Transition District. However, some growth districts must be provided and must be sufficiently extensive to meet the needs for anticipated growth for at least five to 10 years. It is recommended that such areas be located adjacent to the City of West Bend and the Village of Newburg. Thereafter, any future proposed development in either of the two agricultural zoned districts would require the applicant to follow a formal rezoning process, which requires a public hearing. Following the adoption of the Town's land use plan, the plan should serve as a basis for the review of all such rezoning proposals in the Town. It should be recognized that a proliferation of rezonings may negatively impact the ability of the Town to reach its growth management objectives. However, in those circumstances where a rezoning is determined to be in the best interests of the Town, such rezonings should be consistent with the land uses delineated on the recommended land use plan as shown on Map 29 in Chapter VIII.

A detailed analysis of the existing zoning ordinance and attendant zoning district Map should be conducted to determine any additional deficiencies for systematic implementation of the recommended land use plan. As a minimum, the Town Plan Commission and the Town Board should consider the recommendations discussed herein.

SUBDIVISION AND CERTIFIED SURVEY MAP REVIEW

Properly applied, sound land division regulation can be an important means of implementing a land use plan and of coordinating the layout, design, and improvement of private land development proposals within the Town. Land division and improvement of land within the Town is governed by the Town of Trenton subdivision regulations, as set forth in Title 10 of the Municipal Code, and the Land Division Ordinance of Washington County.

The Town land subdivision ordinance has relatively few deficiencies which need amending. The Town should revise the review periods of agencies that have approving and objecting authority so that they are consistent with the review periods established in Chapter 236 of the Wisconsin Statutes. In addition, the ordinance should reference the current State agencies that have approving or objecting authority since certain State agencies have been recently reorganized with new names and duties.

Following the adoption of the Town's land use plan, the plan should serve as a basis for the review of all preliminary subdivision plats and certified survey maps in the Town. Each proposed land division should be properly related to existing and proposed land uses. Any proposed departures from the plan should be carefully considered by the Town Plan Commission and should be made only when it is determined that such departures are in the public interest. Land divisions should consider the proper layout of streets, blocks, and such factors as topography, drainage, vegetation, and soils. The subdivision should be designed as an integral part of the larger community.

INTERGOVERNMENTAL COOPERATION

The land use plan presented in this report includes land use recommendations for the entire civil Town of Trenton. The Town abuts portions of the City of West Bend and the Village of Newburg. Under Wisconsin law, cities and villages have been granted a considerable measure of influence over development in adjacent town areas. Incorporated communities have extraterritorial subdivision plat approval authority; they may administer extraterritorial zoning jointly with the adjacent town; and ultimately, they may annex unincorporated areas.

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[1]*See SEWRPC Planning Guide No. 7,* Rural Cluster Development Guide, *December 1996, for additional information regarding the rural cluster development concept and the manner in which it may be applied as a planning and zoning technique.*

It is recommended that the Town of Trenton and the neighboring municipalities take a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern. Activities in this respect could range from periodic meetings of Town officials and those of neighboring municipalities for the purpose of discussing land use matters, to preparing and executing formal agreements regarding future boundaries and arrangements for the provision of public services, as provided for under Sections 66.023 and 66.30 of the Wisconsin Statutes. Such cooperative efforts increase the likelihood for coordinated development along the boundary areas, achieving, insofar as practicable, land use objectives for all municipalities involved.

PLAN REEVALUATION

A land use plan is intended to serve as a guide for decision-making regarding land development in a community. As a practical matter, local land use plans should be prepared for a long-range planning period, typically from 15 to 20 years. The design year chosen as a basis of the preparation of the Town of Trenton land use plan is 2010. A local land use plan should be reevaluated regularly to ensure that it continues to reflect local development conditions and local land use objectives. It is recommended that this reevaluation take place every 10 years, or more frequently if warranted by changing conditions.

SUMMARY

This chapter presented land use plan implementation measures available to implement the Town of Trenton land use plan. Important plan implementation measures include public informational meetings and hearings; plan adoption by the Town Plan Commission and, desirably, the Town Board; subdivision plat and certified survey map review; careful scrutiny of proposed zoning actions; and, perhaps most importantly, amendment of the Town of Trenton Zoning Ordinance and map, and administration of that ordinance in accordance with the plan. Most of the recommended changes to the Town zoning are intended to protect environmentally sensitive lands, rural character, farmland, and natural resources while providing for a reasonable amount of growth. The adopted Town land use plan should be periodically reevaluated every ten years, or more frequently if warranted, to ensure that it continues to properly reflect current conditions and development objectives.

Chapter X

SUMMARY

INTRODUCTION

In June 1995, the Town of Trenton requested the Southeastern Wisconsin Regional Planning Commission to assist in the preparation of a land use plan for the Town. The plan is intended to provide local officials with a tool to help guide and shape the physical development of the Town to at least the year 2010. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. The plan identifies the land development objectives of the Town and sets forth the means for achieving those objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land development in the Town, including the preparation of projections of the possible range of future resident population, household, and employment levels; inventories of the natural resources such as soils, topography, flood hazards, wetlands, woodlands, and wildlife habitats; inventories of existing land uses and of local land use regulatory devices; careful analyses of the inventory findings; and, finally, the development of a land use plan that may be expected to accommodate probable future population, household, and employment levels in a manner consistent with the Town's objectives for land development. The plan, when adopted by the Town Plan Commission and the Town Board, will serve as a guide to protect, over time, the significant natural resources and to direct future land development into a pattern consistent with the promotion of the public health, safety, and general welfare. A chapter-by-chapter summary of the planning report follows.

CHAPTER SUMMARY

Chapter I: Introduction

Chapter I serves primarily as an introduction to the Town land use planning process. It briefly describes the size and location of the planning area; its early history; how the regional land use, transportation, and park and open space plans relate to the Town; the purpose of the planning efforts; and the procedure used to prepare the land use plan. The 36.2 square-mile planning area consists of all of the Town of Trenton and those portions of the Village of Newburg and City of West Bend that lie within U. S. Public Land Survey Township 11 North, Range 20 East. Of this total planning area, about 0.8 square miles were located within the Village of Newburg, about 1.3 square miles were located within the City of West Bend, and the remaining 34.1 square miles were occupied by the Town of Trenton in 1995. The recommended land use plan, however, applies only to the Town.

Chapter II: Population and Employment Inventories, Analyses, and Forecasts

Chapter II provides information on the size, characteristics, and distribution of the resident population, households, and employment in the Town of Trenton, and on anticipated changes in these important socio-economic factors over time. This information is essential to the preparation of a sound community land use plan because these factors directly influence land use requirements and needs. The primary purpose of the land use plan is to identify a sound basis for meeting those needs.

The selection of forecast population, household, and employment levels used in the preparation of a land use plan for the Town of Trenton was based upon consideration of alternative population, household, and employment projections developed at the regional level to the design year 2010. A range of alternative projections were considered, with "high-growth" and "low-growth" future scenarios identifying the reasonable extremes, and the "intermediate-growth" scenario identifying a most probable future between the two extremes. An additional variable was added to the analysis of each scenario which deals with the degree of centrality of incremental urban land use development as measured by the relative nearness of new urban land uses to the major population centers of the Region referred to as centralized and decentralized population distributions. In reviewing these alternative projections and noting historic and current trends in population, households, and employment levels for the Town, the intermediate future growth scenario with a centralized development pattern was selected for this planning effort.

Under the selected forecast scenario, the Town of Trenton population level, which stood at about 3,970 persons in 1990, is envisioned to increase by about 3,830 persons, or by about 96 percent, to a level of about 7,800 persons by the year 2010. The household level, which stood at about 1,220 occupied housing units in 1990, is envisioned

to increase by about 1,620 units, or by about 133 percent, to a level of about 2,840 occupied housing units by 2010. The employment level in the Town of Trenton, which stood at about 545 jobs in 1990, is envisioned to increase by about 195 jobs, or by about 36 percent, to a level of about 740 jobs by 2010.

Chapter III: Natural Resource Base Inventory and Analysis

Chapter III describes an inventory of the natural resource base of the Town of Trenton planning area, including soils and topography characteristics; water resources, including watershed boundaries, lakes, rivers, streams, and associated floodlands and wetlands; woodlands; and wildlife habitat areas. Related elements such as scenic overlooks, park and open space sites, and natural areas of scientific value were also identified. The protection of primary environmental corridors and prime agricultural lands from the intrusion of urban uses is one of the principal objectives of the Town's land use plan.

Preserving primary environmental corridors in an essentially open, natural state, including park and open space uses, limited agricultural uses, and very low-density residential uses, will do much to maintain a high level of environmental quality in the Town. Such preservation can also help prevent serious and costly environmental and developmental problems such as flood damage, poor drainage, wet basements, failing foundations of roads and buildings, and water pollution. In 1990, about 9.1 square miles, or about 25 percent of the Town of Trenton planning area, lay within the primary environmental corridors. Secondary environmental corridors and isolated natural resource areas should also be preserved whenever possible.

Prime agricultural lands are an important component of the natural resource base and, as such, should be preserved and protected as a matter of sound public policy. In 1981, after the enactment of the Wisconsin Farmland Preservation Act, the Washington County Board of Supervisors adopted a farmland preservation plan for Washington County. This plan was intended to serve as a guide to the preservation of both agricultural lands and environmental corridors within the County. In 1990, about 13.3 square miles of prime agricultural lands within the planning area were inventoried, representing about 37 percent of the planning area.

Chapter IV: Inventory and Analysis of Existing Land Uses and Public Facilities

If the land use plan for the Town of Trenton is to constitute a sound and realistic guide for making decisions concerning the physical development of the Town, pertinent features of the built environment must be given due consideration in plan design. For the purposes of the planning effort, existing land uses, community facilities, and public utilities were identified.

In 1995, the Southeastern Wisconsin Regional Planning Commission conducted inventories of existing land use throughout the Region, including the Town of Trenton, to determine the current type, amount, and spatial distribution of the existing urban and rural land uses. Chapter IV analyzes this information to present both land use needs and appropriate patterns of future land use development in the Town.

Urban land uses, primarily residential, commercial, recreation, governmental, institutional, and transportation uses, encompassed about 3 square miles, or about 10 percent of the Town in 1995. Among urban land uses, residential land use was the largest urban use in the Town, occupying about 2 square miles, or about 6 percent of the Town. Nonurban land uses, which include surface water, wetlands, woodlands, agricultural lands, and other open lands, comprised about 31 square miles, or about 90 percent of the Town in 1995. Agriculture was the largest single land use in the Town in 1995, encompassing about 20 square miles, or about 57 percent of the Town.

The Town of Trenton is located entirely within the West Bend School District. This District operates 11 schools, none of which are located within the Town of Trenton planning area.

Fire protection in the Town is provided through mutual aid agreements with the City of West Bend and the Village of Newburg Fire Departments. The Newburg fire station is located within the Village of Newburg at the eastern end of the Town of Trenton planning area; the City of West Bend Fire Department is located within the City but not the Town of Trenton planning area.

Public sanitary sewer service is provided by the City of West Bend wastewater treatment facility to serve certain areas within the Town; the Wallace Lake Sanitary District, the Scenic Drive Sanitary District, and the Serigraph Contract Sewer area, all of which were extended sewer services for the purpose of serving existing urban development.

The Town of Trenton does not have a public water supply system or an engineered stormwater drainage system. Water for domestic and other uses is supplied by private wells. Stormwater drainage is provided by natural watercourses and roadside ditches and culverts.

Chapter V: Existing Local Plan Implementation Devices

Land development can be guided and shaped in the public interest through the application of sound public land use controls. Existing land use regulations in effect in the Town were examined as they relate to the physical development of the Town and are described in Chapter V. The most important of these are zoning and land division control.

The Town of Trenton is regulated by the Town of Trenton Zoning Ordinance, the Washington County Floodplain Zoning Ordinance, and the Washington County Shoreland and Wetland Zoning Ordinance. The Town zoning ordinance contains 17 basic zoning districts and one overlay zoning district. The regulations applicable to each zoning district are summarized in Chapter V. The Washington County Floodplain and Shoreland and Wetland zoning ordinances together contain four zoning districts: a floodway district, a floodplain fringe district, a general floodplain district, and a shoreland-wetland district. Only the general floodplain district and the shoreland-wetland district have been mapped in the Town of Trenton.

Land division within the Town is regulated by both the Town of Trenton and Washington County. Both the Town of Trenton land division control ordinance, set forth in Title 10 of the Municipal Code, and the Land Division Ordinance of Washington County contain design standards and prescribe specific data to be provided on all preliminary plats, final plats, and certified survey maps.

Chapter VI: Development Objectives, Principles, and Standards and the Attitudinal Survey

Chapter VI of this report presents recommended development objectives, principles, and standards for the Town of Trenton. The objectives are intended to express the long-term physical development goals of the Town. The principles are intended to support the validity of the objectives. The standards perform a particularly important function in that they form the basis upon which community land use needs are based. The development objectives, principles, and standards deal primarily with: 1) land use allocation, 2) spatial distribution of land uses, 3) protection of natural resources, 4) preservation of environmental corridors and agricultural lands, 5) provision of recreational opportunities, 6) provision of safe and efficient transportation facilities, 7) provision of fire protection services, and 8) provision of an adequate variety of housing types.

Chapter VI also discusses the results of an attitudinal survey conducted in 1996 by the University of Wisconsin-Extension to assess the attitudes of the Town residents with respect to land use planning related issues. The citizen survey showed that Town residents were about equally divided in favoring development at the present rate of growth or at a slower rate of growth. Citizens of the Town strongly favor the preservation of agricultural lands and natural resources; generally favor residential development on scattered sites rather than in subdivisions and are about equally divided in the range of lot sizes favored; and generally do not support the expansion of commercial and industrial development in the Town. They generally support the development of a Town park with desired activities consisting of hiking, swimming, and baseball.

Chapter VII: Land Use and Community Facility Requirements

As part of the planning process, the standards listed in Chapter VI, together with the selected forecast population, household, and employment levels presented in Chapter II, were used to estimate the land use requirements to be met in the plan design. The urban land use and community facility requirements developed for the Town and used in the land use plan are described in Chapter VII.

The land use requirements of the probable future resident population, household, and employment levels of the Town of Trenton were determined by applying two basic types of standards: land use allocation standards and accessibility standards. The land use allocation standards were used to estimate the number of acres expected to be needed for each major land use category to serve the resident population and economy of the Town by the year 2010. Accessibility standards are expressed as a service radius for certain sites, land uses, or facilities, and were intended to assure that such features are spatially distributed in an efficient manner convenient for use by the resident population and the economic activities which they are intended to serve. Both the land use allocation standards and the accessibility standards were embodied in the recommended plan.

An estimated 1,465 acres of lands in the Town will be needed for additional rural residential housing, and about 1,088 acres of rural, undeveloped land will need to be converted to urban use by the year 2010 to meet the forecast population, household, and employment levels at the specified standards.

The arterial street and highway network required to serve the existing and probable future traffic demands within the Town of Trenton planning area to the year 2010 was based upon the adopted 2010 regional transportation system plan for Southeastern Wisconsin. The jurisdictional responsibilities of the State, County, and local

municipalities for the construction, maintenance, and operation of arterial streets and highways are identified and the number of traffic lanes needed for each arterial street segment to carry the anticipated arterial traffic volumes to the year 2010 are indicated. Proposed improvements to arterial highways in the Town include providing significant additional capacity to STH 33; relocating a segment of STH 33 in the vicinity of the West Bend Airport; and resurfacing or reconstructing CTH G, CTH I, CTH M, CTH Y, CTH MY, STH 143 (recently changed to CTH NN), Maple Road, Newark Drive, Paradise Drive, River Road, Trading Post Trail, and Trenton Road to provide essentially the same capacity on these roads that currently exists.

Chapter VIII: The Land Use Plan

Chapter VIII presents a recommended land use plan for the Town of Trenton. The plan sets forth specific recommendations concerning the type, amount, and geographic location of the various land uses for the Town of Trenton.

The Town land use plan seeks to accommodate new urban development in identified planned urban service areas and in only those areas which are not subject to such environmental hazards as flooding and steep topography, discourages incompatible urban development from occurring in primary environmental corridors and other environmentally significant lands, and, to the extent practicable, preserves the remaining prime agricultural lands in the Town.

The Town of Trenton land use plan is designed for that area of U. S. Public Land Survey Township 11 North, Range 20 East, encompassing the civil division of the Town of Trenton but excluding those areas of the township located within the 1995 corporate limits of the City of West Bend and the Village of Newburg. Of the total approximately 34-square-mile Town area considered in the recommended plan, about six square miles, or 17 percent, would consist of country-estate and rural density residential development, and about eight square miles, or 23 percent, would consist of other urban uses. The remaining approximately 20 square miles, or 60 percent, would consist of nonurban uses consisting of agricultural and environmentally significant lands.

Several important elements of the character of the Town may be noted from proposed plan. First, residential use would represent the largest land use in the Town of Trenton, occupying about 36 percent of the Town. Of the total area devoted to residential use, about half would consist of single-family dwelling units at rural-density (five acres or more per dwelling unit) and country estate-density (10 acres or more per dwelling unit). Preserved natural areas would constitute the next largest land use, representing about 33 percent of the Town, consisting of environmental corridors, isolated natural resource areas, and other environmentally sensitive lands. Third, agricultural lands would constitute the next largest land use in the Town of Trenton, occupying almost 27 percent of the Town. Commercial development would be located mostly within the West Bend urban service area, along STH 33. Industrial development would be located in the West Bend urban service area, adjacent to the West Bend Municipal Airport, and in an industrial park approximately 345 acres in size in the southwestern part of the Town. Generally, the rural character of the Town will continue to be retained due to the fact that about 60 percent of the Town is proposed to be kept in nonurban uses and, of the land devoted to residential uses, about half is at country estate- and rural-densities.

The significant growth envisioned in the plan suggests that there may be a need for future public facilities to serve the Town. A fire station will likely be needed to serve the western part of the Town, and could be located near the West Bend Municipal Airport along STH 33. In the same general area, two combined elementary school and neighborhood park sites would likely be needed beyond the year 2010 unless warranted before then—one near the northwestern part of the Town in the City of West Bend and the other in the southwestern part of the Town in the West Bend urban service area. In addition, the middle and high school facilities will likely need to be expanded if development occurs as shown on the Town land use plan. With park sites located adjacent to the elementary schools, the recreation facilities would be available to efficiently serve the recreation demands of both the school students and the resident neighborhood population of these two areas. The plan also provides for the development of a 14-acre Town park adjacent to the Milwaukee River and the Town Hall to enhance this site as a Town civic center. The park site would be developed for outdoor recreation activities and team sports, particularly softball, baseball, and soccer, at a centralized location in the Town. The plan further proposes approximately 16 miles of bicycle trails traversing the Town within existing street rights-of-way.

Chapter IX: Plan Implementation

The recommended land use plan provides a guide for the attainment of the community development objectives expressed in Chapter VI of this report. The plan is not complete, however, until the steps necessary to implement that plan have been specified. Attainment of the plan objectives will require the application and modification of certain plan implementation measures. These measures are discussed in Chapter IX. After holding a public

informational meeting and a public hearing on the plan, an important step in plan implementation is the formal adoption of the plan by the Town Plan Commission and the Town Board. Upon such adoption, the plan becomes the official guide to be used by the public officials of the Town in making development decisions over time. The recommended plan was adopted by the Town Plan Commission on November 11, 1997, and by the Town Board on November 18, 1997.

Following plan adoption, the Town Plan Commission should initiate appropriate amendments to the Town land division and zoning ordinances and the zoning map, as necessary, to implement the adopted plan. Some key recommended changes to the Town zoning include revising the A-1 Agricultural District to provide for rural development at a density not exceeding one residential dwelling unit per five acres, creating a C-1 Lowland Conservancy Overlay District and a C-2 Upland Conservancy Overlay District, and otherwise amending the Town zoning map to reflect the land use plan, which would help protect the natural resources, while providing for a reasonable amount of growth. During the land use planning process, "existing-use zoning" was considered as a possible zoning method to better manage growth and preserve the rural character of the Town. The adopted land use plan should serve as a basis for the review of all rezoning requests by Town officials as well as preliminary subdivision plats and certified survey maps. In general, those proposed rezonings or land divisions found to be consistent with the objectives of the plan should be approved. The adopted land use plan should be periodically reevaluated to ensure that it continues to properly reflect current conditions and development objectives.

CONCLUDING REMARKS

The recommended land use plan, together with supporting plan implementation measures, provide a means for promoting the orderly growth of the Town of Trenton in accordance with the public interest. The principal function of the Town land use plan is to provide information and recommendations that public officials can use in making decisions about growth and development in the Town. The land use plan recommends the preservation of existing environmentally sensitive areas and prime agricultural lands. At the same time, the plan provides for development that is compatible with and reinforces the development objectives of the Town. Consistent application of the plan will assure that individual development proposals are properly related to the development of the Town as a whole, will help to avoid costly developmental and environmental problems, and will help to maintain the overall quality of the environment and the natural beauty of the Town.

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APPENDICES

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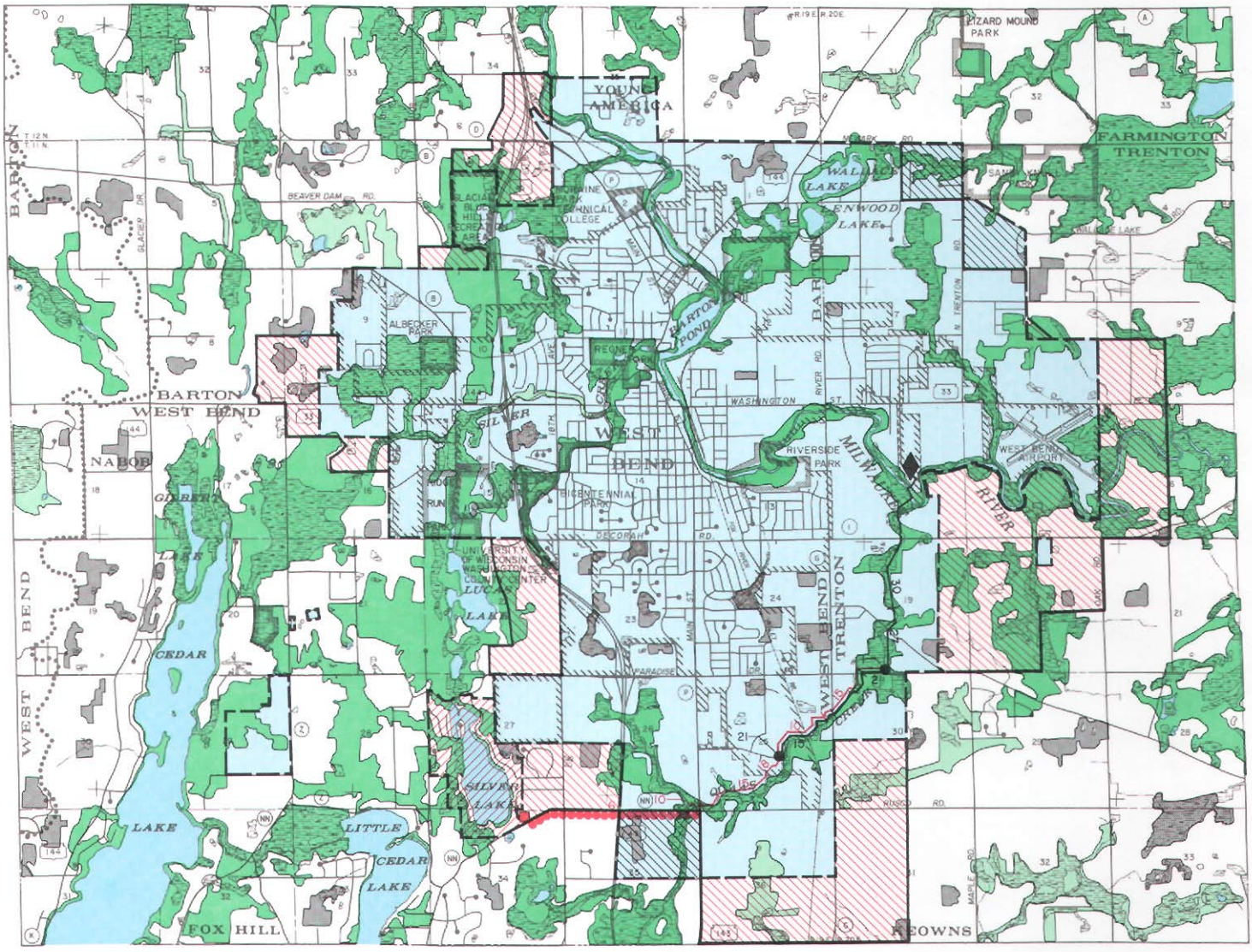
Appendix A

PROPOSAL BY THE CITY OF WEST BEND FOR ADDITIONS AND DELETIONS TO THE CURRENTLYAPPROVED WEST BEND SANITARY SEWER SERVICE AREA: 1997



LEGEND

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREA
- GROSS SANITARY SEWER SERVICE AREA BOUNDARY
- NET SANITARY SEWER SERVICE AREA
- EXISTING SEWAGE TREATMENT PLANT
- 21 EXISTING GRAVITY SEWER AND SIZE IN INCHES
- 15 PROPOSED GRAVITY SEWER AND SIZE IN INCHES
- 6 PROPOSED FORCE MAIN AND SIZE IN INCHES
- PROPOSED PUMPING STATION
- 21 POINT OF CONNECTION TO THE CITY OF WEST BEND SEWERAGE SYSTEM (MANHOLE AND MANHOLE NUMBER)
- AREA ADDED TO THE WEST BEND SEWER SERVICE AREA IN 1992
- AREA PROPOSED TO BE ADDED TO THE WEST BEND SEWER SERVICE AREA
- AREA PROPOSED TO BE DELETED FROM THE WEST BEND SEWER SERVICE AREA

Source: City of West Bend

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Appendix B

RESOLUTION OF THE TOWN PLAN COMMISSION ADOPTING THE LAND USE PLAN FOR THE TOWN OF TRENTON

WHEREAS, the Town of Trenton, pursuant to the provisions of Section 61.10(2)(c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, the Town of Trenton, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, it is the duty and function of the Town Plan Commission, pursuant to Section 62.23 (2) of the Wisconsin Statutes, to make and adopt a master plan for the physical development of the Town of Trenton; and

WHEREAS, the Town of Trenton requested the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to prepare a land use plan for the Town, which plan includes:

1. Collection, compilation, processing, and analyses of various types of demographic, economic, natural resource, recreation and open space, land use, transportation, and other information pertaining to the Town;

2. A forecast of growth and change;

3. Statements of land use objectives, principles, and standards, and results of an attitudinal survey;

4. A land use plan;

5. Recommended measures to implement the plan; and

WHEREAS, the aforementioned forecasts, inventories, analyses, objectives, land use plan, and implementation recommendations are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 238, *A Land Use Plan for the Town of Trenton: 2010, Washington County, Wisconsin*; and

WHEREAS, the Town of Trenton Plan Commission has held public meetings to acquaint residents, landowners, and local government officials with the plan recommendations, including a public informational meeting held on the 22nd, day of October, 1997 and a public hearing held on the 28th day of October, 1997; and

WHEREAS, the Town Plan Commission has carefully considered the plan over an extended period of time, including statements and requests during the planning process, and has proceeded to incorporate, where deemed appropriate, changes to the recommended land use plan; and

WHEREAS, the Town Plan Commission considers the plan to be a necessary guide to the future development of the Town.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the Town of Trenton Plan Commission on the 11th day of November, 1997, hereby adopts SEWRPC Community Assistance Planning Report No. 238, entitled *A Land Use Plan for the Town of Trenton: 2010, Washington County, Wisconsin*, as a guide for the future development of the Town of Trenton.

BE IT FURTHER RESOLVED, that the Secretary of the Town of Trenton Plan Commission shall transmit a certified copy of this resolution to the Town of Trenton Board of Supervisors and to the Southeastern Wisconsin Regional Planning Commission.

Chairman
Town of Trenton Plan Commission

ATTEST:

Secretary
Town of Trenton Plan Commission

Appendix C

RESOLUTION OF THE TOWN BOARD OF SUPERVISORS ADOPTING THE LAND USE PLAN FOR THE TOWN OF TRENTON

WHEREAS, the Town of Trenton, pursuant to the provisions of Section 60.10(2)(c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, the Town of Trenton, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, the Town Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), a land use plan for the physical development of the Town of Trenton, said plan set forth in SEWRPC Community Assistance Planning Report No. 238, *A Land Use Plan for the Town of Trenton: 2010, Washington County, Wisconsin*; and

WHEREAS, the Town Plan Commission on the 11th day of November, 1997, adopted SEWRPC Community Assistance Planning Report No. 238 and has submitted a certified copy of that resolution to the Town of Trenton Board of Supervisors; and

WHEREAS, the Town of Trenton Board of Supervisors concurs with the Town Plan Commission and the objectives and recommendations set forth in SEWRPC Community Assistance Planning Report No. 238.

NOW, THEREFORE, BE IT RESOLVED, that the Town Board of Supervisors of the Town of Trenton hereby adopts SEWRPC Community Assistance Planning Report No. 238 as a guide for the future development of the Town of Trenton; and

BE IT FURTHER RESOLVED, that the Town Plan Commission shall review the Town land use plan every ten years, or more frequently if necessary, and shall recommend extensions, changes, or additions to the Plan which the Commission considers necessary. Should the Town Plan Commission find that no changes are necessary, this finding shall be reported to the Town Board of Supervisors.

PASSED and ADOPTED the 18th day of November, 1997.

Chairman
Town of Trenton

ATTEST:

Clerk
Town of Trenton