

COMMUNITY ASSISTANCE
PLANNING REPORT NO. 296
2ND EDITION

A COMPREHENSIVE PLAN UPDATE FOR THE TOWN OF TRENTON: 2050 WASHINGTON COUNTY, WISCONSIN



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Special acknowledgment is due to Ms. Rochelle M. Brien, Land Use Planner, for her efforts in preparing this comprehensive plan update.

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NUMBER 296 (2ND EDITION)

**A COMPREHENSIVE PLAN UPDATE FOR THE TOWN OF TRENTON: 2050
WASHINGTON COUNTY, WISCONSIN**

Prepared by the
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This plan update was prepared in conjunction with the Washington County Multi-Jurisdictional Comprehensive Plan Update.

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BACKGROUND

The Wisconsin legislature enacted a comprehensive planning law in 1999, set forth in Section 66.1001 of the *Wisconsin Statutes*. The 1999 requirements supplement earlier provisions in the *Statutes* for preparing county development plans (Section 59.69(3)) and local master plans (Section 62.23), and provide a framework for developing, adopting, implementing, amending, and updating comprehensive plans in Wisconsin. The law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county or local unit of government.

A multi-jurisdictional planning process was undertaken by Washington County, the Town of Trenton and 10 other local government partners, UW-Extension, and SEWRPC from 2005 through 2009 to address the comprehensive planning requirements. This process resulted in the adoption of comprehensive plans by the County and each local government partner that satisfy the Statute requirements. Trenton’s original comprehensive plan is documented in the first edition of this report, *A Comprehensive Plan for the Town of Trenton: 2035*, which was adopted by the Town Board on April 21, 2009.

The first edition of the Town’s comprehensive plan is an extensive report that includes a wide-range of data and mapping. The first edition also includes the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law.¹ Section 66.1001(2)(i) of the *Statutes* requires that the plan be updated no less than once every ten years, but it does not specify what the update must include or how extensive it must be. Based on discussion between Town officials and SEWRPC staff, this update to the plan focuses on updating the land use plan map, which is a visual representation of the comprehensive plan that serves to support the goals and objectives set forth in the first edition of the plan. The resolutions and ordinance adopted during the plan update process are included in Appendix A.

POPULATION AND HOUSEHOLD PROJECTIONS

To ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Town, the Town Board selected a probable 2050 design year plan population level for this plan update. Two alternative population projections were developed for the Town Board to consider in an effort to lessen the uncertainty associated with forecasting a future population level. One projection was prepared by SEWRPC under VISION 2050, which documents the regional land use and transportation plan adopted by the Commission in 2016. The other projection was also prepared by SEWRPC, and is based on the population trends experienced in the Town from 1990 to 2015. The “recent trends” analysis used a technique similar to that used by the Wisconsin Department of Administration to prepare its population forecasts, wherein population changes between 2000 and 2015 were weighted more heavily than changes between 1990 and 2000.

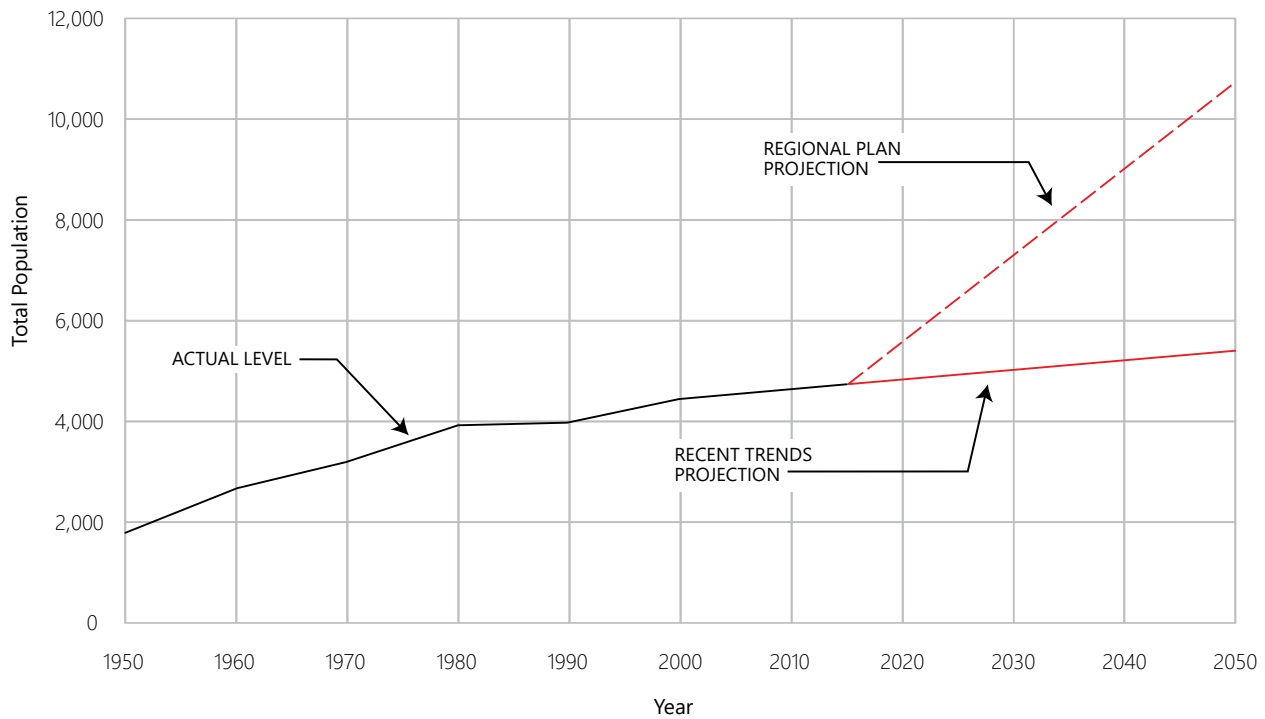
VISION 2050 envisions a future population of 10,754 Town residents in 2050,² while a continuation of recent trends would result in about 5,366 Town residents in 2050. The Town’s population would increase by 6,011 residents from the estimated 2015 population (4,743) under the VISION 2050 projection, which is an increase of about 127 percent. The Town’s population would increase by about 623 residents under the recent trends projection, which is an increase of about 13 percent. A comparison of the two projections, in relation to changes in the Town’s population between 1950 and 2015, is presented in Figure 1.

The two alternative projections provide a reasonable range for the Town’s year 2050 population. The Plan Commission and Town Board considered the projection range, past trends, and local knowledge and expectations regarding anticipated future growth and development in choosing the Town’s population projection for 2050. The Plan Commission and Town Board chose to adopt the 2035 population projection of 5,980 for the year 2050, which was the basis of the land use plan map prepared for the first edition of this plan.

¹ The nine elements include: *Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation.*

² Assumes that 2010 city and village boundaries will not change. The VISION 2050 population projection for the Town would be 2,639 residents if acreage within planned sewer service areas is detached from the Town by the year 2050.

Figure 1
Historical and Alternative Future Population Levels in the Town of Trenton: 1950-2050



Source: U.S. Census Bureau and SEWRPC

The selected population projection would result in approximately 2,378 households in 2050, based on an anticipated household size of 2.5 people per household (average household size is based on the first edition of this plan).

TOWN OF TRENTON LAND USE PLAN UPDATE

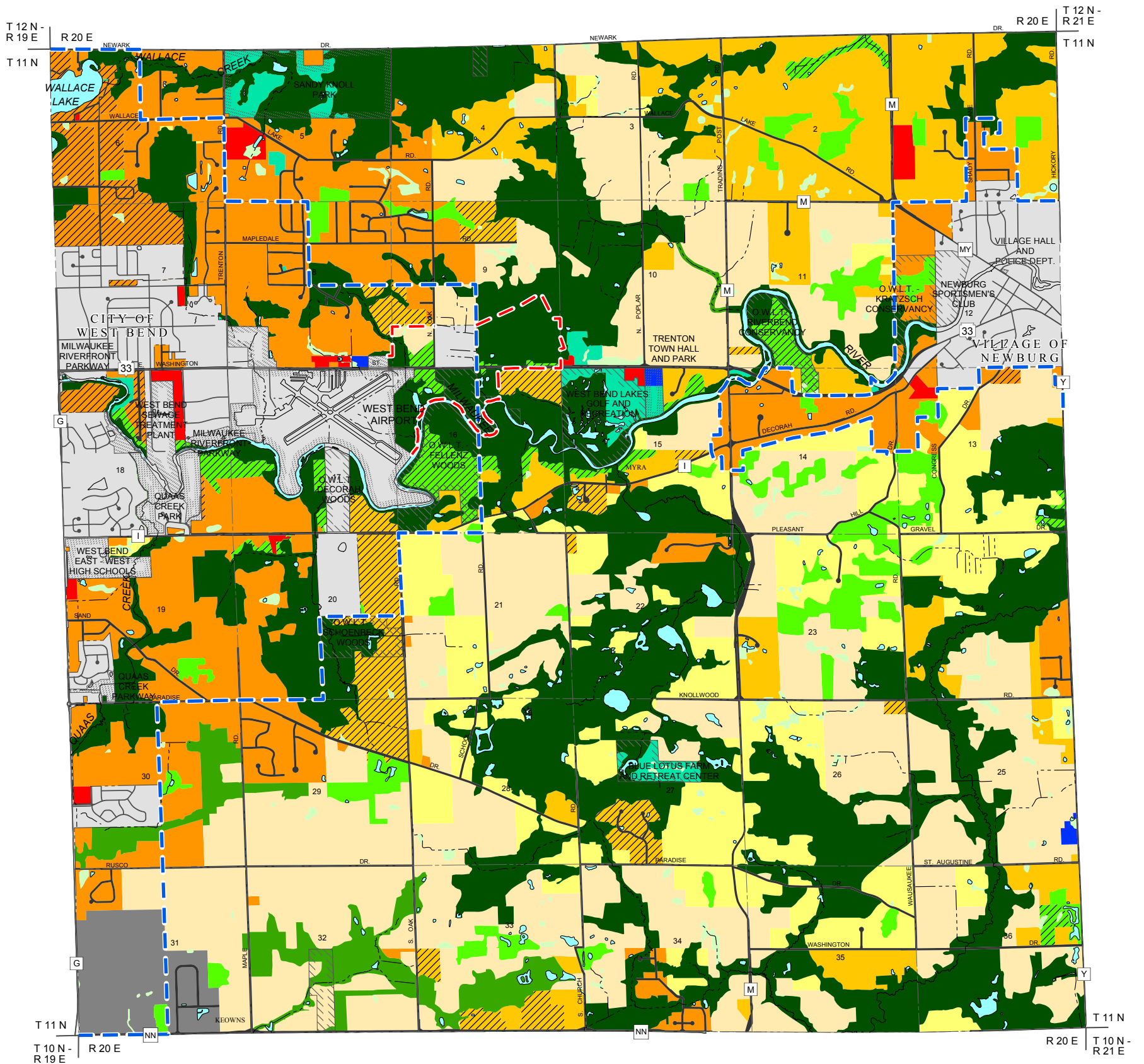
Land Use Plan Map Overview





















The land use plan for the Town of Trenton is shown in graphic form on Map 11 (2017 update). Table 1 lists the number of acres and the percentage of land allocated to each land use category on the 2050 land use plan map and compares the information to the 2008 land use pattern in the same geographic area.

The conceptual framework for this land use plan update is the same as that used to design the 2035 plan. Both the 2035 and 2050 plans seek to accommodate new urban development in primarily the West Bend and Newburg planned sewer service areas and in only those areas that are not subject to such environmental hazards as flooding and steep topography. In addition, the plans discourage intensive and incompatible urban development from occurring in primary environmental corridors and other environmentally significant land and, to the extent practicable, preserve the remaining prime agricultural lands in the Town.

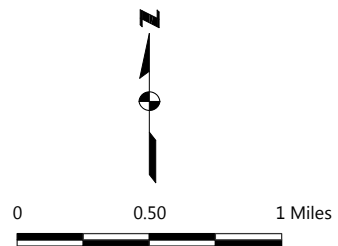
It is anticipated that development within the planned sewer service areas will be served by public utilities extended from the West Bend and Newburg utility systems. Such service will require boundary or intergovernmental agreements between the Town and the City and Village if the land remains in the Town, but is provided with City or Village services. The City of West Bend already provides sewer service to the eastern portion of the Wallace Lake Sanitary District in the Town. Additional information about sanitary districts in the Town is provided in the Utilities and Community Facilities Element (Chapter IX) in the first edition of this plan. The land use 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.

Map 11 (2017 Update)
Land Use Plan for the Town of Trenton: 2050



- | | | | |
|---|--|---|--|
|  | COUNTRY ESTATES |  | OTHER LANDS TO BE PRESERVED |
|  | RURAL DENSITY RESIDENTIAL |  | WETLANDS OUTSIDE ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS |
|  | SUBURBAN DENSITY RESIDENTIAL |  | SURFACE WATER |
|  | LOW DENSITY RESIDENTIAL |  | PLANNED SEWER SERVICE AREA BOUNDARIES (JUNE 2015) |
|  | MEDIUM DENSITY RESIDENTIAL |  | PROPOSED AIRPORT ACQUISITION AREA |
|  | COMMERCIAL |  | INCORPORATED CITY OR VILLAGE (CURRENT AS OF JANUARY 2017) |
|  | INDUSTRIAL | | |
|  | GOVERNMENTAL, INSTITUTIONAL, AND UTILITIES | | |
|  | RECREATIONAL | | |
|  | STREET AND HIGHWAY RIGHTS-OF-WAY | | |
|  | PRIME AGRICULTURAL | | |
|  | PRIMARY ENVIRONMENTAL CORRIDOR | | |
|  | SECONDARY ENVIRONMENTAL CORRIDOR | | |
|  | ISOLATED NATURAL RESOURCE AREA | | |

Source: Town of Trenton, Washington County, and SEWRPC



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Table 1
Planned Land Uses in the Town of Trenton: 2050

Land Use Category	Existing 2008 Land Uses		Planned Change		Planned 2050 Land Uses	
	Acres	Percent	Acres	Percent Change	Acres	Percent
Urban						
Residential						
Country Estates	544	2.6	1,284	236.0	1,828	8.7
Rural-Density Residential	581	2.8	1,177	202.5	1,758	8.4
Suburban-Density Residential	188	0.9	365	194.2	553	2.7
Low-Density Residential	1,274	6.0	1,459	114.6	2,733	13.0
Medium-Density Residential	107	0.5	214	200.0	321	1.5
Residential Subtotal	2,694 ^a	12.8	4,499	167.0	7,193	34.3
Commercial	66	0.3	53	79.6	119	0.6
Industrial	39	0.2	281	721.3	320	1.5
Governmental, Institutional, and Utilities	15	0.1	4	26.7	19	0.1
Recreational ^b	178	0.8	34	19.1	212	1.0
Street and Highway Rights-of-Way ^c	769	3.7	-4	-0.5	765	3.7
Urban Subtotal	3,761	17.9	4,866	129.4	8,627	41.1
Nonurban						
Prime Agricultural	5,414	25.8	-444	-8.2	4,970	23.7
Other Agricultural ^d	4,738	22.5	-4,738	-100.0	--	--
Primary Environmental Corridor ^e	5,157	24.5	222	4.3	5,379	25.7
Secondary Environmental Corridor ^e	428	2.0	6	1.4	434	2.1
Isolated Natural Resource Area ^e	580	2.8	97	16.7	677	3.2
Other Lands to be Preserved ^f	--	--	319	--	319	1.5
Wetlands Outside Environmental Corridor or Isolated Natural Resource Area	155	0.7	61	39.5	216	1.0
Woodlands Outside Environmental Corridor or Isolated Natural Resource Area	79	0.4	-79	-100.0	--	--
Surface Water	297	1.4	64	21.6	361	1.7
Extractive	8	-- ^g	-8	-100.0	--	--
Open Lands	408	2.0	-408	-100.0	--	--
Nonurban Subtotal	17,264	82.1	-4,908	-28.4	12,356	58.9
Total	21,025	100.0	--	--	20,984	100.0

^a Differs slightly from the residential acreage in Table 29 of the first edition of this plan due to entire parcels not being designated as residential in some cases.

^b Includes lands within public and private park and open space sites outside woodlands, wetlands, surface waters, and environmental corridors. The acreage of recreational lands is substantially less on this table than on Table 29 of the first edition of this plan due to the addition of primary environmental corridors in Sandy Knoll Park and the West Bend Golf Course.

^c Although not reflected on this table, the acreage within Street and Highway Rights-of-Way will increase as streets are built in new subdivisions, and if existing arterial streets are relocated or widened.

^d Includes agricultural lands in 2008 that are not designated as Prime Agricultural on the 2050 land use plan map.

^e Excludes associated surface water areas.

^f Not identified nor applicable in 2008. Includes floodplain areas and Woodlands Outside Environmental Corridors or Isolated Natural Resource Areas on the 2050 land use plan map.

^g Less than 0.1 percent.

Source: SEWRPC

Land Use Plan Map Updates

The following is a list of updates made to the year 2050 land use plan map as part of this update to the Town's comprehensive plan, based on discussion between Town officials and SEWRPC staff:

- Updates to include the 11 comprehensive plan amendments adopted by the Town Board between June 12, 2011 and February 21, 2017
- Updates to reflect rezonings adopted by the Town in conjunction with the comprehensive plan update
- Updates to planned sewer service area boundaries to reflect most current available (which incorporate the boundary agreement with the City of West Bend)
- Updates to include current information on primary environmental corridors, secondary environmental corridors, and isolated natural resource areas
- Updates to the Other Lands to be Preserved and Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas land use categories to reflect current floodplain, wetland, and ownership information
- Updates to include current parcel lines and street and highway rights-of-way
- Updates to public and private land holdings

Land Use Plan Categories

The land use plan categories describe the range of urban and rural development as designated on the Town's year 2050 land use plan map (Map 11). Descriptions of each of the categories shown on the land use plan map follow.

Residential Land Uses

The land use plan identifies five classifications of residential uses. Housing types in four of the five 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 and multifamily development. Generally, residential development within the planned sewer service areas would fall in the low- and medium-density residential classifications, while residential development outside of the planned sewer service areas is proposed to remain in the country estate-, rural-, suburban-, or low-density classifications.

Country Estates Residential

The Country Estates Residential area would consist of dwellings constructed at a density of not more than one unit per ten net acres. The land use plan map designates 1,828 acres for Country Estates Residential development, or an increase of 1,284 acres over the area developed for such uses in 2008. Within Country Estates Residential development, 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 agricultural uses or in open space. Advantages of cluster development include preserving open space or agriculture, protecting and conserving natural drainageways, and flexibility in subdivision design.

Rural-Density Residential

Rural-Density Residential areas in the Town would consist of dwellings at a density of not more than one unit per five net acres. The land use plan map designates 1,758 acres for Rural-Density Residential development, or an increase of 1,177 acres over the area developed for such use in 2008. Cluster development would also serve as a desirable alternative to conventional subdivision development in areas designated for Rural-Density Residential development. Cluster development techniques in Rural-Density Residential areas could be used to reduce individual lot sizes to about one acre for each dwelling unit preserving up to four acres in agricultural uses or in open space.

Suburban-Density Residential

The number of dwelling units per net acre in the Suburban-Density 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 planned for Suburban-Density Residential development on the land use plan map total 553 acres, an increase of 365 acres over the area developed for such use as of 2008. New areas of this residential classification are recommended to be located adjacent to the West Bend sewer service area south of the airport and as infill within similar areas of development that existed in 2008.

Low-Density Residential

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 net acres per dwelling unit. The areas proposed for Low-Density Residential development on the land use plan map total 2,733 acres, an increase of 1,459 acres over the area developed for such use as of 2008. The planned Low-Density Residential development represents new and infill development in the Town's planned sewer service areas and adjacent fringe areas.

Medium-Density Residential

The Medium-Density Residential category would accommodate single-, two-, and multifamily development, with housing types determined by zoning district. The Medium-Density Residential areas would consist of dwelling units at a density of 1.1 to 6.9 units per acre, equating to lot sizes ranging from about 6,500 square feet to one net acre per dwelling unit. The areas proposed for Medium-Density Residential development on the land use plan map total 321 acres, an increase of about 214 acres over the area developed for such use as of 2008. The areas designated for Medium-Density Residential development are located in the northwestern corner of the Town in the West Bend planned sewer service area and south of the Village of Newburg outside of Newburg's planned sewer service area.

Commercial Land Uses

Commercial land uses encompass 119 acres on the land use plan map, an increase of 53 acres over the area developed for such use in 2008. Although not designated on the land use plan map, additional Commercial land uses along STH 33 may be appropriate on a case-by-case basis.

Industrial Land Uses

Industrial land uses on the land use plan map encompass 320 acres, an increase of 281 acres over the area developed for such use in 2008. The plan recommends an industrial park in the southwestern corner of the Town, which constitutes the planned increase in Industrial land uses. Other Industrial development would be located in the planned sewer service area near the West Bend Municipal Airport and south of Sandy Knoll Park.

Governmental, Institutional, and Utility Land Uses

Governmental, Institutional, and Utility land uses in the Town encompass 19 acres on the planned land use map, an increase of 4 acres over the area developed for such use in 2008. The Trenton Town Hall, St. Augustine Catholic Church and Cemetery, and the Trenton Township Cemetery are in this land use category.

Recreational Land Uses

The land use plan map designates 212 acres for Recreational land uses, which is an increase of 34 acres over the area developed for such use in 2008. Recreational land uses include the Town Park adjacent to the Town Hall, Stockhausen Park, Wallace Lake public access, Sandy Knoll and Goeden County Parks, Blue Lotus Farm and Retreat Center, Seoul Creek Farm, and the West Bend Lakes Golf and Recreation area. The Triangle Y Ranch, owned by the YMCA, is designated for residential use on the 2050 land use plan map. Recreational uses may continue on the Triangle Y property regardless of whether the land is owned by the YMCA or another organization; however, if the land is eventually sold for nonrecreational uses it should be returned to agricultural use or developed for residential uses.

As noted in the Agricultural, Natural, and Cultural Resources Element (Chapter V) of the first edition of this plan, a neighborhood park should be provided within one mile of residents in areas developed at an urban density, which would include areas designated for Low- and Medium-Density Residential use on Map 11. The Town has developed a neighborhood park (Stockhausen Park) to serve urban residential areas in the northwestern portion of the Town. A neighborhood park should also be provided to serve planned urban

residential areas in the southwestern portion of the Town. The Town should consider preparing a park and open space plan to identify suitable locations for and facilities at neighborhood parks. Adoption of a Town park and open space plan by the Town Board would make the Town eligible to apply for State and Federal grants for acquiring and developing parks and recreational facilities. As an alternative, the Town may consider entering into agreements with the City of West Bend for the joint development and use of neighborhood parks.

Street and Highway Rights-of-Way

All existing Street and Highway Rights-of-Way (as of 2015) are shown on the land use plan map as a separate category. The Transportation Element (Chapter VIII) of the first edition of this plan provides additional information regarding planned transportation facilities in the Town. There are 765 acres, or about 4 percent of the Town, within existing Street and Highway Rights-of-Way, a decrease of 4 acres from the 2008 level. Land devoted to streets and highways may be expected to fluctuate over the life of the plan due to annexations, constructing streets to serve new development, and relocating or widening arterial streets.

Prime Agricultural Lands

Prime Agricultural lands in the Town consist of parcels 35 acres or larger that are covered by soils that are well suited for producing food and fiber and that occur in aggregate blocks of farmland or conservancy lands 100 acres or more in extent. Prime Agricultural lands shown on the land use plan map encompass 4,970 acres, or about 24 percent of the Town, a decrease of 444 acres from the 2008 level.

Environmental Corridors and Isolated Natural Resource Areas

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 natural resources. 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 help to avoid costly developmental problems such as flood damage, wet basements, and failing pavements.

Environmental corridors, more fully described in the Agricultural, Natural, and Cultural Resources Element (Chapter V) of the first edition of this plan, are linear areas in the landscape that contain concentrations of high-value natural resources, including woodlands, wetlands, natural areas, and critical species habitat sites as well as floodplains and steeply sloped areas where intensive development would be ill-advised. The primary environmental corridors shown on the land use plan map encompass 5,379 acres, or about 26 percent of the Town. The boundaries of the Town's primary environmental corridors were adjusted for the land use plan map based on the Commission's year 2015 land use inventory.

Where possible, this land use plan recommends that urban development be located entirely outside of primary environmental corridors. While calling for preservation of primary environmental corridors, this plan recognizes that in some cases very low-density residential development could occur on the upland portion of such lands (that is, outside surface water, wetlands, and floodplains) and outside areas of steep slopes (slopes of 12 percent or greater). In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within primary environmental corridors without jeopardizing their overall integrity. Guidelines for the types of development that may be accommodated within various component natural resource features of primary environmental corridors are set forth in Table 2. Even though these guidelines are not exhaustive, with good judgment they may be extended to, and be used for evaluating, proposals for similar types of development not specifically listed.

Secondary environmental corridors are generally located along intermittent streams or serve as links between segments of primary environmental corridors. Areas designated as Secondary Environmental Corridor occupy 434 acres, or about 2 percent of the Town, on the land use plan map. 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.

Table 2
Guidelines for Development Considered Compatible with Environmental Corridors and Isolated Natural Resource Areas

Component Natural Resource and Related Features Within Environmental Corridors ^a	Permitted Development																Rural Density Residential Development (see General Development Guidelines below)	Other Development (see General Development Guidelines below)
	Transportation and Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)													
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities ^b	Trails ^c	Picnic Areas	Family Camping ^d	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking	Buildings			
Lakes, Rivers, and Streams	-- ^e	-- ^{fg}	--	-- ^h	-- ⁱ	--	--	X	X	--	--	--	--	--	--	--	--	--
Riparian Buffer ^d	X	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--	--	--
Floodplain ^k	-- ^l	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--	--	--
Wetland ^m	-- ^l	X	--	--	X ⁿ	--	--	--	X	--	-- ^o	--	--	--	--	--	--	--
Wet Soils	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--	--	--
Woodland	X	X	X ^p	--	X	X	X	--	X	X	X	X	X	X	X ^q	X	X	X
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	-- ^r	--	--	--	--	X ^s	X	--	--	--	--	--	--	--
Prairie	--	-- ^g	--	--	-- ^r	--	--	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Historic Site	--	-- ^g	--	--	-- ^r	--	--	--	--	--	--	--	--	X	--	--	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--	-- ^q	--	--	--	--	--	--	--	--	--	--	--	--	--

Note: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary and secondary environmental corridors and isolated natural resource areas.

Under VISION 2050:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use—in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

GENERAL DEVELOPMENT GUIDELINES

- Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.

The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

Table continued on next page.

Table 2 (Continued)

- **Rural Density Residential Development:** Rural density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multifamily structures. When rural residential development is accommodated, cluster subdivision designs are strongly encouraged.
- **Other Development:** In lieu of recreational or rural density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis.

Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered homesites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.

- **Pre-Existing Lots:** Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the regional land use plan.

All permitted development presumes that sound land and water management practices are utilized.

FOOTNOTES

^a The natural resource and related features are defined as follows:

Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U. S. Geological Survey quadrangle maps.

Riparian Buffer: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 1 percent annual probability flood event.

Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.

Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Steep Slope: Includes areas with land slopes of 12 percent or greater.

Prairies: Includes open, generally treeless areas that are dominated by native grasses; also includes savannas.

Park: Includes public and nonpublic park and open space sites.

Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.

^b Includes such improvements as stream channel modifications and such facilities as dams.

^c Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

^d Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles that remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.

^e Certain transportation facilities such as bridges may be constructed over such resources.

^f Utility facilities such as sanitary sewers may be located in or under such resources.

^g Electric power transmission lines and similar lines may be suspended over such resources.

^h Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

ⁱ Bridges for trail facilities may be constructed over such resources.

^j Previous editions of these guidelines identified this category as "Shoreland," rather than "Riparian Buffer." Riparian buffers, as defined in footnote "a" of this table, typically would be located within a State-defined shoreland area (see Chapters NR 115 and NR 117 of the Wisconsin Administrative Code).

^k Consistent with Chapter NR 116 of the Wisconsin Administrative Code.

^l Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

Table continued on next page.

Table 2 (Continued)

^m Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

ⁿ Only an appropriately designed boardwalk/trail should be permitted.

^o Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

^p Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

^q Only if no alternative is available.

^r Only appropriately designed and located hiking and cross-country ski trails should be permitted.

^s Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC

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 occupy 677 acres, or about 3 percent of the Town, on the land use plan map. This 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.

The boundaries of environmental corridors and isolated natural resource areas are dependent on the location of wetlands and floodplains. The identification of wetlands is based on the Wisconsin Wetlands Inventory completed in 2010, and updated to the year 2015 as part of the regional land use inventory. Floodplains include areas adjacent to rivers, streams, and lakes that are inundated during the 1-percent-annual-probability (100-year recurrence interval) flood. The floodplains located within environmental corridors and isolated natural resource areas are based on floodplains identified by the Federal Emergency Management Agency (FEMA). Documentation for FEMA study reaches are summarized in the Washington County Digital Flood Insurance Rate Map and Flood Insurance Study, October 16, 2015. Floodplains in the Town are regulated under the Washington County Shoreland, Wetland, and Floodplain Ordinance.

Other Lands to be Preserved and Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas

In addition to the delineated environmental corridors and isolated natural resource areas, 319 acres, or about 2 percent of the Town, are identified as Other Lands to be Preserved. These areas mostly consist of floodplains within areas planned for urban development adjacent to existing environmental corridors and lands other than woodlands and wetlands owned by the Ozaukee Washington Land Trust. Consideration should be given to preserving such areas in essentially natural, open space use whenever practicable. Some of these lands may eventually be converted to, and reclassified as, environmental corridors as natural vegetation develops on these areas during the life of the plan. Floodplain areas are regulated under the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance, but limited development may be permitted in the flood fringe portion of the floodplain under the terms of the County ordinance (see Chapters II and V of the first edition of this plan for more information). The Town could choose to zone flood fringe areas to prohibit residential and other buildings in all floodplain areas.

Most wetlands are located within primary environmental corridors or isolated natural resource areas. Wetlands that are outside of such areas are designated in a separate category on the land use plan map. Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas encompass 216 acres, or about 1 percent of the Town, on the land use plan map. Wetlands are regulated under State and Federal laws. Wetlands in the shoreland area are also regulated by the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance. Development of wetlands, usually requiring them to be filled, is limited. Permits to allow development in wetlands generally require "mitigation," which requires creating new wetlands or restoring existing degraded wetlands. Mitigation may be required on the same development site or in a different location.

In addition to the Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas, certain other areas have been identified by the Natural Resources Conservation Service as farmed wetlands, which are subject to Federal wetland regulations.

Surface Water

The Surface Water land use category includes lakes, ponds, rivers, creeks, and streams. Surface waters and adjacent shoreland areas should be protected to maintain water quality. This land use category encompasses 361 acres, or about 2 percent of the Town, on the land use plan map.

Land Use Plan Category Updates

The following is a list of updates made to the year 2050 land use plan categories as part of this update to the Town's comprehensive plan based on discussion between Town officials and SEWRPC staff:

- Updates to the Primary Environmental Corridor, Secondary Environmental Corridor, Isolated Natural Resource Area, Other Lands to be Preserved, and Wetlands Outside of Environmental Corridors and Isolated Natural Resource Areas land use categories to reflect current floodplain and wetland information.

**RESOLUTIONS AND ORDINANCE ADOPTED
DURING THE PLAN UPDATE PROCESS
APPENDIX A**

TOWN OF TRENTON, WASHINGTON COUNTY, WISCONSIN

RESOLUTION NO. 2017.09.01

**ADOPTING PUBLIC PARTICIPATION PROCEDURES
FOR AMENDING THE COMPREHENSIVE PLAN FOR THE TOWN OF TRENTON**

WHEREAS, pursuant to Section 66.1001 of the *Wisconsin Statutes*, all units of government which enact or amend zoning, subdivision, or official mapping ordinances on or after January 1, 2010, must adopt a comprehensive plan; and

WHEREAS, the Town of Trenton adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the *Wisconsin Statutes* on April 1, 2009; and

WHEREAS, Section 66.1001(4)(a) of the *Wisconsin Statutes* requires that the Town Board adopt written procedures designed to foster public participation during the preparation or amendment of a comprehensive plan; and

WHEREAS, the Town Board of the Town of Trenton believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the comprehensive plan continues to reflect input from the public; and

WHEREAS, public participation procedures have been developed to foster public participation in the comprehensive plan amendment process.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Trenton hereby adopts the Public Participation Procedures for Amending the Comprehensive Plan attached hereto as Exhibit A to fulfill the requirements of Section 66.1001(4)(a) of the *Wisconsin Statutes*.

ADOPTED this 19th day of September, 2017.


Town Chair

Attest: 
Town Clerk

**PUBLIC PARTICIPATION PROCEDURES
FOR AMENDING THE COMPREHENSIVE PLAN:
TOWN OF TRENTON**

Introduction

On April 1, 2009, the Trenton Town Board adopted a Town comprehensive plan under Section 66.1001 of the *Wisconsin Statutes*, which is documented in a report titled "A Comprehensive Plan for the Town of Trenton: 2035." The comprehensive plan was prepared in accordance with a public participation plan adopted by the Town Board on October 19, 2004, that included activities to foster public participation in the preparation of the comprehensive plan. Under Section 66.1001(4)(a) of the *Wisconsin Statutes*, future amendments to the comprehensive plan must also be carried out in accordance with a public participation plan, adopted by the Town Board, designed to foster public participation in the amendment process. The balance of this document describes the process to be followed by the Town to foster public participation in the consideration of amendments to the comprehensive plan.

Part 1: Public Participation Activities and Procedures for Comprehensive Plan Amendments

1. Background Materials

The Town will provide opportunities for public review of materials describing all proposed amendments to the comprehensive plan, including the following:

- Printed copies of materials describing a proposed plan amendment will be made available at the Town Hall.
- Electronic copies of materials describing a proposed plan amendment may be posted on the Town website.
(Note to Towns. This is suggested for your consideration, but not a requirement)

2. Optional Public Informational Meeting

The Town Board, at its option, may schedule a public informational meeting to be held prior to the required public hearing. The public informational meeting will provide an opportunity for the public to review maps and other information relating to the proposed amendment. No formal procedures or notice requirements are required for the informational meeting; however, the Town will provide notice of the meeting through its website and through publication or posting.

3. Public Hearing

As required by Section 66.1001(4)(d), the Town will hold a public hearing on each proposed amendment to the comprehensive plan. The hearing may be held by the Plan Commission, Town Board, or jointly by the Plan Commission and Town Board. The hearing will include a presentation by the applicant describing the proposed plan amendment followed by an opportunity for the public to comment on the proposed amendment. The Town Plan Commission and Town Board will consider public testimony provided at the hearing and any written comments submitted to the Town prior to the hearing during their deliberations on the proposed plan amendment.

4. Notice of Public Hearing

The public hearing will be preceded by a Class 1 notice that is published or posted at least 30 days before the hearing is held. In accordance with Section 66.1001(4)(d), the notice will include the date, time, and place of the hearing; a brief summary of the proposed comprehensive plan amendment and/or a map illustrating the proposed amendment; a local contact who may be contacted for additional information on the proposed plan amendment and to whom written comments regarding the plan amendment may be submitted; and information regarding where and when the proposed plan amendment may be inspected before the hearing and how a copy of the proposed plan amendment may be obtained.

5. Notification to Interested Parties

The Town Clerk will provide a copy of the public hearing notice and the proposed amendment at least 30 days prior to the public hearing to any person who submits a written request to receive notice of a proposed

amendment under Section 66.1001(4)(f). The Town may charge a fee to cover the cost of providing such notice. In accordance with Section 66.1001(4)(e), the Town Clerk will also provide notice to nonmetallic mining operators within the Town; to persons who have registered a marketable nonmetallic mineral deposit within the Town; or to persons who own or lease property on which nonmetallic minerals may be extracted, if such person has requested notification in writing. The Town Clerk will maintain a list of persons who have submitted a written request to receive notices of public hearings under Sections 66.1001(4)(e)(3) and 66.1001(4)(f).

6. Plan Commission Recommendation

Following the public hearing, the Plan Commission will make a recommendation to the Town Board to approve, deny, or modify the proposed amendment. The Plan Commission's recommendation will be in the form of a resolution approved by a majority of the full membership of the Plan Commission.

7. Town Board Action

Following Plan Commission action, the Town Board will consider the amendment and the Plan Commission's recommendation and approve, deny, or refer the proposed amendment back to the Plan Commission. If approved, Town Board approval will be in the form of an ordinance adopted by a majority of the full membership of the Town Board.

8. Distribution of Plan Amendment

If approved by the Town Board, printed or electronic copies of the amendment will be sent by the Town Clerk to the parties listed in Section 66.1001(4)(b).

Part 2: Additional Procedures for Comprehensive Plan Amendments Requiring a Rezoning

In some cases, an amendment to a comprehensive plan may be needed in order for a proposed rezoning to be consistent with the plan. In such cases, the Town Board may allow the public notice and public hearing for the proposed plan amendment and rezoning to be combined, if a combined hearing is acceptable to the applicant. In such cases, the following procedures shall apply in addition to or in combination with those set forth in Part 1:

The notice of the public hearing shall be published and distributed in accordance with the procedures set forth in paragraphs 4 and 5 in Part 1; however, the public notice will include notification that the proposed rezoning will also be considered at the hearing. The notice will include any information required in a public notice for a rezoning by the Town zoning ordinance. The combined notice will constitute the first of the two (Class 2) public notices required for rezoning under the *Statutes*. The public notice will be published a second time one week after the first notice is published, unless a later time is specified in the zoning ordinance. The Town will also notify parties-in-interest as required by the Town zoning ordinance, and any parties that have filed a written request for rezoning notifications under Section 60.61(4)(f) of the *Statutes*.

The Plan Commission will consider and act on a proposed plan amendment before considering the requested rezoning, and a separate motion will be made for a recommendation to the Town Board on the plan amendment, followed by a motion to make a recommendation to the Town Board on the rezoning.

The Town Board will consider and act on a proposed plan amendment before considering the requested rezoning. A separate motion will be made for action on the plan amendment, followed by a motion to act on the rezoning. If approved, separate ordinances will be adopted for the plan amendment and for the rezoning.

Part 3: Optional Procedures

The Town Board, at its option, may approve additional public participation procedures or a separately-documented public participation plan to provide for public informational meetings, the formation of advisory committees, the conduct of public opinion surveys, and/or other procedures to obtain public input on a proposed plan amendment.

Resolution No. Z2017.11.01

**A RESOLUTION TO APPROVE AN AMENDMENT AND UPDATE TO
THE TOWN OF TRENTON COMPREHENSIVE PLAN**

WHEREAS, the Town of Trenton, Washington County, Wisconsin, pursuant to Sections 60.10(2)(c), 62.23, 61.35, 60.22(3), and 66.1001(4)(b) of the Wisconsin Statutes, adopted a comprehensive plan on March 17, 2009 as Chapter 177 of the Town code of ordinances; and

WHEREAS, the Town of Trenton is hereby amending the Town comprehensive plan to update land uses and information on planned parks, farmland preservation areas, arterial streets, and other changes that have occurred and to extend the design year of the plan to the year 2050, as set forth in Amendment No. One to the Town comprehensive plan; and

WHEREAS, the Town Plan Commission finds that the Town of Trenton comprehensive plan, with the proposed amendment, addresses all of the required elements specified in Section 66.1001(2) of the Statutes and that the comprehensive plan, with the proposed amendment, is internally consistent; and

WHEREAS, the Town has duly noticed and held a public hearing on the proposed amendment and plan update, following the procedures in Section 66.1001(4)(d) of the Statutes and the public participation procedures for comprehensive plan amendments adopted by the Town Board through Resolution No. 2017.09.01.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Statutes, the Town of Trenton Plan Commission hereby adopts this Resolution approving Amendment No. One as the 10-year update to the Town of Trenton Comprehensive Plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Town Board enact an ordinance adopting Comprehensive Plan Amendment No. One.

Adopted by the Town of Trenton Plan Commission this 14th day of November, 2017.

Ayes 6 Noes 0 Absent —


Chairperson Joseph Gonnering
Town of Trenton Plan Commission

Attest:

Secretary Barbara Davies
Town of Trenton Plan Commission

Ordinance No. 2017-11.01

**AN ORDINANCE TO ADOPT AN AMENDMENT AND UPDATE TO
THE TOWN OF TRENTON COMPREHENSIVE PLAN**

The Board of Supervisors of the Town of Trenton, Washington County, Wisconsin, do ordain as follows:

Section 1. Pursuant to Sections 60.10(2)(c), 62.23, 61.35, and 60.22(3) of the Wisconsin Statutes, the Town of Trenton is authorized to prepare, adopt, and amend a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Statutes.

Section 2. The Town Board, by the enactment of an ordinance, formally adopted the document titled, "Town of Trenton Comprehensive Plan: 2035," on March 17, 2009 as Chapter 177 of the Town code of ordinances.

Section 3. The Town Plan Commission, by a majority vote of the entire Plan Commission at a meeting held on November 14, 2017, adopted a resolution approving the amendment and recommending adoption of Amendment No. One by the Town Board as the 10-year update to the Town of Trenton comprehensive plan required by Section 66.1001(2)(i) of the Wisconsin Statutes.

Section 4. The Town of Trenton published a Class 1 public notice and held a public hearing on November 14, 2017 to obtain public comments regarding the comprehensive plan amendment and update.

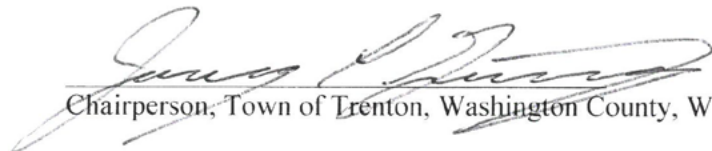
Section 5. The Town Board hereby adopts this Ordinance adopting Amendment No. One as the 10-year update to the Town of Trenton comprehensive plan.

Section 6. The Town Clerk is directed to send a copy of the plan update to the parties listed in Section 66.1001(4)(b) of the Statutes.

Section 7. This Ordinance shall take effect upon passage by a majority vote of the full membership of the Town Board and publication or posting as required by law.

Adopted by the Town of Trenton Board of Supervisors this 21st day of November, 2017.

Ayes 3 Noes 0 Absent —


Chairperson, Town of Trenton, Washington County, WI

Date Published/Posted: 12/1/17

Attest:


Clerk, Town of Trenton

DEC 04 2017