

# TOWN OF TRENTON



## COMPREHENSIVE PLAN 2009–2029

**ADOPTED — MARCH 2009**

# Town of Trenton / COMPREHENSIVE PLAN

**Town Board:** Richard Bunce — *Town Chairman*  
 Dennis Anderson — *Board Member*  
 Herbert Oberg — *Board Member*  
 David Johnson — *Board Member*  
 Lori Dodge — *Board Member*  
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*Comprehensive Plan prepared with the assistance of*  
 RUDD & ASSOCIATES

*Maps prepared by*  
 PIERCE COUNTY

## Preface

Why do towns have plans? Towns, like individuals, have limited resources with which to meet their responsibilities and accomplish their objectives. The main focus of this plan is to identify how resources can best be used for the benefit of citizens and property owners within the planning jurisdiction. For instance, the plan is developed to try to achieve the following goals:

- Preserve and protect prime agricultural land, important environmental resources, and the natural character of the landscape;
- Set aside enough land for permanent open space to serve the recreational needs of future residents;
- Identify site design approaches that will minimize both environmental impacts and costs of development while providing for safe, efficient living and working environments;
- Identify areas most appropriate for new residential growth that can be supported in a cost-effective manner by public services and facilities, and which will not pollute surface or groundwater resources or destroy the character of the area.

These goals illustrate that the plan strives to solve and avoid problems; create new opportunities for living, working, and recreating; and identify a pattern of compatible land uses that will meet future needs in a sensitive and cost-effective manner.

The comprehensive plan for the Town of Trenton sets forth a direction for the future development of the Town—guiding policy and decisions for residential areas, parks, and recreation facilities, commercial development, industrial centers, and traffic patterns and flow—in order to maintain an attractive environment. The process of developing the plan has been careful and deliberate, one in which officials and citizens have been involved; expressing their personal requirements, indicating their preferences in development direction, and participating in the formulation of the comprehensive plan goals.

Working hand-in-hand with “planning” is the legal concept and tool “zoning.” Often these two terms are incorrectly used interchangeably. Both terms will be used throughout this plan so it is important to place them in their proper context.

Before explaining the purpose of planning and zoning, it is important to distinguish the basic difference between the two. In general, planning can be defined as a scheme for making, doing, or arranging something. A town plan, in essence, sets the framework for future development based on a thorough assessment of existing conditions and goals and objectives for the future. It is a “policy” document that defines the future community environment. It is normally “comprehensive” in nature, whereby land use, major streets, facilities,

etc., are integrated into a unified scheme. Additionally, since the condition of the local economy is closely tied to a town's well being, the plan can serve, in part, to fulfill economic development objectives.

Zoning is the "legal" tool to control land use. There are other development control ordinances that supplement the zoning ordinance, such as subdivision regulations and sign controls. Specifically, a zoning ordinance regulates items relative to the use of land, height and size of buildings, size of lots, size of yards (building setbacks) and parking. It establishes definitions, standards and procedures for the Town's governing body to review and approve land developments.

Zoning should be based on a sound and rational plan. Statutes specifically require that a plan be prepared to support zoning controls, and case law reveals that land development regulations cannot be arbitrary and capricious. Hence, it is always in the best interest of a community to carefully consider its development objectives and adopt a plan that provides a strong foundation for its regulatory authority. Table A below provides a summary of the key features of a comprehensive plan and zoning.

TABLE A: **Summary of Planning and Zoning**

<b>Comprehensive Plan:</b>	
1.	Serves as a guide for decisions concerning the community’s physical development
2.	A comprehensive approach to a wide range of community needs and issues (i.e., land use, major streets, utilities, recreation, etc.)
3.	Has a longer range policy format coupled with short-term specific strategies
4.	Directs new growth into appropriate areas
5.	Forms the basis for the exercise of zoning and other development regulations (i.e., subdivision and sign codes)
<b>Zoning:</b>	
1.	Is a means to achieve community development objectives established through community’s planning process
2.	Regulates specific items relative to land development:
	a. use of land
	b. height and size of building
	c. size of lots
	d. yards and other open spaces
	e. parking
3.	Establishes definitions, standards and procedures for reviewing and approving land development
4.	Intended to preserve the public health, safety and welfare. Conserves the value of property and ensures neighborhood stability

The control of the use of land through zoning (supported by a plan) is essential to avoid incompatible uses, traffic congestion, environmental degradation, and other negative community impacts which are the inevitable results of no community development control. A reasonable, but relatively stringent, control is also important in promoting and encouraging private development. It is important so that an individual buying or building a home or investing money in a commercial or residential enterprise can proceed with confidence in what the future holds for the town’s land use pattern and, more importantly, its immediate surroundings.

Preparing a town plan is a structured process. In order for it to have community support, it is essential to have citizen input. The planning process for the Town of Trenton did not wait for citizen input at a public hearing once a plan was already developed. Rather, public input was solicited during the community workshop phase and a community-wide survey. Additionally, after goals and objectives were drafted and a concept plan was prepared, the Town residents were invited again to review and comment on findings and proposals.

# Introduction

## THE COMPREHENSIVE PLAN

A comprehensive plan is an official public record that outlines a local community's policies concerning its future development. It is adopted by ordinance, and is intended to offer support to the community when making future decisions regarding their physical development. The primary goals of this document are to outline general goals for attaining a desirable development pattern, devise objectives and policies the Town can follow to achieve its desired development pattern, all while meeting the state comprehensive planning law (Smart Growth). This law includes 14 local planning goals that are outlined below:

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels,
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

To be an effective document, the Town of Trenton needs to reference this plan when making any future decisions regarding development. New site plans should be reviewed against the comprehensive plan. Zoning revisions and administration should be based on the comprehensive plan. The goal of the plan is to provide a consistent and clear guide for the future of the Town of Trenton and its residents.

## **The Basis of the Comprehensive Plan**

As a foundation for planning, goals for the community were formulated to guide the preparation of the plan. Community goals are general statements that indicate the type of community that is desired. Objectives and strategies are more specific statements of purpose that are presented as a guide for public procedure and action.

From the beginning, the Town Plan Commission and the Town Board believed that a comprehensive plan and the process that creates it should reflect the needs and desires of the broad community.

Clearly, for the Town of Trenton, there is a growing awareness and appreciation for how managed and shared resources will determine the long-term quality of life in the community. The Town representatives know that planning can help preserve and maximize scarce resources, time, and money. But key questions still need to be addressed:

- How do you plan to achieve the quality of life that everyone wants with the resources available?
- How do you generate the revenues that are necessary to maintain public facilities, services, and programs?

These questions are being asked by many communities that are feeling the negative effects of unplanned or poorly planned growth. Unrestrained urban sprawl and the premature or ill-advised conversion of farmland to other uses often lead to a haphazard, unplanned pattern that places increased demands on municipal services and schools-eventually increasing the financial burden on taxpayers.

To address these concerns and to satisfy the elements required under Smart Growth, and to produce a plan that suits the long-term needs and goals of the Town, a work process was developed that emphasized public participation, input, and understanding. Public process facilitation and consensus building formed the critical foundation upon which all plan implementation was built.

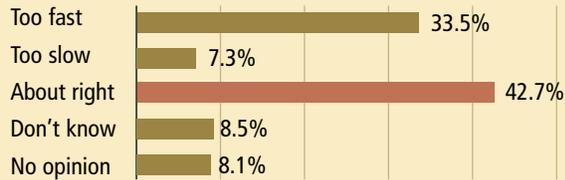
## **CITIZEN PARTICIPATION PLAN**

The Smart Growth law requires each plan to include a comprehensive citizen participation plan. A good participation process should offer citizens a range of participation options to have meaningful input into the process. Effective public input is critical for plan implementation; the more broad-based and enduring community support that is gained, the easier it will be to implement the plan. The Town Plan Commission and Town Board have adopted a citizen participation plan.

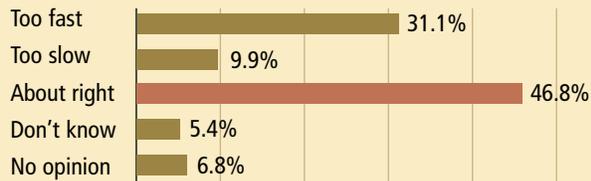
## **SURVEY 2007 – PIERCE COUNTY**

As part of the process for a county Smart Growth Plan, Pierce County conducted a countywide Community Attitudes Survey in January 2007. Highlights of responses from Trenton citizens are shown in the charts on the next two pages.

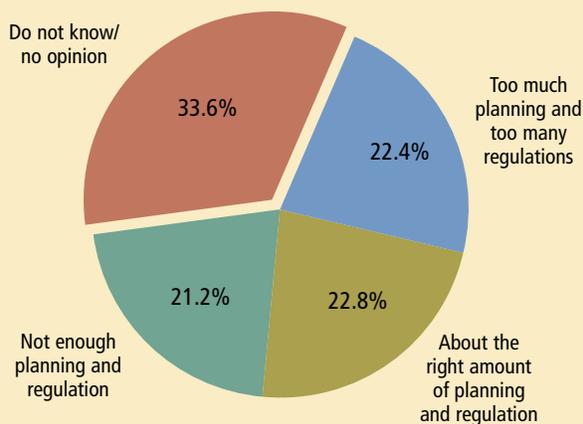
### How would you describe the pace at which development is occurring in PIERCE COUNTY?



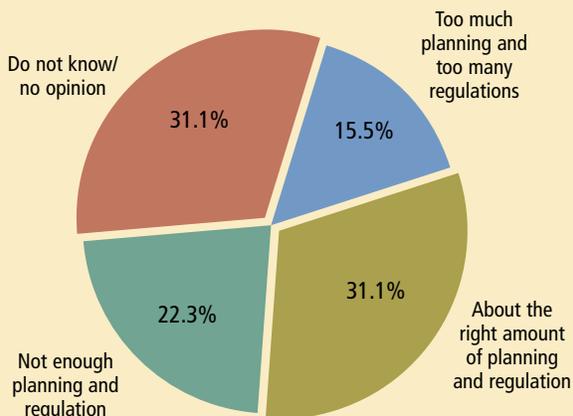
### How would you describe the pace at which development is occurring in the TOWN in which you live?



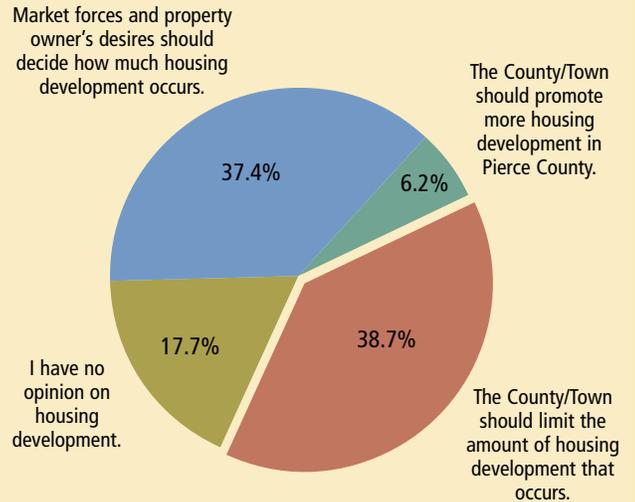
### How would you rate current efforts by PIERCE COUNTY to regulate and guide development?



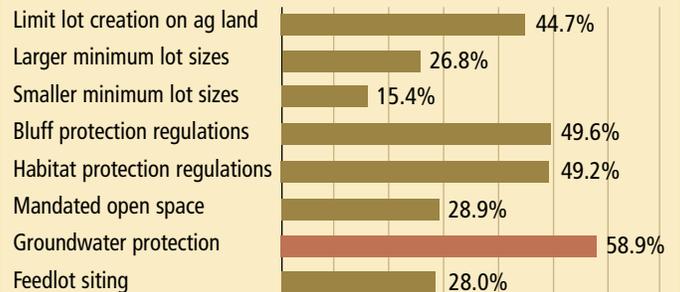
### How would you rate current efforts by your TOWN to regulate and guide development?



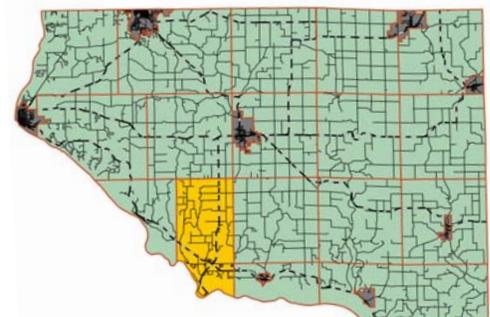
### Which of the following statements best reflects your opinion of where new housing should be located in the County?



### What additional land use regulation would you support?



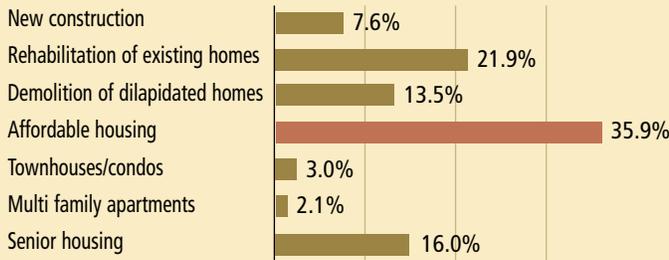
NOTE: Results are based on Town data only – survey excluded cities and villages.



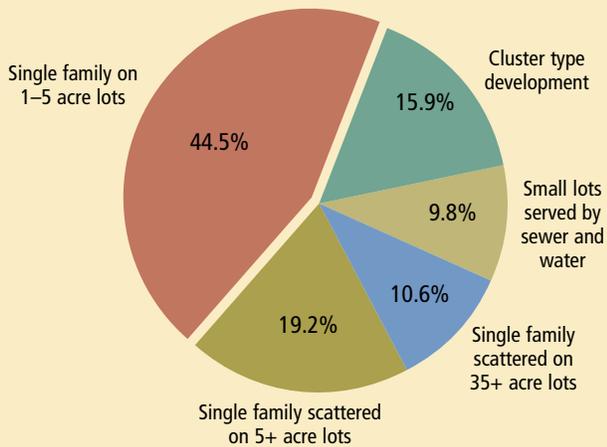
### Town of Trenton

Number of surveys mailed: 749  
 Number of surveys returned: 250  
 Response rate: 33.4%

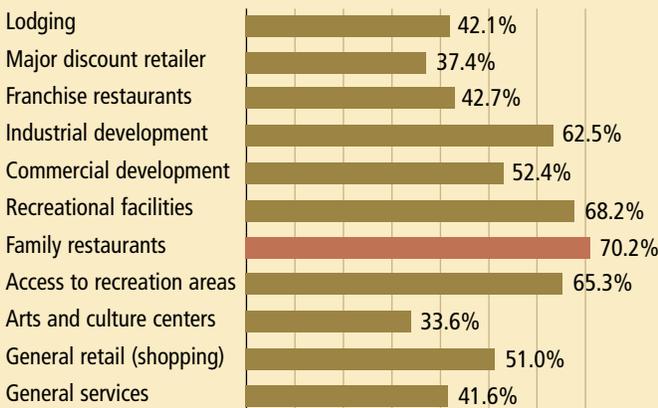
**What do you feel is the major housing need in the community?**  
RANK 1 RESPONSES:



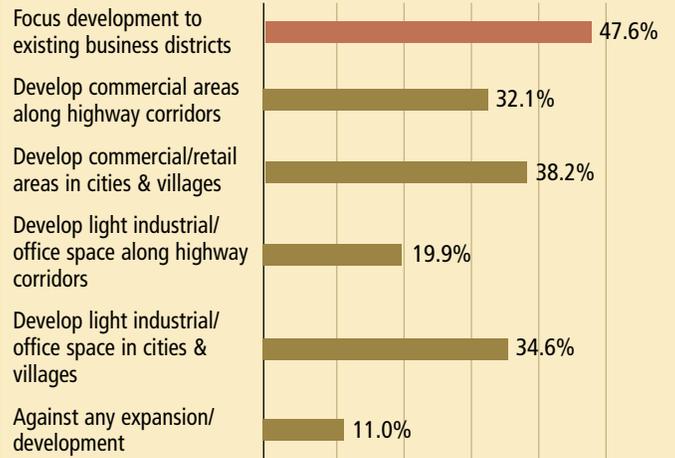
**Which of the following options best describes your ideas on the optimal size of parcels for new residential development?**



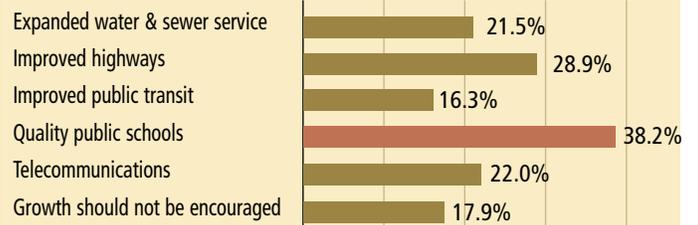
**Do you feel there is a need for more:**  
PERCENTAGE OF "YES" RESPONSES:



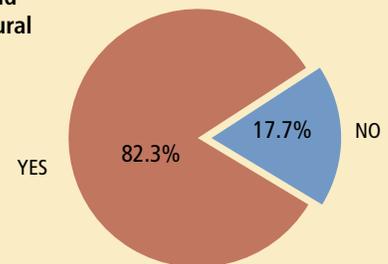
**What is your opinion of expanding/developing additional areas for commercial/industrial/retail use? (check all that apply)**



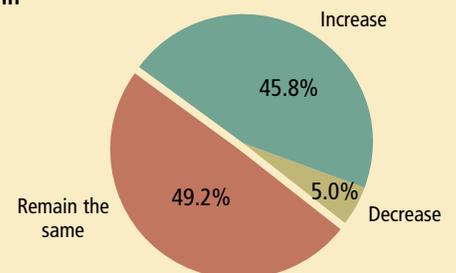
**If you feel growth should be encouraged, which of the following do you think would most help in bringing about growth?**



**Pierce County should encourage agricultural expansion and agri-development.**



**Should tourism in Pierce County:**



## **VISION STATEMENT**

The community developed a vision for the future and a series of goals, objectives, and policies to guide the future of the area.

Below is the vision statement of the community. The vision statement represents the fundamental expression of purpose, and is the point of reference for all decision-making. It establishes the broad ideal from which the goals and objectives outlined on the following pages derive.

### ***Town of Trenton Vision Statement***

The Town will continue to be a good healthy community to live in by maintaining and improving on its strengths and work on eliminating its weaknesses through responsible leadership by providing the quality of life consistent with the goals and objectives of the comprehensive plan with the flexibility to make changes to update and improve upon them as growth dictates to:

- provide a good quality living environment
- retain/preserve open space/natural resources
- promote planned and controlled/managed development
- encourage single-family residences with a non-residential balance to help offset costs/taxes
- coordinate efforts with surrounding communities and the county to maintain area hospitals, schools, emergency services, library, etc.
- build a sense of community
- balance individual property rights with the health, safety and welfare of the public by using methods available for appropriate land use and growth management tools.

## **ISSUES AND OPPORTUNITIES**

The “issues and opportunities” listed below were identified during the 2008 planning process.

### **Issues**

1. Quarries/Sandpits — Concern of loss of resources and potential damage to environment and ground water
2. Airport — Expansion will cause a loss of town tax base in addition to causing concerns about environment (noise, impact on flyways)
3. Lack of utility district to help attract commercial/industrial development to build tax base.
4. Lack of identified commercial/industrial sites.
5. Lack of more recreational opportunities on Mississippi River.

### **Opportunities**

1. Through the planning process, identify needs and wants of town citizens.
2. Opportunity to identify and preserve historic sites and buildings.
3. Opportunity to plan for more recreational development on Mississippi River.

# Chapter 1: ISSUES AND OPPORTUNITIES

## EXISTING CONDITIONS

This element provides an overview of the important demographic trends and background information necessary to create a complete understanding of the Town of Trenton. Section 66.1001 (Comprehensive Planning) of the Wisconsin Statutes requires this element to include a statement of overall goals, objectives, policies and programs for the 20-year planning period, as well as household and employment forecasts that are used to guide the development of this plan, and demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the governmental unit. Specific goals, objectives, and policies are included in each of the elements.

Table 1.1 illustrates the age distribution of Trenton residents by age group as compared to the County.

TABLE 1.1: **Population • Age Distribution (by percent)**

	Under 5 yrs	5 to 10 yrs	10 to 14 yrs	15 to 19 yrs	20 to 24 yrs	25 to 34 yrs	35 to 44 yrs	45 to 54 yrs	55 to 59 yrs	60 to 64 yrs	65 to 74 yrs	75 to 84 yrs	85 yrs & over
<b>Towns</b>													
Trenton	5.6	6.2	8.9	7.7	4.7	13.6	18.0	15.1	5.2	3.8	7.1	3.5	0.7
<b>Pierce County*</b>	5.7	6.7	7.4	10.4	11.2	12.1	16.0	13.3	4.2	3.4	4.8	3.5	1.3

\*Includes city and village data.

Source: U.S. Department of Commerce—Bureau of the Census

Table 1.2 shows the official population projections for the Town provided by the State Department of Administration (DOA).

TABLE 1.2: **Population Projections • 2000–2025**

	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025	High Rate of Growth Projection 2025**
<b>Towns</b>							
Trenton	1,737	1,785	1,845	1,893	1,946	2,010	2,817
<b>Pierce County*</b>	36,804	38,194	39,818	41,190	42,655	44,368	

\*Includes city and village data.

Source: Demographic Services Center, Wisconsin Department of Administration, January 2004

\*\* Based on average number of residential building permits issued between 1999 and 2004, divided by 5 (years), multiplied by 20 (years) X the average household size of an owner-occupied dwelling unit.

## Income Levels

Tables 1.3, 1.4, and 1.5 demonstrate the median and mean income generated by individual people, families, and households by Trenton and the County. It is possible to see that the median income at the county level is lower than the Town's.

Two income means are considered:

- ✓ Median Household Income is the average income for a household, which includes all the people who occupy a housing unit as their usual place of residence.
- ✓ Median Family Income is the average income of a group of two or more people who reside together and who are related by birth, marriage, or adoption.

TABLE 1.3: **Income Characteristics (2000 Population Census)**

	Percent of Total 1999 Town Resident Income From:				
	Median Household Income	Mean Household Income	Self-Employment	Salaries and Wage	Social Security Payments
<b>Towns</b>					
Trenton	\$53,229	\$62,379	4.4%	81.1%	8.7%
<b>PIERCE COUNTY</b>	\$49,375	\$58,302	14.3%	74.4%	5.4%

SOURCE: Program on Agricultural Technology Studies (PATs), UW-Madison

TABLE 1.4: **Household Median Income Trends**

	1979	1989	1999	% Change 1979-89	% Change 1989-1999
<b>Towns</b>					
Trenton	\$19,175	\$33,882	\$53,229	76.70%	57.10%
<b>Pierce County*</b>	\$16,801	\$30,520	\$49,551	81.66%	62.36%

\*Includes city and village data.

Source: U.S. Department of Commerce—Bureau of the Census

TABLE 1.5: **Family Median Income Trends**

	1979	1989	1999	% Change 1979-89	% Change 1989-1999
<b>Towns</b>					
Trenton	\$20,370	\$36,895	\$58,224	81.12%	57.81%
<b>Pierce County*</b>	\$19,848	\$35,677	\$58,121	79.75%	62.91%

*\*Includes city and village data.*

*Source: U.S. Department of Commerce—Bureau of the Census*

TABLE 1.6: **Household Poverty Trends**

	1979		1989		1999	
	No. in Poverty	% in Poverty	No. in Poverty	% in Poverty	No. in Poverty	% in Poverty
<b>Towns</b>						
Trenton	57	3.51%	48	3.05%	98	5.6%
<b>Pierce County*</b>	3,226	10.36%	3,183	10.42%	2,652	7.7%

*\*Includes city and village data.*

*Source: U.S. Department of Commerce—Bureau of the Census*

## **Chapter 2: HOUSING**

### **INTRODUCTION**

Local government has the power to regulate individual parcels of land and to levy taxes on those parcels. In return for these revenues, local government provides services for the users of the land. Local governments are constantly faced with determining what services are in demand, and given local budget constraints, what services are preferred. Both the provision of services and the regulation of land come under the general heading of public welfare and safety.

Different land uses generate demands for different services. The issue here is housing. While population and density may determine the aggregate level of demand, the configuration and location of dwelling units may determine how, where, and at what cost services may be delivered. Schools, streets, traffic control, ambulance, refuse collection (solid waste), and police and fire protection are among the services that typically must be provided to residential areas. Because local governments can also regulate land-use, they have a means by which they may intervene, and to some extent, pattern the effective demand and costs for these services. Housing is a major land use category in most communities. It is a major source of revenues. This is why housing is an important element in comprehensive plans.

It is not enough to regulate land on the basis of the supply and demand of public services. Looking out for the public welfare includes seeing that everyone is housed decently and treated fairly. Local government regulation should attempt to insure that no one is excluded from this goal.

Given the size of Pierce County's population and employment base, the western portion of the county may be viewed as a single housing market. In actuality, the county's housing is in competition with housing in neighboring counties. But for the purposes of this plan, the county focus would seem wide enough. The largest population center in the area is Minneapolis/St. Paul, Minnesota. Because of the geographic proximity and the employment base in the Twin Cities, it is reasonable to assume that housing in the Town is directly tied to that area's housing market. In other words, for some households in the local housing market, the Town's housing offers a reasonable alternative to Twin Cities metro area housing.

## **HOUSING GOALS, OBJECTIVES, AND POLICIES**

### Goals:

1. Limit future residential development to those areas best suited for development, where infrastructure is presently located, or can be economically provided.
2. Encourage a variety of housing alternatives for all ages, family sizes, life styles, and income distinctions.

### Objectives:

1. Increase the variety in housing stock so that types and prices of housing can satisfy the needs and preferences of a wide variety of residents while maintaining the single-family detached dwelling as the primary form of housing.
2. Encourage creative development in residential subdivisions so as to provide more cost efficient public services and energy efficiency.

### Policies:

1. A mixture of housing should be encouraged to provide a variety of cost and housing types as well as flexibility in design and site planning.
2. The Town should require all new housing to meet or exceed minimum dwelling unit square footage in accordance with the Wisconsin Uniform Dwelling Code.
3. Housing may be clustered (higher density in clusters, same overall density) whenever necessary to preserve natural amenities, to provide open space, and to achieve greater distance between housing and external problem areas (such as major highways, railroads, industry, etc.).
4. Create review standards for the Town to evaluate a new housing development's proximity to existing residential areas. The result should be housing clusters rather than scattered development throughout the Town
5. Create development review standards to determine how housing developments impact traffic generation and congestion, and travel patterns.
6. Create development review standards to allow only developments that are adequately designed with respect to the topographical and drainage conditions of the proposed area.

## **EXISTING CONDITIONS**

The housing background report was prepared pursuant to Section 66.1001 (Comprehensive Planning of the Wisconsin Statutes. Section 66.1001 requires the housing element to include a compilation of objectives, policies, goals, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.

## Housing Occupancy

Housing occupancy is typically described in terms of a community's housing vacancy rate. The vacancy rate, which is the number of housing units vacant and available divided by the total number of units, is an important measure of whether the housing supply is adequate to meet demand. It is important to note that some amount of vacancy is necessary for a healthy housing market. According to HUD, an overall vacancy rate of roughly 3% is considered best. This rate allows consumers adequate choice.

TABLE 2.1: **Housing Occupancy, 2000**

	Total Housing Units	Owner-occupied	Renter-occupied	Vacant Units
<b>Towns</b>				
Trenton	647	581	66	0
<b>Pierce County</b>	13,493	9,514	3,501	478

Source: U.S. Bureau of the Census, 2000

## Housing Characteristics

Table 2.2 shows Trenton (2.68) has a smaller average owner-occupied household size than the County (2.79).

TABLE 2.2: **Average Household Size**

	Owner-occupied Units	Renter-occupied Units
<b>Towns</b>		
Trenton	2.68	2.71
<b>Pierce County*</b>	2.79	2.26

\*Includes city and village data.

Source: U.S. Census, 2000

## Housing Characteristics

Table 2.3 shows the distribution of units per structure as a percentage of the Town and County's total housing structures.

Table 2.4 illustrates that Trenton's housing stock is largely comprised of units built prior to 1980, based on U.S. Census 2000 data.

TABLE 2.3: **Housing Units by Type**

	Single Family		Two Family		Multi-Family		Mobile Home	
	No.	%	No.	%	No.	%	No.	%
<b>Towns</b>								
Trenton	606	87.3%	9	1.7%	0	0%	57	8.2%
<b>Pierce County*</b>	10,072	74.6%	656	4.9%	1,949	14.4%	806	6.0%

\*Includes city and village data.

Source: U.S. Census, 2000

TABLE 2.4: **Housing Stock • Year Structure Built**

	1939 or earlier		1940 to 1959		1960 to 1969		1970 to 1979		1980 to 1989		1990 to 1994		1995 to 1998		1999 to March 2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Towns</b>																
Trenton	171	24.6%	76	11.0%	120	17.3%	148	21.3%	64	9.2%	42	6.1%	46	6.6%	27	3.9%
<b>Pierce Cty*</b>		27.2%		10.9%		9.6%		18.3%		14.9%		7.2%		9.4%		2.4%

\*Includes city and village data.

Source: U.S. Census, 2000

## Housing Values

Table 2.5 shows the median value of a residence in Trenton is lower than the median value in the County.

TABLE 2.5: **Housing Trends • Median Value of Owner-Occupied Units**

	1980	1990	2000	% Change 1980–90	% Change 1990–00
<b>Towns</b>					
Trenton	\$45,900	\$59,700	\$112,700	30.1%	88.8%
<b>Pierce County*</b>	\$47,900	\$65,500	\$123,100	36.7%	87.9%

\*Includes city and village data.

Source: U.S. Department of Commerce—Bureau of the Census

## Affordability of Housing

Does the supply of housing and its pricing match the ability of households to buy? Tables 2.6 and 2.7 illustrate the percent of income owners and renters apply for housing costs. A recognized HUD standard for housing expenses is 30% or less of household income.

TABLE 2.6: **Selected Monthly Owner Costs as a Percentage of Household Income (1999)**

	Less than 15.0%	15.0 to 19.9%	20.0 to 24.9%	25.0 to 29.9%	30.0% to 34.9%	35.0% or more
<b>Towns</b>						
Trenton	44.6%	17.4%	14.0%	5.0%	6.1%	12.9%
<b>Pierce County*</b>	34.4%	18.1%	18.1%	11.6%	5.5%	12.3%

*\*Includes city and village data.*

Source: U.S. Census, 2000

TABLE 2.7: **Gross Rent as a Percentage of Household Income (1999)**

	Less than 15.0%	15.0 to 19.9%	20.0 to 24.9%	25.0 to 29.9%	30.0 to 34.9%	35.0% or more	Not Computed
<b>Towns</b>							
Trenton	34.9%	15.9%	12.7%	3.2%	7.9%	14.3%	11.1%
<b>Pierce County*</b>	24.2%	19.6%	14.9%	9.2%	5.0%	21.5%	5.6%

*\*Includes city and village data.*

Source: U.S. Census, 2000

## Housing Projections

Tables 2.8, 2.9, and 2.10 show projected household trends based on forecasted populations and average household size.

TABLE 2.8: **Housing Trends • Number of Housing Units**

	1970	1980	1990	2000	% Change 1970–80	% Change 1980–90	% Change 1990–00
<b>Towns</b>							
Trenton	462	607	610	671	31.4%	0.5%	10.0%
<b>Pierce County*</b>	7,826	10,354	11,536	13,493	32.3%	11.4%	17.0%

\*Includes city and village data.

Source: U.S. Department of Commerce—Bureau of the Census

TABLE 2.9: **Household Projections • 2000–2025**

	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
<b>Towns</b>						
Trenton	647	680	721	755	789	822
<b>Pierce County*</b>	13,015	13,829	14,782	15,656	16,539	17,339

\*Includes city and village data.

Source: Demographic Services Center, Wisconsin Department of Administration, January 2004

TABLE 2.10: **Housing Tenure**

	Occupied Housing Units		Owner-occupied Units		Renter-occupied Units	
	No.		No.	%	No.	%
<b>Towns</b>						
Trenton	647		581	89.8%	66	10.2%
<b>Pierce County*</b>	13,015		9,514	73.1%	3,501	26.9%

\*Includes city and village data.

Source: U.S. Census, 2000

TABLE 2.11: **Population Trends**

	1960	1970	1980	1990	2000	% Change 1960–70	% Change 1970–80	% Change 1980–90	% Change 1990–00
<b>Towns</b>									
Trenton	994	1,286	1,624	1,583	1,737	29.4%	26.3%	-2.5%	9.7%
<b>Pierce County*</b>	22,503	26,652	31,149	32,765	36,804	18.4%	16.9%	5.2%	12.3%

\*Includes city and village data.

Source: U.S. Dept. of Commerce, Bureau of the Census

TABLE 2.12: **Year Householder Moved Into Unit**

	1969 or earlier		1970 to 1979		1980 to 1989		1990 to 1994		1995 to 1998		1999 to March 2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Towns</b>												
Trenton	87	12.9%	90	13.4%	125	18.6%	110	16.4%	153	22.8%	107	15.9%
<b>Pierce County*</b>	1	10.2%	1	11.0%	1	16.2%	1	17.0%	1	27.6%	1	18.0%

\*Includes city and village data.

Source: U.S. Census, 2000

TABLE 2.13: **Housing Unit Values • Owner-Occupied (1999)**

	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$299,999	\$300,000 to \$499,999	\$500,000 to \$999,999	\$1,000,000 or more	Median
<b>Towns</b>									
Trenton	1.6%	34.6%	48.0%	9.2%	3.7%	2.1%	0.8%	0%	\$112,700
<b>Pierce County*</b>	4.2%	29.3%	36.9%	16.4%	9.5%	3.3%	0.3%	0%	\$123,100

\*Includes city and village data.

Source: U.S. Department of Commerce—Bureau of the Census

## **HOUSING AGENCIES AND PROGRAMS**

### **WHEDA Home Ownership Mortgage Homes (HOME)**

The Wisconsin Housing and Economic Development Authority (WHEDA) provides Home Ownership Mortgage Loans (HOME). The objective is to provide low interest, fixed rate mortgage loans to help low and moderate income individuals and families buy a home with below market rate interest. Eligible applicants include first-time homebuyer, a purchaser of property in a targeted area, or renovation of older home. The homebuyer must meet current income requirements and have stable income and credit history.

### **WHEDA Home Improvement Loans**

WHEDA provides Home Improvement Loans. The objective is to provide affordable home improvement loans to low and moderate income homeowners. Eligible applicants include homeowners with good employment credit histories whose income is within current guidelines. The loans range from about \$1,000 to \$15,000 for 1-15 years.

### **WHEDA Paint & Fix-Up Grant**

WHEDA provides a Paint and Fix-Up Grant. The objective of this grant is to provide financial assistance to communities for painting and fixing up homes in specific neighborhoods. All communities are eligible to receive the grant. Two grants up to \$300 each for painting and repair, respectively, are available.

### **Wisconsin Department Of Housing And Intergovernmental Relations—Bureau of Housing**

More than \$40 million is distributed annually to improve the supply of affordable housing for Wisconsin residents. The Bureau of Housing is involved in the following programs:

- Administers federal housing funds such as Home Investment Partnerships (HOME) and Community Development Block Grants (CDBG)
- Administers a variety of programs for persons with Special Needs (Homeless)
- Provides state housing funds through local housing organizations
- Coordinates housing assistance programs with those of other state and local housing agencies
- Develops state housing policy and provides housing information and technical assistance

## **Chapter 3: TRANSPORTATION**

### **INTRODUCTION**

The transportation system of a community supports its economy, thus offering opportunities for residents and visitors. A community's standard of living is enhanced by a solid, well-planned transportation system. It results in many safety and social benefits, as well as long term cost savings for the community. All these things help make the community a desirable place to live.

This chapter will first inventory all the different modes of transportation within the Town limits, as well as other modes that influence the Town from outside its limits. The existing transportation system will then be reviewed by looking at such things as road classification systems.

A community's transportation infrastructure supports the varied needs of its residents, local businesses, visitors, and through-traffic. The Transportation section summarizes the transportation system and, based on local input, provides a 20-year jurisdictional plan that can serve as a resource guide and implementation tool.

## **TRANSPORTATION GOALS, OBJECTIVES, AND POLICIES**

### Goals:

1. To provide for safe, convenient, and efficient movement of people and goods to and throughout the Town.
2. To provide a transportation system that is designed and maintained to encourage development in accordance with the Town's Comprehensive Plan.
3. Establish and maintain a safe, orderly, and efficient transportation system. Balance traffic flow and safety issues with community quality of life, and the rural and/or residential character of much of the Town.

### Objectives:

1. To enhance and maintain the traffic carrying capability of the Town's roadway system through appropriate subdivision, zoning, land use, and access controls.
2. Monitor airport improvements.
3. Coordinate with WisDot access management on corridor issues.

### Policies:

The following recommendations are designed to maintain the Town's existing transportation infrastructure and to minimize the need for any new transportation facilities or expansions:

1. Limit the construction of new or extended Town roads as long as the existing agricultural and low density residential development remains in place.
2. Maintain Town roads and rights-of-way to limit visual obstacles and encourage the County to maintain roads under its jurisdiction in the same manner.
3. Consider creating traffic and access circulation criteria that all new development must meet, such as:
  - a. Each lot, structure, or other land use within the new development has adequate access to a public street.

- b. The proposed development, vehicular access points, and parking arrangement do not create traffic congestion on the roads surrounding the proposed development. If such congestion seems likely to occur, surrounding roads should be improved to accommodate development.

## **EXISTING CONDITIONS**

This element includes a compilation of background information, maps and programs to guide the future development and maintenance of various modes of transportation in and immediately around the Town of Trenton. The element also reviews state and regional transportation plans and programs as required under Wisconsin Statutes Chapter 66.1001.

### **Existing Transportation Facilities**

A variety of transportation facilities serve the area and its surrounding environs. These include the local street network, rails, access to air and water transport, and other facilities.

#### ***Local Roadway Network***

The street network shapes access and circulation through the County. Public streets in the area are classified by their primary function, as described below:

- **Principal Arterials** – Serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers.
- **Minor Arterials** – Provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors.
- **Collectors** – Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of like development and traffic density, the collector system may include the street grid that forms the basic unit of traffic circulation.
- **Local Streets** – Local streets primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility and through traffic movement on this system is usually discouraged.

### ***Highways***

Two main roadways, STH 35, a National Scenic Highway, and STH 63 support the Town of Trenton. In researching the Wisconsin Department of Transportation (DOT) Web site for the next five years, the only published changes to these roadways are in relation to bridges and retaining walls. Plans are underway to install signal lights at the STH 63 and STH 35 intersection. This may include making STH 63 four lanes between the bridge at Red Wing and the top of Hager hill.

Currently two lane highways can accommodate 13,500 vehicles per day.

### ***County Roads***

County roads in Trenton include: K, KK, O, OO, VV.

### ***Town Roads***

Trenton has 52 miles of town roads.

TABLE 3.1: **Functional Classification and Mileage of Local Roads**

	Gross Miles	County Miles	Municipal Miles	County Jurisdiction:			Municipal Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
<b>Towns</b>									
Trenton	65.62	13.61	52.01		9.93	3.68			52.01
<b>Pierce County</b>		248.38		7.78	194.26	46.34			

SOURCE: State of Wisconsin, Department of Transportation, 2005

TABLE 3.2: **Road Functional Classification • Pierce County**

ROAD CLASSIFICATION	QUALIFYING ROADS
<b>Principal Arterials</b> serve urban areas with populations greater than 5,000 and may be interstate highways, freeways, expressways, four-lane divided highways, or two-lane highways. Cross traffic is usually accommodated at-grade, with or without signalized intersections. If intersections are not signalized, through-traffic on the Principal Arterial is given preference	63
<b>Minor Arterials</b> serve cities, communities, and other major traffic generators in combination with Principal Arterials. They carry moderate length neighborhood trips and channel traffic from collectors and local streets to Principal Arterials. They may include four-lane divided highways, two-lane highways, and county trunk highways. They are designed to carry traffic and provide access to abutting property. Cross traffic is accommodated with at-grade intersections without signals.	10, 35, 29, 65
<b>Major Collectors</b> provide service to moderate sized communities and intra-area traffic generators, linking them to larger population centers and higher-function highways. Many county trunk highways fall into this classification.	72, CC, S, X, 128, B, O, H, M, E, U, G
<b>Minor Collectors</b> carry traffic from local roads and link smaller communities with higher-function roads. Minor Collectors provide service to smaller communities and rural areas.	O, OO, FF

SOURCE: Pierce County

## Water

The DNR owns and maintains a public boat ramp near STH 63 in the Hager City area.

## Rail Freight

A two-line rail system follows along the river on the southern part of the Town of Trenton. Between 15 and 40 freight trains use the tracks in the Town of Trenton in a 24-hour period.

TABLE 3.3: **Railway Service • Pierce County**

NAME	LOCATION
<b>RAILWAY SERVICE</b>	
Burlington Northern	Prescott, WI
Burlington Northern Inc. Depot	Bay City, WI
Chicago North Western Transportation Co.	Hastings, MN
St. Croix-Tower Milwaukee-Burlington	Hastings, MN
Wisconsin Central Ltd.	New Richmond, WI

## Air Transportation

The nearest airport supporting the Town of Trenton is the Red Wing Airport. A proposed expansion is for a 5,000 ft. runway that is capable of handling corporate jets.

TABLE 3.4: **Airports • Pierce County and Vicinity**

NAME	LOCATION	SCHEDULED SERVICE
<b>AIRPORTS</b>		
Red Wing Regional Airport	Bay City, WI	No
St. Paul Downtown	St. Paul, MN	No
Chippewa Valley Regional	Eau Claire, WI	Yes
Mpls./St. Paul International	Bloomington, MN	Yes
Menomonie	Menomonie, WI	No
Rochester	Rochester, MN	Yes

## **Passenger Rail**

Passenger service is provided by Amtrak in Minneapolis/St. Paul and Red Wing, Minnesota.

## **Biking**

There are no bike trails in the Town. However, county roads K, KK, O, and OO have been identified as “best conditions for bicycling.” Also, the 2003–2023 Pierce County Bicycle Plan proposes that a paved shoulder be constructed on CTH 0 for bicycles.

TABLE 3.5: **Transportation • Journey to Work, 2000**

PERCENT

<b>Town of Trenton</b>	
<b>MEANS OF TRANSPORTATION AND CARPOOLING</b>	
Workers 16 and over	100.0%
Car, truck or van	94.4%
Drove alone	85.8%
Carpooled	8.6%
In 2-person carpool	7.3%
In 3-person carpool	1.1%
In 4-person carpool	0.2%
In 5- or 6-person carpool	0
In 7- or-more-person carpool	0
Workers per car, truck, or van	1.05 persons
Public Transportation	0
Bus or trolley bus	0
Streetcar or trolley car	0
Subway or elevated	0
Railroad	0
Ferryboat	0
Taxicab	0
Motorcycle	0
Bicycle	0
Walked	1.1%
Other means	0.2%
Worked at home	4.3%
<b>TRAVEL TIME TO WORK</b>	
Workers who did not work at home	100.0%
Less than 19 minutes	12.3%
10 to 14 minutes	20.3%
15 to 19 minutes	22.8%
20 to 24 minutes	11.6%
25 to 29 minutes	6.8%
30 to 34 minutes	8.8%
35 to 44 minutes	3.8%
45 to 59 minutes	5.4%
60 to 89 minutes	5.2%
90 or more minutes	2.8%
Mean travel time to work (minutes)	23.7 minutes
<b>TIME LEAVING HOME TO GO TO WORK</b>	
Workers who did not work at home	100.0%
5:00 to 5:59 a.m.	18.2%
6:00 to 6:29 a.m.	10.1%
6:30 a.m. to 6:59 a.m.	10.3%
7:00 to 7:29 a.m.	14.1%
7:30 to 7:59 a.m.	11.4%
8:00 a.m. to 8:29 a.m.	6.5%
8:30 to 8:59 a.m.	3.1%
9:00 to 11:00 a.m.	2.6%
12:00 to 3:59 p.m.	9.9%
All other times	13.9%

PERCENT

<b>PIERCE COUNTY*</b>	
<b>MEANS OF TRANSPORTATION AND CARPOOLING</b>	
Workers 16 and over	100.0%
Car, truck or van	86.7%
Drove alone	75.1%
Carpooled	11.6%
In 2-person carpool	9.2%
In 3-person carpool	1.1%
In 4-person carpool	0.5%
In 5- or 6-person carpool	0.3%
In 7- or more-person carpool	0.5%
Workers per car, truck, or van	1.08 persons
Public Transportation	0.4%
Bus or trolley bus	0.2%
Streetcar or trolley car	0
Subway or elevated	0
Railroad	0
Ferryboat	0
Taxicab	0.1%
Motorcycle	0.1%
Bicycle	0.3%
Walked	6.5%
Other means	0.4%
Worked at home	5.6%
<b>TRAVEL TIME TO WORK</b>	
Workers who did not work at home	100.0%
Less than 19 minutes	23.8%
10 to 14 minutes	11.3%
15 to 19 minutes	10.6%
20 to 24 minutes	10.5%
25 to 29 minutes	5.7%
30 to 34 minutes	10.6%
35 to 44 minutes	8.5%
45 to 59 minutes	11.7%
60 to 89 minutes	5.6%
90 or more minutes	1.8%
Mean travel time to work (minutes)	25.1 minutes
<b>TIME LEAVING HOME TO GO TO WORK</b>	
Workers who did not work at home	100.0%
5:00 to 5:59 a.m.	12.1%
6:00 to 6:29 a.m.	10.9%
6:30 a.m. to 6:59 a.m.	11.2%
7:00 to 7:29 a.m.	12.5%
7:30 to 7:59 a.m.	11.4%
8:00 a.m. to 8:29 a.m.	7.6%
8:30 to 8:59 a.m.	3.4%
9:00 to 11:00 a.m.	6.3%
12:00 to 3:59 p.m.	11.4%
All other times	13.2%

\*Includes city and village data.

Source: U.S. Department of Commerce—Bureau of the Census, 2000

TABLE 3.6: **Trucking Companies • Pierce County**

NAME	LOCATION
<b>TRUCKING COMPANIES</b>	
Betterndorf Transfer Inc.	River Falls, WI
Conzemius Co.	Prescott, WI
DEM Federated Co-Op Transport	Ellsworth, WI
Daniel Miller Trucking	Prescott, WI
Frazier LJ Trucking	Ellsworth, WI
HDL Transport	Maiden Rock, WI
Hager City Express	Hager City, WI
K & D Transport	Spring Valley, WI
Knudsen Trucking Inc	Hager City, WI Ellsworth, WI
Madison Freight Systems, Inc.	River Falls, WI
Mid States Express	River Falls, WI
Moelter Grain Inc	River Falls, WI
Monson Trucking Inc	Ellsworth, WI
Morrison Trucking	Hager City, WI
Murphy CW Freight Line Inc	Hager City, WI
Peterson Trucking	Ellsworth, WI
R & F Co	River Falls, WI
Ship It Express Inc.	Prescott, WI
St. Croix Valley Transport Inc.	Prescott, WI
TMW Transport Inc	River Falls, WI
Wilson Dedicated Services	Bay City, WI

TABLE 3.7: **2004-2009 Six Year Highway Improvement Program • Pierce County**

Project Title	Year	Project Description
Hastings-Prescott (St. Croix RV BR-847-0040)	2005	This project will repair and upgrade the electrical, mechanical and hydraulic systems on the St. Croix River bascule bridge.
SHRM-Prescott-Ellsworth (STH 29-USH 63)	2005	Diamond grind the existing concrete pavement to provide a safer and smoother riding surface.
HES:USH 10, CTH C Intersection	2005	This safety project will improve intersection geometrics and construct bypass and turning lanes.
River Falls-Spring Valley (Van Buren Rd-Cleveland St.)	2006	Construct paved pedestrian/bike path adjacent to STH 29
River Falls-Spring Valley (USH 63-CTH CC)	2005	Mill to remove old roadway surface and replace with new asphaltic pavement.
SHRM-Prescott-River Falls (US 10-Cemetery Rd.)	07-09	Diamond grind the existing concrete pavement to provide a safer and smoother riding surface.
Nelson-HAGRCTY (So. Maiden Rock-385 <sup>th</sup> )	07-09	This project will repair or reconstruct retaining walls adjacent to the highway.
Red Wing-Ellsworth (Mississippi River-USH 10)	07-09	Resurface existing roadway with new asphaltic pavement.
HES:USH 63, CTH VV & 150 <sup>th</sup> Ave. Intersection	2005	This safety improvement project will construct dedicated turning lanes and install signal lights.
HES:Red Wing-Ellsworth (STH 35 Intersection)	2005	This project will improve intersection safety by adding turning lanes and traffic signals.
Ellsworth-River Falls (Cairns St.-920 <sup>th</sup> St.)	2006	This safety project will improve intersection geometrics and construct bypass and turning lanes.

Source: Wisconsin Department of Transportation, 2005

## **TRANSPORTATION PROGRAMS**

### **State and Regional Transportation Plans**

Wisconsin Statutes §66.1001(2)(c) requires communities to compare the local governmental units objectives, policies, goals and programs to state and regional transportation plans. It also requires communities to incorporate applicable state, regional and other transportation plans into their Comprehensive Plan. This section satisfies this statutory requirement. The Town of Trenton's Transportation Element goals, objective, policies, and programs are consistent with and implement all relevant sections of the following plans and programs:

#### **Wisconsin Bicycle Transportation Plan 2020**

The Wisconsin Department of Transportation (WisDOT) completed the Wisconsin Bicycle Transportation Plan 2020 in 1998. This Plan establishes WisDOT goals, objectives, and policies for both intercity and urban and suburban bicycling, and recommends strategies and actions for WisDOT, local governments, and others to take to implement the plan. The two primary goals of the plan are to double the number of trips made by bicycles and to reduce bicyclist-motorist crashes by at least 10 percent by the year 2010. More specifically, it seeks to improve bicycle access to major destinations along arterial and collector streets.

#### **2002–2008 Transit Improvement Program**

The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and include at least three years of programming.

#### **The Wisconsin Pedestrian Policy Plan 2020**

The Wisconsin Pedestrian Policy Plan 2020, created by the Wisconsin Department of Transportation (WisDOT), was established to make pedestrian travel a viable, convenient and safe transportation choice throughout Wisconsin. While the Policy Plan primarily aims to minimize the barrier to pedestrian traffic flow from State Trunk Highway expansions and improvements, it provides guidance to local communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances.

#### **Connections 2030: Wisconsin's Long-Range Transportation Plan**

WisDOT is currently developing a long-range transportation plan for the state called "Connections 2030." This plan will address all forms of transportation over a 25-year planning horizon: highways, local roads, air,

water, rail, bicycle, pedestrian, and transit. The overall goal of the planning process is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects.

The **Local Roads Improvement Program** (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. The competitive reimbursement program pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP).

### **Pavement Surface Evaluation & Rating**

Software tools help jurisdictions to prioritize their transportation projects. Information collected as part of the **PASER** (Pavement Surface Evaluation & Rating) system helps establish budget parameters, select possible projects, and evaluate the implications of maintenance decisions. This information is submitted to WisDOT every two years and is integrated into the state's **WISLR** (Wisconsin Information System for Local Roads) database.

### **Planning For Capital Improvements**

A Capital Improvement Program (CIP) can assist in planning for major project costs by creating a multi-year scheduling plan for physical public improvements including transportation. The schedule is based on the projection of fiscal resources and prioritization of improvements five to six years into the future. Capital improvements include new or expanded physical facilities that are relatively large in size, expensive, and permanent.

### **Pierce County Bicycle Plan 2003–2023**

This plan is the result of a cooperative planning effort between Pierce County and the Mississippi River Regional Planning Commission. The plan's purpose is to document the existing bicycling conditions in Pierce County and develop a plan of action for improving bicycling opportunities and safety.

## **Programs for Local Government**

WisDOT administers a variety of state and federal programs, including:

- Airport Improvement Program (AIP)
- Connecting Highway Aids
- County Elderly and Disabled Transportation Assistance
- Federal Discretionary Capital Assistance
- Freight Rail Infrastructure Improvement Program (FRIIP)
- Freight Rail Preservation Program (FRPP)
- General Transportation Aids (GTA)
- Highways and Bridges Assistance
- Local Bridge Improvement Assistance
- Local Roads Improvement Program (LRIP)
- Local Transportation Enhancements (TE)
- Railroad Crossing Improvements
- Rural and Small Urban Public Transportation Assistance
- Rural Transportation Assistance Program (RTAP)
- Rustic Roads Program
- Surface Transportation Discretionary Program (STP-D)
- Surface Transportation Program – Rural (STP-R) & Urban (STP-U)
- Traffic Signing and Marking Enhancement Grants Program
- Transportation Economic Assistance (TEA)

## **Chapter 4: UTILITIES AND COMMUNITY FACILITIES**

### **INTRODUCTION**

As a part of the comprehensive planning program, the Town's public and community facilities were reviewed and evaluated as to their present condition and adequacy to meet the future needs of the community.

To maintain a high level of public services, the community must continuously upgrade and, if needed, expand their existing facilities. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects.

## **UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES**

### Goals:

1. Provide adequate, good quality, and varied park and recreation facilities to meet the needs of all community residents.
2. To encourage and maintain a level of emergency preparedness so that prompt and efficient reaction may be taken to protect the lives and property within the Town.
3. Provide for the coordinated development of community facilities to match the changing needs of the Town population (e.g., recreation, senior, and Town maintenance facilities).

### Objectives:

1. Provide cost effective community services in order to maintain stable tax rates.
2. To provide passive and active park and recreational facilities to meet the needs of all age groups.
3. To protect scenic values by controlling billboards, signs, junkyards, and other unsightly land uses and practices.
4. To protect resource-based recreation areas within the community.
5. To preserve and protect scenic areas of unique and natural beauty within the community.
6. Expand Town services only as development warrants such expansions and as Town residents and taxpayers request higher levels of service.

Policies (general):

1. Consistent with the desires of Town residents, the Town of Trenton should continue to provide a limited number of basic facilities and services to its residents and businesses.
2. The Town should coordinate its land use planning to ensure that new development will be accommodated by existing and planned public facilities.
3. The Town should carefully monitor its growth rate to ensure that new development in the town does not overburden the ability of the Town and other service providers to provide a basic level of services to Town residents and businesses.

Policies (facilities):

1. Multiple use of public facilities should be encouraged in order to provide for economy in government and to make the best use of these facilities.
2. All public buildings should be located on a site of sufficient size for the buildings and should have adequate space available for any accessory facilities or expansion.

Policies (administration):

1. Close cooperation between the Town and the County should guide future development decisions.
2. Encourage Town Board to establish Town web site.
3. Encourage Town participation in Red Wing airport decision-making.

Policies (town services):

1. Public Safety—The Town should continue to rely upon the County Sheriff's Office for law enforcement protection. Cooperation with neighboring communities should also be encouraged if, as the Town grows, demand for law enforcement protection increases.
2. Solid Waste Management—The Town should continue to utilize County programs to enhance recycling, composting, and hazardous waste removal.

Policies (sewer, water, stormwater):

1. No dwellings or development should be permitted in areas where suitable soils are not available for supporting onsite sewage disposal systems, unless a sanitary sewer district is created.
2. Onsite sewage disposal systems will only be permitted on adequately sized lots where hydrologic and soil porosity conditions substantiate the reliability of systems for the density, conditions, and cumulative effect of development that will occur.
3. Sound planning principles and careful screening of development proposals should be utilized in order to assure that all systems can meet overall Town goals.
4. Maintenance and preservation of the Town's natural drainage system should be required as insurance against future storm sewer needs.
5. Lowland drainage corridors and scenic corridors should be preserved by easement at time of subdivision.

## **EXISTING CONDITIONS**

The purpose of this section is to inventory, map, and forecast utilities and community facilities in the Town. Utilities and community facilities, often referred to as public works, consist of the physical infrastructure that allows a community to function and grow. Community facilities may include libraries, municipal offices, schools, police stations, fire stations, parks, etc.

It is expected that the population in the Town of Trenton will grow slowly over the next 20 years. Increases in population will undoubtedly increase the demand for community facilities. However, the exact need to expand, rehab, or create new community facilities are difficult to determine. Needs of the Town will vary according to growth pressure and the level of service that is deemed publicly acceptable.

### **Water Supply**

The Town of Trenton currently has no public water service for its residents. Water supplied to Town residents is made possible by private wells.

### **Sanitary Sewer Service**

The disposal of wastewater in the Town of Trenton is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems. Septic systems discharge wastewater to underground drainage fields or septic tanks. There are currently six types of on-site disposal system designs authorized for use in the state: conventional (underground); mound; pressure distribution; at grade; holding tank; and sand filter systems. The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems. Recent changes to the state's plumbing code (COMM 83) allow for both conventional and advanced pre-treatment systems for residential development. The changes allow properties that have soil depths or soil types that were once unsuitable for conventional septic systems to now be developed and serviced by advanced pre-treatment sewage systems. If not properly located or maintained, on-site sewage disposal systems can significantly pollute groundwater.

## Solid Waste Disposal and Recycling Facilities

Recycling is provided by the town through the county recycling program. Garbage collection is provided through private suppliers or purchase of bags and disposal at the Town Hall.

TABLE 4.1: **Recycling Drop-Off Site**

TOWN	LOCATION
Diamond Bluff / Trenton	Paul's Industrial Garage, W9724 State Hwy. 35
Town Garage	N2551 CTH VV, Hager City

Source: *Pierce County*

TABLE 4.2: **Private Solid Waste Haulers/Recyclers • Pierce County**

COMPANY NAME	ADDRESS
P.I.G.	PO Box 155-W9724, Hwy. 35, Hager City, WI 54014
Onyx	PO Box 90, 100 Packer Drive, Roberts, WI 54023
Durand Sanitation	W5456 Cty. Rd. V, Durand, WI 54736
Waste Management Inc.	PO Box 143, 250 <sup>th</sup> Summit St., River Falls, WI 54022
Veit Disposal Systems	14000 Veit Place, Rogers, MN 55374
RCD-River City Disposal	314 State Road 35, River Falls, WI 54022
Murtha Sanitation	471 Highway 63, Baldwin, WI 54002

Source: *Pierce County*

## Telecommunication Facilities

CenturyTel and Hager Telecom provide local telephone service; long distance service is available through several providers. Cellular service is also available in the town through a variety of providers.

## Power Plants, Electricity, and Transmission Lines

Pierce-Pepin and Xcel Energy provide electrical services.

## Libraries

The Pierce County Books-by-Mail program provides library service for those rural residents unable to get to libraries in Plum City, Ellsworth, Red Wing, or Pepin.

TABLE 4.3: **Pierce County Public Libraries • 2005**

NAME	LOCATION
Ellsworth Public Library	312 W. Main St., Ellsworth, WI 54011
Elmwood Public Library	111 N. Main St., Elmwood, WI 54740
Plum City Public Library	611 Main St., Plum City, WI 54761
Prescott Public Library	800 Borner St., N., Prescott, WI 54021
River Falls Public Library	140 Union St., River Falls, WI 54022
Spring Valley Public Library	E121 S. 2 <sup>nd</sup> St., Spring Valley, WI 54767

## Public Buildings

TABLE 4.4: **Town Facilities**

TOWN	FACILITY NAME	ADDRESS	SERVICES
<b>Trenton</b>	Town Hall	W7926 250 <sup>th</sup> St., Hager City	Building Inspector
	Town Garage	N2551 CTH VV, Hager City	

## Schools

TABLE 4.5: **Public School Facilities**

	Type	Enrollment 2005-06	Building Capacity Recommended Range
<b>Ellsworth Community School District</b>			
Ellsworth High School	High School	595	750–800
Ellsworth Middle School	Middle School	423	550–600
Hillcrest Elementary	Elementary	295	300–325
Lindgren Elementary	Elementary	87	130–150
Prairie View Elementary	Elementary	180	270–300
Sunnyside Elementary	Elementary	101	100–125

SOURCE: *Pierce County School Districts, 2005*

TABLE 4.6: **School Enrollment**

	NUMBER	PERCENT
<b>Town of Trenton</b>		
Population 3 years and over enrolled in school	395	100.0%
Nursery school, preschool	9	2.3%
Kindergarten	11	2.8%
Elementary school (grades 1–8)	212	53.7%
High school (grades 9–12)	110	27.8%
College or graduate school	53	13.4%
<b>PIERCE COUNTY*</b>		
Population 3 years and over enrolled in school	12,261	100.0%
Nursery school, preschool	492	4.0%
Kindergarten	480	3.9%
Elementary school (grades 1–8)	4,246	34.6%
High school (grades 9–12)	2,307	18.8%
College or graduate school	4,736	38.6%

\*Includes city and village data.

Source: U.S. Department of Commerce—Bureau of the Census, 2000

## Police, Fire, and Rescue

Pierce County Sheriff's Department provides law enforcement services to the Town of Trenton. Fire protection is provided by Ellsworth Fire Association.

TABLE 4.7: **Ambulance Service Providers • Pierce County**

NAME	ADDRESS	SERVICE LEVEL
Ellsworth Area Ambulance Service	151 S. Plum St., Ellsworth	EMT-Paramedic
Elmwood Area Ambulance Service	223 N. Woodworth St., Elmwood	EMT-Basic
Maiden Rock/Plum City/Stockholm EMS	509 E. Maple Ave., Plum City	EMT-Basic
Prescott Emergency Medical Service	1603 Pine St., Prescott	EMT-Basic
River Falls Area Ambulance Service	175 E. Cedar St., River Falls	EMT-Intermediate
Spring Valley Area Ambulance	407 S. Newman Ave., Spring Valley	EMT-Basic

## Health Care Facilities

Health facilities are located throughout the county with no facilities located in the town. Care facilities are located in Plum City, Pepin, Ellsworth, and Red Wing. The closest hospitals are in River Falls, Red Wing, Eau Claire, and the Twin Cities metropolitan area.

TABLE 4.8: **Health and Medical Services**

LOCATION

NAME

<b>HEALTH CLINICS</b>	
<b>Elmwood</b>	Red Cedar Clinic - Mayo Health System
<b>Ellsworth</b>	Ellsworth Medical Clinic Interstate Medical Center
<b>Prescott</b>	Regina Medical Center
<b>River Falls</b>	River Falls Medical Clinic Ltd
<b>Spring Valley</b>	Spring Valley Clinic

<b>HOSPITALS</b>	
<b>River Falls</b>	River Falls Area Hospital Red Wing, Minnesota St. John's Regional Health Center
<b>Twin Cities, Minnesota</b>	Children's Hospital of St. Paul Regions Hospital - St. Paul St. Joseph's - St. Paul University-Fairview - Minneapolis

<b>SOCIAL SERVICES</b>	
<b>Ellsworth</b>	American Red Cross
<b>Pierce County</b>	Pierce County Child Support Agency Pierce County Family Community Partners
<b>River Falls</b>	Kinship PATH 186

Source: *Pierce County Economic Development Corporation*

## Childcare Facilities

TABLE 4.9: **Childcare Facilities • 2005**

LOCATION	NUMBER OF FACILITIES
Bay City	4
Beldenville	4
Ellsworth	20
Elmwood	2
Hager City	8
Maiden Rock	3
Plum City	3
Prescott	14
River Falls	40
Spring Valley	6

Source: *Pierce County Health and Human Services*

## Parks and Recreation Facilities

Numerous recreation opportunities exist within a short driving distance throughout Pierce County. In Trenton the recreational areas consist of:

1. A state-owned State Natural Area (SNA)
2. Ballpark located in Hager City
3. The following private campgrounds
  - Everett’s Resort
  - Island Campground
  - Mr. Sippi
4. DNR boat ramp

## UTILITIES AND COMMUNITY AGENCIES AND PROGRAMS

There are a number of programs to assist communities with public works projects. Below are brief descriptions of various agencies and programs. To find out more specific information or which program best fits a community's needs, contact the agency directly.

### **Wisconsin Department of Natural Resources (WDNR)**

#### **• Bureau of Community Financial Assistance (DNR-CFA)**

The Bureau of Community Assistance administers a number of grant and loan programs. The Bureau supports projects that protect the public health and the environment and provide recreational opportunities. The Bureau has three major areas of programs, which include the following:

1. Environmental Loans: This is a loan program for drinking water, and wastewater projects.
2. Environmental Financial Assistance Grants: This is a grant program for non-point source runoff pollution, recycling, lakes, rivers, municipal flood control and well compensation.
3. Land & Recreation Financial Assistance Grants: This is a grant program for conservation, restoration, parks, stewardship, acquisition of land and easements for conservation purposes, recreational facilities and trails, hunter education, forestry, forest fire protection, gypsy moth, household hazardous waste collection, dam rehabilitation and abandonment, dry cleaner remediation, and urban wildlife damage.

#### **• Wisconsin Well Compensation Grant Program**

Another program available through the Wisconsin DNR is the Well Compensation Grant Program. To be eligible for a grant, a person must own a contaminated private water supply that serves a residence or is used for watering livestock. Owners of wells serving commercial properties are not eligible, unless the commercial property also contains a residential unit or apartment. The Well compensation grant program provides partial cost sharing for the following:

- Water testing if it shows the well is contaminated
- Reconstructing a contaminated well
- Constructing a new well
- Connecting to an existing private or public water supply
- Installing a new pump, including the associated piping
- Property abandoning the contaminated well
- Equipment for water treatment
- Providing a temporary bottled or trucked water supply

## **Wisconsin Department of Commerce**

- **Wisconsin Community Development Block Grant Program Public Facilities (CDBG-PF)**

This program is designed to assist small communities with public facility improvements. Eligible activities would include publicly owned utility system improvements, streets, sidewalks, disability accessibility projects, and community centers. Local governments including towns, villages, cities, and counties are eligible. Entitlement cities, over 50,000 in population, are not eligible. Federal grant funds are made available on an annual basis. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates.

- **Wisconsin Community Development Block Grant Program Public Facilities (CDBG-PFED)**

This program helps underwrite the cost of municipal infrastructure necessary for business development. This program requires that the result of the project will ultimately induce businesses, create jobs, and invest in the community. More information is available from the Wisconsin Department of Commerce.

## **Chapter 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

### **INTRODUCTION**

The plan acknowledges the importance of evaluating environmental impacts and the potential effect one land use may have on adjacent properties or an area as a whole. It attempts to forestall potential conflicts arising from incompatible or inappropriate land uses in certain areas.

By giving consideration to its natural environment, this plan encourages the community to “live within its means,” making planning decisions that are environmentally sound and reasonably beneficial to the entire community.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, AND POLICIES**

### **Agricultural Resources Goal:**

1. Protect and preserve the Town's productive agricultural resources. Encourage conservation farming practices that minimize pollution of surface water and contamination of soil.

### **Natural Resources Goal:**

1. Preserve the Town's natural resources of woodlands, productive agricultural lands and surface waters with the environmental and economic impacts of land use to provide for a long-lasting, high quality natural setting. Preserve and protect the quality of the Town's streams, and provide for adequate green space near water resources. Work with local landowners, Pierce County Land Management & Land Conservation Departments, Wisconsin Department of Natural Resources, and other partners to minimize run-off, erosion and contamination in the Town, and to minimize the impact of development on shore land.

### **Cultural Resources Goal:**

1. Preserve the distinctive rural character of the Town as embodied in uses, such as farmland, river, natural resource areas, and scenic, historic, and cultural resources.

### **Agricultural Resources Objectives:**

1. Encourage the maintenance and growth of current farms.
2. Encourage continued agricultural land use by allowing opportunities for appropriate cottage (home-based) industries.
3. Promote involvement in programs that require sound resource management practices and provide economic or tax incentives to farmers and landowners (Farmland Preservation, Managed Forest, CRP, etc.).

Natural Resources Objectives:

1. Encourage the management and protection of woodlands and wildlife for their economic, ecological, and environmental importance in the present and future.
2. Encourage environmentally appropriate land uses that protect all the resources of the Town.
3. Encourage environmentally appropriate land uses in the flood plain, shoreland, wetland, and steep slope areas of the Town.
4. Protect and encourage the upgrade of the quality of surface and ground water.

Cultural Resources Objective:

1. Encourage preservation of historic and scenic sites.

Agricultural, Natural and Cultural Resources Policies:

1. Require implementation of Best Management Practices in agricultural, urban, and commercial land use activities, particularly the use of well-designed buffers on highly erodible soils. Best Management Practices (BMPs) are measures used to control the adverse stormwater-related effects of development. BMPs include structural devices which temporarily store or treat urban stormwater runoff to remove pollutants, reduce flooding, and protect aquatic habitats. BMPs also include non-structural approaches, such as public education efforts to prevent the dumping of household chemicals into storm drains.
2. Consider creating ordinances and other incentives to ensure that conservation development planning and design can be implemented, which includes alternative stormwater management practices, preservation and restoration of native landscape, and inclusion of open space components in developments.
3. Educate and inform private landowners and developers of these alternative development strategies and how they can protect the area's valuable land and water resources.
4. Encourage private landowners who wish to protect their land, using conservation easements and other land protection tools.
5. Identify and protect critical natural resources in the Town.
6. Encourage the State of Wisconsin Historical Society and the Pierce County Historical Society in mapping archeological, historic, and scenic sites and easements in the Town.

## EXISTING CONDITIONS

Per the Wisconsin comprehensive planning legislative requirements, this element includes goals, objectives, policies and programs for the conservation and promotion of effective management of agricultural, natural, historical and cultural resources in the Town of Trenton. The Town’s significant agricultural, natural, and cultural resources define Trenton’s identity. Town residents understand that these resources are irreplaceable and are dedicated to their preservation. This first section of this chapter provides the background information for this element.

### Agricultural Resource Inventory

The physical characteristics of a planning area are vital to producing a solid land use plan. All development begins with the ground up. For this reason, the agricultural, natural and cultural resources are the first factors that will be explored. Geology and soils play a very large role in terms of development, and what types of development, or non-development, will thrive in that location. Topography is mapped since it plays a large part in defining what a community can look and feel like. Water and wildlife resources are discussed. Environmentally sensitive areas are located to aid in future decisions about developments. Lastly, historic, cultural and mineral resources are identified and noted as being significant to the planning area.

TABLE 5.1: **Dependence on Agriculture (2000 Population Census)**

	Town Population	<u>Population Living On Farms:</u>		<u>Employed Adults Working On Farms:</u>	
		Number	Percent	Number	Percent
<b>Towns</b>					
Trenton	1,737	142	8.2%	22	2.2%
<b>Town Total</b>	16,701	1,524	15.1%	792	8.4%

SOURCE: Program on Agricultural Technology Studies (PATs), UW-Madison

TABLE 5.2: **Conversion Rates of Farmland to Non-Farm Uses • Agricultural Land Sold (1990–2002)**

	1990–1994 Acres	1995–1999 Acres	2000–2002 Acres
<b>Pierce County</b>			
Land kept in farming (annual average)	4,402	2,759	1,441
Land converted to non-ag uses (annual average)	2,117	1,628	609
Total farmland sold (annual average)	6,518	4,388	2,050
Percent of land converted (annual average)	32%	37%	30%
<b>State of Wisconsin</b>			
Land kept in farming (annual average)	323,828	203,452	137,916
Land converted to non-ag uses (annual average)	76,560	66,206	59,981
Total farmland sold (annual average)	400,388	269,657	210,430
Percent of land converted (annual average)	19%	25%	29%

SOURCE: Program on Agricultural Technology Studies (PATS), UW-Madison

TABLE 5.3: **Average Value of Farmland Sold • \$/acre (1990–2002)**

	1990–1994	1995–1999	2000–2002
<b>Pierce County</b>			
Land kept in farming (annual average)	\$786	\$1,079	\$1,894
Land sold for non-ag uses (annual average)	\$989	\$1,650	\$2,920
Total farmland sold (annual average)	\$821	\$1,290	\$2,231
Premium paid for non-ag uses	126%	153%	154%
<b>State of Wisconsin</b>			
Land kept in farming (annual average)	\$850	\$1,254	\$2,038
Land sold for non-ag uses (annual average)	\$1,993	\$1,993	\$3,312
Total farmland sold (annual average)	\$1,350	\$1,350	\$2,509
Premium paid for non-ag uses	149%	159%	163%

SOURCE: Program on Agricultural Technology Studies (PATS), UW-Madison

TABLE 5.5: **Agricultural Land Sales • Pierce County (2003)**

	Number of Transactions	Acres Sold	Dollars Per Acre
Agricultural land continuing in agricultural use	15	1,754	\$2,514
Agricultural land being diverted to other uses	24	1,061	\$4,855
Total of all agricultural land	39	2,815	\$3,396

\*Includes land with and without buildings and other improvements.

TABLE 5.6: **Total Land in Crops • Pierce County (1990–2002)**

	Pierce County	State of Wisconsin
Total land area (acres)	368,971	34,531,634
<b>Total acreage of all major crops:</b>		
1990	161,400	9,086,900
1999	164,400	8,956,100
2002	157,500	8,728,550
Net change 1990–1999	3,000	–130,800
Percent change 1990–1999	2%	–1%
Net change 1999–2002	–6,900	–227,550
Percent change 1999–2002	–4%	–3%
<b>Major crops as a percentage of total land area:</b>		
1990	44%	26%
1999	45%	26%
2002	43%	25%

SOURCE: Program on Agricultural Technology Studies (PATS), UW-Madison

## **EXISTING CONDITIONS—Natural Resources**

As the Town continues to grow and change, it is vital the Town consider its future in conjunction with its natural resources. It can be very challenging for rural communities to allow new development, at the same time protect the natural environment, and preserve the character of the area. At first, development may have only a limited impact on the natural landscape, but as it continues, the visual and environmental impacts become increasingly apparent. In order to protect natural resources for the future, it is crucial to be aware of existing natural resources, such as Water Resources, Geologic Resources, Forests and Woodlands, Wildlife Habitat, Parks and Open Space, Air and Light, and Wetlands.

Natural resources are materials occurring in nature and are essential or useful to humans, such as water, air, land, forests, fish and wildlife, topsoil, and minerals. They are combined into the recognized systems in which we exist. These systems, or combinations of natural materials, can be referred to as “natural environments,” “ecosystems,” “biomes,” or “natural habitats,” among others. Humans and their activities impact all natural resources. Conversely, whether obvious or not, human impacts to the natural environment often have significant adverse impacts on the human community.

### **Geological and Mineral Resources**

#### ***Non-Metallic Mine Reclamation***

In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. The purpose of the ordinance was to achieve an approved post-mining land use, which would be in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion.

There is sand mining in areas of the Town of Trenton.

### **Water Resources**

Water resources, (both surface and groundwater) are one of the most commonly used natural resources, serving essential functions in the community. Plants, animals, and people all consume water on a daily basis. Over 70% of all Wisconsin communities (that is, every two out of three citizens) rely on groundwater not only for domestic use, but also for agriculture, industrial uses, recreational purposes, etc. All county residents have groundwater for domestic water use. Water is one of the most easily contaminated resources. Because of its mobile nature, contaminants can travel far from their source through the water cycle. Contaminants in the water cycle coming from a variety of sources are commonly known as non-point source pollution (NPSP). Non-point source pollution comes from many diffuse sources such as agriculture runoff, leaking septic systems, road salt and road building, parking lots, lawn, and golf course runoff, all of which directly impact

water resources. Point source pollution comes from identifiable sources such as a single factory or overflow from a sewage treatment facility.

Residential development many times alters natural drainage routes, destroying the land's ability to store and retain water. Wetlands are then filled or drained and paved. Runoff and erosion problems develop. Subsequent flooding and sedimentation occurs in drainageways, necessitating costly repairs or control devices to retard overflow and pollution hazards.

Responsible water resource management by local government is necessary to protect the community's natural systems. Utilizing appropriate development in accordance with land capabilities is the first step in effectively ensuring future public health and safety.

## **Wetlands**

Wetlands serve a variety of functions, including playing an important role in stormwater management and flood control, filtering pollutants, recharging groundwater, providing a habitat for many wildlife species and plants, and offering open space and passive recreational opportunities. Wetlands include all marshes, swamps, fens, bogs, and those areas excluded from cultivation or other uses because they are intermittently wet.

Wetlands serve a multiplicity of environmental functions. They trap sediments and nutrients, protect against drought by serving as groundwater recharge areas, and provide habitat for wildlife and vegetation.

These fragile lands are continually exposed to polluted materials from runoff and sedimentation.

## **Water Quality**

Water quality is directly affected by seepage, percolation and runoff. When these actions adversely alter water quality, they are termed either point source or non-point source pollution.

Uncontrolled stormwater runoff is currently a pollutant of our water resources. Common pollutants in stormwater runoff include: sediments, nutrients, oxygen-demanding substances, heavy metals, chlorides, oil and grease, pesticides, hazardous chemicals and bacteria. These pollutants create a "shock" load on lakes and streams during precipitation events, being especially severe during low flow conditions associated with warm weather. Sediments from stormwater runoff carry those pollutants to local wetlands causing water quality degradation and eutrophication.

Non-point pollution is also caused by the improper use of fertilizers and pesticides on both agricultural and residential land. Compact development in non-sewered areas can lead to overburdening of the area's soils, causing pollution of local groundwater. The result is the same as an inadequate septic system--a health hazard

to local water supplies. Any development that has not provided necessary water retention facilities, erosion control devices, or stringent control of individual septic systems is creating a potential pollution hazard to local residents.

## **Groundwater**

Groundwater is the water beneath the earth's surface that fills spaces between rocks and soil particles and flows between them. Groundwater fills wells and flows from springs. It is a critical resource, not only because it is used on a daily basis, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater can be easily contaminated through non-point source pollution, particularly in regions with thin soils over fractured limestone, sandstone, and shale bedrock.

## **Groundwater Contamination**

It is important to keep the groundwater resource in mind for many areas of comprehensive planning. Ultimately, what takes place above ground directly affects groundwater below. For instance, restricting access to abandoned mines or quarries helps prevent these areas from becoming source points for groundwater contamination. There are a variety of other activities that impact water resource quality that include but are not limited to:

- On-site septic systems
- Pesticide and Fertilizer Applications
- Sewage Treatment Plants
- Surface Waste Water Discharge
- Road Salt
- Household Cleaners & Detergents
- Sanitary Landfills
- Unsewered Subdivisions
- Underground Storage Tanks
- Gas Stations
- Feedlots
- Chemical Spills
- Junkyards
- Abandoned Wells
- Leaking Sewer Lines
- Old Mine Openings or Shafts

Pinpointing pollution sources can be made easier by identifying the location and extent of groundwater

recharge areas, as well as the extent of the local watershed, so communities can plan where and how much development can be built, with the least amount of impact to water resources. A watershed is the land area from which all surface water and groundwater drains into a stream system. Groundwater aquifers can be contained within a single watershed or can be so large that several watersheds are within the aquifer.

Potential contaminants are nitrates, chloride, sodium, bacteria, viruses, and hazardous household chemicals. Identifying such pollutants is part of a wellhead protection plan. A wellhead protection plan aims at preventing contaminants from entering the area of land around your public water supply well(s). This area includes the surface or subsurface area surrounding a water well or well field supplying a public water system, through which contaminants are reasonably likely to move toward and reach such well or wellfield.

### **Groundwater Supply**

Water supply is impacted as communities grow, bringing increased demand to supply water to new homes, businesses, and industries. High capacity wells and an increasing number of wells, both private and public, can reduce the amount of recharge to surface waters, causing streamflow reduction, loss of springs, and changes in wetland vegetative communities.

### **Floodplains**

A floodplain is a low area of land adjacent to a stream or other watercourse that is subject to flooding and holds the overflow of water during a flood. They are often delineated on the basis of the 100-year storm event—the area that would be covered by water during a flood so big it only happens (theoretically) every 100 years. However, flooding can occur in any year.

Counties, cities, and villages are required to adopt reasonable and effective floodplain zoning ordinances in order to participate in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program. FEMA has designated flood hazard areas along many surface water resources. The importance of respecting floodways and floodplains is critical in terms of planning and development.

### **Environmental Corridors**

Environmental corridors refer to areas that contain groupings of natural resource features. Areas of concentrated natural resource activity such as wetlands, woodlands, prairies, lakes, and other features, become even more functional when linked by environmental corridors.

Fish and wildlife populations, native plant distribution, and even clean water all depend on movement through

environmental corridors. For example, wildlife populations isolated in one wooded location can overpopulate, die out, or cause problems for neighbors if there are not adequate corridors to allow the population to move about freely.

### **Light, Air, and Noise**

Lighting ordinances recognize the benefits of appropriate outdoor lighting and can provide clear guidelines for installation, helping to maintain and complement a community's character. Improper night lighting or light pollution, affects the night sky anywhere improperly shaded nighttime outdoor lights are used.

The most common air pollutants (dust, pollen, fuel fumes, ash, etc.) come from industrial, automotive, and agriculture sources and this includes odors.

A number of land uses can contribute to noise pollution, such as train whistles, vehicle noise from highways, or airport noise. Repetitive excessive noises like those from cars, loud stereos, powered lawn and garden equipment, and construction activities have been shown to have health consequences, not to mention problems between neighbors.

### **Wildlife**

Biodiversity is the full spectrum of life forms and the many ecological processes that support them. Protecting the biodiversity is essential to core values such as maintaining clean air and water, providing adequate habitat for the flora and fauna, maintaining a vibrant economy and providing recreational opportunities. Protecting biodiversity depends on the sustainability of diverse ecosystems, such as the mosaic of forests, agricultural lands, grasslands, bluffs, coastal zones and aquatic communities. It also depends upon the conservation of each ecosystem's basic components – the natural communities, plants and animals within them. Ecosystems contain a variety of species that are unique in some way and provide value to the diversity of the individual ecosystem and the state overall.

### **Wildlife Habitat and Threatened and Endangered Species**

The Wisconsin Natural Heritage Inventory program's database was used to determine the status and distribution of endangered resources and to learn what species or natural communities may exist within the Town of Trenton. Trenton may contain one or more species whose location(s) are considered to be more sensitive than most species that are tracked. Therefore, the location(s) cannot be disclosed to a level more detailed than county. For non-WDNR staff, more detailed information is available only through a formal licensing agreement.

Trenton may contain sensitive elements. Sensitive element locations are not listed at the town and township level. Trenton forms a part of a county that contains sensitive elements, but may not necessarily contain all sensitive elements listed here.

TABLE 5.7: **Endangered Resources**

CATEGORY	SCIENTIFIC NAME	COMMON NAME
<b>Trenton</b>		
Bird	<i>Haliaeetus leucocephalus</i>	Bald eagle
Community	<i>Dry cliff</i>	Dry cliff
	<i>Dry prairie</i>	Dry prairie
	<i>Oak barrens</i>	Oak barrens
Fish	<i>Alosa chrysochloris</i>	Skipjack herring
	<i>Anguilla rostrata</i>	American eel
	<i>Crystallaria asprella</i>	Crystal darter
	<i>Cycleptus elongatus</i>	Blue sucker
	<i>Etheostoma asprigene</i>	Mud darter
	<i>Etheostoma clarum</i>	Western sand darter
	<i>Hiodon alosoides</i>	Goldeye
	<i>Ictiobus niger</i>	Black buffalo
	<i>Macrhybopsis storeriana</i>	Silver chub
	<i>Notropis amnis</i>	Pallid shiner
	<i>Notropis texanus</i>	Weed shiner
Invertebrate	<i>Opsopoeodus emiliae</i>	Pugnose minnow
	<i>Callophrys gryneus</i>	Olive hairstreak
	<i>Alasmidonta margubata</i>	Elktoe
	<i>Arcidens confragosus</i>	Rock pocketbook
	<i>Ellipsaria lineolata</i>	Butterfly
	<i>Elliptio crassidens</i>	Elephant ear
	<i>Fusconaia ebena</i>	Ebony shell
	<i>Lampsilis higginsii</i>	Higgins' eye
	<i>Lampsilis teres</i>	Yellow & slough sandshells
	<i>Megaloniaias nervosa</i>	Washboard
	<i>Plethobasus cyphyus</i>	Bullhead
	<i>Gastrocopta procera</i>	Wing snaggletooth
	<i>Polyamia dilata</i>	Net-veined leafhopper
	<i>Quadrula metanevra</i>	Monkeyface
	<i>Tritogonia verrucosa</i>	Buckhorn
	<i>Cyclonaias tuberculata</i>	Purple wartyback
	<i>Gomphurus externus</i>	Plains clubtail
<i>Stylurus plagiatus</i>	Russet-tipped clubtail	
Plant	<i>Anemone caroliniana</i>	Carolina anemone
	<i>Artemisia dracunculus</i>	Dragon wormwood
	<i>Artemisia frigida</i>	Prairie sagebrush
	<i>Astragalus crassicaarpus</i>	Ground plum
	<i>Calylophus serrulatus</i>	Yellow evening primrose

CATEGORY	SCIENTIFIC NAME	COMMON NAME
<b>Trenton (continued)</b>		
Plant (continued)	<i>Cirsium hillii</i>	Hill's thistle
	<i>Lesquerella ludoviciana</i>	Silver bladderpod
	<i>Liatris punctata</i> va. <i>Nebraskana</i>	Dotted blazing star
	<i>Nothocalais cuspidate</i>	Prairie false dandelion
	<i>Pediomelum esculentum</i>	Pomme-de-prairie

Source: Wisconsin Department of Natural Resources, 2005

## **Soils**

Pierce County lies within Wisconsin's Western Upland geographical province. Unlike the counties farther south along the Mississippi River, Pierce is not in the "driftless area," as all or parts of it were covered by two separate glacial episodes, and four other glacial periods directly influenced the county with rock and silt overburdens.

## EXISTING CONDITIONS—Cultural Resources

The purpose of this section is to inventory and support the management of cultural resources in the Town of Trenton. Many communities often ignore cultural and historic resources in order to deal with “real” issues facing their community. However, the proper appreciation of these assets is vital to the long-term success of a community. Respecting and utilizing these available resources increases the overall quality of life and provides opportunities for tourism.

Determining what defines cultural and historic resources has been left open to some interpretation. For the purpose of this report, historic resources include historic buildings and sites (as identified by the National Register of Historic Places), museums, churches, cemeteries, old country schools, and other buildings deemed appropriate by the community. The information presented here is to serve as a guide to cultural and historic resources but is not inclusive.

### Threats to Cultural Resources

Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community.

### Churches

Churches historically have had a significant impact on the culture of a community. They sometimes are also the only places where rural residents can gather to discuss important issues in their community.

### Cemeteries

There are three cemeteries located in the town.

TABLE 5.8: **Cemeteries**

TOWN	CEMETERY NAME
Trenton	Bethel Mission Covenant Cemetery SVEA Lutheran Cemetery Trenton Cemetery

## **Architecture and History Inventory (AHI)**

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The Wisconsin Historical Society's Division of Historic Preservation maintains the inventory. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the inventory as a result of a systematic architectural and historical survey beginning in 1970s. Caution should be used as the list is not comprehensive and some of the information may be dated, because some properties may have been altered or no longer exist.

## Cultural Resources Inventory—Historic Resources

The Wisconsin State Historical Society maintains an inventory of Architectural and Historical Sites. It has identified 13 historically and/or architecturally significant sites within the Town of Trenton. Included are historic residential, commercial, retail, and institutional sites. Table 5.9 lists these sites.

It is important to note that inclusion in the Architecture and History Inventory conveys no special status or advantage; this inventory is merely a record of the property. The inventory is the result of site reconnaissance conducted by the staff of the Wisconsin State Historical Society.

TABLE 5.9: **Architecture and History Inventory**

RESOURCE TYPE	STYLE OR FORM	LOCATION
<b>Trenton</b>		
House	Two story cube	Adams Rd., SE side, .2 mi. S of Pike Heaven Rd.
Retail building (clapboard)	Boomtown	CTH VV, W side, near CTH K
Church (clapboard)	Front gabled	Laurel Rd., W side, just N of Church St.
Town Hall (clapboard)	Greek revival	N. Red Wing Rd., W side, W of USH 63
House (log)	Side gabled	Little Trimble Rd., W side, just S of Lindgren Rd.
Church (clapboard)	Gothic revival	Maple Rd. and CTH V, SW corner
House (clapboard)	Side gabled	Matthew Rd., W side, .5 mi. S of Nelson Dr.
Trenton Town Hall	One story cube	Fisher Coulee Rd., N side, .5 mi W of STH 35
Church (clapboard)	Gothic revival	CTH VV, STH 35, USH 63, E side of intersection
House (stucco)	Craftsman	CTH VV, E side, .2 mi. S of Mann Rd.
House (clapboard)	American foursquare	Mann Rd., W side, just S of Skyline Dr.
House (clapboard)	Side gabled	CTH K and Trenton Rd., N side
Barn (wood)	Astylistic utilitarian building	Bluff Coulee Farm, just NW of Hager City

Source: Wisconsin Historical Society

## **Archaeological Site Inventory (ASI)**

The Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. The Wisconsin Historical Society's Division of Historic Preservation maintains the inventory. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites that have been reported to the Historical Society. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance.

## **CULTURAL RESOURCE AGENCIES AND PROGRAMS**

### **Wisconsin Historical Society**

The Society serves as the archives of the State of Wisconsin. It collects books, periodicals, maps, manuscripts, relics, newspapers, and audio and graphic materials as they relate to Wisconsin. It maintains a museum, library, and research facility in Madison, as well as a statewide system of historic sites, school services and area research centers. It administers a broad program of historic preservation and publishes a wide variety of historical materials, both scholarly and popular.

The historical society can also provide assistance for various state and federal programs.

### **National Park Service**

The National Park Service administers the National Register of Historic Places. In addition to honorific recognition, listing in the National Register provides:

- Consideration in planning for Federal, federally licensed, and federally assisted projects,
- Eligibility for certain tax provisions,
- Qualification for Federal grants for historic preservation, when funds are available.

### **National Trust For Historic Preservation**

The National Trust for Historic Preservation is a nonprofit organization with more than 200,000 members. The Trust provides leadership, education, and advocacy training to support efforts to save America's historic places.

### **Wisconsin Trust for Historic Preservation (WTHP)**

The WTHP, established in 1986, is a private non-profit organization dedicated to the preservation of the historical, architectural, and archaeological heritage of Wisconsin. The Trust advocates for legislation and policies designed to encourage statewide historic preservation. Examples of some of the programs they initiate are:

#### **• Wisconsin Main Street Program**

A comprehensive program designed to revitalize designated downtowns and give new life to historic business districts

#### **• Heritage Tourism Initiative**

The Heritage Tourism Initiative has helped develop grassroots heritage tourism organizations by encouraging Wisconsin communities to use their unique features to tap into the mushrooming heritage tourism market -- and protect that heritage at the same time.

## **NATURAL RESOURCE AGENCIES AND PROGRAMS**

There are a number of available state and federal programs to assist with agricultural, natural, and cultural resource planning and protection. Below are brief descriptions of various agencies and programs. To find out more specific information or which program best fits needs, contact the agency directly.

### **Wisconsin Department Of Natural Resources (WI-DNR)**

The Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of our state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors. The Wisconsin DNR has a number of programs available ranging from threatened and endangered species to water quality to parks and open space to wetlands. The DNR is available to provide information on endangered and threatened species.

### **Wisconsin Department of Trade And Consumer Protection (DATCP)**

The Wisconsin Department of Trade and Consumer Protection inspects and licenses more than 100,000 businesses and individuals, analyzes millions of laboratory samples, conducts hundreds of hearings and investigations, educates businesses and consumers about best practices, adopts rules that have the force of law, and promotes Wisconsin agriculture at home and abroad. Specifically DATCP has two divisions that relate directly to the agriculture and natural resource section of the comprehensive plan. The Environmental Division focuses on insects, land and water, as well as plants and animals. The Agricultural Division focuses on animals, crops, agricultural, land, and water resources.

### **Wisconsin Natural Resource Conservation Service (NRCS)**

The Natural Resources Conservation Service is the federal agency that works with landowners on private lands to conserve natural resources. NRCS is part of the U.S. Department of Agriculture, formerly the Soil Conservation Service or "SCS." Nearly three-fourths of the technical assistance provided by the agency goes to helping farmers and ranchers develop conservation systems uniquely suited to their land and individual ways of doing business. The agency also assists other private landowners and rural and urban communities to reduce erosion, conserve and protect water, and solve other resource problems.

### **Environmental Protection Agency (EPA) Region 5**

The Environmental Protection Agency is a federal agency of the United States government, responsible for regulating environmental pollution and environmental quality. The EPA has been one of the lead agencies within the United States Government on the climate change issue.

## **Chapter 6: ECONOMIC DEVELOPMENT**

### **INTRODUCTION**

The economic viability of a community is essential to quality of life and to the ability of government to finance services needed by residents and businesses. Trenton is not different from other communities. Agricultural, residential, commercial, and industrial uses return different levels of revenue and require different levels of municipal services.

Information about a community outlines its sources of employment and the reason for the community's existence. This section will evaluate the labor force of the Town, as well as its employment base (occupation and industry) and income characteristics. All of this information will be used when evaluating the trends in the Town of Trenton's economy, and its impacts on future land use changes.

## **ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES**

### Goal:

1. Generally, the Town of Trenton supports business development in areas designated for commercial and industrial growth. Development should be encouraged to locate in areas where services can be provided economically without creating land use conflicts. A system of quality development that provides local residents with needed goods and jobs should be encouraged. Commercial improvements should complement existing and future residential development.

### Objectives:

1. Direct commercial development to locate in commercially zoned districts and at nodes of major intersections.
2. Direct industrial development to locate in the industrially zoned districts and promote the reuse of environmentally contaminated sites.
3. Encourage commercial or industrial development be serviced by public utilities.
4. Support cottage (home-based) industries.

### Policies:

1. Emphasize agricultural, recreational, and small business as the basic economic development focus of the Town.
2. Protect viable agricultural operations from land use conflict arising from non-farm residential encroachments into actively farmed areas. This can be facilitated by sound land use planning and by protecting productive agricultural areas from premature conversions to non-agricultural uses.
3. Develop guidelines for the types of industrial and business uses that would be appropriate for an industrial development area in the Town.

## **EXISTING CONDITIONS**

This chapter contains a compilation of background information required for the comprehensive plan. At the end of the chapter are goals, objectives, policies and recommended programs to attract and retain businesses that are consistent with the overall land use and environmental objectives of the community. As required by Wisconsin Statutes §66.1001.(2)(f), this chapter includes an assessment of new businesses and industries that are desired in the Town, and assessment of the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

## Strengths and Weaknesses for Economic Development

The following strengths and weaknesses were identified by the Plan Commission during the preparation of the Trenton Comprehensive Plan.

Table 6.1: **Strengths and Weaknesses of the Town of Trenton**

Strengths	Weaknesses
Natural beauty of town	Lack of town funding for projects
Proximity to the Twin Cities metro area	Lack of public sanitary/water system to promote commercial/industrial development
Small town atmosphere	
Good transportation (STH 63 and STH 35)	
Railroad	

### Desired New Business

- Motel
- Distribution center related to the railroad
- Tourist related shops

## Labor Force Trends

The Town’s labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment.

TABLE 6.2: **Employment Characteristics**

PERCENT

<b>Town of Trenton</b>	
Employed civilian population 16 years and over	100.0%
<b>OCCUPATION</b>	
Management, professional, and related occupations	22.3%
Service occupations	15.9%
Sales and office occupations	22.0%
Farming, fishing, and forestry occupations	0.8%
Construction, extraction, and maintenance occupations	12.5%
Production, transportation, and material moving occupations	26.4%
<b>INDUSTRY</b>	
Agriculture, forestry, fishing and hunting, and mining	2.2%
Construction	7.8%
Manufacturing	26.2%
Wholesale trade	2.8%
Retail trade	9.4%
Transportation and warehousing, and utilities	8.7%
Information	0.9%
Finance, insurance, real estate, and rental and leasing	3.6%
Professional, scientific, management, administrative and waste management services	3.6%
Educational, health and social services	15.5%
Arts, entertainment, recreation, accommodation and food services	10.8%
Other services (except public administration)	4.8%
Public administration	3.7%
<b>CLASS OF WORKER</b>	
Private wage and salary workers	83.4%
Government workers	8.4%
Self-employed workers in own not incorporated business	7.8%
Unpaid family workers	0.0%

PERCENT

<b>PIERCE COUNTY*</b>	
Employed civilian population 16 years and over	100.0%
<b>OCCUPATION</b>	
Management, professional, and related occupations	30.1%
Service occupations	15.3%
Sales and office occupations	24.3%
Farming, fishing, and forestry occupations	1.5%
Construction, extraction, and maintenance occupations	9.1%
Production, transportation, and material moving occupations	19.6%
<b>INDUSTRY</b>	
Agriculture, forestry, fishing and hunting, and mining	5.0%
Construction	6.7%
Manufacturing	19.6%
Wholesale trade	2.1%

Retail trade	11.7%
Transportation and warehousing, and utilities	5.0%
Information	1.8%
Finance, insurance, real estate, and rental and leasing	4.7%
Professional, scientific, management, administrative and waste management services	5.6%
Educational, health and social services	21.7%
Arts, entertainment, recreation, accommodation and food services	9.0%
Other services (except public administration)	3.9%
Public administration	3.2%
<b>CLASS OF WORKER</b>	
Private wage and salary workers	76.9%
Government workers	15.1%
Self-employed workers in own not incorporated business	7.5%
Unpaid family workers	0.5%

*\*Includes city and village data.*

*Source: U.S. Department of Commerce—Bureau of the Census, 2000*

## Economic Base

The Pierce County economy is supported by many strong employers. Table 6.3 outlines the top employers in both the private and public sectors.

TABLE 6.3: **Largest Employers in Pierce County**

EMPLOYER	NO. OF EMPLOYEES	LOCATION	INDUSTRY
University of Wisconsin-River Falls	700	River Falls	Education
River Falls School District	450	River Falls	Education
County of Pierce	393	Ellsworth	Government
Ellsworth School District	245	Ellsworth	Education
Thomas & Betts/ Meyer Industries	216	Hager City	Lighting Equipment & Steel Fabrication
Prescott School District	186	Prescott	Education
City of River Falls	151	River Falls	Government
Bergquist Company	145	Prescott	Manufacturing
Spring Valley Health Care	130	Spring Valley	Skilled Nursing Care
Nash Finch - Econo Foods	125	River Falls	Retail
Spring Valley School District	111	Spring Valley	Education
MAI/Genesis Industries	107	Elmwood & Spring Valley	Plastic Molding
Bortoloc Health Care System	100	Ellsworth	Skilled Nursing Care
Elmwood School District	96	Elmwood	Education
Dick's Market	91	River Falls	Retail
Heritage of Elmwood	88	Elmwood	Skilled Nursing Care
Helmer Printing Inc.	75	Beldenville	Printing
Plum City School District	71	Plum City	Education
First National Bank/River Falls	71	River Falls	Banking
St. Croix Care Center	61	Prescott	Skilled Nursing Care
Ptacek's IGA	61	Prescott	Retail
Plum City Care Center	59	Plum City	Skilled Nursing Care
Ellsworth Cooperative Creamery	58	Ellsworth	Dairy Products

Source: Pierce County Economic Development Corporation

## Educational Attainment

Educational attainment is an important element of a community’s labor force. According to the 2000 Census, 42.9% of the Town’s population, age 25 and over, were high school graduations. This compares to 35.0% for Pierce County. The percentage of Town residents, age 25 and over, holding a bachelor’s degree or higher was 10.1%—higher than Pierce County (7.7%).

TABLE 6.4: **Educational Attainment**

	NUMBER	PERCENT
<b>Town of Trenton</b>		
Population 25 years and over	1,211	100.0%
Less than grade 9	63	5.2%
Grade 9–12, no diploma	98	8.1%
High school graduate (includes equivalency)	519	42.9%
Some college, no degree	293	24.2%
Associate degree	68	5.6%
Bachelor’s degree	122	10.1%
Graduate or professional degree	48	4.0%

<b>PIERCE COUNTY*</b>		
Population 25 years and over	21,542	100.0%
Less than grade 9	944	4.4%
Grade 9–12, no diploma	1,294	6.0%
High school graduate (includes equivalency)	6,531	35.0%
Some college, no degree	4,854	22.5%
Associate degree	1,612	7.5%
Bachelor’s degree	3,646	16.9%
Graduate or professional degree	1,661	7.7%

\*Includes city and village data.

Source: U.S. Department of Commerce—Bureau of the Census, 2000

## Commuting Patterns

Table 6.5 illustrates that 85.8% of Town workers drive alone to a place of work. The mode of transportation can best be explained since most jobs are not located on Trenton and there is limited public transportation. Like the rest of the county, mean travel time to work is in the range of 20-32 minutes.

TABLE 6.5: **Transportation • Journey to Work, 2000**

PERCENT

<b>Town of Trenton</b>	
<b>MEANS OF TRANSPORTATION AND CARPOOLING</b>	
Workers 16 and over	100.0%
Car, truck or van	94.4%
Drove alone	85.8%
Carpooled	8.6%
In 2-person carpool	7.3%
In 3-person carpool	1.1%
In 4-person carpool	0.2%
In 5- or 6-person carpool	0
In 7- or-more-person carpool	0
Workers per car, truck, or van	1.05 persons
Public Transportation	0
Bus or trolley bus	0
Streetcar or trolley car	0
Subway or elevated	0
Railroad	0
Ferryboat	0
Taxicab	0
Motorcycle	0
Bicycle	0
Walked	1.1%
Other means	0.2%
Worked at home	4.3%
<b>TRAVEL TIME TO WORK</b>	
Workers who did not work at home	100.0%
Less than 19 minutes	12.3%
10 to 14 minutes	20.3%
15 to 19 minutes	22.8%
20 to 24 minutes	11.6%
25 to 29 minutes	6.8%
30 to 34 minutes	8.8%
35 to 44 minutes	3.8%
45 to 59 minutes	5.4%
60 to 89 minutes	5.2%
90 or more minutes	2.8%
Mean travel time to work (minutes)	23.7 minutes
<b>TIME LEAVING HOME TO GO TO WORK</b>	
Workers who did not work at home	100.0%
5:00 to 5:59 a.m.	18.2%
6:00 to 6:29 a.m.	10.1%

6:30 a.m. to 6:59 a.m.	10.3%
7:00 to 7:29 a.m.	14.1%
7:30 to 7:59 a.m.	11.4%
8:00 a.m. to 8:29 a.m.	6.5%
8:30 to 8:59 a.m.	3.1%
9:00 to 11:00 a.m.	2.6%
12:00 to 3:59 p.m.	9.9%
All other times	13.9%

PERCENT

<b>PIERCE COUNTY*</b>	
<b>MEANS OF TRANSPORTATION AND CARPOOLING</b>	
Workers 16 and over	100.0%
Car, truck or van	86.7%
Drove alone	75.1%
Carpooled	11.6%
In 2-person carpool	9.2%
In 3-person carpool	1.1%
In 4-person carpool	0.5%
In 5- or 6-person carpool	0.3%
In 7- or more-person carpool	0.5%
Workers per car, truck, or van	1.08 persons
Public Transportation	0.4%
Bus or trolley bus	0.2%
Streetcar or trolley car	0
Subway or elevated	0
Railroad	0
Ferryboat	0
Taxicab	0.1%
Motorcycle	0.1%
Bicycle	0.3%
Walked	6.5%
Other means	0.4%
Worked at home	5.6%
<b>TRAVEL TIME TO WORK</b>	
Workers who did not work at home	100.0%
Less than 19 minutes	23.8%
10 to 14 minutes	11.3%
15 to 19 minutes	10.6%
20 to 24 minutes	10.5%
25 to 29 minutes	5.7%
30 to 34 minutes	10.6%
35 to 44 minutes	8.5%
45 to 59 minutes	11.7%
60 to 89 minutes	5.6%
90 or more minutes	1.8%
Mean travel time to work (minutes)	25.1 minutes
<b>TIME LEAVING HOME TO GO TO WORK</b>	
Workers who did not work at home	100.0%
5:00 to 5:59 a.m.	12.1%
6:00 to 6:29 a.m.	10.9%
6:30 a.m. to 6:59 a.m.	11.2%
7:00 to 7:29 a.m.	12.5%

7:30 to 7:59 a.m.	11.4%
8:00 a.m. to 8:29 a.m.	7.6%
8:30 to 8:59 a.m.	3.4%
9:00 to 11:00 a.m.	6.3%
12:00 to 3:59 p.m.	11.4%
All other times	13.2%

*\*Includes city and village data.*

*Source: U.S. Department of Commerce—Bureau of the Census, 2000*

## **Environmentally Contaminated Sites**

The Comprehensive Planning Law requires communities to evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The Wisconsin Department of Natural Resources (WDNR) Environmental Remediation and Redevelopment Program (ERP) maintains a list of contaminated sites. The WDNR identifies brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Properties listed in the WDNR database are self-reported and do not represent a comprehensive listing of possible brownfields in the community. There are no known brownfield sites in the town.

## Employment Projections

The State of Wisconsin’s Department of Workforce Development’s “Pierce County Workforce Profile” provides insight into the regional employment forecast for the County. This section illustrates employment forecasts for the Pierce County area and for the entire State of Wisconsin.

Table 6.6 lists the top 20 occupations experiencing the fastest growth rates and the most job openings in Western Wisconsin. Many of the fastest growing occupations fall into either the “management, professional or related occupations” category or the “service” category, and there is a particular growth trend in computer software and support occupations as well as medical support occupations. The areas with the most openings are generally “service occupations,” with some exceptions.

TABLE 6.6: **Occupation Projections for West Central Wisconsin • 2002–2012  
Top 20 Occupations with Most Jobs in 2012**

OCCUPATION TITLE	EMPLOYMENT ESTIMATE		PERCENT CHANGE	EDUCATION TYPICALLY REQUIRED	AVERAGE ANNUAL WAGE
	2002	2012			
Retail Salespersons	5,550	6,300	13.5%	Short-term on-the-job training	\$21,836
Cashiers	5,520	6,230	12.9%	Short-term on-the-job training	\$15,547
Registered Nurses	3,010	3,940	30.9%	Bachelor's or Assoc. degree	\$47,381
Comb Food Prep/Serv Wrk/Incl Fast	3,200	3,880	21.3%	Short-term on-the-job training	\$14,782
Nursing Aides/Orderlies/Attendants	3,060	3,790	23.9%	Short-term on-the-job training	\$21,243
Waiters/Waitresses	3,300	3,760	13.9%	Short-term on-the-job training	\$15,646
Truck Drivers/Heavy/Tractor-Trailer	2,840	3,450	21.5%	Moderate-term on-the-job training	\$33,761
Team Assemblers	3,430	3,220	-6.1%	Moderate-term on-the-job training	\$24,751
Janitors/Cleanrs Ex Maids/Hskpng	2,830	3,220	13.8%	Short-term on-the-job training	\$21,870
Labrs/Frght/Stock/Matrl Movers/Hand	3,000	3,100	3.3%	Short-term on-the-job training	\$20,460
Office Clerks/General	2,750	2,990	8.7%	Short-term on-the-job training	\$21,285
Bookkeep/Account/Auditing Clerks	2,410	2,520	4.6%	Moderate-term on-the-job training	\$25,215
Secretaries/Ex Legal/Medical/Exec	2,440	2,300	-5.7%	Moderate-term on-the-job training	\$25,125
Customer Service Reps	1,880	2,260	20.2%	Moderate-term on-the-job training	\$27,788
Stock Clerks/Order Fillers	2,240	2,230	-0.4%	Short-term on-the-job training	\$20,553
Sls Reps/Whlsl/Mfg/Ex Tech/Sci Prod	1,880	2,230	18.6%	Moderate-term on-the-job training	\$48,927
General and Operations Mgrs	1,790	2,080	16.2%	Bachelor's degree or more, plus work exp.	\$81,908
Elemen Schl Tchrs Ex Special Ed	1,840	2,030	10.3%	Bachelor's degree	\$41,498
Bartenders	1,820	1,940	6.6%	Short-term on-the-job training	\$16,880
Executive Secretaries/Admin Assts	1,770	1,890	6.8%	Moderate-term on-the-job training	\$28,740

Source: DWD, Office of Economic Advisors, September 2004

## **ECONOMIC DEVELOPMENT PROGRAMS**

### **State of Wisconsin Economic Development Plans and Programs**

#### ***Tax Incremental Financing (TIF)***

This program helps towns, cities, and villages in Wisconsin attract industrial and commercial growth in underdeveloped and blighted areas. A city or village can designate a specific area within its boundaries as a TIF district and develop a plan to improve its property values. Taxes generated by the increased property values pay for land acquisition or needed public works. A more limited TIF is available to towns.

#### ***The Early Planning Grant Program (EPG)***

This program helps individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed start up or expansion.

#### ***WHEDA-Linked Deposit Loan Subsidy (LIDL)***

This program helps women and minority-owned businesses by offering low interest loans through local lenders. The LIDL Program can be used for expenses including land, buildings and equipment.

#### **WHEDA-Small Business Guarantee Program**

This program offers a pledge of support on a bank loan. Loan proceeds can be used to expand or acquire a small business. It can also be used to start a day care business.

#### **Wisconsin Financing Alternatives**

The State of Wisconsin is an active partner with new, existing, and start-up businesses concerning its ability to offer financing programs and incentive programs. The Department of Commerce has a broad range of financial assistance for its businesses. Most of the programs are low interest loans that are repaid to a local unit of government. On a limited basis, Commerce offers programs that are structured as grants or as forgivable loans.

#### **Small Business Administration (SBA) Financing**

Wisconsin Business Development Finance Corporation (WBD) is a private, non-profit corporation serving the long-term credit needs of small business. WBD is certified by the SBA as a “development company,” thereby enabling it to package certain SBA loan programs that are blended with bank loans and a down payment from the business owner.

## **Chapter 7: INTERGOVERNMENTAL COOPERATION**

### **INTRODUCTION**

Successful implementation of the recommendations of a comprehensive plan involves a complex set of intergovernmental factors. The Town cannot achieve a common vision on its own. First, the vision extends beyond its existing boundaries into areas for which other units of government also have visions, and usually more authority. Second, even within its boundaries, other units of government have substantial influence (e.g., county, schools, state highways, etc.). Often coordination with other units of government is the only way, or the most effective way, to solve a problem or achieve an objective.

This is a good point at which to mention one overall recommendation which is central to the successful implementation of the plan: to promote good communication between all governments covered by the plan. A great deal can be accomplished if the leaders can communicate openly and negotiate issues in good faith.

Genuine effective planning must enable local officials and citizens to estimate and measure the cumulative impacts of large and small developments and the effect of the community's development on its neighbors and region.

## **INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, AND POLICIES**

### Goals:

1. Encourage the coordination and cooperation among the Town, Village, Pierce County, the school district, and the state to ensure continuity and consistency in current and future planning efforts.
2. Communicate with the Town's neighbors to explore and establish shared interests and goals for land use, conservation, and development. Collaborate with partners to develop and adopt effective land use controls and tools to control and direct future developments.

### Objectives:

1. Continue to keep communication open with these governments.
2. Explore the potential for intergovernmental service agreements.

### Policies:

1. Coordinate “trans-jurisdictional” issues such as land use, zoning, transportation, open space, and stormwater.
2. Attempt to coordinate the comprehensive plan with the county’s comprehensive plan to ensure an organized approach to the development of lands in the Town.
3. Continue to work with the county and other municipalities to identify joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services and/or cost savings.
5. When possible, enter into intergovernmental agreements with neighboring jurisdictions and Pierce County to foster implementation of this comprehensive plan.

## EXISTING CONDITIONS

This element contains an overview of Trenton’s intergovernmental relationships. It also identifies known or existing potential conflicts between the Town and adjacent jurisdictions.

### Town of Trenton Intergovernmental Relationships

TABLE 7.1: **Analysis of Existing Intergovernmental Relationships**

UNIT OF GOVERNMENT	SATISFACTORY OR UNSATISFACTORY	COMMENTS
County	Satisfactory	Need for more coordination/communication.
Neighboring towns	Satisfactory	Already share some services; look to do more.
School district	Satisfactory	Town assists in special school elections.

### Regional Planning Jurisdiction

#### Mississippi River Regional Planning Commission (MRRPC)

Trenton is located within the Mississippi River Regional Planning Commission’s (MRRPC) jurisdiction. The MRRPC prepares and adopts regional or county-wide plans and represents Pierce, Pepin, Buffalo, Trempealeau, La Crosse, Vernon, Crawford, Jackson, and Monroe counties. The RPC was established to:

- Carry out comprehensive and intergovernmental planning;
- Have jurisdiction throughout the seven-county area, including incorporated and unincorporated areas;
- Meet area-wide requirements so local jurisdictions could receive federal grants;
- Provide an organization to receive federal grants.

Services provided by the RPC include:

- Comprehensive planning
- Open space, recreational and environmental planning
- Economic development
- Demographic information and projects
- Technical assistance to local governments

- Geographic information services
- Aerial photography distribution

MRRPC's planning documents and profiles that relate to Pierce County include:

- The MRRPC Comprehensive Economic Development Strategy, 2001;
- The MRRPC Economic Development Program, 2000; and
- The MRRPC Industry Cluster and Regional Trade Report, 2001.

### **Important State and Federal Agency Jurisdictions**

There are many state and federal agencies that affect planning Pierce County. The Wisconsin Department of Transportation (DOT) plays a critical role in many aspects of the county's transportation system, from highway design and development to bicycle and pedestrian facilities and networks. The Wisconsin Department of Natural Resources (DNR) also has a prominent role in the county because of the many DNR-owned land and facilities located here. The University of Wisconsin Extension office is located in River Falls and serves as an educational resource for county residents. The U.S. Fish & Wildlife Service maintains a presence in the county because of the Upper Mississippi River National Wildlife and Fish Refuge. The U.S. Army Corps of Engineers also maintains a presence in the county because of their ownership and management of locks and dams along the Mississippi River. The county and its local units of government recognize the importance of working with these state and federal agencies, and are committed to continuing an ongoing dialogue with these agencies.

### **Existing or Potential Conflicts and Processes to Resolve Conflicts**

There are potential land use conflicts with airport expansion. Town concerns include loss of existing and potential tax base, degradation of natural environment, and lack of input regarding activities and development on airport property. A need for joint meetings to share plans and information should be held on a regular basis.

## **Chapter 8: LAND USE**

### **INTRODUCTION**

A key consideration in the preparation of the land use element for a community is the identification of the goals that reflect the collective values and attitudes held regarding future development. These goals and the more specific objectives and policies are intended to represent a collective statement expressing what is desirable in relation to future development.

Land use is often one of the more controversial issues confronting communities. In many instances, communities were originally platted and land use decisions were made with little regard to natural limitations on development or the interests of the community as a whole. Today, with better knowledge of these limitations, communities are faced with making more intelligent choices as to where future development should occur. Instead of working with a clean slate, however, communities must contend with existing uses and how new development might affect or be affected by them. The land use decisions in this plan are meant to take into account the knowledge and policies of the other elements of this plan.

The purpose of this section is to analyze how the land in the Town of Trenton is currently being used, and what constraints to development exist in these areas. This section will also discuss the future land use needs in the Town.

## **LAND USE GOALS, OBJECTIVES, AND POLICIES**

### **Land Use Vision**

In the year 2029, the Town of Trenton is envisioned as a largely rural community with residential areas carefully placed amid farmlands, woodlands, and hills. Planned business development districts are able to take advantage of state highway access.

For future reality to approximate this vision, Town officials will need to work with citizens, local farmers, developers, public sector partners, and others to share this vision, create visual tools that express it, and promote the projects that embody it.

Goals:

The following long-term goals for land use and development were established by the Town Plan Commission, In order to implement the Town's vision for the future, officials and citizens of the Town will work to:

1. Maintain and improve the community's quality of life.
2. Promote the comfort, safety, health, prosperity, aesthetics and general welfare.
3. Provide for orderly development.
4. Protect the Town's natural resource base.

Overall Land Use Goals:

1. The Town will promote an overall pattern of development that reflects the vision of the community by maintaining its rural character and agricultural base as well as being visually appealing, safe, and an enjoyable atmosphere.
2. To provide an opportunity for the continuation of agriculture.

Objectives:

1. Seek to enhance the Town's potential for quality growth and development without adversely affecting the existing services and facilities.
2. Minimize potential conflict between the airport and residential areas.
3. Develop a plan for land use along major transportation corridors.
4. Maintain future land use activities that are compatible with existing natural resources and co-exist with agricultural activities.
5. To encourage non-residential development to balance the economic base.
6. Promote an organized development pattern that will minimize conflicting land uses and provide for a controlled rate of development.

Policies:

1. Land uses should be primarily determined by natural characteristics of the land.
2. Development shall not impair the functioning of the natural systems (i.e., drainways, wetlands, vegetation, etc.)
3. Proposed property divisions must result in buildable lots that meet minimum standards and be approved by the Plan Commission.
4. Development shall comply with Town and County land division regulations.
5. Town is opposed to further airport expansion due to negative impact on environment, loss of tax base, and increased noise levels.
6. No additional quarries and gravel pits should be allowed until it is proven that current operations have exhausted all resources.
7. Annually review this plan to evaluate the progress of implementation and consider appropriate amendments based on changes in the Town's conditions.

## EXISTING CONDITIONS

The Land Use Element was prepared pursuant to Section 66.1001 of the Wisconsin Statutes. Section 66.1001 requires this element to include a compilation of objectives, policies, goals, maps and programs to guide the future development of public and private property. Further, the element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land use conflicts. The element shall also contain projections based on background information, for 20 years, including five-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands, and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities will be provided in the future and the general location of future land uses by net density or other classifications.

### Existing Land Use

TABLE 8.1: **Land Use Intensity**

	TOTAL ACRES 2002	PERCENT OF LAND AREA 2002	TOTAL ACRES 2005	PERCENT OF LAND AREA 2005
<b>Town of Trenton</b>				
Residential	1,099	7%	1,137	7%
Commercial	170	1%	174	1%
Manufacturing	275	2%	275	2%
Agricultural	9,042	59%	9,274	59%

Source: Wisconsin Department of Revenue

### Land Use Supply

The supply of land to support development is based on several factors including physical suitability, local and county regulations, and community goals. Intergovernmental agreements and annexations also become considerations when looking at the available land supply at the community level. Based on physical suitability, there is an available supply of land that could be used to support development in the town. Local policy will more closely determine how this supply is defined and how it is used. Of particular interest are lands zoned “general rural” as those acres can be converted to other non-agricultural uses. Policy will help determine whether these acres contribute to the supply for planned development in the short and long term.

## Existing Densities

Most of the Town is zoned general rural flexible, allowing varied densities. There is limited industrial and rural residential 20 zoning. However, the town remains primarily agricultural in nature. Pierce County has an overall density of 30 people per square mile. The Town of Trenton has a density of 62 people per square mile..

TABLE 8.2: **Population Density and Change, 1990–2000**

:	<u>Town Population Changes 1990–2000:</u>				Population Per Square Mile, 2000	<u>Percent of 2000 Population That Changed Residence Since 1995:</u>		
	1990	2000	Net Change	% Change		Diff. House	Diff. County	Diff. State
<b>Towns</b>								
Trenton	1,583	1,737	154	9.7%	62	31.4%	18.6%	15.9%

SOURCE: Program on Agricultural Technology Studies (PATs), UW-Madison

## Land Use Demand

Direct highway access and available land have made this an accessible location for growth in the region. The western part of the county may become a growth focus. Other factors, including proximity to the Twin Cities, may also fuel growth in and around Trenton.

TABLE 8.3: **Land Use Permit Applications (1999)**

	Const. Value	Dwelling	Add/Dw	Utility	Add/Util	Garage	Mobile	Busin.	Misc.	Total
<b>Towns</b>										
Trenton	\$2,474,750	15	4	14	1	10	0	1	6	<b>51</b>
<b>Total</b>	<b>\$24,499,157</b>	<b>198</b>	<b>64</b>	<b>128</b>	<b>19</b>	<b>70</b>	<b>10</b>	<b>7</b>	<b>82</b>	<b>578</b>

Source Pierce County

TABLE 8.4: **Land Use Permit Applications (2000)**

	Const. Value	Dwelling	Add/Dw	Utility	Add/Util	Garage	Mobile	Busin.	Misc.	Total
<b>Towns</b>										
Trenton	\$1,861,242	11	14	12	1	10	0	1	4	<b>53</b>
<b>Total</b>	<b>\$29,076,294</b>	<b>155</b>	<b>83</b>	<b>136</b>	<b>10</b>	<b>51</b>	<b>13</b>	<b>15</b>	<b>20</b>	<b>483</b>

Source Pierce County

TABLE 8.5: **Land Use Permit Applications (2001)**

	Const. Value	Dwelling	Add/Dw	Utility	Add/Util	Garage	Mobile	Busin.	Misc.	Total
<b>Towns</b>										
Trenton	\$2,793,655	18	17	8	-	10	-	1	13	<b>67</b>
<b>Total</b>	<b>\$35,883,465</b>	<b>196</b>	<b>109</b>	<b>120</b>	<b>5</b>	<b>49</b>	<b>-</b>	<b>4</b>	<b>52</b>	<b>535</b>

Source Pierce County

TABLE 8.6: **Land Use Permit Applications (2002)**

	Const. Value	Dwelling	Add/Dw	Utility	Add/Util	Garage	Mobile	Busin.	Misc.	Total
<b>Towns</b>										
Trenton	\$3,212,372	21	6	6	8	0	0	4	1	<b>46</b>
<b>Total</b>	<b>38,534,498</b>	<b>210</b>	<b>80</b>	<b>103</b>	<b>43</b>	<b>22</b>	<b>0</b>	<b>28</b>	<b>1</b>	<b>487</b>

Source Pierce County

TABLE 8.7: **Land Use Permit Applications (2003)**

	Const. Value	Dwelling	Add/Dw	Utility	Add/Util	Garage	Mobile	Busin.	Misc.	Total
<b>Towns</b>										
Trenton	\$1,929,000	15	9	16	4	7	0	0	3	<b>54</b>
<b>Total</b>	<b>\$31,575,715</b>	<b>180</b>	<b>118</b>	<b>126</b>	<b>14</b>	<b>70</b>	<b>0</b>	<b>3</b>	<b>19</b>	<b>530</b>

Source Pierce County

TABLE 8.8: **Land Use Permit Applications (2004)**

	Const. Value	Dwelling	Add/Dw	Utility	Add/Util	Garage	Mobile	Busin.	Misc.	Total
<b>Towns</b>										
Trenton	\$3,430,400	21	6	11	4	2	0	1	0	<b>45</b>
<b>Total</b>	<b>\$36,247,758</b>	<b>193</b>	<b>104</b>	<b>136</b>	<b>15</b>	<b>31</b>	<b>0</b>	<b>24</b>	<b>4</b>	<b>507</b>

Source Pierce County

## Land Prices

Table 8.9 shows the estimated value of all taxable real and personal property in the town and county. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50% of their full (fair market value). Since assessors in different taxing districts value property at different percentages of market value, equalized values ensure fairness between municipalities. The equalized values are used for apportioning county property taxes, public school taxes, vocational school taxes, and for distributing property tax relief. In summary, equalized values are not only used to distribute the state levy among the counties, but also the equalized values distribute each county's levy among the municipalities in that county. The WI DOR determines the equalized value. (Source: 2005 Guide for Property Owners, WI DOR)

TABLE 8.9: **Real Estate Equalized Values**

	1980	1990	1999	2000	2001	2002	2003
<b>Towns</b>							
Trenton	37,789,300	44,167,600	84,396,200	94,519,700	105,014,800	111,612,200	130,565,000
<b>Pierce County*</b>	655,197,100	783,354,600	1,527,493,000	1,712,952,700	1,930,160,700	2,087,036,400	2,350,360,800

*\*Includes city and village data.*

*Source: Wisconsin Department of Revenue*

## Opportunities for Redevelopment

The town is primarily agriculture and rural residential. There are currently very limited commercial/industrial or residential areas available for redevelopment.

## Non-Residential Intensities

As stated above, the town has very little commercial/industrial development.

## Future Land Use Projections

Future land use projections are presented below. These projections represent generalized growth scenarios based on state projections and current densities.

The calculations are based on the following sources and assumptions:

- a) State of Wisconsin–DOA Population and Household Growth Projections
- b) Residential density is based on number of housing units per acre, 2000

TABLE 8.10: **Forecasted Future Land Area Needed Per Land Use Classification**

	FORECASTED ACRES—2010	FORECASTED ACRES—2015	FORECASTED ACRES—2020	FORECASTED ACRES—2025
<b>Town of Trenton</b>				
Residential	205	170	170	165
Commercial	31	26	26	25
Manufacturing	49	41	41	40
Agricultural	9,069	8,899	8,729	8,564

# FUTURE LAND USE PLAN

## Agriculture

**Purpose:** Agriculture is the largest current land use category in the town. Even as development pressure slowly erodes the amount of farmland, the predominance of agriculture within Trenton will remain very evident for some time. The preservation of active farming regions helps to direct development to other parts of the Town that are planned for development. It also allows the town to retain more of its vast expanses of open space, which partly define the town's character. Agriculture has played a key role in the Trenton environs economy, land use, and in establishing the "rural character" of the town. The majority of the land in the planning area is typified by large acreage farms and farm-oriented residential uses. It is the intent of the Comprehensive Plan to maintain the area's agricultural environment. However, it should be noted that as residential, commercial, and industrial development takes place, agricultural lands will experience a net loss in acreage.

**Plan Area Standards-Siting Requirements for Non-Farm Residential Development:** A key component of the land use element is not to prohibit non-farm residential development in the agricultural areas but rather to appropriately site whatever development does occur. Development should be guided to those areas not containing prime or important soils and which can support a private septic system. The proposed dwelling shall be placed so as to minimize impacts on neighboring agricultural uses, minimize disruption of existing natural features, and be placed so as to prevent visual predominance over the surrounding landscape.

These standards are primarily applicable to the agricultural planning area, they are also applicable to those lands that are not reasonably accessible to urban services (water and sanitary sewer) but may be facing development pressures in the planning horizon of this plan.

Criteria to evaluate projects are:

- a. Where practical, non-agricultural development is to be located on the least productive portion of the farm parcel.
- b. Minimize conversion of farmland to non-agricultural use.
- c. New roads or utility transmission lines should be located and constructed in a manner that would minimize any impact on prime farmland and other natural resources.
- d. It is preferred that driveways not cross productive agricultural lands and disrupt the agricultural use of the property. All driveways must permit safe access by fire trucks, ambulances, and any other emergency vehicle. Notification of the fire chief or other emergency service provider, as well as their approval of any driveway configuration may be required.
- e. All existing property boundaries, lot lines, and easements must be shown.

- f. All existing uses, structures, roads, and driveways must be shown.
- g. The proposed lot lines and approximate location of structures and driveways must be shown. Septic fields and well sites shall be approximately delineated.
- h. Areas of differing soil productivity shall be delineated.
- i. All natural features such as woodlands, wetlands, flood plains, and steep slopes shall be delineated.
- j. Encourage the clustering of any lots created to minimize the amount of land devoted to residential use.
- k. Plans should indicate a minimal level of tree clearing necessary for a building site. Development sites shall be landscaped to blend with the surrounding area.

## **Parks and Recreation**

**Purpose:** The Town does not propose the creation of any Town park or recreation area in this plan. However, park land should be dedicated in any new subdivision and the Town should examine the possibility of jointly developing and/or utilizing the facilities of neighboring jurisdictions

**Plan Area Standards:** Park land dedications in new subdivisions should be of a size and shape so as to provide usable recreational space. Trail connections between subdivisions for bicycle and pedestrian use should be stressed.

The Town will review all proposals for new subdivisions to determine the adequacy of the park and open space set-aside for that neighborhood. Interconnections between neighborhoods and park areas are encouraged.

## Resource Protection

**Purpose:** The Future Land Use Plan Map delineates areas of sensitive environmental features that are either fully protected from disruption by statute or rule, or that require proper control and/or mitigation if disrupted. These features are to be recognized as elements in an integrated natural environment and are to be protected to ensure their natural function into the future. The plan encourages the continuous system of open space that includes environmentally sensitive lands that may be needed for open space and recreation use. These corridors of open space can protect and preserve sensitive natural areas, such as wetlands, flood plains, woodlands, steep slopes, and other areas.

**Plan Area Standards:** Certain environmental features, such as wetlands, are protected by regulations. The Town should review potential development in light of these regulations as well as examine the impact on other natural resources.

- a. Groundwater quality and quantity should be protected through site control of potential sources of contamination, controlling the types of development near wetlands.
- b. Development shall be prohibited on slopes greater than 12% and slopes greater than 20% shall not be disturbed for driveways.
- c. Present woodlands over ten acres should not be further divided into parcels of less than ten acres.

## Residential

**Purpose:** The land use element of the plan provides for expanded residential development in a coherent manner. The land use map recognizes that some lands in the Town are currently agricultural uses. However, during the course of this plan, some conversion of these areas to urban residential densities will be permitted. Future plans may determine the appropriateness of the conversion of additional acreage to residential use as development pressures expand.

**Plan Area Standards:** The intent of this land use designation is to build neighborhoods allowing for controlled, phased growth. Isolated subdivisions with little or no connection to their surroundings are inconsistent with the policies of the plan. Therefore, the following recommendations are an attempt to ensure that new residential development in these areas is consistent with and connected to the existing subdivisions.

In order to balance the need to efficiently serve these areas in the future with the competing pressure for rural residential development, the recommendations of this category are geared toward promoting a transition from agricultural uses to non-sewered, rural residential development.

The first recommendation is that all major development should consider using conservation by design subdivisions. This development technique allows the development to be shifted to one or a few parts of the overall property with the rest left as open space. By grouping the actual home sites, it will be easier to retrofit the development with public utilities, if needed in the future, since frontages and individual lot sizes will generally be smaller. In addition, the conservation by design method might facilitate the use of cluster systems that in turn facilitate future changeover to public sewer service.

The second recommended condition for allowing development in these areas is that a lower residential density and a minimum amount of undeveloped open space should be established to allow for additional development if sewer service is provided in the future. The general idea of this recommendation is to limit the overall amount of non-sewered development that occurs prior to public sewer service and to allow for greater density to be achieved when services is actually provided. The open space that is required under conservation by design subdivisions should be divided into two categories. One category would be permanent open space that should be integrated with the non-sewered development. The second category would be additional open space that is set aside for future development if public sewer is provided. In this way there will always be open space associated with the initial non-sewered development, yet additional growth is permitted that can allow these regions to be more efficiently and economically serviced with public sewer in the future.

This would allow for some development potential to be realized prior to the actual provision of sewer service, while allowing the created lots to be more efficiently retrofitted with public sewer service at a later date. The balance of the development would be open space. However, once sewer service becomes available, then a portion of the open space would be allowed to develop at the density for property served by public sewer. The details of this approach need to be spelled out within the Town's subdivision ordinance.

A third recommended condition for non-sewered development within the agricultural/residential category is that the developments be engineered with future sewer service in mind. Proper street grades, utility easements, the location of holding tanks and drain fields, and other factors should all be examined at the time of development, so that it is easier to accomplish hook-up to public sewer in the future.

## Mixed Use

**Purpose:** Development continues to be a key focus for Trenton's economy. By providing basic employment, industry serves as the foundation for further expansion in the retail and service sectors. Located near STH 63 and STH 35, there is a need for additional planned acreage to serve the industrial potential of Trenton. There are a number of business uses in the Town that are reliant on a highway arterial or collector road location. The Town wishes to reduce the potential for conflicting traffic movement, congestion, and hazardous conditions along these highways. This plan attempts to balance the benefits to the Town's tax base that this type of development will bring with the impacts associated with highway business development. Design standards should be established for all development along the highway. Such standards may include both site design criteria such as landscaping and building design criteria such as construction materials. The design standards are intended to ensure high-quality development that is aesthetically pleasing and that reinforces the desired character of Trenton.

**Plan Area Standards:** Proposals to establish business uses within this land use area should be conditioned on the following criteria:

- a. The Town and applicant should jointly work with the State Department of Transportation, its District office, the Pierce County Highway Department to ensure that adequate rights-of-way for future roadway expansions are provided. Ensure that proper controls on vehicle access (especially the number, design, and location of access driveways and intersecting local roadways) are provided. The Town should prohibit driveways cuts that impede the efficient and safe operations of roadways. Therefore, shared driveways and frontage road access may be required.
- b. The applicant should provide an estimate of public utilities and services required for the operation of the business. If the business requires levels of service higher than what the Town can provide, especially the provision of sanitary sewer and public water, the proposal shall be disapproved.
- c. A site plan shall be submitted for review by the Town indicating all setbacks and points of access required in the location of all buildings, storage and waste disposal, and the location and type of screening and buffering.
- d. The applicant shall provide a realistic assessment of the traffic volumes generated and types of vehicles that will service or use the new business use over the next 5-, 10-, and 15-year periods.
- e. If the business is located within 100 feet of an adjacent residence or residential zoning district, the side of the business facing the residence shall be screened by a landscape or other visual barrier.
- f. A plan for storage and/or disposal of solid waste and hazardous materials used in the operation shall be submitted to the Town. The site plan should also identify any noise or odors produced by the business and perceptible at the boundaries of the property.

- g. If the business is to operate at night, all outdoor lighting shall be designed so as not to create glare or shine directly on neighboring residences.
- h. The applicant shall specify the days and hours the business shall be open.
- i. Easily accessible to main arterials to provide for convenient movement of commercial vehicles and to reduce traffic on local streets.
- j. Segregated/buffered as far as possible from residential areas.
- k. Adult entertainment uses will only be permitted by a conditional use permit and allowed only in areas zoned light industry.

## **LAND USE IMPLEMENTATION PROGRAMS**

### **Zoning and Sign Regulations**

Careful application of modern zoning controls can go far in assisting the community in accomplishing the goals of this comprehensive plan. The county zoning ordinance establishes definitions, standards and procedures for administrative and legislative bodies to review and approve specific land developments. The existing county zoning ordinance should be updated to reflect the plan recommendations for properties in the Town.

### **Land Division/Subdivision Regulations**

Instituting development standards for land subdivision is another regulating measure of importance in community development. It is essential that the opening of new residential and other areas, by the platting for sale of lots, be at a level that will not be a liability to the public at a future date. Subdivision regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land.

### **Official Mapping**

The official map is another tool for land use control that can be used to preserve the integrity of the comprehensive plan and to regulate future growth. Chapters 60 and 62 of the Wisconsin Statutes provide for the establishment of an official map to indicate all existing and planned streets, parks and other public uses. The official map enables the Town to prevent private development from occurring in areas designated for other uses.

## **9. IMPLEMENTATION**

### **THE PLANNING PROCESS**

Wisconsin's Comprehensive Planning Law (Wisconsin Statutes Sec. 66.0295) requires comprehensive plans to address plan implementation. This element includes a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to Town ordinances, maps, regulations and codes. It also describes how each of the elements of the plan will be integrated and made consistent with the other elements of the plan, and will include a mechanism to measure the Town's progress toward achieving all aspects of the plan. Finally, this element provides a process for updating the plan no less than once every 10 years.

#### **Consistency Among Plan Elements**

Section 66.1001(2)(i) of the Wisconsin Statutes requires that this element include a discussion of how the elements will be made consistent with the other elements of the Comprehensive Plan.

All elements of this comprehensive plan were prepared simultaneously by Town Board and Plan Commission, residents, and consultants. All elements are designed to collectively achieve the Town's vision, which is to continue to maintain the Town's identity as a small, attractive, rural community. Over the next 20 years, the Town will enhance its character and sense of place, which is defined by its unique natural areas and corridors. There are no known inconsistencies between the different elements of chapters in this Plan.

#### **Plan Adoption, Monitoring, Amendments and Update**

##### Plan Adoption

The first official action toward plan implementation is adoption of the plan document by the Town Plan Commission. After the Plan Commission adopts the Plan by resolution, the Town Board must adopt the plan by ordinance. This action formalizes the plan document as the current basic frame of reference for general development decisions over the next 20 years. The plan, thereby, becomes a tool for communicating the community's land use policy and for coordinating various individual decisions into a consistent set of actions to harmoniously shape the area's continued growth in the desired manner.

### Plan Use and Evaluation

The Town of Trenton will base all of its land use decisions against this Plan's goals, objectives, policies, and recommendations, including decisions on private development proposals, public investments, regulations, incentives, and other actions.

Although Trenton is a stable community with relatively moderate growth and development expected over the life of this Plan, future conditions cannot always be accurately predicted. Accordingly, such variables as community character and transportation safety and mobility should be periodically compared against the Plan's assumptions and recommendations.

This Plan should be evaluated every two to three years to determine the Town's progress toward implementing the Plan and identifying areas that need to be updated. A joint meeting of the Town Board and Plan Commission should be conducted every two to three years to perform the evaluation. The evaluation should consist of reviewing actions taken to implement the plan, including their successes, failures, and costs. It should also include an updated timetable of actions not yet taken and their projected costs.

### Plan Amendments

This Comprehensive Plan may be amended at any time by the Town Board following the procedures set forth in Wisconsin Statutes § 66.0295(4). Amendments are generally defined as minor changes to the plan maps or text. Amendments may be needed for a variety of reasons including:

- Changes in Town goals, objectives, policies and recommendations
- Unique opportunities presented by private development proposals
- Changes in Town programs and services
- Changes in state or federal laws

Any proposed amendments should be submitted to the Plan Commission for their review and recommendations prior to being considered by the Town Board for final action.

### Plan Update

Wisconsin's Comprehensive Planning Law requires that the comprehensive plan be updated at least once every 10 years. An update is different than an amendment because the update is often a substantial rewrite of the plan document and maps. In addition, on January 1, 2010, "any program or action that affects land use" must be consistent with locally-adopted comprehensive plans, including zoning and land division ordinances. The Town should continue to monitor any changes to the language or interpretations of the State Law over the next several years.

## FIVE-YEAR ACTION PLAN

What	Who	When
Increase communication/coordination with County regarding zoning enforcement	Plan Commission/ Town Board	Ongoing
Explore recreational opportunities along the river	Plan Commission	2009–2010
Become more involved in airport expansion issues	Plan Commission/ Town Board	Ongoing
Explore feasibility of sanitary/utility district in STH 35 corridor	Plan Commission/ Town Board	2010–2012
Develop Town Web site	Plan Commission/ Town Board	2009–2010

# **Appendices**

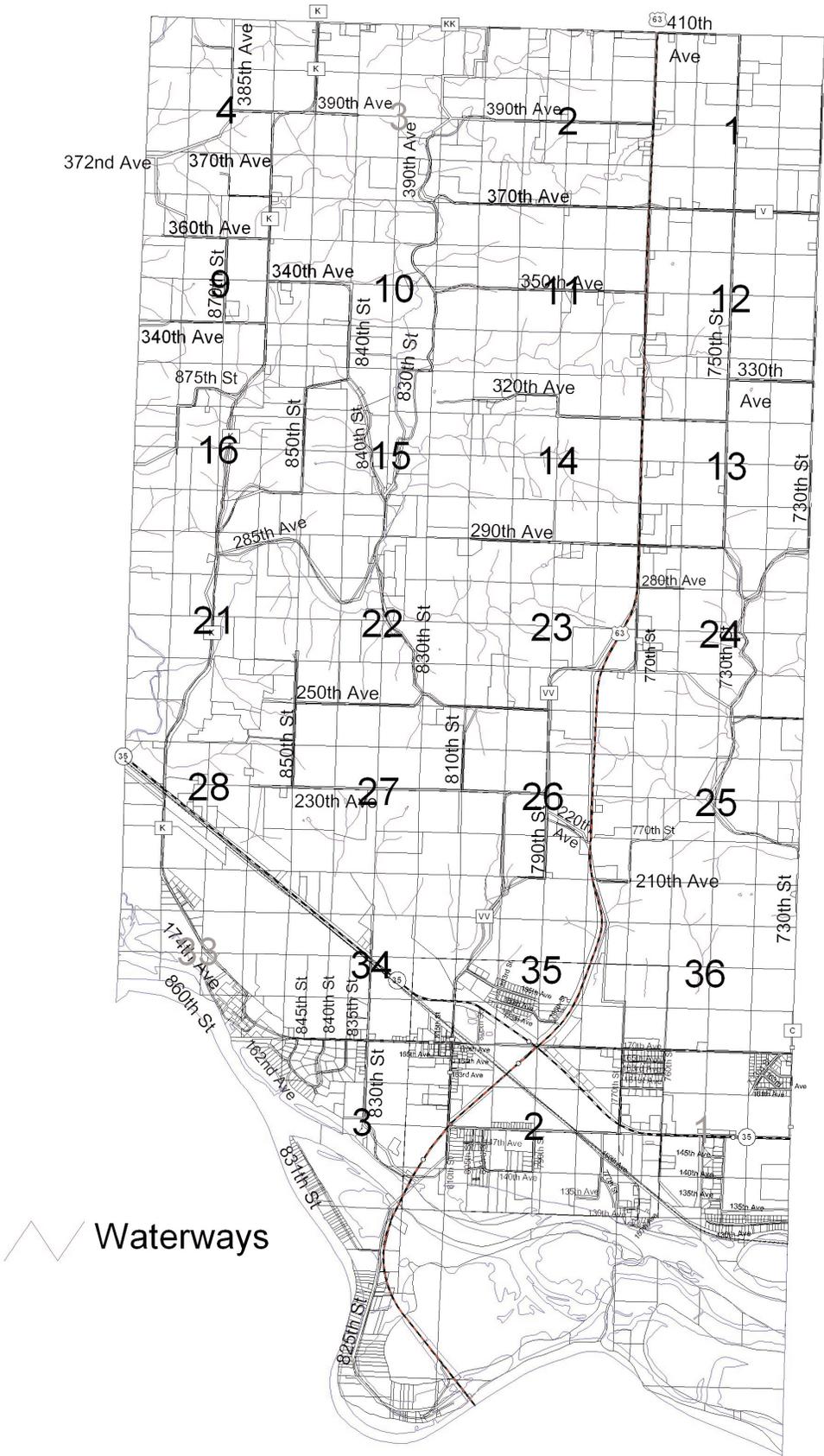
## **Maps**

**Town Survey Results — July 2008**

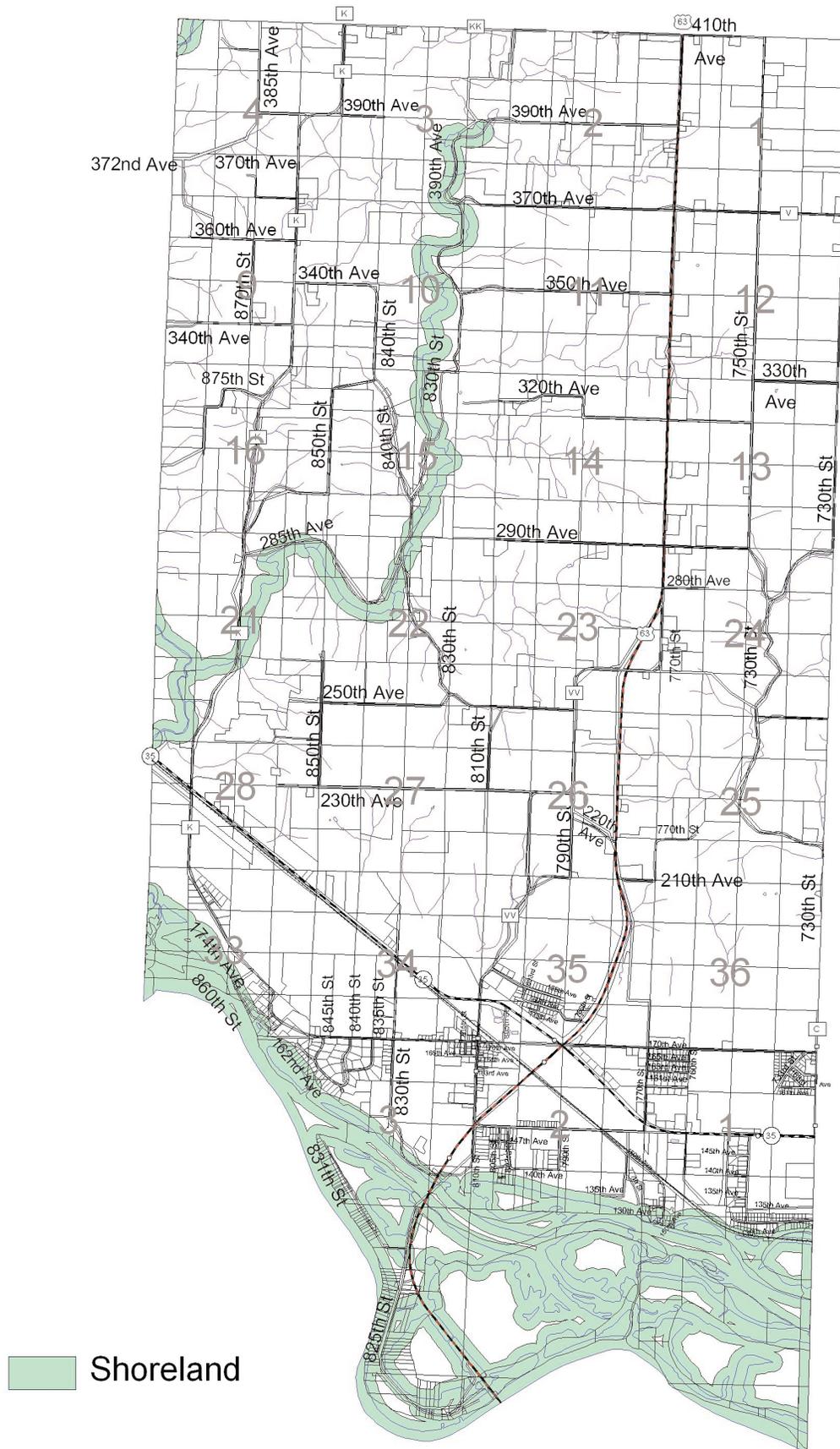
**Plan Commission Resolution**

**Town Board Adoption Ordinance**

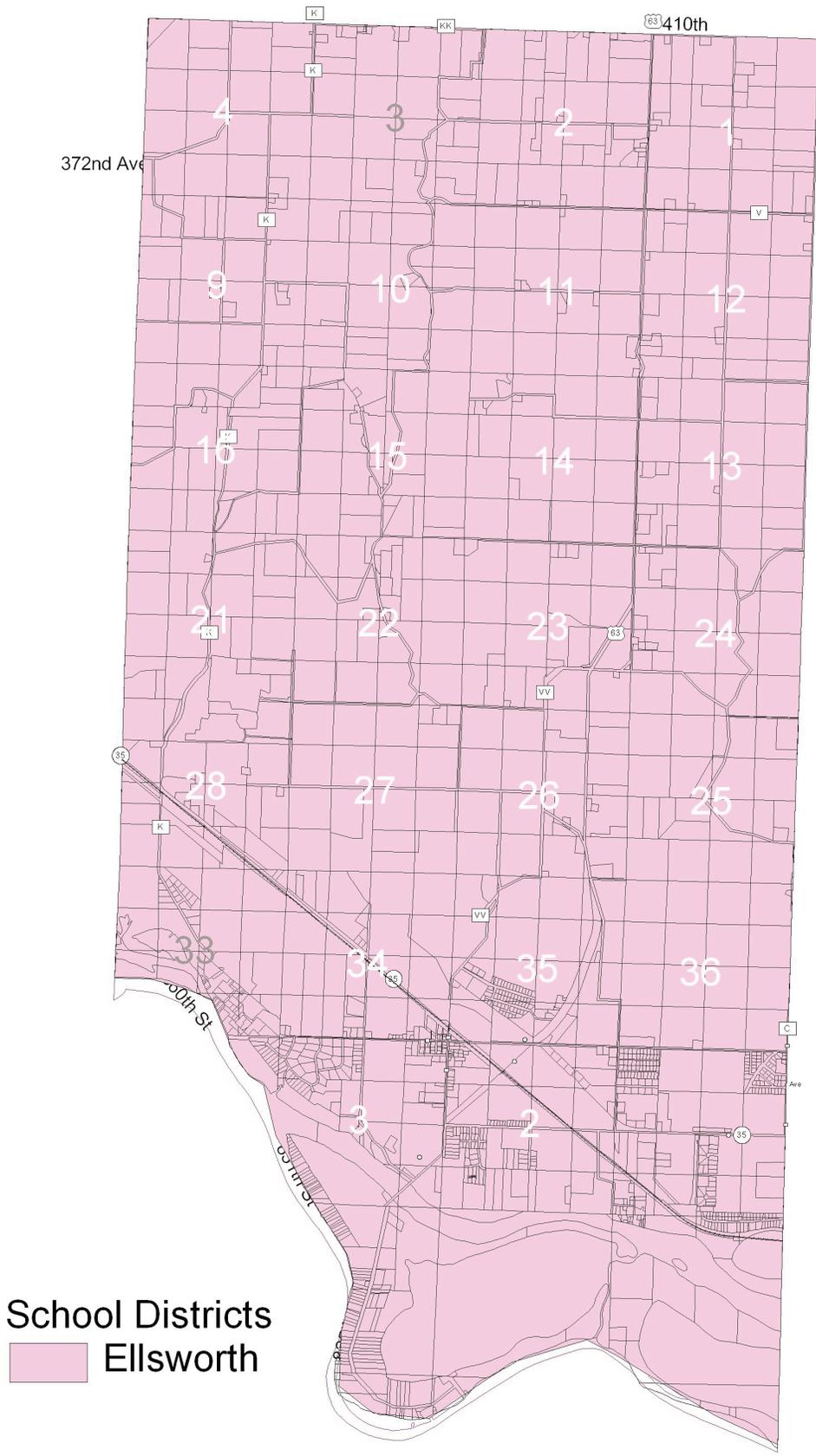
**WATERWAYS**



**SHORELAND**



# SCHOOL DISTRICTS



ORTHORECTIFIED IMAGERY

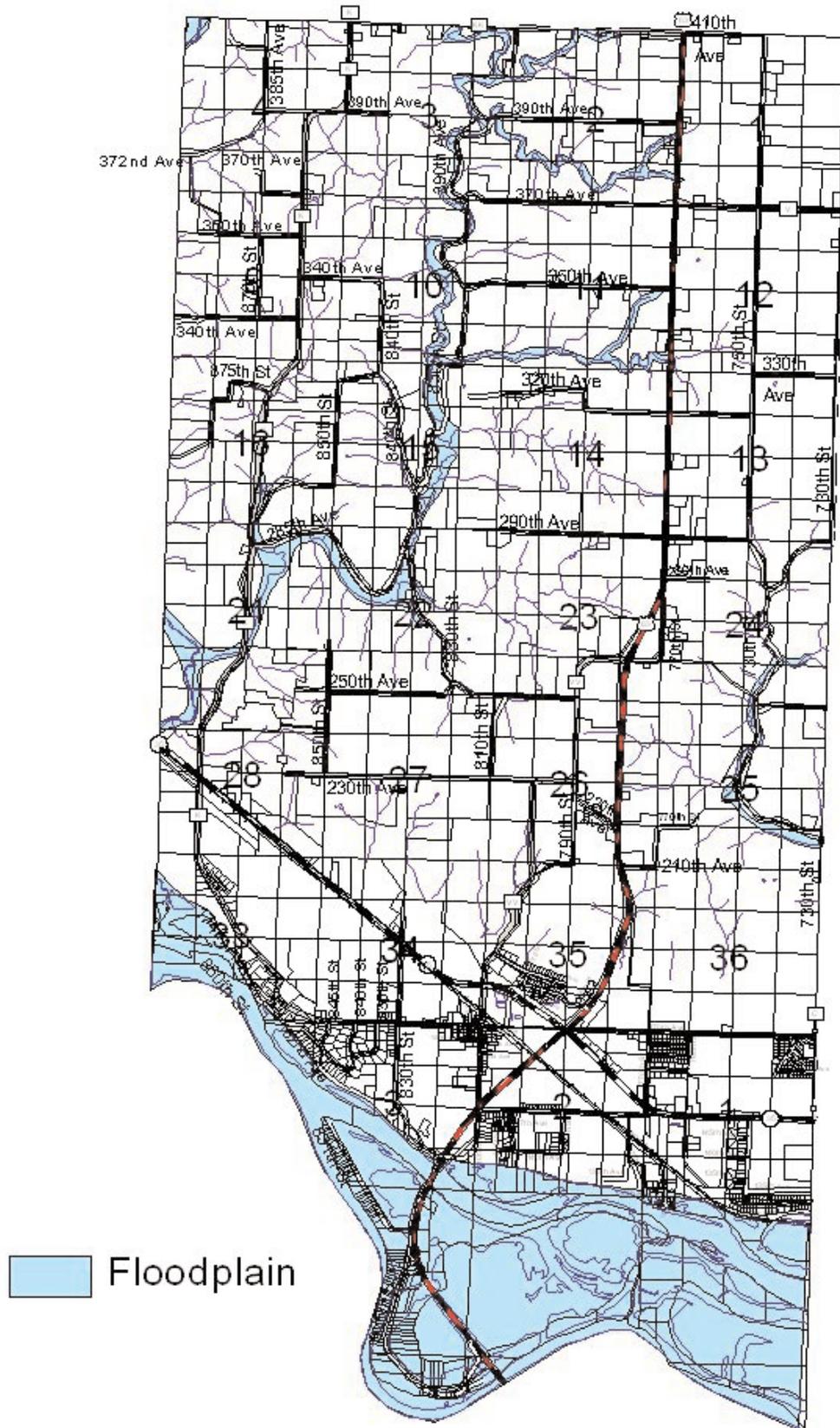


**FUTURE LAND USE**



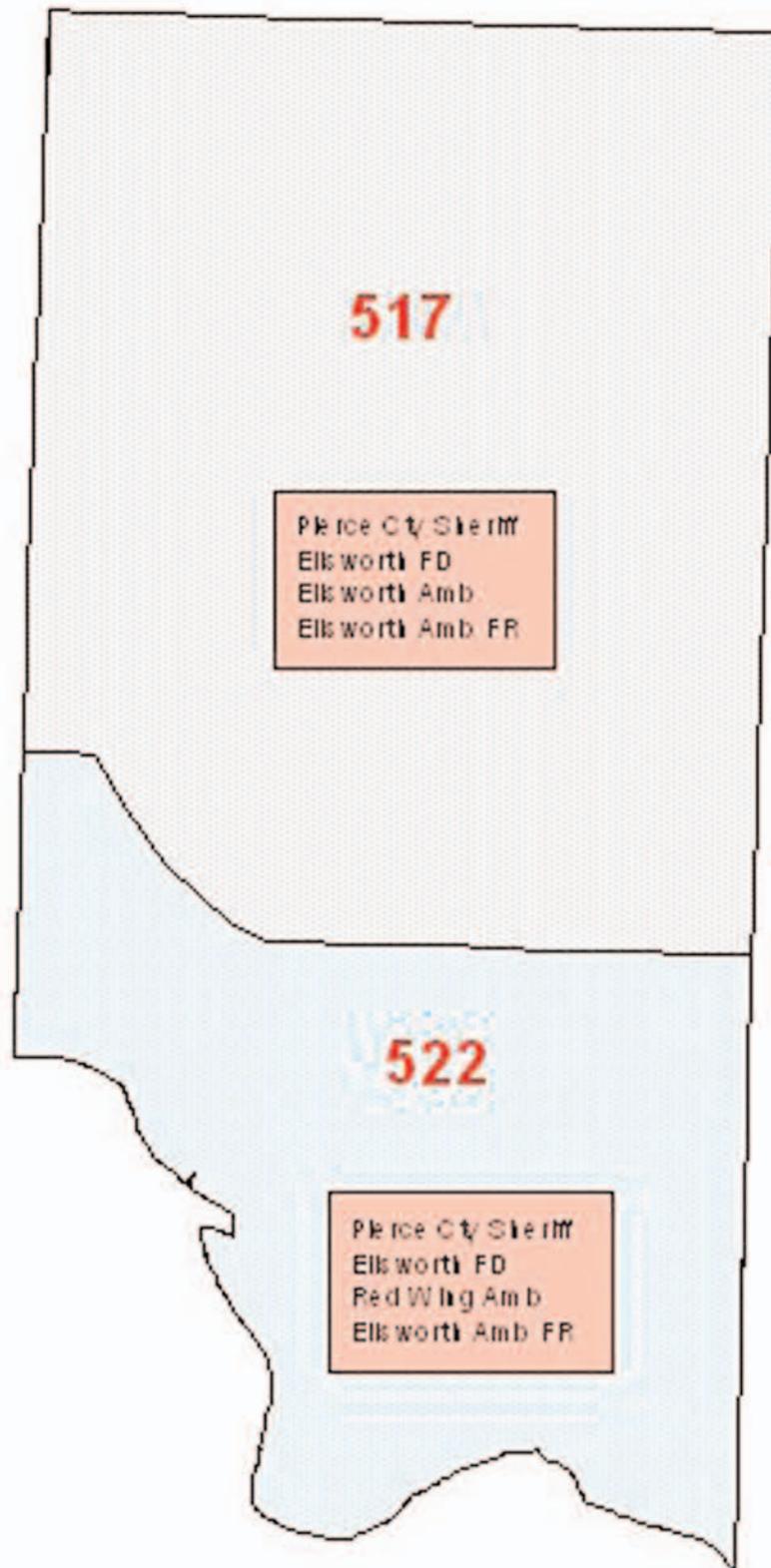
SOURCE: Pierce County, 2008

# FLOODPLAINS

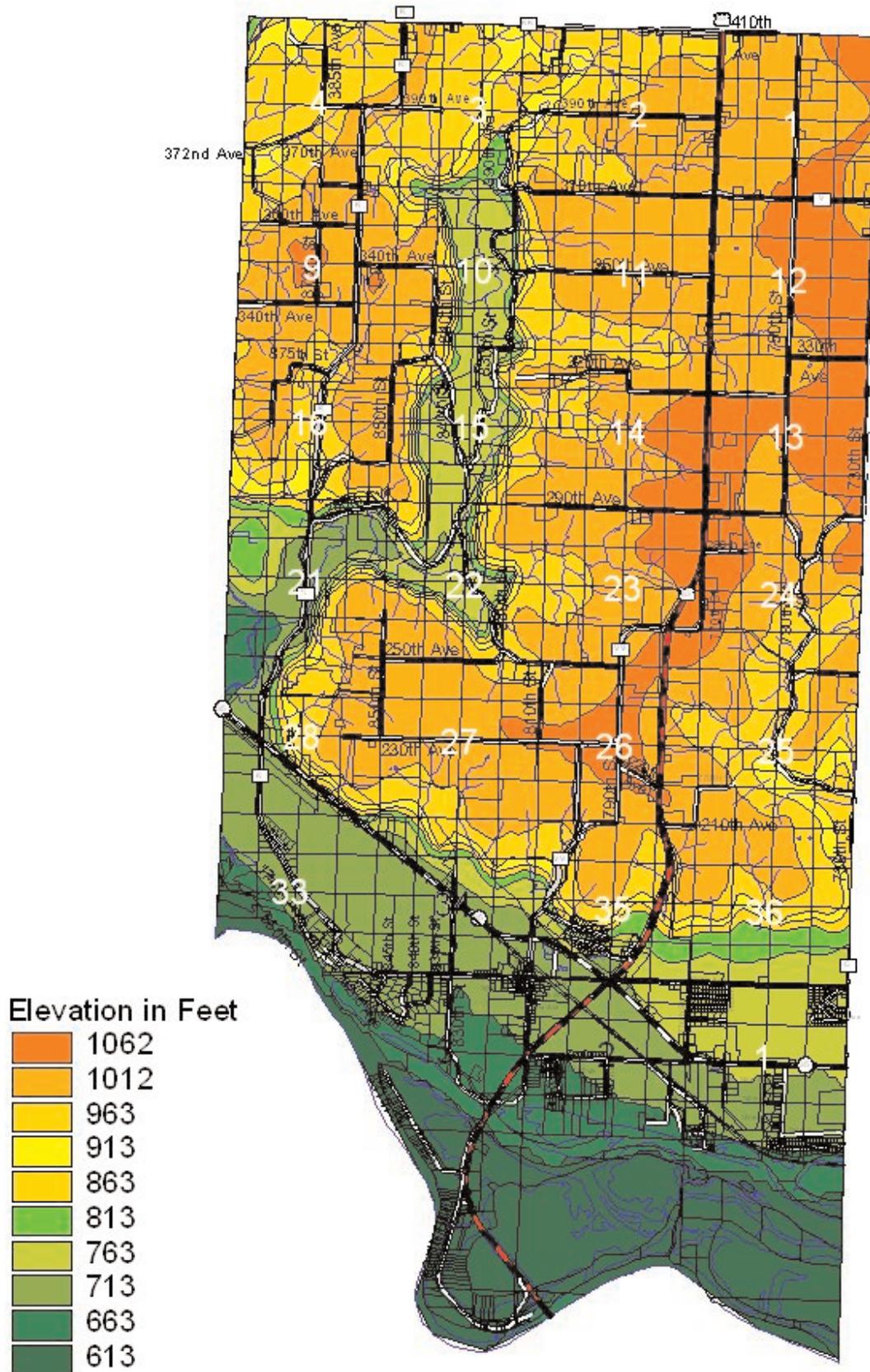




**EMERGENCY SERVICES**

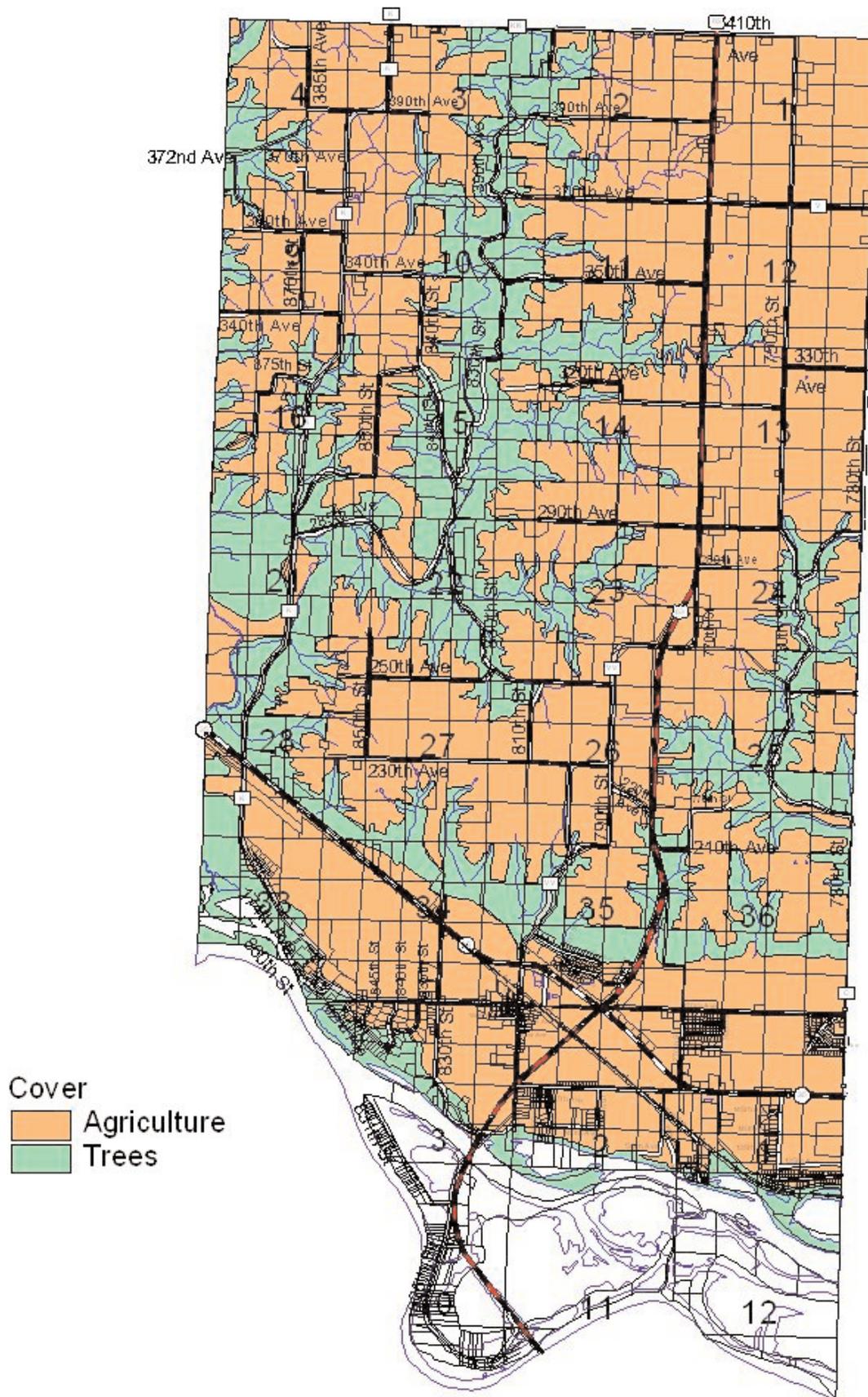


# ELEVATIONS

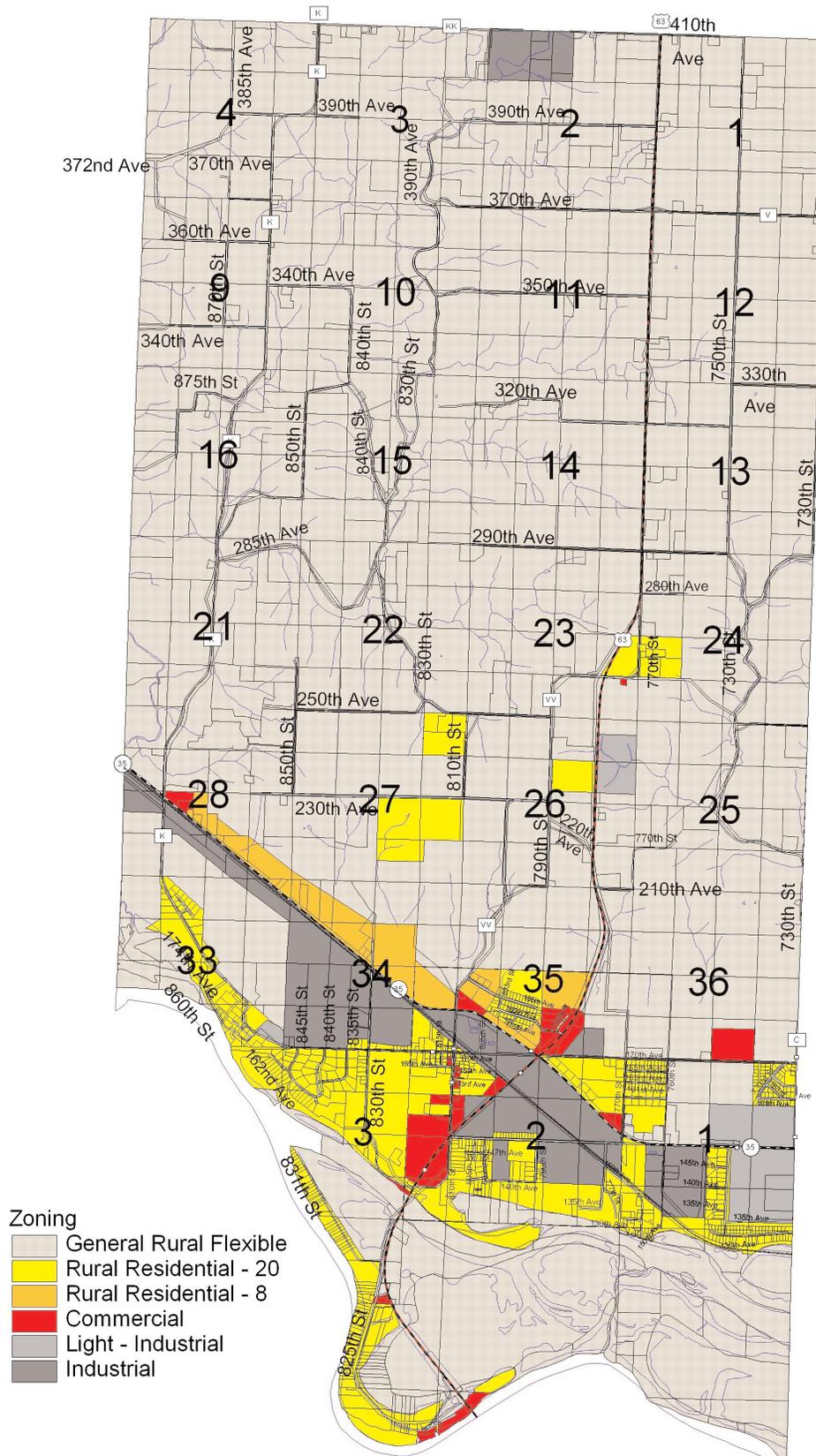




**GROUND COVER**

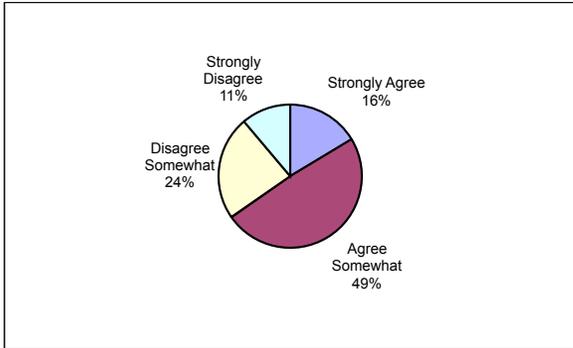


## ZONING

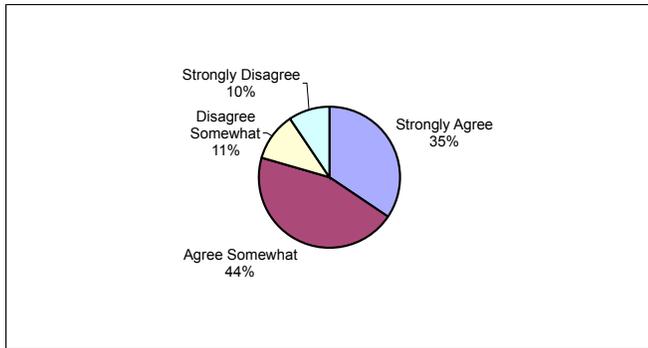


## LAND USE

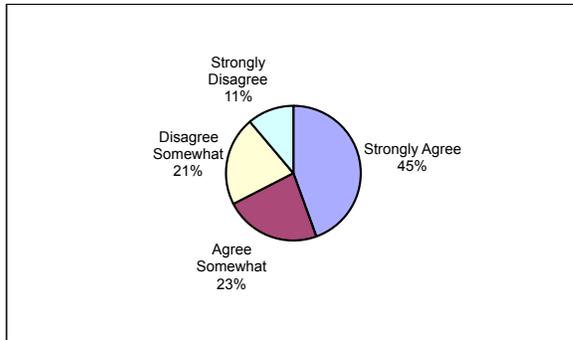
1. We should allow growth to occur as it does currently



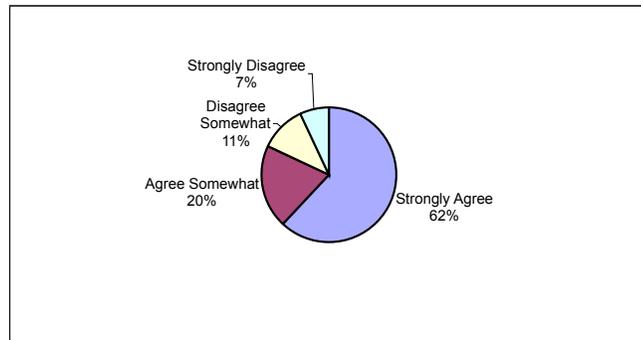
2. We should direct future growth to existing urban and development areas



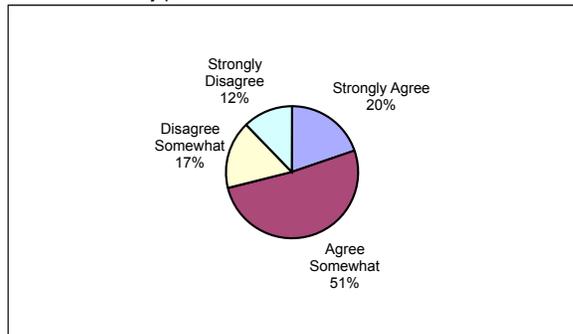
3. We should restrict bluff top development



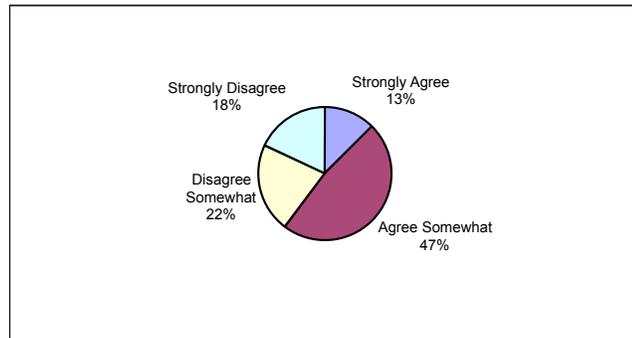
4. We should restrict development on prime agricultural soils



5. Development of rural lands should be allowed if consistent with community plan

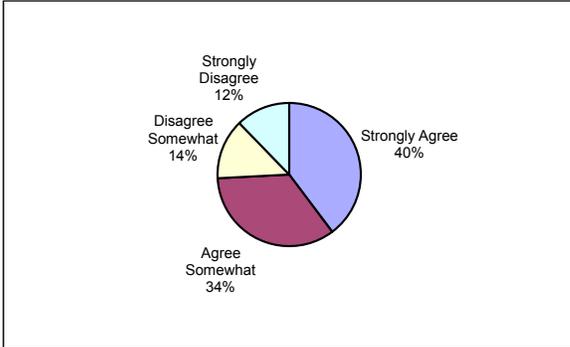


6. Conservation/cluster subdivisions should be allowed

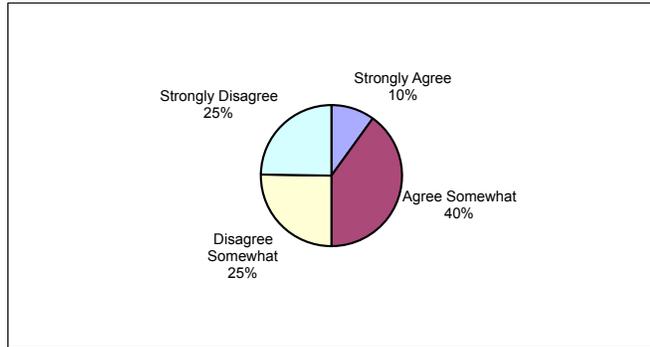


## LAND USE

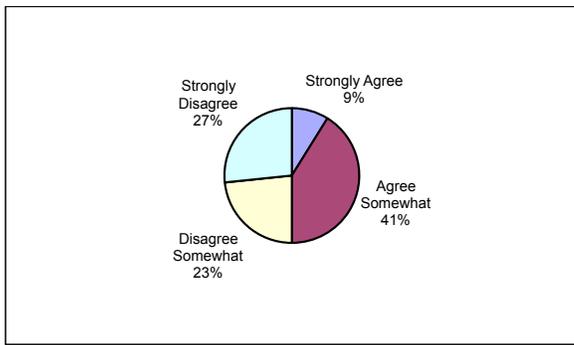
7. The plan should determine a cap on the number of acres that can be converted from agricultural use to residential use



8. We should allow new gravel pits

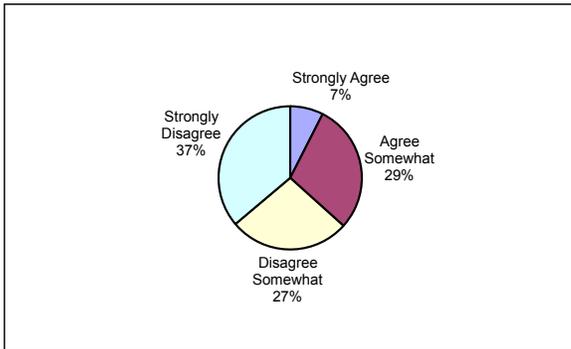


9. We should allow new sand pits

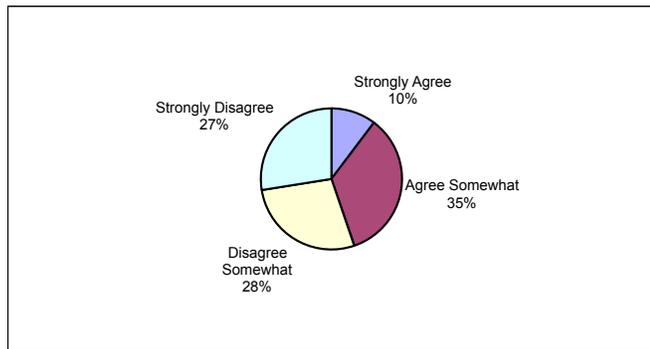


## HOUSING

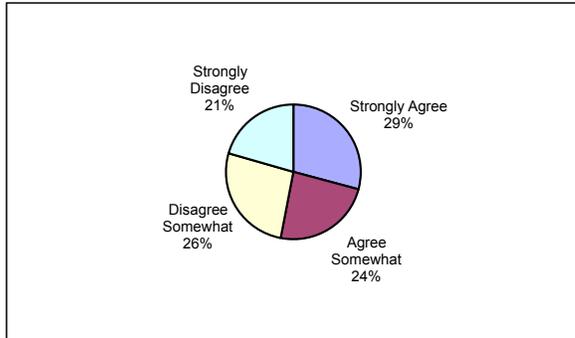
1. We should allow large-lots subdivisions (5+ lots)



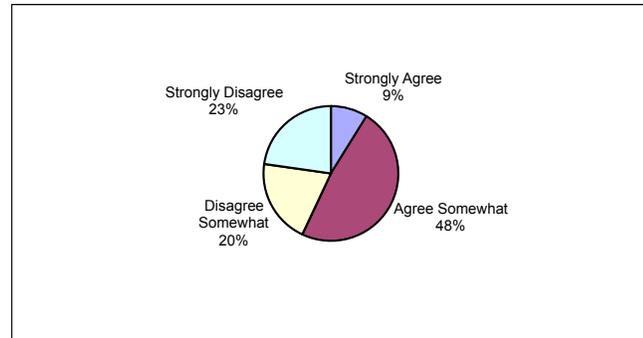
2. We should allow minor subdivisions (<5 lots) without sewer & water



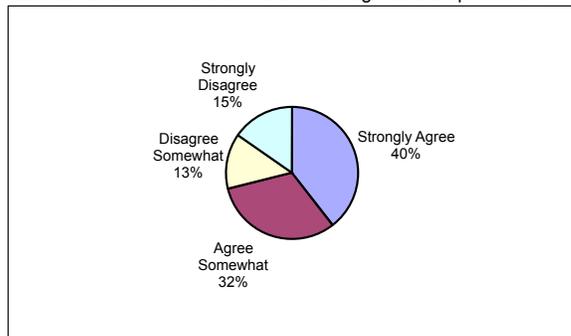
3. We should prohibit new subdivisions (5+ lots) without water & sewer



4. We should allow minor subdivisions (less than 5 lots)

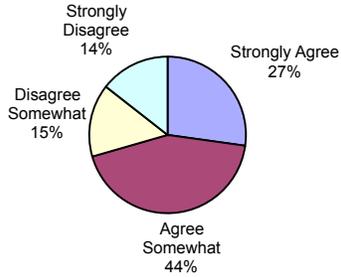


5. We should encourage the clustering of residential development to limit disturbance on natural features and agricultural operations.

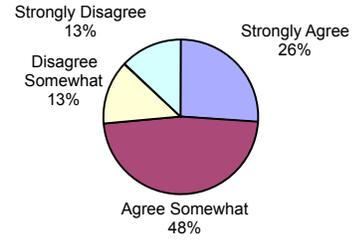


## ECONOMIC DEVELOPMENT

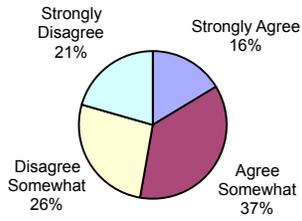
1. We should encourage commercial growth along existing highway corridors



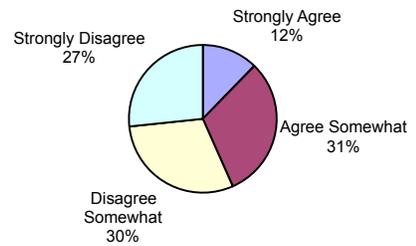
2. We should identify and plan for distinct commercial/industrial nodes along county and state highways



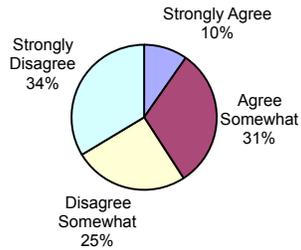
3. We need to provide areas for restaurants



4. We should provide areas for convenience stores

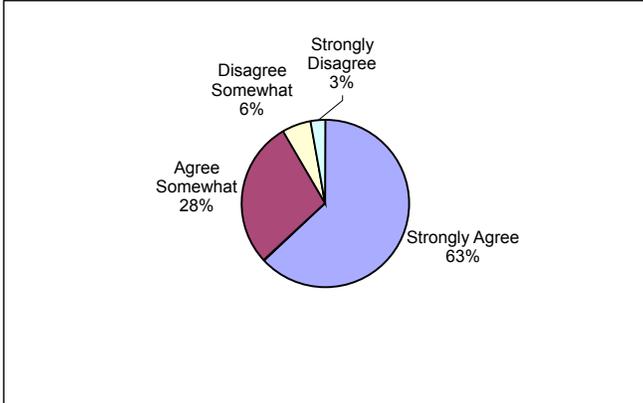


5. We should provide areas for hotels

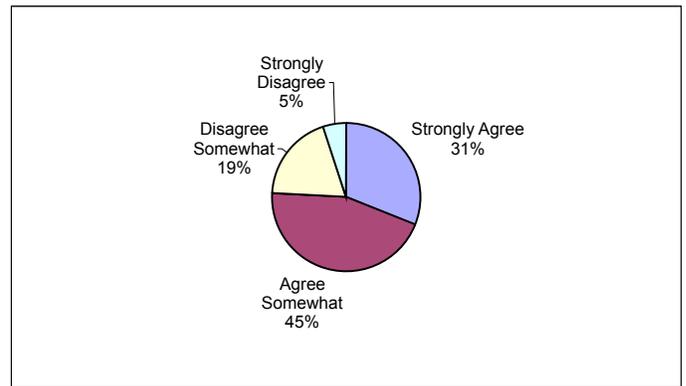


## AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

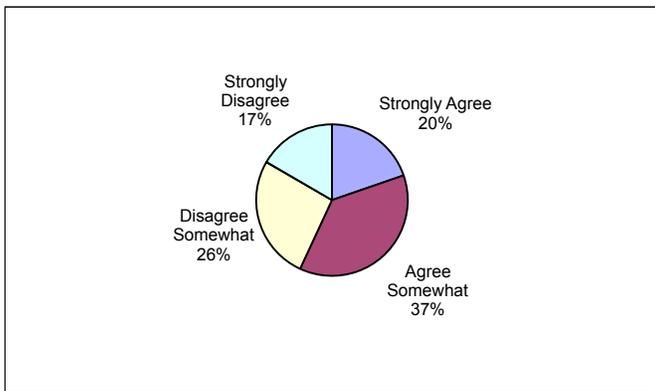
1. We should preserve farmlands



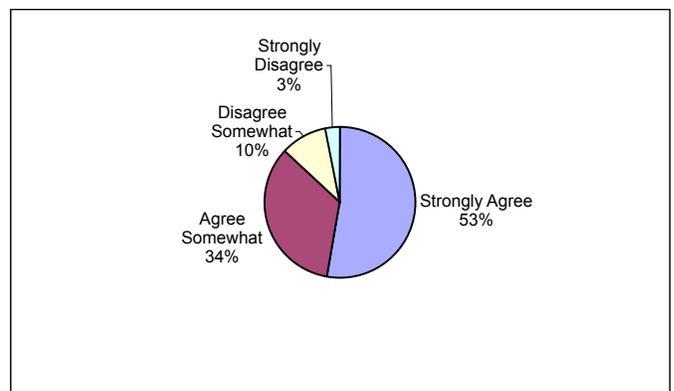
2. We need stricter water quality regulations



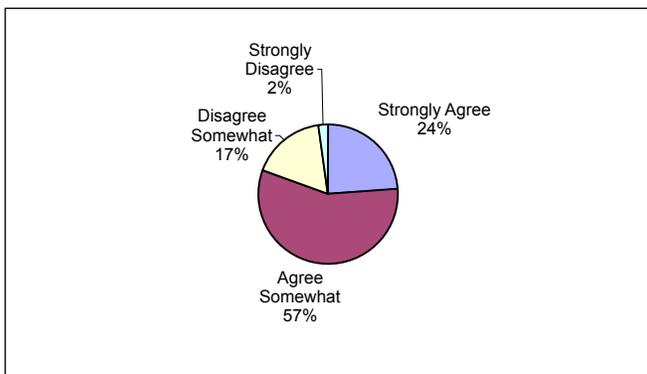
3. We need to invest in creating new parks and open spaces



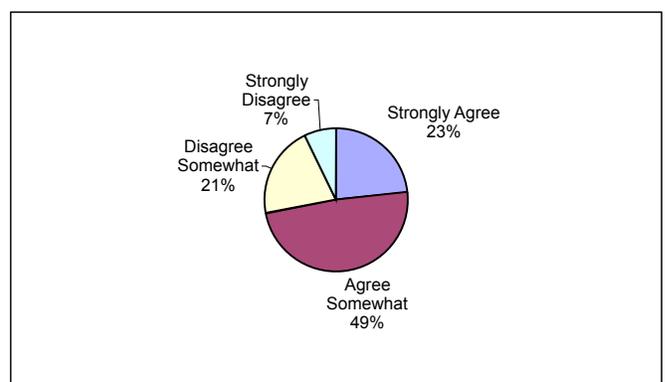
4. We should preserve existing woodlands



5. Our overall quality of environment is excellent

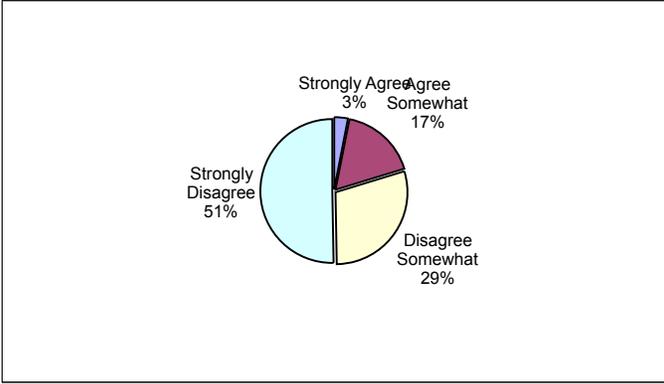


6. We have excellent ground water quality

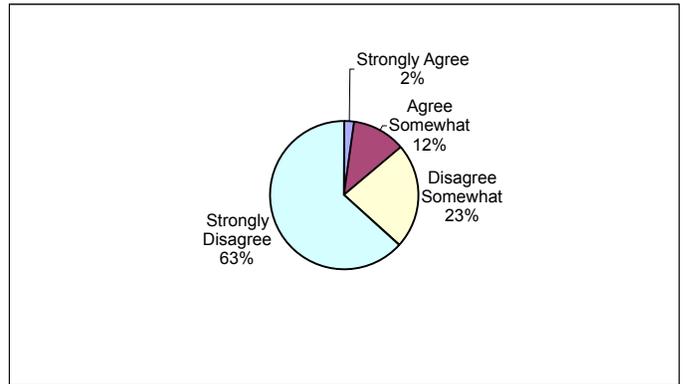


## AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

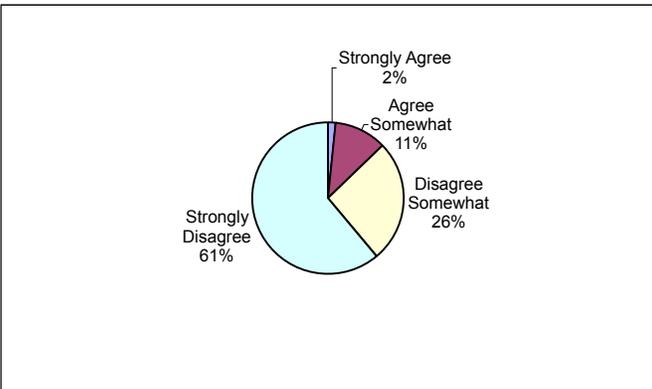
7. An appropriate use of farmlands would be housing



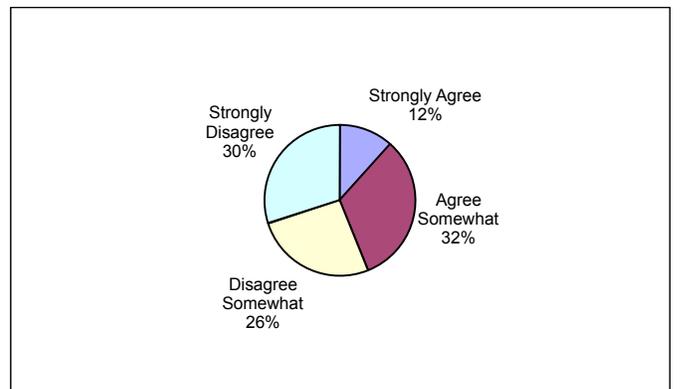
8. An appropriate use of farmlands would be commercial use



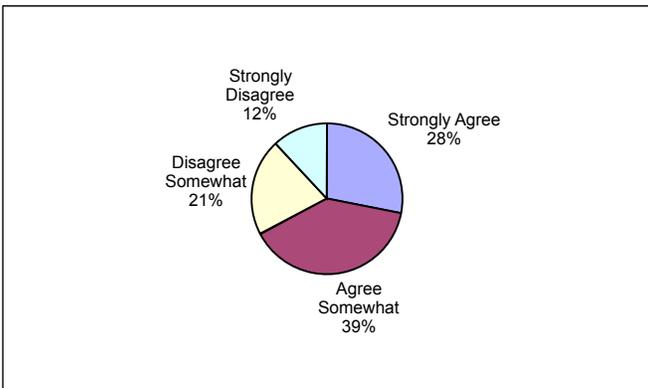
9. An appropriate use of existing farmlands would be industrial use



10. An appropriate use of existing farmlands would be parks and trails

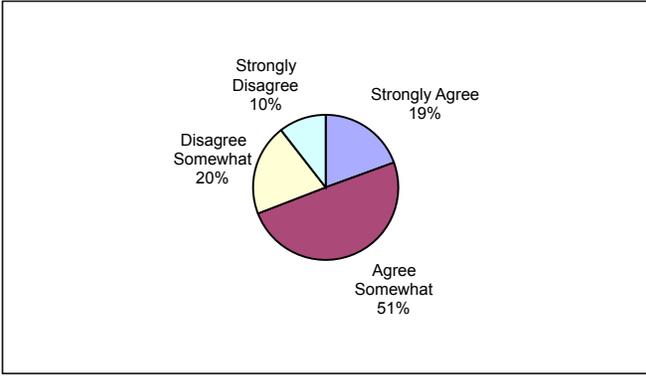


11. An appropriate use of existing farmlands would be for wildlife areas

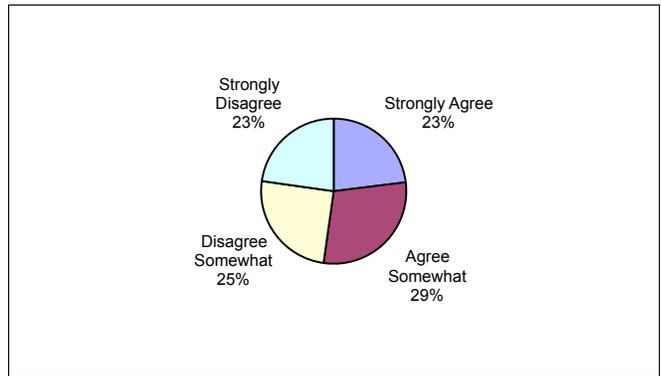


# TRANSPORTATION

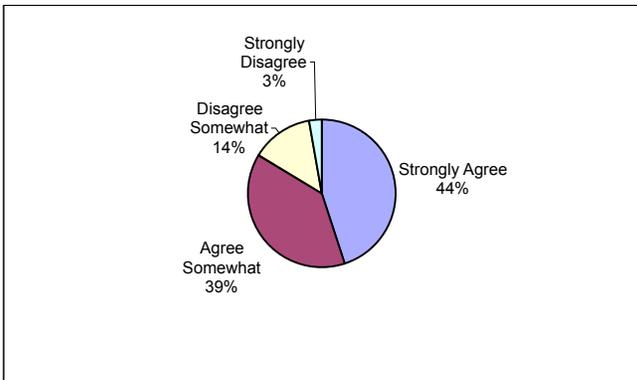
1. We need improved roads and highways



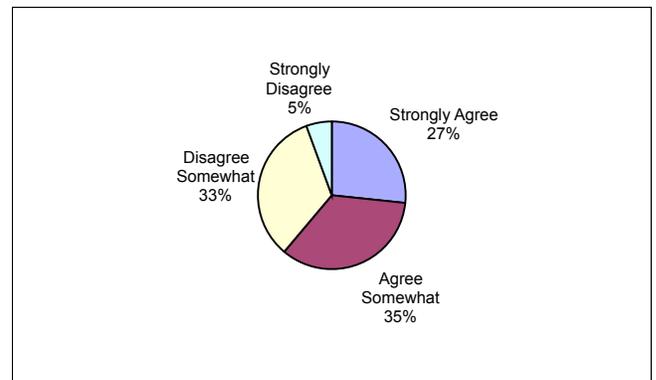
2. We need new hiking or biking trails



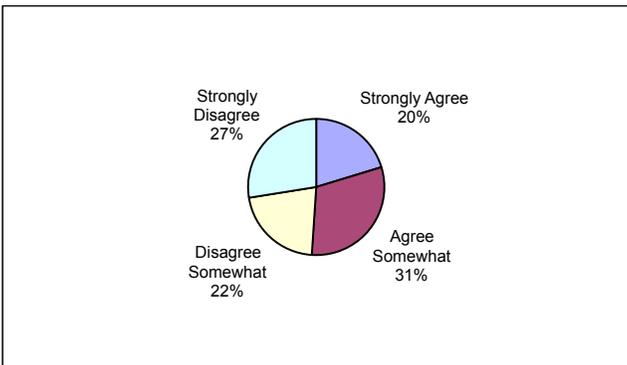
3. Our traffic volume has gotten heavier



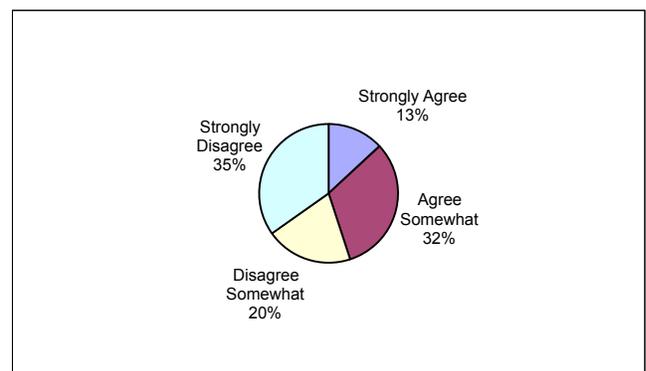
4. We have an excess speed problem on our roads



5. Recreational ATV trails should be encouraged



Do you agree with Red Wing Airport Expansion in Trenton Township



RESOLUTION NO. \_\_\_\_\_

**Regarding the Preparation of a Comprehensive Plan  
For the Town of Trenton**

WHEREAS, the Town Plan Commission, upon the request of the Town Board, has prepared a Comprehensive Plan for the Town of Trenton; and

WHEREAS, the Town Plan Commission has conducted numerous public meetings on the Comprehensive Plan; and

WHEREAS, the Town Plan Commission has reviewed and adopted the Comprehensive Plan, and recommends adoption by the Town Board;

NOW, THEREFORE,

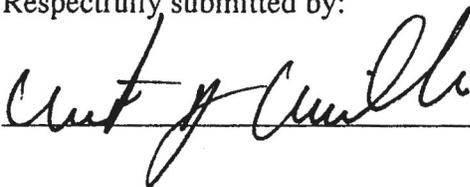
BE IT RESOLVED, that the Town of Trenton Comprehensive Plan is recommended to be adopted; and

BE IT FURTHER RESOLVED, that the Comprehensive Plan will be used as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of the Town of Trenton.

Dated this 9 day of Dec., 2008.

Adopted at a meeting of the Town Plan Commission this 9 day of Dec., 2008.

Respectfully submitted by:

  
\_\_\_\_\_

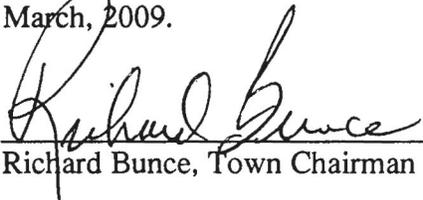
**Ordinance 19**  
**Adopting Town of Trenton Comprehensive Plan**

WHEREAS, with professional assistance a Town of Trenton Comprehensive Plan has been prepared and has been adopted by resolution by the Town Plan Commission by the affirmative vote of not less than a majority of all of the members of the Town Plan Commission at a meeting thereof held December 9, 2008, whereupon a copy of said plan was recommended to the Town Board for adoption;

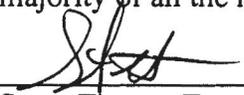
THEREFORE:

1. The Town of Trenton Comprehensive Plan, as set forth in the copy of said Comprehensive Plan which is attached hereto, and incorporated by this reference, and including all maps, descriptive matter and other matters contained therein, be and it is hereby adopted by the Town Board of the Town of Trenton, Pierce County, Wisconsin.
2. The purpose and effect of the adoption of said Comprehensive Plan shall be to aid the Town Plan Commission and the Town Board in the performance of their duties in respect to planning future development and use of Town facilities and services.
3. The extent to which and the schedule according to which the Town of Trenton Comprehensive Plan may be implemented shall be determined from time to time, in the future, by further action of the Town Board.
4. Copies of the Town of Trenton Comprehensive Plan be prepared and made available for use in the development of the facilities and services of the Town of Trenton.

This ordinance, adopted by the Town Board of the Town of Trenton and dated this 10<sup>th</sup> day of March, 2009.

  
Richard Bunce, Town Chairman

I hereby certify that the above ordinance was adopted by the affirmative votes of not less than a majority of all the members of the Town Board on the 10<sup>th</sup> day of March, 2009.

  
Steve Thoms, Town Clerk