CITY OF TRENTON
COMPREHENSIVE PLAN - 2025

A Small Town
With A Big Heart
City of Trenton
Comprehensive Plan – 2025

Adopted by the Trenton City Council on November 3, 2005

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Prepared by the
Ohio-Kentucky-Indiana Regional Council of Governments

CITY OF
Trenton
OHIO
A SMALL TOWN WITH A BIG HEART
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Chapter 1

Introduction

This Comprehensive Plan serves as a guide for the City of Trenton to shape its future. The plan provides direction for improving the quality of life as well as directing the community’s physical growth and development over the next twenty years.

Background

The City of Trenton is located in east-central Butler County between the cities of Hamilton to the southwest and Middletown to the northeast. It is situated on the west bank of the Great Miami River, just west of the cities of Middletown and Monroe. Trenton currently encompasses an area of about 3.3 square miles. It is bordered by Madison Township to the north, east and south. Wayne and St. Clair Townships border the City to the west. On a regional scale, Trenton is north of Cincinnati and southwest of Dayton, as shown in Figure 1.1.

Figure 1.1: Trenton and Vicinity
The community that was to become Trenton was established in 1799, and the first parcels were platted in 1816. As a village in a rural area, Trenton’s population reached 1,000 in 1950. The post-war growth boom pushed the population to over 5,000 by 1970, which allowed Trenton to incorporate as a city. The city charter was approved by Trenton’s citizens on June 15, 1971.

With a population of about 8,700 people in 2000 and more than 11,000 in 2005, Trenton is a small but growing city with an advantageous location. The city’s amenities and opportunities make planning for its future a necessity.


- Trenton’s population increased 40%;
- the number of households in Trenton increased 46%; and
- the city added 560 acres.

The implications of these and other significant changes in Trenton led city officials to decide that Impact 2015 needed to be updated. Trenton contracted with the Ohio-Kentucky-Indiana Regional Council of Governments (OKI) in the summer of 2004 to assist in updating the City’s plan.

**The Comprehensive Planning Process**

A comprehensive plan should be a blueprint for a community’s physical development. It is the only public document that describes a community as a whole in terms of its complex and mutually-supporting physical systems. The plan should achieve several things, including:

- address the city’s key physical elements concurrently;
- provide long-term (20 years) guidance for the timing and location of development and redevelopment;
- provide for more development and redevelopment choices as the city grows;
- provide for more defensible zoning and subdivision decisions; and
- provide for routine evaluation and updating, every three to five years.

A major function of a comprehensive plan is to provide for the timing, location and cost of development or redevelopment, outlining what public facilities and services are needed, when they will be needed, where they should be located, how much they will cost, and how they will be paid for.

In addition to guiding development, the plan can be used as a tool for preventing the degradation of natural resources and historic buildings, maintaining the city’s commercial and economic base, providing good public facilities, and improving the housing stock. The plan provides a basis for both long-term and short-term community decisions by providing a broad perspective of future needs and opportunities on the one hand and clarifying priorities related to immediate needs on the other hand. The plan is implemented through zoning regulations and subdivision ordinances that focus on individual parcels of property.
This Comprehensive Plan is an update and expansion of Trenton’s *Impact 2015*. It describes and analyzes existing conditions and trends for each of the city’s major physical elements (listed below). It presents goals, objectives, and policies for each of these elements. It also establishes levels of service as useful tools for planning for roads, water and sewer facilities, and parks and recreation facilities. The plan also depicts land use, infrastructure and capital improvements policies through maps of future conditions.

This plan provides guidance through chapters that address these major “elements” or chapters:

- Transportation;
- Public Facilities and Services (public water facilities and services, sanitary sewer systems, storm water, solid waste, educational facilities, emergency services);
- Recreation and Open Space (recreational resources and natural resources);
- Economic Development (employment characteristics, industries and employers, housing characteristics, historical and cultural resources, municipal services, archeological resources);
- Capital Improvements; and
- Future Land Use.

The horizon for this comprehensive plan is 20 years. Thus, projections were made through the year 2025. The plan should be updated every five years (or more often as necessary) so that it can remain a viable tool as Trenton grows and changes.

It is the City’s intent that the comprehensive plan is a financially feasible. As such, the plan should not commit Trenton to expenditures or programs for which there is no available revenue source. For example, if a comprehensive plan policy provides for a need to be addressed through the City’s participation in State grant program, and a grant is not awarded, the City will not be obligated by the absence of the State grant to address that need through a currently available revenue source. For the City to be so obligated in this example, the comprehensive plan should be formally amended.

This plan was developed with oversight and participation by the Trenton Comprehensive Plan Advisory Committee, a sub-committee of the Trenton Planning Commission, whose members were augmented by Trenton citizens. The Advisory Committee provided guidance to City officials and staff of the Ohio-Kentucky-Indiana Regional Council of Governments. The Advisory Committee should serve as a steward for the adopted plan. Additional public involvement was sought through two public meetings and by a survey form posted on the City’s website.

**Evaluating and Updating the Comprehensive Plan**

This plan will be evaluated and updated every five (5) years, or more frequently as conditions warrant. The process of evaluating and updating the plan should be similar to that of its creation and adoption.

The purpose in evaluating the Trenton Comprehensive Plan is to determine whether the plan has resulted in progress in achieving the development the people want for their community. The
comprehensive plan describes the way Trenton will develop and grow, lists goals and objectives for different parts of the community, and lists the City’s policies that will direct programs, budgets, and decisions.

Over time the community changes. Some changes will be consistent with the growth anticipated and planned for. But other circumstances may bring changes to Trenton that were not anticipated. The comprehensive plan will continue to be useful in guiding growth and development if it is brought up to date to reflect changes and new circumstances. The process of preparing an evaluation and update provides an organized way to look at the plan and determine how well it fits Trenton’s current and future needs and desires.

The City should address the subjects within the plan that are important issues for Trenton. Involving many groups in a discussion of the plan’s evaluation and update is a very useful and important step in the process, and is strongly recommended.

The evaluation and update should be an audit useful to the community in modifying its plan so that the plan does direct growth and development to achieve the community’s goals. The evaluation and update should be most useful when it focuses on subject matter of local importance in the context of:

- The City’s existing and projected population and rate of population growth.
- The geography and size of the City’s jurisdiction, and the extent or existence of undeveloped land.
- The existence of natural resource features such as groundwater recharge areas, waterwells, wildlife habitat, and areas subject to flooding.
- The scale of public facilities and services the City provides or is projected to provide as it relates to the level of capital improvements planning required.
- The City’s planning and implementation resources, and associated local and regional public and private institutions.
Chapter 2

Socio-Economic Characteristics and Growth Trends

Demographic Profile

Population and Household Characteristics

In 2000, the population of Trenton was 8,746. Its composition was 49% male and 51% female and 98% Caucasian (U.S. Census Bureau, 2000).

The median age in 2000 was 30.8 in Trenton, representing a younger population than that of Butler County or the nation. Trenton’s population by major age cohort is presented in Figure 2.1, along with data for comparison with the county and national averages. Compared to Butler County or the nation in 2000, Trenton had larger shares of population in the age brackets “under 20” and “20-34” and smaller shares of population aged “45-64” and “65 and over.”

Figure 2.1: Trenton Age Cohorts, 2000

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Population</th>
<th>Trenton % of Total</th>
<th>Butler Co. % of Total</th>
<th>U.S.A. % of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>19 years and under</td>
<td>2,785</td>
<td>32%</td>
<td>29%</td>
<td>29%</td>
</tr>
<tr>
<td>20 to 34 years</td>
<td>2,242</td>
<td>26%</td>
<td>22%</td>
<td>21%</td>
</tr>
<tr>
<td>35 to 44 years</td>
<td>1,434</td>
<td>16%</td>
<td>16%</td>
<td>16%</td>
</tr>
<tr>
<td>45 to 64 years</td>
<td>1,541</td>
<td>18%</td>
<td>22%</td>
<td>22%</td>
</tr>
<tr>
<td>65 years and over</td>
<td>711</td>
<td>8%</td>
<td>11%</td>
<td>12%</td>
</tr>
<tr>
<td>Total</td>
<td>8,713</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
<tr>
<td>Median age (years)</td>
<td>30.8</td>
<td>34.2</td>
<td>35.4</td>
<td></td>
</tr>
</tbody>
</table>

Source: 2000 Census of Population, U.S. Census Bureau. (The total population is the sum of sample data and is therefore not consistent with census count data presented elsewhere in this document.)

In 2000, Trenton had 3,189 households, which corresponds to an average household size of 2.74. This is higher than the national average of 2.59, which reflects Trenton’s character as a community with greater-than-average shares of families and children (individuals 19 years and under).

Of the households in 2000, 79% were families and 21% were non-family. Almost 50% of Trenton’s households had children under 18 years of age (46%; 1,469 households). Nearly 20% of the households had individuals 65 years and over (18%; 574 households).
Educational Attainment

In Trenton in 2000, 85% of the population 25 years and older was a high school graduate or had higher education. More specifically, 45% of Trenton residents aged 25 and older had completed high school and 40% had some higher education, as indicated in Figure 2.2.

Figure 2.2: Trenton Educational Attainment, 2000 (Population 25 years and over)

<table>
<thead>
<tr>
<th></th>
<th>Trenton</th>
<th>Trenton</th>
<th>Butler Co.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>%</td>
<td>%</td>
</tr>
<tr>
<td>High school graduate</td>
<td>2,431</td>
<td>45%</td>
<td>34%</td>
</tr>
<tr>
<td>(includes equivalency)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Some college, 0-1 year</td>
<td>619</td>
<td>12%</td>
<td>8%</td>
</tr>
<tr>
<td>Some college, 1 or</td>
<td>640</td>
<td>12%</td>
<td>12%</td>
</tr>
<tr>
<td>more years, no degree</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Associate degree</td>
<td>323</td>
<td>6%</td>
<td>6%</td>
</tr>
<tr>
<td>Bachelor's degree</td>
<td>379</td>
<td>7%</td>
<td>15%</td>
</tr>
<tr>
<td>Master's degree</td>
<td>140</td>
<td>3%</td>
<td>6%</td>
</tr>
<tr>
<td>Professional degree</td>
<td>0</td>
<td>-</td>
<td>1%</td>
</tr>
<tr>
<td>Doctorate degree</td>
<td>7</td>
<td>-</td>
<td>1%</td>
</tr>
<tr>
<td>Population 25 and over</td>
<td>5,350</td>
<td>85%</td>
<td>83%</td>
</tr>
</tbody>
</table>


Employment Status and Occupation

The labor force in 2000 was 73% of the Trenton population aged 16 years and over according to the 2000 Census of Population. This represents people of working age who make themselves available for employment, regardless of the status of their employment. The rate of participation in the labor force is affected by factors such as age of retirement, length of schooling, women’s participation in the labor force, and birth rates.

Trenton’s labor force is essentially civilian. It had 4,613 persons in 2000, of which 56% were male and 44% were female. The labor force was 97% employed (4,466 employed), with an unemployment rate of 3% in the year 2000. Of females aged 16 or over, 63% were in the labor force.

The occupational status of employed persons in Trenton is presented in Figure 2.3 for year 2000. The 2000 census reported that 2.5% of workers were self-employed (in their own and not an incorporated business), 88% were private wage and salary workers, and 9% were government workers.
Figure 2.3: Trenton Occupational Structure, 2000

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management, professional, and related</td>
<td>1,088</td>
<td>24%</td>
</tr>
<tr>
<td>Service</td>
<td>538</td>
<td>12%</td>
</tr>
<tr>
<td>Sales and office</td>
<td>1,146</td>
<td>26%</td>
</tr>
<tr>
<td>Farming, fishing, and forestry</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Construction, extraction, and maintenance</td>
<td>522</td>
<td>12%</td>
</tr>
<tr>
<td>Production, transportation, and material moving</td>
<td>1,166</td>
<td>26%</td>
</tr>
<tr>
<td>Total</td>
<td>4,466</td>
<td>100%</td>
</tr>
</tbody>
</table>


Income Characteristics

The median income per household for Trenton was $50,933 (as reported by the 2000 census for the year 1999), which is 6% higher than Butler County’s ($47,885) and 21% higher than the United States’ ($41,994). About half of the households, therefore, have incomes greater than $50,000 per year (see Figure 2.4). The income per capita was $20,451, which is 5% lower than the nation’s ($21,587). The disparity between household median and per capita incomes in relation to national income status is due to Trenton having a higher average household size than the nation.

Figure 2.4: Trenton Income by Household, 2000

<table>
<thead>
<tr>
<th>Income Range</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $10,000</td>
<td>158</td>
<td>5.0%</td>
</tr>
<tr>
<td>$10,000 to $14,999</td>
<td>65</td>
<td>2.0%</td>
</tr>
<tr>
<td>$15,000 to $24,999</td>
<td>287</td>
<td>9.0%</td>
</tr>
<tr>
<td>$25,000 to 34,999</td>
<td>370</td>
<td>11.5%</td>
</tr>
<tr>
<td>$35,000 to $49,999</td>
<td>669</td>
<td>21.0%</td>
</tr>
<tr>
<td>$50,000 to $74,999</td>
<td>924</td>
<td>29.0%</td>
</tr>
<tr>
<td>$75,000 to $99,000</td>
<td>490</td>
<td>15.5%</td>
</tr>
<tr>
<td>$100,000 to $149,999</td>
<td>187</td>
<td>6.0%</td>
</tr>
<tr>
<td>$150,000 to $199,000</td>
<td>20</td>
<td>.5%</td>
</tr>
<tr>
<td>$200,000 or more</td>
<td>25</td>
<td>.5%</td>
</tr>
<tr>
<td>Total number of households</td>
<td>3,195</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Source: 2000 Census of Population, U.S. Census Bureau. Table DP-3 (Percentages rounded to the nearest half percent. Total population is the sum of sample data and is not consistent with census count data presented elsewhere in this document.)

In 2000, about 4% of Trenton’s population was below the poverty level (3.7%, 318 people classified as poverty status in 1999 as reported in the 2000 census). The percent of families below the poverty level was somewhat lower, at 3.1% (3.9% of related children under 18 years of age). Of individuals 65 years and over, 8% were below the poverty level.

City of Trenton Comprehensive Plan - 2025
Growth Trends
Growth Trends

Recent Population Growth

Trenton has been growing significantly for more than a decade. This growth is evident from census data and census estimates, annexation, and building permits. Trenton’s growth since 1990 follows a time of relatively slow growth and stability between 1970-1990, which was preceded by the post-war surge in Trenton’s population between 1950 and 1970.

Trenton’s population grew by 2,557, or 41%, during 1990-2000 according to census data (see Figure 2.5). This growth is higher than that of any other decade, although the rate of growth is lower than that of the 1950’s and 1960’s.

The 1990-2000 growth in the number of households amounted to 1000 in Trenton, or 46%. The number of households grew from 2,189 in 1990 to 3,189 in 2000.

**Figure 2.5: Trenton Population, 1930 - 2000**

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1930</td>
<td>636</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1940</td>
<td>777</td>
<td>141</td>
<td>22%</td>
</tr>
<tr>
<td>1950</td>
<td>987</td>
<td>210</td>
<td>27%</td>
</tr>
<tr>
<td>1960</td>
<td>3064</td>
<td>2077</td>
<td>210%</td>
</tr>
<tr>
<td>1970</td>
<td>5278</td>
<td>2214</td>
<td>72%</td>
</tr>
<tr>
<td>1980</td>
<td>6401</td>
<td>1123</td>
<td>21%</td>
</tr>
<tr>
<td>1990</td>
<td>6189</td>
<td>-212</td>
<td>-3%</td>
</tr>
<tr>
<td>2000</td>
<td>8746</td>
<td>2557</td>
<td>41%</td>
</tr>
</tbody>
</table>


Since 2000, Trenton’s population growth appears to be at somewhat higher levels than those of 1990-2000. The census estimate for Trenton for 2004 was 10,294 (see Figure 2.6). This represents an average annual increase of 368 between 2000 and 2004, compared with an annual average increase of 256 during 1990-2000. Trenton’s population in 2005 was estimated as 11,013 (census estimate not available).

**Table 2.6: Trenton Population Estimates, 2000 – 2004**

<table>
<thead>
<tr>
<th>Year (July 1)</th>
<th>Population Estimate</th>
<th>Change</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>8,823</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>9,178</td>
<td>355</td>
<td>4%</td>
</tr>
<tr>
<td>2002</td>
<td>9,536</td>
<td>358</td>
<td>4%</td>
</tr>
<tr>
<td>2003</td>
<td>9,944</td>
<td>408</td>
<td>4%</td>
</tr>
<tr>
<td>2004</td>
<td>10,294</td>
<td>350</td>
<td>4%</td>
</tr>
<tr>
<td>2005</td>
<td>11,013</td>
<td>719</td>
<td>7%</td>
</tr>
</tbody>
</table>

Physical Growth

Trenton is a 3.3 square mile incorporated area surrounded by area in three township jurisdictions. The city annexed 562.5 acres between 1995 and 2005, which is nearly one square mile, or about one quarter of its present land area (see Figure 2.7). These annexations have supported the spurt of residential development and population growth that has occurred in Trenton since 1990 and will help sustain future growth and development.

**Figure 2.7: Trenton Annexations, 1995 – 2003**

<table>
<thead>
<tr>
<th>Year</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995</td>
<td>221.445</td>
</tr>
<tr>
<td>1996</td>
<td>27.466</td>
</tr>
<tr>
<td>1997</td>
<td>0</td>
</tr>
<tr>
<td>1998</td>
<td>0</td>
</tr>
<tr>
<td>1999</td>
<td>10.0</td>
</tr>
<tr>
<td>2000</td>
<td>0</td>
</tr>
<tr>
<td>2001</td>
<td>0</td>
</tr>
<tr>
<td>2002</td>
<td>282.585</td>
</tr>
<tr>
<td>2003</td>
<td>20.984</td>
</tr>
<tr>
<td>Total</td>
<td>562.48</td>
</tr>
</tbody>
</table>

Source: City of Trenton, Planning Department.

Building Permits

Recent data on the number, type, and distribution of residential building permits issued by Trenton are provided in Figure 2.8. The data are for the period between 1997 and 2003. During this period, 96% of the permits were for single-family housing units and 4% were for apartment units.

The permits are concentrated on Trenton’s outer edges but occur on every side of the community: north, south, east, and west. Close to the city’s commercial center, lower density residential development occurred between 1999 and 2001 (Clara Drive between West Roger Drive and West State Street). Fewer than half of the permits have been issued in areas annexed since 1995.

**Table 2.8: Trenton Building Permits, 1997 - 2004**

<table>
<thead>
<tr>
<th>Year</th>
<th>Single-Family Housing Units</th>
<th>Multi-Family Apartment Units</th>
<th>Total Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997</td>
<td>107</td>
<td>16</td>
<td>123</td>
</tr>
<tr>
<td>1998</td>
<td>155</td>
<td>2</td>
<td>157</td>
</tr>
<tr>
<td>1999</td>
<td>136</td>
<td>3</td>
<td>139</td>
</tr>
<tr>
<td>2000</td>
<td>136</td>
<td>2</td>
<td>138</td>
</tr>
<tr>
<td>2001</td>
<td>147</td>
<td>4</td>
<td>151</td>
</tr>
<tr>
<td>2002</td>
<td>153</td>
<td>4</td>
<td>157</td>
</tr>
<tr>
<td>2003</td>
<td>168</td>
<td>16</td>
<td>184</td>
</tr>
<tr>
<td>2004</td>
<td>145</td>
<td>13</td>
<td>158</td>
</tr>
<tr>
<td>Total</td>
<td>1,002</td>
<td>47</td>
<td>1,049</td>
</tr>
</tbody>
</table>

Source: City of Trenton, Building Department.
Projected Population Growth

Trenton’s population is projected to reach 19,900 in 2025 (see Figure 2.9). Figure 2.9 presents projections at 5-year intervals as a basis for analysis and assumptions involved in the development of this comprehensive plan. These same projections were developed and used for Trenton for analysis of public water facilities (Evaluation and Recommendations for New Water Treatment Facility & Related Supply/Distribution Improvements, Earth Tech, July 2004). Projections are the result of the application of a 3% annual growth rate. The projections were selected for use in this comprehensive plan to maintain consistency with already-completed and accepted infrastructure studies and plans.

Table 2.9: Trenton Projected Population, 2005 - 2025

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2005</td>
<td>11,013</td>
</tr>
<tr>
<td>2010</td>
<td>12,767</td>
</tr>
<tr>
<td>2015</td>
<td>14,801</td>
</tr>
<tr>
<td>2020</td>
<td>17,158</td>
</tr>
<tr>
<td>2025</td>
<td>19,891</td>
</tr>
</tbody>
</table>

Source: Evaluation and Recommendations for New Water Treatment Facility and Related Supply/Distribution Improvements, Earth Tech, July 2004

The projected growth of Trenton’s population amounts to an increase of 11,145 people between 2000 and 2025, which would nearly double Trenton’s 2005 population by the end of the planning period.

Implications of Projected Growth

The city’s recent and current growth trends and future outlook indicate that development will continue into the foreseeable future. The expectations for additional growth are supported by the facts that Trenton has available land suitable for development, an advantageous location with good access, and many amenities that make it attractive for residential, industrial, and commercial development.

The level of growth projected over the next two decades would bring Trenton’s population to approximately 20,000. If Trenton grew as projected and maintained its average household size (2.73) and if each new household correlated to one new housing unit, then Trenton could expect to add 3,252 housing units between 2005 and 2025.

As Trenton’s population and housing supply increase, so will the use of public facilities and the demand for public services. There will be more traffic on existing roads, more children in local schools, greater use of athletic fields, more calls for police and emergency response, and more demand on water supply and wastewater treatment capacity. The expansion of public facilities and services will provide an opportunity for improvements that will also benefit Trenton’s current residents and contribute to overall quality of life in the community.
This is a plan for addressing existing needs as well as addressing the needs related to population growth and new development. It provides an assessment of public facilities and services and a consideration of their cost in relation to public financial resources. This is a guide for Trenton to address its current and future needs and tie them to the City’s capital budget.
Chapter 3
Transportation

Introduction

The purpose of the Transportation Element is to determine the transportation improvements needed or desired for the City of Trenton. More specifically, this Element identifies deficiencies and recommends improvements for Trenton’s existing transportation system and projects future transportation needs.

Recommendations are based on data, trends and a vision for the city’s future transportation system. Transportation facilities must be examined in the context of land use because different land uses generate different numbers of trips and different trip patterns. That is, land development or redevelopment may increase the need for additional travel capacity, and additional capacity may encourage more land development.

In addition to providing mobility, the major roads also provide access and visibility to business, shopping, and other centers of activity. An area becomes more attractive for development as transportation improvements make the area accessible. As an area is developed, more activity leads to increased traffic, which in turn can create congestion and reduce a roadway’s ability to move traffic efficiently. As travel demand increases, traffic levels may exceed roadway capacity (traffic volumes may become greater than what the road is designed to carry) and create a need for roadway expansion or other improvements that will enable the existing roadway to carry more traffic. This interdependence between land use and transportation requires an integrated planning approach.

Transportation is a particularly important issue in a city such as Trenton. Decisions as to which road improvements shall be made, when they shall be made, and which entity shall be responsible for making the improvements must be coordinated with separate decisions involving land use and the provision of public facilities and services such as sanitary sewer and potable water.

Automobile travel is the primary focus of this element, although bus service and bicycle facilities are also addressed. Recommendations account for existing problems with traffic congestion and at-grade railroad crossings and projections of future traffic loads.

Overview of Roadway Functions

Functional Classification System

A roadway network serves the dual need for travel mobility and for access to property. Different roadways serve different functions within the overall network. The part that any individual roadway should play within the network is indicated by its “functional classification” as an arterial, a collector, or a local road. In general, an arterial provides the highest level of mobility, a
collector combines functions of mobility and access, and local roads serve primarily to provide access. The functional hierarchy among arterials, collectors, and local streets should be maintained in order to insure a proper balance between the movement of traffic and access to abutting land.

An individual roadway may provide good mobility or good access, but these are conflicting functions, as indicated in Figure 3.1. For example, roadways that provide the highest levels of mobility, such as interstates, provide little direct access to property (and conversely, local streets used for accessing property are not used for traveling long distances). As development occurs along major roadways, the need for access may greatly reduce the road’s ability to provide mobility unless the local community has appropriate guidelines in place for design of new development.

**Figure 3.1: Mobility vs. Access**

The roadway functional classification system is used as a basis for allocating funds for roadway maintenance and improvements as well as for assessing a facility’s existing and future needs, determining responsibility for maintenance and improvements, designing roadways, etc. The Ohio Department of Transportation assigns functional classifications that are used as a basis for determining state and local responsibilities for maintenance and the sources of funding for roadway improvements.

The major categories of functional classification are summarized below. These categories are further subdivided, as summarized in Figure 3.2, into subcategories that are similar but different for urban and rural areas. For Trenton, the distinction between urban and rural functional classification is based on the OKI urban area boundary of 2000.

**Arterials:** Arterials provide the highest level of mobility; direct access to property is limited. This category includes interstates, freeways, multilane highways, and other important roadways that connect urbanized areas, cities, and industrial centers. Arterials have the highest speeds over the longest uninterrupted distances. This category can be further subdivided into Principal Arterials and Minor Arterials.

**Collectors:** Collectors, which represent an intermediate functional category, serve to provide both mobility and access. Collectors include major and minor roads that connect local roads and streets with arterials. They provide less mobility than arterials at lower speeds and for shorter distances. This category can be further subdivided into Major Collectors and Minor Collectors.

**Local Roads:** Local roads, as the lowest functional category, provide limited mobility and are the primary access to residential areas, business, and other properties.
NOTE: For Trenton, the Urban classification system applies to areas within the OKI urban area boundary as defined in 2000; the Rural classification system applies to areas outside of the OKI urban area boundary.

### Functional Classification

<table>
<thead>
<tr>
<th>Functional Classification</th>
<th>Focus</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Principal Arterial</td>
<td>Mobility (through urban areas and long distance trips between traffic generators within an urban area)</td>
</tr>
<tr>
<td>Urban Minor Arterials</td>
<td>Mobility (shorter trips between traffic generators within urban areas)</td>
</tr>
<tr>
<td>Urban Collectors</td>
<td>Mobility &amp; Access (intra-urban and local trips that take travelers to arterials)</td>
</tr>
<tr>
<td>Local Streets</td>
<td>Access (all other public roads not in preceding categories)</td>
</tr>
<tr>
<td>Rural Principal Arterials</td>
<td>Statewide and interstate mobility (Classification typically includes the Interstate System and other rural freeways that serve longer distance high-volume corridors)</td>
</tr>
<tr>
<td>Rural Minor Arterials</td>
<td>Mobility (typically link smaller cities and towns and other statewide traffic generators not served by principal arterials)</td>
</tr>
<tr>
<td>Rural Major Collectors</td>
<td>Link county seats and communities not served by arterials but have an intra-county rather than statewide focus</td>
</tr>
<tr>
<td>Rural Minor Collectors</td>
<td>Collect traffic from local roads and smaller communities</td>
</tr>
<tr>
<td>Local Roads</td>
<td>Access and relatively short trips (include all other public roads)</td>
</tr>
</tbody>
</table>

### Functional Classification of Trenton Roadways

Trenton’s major road, SR-73, is classified as a Minor Arterial, as indicated in Figure 3.3. SR-73 (“State Street” within Trenton, “Trenton Oxford Road” west of Trenton, “Oxford State Road” east of Trenton) is classified as Urban, except for west of Wayne Madison Road (classified as Rural). Improvements to SR-73 are the responsibility of the Ohio Department of Transportation; improvements to Urban and Rural segments are funded from different sources.

SR-73 is important as an east-west connector in this area and as Trenton’s “Main Street.” Trenton’s central business district is located on SR-73, as well as new commercial development on the city’s western edge and schools, churches, government buildings, etc. To insure that SR-73 remains viable for east-west travel, new development should be designed consistent with provisions for good access management. As new development occurs, new streets should be constructed to interconnect in a grid-like pattern to preserve SR-73’s arterial function.
Figure 3.3: Trenton Roadway Network and Functional Classification, 2000
Other major roads in Trenton that have been assigned functional classifications are Trenton Road (name changes to Hamilton Avenue, then to Main Street, then to Elk Creek Road as the road proceeds north) and Wayne Madison Road south of SR-73. Both of these include segments classified as Urban Collector and as Rural Major Collector. North of Trenton, Howe Road, which provides access to Trenton, is classified as a Minor Collector.

The other roads shown in Figure 3.3 are classified as local roads, which are described in the next section.

**Existing Transportation System**

**Roadway System**

Trenton’s major roads, as identified in the previous section, carry the most traffic. SR-73 carries an average of 20,000 vehicles per day, which is more than twice the average traffic volumes of the collector roads. Traffic counts available for roads that serve or access Trenton are presented in Figure 3.4 in terms of average daily traffic (ADT), which is the average weekday, 24-hour, two-way traffic volume.

In addition to the arterial and collectors, Trenton is served by 42 miles of local roads. The City has 199 streets that include about 90 lane miles. In 2004, the City of Trenton created a long-term maintenance plan for all streets to address the needs for repair, renovation, or reconstruction over the next ten or fifteen years if funding is available. City Council adopted the plan in October 2004.

**Rail and Transit Service**

Trenton has rail service but is currently not served by public transit. Previously, Trenton had demand-responsive bus service that was provided by the Butler County Regional Transit Authority (during the late 1990s and early part of 2000). Bus service is available to the City of Cincinnati via I-75 from a park-and-ride lot in West Chester (at the Meijer parking facility). Bus service would be desirable as a transportation alternative that could reduce personal transportation costs, expand travel opportunity to those for whom driving is a limited option, conserve fuel, and reduce congestion.

Rail service is provided by the CSX Corporation. The CSX main line extends through Trenton from southwest to northeast. It serves businesses in Trenton through connections to Cincinnati, Dayton, and the national CSX rail system. In addition, spur lines extend southwest and southeast of Trenton that serve the Miller Brewing Company and the Cincinnati Gas and Electric plant.

All railroad crossings in Trenton are at-grade. There are safety gates at every railroad crossing within the City except on First Street, where there are flashing lights. These at-grade crossings are safety hazards and can create significant delays for motorists who must wait for passing trains.
Figure 3.4: Traffic Counts for Trenton, 2005
(Average Daily Traffic Counts)
Biking and Walking

Biking and walking as a means of transportation may involve facilities different than those used for recreation. The City of Trenton does not have any dedicated bicycle paths, but several roadways are designated as “preferred routes” for bicycling (additional information is provided in Chapter 5). The Miami Conservancy District is constructing a trail along the Great Miami River from Middletown’s Bicentennial Commons Park to SR 73 for extension south to Rentschler Forest, but this is primarily for recreation. A trail segment was paved in 2005 south of Middletown along the east bank of the river to the SR 73 bridge, and a parking lot was built on the east side of the bridge.

To facilitate pedestrian travel, Trenton’s subdivision regulations require 5-foot sidewalks on both sides of all new streets and along existing streets in residential, commercial and industrial areas. Sidewalks are also required along thoroughfares and collector streets. Subdivisions constructed after the 1970s follow these regulations, but many subdivisions built prior to 1970 do not have sidewalks. For recreational purposes, a 1.1 mile circular walking path (ten feet wide) is incorporated into Community Park.

Trenton just recently added sidewalks along the south side of SR-73 between Wayne-Madison Road and the high school property. This project was funded by a Federal Community Block and Development Grant and involved coordination with the Butler County Engineer’s office, St. Clair Township, and the Edgewood City School District.

Airports

Trenton is served by the following national airports, for which the approximate distance from Trenton is also indicated:

- Dayton International Airport in Vandalia, Ohio         40 miles
- Cincinnati Northern Kentucky International Airport in Florence, Kentucky    45 miles
- Port Columbus International Airport in Columbus, Ohio      108 miles
- Indianapolis International Airport in Indianapolis, Indiana   130 miles

In addition, Trenton is served at the following locations (all in Ohio) by airport facilities that serve passenger and business needs through public and private operations:

- Middletown        Hook Field Municipal Airport          7 miles
- Hamilton          Butler County Regional Airport          12 miles
- Lebanon           Warren County Airport                  12 miles
- Oxford Township   Miami University Airport               16 miles
- Blue Ash:         Blue Ash Airport                        23 miles
Indicators of Transportation Needs

Accident Frequency

Figure 3.5 depicts the intersections prone to higher accident counts, according to the Trenton Police Department.

- North First Street at East State Street
- Wayne Madison at Trenton Road
- Wayne Madison at State Street (SR 73)
- Miami Street at State Street (SR 73)

For the intersection of North First Street and East State Street, changes in traffic patterns have been implemented to reduce the number of accidents. The traffic on North First Street and Second Street between East State Street and Union Street is one-way, north bound. A few parking lot exits in this area have been converted to right-turn-only exits.

There are also a number of streets that intersect with State Street where it is difficult to move onto or across State Street due to high traffic volumes.

Existing and Future Levels of Service

Level of service (LOS) is a measure of traffic and roadway conditions; it provides an indication of a roadway’s efficiency in moving traffic and the need for improvement. LOS can be used to view major changes in a single road over a period of time or project the impacts of future traffic.

The LOS compares roadway capacity with traffic levels. Roadway capacity is generally defined as the maximum number of vehicles that can reasonably travel through a roadway segment. LOS, which is the ratio of traffic volume to capacity, provides an indication of whether a roadway is operating at, below, or above its capacity. Roadways operating above capacity experience congestion and unsafe conditions.

LOS is represented by a scale with six categories ranging from LOS A (the best) to LOS F (the worst). The ratings, which are presented in Figure 3.6, account for such factors as traffic volume, travel speed, travel time, traffic interruptions, a driver’s freedom to maneuver, and safety. The significance of the ratings is summarized as follows:

- LOS A - the best traffic conditions
- LOS B - traffic conditions are beginning to deteriorate but remain acceptable
- LOS C - the acceptable standard
- LOS D - traffic conditions are at the limit of acceptability for planning purposes
- LOS E - traffic is moving but conditions are poor; the roadway is operating at capacity
- LOS F - stop-and-go traffic conditions; traffic volumes exceed roadway capacity

Source: Trenton Traffic Department
**Figure 3.6: Definitions for Levels of Service**

<table>
<thead>
<tr>
<th>Level of Service A</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Best operating conditions; free flow of traffic</td>
</tr>
<tr>
<td></td>
<td>• Freedom to select desired speeds and maneuver within the traffic stream</td>
</tr>
<tr>
<td></td>
<td>• Delays are minimal</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Level of Service B</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Stable traffic flow, but noticeable presence of others in the traffic stream</td>
</tr>
<tr>
<td></td>
<td>• Freedom to select desired speeds but freedom to maneuver is somewhat limited</td>
</tr>
<tr>
<td></td>
<td>• Delays are minimal</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Level of Service C</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Stable traffic flow, but interactions with other vehicles in the traffic stream begins to affect driver operations</td>
</tr>
<tr>
<td></td>
<td>• Freedom to select speeds and maneuver are affected by the presence of other vehicles</td>
</tr>
<tr>
<td></td>
<td>• Delays are noticeable</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Level of Service D</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Stable but high-density traffic flow</td>
</tr>
<tr>
<td></td>
<td>• Speed and freedom to maneuver are severely restricted but traffic flow is high</td>
</tr>
<tr>
<td></td>
<td>• Delays are more substantial</td>
</tr>
<tr>
<td></td>
<td>• Often considered to be the limit of acceptability for planning purposes</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Level of Service E</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Operating conditions are at or near capacity</td>
</tr>
<tr>
<td></td>
<td>• All speeds are reduced to a low but relatively uniform value</td>
</tr>
<tr>
<td></td>
<td>• Freedom to maneuver within the traffic stream is usually extremely difficult.</td>
</tr>
<tr>
<td></td>
<td>• Operations at this level are usually unstable, because small increases in flow or minor perturbations within the traffic stream will cause breakdowns.</td>
</tr>
<tr>
<td></td>
<td>• Delays approach an unacceptable level</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Level of Service F</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Breakdowns of traffic flow; stop-and-go conditions</td>
</tr>
<tr>
<td></td>
<td>• Traffic exceeds the capacity of the structure</td>
</tr>
<tr>
<td></td>
<td>• Delays generally exceed limits of driver acceptability</td>
</tr>
</tbody>
</table>

LOS is affected by traffic conditions and by roadway design and traffic operations. The number of signalized intersections and the number of curb-cuts/driveways can greatly reduce a roadway segment's LOS. The impacts of traffic signals can be lessened by extending the amount of "green" time (the greater the amount of green time, the better the traffic flow on the arterial). The impacts of curb-cuts/driveways can be moderated through access management. Intersection improvements, lane additions, and other improvements provide options for improving LOS.

LOS for Trenton’s major roads has been calculated for existing and future conditions, as presented in Figures 3.7 and 3.8. LOS for existing conditions is for traffic volumes based on actual traffic counts. LOS for future conditions is projected for 2030 based on the application of OKI’s regional travel demand model. LOS has been determined for peak traffic conditions, which are the commute times when traffic levels tend to be the highest (calculated as a proportion of average daily traffic).

Figures 3.7 and 3.8 indicate that most of the major roads in and around Trenton operate at LOS C or better. SR-73 east of Main Street is the only roadway that currently operates at LOS D or E during peak periods now and at LOS E in the future. In addition to worsening conditions on SR-73, Trenton Road between Wayne Madison and Pierson Roads is projected to drop to LOS D.

For identifying the need for improvements, the minimum acceptable LOS is “D.” Roadway segments at LOS “E” or “F” have insufficient through-lane capacity to serve the traffic demand.
Figure 3.7: Trenton’s Existing Levels of Service, 2000
Figure 3.8: Trenton’s Future Levels of Service, 2030
Commuting Patterns

According to Census 2000, about 90% of Trenton workers traveled to work by driving alone in a car, truck or van. Another 8.7% used a motor vehicle but were part of a car pool or rideshare arrangement. A small number of people traveled to work by public transportation (0.6%), walking (0.5%), or motorcycle (0.1%).

In Trenton, the average travel time for a one-way trip to or from work was 24.3 minutes. About 40% of Trenton’s working population traveled 18 to 24 minutes to reach their place of work, which is about 10 percent longer than the average for Butler County (average travel time for Butler County is 23 minutes). Travel times for Trenton and Butler County are shown in Figure 3.9. For the United States, the average travel time to work is 25.5 minutes.

Automobile ownership in Trenton is very high. Nearly 95.5% of the city’s 3,193 households have some kind of vehicle. Auto ownership is higher among homeowners than renters; 11% of renter households do not have any vehicle. In owner-occupied housing, nearly 50% of households own two vehicles and 21% own three vehicles. In renter households, 32% of households have two vehicles and 9% have three vehicles.

The peak morning rush hour in Trenton is between 6:30am and 7:30 a.m., when nearly 27% of the working population leaves home to go to work.

Transportation Needs Addressed in Existing Plans

OKI Regional Transportation Plan

Trenton is part of the eight-county Cincinnati metropolitan area for which the Ohio-Kentucky-Indiana Regional Council of Governments (OKI) coordinates planning and spending for most federally-funded transportation projects (OKI’s planning area is comprised of Butler, Clermont, Hamilton and Warren counties in Ohio; Boone, Campbell, and Kenton counties in Kentucky; and Dearborn County in Indiana). For a transportation project to be eligible for federal funds, it must be recommended in the OKI Regional Transportation Plan. Projects that are committed for implementation (funding is allocated) are listed in OKI’s Transportation Improvement Project (TIP).
OKI’s *2030 Regional Transportation Plan, 2004 Update* was adopted by the OKI Board of Trustees on June 10, 2004. This plan provides a blueprint for improving transportation in the Cincinnati metropolitan area through 2030. The recommendations address existing transportation problems and also future transportation needs created by growth and development. Recommendations also respond to federal requirements for mitigating congestion and addressing air quality, other environmental, social and financial issues. The plan is updated every three years. The plan contains one recommendation that applies to Trenton: widen SR-73 for a two mile segment (approximate) that includes the intersection of Wayne-Madison Road.

The *OKI FY 2006-2009 Transportation Improvement Program* was adopted by the OKI Board of Trustees on April 14, 2005. The TIP lists highway and transit projects scheduled to receive state and/or federal funding; it includes an overview of the transportation planning process through which the projects are generated. This document is produced by OKI on a biennial basis and covers a period of four years. The TIP lists one project that would affect Trenton: extend SR-63 as a new facility between U.S. 127 and SR-4.

The SR-63 extension is proposed for the southern side of Trenton. It would involve construction of a nine-mile segment, the cost of which is estimated in the OKI TIP to be $40 million. The SR 63 extension is supported by the City of Trenton and the Butler County Engineer’s Office for improving access and connectivity. A Draft Environmental Impact Statement was prepared for review by the Federal Highway Administration in 2003.

The prospect for constructing the SR-63 extension was dimmed by the project’s omission from ODOT’s project list in 2003. In December 2003, the project was omitted from the *2005-2010 Major New Construction Program* released by the Transportation Review Advisory Council (TRAC), which is ODOT’s official project review board. TRAC had earlier allocated $27.7 million for implementation, but the project was withdrawn because of insufficient local match funds.

**Butler County Thoroughfare Plan**

The Butler County Engineer’s Office (BCEO) is responsible for preparation of the *Butler County Thoroughfare Plan*, which serves as an ongoing comprehensive 20-year countywide transportation-planning guide. The most recent plan was completed in 1994. The plan is currently being updated to account for the impacts of recent growth and projected development trends on traffic demand. The updated plan, which is scheduled for completion in 2007, will identify and prioritize road projects through the next 10 to 20 years.

The BCEO supports the SR-63 Extension. According to the BCEO, the project is divided into two phases. Phase one would involve construction of the road on the east of Wayne Madison Road, and phase two would involve the westward extension of SR-63. County officials have prepared and submitted an Environmental Impact Statement for the project.
Trenton’s Street Maintenance Plan

The City of Trenton adopted a long-term street maintenance plan in 2004. Trenton’s Public Works Department rates the pavement condition of all streets by assessing the level of distress (i.e. potholes, ruts, cracks) to determine pavement condition and maintenance needs. Maintenance is scheduled over a five-year period. In 2005, repairs are scheduled for four of the City’s most challenged streets, which will involve resurfacing Sal Boulevard, Edgewood Drive, most of Pierson Road, and sections of Cranewood Drive.

Need for Future Transportation Improvements

The following improvements are recommended to address existing problems and/or respond to needs created by additional development. Figure 3.10 depicts the City’s future transportation system and recommended improvements.

 fatalErrorRailroad Crossings: City officials have identified the at-grade CSX railroad crossings at East State Street and at Wayne Madison Road as impediments to smooth traffic flow and economic development. Grade separation involves major construction that would require the use of federal transportation funds, for which a 10% local match would be required. Total project costs are estimated to range from $5 million to $10 million. The amount of time from planning to completion could range from four years to seven years. City officials should begin working with county, regional and state agencies and with CSX to establish the scope of these grade separation projects as a basis for additional consideration and advancing the lengthy processes to get them constructed.

 fatalErrorPublic Transit: As Trenton and Butler County continue to grow and as energy costs escalate, it is imperative that public transit service be re-established. In the first part of this decade, annual ridership on the Butler County RTA system was over 100,000 for fixed-route and over 100,000 for demand-response services. Many of those riders depended on transit service to get to work, shopping or medical care. Limited public transit is an obstacle to accessibility and mobility for the region’s citizens, especially the transportation disadvantaged, which includes the elderly, people with disabilities or low income, zero-car households, and others. The need for public transit will intensify and expand as fuel costs increase.

 fatalErrorExtension of Local Streets: The City’s Future Land Use Map (Figure 8.7) depicts the extension of the local street grid. As the City grows and new neighborhoods and commercial areas are developed, the road and street hierarchy and internal circulation patterns should keep pace with development. These street extensions would provide connectivity that can reduce traffic volumes and congestion on the major roads so that levels of service do not fall below those identified in the City’s policies.

 fatalErrorIntersection Improvements: Safety improvements should be made at the intersection of Wayne Madison and Trenton Roads and the intersection of Wayne Madison and State Street (SR-73). Other intersections that may merit improvements are the intersection of Edgewood Drive and West State Street and the intersection of Trenton Place and East State Street.
Figure 3.10: Trenton’s Future Roadway Network with Recommended Improvements
Goal, Objectives and Policies

**GOAL T:** To develop a traffic circulation system which safely and efficiently meets existing and future transportation and economic development needs.

**Objective T1:** The City of Trenton will, as part of its five-year capital improvements program, identify measures and time frames for correcting roadway deficiencies in its motorized and non-motorized transportation system.

**Policy T1.1:** By 2007, the City will examine roadways within the City to identify needed improvements based on the following factors, as appropriate:

a) Roadway capacity;
b) Safety;
c) Efficient traffic flow; and
d) Beautification

**Policy T1.2:** The City will rank proposed roadway projects in order of priority according to the following guidelines:

- **Priority 1:** The project is needed to protect public health and safety, to fulfill the City's legal commitment to provide facilities and services, or to achieve full use of existing facilities.

- **Priority 2:** The project increases efficiency of existing facilities, prevents or reduces future improvement costs, provides service to developed areas lacking full service, promotes infill development, or promotes economic development. This priority includes the resurfacing of roads.

- **Priority 3:** The project represents a necessary improvement to maintain acceptable levels of service or a logical extension of facilities and services within a designated service area.

**Policy T1.3:** Sidewalks and bicycle facilities construction will be considered in conjunction with all new construction and reconstruction of transportation projects, including during the site plan review process for new residential development.

**Objective T2:** The City will protect existing and future rights-of-way from building encroachment.

**Policy T2.1:** The City will amend its land development regulations to establish roadway requirements, including appropriate land use setbacks and required right-of-way dedications, addressing the need to preserve or acquire existing and future rights-of-way.
Policy T2.2: The City shall review minimum right-of-way requirements for new arterial, collector and local roadways.

Policy T2.3: The City will re-examine its land development regulations regarding a program requiring mandatory dedications or fees for acquiring necessary rights-of-way as a condition of plat approval.

Policy T2.4: The City will establish a process for identifying right-of-way needed for improvement of existing streets and construction of new roads, and by 2007 establish measures for acquisition or reservation.

Objective T3: The City will continue the development of an efficient traffic circulation system that is consistent with and furthers this Comprehensive Plan, and is coordinated with the plans and programs of the Ohio-Kentucky-Indiana Regional Council of Governments (OKI) and the Ohio Department of Transportation.

Policy T3.1: The City will encourage OKI and ODOT to include projects in OKI’s Long-Range Transportation Plan and ODOT Six-Year Work Plan, which are consistent with and further this Comprehensive Plan.

Policy T3.2: The City will coordinate with and assist ODOT in its work efforts toward expanding capacity on deficient portions of the State system and other projects affecting the City in ODOT’s Work Program.

Policy T3.3: The City will promptly report to ODOT any observed deficiencies and needed improvements in state roads so that these may be added to the current ODOT work program or included in upcoming work programs.

Policy T3.4: The City’s roadway design standards will be consistent with criteria published at the federal, state, and local levels relating to the design of transportation facilities including the ODOT manuals and the American Association of State Highway and Transportation Engineers’ "Policy on Geometric Design of Highways and Streets."

Policy T3.5: The City will establish the following peak hour level of service standards for collector, arterial, local and limited access facilities in the City.

- Limited Access Facilities: "C"
- Principal Arterials: "C"
- Minor Arterials: "D"
- Collectors: "D"
- Local Roads: "D"

Objective T4: The City will coordinate new development which is consistent with the Future Land Use Element with the provision of adequate transportation facilities.
Policy T4.1: The City will monitor land development trends and traffic levels of service to consider providing needed transportation facilities prior to or concurrent with the impacts of development.

Policy T4.2: The City will adopt land development regulations, which meet or exceed ODOT standards, to control access to arterial roads by limiting new curb cuts and driveway permits, or by other appropriate means. Similar standards will be adopted for collector roads.

Policy T4.3: The City will adopt land development regulations which provide for safe and convenient on-site traffic flow, and which provide for motorized and non-motorized parking.

Policy T4.4: The City will adopt land development regulations which provide for public transit facilities and services, and the City will work with county, regional and state officials to establish county-wide or regional transit service.

Objective T5: The City will coordinate activity with state, regional and local jurisdictions to promote a proper mix of funding for transportation improvements.

Policy T5.1: The City will aggressively seek funds from all relevant levels of government and from the private sector, where appropriate, to make needed transportation improvements.
Chapter 4
Public Facilities and Services

Background

The purpose of the Public Facilities and Services Element is to determine the desired and projected level of infrastructure and services for Trenton, correlated to future land uses. This element addresses Trenton’s public water facilities and service, sanitary sewer facilities and service, stormwater management, solid waste collection, educational facilities, information technology infrastructure, emergency services (police and fire), emergency medical service, and other public facility needs. The omission of any discussion of services provided by other private and non-profit agencies is not intended to diminish their value.

Public facilities and services must be examined in the context of land use because of their link to new development and redevelopment. New land development usually requires new water and sewer lines and increased treatment capacity. More impervious surface resulting from development or redevelopment means increased storm water runoff. New development and more intense redevelopment also typically results in greater demands for solid waste collection services and increased coverage areas for emergency services.

Public Water Facilities and Service

Trenton owns and operates a water system that serves city residents, as well as limited area in adjoining township jurisdictions. Trenton’s water system serves nearly the entire city, with the exception of limited areas on the western and northern boundaries, as indicated in Figure 4.1. In addition, private wells provide water for two businesses and thirteen residences in the city.

Drinking Water Supply and Quality

Groundwater is the source of supply for Trenton’s water system. Groundwater from the Great Miami River Buried Valley Aquifer (GMBVA) is withdrawn at two well field locations. Regarding the well field at Home Avenue Park in the south central part of the city, the aquifer at this location has yields greater than 500 gallons per minute (gpm). The other well field is located in the northeastern part of the city at Community Park. The aquifer in this area has an estimated yield between 100 and 500 gpm (Evaluation and Recommendations for New Water Treatment Facility and Related Supply Distribution Improvements, Earth Tech, July 2004).

The GMBVA provides a clean and reliable source of water supply. In general, groundwater is exposed to fewer contaminants from the atmosphere and runoff than surface water. Both Trenton well field sites are located in relatively high-density residential areas at acceptable distances from potential contaminant source locations (Earth Tech, July 2004). Groundwater is susceptible to contaminants, however, particularly through the city’s dry well storm drain system. The Water Department asks customers not to dump any materials into storm drains.

1 The Trenton Buried Valley Aquifer (TBVA) also underlies the City. Technically, the TVBA is distinct from the GMBVA but practically, it is a lobe of the more extensive GMBVA. For the purposes of this comprehensive plan, reference will be made only to the GMBVA. For more detail on the TBVA, including a vicinity map of both systems, see the Earth Tech report.
The Trenton Water Department monitors water quality in compliance with state and federal laws. Water quality testing and analysis shows the absence of any maximum contaminant level violations in Trenton’s water supply. This conclusion is based on more than 2,500 individual laboratory tests for more than 75 different substances (2003 Trenton Water Quality Report). The contaminant level standards set by the city are based on the National Primary Drinking Water Regulations in conjunction with the Safe Drinking Water Act.

Trenton’s water supply contains high concentrations of calcium and magnesium, which cause the water to be “hard.” The city’s treatment plant that began operation in 2005 provides centralized water softening to reduce hardness and improve the water’s aesthetic quality.

Trenton’s well field sites contain moderate nitrate concentrations (averages of 6 and 5 parts per million, compared with allowable levels of 10 parts per million). Concentrations have been fairly consistent and have decreased slightly over time (Earth Tech, July 2004).

**Existing Water System and Water Demand**

Trenton’s water system includes water mains, water storage tanks, four production wells, and a water treatment plant. There are 42 miles of water mains that vary in size, with four inch mains in the older, central part of the city.

The system has two water storage tanks. A tank with a one million gallon capacity is located in the northwest part of Trenton at one of the city’s highest points. A second tank with an 0.5 million gallon capacity is located at the Home Avenue Park wellfield site.

The system has four production wells at two sites. Two of the production wells are located in Home Avenue Park. These wells are each rated for 800 gpm capacity. Pumping rates could be increased (to the 1,000 gpm range), but the location of the wells within 300 feet of existing sanitary sewers along roads around the park would require a variance from the Ohio EPA in order to upgrade pumping capacity. The other two wells are at Community Park. These have ratings below 500 gpm. There is a potential to increase the production rate, but pumping and soil conditions indicate that additional capacity may be limited.

A water treatment facility with a 3.0 MGD capacity began operation at the end of 2005. The facility is located at the Home Avenue site. In addition to water softening, it provides for disinfection and fluoridation. If required in the future, the facility could easily incorporate nitrate removal into the treatment process.

Current water demand is 1.03 million gallons per day. (This includes about 530,000 gallons a month to customers outside the city, of which 62% is used by schools, 34% by homes, and 4% by businesses). Trenton’s average per capita rate of water consumption is 94 - 99 gallons per day (Earth Tech, July 2004). Average industrial demand is 2,300 gallons per day per acre.

Trenton’s water service area is depicted in Figure 4.1.
Figure 4.1: Water Service Areas for Trenton and Vicinity
Future Improvements to the Water System

Trenton implemented major improvements to the water system’s capacity and reliability in 2005 with the addition of a production well, water storage tank, and a water treatment plant. It also installed additional water main pipe to stabilize pressure.

The water treatment plant’s 3.0 MGD capacity will accommodate expected residential development through 2025 and additional industrial development (200 acres by the year 2030). The plant is designed for additional expansion to 6.0 MGD for potential build-out of the community.

Additional production capacity could be provided through upgrades or expansion of existing wells or the development of a new well field. A site in the vicinity of Kennel and Pierson Roads has been identified as the potential site for a new well field and an additional water storage tank. It is expected that water quality at this site would be similar to that of the Home Avenue site.

Sanitary Sewer Facilities and Service

Existing Sewer Service

Most of Trenton is served by a centralized sanitary sewer system, as indicated in Figure 4.2. The city owns and operates the infrastructure that conveys sewage for treatment. Treatment is provided by the LeSourdsville Regional Water Reclamation Facility, which is operated by the Butler County Department of Environmental Services. This facility has an average daily flow of 7 MGD (1998) and a 12 MGD capacity.

Trenton also has several scattered septic systems. These systems are located too far from existing sewer lines to make hookups feasible. Sewer connections are required for structures where the property line is within 100 feet of a sewer main. Trenton does not have any package wastewater plants.

In addition to the area served by Trenton’s sewer system or septic tanks, an undeveloped area at the southern end of Trenton (west of Woodsdale Road and north and south of Kennel Road) is within the sewer service area of the Butler County Department of Environmental Services. This area is also accessible to city infrastructure adjacent to two properties.

Planned Improvements to the Sewer System

Most of the sewer lines in Trenton are more than 25 years old and need ongoing maintenance, repair, or replacement. The City of Trenton is embarking on an ambitious annual relining program.

Butler County plans to expand capacity at the LeSourdsville regional wastewater treatment plant in 2010.
Figure 4.2: Sewer Service Areas for Trenton and Vicinity
Stormwater Management

Dry Wells

Trenton has an extensive series of dry wells used for stormwater collection. These are subsurface structures or aggregate-filled pits that receive stormwater runoff and allow it to infiltrate into surrounding soils and directly into the groundwater. Dry wells are usually located in lawns or in paved areas such as streets and parking lots.

About half of Trenton’s several hundred dry wells are rectangular structures (4’ x 6’) built of concrete block masonry at a depth of 12-15 feet (mapping is in process with a GIS/Geographic Information System). Blocks in the lower third of the structure are turned so that the dry well’s contents can drain to the substrate through the holes in the blocks. The other half of Trenton’s dry wells, which are newer, are pre-cast structures about 6 feet in diameter. They are larger and more efficient than the older dry wells, but their maintenance is more complicated. With the exception of one subdivision, all of Trenton’s housing developments have public dry wells instead of storm sewers for disposal of rain water and melted snow, and new developments continue this pattern.

Given that dry wells are typically located a few feet below the surface and underlain by highly permeable sand and gravel aquifers, they are potential sources of contamination for groundwater and, by extension, for drinking water supply. Dry wells receive contaminants in runoff from roads and driveways, parking lots and roofs, lawns and gardens, and industrial and construction sites. Pollutants commonly found in runoff include lead, gasoline, oil and grease, pesticides and fertilizers, coliform bacteria, de-icing salts, and solvents. Dry wells may also receive contaminants from spills and leaks, from dumping into or near the wells, or from the improper disposal of motor oil, antifreeze, household chemicals, or industrial wastes.

The improper use of dry wells can seriously impact the quality of drinking water. Once contaminated, ground water can remain unusable for years, depending upon the nature of the contaminant. It is difficult and very costly to clean up an aquifer once it has become contaminated.

Management of Dry Wells

The City of Trenton manages its dry wells through a routine maintenance program. It refurbishes 12-15 dry wells per year at a total cost of about $30,000 per year (cost is $2,000 - $3,000 per dry well). Maintenance involves removing the leaves, dirt, sand, and other materials that clog the inside of the dry well and replacing the gravel around the outside of the structure. For the masonry dry wells, this process involves the use of a backhoe to remove debris and a fire hose to flush out the clogged holes. For the newer, pre-cast dry wells, cogged units require the use of a commercial vacuum truck which may be borrowed from the county or rented (purchase price would be about $300,000).

Another aspect of dry well management is related to the potential for groundwater contamination. For Trenton, the potential for groundwater pollution will be reduced by actions taken by the Butler County Storm Water District. In 2003, the District initiated efforts
to respond to the National Pollutant Discharge Elimination System (NPDES) Phase II Storm Water Program. This program requires local communities to institute control measures and implement “best management practices” to reduce storm water pollution to lakes, rivers, and streams. The District’s first annual report indicated progress in providing public education on stormwater impacts, identifying sources of illicit discharges, controlling runoff from construction sites, and other measures.

**Solid Waste Collection Service**

**Waste Collection**

Leaf collection and yard waste collection was provided by the city each fall using city personnel and equipment until 2005. The city of Trenton contracts with a private firm (Waste Management) for waste collection and curbside recycling. Figure 4.3 shows the acceptable and the non-acceptable items for the curbside recycling program as of February 2005.

<table>
<thead>
<tr>
<th>Acceptable</th>
<th>Not Acceptable</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Plastic</strong></td>
<td>Soda, milk, detergent, shampoo and small mouth bottles with a #1 or #2 on the bottom</td>
</tr>
<tr>
<td><strong>Glass</strong></td>
<td>Clear, brown, green and blue glass bottles and jars in which food products are packaged</td>
</tr>
<tr>
<td><strong>Paper</strong></td>
<td>Newspaper with glossy inserts, Magazines and telephone books, Brown grocery sacks</td>
</tr>
<tr>
<td><strong>Cans</strong></td>
<td>Aluminum and bi-metal beverage cans, Steel food/tin cans, Empty aerosol cans</td>
</tr>
</tbody>
</table>

Source: City of Trenton

**Educational Facilities**

Trenton is served by the Edgewood City School District and the Madison Local School District.

The Edgewood City School District covers 57 square miles and serves the villages of Jacksonburg and Seven Mile, in addition to the city of Trenton. The District began in 1970 as a consolidation of the Trenton and Shiloh School Districts. Since the 1990s, District enrollment has grown steadily from a low of about 2,300 students to 3,800 students in 2005.

The 2004 state report card indicated that Edgewood met 19 out of 22 performance standards, giving the district an “effective” status. The District has a teacher/student ratio of 1/23. It reports that 48% of graduates attend four year college or universities.

The District has five school facilities: three elementary schools, one middle school, and one high school. Two of the three elementary schools are in Trenton; both are located within walking distance for many of their students. Trenton students attend the following schools.
Edgewood High School: Enrollment is about 1,000 students (1,003 in 2003). The facility has 58 classrooms. It was built in 1970 and recently added 22 new classrooms, a new gymnasium, and a 650-seat auditorium. It is located on the main campus in the Edgewood community. The high school consistently ranks above state averages in proficiency testing, and 79% of its students further their education beyond high school.

Edgewood Middle School: This facility has about 800 students (834 in 2003) in grades 6 - 8. It was built in 1991 as a 58-classroom facility and is located on the main campus of Edgewood City Schools.

Babeck Elementary School: This school has a student enrollment of about 500 (477 in 2003) in grades 1 – 5. It is a 21-classroom facility located on the south side of Trenton.

Bloomfield Elementary School: This facility has 900 students (2003) and 45-classrooms. As the largest of the District’s three elementary schools, it houses the District’s kindergarten center and includes a newly added preschool for ages 3-5. It is located on Trenton’s northeast side.

Butler Technology and Career Development School (Butler Tech): This school provides career education for students in Trenton and other schools throughout Butler County. It serves over 5,200 high school students and 7,700 adult students annually through programs at its D. Russel Lee Career-Technology Center campus and the nine county school districts. A wide variety of programs are provided to allow career choices for citizens and to meet the changing needs of business, industry and labor.

Information Technology Infrastructure

Trenton is included in the Butler County Fiber Network, which connects every community in Butler County to a high-speed broadband network. In Trenton, fiber optic infrastructure is in place on State Street, with a connection on 1st Street.

The "open-access" fiber system is part of a county-wide economic development strategy. Businesses, government and educational facilities are being provided access to bandwidth. The network is intended to attract and support growing businesses, strengthen education and employment opportunities, and improve “quality of life.” In the context of a restructuring national economy, the county’s fiber network represents a competitive advantage for Trenton’s economic development.

Emergency Services: Police, Fire, and Emergency Medical Service

Safety services are provided in Trenton by the police department, a volunteer fire department, and a not-for-profit rescue squad.

Police

The Trenton Police Department employs a Police Chief, one lieutenant, three sergeants, two detectives, seven full-time officers (one of which is a K-9 officer). There are also dispatcher positions, an administrative secretary, and two chaplains. The Clerk of Courts maintains the
Mayor’s court docket (the Mayor’s court is involved in collecting fines and monitoring sentencing of misdemeanor cases).

The Police Department is housed in the City Building. Police facilities at that location include a dispatch center and one holding cell. The department serves within the city boundaries and has mutual aid agreements with all neighboring jurisdictions (Monroe, the Butler County Sheriff, and townships). As the City grows, a new central police station/court facility will be needed.

The City of Trenton shares a crisis response tactical police unit with the City of Monroe.

**Fire**

The Trenton Fire Department is a volunteer operation that also offers training, inspections, and fire prevention. It consists of 28 positions, including 22 firefighters, two lieutenants, a marshal, a captain, a fire chief, and an assistant chief. The Trenton Fire Department regularly depends on 20-26 firefighters (roster is 28) to maintain an average of seven firefighters responding to an event.

The department has earned a Class Four Insurance Service Office (ISO) rating. (ISO ratings range from one to ten, with one being the best rating, for the purpose of determining fire insurance premium rates. The ratings are based on water system capacity in terms of gallon per minute pumping capacity, manned and fully equipped engines, and reserve engines.)

Trenton has two fire stations and a rescue station, and almost entire City is within 1.5 to 2.5 miles of a fire station. The fire department stations are located strategically on either side of the CSX railroad tracks that bisect the city to provide acceptable response times for a first arriving unit. The CSX tracks, however, remain a potential obstacle to response times by creating a north-south barrier when a train is operating. Heavy traffic at times, especially along SR 73, presents another obstacle to rapid response.

The fire department owns a combination ladder /tanker truck with a 75 foot ladder, a ladder truck, and two command vehicles.

Trenton’s fire department participates in a county-wide mutual aid agreement. The Butler County Emergency Management Agency coordinates disaster services for the county.

**Emergency Medical Service (EMS)**

The city is served by a private rescue squad operated by a non-profit community organization. It operates out of a facility adjacent to Fire Station #1 on South Miami Street, on the north side of the CSX railroad tracks. As with response to fires, the CSX tracks are a potential obstacle to EMS response times by creating a barrier when a train is operating. The Trenton Rescue Squad regularly depends on 8-12 EMTs (roster is 23). According to an *Analysis of Current Fire and Rescue Operations*, prepared in 2003 (consulting team of William M. Kramer, Ph.D., and Randall W. Hanifen), the Trenton Rescue Squad “stay(s) busy,” relative to runs made in similar-size cities, making 560 runs from January through mid-November 2003. The report
also notes, “It is not unusual for…simultaneous emergency medical runs.” Further, the response data indicates an increasing need for emergency medical services in Trenton.

**Assessment of Trenton’s Fire and Rescue Operations**

The report *Analysis of Current Fire and Rescue Operations* (commonly referred to as the Kramer Report) focused on the ability of the city’s Fire Department and its Rescue Squad to provide fire and emergency medical protection at the current time and into the future. The study included a comprehensive analysis of staffing and facility needs.

The report states that the city can provide adequate minimum fire protection and comply with standards of the National Fire Protection Association (NFPA) and Federal Occupational Protection Administration (OSHA) but that it must rely on mutual aid for a major fire or emergency, like other agencies of its size. Regarding NFPA’s Standard 1720 for crew sizes and response times for volunteer fire departments (adopted in 2002), the report comments that total compliance is difficult for most municipalities and suggests that favorable response times provide a better approach than larger crew sizes.

Among its conclusions are that Trenton should begin to place fire/medical personnel on duty during critical daytime hours in paid positions and should combine fire and rescue services into one organization in order to provide greater efficiency and affordability.

In regard to facilities, the analysis indicates that the fire stations will need to be replaced or upgraded. It concludes that vehicles and equipment in both the fire and rescue squad are well maintained and reliable, but it refers to the need for replacing the pumper by 2007.

The analysis resulted in four major recommendations:

- Hire a full-time Chief
- Merge the Trenton Fire Department and the Trenton Rescue Squad to provide the city with several advantages and efficiencies
- Hire 1-3 part-time fire fighter/medics to provide immediate response during daytime hours on weekdays
- Relocate the North Fire Station and the Rescue Squad Complex to a new facility further to the north and to the west (north of State Street and west of Cranewood Drive to serve the City’s projected new growth areas).

**Future Needs for Emergency Services**

Trenton’s continued growth in area and population will increase the demand for police, fire and EMS services, and will affect the maintenance or improvement of response times. The impact of the timing, location, and layout or design of new residential and commercial development on emergency services must be accounted for. Growth into annexed areas may increase the distance and time span needed for emergency response. The use of new technology can improve the effectiveness of existing resources, but facilities and staffing will need to expand to provide for adequate public safety as Trenton grows in area and population.
In addressing the need for expansion, consideration should be given to the potential to coordinate services or share facilities in order to reduce costs or improve efficiency. This coordination should account for the potential of other jurisdictions or agencies to reduce risk and enhance resources. Public safety, particularly crime prevention, should be viewed as a shared responsibility that can involve many agencies and community organizations.

In reviewing standards for police service around the country, no consensus was found on standards for measuring level of service nor criteria for estimating staffing needs. “Response time” can be a suitable measure, but the nature of the request for service affects the degree of urgency needed for the response. Even among cities of similar size, the levels of police staffing vary widely. As a basis for estimating future needs, the Trenton Police Department should continue to refine its measurement its level(s) of service to determine the most appropriate and accurate tools for service delivery.

In response to the Kramer Report, the City has explored combining the fire department and the rescue squad by creating a Trenton Fire and Rescue department. As of 2005, it was not decided whether to merge the organizations or maintain them as separate entities. The Kramer Report recommended that if a merger takes place, the organizations should initially maintain separate divisions of fire and EMS to accommodate existing specialists in both fields. The report notes that the two separate organizations share a common life-saving mission and must cooperate on many emergency incidents. The report says there are advantages and strengths of the separate organizations as they exist, many of which can be combined and improved in a combined force.

**Other Public Facility Needs**

In the course of developing this comprehensive plan, city staff and citizens suggested a number of public facilities that are needed as Trenton continues its growth rate, and/or as desired as amenities to improve the quality of life for current residents. These include an improved and expanded library facility, a new public works building, a community/senior center, and an indoor public swimming pool and fitness-related facility. Such facilities should be properly sized and located so as to be easily accessible to city residents – especially to those who would prefer to walk or bike to them along safe routes.

**Library**

Trenton’s library is located on East State Street in the city’s downtown. It occupies 1,940 square feet of a building renovated in 1999 to provide additional space and amenities for library users, which included an expanded collection, a story room, and a 150% increase in square footage. The library uses the first floor of the city’s former city hall, which is owned by the City of Trenton and stocked, staffed, and maintained by the Middletown Library.

Trenton’s library has a collection of 21,000 volumes, which are 75% print and 25% audio-visual materials (July 2005). Given that Trenton is one of three branches of the Middletown Library, users can access additional materials available at the other facilities. The Middletown Library system has a computerized collection, and user requests can be serviced with daily delivery between the three branches on weekdays. Circulation at the Trenton branch is about 100,000 volumes per year.
With the Trenton library’s last expansion, usage increased by about one third. Additional space is needed for library programs (Trenton City Hall and the Rescue Squad Building have been used for this purpose), additional Internet terminals, and administration, but there are no plans or available resources for expansion. There has been discussion of the potential to expand services in conjunction with the high school, but this is not being pursued.

There are no established criteria or bases for estimating the needed size of a library facility or collection; however, any proposed library expansion is typically based on a long range facility plan that takes into account the community’s current and projected population, development patterns, the desired number of books per capita, the desired number of public computers, the number of people currently and projected to attend programs and how big the program space needs to be. In general, library administrators, with community input, determine the services/amenities they want to offer and the space needed to provide those services or amenities. Any expansion of library facilities would almost certainly require funds to be provided by voter approval of a ballot issue.

**Public Works Building**

As a result of its growth rate, Trenton has a need to consolidate its Public Works Department under one roof. As Trenton grows in area and population, having one public works facility, rather than four or five buildings currently in use, will provide for more efficient operations and equipment storage.

The Public Works Department provides for the maintenance and management of the public infrastructure and certain essential public services. This infrastructure is the backbone of the community and its maintenance affects the overall quality of life in Trenton.

Among the infrastructure for which the Public Works Department has responsibility are clean and well-maintained streets and bridges (including snow removal), sidewalks, curbs, traffic signals, street lighting, guardrail fencing, dry-well storm water systems, sanitary wastewater collection system, public water supply system, and green infrastructure such as parks, public shade trees, and medians. The Public Works Department provides a number of other services, including residential building inspections, home addressing, exterior property maintenance codes, and permitting.

**Community/Senior Center**

A community center typically serves the needs of citizens for cultural, recreational, and civic activities. Community centers can be part of a “hub” concept that combines a community center with parks, recreation, or open space facilities. Any new community center facility should be a flexible, multi-purpose building that is able to host a variety of uses. Typical uses include a gym and exercise room, teen center, senior center, areas for child-care and toddler programs, areas for music/performance/dance, multi-purpose rooms, arts and crafts rooms, and a large kitchen.

In Trenton, the timing, location and cost of a community center should be considered in partnership with local school districts, the business community and youth recreation groups. Potential sites for this new facility include Community Park, the Marconi property, and the property adjacent to the Cinergy substation on East State Street.
Goal, Objectives and Policies

**GOALS:** Sanitary sewer, solid waste, drainage, potable water, and fire and safety facilities and services will be adequate to serve the City’s residential, commercial and industrial land uses.

**Objective S1:** The City will consider whether necessary public facilities and services will be adequate to meet the needs of development or redevelopment projects.

**Policy S1.1:** The City establishes the following level of service standards to be used to determine the availability of facility capacity and demand generated by new development requiring such facilities, while acknowledging that minimum requirements for certain public facilities and services may vary for different types of development.

- **Potable Water:** Peak Daily Demand: 95 gallons per capita per day

- **Police:** Maintain an effective routine average response time of 6.5 minutes for Priority 1 calls.

- **Fire and Safety:** 1.6 fire department members (in a combined fire/EMS department) per 1,000 population; maintain an effective routine average response time for first-unit arrivals for 90 percent of calls.

- **Drainage Facilities:** Stormwater facilities will be designed to accommodate the 25-year, 24-hour design storm to meet the water quantity and quality standards that follow, unless permitted in accordance with paragraph "c" below:

  a: **Water Quantity**
  Peak post-development runoff will not exceed peak pre-development runoff rates;

  b: **Water Quality**
  Treatment of stormwater runoff will be required for all development, redevelopment and, when expansion occurs, existing developed areas. The stormwater treatment system or systems can be project specific, serve sub-areas within the City, or be a system to serve the entire City; and

  c: Any development within an improved or developed area or subdivision with a permitted or grandfathered stormwater management system, must not contribute pollutants that will cause the degradation of the quality of the receiving water body.

**Policy S1.2:** The City will ensure that all improvements for replacement, expansion, or increase in capacity of facilities will be compatible with the established level of service standard for that facility.
Objective S2: The City will prepare and maintain a Five-Year Schedule of Capital Improvements for any drainage, potable water, sanitary sewer, and fire and safety facilities for which it may have jurisdiction, to be updated annually, in conformance with the comprehensive plan review process for the Capital Improvements Element.

Policy S2.1: The City will establish a committee to evaluate and rank capital improvement projects proposed for inclusion in the Five-Year Schedule of Capital Improvements.

Policy S2.2: Capital improvements projects will be ranked according to the following guidelines:

Priority One: The project is needed to protect the public health and safety, to fulfill the City's legal obligation to provide facilities and services, or to preserve or achieve full use of existing facilities.

Priority Two: The project increases efficiency of existing facilities, reduces improvement costs, provides service to areas lacking full service, or promotes infill development.

Priority Three: The project represents a logical extension of facilities or services.

Policy S2.3: The City will coordinate with providers of public supply potable water and sanitary sewer facilities, and with appropriate state or regional agencies, to: maximize the use of existing facilities; coordinate the appropriate extension of facilities to unincorporated areas; and encourage efficient patterns of development while discouraging sprawl.

Objective S3: The City will reduce its per capita water consumption.

Policy S3.1: City building codes will require water-saving devices on all new construction.

Policy S3.2: The City's land development regulations will be consistent with any State of Ohio water conservation program. At a minimum, the City's regulations will provide for: limiting permissible hours for lawn watering during droughts; supporting leak-detection programs for facilities with significant unaccounted for water loss; developing programs such as public service announcements and availability of materials that discuss the importance of water conservation.

Objective S4: The City will undertake a surface water management study to identify and develop implementation strategies for the correction of existing drainage deficiencies. The study will also provide the basis for the improvement to, and expansion of, drainage facilities so as to ensure reasonable protection from flooding, prevention of degradation of receiving waters, and protection of natural drainage features.

Policy S4.1: The City will work with appropriate county, regional and state agencies to prepare and develop a City-wide surface water management plan which accomplishes the following:
• An inventory and mapping of existing drainage systems and basins;
• Evaluation to determine levels of service for flood protection, storage and water quality;
• Identification of potential conservation areas;
• Establishment of pre-development discharge criteria for each drainage basin, including the development of drainage backbone systems to maintain or improve existing levels of service for existing systems and proposed future systems;
• Prioritization of basin improvements; and
• Studying the feasibility of developing a stormwater utility.

Policy S4.2: Following completion of the surface water management study, the City will develop a capital projects schedule for inclusion in the adopted Five-Year Schedule of Capital Improvements. Other policy statements of the Comprehensive Plan will be amended or added to incorporate financially feasible recommendations of the study, including the prioritization of surface water management capital projects, and, if necessary, level of service standards.

Policy S4.3: The City will promptly report to the Ohio Department of Transportation any apparent increases in drainage along state roads.

Objective S5: Establish and maintain an appropriate level of fire protection in the City as growth-related demand for services occurs.

Policy S5.1: Maintain a 4-minute emergency response time for first-unit arrivals for 90 percent of calls.

Policy S5.2: Maintain an engine company travel distance of 1.5 miles and a ladder company travel distance of 2.5 miles, while maintaining an operations staff to population ratio of at least 1.6:1,000.

Policy S5.3: Determine the need for new City fire station sites based on assessments that include, at a minimum, the following factors:
• Increasing population and building values in the proposed fire service area;
• Travel distances exceeding more than 1.5 miles for an engine company and 2.5 miles for a ladder company;
• Increases in development activity that would eventually rule out a four minute response time; and
• Trends in adjoining service areas toward a rise in the number of calls and increasing travel times.

Objective S6: Maintain high levels of cooperation among all departments and agencies involved in fire protection and emergency services to assure a high level of service in a cost effective manner.

Policy S6.1: Continue to implement mutual aid agreements with other jurisdictions and the State.
Policy S6.2: Establish a cooperative process among jurisdictions for the appropriate siting of public safety facilities, particularly at the boundaries of jurisdictions.

Policy S6.3: In programming new sites for fire and emergency medical facilities, the City and County shall evaluate the feasibility of the proposed sites to accommodate a combination of Fire Department and EMS uses whenever possible in order to provide services more cost effectively and to create centers for community activities.

Objective S7: Provide an effective program of emergency medical services to maintain a safe environment for Trenton’s citizens.

Policy S7.1: Establish and maintain an appropriate level of emergency medical service protection in Trenton as growth-related demand for services occurs.

Policy S7.2: The City and the Trenton Rescue Squad will pursue the recommendations of the “Kramer Report,” including the creation of a combined fire and EMS services under the City’s jurisdiction, in order to provide the highest level of service to current and future residents.

Policy S7.3: In planning new stations, the EMS shall evaluate the feasibility of using the sites to accommodate educational programs for citizens and training programs for staff.

Objective S8: Establish and maintain an appropriate level of service for law enforcement as growth-related demand for services occurs.

Policy S8.1: Maintain adequate patrols to provide an average response time of 6.5 minutes or less for Priority 1 calls.

Policy S8.2: Continue to implement mutual aid agreements with other jurisdictions, the State and Federal law enforcement agencies.

Policy S8.3: Involve neighborhoods in crime prevention, disaster preparedness, citizen volunteer police services and shelter management through the establishment of neighborhood programs.

Objective S9: Establish and maintain an appropriate level of emergency management in Trenton.

Policy S9.1: Maintain and implement an effective Emergency Operations Plan to protect people and property in Trenton in times of emergency. The Plan shall delineate roles and establish policies, procedures and responsibilities for public and non-profit agencies at times of emergency.
Chapter 5
Recreation and Open Space

Introduction

One purpose of this Recreation and Open Space Element is to assist the City of Trenton in providing and protecting recreation sites and open space. This element assesses the City's existing recreation and open space system and analyzes future needs to assist Trenton in providing adequate recreation and open space sites to meet public demand.

Another purpose of this element is to promote the protection, conservation, and use of natural resources in and near Trenton. As Trenton grows, the need for protection and management of natural resources will increase, and a guide for decision-making will become more important. This element addresses Trenton’s existing natural resources and its future conservation considerations.

Early in the planning process, Trenton’s Comprehensive Plan Advisory Committee expressed a desire to see greenspace or park facilities keep pace with the City’s growth. That is, the City should ensure that new residential and commercial development creates true neighborhood environments that are walkable and have park or recreation amenities.

Recreational Facilities and Natural Resources

Between 1990 and 2000, Trenton’s population increased 40%, the number of households in Trenton increased 46%, and the City added 560 acres. Between 2000 and 2005, the City’s population increased 26%. As a result, the demand for greater recreational opportunities and open space resources has become an important issue. This element will assess current and future needs for recreation sites and facilities based on estimated recreation demand, the availability of recreation to the public, and the adequacy of existing recreation sites and facilities.

Similarly, the conservation, use and protection of natural resources is a political and economic issue. The quantity and quality of natural resources results in the wise use or conservation of resources generating the maximum possible social benefits from them. Public awareness of natural resources is one of the first steps in developing programs targeting their preservation, conservation and use.

Recreational sites are frequently classified as resource-based or activity-based. Resource-based sites and facilities are defined as sites and facilities centered around particular natural resources and may provide opportunities for picnicking, hiking, hunting, water sports, fishing or simply enjoying nature. Activity-based recreational sites and facilities are defined as sites developed for the enjoyment of particular activities such as baseball, soccer, football, or basketball; recreation programs such as aerobics and painting; senior citizen activities; and many spectator sports. The distinction between these two types is not clear-cut since many resource-based recreation sites often contain activity-based facilities.
Open space is not inventoried in this plan per se, but undeveloped tracts both inside and outside of Trenton may provide for conservation uses that may be accessed by the public.

In addition to some tracts of open space within the City, much of Trenton is surrounded by privately-owned open space that lies in other political jurisdictions. Although such open space is outside of Trenton’s political boundaries, it augments the rural character that many Trenton and nearby township residents value.

**Parks**

Four public parks are located within the City of Trenton.

**Home Avenue Park:** This is a park of about five acres that includes three baseball fields and picnic facilities. In addition to its use for recreation, this park also serves as the location of the water treatment plant and two production wells.

**Community Park:** Community Park was established in 2000 as part of an overall 160 acre parcel. It occupies 60 acres in the northeast part of town. The park is bordered by rail lines to the southeast, residential development to the southwest, township jurisdiction to the northwest, and undeveloped land to the northeast. Access is from either Trenton Franklin Road or Peyton Drive. Elk Creek crosses the park to enter the Great Miami River. The park includes a 1.1 mile long, ten-foot wide walking path. It is the site of two production wells for Trenton’s water supply system.

**Founder's Park:** This is a half-acre site adjacent to Pioneer Cemetery in Trenton’s downtown on the southwest corner of a five-way intersection with West State Street, Miami Street, and Hamilton Avenue. The site of the park honors the City’s founder, Michael Pearce, who built a house on the site in 1873. The Pearce house burned down in 1957.

**Cinergy Fields Park:** Cinergy Fields is a 40-acre privately-owned site that is leased to the City and provides athletic fields for public use. Located on the west side of Pierson Road, it is bordered by residential areas to the east, township jurisdiction to the south, industrial uses to the west, and rail lines and undeveloped tracts to the north.

**Bike Trails/Bike Routes**

Biking is increasingly popular as a recreational activity. In Trenton, biking opportunities are provided by a paved trail on the eastern side of the Great Miami River and by roadways designated as “preferred routes” within the City.

The paved Great Miami River Recreation Trail is designed for biking and walking. It will be 28 miles long when fully implemented and will connect to 150 miles of existing trails. The trail can be accessed from a parking facility on SR-73 east of Trenton that was built in 2005. A trail segment is currently under construction between Middletown’s Bicentennial Commons Park and a site near Excello Locks, which connects at its northern end to a completed trail segment. The Miami Conservancy District is building the trail to ultimately extend between southern Montgomery County and the City of Hamilton.
Within Trenton, the roadways designated as “preferred routes” for biking (for adult cyclists) are shown in Figure 5.1. These routes are promoted for recreational use in the Bike Route Guide published by the Ohio-Kentucky-Indiana Regional Council of Governments (2005); they were identified with assistance from area cyclists.

Trenton’s proximity to the Great Miami River Recreation Trail – combined with other amenities for recreation such as the “preferred routes” for biking and Trenton’s small-town character, rural setting, and mix of businesses and services – provide a base for promoting or developing opportunities for recreation in Trenton, perhaps as an economic development strategy. Trenton’s connection to the Recreation Trail, however, is limited for bicyclists by traffic conditions on SR-73, which is designated as “not recommended” in the Bike Route Guide. An alternative connection for crossing the Great Miami River and linking to the bike trail could potentially be developed as part of a future SR-63 crossing.

**Park and Recreation Guidelines**

Population thresholds are typically used to determine the resources and facilities that are needed for a given population. Figure 5.2 and the additional information that follows it are population and resource guidelines established by the National Recreation and Park Association (NPRA).

The NPRA no longer explicitly recommends the standards it developed, but it does recommend that every community establish standards that address its unique needs. In that context, the NRPA recognizes the importance of establishing and using park and recreation standards as:

- guidelines to determine land requirements for various kinds of park and recreation areas and facilities;
- bases for relating recreational needs to spatial analysis within a community-wide system of parks and open space areas;
- one of the major structuring elements that can be used to guide and assist regional development; and
- a means to justify the need for parks and open space within the overall land-use pattern of a region or community.

The purpose of park and recreation guidelines is to present standards that are applicable for planning, acquisition, and development of park, recreation, and open space lands, primarily at the community level. These standards should be viewed as a guide. They should be seen as minimum, not maximum, goals to be achieved.

Park and recreation standards are interpreted according to the particular situation to which they are applied and specific local needs. A variety of standards had been developed by professional and trade associations which are used throughout the country. The standard derived from early studies of park acreages located within metropolitan areas was the expression of acres of park land per unit of population.
Figure 5.1: Bike Routes in Trenton

(NOTE: "Recommended Bike Routes" are roads designated as "preferred routes" for adult riders in the Bike Route Guide published by the OKI Regional Council of Governments (2005).)
<table>
<thead>
<tr>
<th>ACTIVITY/FACILITY</th>
<th>RECOMMENDED SPACE REQUIREMENTS</th>
<th>RECOMMENDED SIZE AND DIMENSIONS</th>
<th>RECOMMENDED ORIENTATION</th>
<th>NO. OF UNITS PER POPULATION</th>
<th>SERVICE RADIUS</th>
<th>LOCATION NOTES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Badminton</td>
<td>1620 sq. ft.</td>
<td>Singles – 17’x44’ Doubles – 20’x44’</td>
<td>Long axis north-south</td>
<td>1 per 5000</td>
<td>¼ -1/2 mile</td>
<td>Usually in school, recreation center or church facility. Safe walking or bike access.</td>
</tr>
<tr>
<td>Basketball</td>
<td>2400-3036 sq. ft.</td>
<td>46-50’x84’ 50’x84’ 50’x94’</td>
<td>Long axis north-south</td>
<td>1 per 5000</td>
<td>¼ - ½ mile</td>
<td>Same as badminton. Outdoor courts in neighborhood and community parks, plus active recreation areas in other park settings.</td>
</tr>
<tr>
<td>Handball (3-4 wall)</td>
<td>800 sq. ft. for 4-wall 1000 for 3-wall</td>
<td>20’x40’ – Minimum of 10’ to rear of 3-wall court. Minimum 20’ overhead clearance</td>
<td>Long axis north-south. Front wall at north end.</td>
<td>1 per 20,000</td>
<td>15-30 minute travel time</td>
<td>4-wall usually indoor as part of multi-purpose facility. 3-wall usually outdoor in park or school setting.</td>
</tr>
<tr>
<td>Tennis</td>
<td>Minimum of 7,200 sq. ft. single court (2 acres for complex)</td>
<td>36’x78’. 12’ clearance on both sides; 21’ clearance on both ends.</td>
<td>Long axis north – south</td>
<td>1 court per 2000</td>
<td>¼-1/2 mile</td>
<td>Best in batteries of 2-4. Located in neighborhood/community park or adjacent to school</td>
</tr>
<tr>
<td>Volleyball</td>
<td>Minimum of 4,000 sq. ft.</td>
<td>30’x60’. Minimum 6’ clearance on all sides</td>
<td>Long axis north-south</td>
<td>1 per 5000</td>
<td>¼ - ½ mile</td>
<td>Same as other court activities (e.g. badminton)</td>
</tr>
<tr>
<td>Baseball</td>
<td>3.0-3.85 A minimum</td>
<td>Baselines – 90’ Pitching distance 60 ’½ foul lines – min. 320’ Center field – 400’+ Baselines – 60’ Pitching distance – 46’ Foul lines – 200’ Center field – 200’ – 250’</td>
<td>Locate home plate to pitcher throwing across sun and batter not facing it. Line from home plate through pitchers mound run east-north-east.</td>
<td>1 per 5000 Lighted 1 per 30,000</td>
<td>¼ - ½ mile</td>
<td>Part of neighborhood complex. Lighted fields part of community complex.</td>
</tr>
<tr>
<td>Field Hockey</td>
<td>Minimum 1.5 A</td>
<td>180’ x 300’ with a minimum of 6’ clearance on all sides.</td>
<td>Fall season – long axis NW to SW. For longer periods north-south</td>
<td>1 per 20,000</td>
<td>15-30 minutes travel time</td>
<td>Usually part of baseball, football, soccer complex in community park or adjacent to high school.</td>
</tr>
<tr>
<td>Football</td>
<td>Minimum 1.5 A</td>
<td>160’ x 360’ with a minimum of 6’ clearance on all sides.</td>
<td>Same as field hockey.</td>
<td>1 per 20,000</td>
<td>15-30 minutes travel time</td>
<td>Same as field hockey.</td>
</tr>
<tr>
<td>Soccer</td>
<td>1.7 – 2.1 A</td>
<td>195’ to 225’x330’ to 360’ with a minimum 10’ clearance all sides.</td>
<td>Same as field hockey.</td>
<td>1 per 10,000</td>
<td>1-2 miles</td>
<td>Number of units depends on popularity. Youth soccer on smaller fields adjacent to schools or neighborhood parks.</td>
</tr>
<tr>
<td><strong>Recreation and Open Space - 5</strong></td>
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</tr>
<tr>
<td><strong>Golf-driving Range</strong></td>
<td>13.5 A for minimum of 25 tees</td>
<td>900’x900’ wide. Add 12’ width for each additional tee.</td>
<td>Long axis south-west-northeast with golfer driving toward northeast.</td>
<td>1 per 50,000</td>
<td>30 minutes travel time.</td>
<td>Part of a golf course complex. As separate unit may be privately owned.</td>
</tr>
<tr>
<td><strong>¼ Mile Running Track</strong></td>
<td>4.3 A</td>
<td>Overall width – 270’ Length – 600.02’ Track width for 8 to 4 lanes is 32’.</td>
<td>Long axis in sector from north to south to north-west-south-east with finish line at northerly end.</td>
<td>1 per 20,000</td>
<td>15-30 minutes travel time</td>
<td>Usually part of high school, or in community park complex in combination with football, soccer, etc.</td>
</tr>
<tr>
<td><strong>Softball</strong></td>
<td>1.5 to 2.0 A</td>
<td>Baselines – 60’ Pitching distance- 46’ min. 40’ women. Fast pitch field Radius from Plate – 225’ Between foul Lines. Slow Pitch – 275’ (men) 250’ (women)</td>
<td>Same as baseball</td>
<td>1 per 5,000 (if also used for youth baseball)</td>
<td>¼ - ½ mile</td>
<td>Slight differences in dimensions for 16” slow pitch. May also be used for youth baseball.</td>
</tr>
<tr>
<td><strong>Multiple Recreation Court (basketball, volleyball, tennis)</strong></td>
<td>9, 840 sq. ft.</td>
<td>120’ x 80’</td>
<td>Long axis of courts w/ primary use is N-S</td>
<td>1 per 10,000</td>
<td>1-2 miles.</td>
<td></td>
</tr>
<tr>
<td><strong>Trails</strong></td>
<td>N/A</td>
<td>Well defined head maximum 10’ width, maximum average grade is 5% not to exceed 15%. Capacity rural trails – 40 hikers/day/mile. Urban trails – 90 hikers/day/mile.</td>
<td>N/A</td>
<td>1 system per region</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td><strong>Archery Range</strong></td>
<td>Minimum 0.65 A</td>
<td>300’ Length x Minimum 10’ wide between targets. Roped clear space on sides of range minimum 30’. clear space behind targets minimum of 90’x45’ w/ bunker.</td>
<td>Archer facing north = or – 45 degrees.</td>
<td>1 per 50,000</td>
<td>30 minutes travel time</td>
<td>Part of regional or metro park complex.</td>
</tr>
<tr>
<td><strong>Combination Skeet and Trap Field (8 Stations)</strong></td>
<td>Minimum 30 A</td>
<td>All walks and structures occur within an area approximately 130’ wide by 115’ deep. Minimum cleared area is contained within 2 superimposed segments with 100-yard radii (4 acres). Shot-fall danger zone is contained within 2 superimposed segments with 300-yard radii (36 acres).</td>
<td>Center line of length runs northeast-southwest with shooter facing northeast.</td>
<td>1 per 50,000</td>
<td>30 minutes travel time</td>
<td>Part of regional/metro park complex.</td>
</tr>
</tbody>
</table>
Golf

1. Par 3 (18 hole)
   - Minimum 50 A
   - Average length vary 600-2700 yd.
   - Average length – 2250 yards
   - Average length 6500 yards
   - Majority of holes on north-south axis
   - -- 1/1,000
   - -- 1/25,000
   - ½ to 1 hour travel time
   - 9 hole course can accommodate 350 people/day.
   - 18 hole course can accommodate 500-550 people/day.
   - Course may be located in community or district park, but should not be over 20 miles from population center.

2. 9-hole standard
   - Minimum 110 A
   - Average length – 2250 yards
   - Average length 6500 yards
   - Majority of holes on north-south axis
   - -- 1/50,000
   - -- 1/50,000
   - ½ to 1 hour travel time
   - 9 hole course can accommodate 350 people/day.
   - 18 hole course can accommodate 500-550 people/day.
   - Course may be located in community or district park, but should not be over 20 miles from population center.

3. 18-hole standard
   - Minimum 110 A
   - Average length – 2250 yards
   - Average length 6500 yards
   - Majority of holes on north-south axis
   - -- 1/1,000
   - -- 1/25,000
   - ½ to 1 hour travel time
   - 9 hole course can accommodate 350 people/day.
   - 18 hole course can accommodate 500-550 people/day.
   - Course may be located in community or district park, but should not be over 20 miles from population center.

Swimming Pools

- Varies on size of pool and amenities. Usually ½ to 2 A site.
- Teaching minimum of 25 yards x 45’ even depth of 3 to 4 ft.
- Competitive – minimum of 25 m x 16 m. Minimum of 27 square feet of water surface per swimmer. Ratios of 2:1 deck vs. water.
- None-although care must be taken in siting of lifeguard stations in relation to afternoon sun.
- 1 per 20,000 (Pools should accommodate 3 to 5% of total population at a time.)
- 15 to 30 minutes travel time
- Pools for general community use should be planned for teaching, competitive and recreational purposes with enough depth (3.4m) to accommodate 1m and 3m diving boards. Located in community park or school site.

(Over time, the general figure of 10 acres per 1,000 population came to be the commonly accepted standard used by a majority of communities. Other standards adopted include the "percent of area" approach, needs determined by user characteristics and participation projections, and area use based on the carrying capacity of the land. The fact that some of the standards have changed substantially is not an indication of their obsolescence. Changes are a measure of the growing awareness and understanding of both participant and resource (land, water, etc.) limitations. Parks are for people. Park, recreation, and planning professionals must integrate the art, science and cost of park management in order to balance park and open space resource values.)

National Park and Recreation Association Resource-Based Standards

Mini Parks
- Typical Size: < ¼ acre
- Per capita Standard: ¼ – 1/2 acre per 1,000 persons
- Accessibility Standard: 0.5 - 0.75 mile radius (12 minute walk)
- Neighborhood parks usually provide facilities for children’s outdoor recreation activities. These typically include playground equipment, play fields and basketball courts. Neighborhood parks should be within a comfortable walking distance of intended users, generally not exceeding three-fourths of a mile
Neighborhood Parks
- Typical Size: 5 - 20 acres
- Per capita Standard: 3.0 acres per 1,000 persons
- Accessibility Standard: 0.5 - 0.75 mile radius (12 minute walk)
- Neighborhood parks usually provide facilities for children’s outdoor recreation activities. These typically include playground equipment, play fields and basketball courts. Neighborhood parks should be within a comfortable walking distance of intended users, generally not exceeding three-fourths of a mile.

Community Parks
- Typical Size: 25+ acres
- Per capita Standard: 6 acres per 1,000 persons
- Accessibility Standard: 1 - 2.5 mile radius (5 minute drive)
- Community Parks are intended to serve passive and active recreational needs of several neighborhoods. These parks offer a diversity of community-oriented facilities such as swimming beaches, softball/baseball diamonds, and soccer fields. They may also contain environmentally significant lands, trail-oriented recreation, lake access and winter sports. Community parks are usually within a short drive of the intended users. They can also serve the neighborhood park facility needs for the proximate residential areas.

Regional Parks
- Typical Size: 200+ acres
- Per capita Standard: Not Applicable
- Accessibility Standard: 30 miles (one hour drive)
- Regional parks are intended to serve multiple communities over a diverse geographic area. These parks encompass large areas and typically include surface waters and/or environmentally significant lands. They may offer camping, swimming, and recreation trails. These are facilities which may be found in community parks, but on a much larger scale. The development of new regional parks is beyond the scope of this municipal park and open space plan, and is typically initiated by higher levels of government.

Other Recreation Facility standards were researched and recommended by Chapin, F. Stuart Jr. and Edward J. Raiser1:

Boat Ramp
- Per capita Standard: 1 per 4,000 persons

Camping
- Per capita Standard: 1 acre per 25,000 persons

Picnicking
- Per capita Standard: 1 acre per 25,000 persons

Biking
- Per capita Standard: 1 mile per 10,000 persons

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Hiking
• Per capita Standard: 1 mile per 10,000 persons

Nature Study
• Per capita Standard: 1 mile per 10,000 persons

Water Resources

Floodplains

Floodplains are valuable for their ability to convey and store water that exceeds the channel capacity of a stream or river. In addition to providing natural storage for seasonal high flows, floodplains are prime groundwater recharge areas and provide fertile agricultural land, serve as filters for stormwater runoff, provide special habitat for wildlife and plants, and can support a variety of recreational uses. Floodplain effectiveness for storing floodwaters can be greatly reduced by development.

Nearly all of Trenton is outside of the floodplain (Figure 8-3), but there is considerable floodplain in areas east of Trenton that may be considered for future development (as indicated in by Figure 8-7). If floodplain areas are annexed in the future, their natural functions should be maintained and vegetative buffers of the floodplain should be placed between surface water and developed land uses.

According to the Statewide Community Floodplain Compliance List², Trenton is in compliance with state standards and participates in the National Flood Insurance Program (NFIP).

Surface Water Resources

The Great Miami River is a valuable natural resource for the City of Trenton. As a major tributary of the Ohio River (170 miles long; drains nearly 4,000 square miles), the Great Miami River is recognized for recreational, habitat, and aesthetic qualities. The Great Miami River’s water quality has greatly improved in recent decades, as indicated by a continued increase in the number and diversity of fish (according to a 1995 Ohio EPA bio-survey). Improvements in water quality are mainly due to improved treatment of sewage and industrial discharges to the river. Full restoration of the river’s water and ecological quality is challenged by the need to maintain the progress made with pollution discharges while reversing the loss of streamside forests and restoring natural stream channels where possible.

Other surface water resources in or near Trenton are:
• Elk Creek, a Great Miami River tributary along Trenton’s northeastern boundary that flows through Community Park;
• Remnants of the Miami and Erie Canal, located outside of Trenton and near the Great Miami River; which connected the upper reaches of the Great Miami River with Lake Erie and served as a principal transportation route for western Ohio from the 1930s until the 1850s; and

• The open water provided as a result of gravel mining operations by Shamrock Materials, Inc., to the southeast of Trenton.

Trenton’s proximity to the Great Miami River is an asset for offering recreational opportunity and attracting economic development. In addition to its use for water-based recreation (such as fishing and boating), the river is part of a corridor that offers natural habitat, aesthetic qualities, historic sites, and the Great Miami River Recreational Trail. Trenton could capitalize on these features and the City’s appeal as a small town in a rural setting by acting to preserve open space and expand access to areas along the Great Miami River (and Elk Creek). The ultimate closure and reclamation of the Shamrock site may provide additional opportunity to develop water-based recreation, river access, and open space as a strategy for economic development. A future SR 63 crossing of the Great Miami River could potentially include a connection with the Great Miami River Recreation Trail.

Wetlands

In the Trenton vicinity, the predominant type of wetlands are riverine wetlands associated with the Great Miami River. Most of these wetlands are isolated, elongated forested or open (emergent) features located along the Great Miami floodplain, with the greatest concentration of features located southeast of the city, generally between Woodsdale Road and the river.

Groundwater Resources

The City of Trenton is located over the Great Miami River Buried Valley Aquifer. Figure 5.3 shows Trenton’s location in relation to the aquifer. The aquifer, which consists of sand and gravel, is the source of Trenton’s drinking water supply.

Human activities can have an influence on groundwater quality. As water moves through the soil layers, contaminants can seep into the groundwater. Storm drains are always a potential pollution source, but this is even more of an issue in Trenton where “dry wells” are used for stormwater management. The soils underlying these wells permit stormwater entering the wells to percolate relatively quickly into the aquifer/groundwater. (See Chapter 4, Public Facilities and Services, for additional detail.)

According to the Ohio Environmental Protection Agency, municipalities that rely on groundwater for public drinking water supplies are particularly vulnerable. Once groundwater is contaminated it can be difficult and very costly to clean up, and can remain unusable for years, depending upon the nature of the contaminant.³ City officials will implement a wellhead protection program to help avoid contamination and maintain the water quality.

Other Natural Resources

Commercially Valuable Minerals

Shale and limestone bedrock in the Trenton area formed valleys that were later eroded and enlarged during glacial periods. Permeable sand and gravel interblended with less permeable silt and clay were subsequently deposited in the valleys.

Sand and gravel deposits occur concurrently in the Great Miami River Buried Valley Aquifer. Water suppliers and communities in the OKI region have expressed concerns with the impacts of mining near public water supplies and the effects that mining can have on source water protection efforts.

Shamrock Minerals, Inc., operates a sand and gravel mine southeast of Trenton near Woodsdale Road. Shamrock has a permit to operate on nearly 420 acres through the year 2011. As of late 2005, 300 acres were mined or hold overburden storage. Almost 117 acres have been reclaimed. Approximately 153 acres were under active mining.

Fish, Wildlife and Vegetation

Smallmouth Bass are one of the most popular sport fish and can be found in growing numbers in Ohio’s inland streams and rivers. The Great Miami River watershed has some of the best Smallmouth Bass fishing in Ohio, according to ODNR, an indication that the watershed’s health and water quality are improving. ODNR also reports, “Lots of rock bass, bluegill, carp, and suckers (occur) along the whole length of the river. Channel catfish fishing (is) best from Dayton downstream to (the) Cincinnati area. Flathead catfish numbers increase as you move downstream from Dayton to Cincinnati area.”

Plants and animals are classified as threatened or endangered by state or federal agencies when their numbers are low or declining due to direct destruction or degradation of suitable habitat. The presence of a threatened or endangered species in an area indicates a better or good quality environment. If these species disappear from an area, it may indicate that environmental conditions have been degraded to levels that other non-threatened or non-endangered animals, livestock and even people, may begin to suffer.

The U.S. Fish and Wildlife Service reports that Trenton is within the range of the Federally endangered Indiana bat (Myotis sodalis). ODNR reported eight rare species records for the Hamilton-Trenton vicinity: Salix caroliniana (Carolina willow; State threatened); Silene nivea (snowy champion; State threatened); Arabis hirsutavar adpressipilis (southern hairy rock cress: State potentially threatened); Exoglossum laurae (tongue-tied minnow; State threatened). Interestingly, a pair of osprey, a bird species that rarely nests in Ohio, was observed nesting for a period of years near the Great Miami River, east of Woodsdale Road.

Pollution Problems/Resource Hazards

Trenton overlies an aquifer that is the sole source of its water supply. Studies of the groundwater pollution potential in Butler County indicate that the relative pollution potential for a major part

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4 Smallmouth Bass - www.dnr.state.oh.us/wildlife/fishing/freport/Prospects_d5_05.htm#greatmiamiriver
5 The groundwater pollution potential is based on methodology described in USEPA publication EPA/600-2-87/035, "DRASTIC: A standardized system for evaluating ground water pollution potential using hydrogeologic settings"
of the city falls in a higher category. This means that Trenton is more vulnerable to ground water contamination, and special attention or protection efforts are needed to protect the aquifers, including monitoring for pollutants. Additional efforts will be needed to clean up an aquifer after it is degraded by pollution. Nonpoint sources of pollution have their origins in overlying land uses. Best management practices for pollution prevention should be based upon physical characteristics of particular land uses.

The National Pollutant Discharge Elimination System (NPDES) Phase II Storm Water Program requires local communities to institute control measures and implement “best management practices” to reduce storm water pollution to lakes, rivers, and streams. The Butler County Storm Water District’s first annual report indicated progress in providing public education on stormwater impacts, identifying sources of illicit discharges, controlling runoff from construction sites, and other measures.

As mentioned above, groundwater is the sole source of the city’s drinking water. City officials are working on implementing a wellhead protection program to help avoid contamination and maintain the water quality. Storm drains are always a potential pollution source, but this is even more of an issue in Trenton where dry wells are used for stormwater management. As a result, any stormwater entering these wells percolates directly into the aquifer/groundwater.

**Planned and Recommended Recreation/Open Space Improvements**

Recreation opportunities and open space are essential elements in the quality of life in any community. The intrinsic value of the rural land surrounding Trenton contributes to Trenton’s character and to the City’s attractiveness to current and future residents. The demand for recreation sites and facilities is influenced by many factors, including the economic and social characteristics of the citizens. Perhaps the most significant factor influencing this demand is growth. The demand for recreation programs and facilities can run ahead of the ability of local government to finance recreational opportunities. In order to provide basic recreational opportunities to each community and neighborhood in Trenton, all potentials for implementation of a recreation and open plan should be explored and applied as appropriate.

Based on the National Park & Recreation Association and Stuart and Raiser guidelines listed above, Figure 5.4 collates the minimum number of selected activity- and resource-based facilities that should be in place to serve the City’s projected population during the next 20 years. As noted earlier in this element, the City should refine the suggested guidelines to address the specific needs of its population within budgetary constraints.

In addition to considering NPRA’s standards for resource- and activity-based facilities, the City’s Park and Recreation Board’s Five Year (2002-2006) Plan compiled a list of a number of facilities and cost estimates.

Similarly, as a result of its growth, Trenton has a current need to expand its branch of the Middletown Library, and to build a community center/senior center with an indoor public swimming pool and/or fitness-related facility. Such facilities should be properly sized and located so as to be easily accessible to City residents – especially to those who would prefer to walk or bike to them along safe routes. See Chapter 4, *Public Facilities and Services* for a discussion of Trenton’s library.
Beyond those facilities, the Comprehensive Plan Advisory Committee expressed a desire to see a town square⁶ or smaller public spaces such as community greens⁷, parks or playgrounds⁸ built to keep pace with the City’s growth. That is, the City should ensure that new residential and commercial development creates true neighborhood environments that are walkable and have public focal points including parks or recreation amenities.

**Figure 5.4: Projected Park and Recreation Needs by Category, 2005 - 2025**

<table>
<thead>
<tr>
<th>Facility</th>
<th>Facilities per Projected Population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2005</td>
</tr>
<tr>
<td>Baseball</td>
<td>2 courts</td>
</tr>
<tr>
<td>Basketball</td>
<td>2 courts</td>
</tr>
<tr>
<td>Biking</td>
<td>1 mile</td>
</tr>
<tr>
<td>Boat Ramp</td>
<td>2 ramps</td>
</tr>
<tr>
<td>Football</td>
<td>&lt; 1 field</td>
</tr>
<tr>
<td>Hiking</td>
<td>1 mile</td>
</tr>
<tr>
<td>Handball</td>
<td>&lt; 1 court</td>
</tr>
<tr>
<td>Nature Study</td>
<td>1 mile</td>
</tr>
<tr>
<td>Mini Parks</td>
<td>5.5 acres</td>
</tr>
<tr>
<td>Neighborhood Parks</td>
<td>33 acres</td>
</tr>
<tr>
<td>Community Parks</td>
<td>66 acres</td>
</tr>
<tr>
<td>Soccer</td>
<td>1 field</td>
</tr>
<tr>
<td>Softball</td>
<td>2 fields</td>
</tr>
<tr>
<td>Swimming Pool</td>
<td>&lt; 1 pool</td>
</tr>
<tr>
<td>Tennis</td>
<td>5 courts</td>
</tr>
<tr>
<td>Volleyball</td>
<td>2 courts</td>
</tr>
</tbody>
</table>

Source: OKI

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⁶ A “square” is an open space available for unstructured recreation and civic purposes. Typically, a square is spacially defined by building frontages. Its landscape typically consists of paths, lawns and trees, formally disposed. Squares are typically located at the intersection of important thoroughfares. A typical square is between one and five acres in size. (Duany Plater-Zyberk & Co. SmartCode)

⁷ A “community green” is an open space available for unstructured recreation. A green may be spacially defined by landscaping rather than building frontages. Its landscape typically consists of lawn and trees naturalistically disposed. (Duany Plater-Zyberk & Co. SmartCode)

⁸ A “playground” is an open space designed and equipped for the recreation of children. Typical playgrounds are fenced and may include an open shelter. Playgrounds are typically interspersed within residential areas. Playgrounds may be included within parks and community greens. (Duany Plater-Zyberk & Co. SmartCode)
Goal, Objectives and Policies

**GOAL R:** Conserve, use and protect natural resources by providing for adequate public recreation facilities, an open space system, the conservation of water resources, and the prevention of adverse impacts from pollution.

**Objective R1:** Through the year 2025, parks and recreation facilities will be adequate to meet the current and future needs of the City, and will be provided on a fair share cost basis.

**Policy R1.1:** The City of Trenton hereby adopts an overall level of service standard of 20 acres of recreational land per 1,000 residents. Alternatively, the City will consider, modify and apply specific activity- and resource-based recreation and open space guidelines as outlined in this chapter to meet its existing and projected needs.

**Policy R1.2:** The City will identify and correct any deficiencies in its parks and recreational facilities.

**Policy R1.3:** The City will establish specific standards for the identification and protection of lands appropriate for recreation use.

**Policy R1.4:** The City of Trenton will schedule identified recreation capital needs in the Capital Improvements Element of this Plan.

**Policy R1.5:** The City of Trenton will provide, or require others to provide, recreation sites or recreation facilities 

9 in proposed developments in accordance with the City's established recreation level of service standard, and the City will establish a fair-share cost mechanism for the acquisition of such facilities.

**Policy R1.6:** The City will ensure that adverse impacts of new development or redevelopment activities on public recreation sites are mitigated.

**Policy R1.7:** The City of Trenton will coordinate activities with the Ohio Department of Natural Resources and/or MetroParks of Butler County to assure that available program opportunities are maximized.

**Policy R1.8:** The City of Trenton will coordinate activities with appropriate local, state, and federal funding sources to maximize the opportunity for recreation facility funding.

**Objective R2:** On an ongoing basis, the City will assure provision for and maintenance of safe access to identified public park and recreation sites for all segments of the City population; provided, however, that the City is not obligated to provide access to private or state recreation facilities.

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9 A "recreation facility" is a component of a recreation site used by the public such as a trail, court, athletic field or swimming pool.
Policy R2.1: The City of Trenton will provide for parking spaces and bicycle racks at City recreation sites as needed.

Policy R2.2: New parks and recreation facilities will be designed to be accessible to the elderly and handicapped.

Policy R2.3: New City parks and recreation facilities will have, as is practicable, safe and operational automobile, bicycle, horse and pedestrian access.

Policy R2.4: In coordination with relevant agencies, City of Trenton will provide for public access to the Great Miami River. The City will coordinate with state and regional agencies to identify and develop access points, and to identify funding sources for the development of such areas.

Objective R3: On an ongoing basis, City of Trenton will provide for appropriate and sufficient open space within proposed public and private developments.

Policy R3.1: The City of Trenton will research and provide for incentives such as in-lieu-of fees and direct site transfers of open space to meet the needs of the residents of the City.

Policy R3.2: The City of Trenton will coordinate or cooperate with the public and private sectors in the designation and acquisition of appropriate publicly accessible open space.

Policy R3.3: Lands designated for open space within new developments will be protected from incompatible land uses.

Policy R3.4: The City will establish specific standards for the protection of lands designated for open space use.

Objective R4: The City of Trenton will conserve, use and protect its natural resources for the benefit of its citizens.

Policy R4.1: The City of Trenton will conserve and protect the quality and quantity of current and projected water resources, including floodplains, prime aquifer recharge areas and public supply potable water wells by regulating land use activities that may adversely impact water quality.

Policy R4.2: The City of Trenton will implement a comprehensive wellhead protection program. The program will include provisions to restrict incompatible uses and substances found to have adverse effects on water quality and quantity, such as landfills; facilities for bulk storage, handling or processing of materials on applicable hazardous substance lists; activities that require the storage, use, handling, production or transportation of restricted substances, agricultural chemicals, petroleum products, hazardous toxic waste, medical waste, or similar substances; feed lots or other commercial animal facilities; wastewater treatment plants or similar facilities; mines; and excavation of waterways or drainage facilities which intersect the water table.
Policy R4.3: The City of Trenton will practice conservation of water sources in water shortage emergencies.

Policy R4.4: Development approvals in the City of Trenton will encourage the use of water saving landscaping techniques.

Policy R4.5: All new development will maintain the natural functions of the 100 year floodplain of the Great Miami River so that the long term environmental and economic impact and recreation value of these areas is maintained. The use or storage of hazardous materials or wastes will be regulated in the 100-year floodplain of the Great Miami River.

Policy R4.6: New development which will release toxic or hazardous substances into the air will be buffered from residential, public, conservation or preservation land uses.

Policy R4.7: New domestic, agricultural, and commercial or industrial wastewater discharge and runoff into surface waters will meet the requirements of Phase II of the National Pollutant Discharge Elimination System (NPDES) Storm Water Program.

Policy R4.8: The City will identify and publicize public collection points in or near Trenton for used oil and grease.

Policy R4.9: The City of Trenton will continue to carry out its responsibilities under the Emergency Planning and Community Right to Know Act of 1986. These responsibilities include the maintenance of an emergency management plan for hazardous materials, based on a current list of facilities in the City reporting possession of hazardous chemicals under Sections 302, 311 and 312 of the Act.

Objective R5: The City of Trenton will provide for the appropriate use, conservation, and protection of soils, minerals, wildlife habitat, fisheries, unique native vegetative communities, and wildlife.

Policy R5.1: As part of its development review process, the City of Trenton will provide for the identification and protection of local environmentally sensitive areas, including any unique vegetative community which may occur in the City and one or more adjoining jurisdictions. The City will require the identification of the extent to which any development or redevelopment project is proposed to be placed in or on, to disturb, or to alter the natural functions of such resources. The City may require necessary modifications to the proposed development, such as specific setbacks, buffers, or clustering of development away from site resources, to ensure the protection, preservation or natural functions of the resource. Areas designated as buffers will preserve all natural vegetative cover, except where drainage-ways and access paths are approved to cross the buffer. Buffers may be supplemented only with native trees, shrubs and ground covers.

Policy R5.2: The City of Trenton will establish standards for the removal of rock, sand and other minerals from the ground, and for the transportation of these materials within the City. At a
minimum, these standards will ensure that such activities do not adversely affect adjacent land uses or groundwater quality or quantity.

Policy R5.3: Buffers will be used to separate incompatible land uses and to protect certain natural resources. The size, composition and location of such areas of non-disturbance will be set forth in the City's land development regulations, will be based on the proposed land use or development activity, and will be consistent with the policies of this Comprehensive Plan. Areas designated as buffers will preserve all natural vegetative cover, except where drainage-ways and access paths are approved to cross the buffer. Buffers may be supplemented only with native trees, shrubs and ground covers.

Policy R5.4: The City of Trenton will ensure that the natural function of its fisheries and natural riverine systems will not be altered except to mitigate activities harmful to their continued natural function and productivity.
Chapter 6

Economic Development

This element provides a basis for developing strategies to foster well-planned and balanced commercial, industrial, and residential development in Trenton. Community development is largely driven by the private sector through its purchase of property and the design and construction of commercial facilities and residential subdivisions. After a site is developed, it becomes the responsibility of the public sector to maintain public facilities and services. The comprehensive plan provides a tool – in combination with zoning and subdivision regulations – for directing the timing and location of development and redevelopment in order to optimize the use of public resources and conserve public expenditures. State and federal resources can provide other tools, such as support for public-private economic development partnerships or for remedial actions, such as highway expansion or intersection improvements.

This element’s information and analysis are especially relevant to Trenton’s potential for economic development. Other relevant information is provided in other chapters (including Trenton’s strategic location, socio-economic profile, transportation facilities and issues, public facilities and services, and recreation and open space and natural resources in Chapters 1-5, respectively, and financial issues and land availability and suitability in Chapters 7 and 8, respectively).

This chapter features information related to employment and housing, Trenton’s unique character as a community, and the availability of fiber optic infrastructure. These factors indicate Trenton’s business climate. They reveal aspects of Trenton as an appealing place in which to live and do business, and they are the foundation for designing the direction for promoting the City’s future economic development over the next 20 years.

Employment Profile

As a small town, Trenton provides a varied but limited number of employment opportunities. The city’s recent growth, however, has primarily served to expand its function as a “bedroom community,” which capitalizes on Trenton’s close proximity to a number of employment centers that are easily accessed by the local roadway system or Interstate 75. Trenton attracts workers from outside the city for about two thirds of the jobs it provides, but 93% of its workforce in 2000 was employed outside of the city.

Trenton has about one hundred employers within the city limits. Together, they provide about 1,100 jobs. The single largest employer in Trenton is the Edgewood City School District, which accounts for about one third of the jobs. The largest private employer is the Magnode Corporation, with over 100 employees. This company, one of the country’s largest aluminum extractor and fabricator facilities, is located on East State Street on the edge of the city. About 70% of Trenton employers have ten or fewer employees (this is similar to the regional employment pattern). These are primarily retail and service businesses.
A significant employer for its impact on Trenton is the Miller Brewery Company, which is located just outside of Trenton’s southwest boundary. The Trenton Brewery facility began operation in 1991 and has since quadrupled its employment, which is now approaching 700. Its operation has generated additional employment in Trenton, including employment at LeSaint Logistics, one of Trenton’s largest employers. Many of the same qualities that determined site selection by the nation’s second largest brewery remain as assets with the potential to facilitate economic development in Trenton.

In 2000, employment in Trenton was dominated by jobs in services (42%) and manufacturing (25%), in addition to the jobs related to the Trenton Brewery. Since 2000, jobs have been added to Trenton related to distribution and trucking. The distribution of Trenton employment in 2000 by type of industry is presented in Figure 6.1.

**Figure 6.1: Trenton Employment by Industry, 2000**

- **Services**: 42%
- **Manufacturing**: 25%
- **Transp. & Utilities**: 3%
- **Wholesale**: 2%
- **Retail**: 15%
- **Finance, Ins., Real Est.**: 2%
- **Agr, Forestry, Fishing**: 2%
- **Construction**: 7%
- **Public Administration**: 3%


For Trenton residents, Butler County is the source of jobs for 72% of employed persons. The major job centers for Trenton workers are Middletown (27%), Hamilton (8%), and Trenton (7.5%). Trenton residents employed outside of Butler County are primarily destined for jobs in Cincinnati and Hamilton County, Warren County, and Dayton and its suburbs (based on 2000 census data and the 2000 Census Transportation Planning Package).

Profile information on Trenton’s labor force (status and occupation, educational attainment) and data on population, household, and income characteristics is provided in Chapter 2.
**Housing Profile**

Trenton’s housing is an indication of the character of the community. The housing stock reflects the City’s affordability, stability, and family-orientation. Trenton has a predominance of new housing that is in good condition and single family, which is a reflection of Trenton’s post-1990 growth spurt. Trenton’s population increased 41% between 1990 and 2000 and increased an additional 25% between 2000 and 2005 (Chapter 2).

In 2000, Trenton had 3,385 housing units (U.S. Census Bureau, 2000). There were 3,193 occupied units (6% vacant), of which 74% were owner-occupied and 26% renter-occupied (2,365 and 828 units, respectively).

Most of Trenton’s housing stock is relatively new and comprised of single, detached units (77%). Sixty percent of the housing was built since 1970. Of the housing units in year 2000, 34% had been constructed during 1990-2000, 26% in 1970-1989, 31% in 1950-1969, and 9% before 1950. Substandard housing is not an issue, as indicated by 2000 census data that none of Trenton’s occupied housing units lack complete plumbing facilities or complete kitchen facilities and only a handful lack heating fuel.

The median housing value in year 2000 was $111,400, which was 8% below the Butler County median. For that same year, 33% of owner-occupied units were valued at less than $100,000, 58% were greater than $100,000 and less than $150,000, and 95 were valued at more than $150,000. The median monthly rent in year 2000 was $581. In 2000, rent payments represented less than 25% of household income for 64% of the renters. Fifty-seven percent of the people living in rental units paid from 10-25% of their income as monthly rent.

**Historical and Cultural Resources**

Trenton’s unique character as a community is an asset to its potential for economic development and its future as a viable and strong community. Discussions during the course of this plan’s development consistently showed that residents like their community, enjoy its amenities, and value its personal qualities and small-town flavor. Other parts of this plan provide information on parks and open space (Chapter 5), accessibility (Chapter 3), and many other amenities. Trenton’s unique character can be further understood by its history and by sites that have been designated as historically significant.

**History**

The community that is now Trenton began in 1799 with the establishment of a 1,500 acre parcel that was deeded to Michael Pearce of New Jersey by the government of the United States. The first lots were platted in 1816.

Trenton’s early growth was related to businesses that supported surrounding farms and to a hotel serving travelers between the state capitol in Chillicothe and Miami University and other points to the west. The Miami and Erie Canal in the first half of the 1800s and then a rail line through the town center later in the 1800s contributed to Trenton’s growth and economic vitality. As the
nation became industrialized, Trenton developed manufacturing businesses, including the New Foundry Appliance Company in World War I and the Magnode Corporation. The downtown supported a variety of shops and services.

The village quietly existed until the 1950s, when the post-war growth boom hit. By 1970, the population had grown to over 5,000, which allowed Trenton to incorporate as a city. The city charter was approved by Trenton’s citizens on June 15, 1971. Since 1990, Trenton has seen a surge in residential construction, annexed more than 500 acres, and grown to have a population of more than 10,000.

Sites of Historical Significance

One factor that distinguishes Trenton’s character as a community is having several sites listed on the National Register of Historic Places and many more that are eligible. Ten sites or buildings in or near Trenton are included on the National Register as significant cultural resources worthy of preservation. These properties are listed in Figure 6.2. The historical significance of several of these sites is related to the Augspurger Amish/Mennonite settlement of the 1830s and 1840s.

Figure 6.2: Trenton Sites on the National Register of Historic Places, 2005

<table>
<thead>
<tr>
<th>Property Reference</th>
<th>Type</th>
<th>Address</th>
<th>Criteria*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Augspurger, Frederick</td>
<td>Farm</td>
<td>1856 Wayne-Madison Road</td>
<td>A, C</td>
</tr>
<tr>
<td>Augspurger, John</td>
<td>Farm No. 1</td>
<td>2731 Woodsdale Road</td>
<td>A, C</td>
</tr>
<tr>
<td>Augspurger, John</td>
<td>Farm No. 2</td>
<td>3046 Pierson Road</td>
<td>A, C</td>
</tr>
<tr>
<td>Augspurger, Samuel</td>
<td>Farm</td>
<td>2070 Woodsdale Road</td>
<td>A, C</td>
</tr>
<tr>
<td>Deuscher, Henry P.</td>
<td>House</td>
<td>2385 Woodsdale Road</td>
<td>A, B</td>
</tr>
<tr>
<td>(Mrs. Geri Gorman)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ehresman, Christian</td>
<td>Farm</td>
<td>900 Woodsdale Road</td>
<td>A, C</td>
</tr>
<tr>
<td>Itzci, Christian</td>
<td>Farm</td>
<td>2180 Woodsdale Road</td>
<td>A, C</td>
</tr>
<tr>
<td>Kennel, John, Sr.</td>
<td>Farm</td>
<td>5506 Kennel Road</td>
<td>A, C</td>
</tr>
<tr>
<td>Kennel, John, Jr.</td>
<td>Farm</td>
<td>2251 Wayne-Madison Road</td>
<td>A, C</td>
</tr>
<tr>
<td>Schrock, Peter, Jr.</td>
<td>Farm</td>
<td>Edgewood Drive</td>
<td>A, C</td>
</tr>
</tbody>
</table>

A: associated with events that have made a significant contribution to the broad patterns of our history
B: associated with the lives of persons significant in our past
C: embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction

Source: National Register of Historic Places, 2005

In addition to sites included in the National Register, scores of additional sites have the potential for designation in the future. These include cemeteries, churches, and numerous structures in Trenton’s downtown or outskirts. For archeological value, there is also a cluster of sites on Trenton’s west side.

The concentration of properties of historical significance in and around Trenton represents an opportunity for Trenton to more strongly define its image based on its heritage, which could in
Economic Development Element

turn be used for strengthening opportunities for economic growth and development. A property’s inclusion on the National Register recognizes its importance, but it does not obligate owners to open their property to the public or to restore or even maintain them. There are no federal restrictions on National Register properties (provided there are no federal funds involved), but states and communities have enacted preservation laws or ordinances to encourage preservation.

Nearly all of the National Register sites are accessed from roads recommended as “preferred routes” for biking, which could be used as part of a strategy for promoting Trenton as a destination for tourism and recreation. Most of these sites are outside of Trenton’s political boundary, however, in areas designated for industrial or commercial use on this plan’s map of Future Land Use.

Fiber Optic Infrastructure

Trenton is included in the Butler County Fiber Network, which includes more than 9,000 fiber-miles connecting every community in the county to a high-speed broadband network. In Trenton, fiber optic infrastructure is in place on State Street, with a connection on 1st Street.

The "open-access" fiber system is part of a county economic development strategy. Businesses, as well as government and educational facilities, are being provided access to bandwidth. The network is intended to attract and support growing businesses, strengthen education and employment opportunities, and improve “quality of life.” In the context of a restructuring national economy, the county’s fiber network represents a competitive advantage for Trenton’s economic development.

Butler County’s fiber optic backbone network has 96 strands of fiber extending nearly 100 miles. The county and Miami University will each own twelve fibers and a business partner that is funding most of the cost will own the other fibers. Butler County’s aggressive policy is intended to help attract, grow and retain firms and industries proficient at deploying and/or producing information technology, which is a major growth industry in the national economy.
Goal, Objectives and Policies

GOAL ED: Support the expansion of commercial, industrial, and residential development so as to enhance the quality of life for Trenton’s residents, attract high quality jobs, and maintain Trenton’s character, vitality, and sense of community.

Objective ED1: The City and its economic development partners will work cooperatively to insure that the economy of the City is diversified, consisting of a balanced mix of residential, industrial, warehousing and distribution, professional services, telecommunications, retail trade, and tourism.

Policy ED1.1: In cooperation with other economic development partners, the City will support the development and implementation of effective economic development marketing efforts in order to market the City to site selection consultants and company decision-makers.

Policy ED1.2: The City will use public resources efficiently to leverage economic development.

Policy ED1.3: The City will place particular emphasis on attracting retail, professional service and tourism-related businesses.

Policy ED1.4: The City will target infrastructure improvements to encourage commercial and industrial development and redevelopment.

Policy ED1.5: Lands with adequate existing infrastructure should be given priority for development.

Policy ED1.6: The City will foster the development of and participate in public/private partnerships.

Policy ED1.7: In cooperation with other economic development partners, the City will support increasing the diversity of employment opportunities within the City.

Policy ED1.8: In cooperation with other economic development partners, the City will encourage economic development and job creation to increase the household income of the City’s population.

Policy ED1.9: The City will maintain uniform procedures and allocate sufficient resources to process development projects quickly and efficiently.

Policy ED1.10: In cooperation with other economic development partners, the City will work with public schools and institutions of higher learning to foster a well-trained and educated workforce.
Objective ED2: The City and its economic development partners will work cooperatively to expand the retail and office base within the City.

Policy ED2.1: The City will adopt land use and zoning that is supportive of responsible economic development.

Policy ED2.2: In cooperation with other economic development partners, the City will identify strategies and incentives to attract new businesses to occupy existing office space within the City.

Policy ED2.3: The City will ensure an adequate amount of land is designated for retail/commercial uses based on site characteristics, market demand, community need, population projections and adequacy of facilities and services.

Policy ED2.4: In cooperation with other economic development partners, the City will increase the retail sales tax base of the City.

Policy ED2.5: In cooperation with other economic development partners, the City will create a tool box of incentives to encourage retail development, such as tax increment financing, and marketing strategies.

Policy ED2.6: The City will evaluate the need for expansion of commercial land uses in the context of the City's desire to protect residential land uses.

Objective ED3: The City and its economic development partners will work cooperatively to sustain and expand the current industrial and manufacturing (heavy and light) employment base.

Policy ED3.1: In cooperation with other economic development partners, the City will work to retain and expand manufacturing and industrial jobs.

Policy ED3.2: In cooperation with other economic development partners, the City will encourage high technology research and development jobs.

Policy ED3.3: In cooperation with other economic development partners, the City will encourage light industrial jobs that contribute to the diversity of the employment base and support other industries in the City.

Policy ED3.4: In cooperation with other economic development partners, the City will work with industrial and manufacturing employers within the City to expand, redevelop and modernize their physical plants.

Policy ED3.5: In cooperation with other economic development partners, the City will work with property owners to transition surplus industrial properties to their highest and best use.
**Objective ED4:** The City and its economic development partners will work cooperatively to provide incentives for downtown economic development.

**Policy ED4.1:** In cooperation with other economic development partners, the City will retain existing and attract new businesses that generate consumer-oriented commercial activity.

**Policy ED4.2:** In cooperation with other economic development partners, the City will aggressively market downtown as a place to shop and do business.

**Policy ED4.3:** The City will achieve a reasonable balance between parking supply and parking demand.

**Policy ED4.4:** The City will maintain a downtown parking strategy that provides incentives for downtown business and retail development.

**Policy ED4.5:** Regional commercial uses relocating to and within the downtown should be accommodated, when practical, in order to retain and add to those commercial uses.

**Policy ED4.6:** Business recruitment and retention efforts for the downtown will focus on those uses that can be integrated into the urban context of downtown.

**Objective ED5:** The City and its economic development partners will work cooperatively to contribute to a healthier regional economy.

**Policy ED5.1:** In cooperation with other economic development partners, the City will work to influence local and regional economic development efforts.

**Objective ED6:** The City will ensure its capability to provide an adequate supply of public facilities and services and utility-serviced industrial- and commercial-zoned land and industrial and commercial buildings to meet current and projected demand.

**Policy ED6.1:** The City will work collaboratively with its local economic development partners and private entities to utilize all available federal, state, and local funding sources deemed fiscally prudent for use by the City, including grants, loans, tax increment financing, and other development vehicles that may become available to ensure that at any given time, the City has the resources needed to provide adequate utilities and other public infrastructure necessary to meet projected needs.

**Policy ED6.2:** The City will provide levels of support it deems appropriate for the revitalization of residential and commercial areas through public and private efforts, including assistance in finding investors and funding sources for upgrades and improvements, such as infrastructure, building facades and streetscape improvements, and the use of tax increment financing or redevelopment mechanisms aimed at enhancing the visual attractiveness and economic competitiveness of these areas.
Policy ED6.3: The City will cost-effectively manage the public facilities and services under its control, and other utility services and land assets in a manner deemed prudent by the City to ensure a high level of service to industrial and business users at rates that reinforce Trenton’s reputation as a competitive place to do business.

Objective ED7: The City will work to establish a sense of place that appeals to citizens of all ages.

Policy ED7.1: The City and its economic development partners will work to maintain a range of retail and service businesses that meet the needs of local residents and visitors to the community.

Policy ED7.2: In cooperation with other economic development partners, the City will enhance its attractiveness to retirees by encouraging housing, retail, medical, and recreational amenities that will be convenient and attractive to keep existing retirees in the area.

Policy ED7.3: In cooperation with other economic development partners, the City will assist its current retailers to enhance their skills and profit opportunities through training and enhanced networking opportunities.

Policy ED7.4: In cooperation with other economic development partners, the City will enhance the attractiveness of the City to tourists.

Policy ED7.5: The City will review its zoning codes and landscaping standards for commercial and industrial areas in order to improve the aesthetic attractiveness of such areas.

Policy ED7.6: The City will support “high profile” local festivals and events that bring attention to the city, as local resources allow.

Policy ED7.7: The City will ensure that implementation of goals and policies contained in the other elements of this comprehensive plan mutually reinforce and support City and regional efforts to promote economic expansion and diversification.

Objective ED8: The City and its economic development partners will identify and maximize opportunities to increase the potential supply of housing in appropriate locations citywide.

Policy ED8.1: Through its ability to manage the timing and location of public facilities and services and annexations, the City will establish higher residential densities near potential transit corridors, in neighborhood commercial districts, and in appropriate areas near downtown.

Policy ED8.2: The City will encourage housing development in neighborhood commercial areas without displacing existing jobs or discouraging new employment opportunities.

Policy ED8.3: The City will identify opportunities for housing and mixed-use districts near downtown and in areas identified for new development.
Policy ED8.4: Incentives should be created for the inclusion of housing in new commercial development projects.

Policy ED8.5: The City will encourage new office and large-scale commercial developments to meet the housing demand they generate.

Objective ED9: The City will enhance the physical condition and safety of Trenton’s housing stock without jeopardizing use or affordability.

Policy ED9.1: The City will work to ensure that existing housing is maintained in a decent, safe, and sanitary condition, without increasing rents or displacing households.

Policy ED9.2: The City will monitor and moderate the correction of serious continuing code violations to prevent the loss of housing.

Policy ED9.3: The City will promote the preservation of landmark and historic residential buildings.

Policy ED9.4: The City will promote the inclusion of affordable or senior housing units in larger housing projects.

Policy ED9.5: The City will promote the adaptability and maximum accessibility of residential dwellings for disabled and elderly occupants.

Objective ED10: In increasing the quality of new housing, the City will pursue place-making and neighborhood building principles and practices to continue Trenton’s desirable community fabric and enhance livability in all neighborhoods.

Policy ED10.1: New housing development should be a means to enhance neighborhood vitality and diversity.

Policy ED10.2: The City will ensure housing is provided with adequate public facilities, services, and amenities.

Policy ED10.3: The City will encourage appropriate neighborhood-serving commercial activities in residential areas.

Policy ED10.4: The City will work to avoid or minimize disruption caused by expansion of institutions, large-scale uses and auto-oriented development into residential areas.

Policy ED10.5: The City will promote the construction of well-designed housing that enhances existing neighborhood character.
Policy ED10.6: The City will employ flexible land use controls in residential areas that can regulate inappropriately sized development in new and existing neighborhoods, while maximizing the opportunity for housing near potential transit routes.

Policy ED10.7: The City will employ design and density controls that assert the prominence of corner lots in neighborhoods and realize their increased housing potential.

Policy ED10.8: The City will promote the use of energy efficient features in new residential development and encourage weatherization in existing housing to reduce overall housing costs and the long-range cost of maintenance.

Policy ED10.9: The City will encourage multi-model transportation options, particularly pedestrian and bicycle travel.

Policy ED10.10: The City will encourage community cohesion by promoting opportunities for the interaction of community residents, thereby engendering community pride, empowerment of residents, identification with, ownership of and participation in community revitalization efforts, and a "sense of place."
Chapter 7
Capital Improvements

Introduction

The purposes of this Capital Improvements Element are to evaluate the need for public facilities as identified in the other comprehensive plan elements and in the applicable definitions for each type of public facility, to estimate the cost of improvements for which the City of Trenton has fiscal responsibility, to analyze the fiscal capability of the City of Trenton to finance and construct improvements, to adopt financial policies to guide the funding of improvements and to schedule the funding and construction of improvements in a manner necessary to ensure that capital improvements are provided when required based on needs identified in the other comprehensive plan elements.

An effective Capital Improvements Element should examine the City’s existing capital needs, projected capital needs, its system for prioritizing and funding identified deficiencies, and determine remedies for problems with the existing prioritization and funding system. The Capital Improvements Element should be one basis for preparation of the City's five-year schedule of capital improvements.

The Capital Improvements Element and resulting five-year schedule of capital improvements will be mechanisms to assist the City in planning for public facilities and services to support development. The five-year schedule of capital improvements should be updated annually. The five-year schedule estimates the cost of any needed facilities and services, and targets the sources of revenue that will pay for the facility or service.

This Capital Improvements Element is structured to consider the need for and location of public facilities. An analysis of the capital improvements addressed in the other elements of the Comprehensive Plan begins this element. This is followed by a listing of the primary revenue sources for the City of Trenton. Annual City budget information, in the form of revenues and expenditures, is also addressed.

Capital Expenditures Related to the Comprehensive Plan

The City of Trenton has identified capital improvement projects necessary to attain or maintain various levels of service. At the time of adoption of this plan, several new capital improvements projects were identified for future inclusion in the five-year schedule of capital improvements. As the City grows and develops, and as this plan is amended to reflect the changes in the City, other capital improvements will be identified and incorporated into a five-year schedule of capital improvements. Following are the improvements that are relevant to maintaining level of service standards and that could be included in the City’s five-year schedule.

Planned and Recommended Public Facility Improvements

These projects were identified during this planning process as needed to serve Trenton’s existing and future populations. The timing, location, scale and cost of some of the projects are better
known than others. Before any capital project is included in the City’s five year schedule of capital improvements, a review of each project’s scope, estimated cost, and identification of funding sources should be conducted.

- SR 63 Extension project, a new facility that would extend SR 63 (at the Rt. 4 intersection) to US 127 north of Seven Mile ($40 million (OKI Transportation Improvement Program estimate)).
- Long-term maintenance program to repair, renovate, or reconstruct City streets ($300,000 per year).
- Railroad grade separation at two locations ($5 million to $10 million over four to seven years).
- Intersection improvements: Wayne Madison and Trenton Road ($350,000); and at Wayne Madison and State Street ($350,000). Other intersections that may merit improvements are Edgewood Drive and West State Street, and Trenton Place and East State Street ($250,000 per intersection).
- Sewer relining ($75,000 per year).
- Fire/EMS station ($2 million)
- Police station/Court facility ($2.5 million)
- Department of Public Works facility ($1.5 million)
- Dry well reconstruction program (12-15 dry wells per year at $3,000 each: $36,000 to $45,000 per year)
- Community center ($2.5 million)
- Senior center ($1.5 million)
- Swimming pool/fitness center ($1 million)
- Public library ($1.5 million)
- Parks/recreation facilities ($100,000 - $250,000 per improvement)

Ongoing road projects, including resurfacing, bridge work, or the addition of turn lanes, while important for the functioning of the road system in the City, are not included in the City’s capital needs list unless there is a direct correlation to attaining or maintaining a level of service.

**Provision of Public Facilities to Support Efficient Land Development**

The City of Trenton provides several public facilities and services. The City provides potable water treatment and distribution, and it provides and maintains a sewage collection system. The City’s stormwater system is a series of dry wells which the City reconstructs on an incremental basis and expands with new development projects. The City’s road system is mostly adequate in its role as a collector and local transportation system; however, segments of East State Street (SR-73) were at LOS “D” and “E” in 2000.

Future development in the City is most appropriate using the state and local road and street network; however, future development must augment that network rather than burden it. Improvements to the state road system will be necessary over time to support existing development and assist the logical progression of future development, especially in addressing
the issue of at-grade railroad crossings and in addressing new development in annexed areas. The City is not in a financial situation that would allow it to expend funds on major improvements to SR-73.

**Revenue Sources**

General Fund revenues for the City of Trenton are raised from three primary sources: local sources; state sources; and federal sources. The general fund balance forward and revenue forecast by the City for 2005 was $3,415,290. Budgeted general fund expenditures for 2005 were $3,004,945.

The City’s capital or project-specific funds include:

- Water Revenue Fund
- Utility Deposit Trust Fund
- Sewer Revenue Fund
- Sewer Reserve Fund
- Refuse Collection Service Fund
- Street Maintenance and Repair Fund
- State Highway Improvement Fund
- Parks and Recreation Fund
- Special Assessment Bond Retirement Fund
- Municipal Motor Vehicle License Fund
- City Employee Fund (vending machine revenues)
- Fire Levy Fund
- Drug Law Enforcement Fund
- Furtherance of Justice Fund
- Federal Asset Forfeiture Fund
- Enforcement and Education Fund
- COPS FAST Program
- Investment Interest Fund
- Stormwater Phase II Fund

The City budgeted for capital improvements for the following general uses in 2005: Administration/City Hall Maintenance; Finance/Treasurer; Police; Fire; Community Development; Water; Sewer; Refuse; Streets; Parks; Stormwater Utility.

**General Fund Revenue Sources**

The City of Trenton’s general revenues come from: property, income and state taxes; building permit, subdivision, park, franchise, zone change, rescue squad, and alarm permit fees; mayor’s court receipts; administrative charge transfer receipts; refunds; and miscellaneous receipts.
Cash Carried Forward: All monies not expended or encumbered in the prior fiscal year are carried forward to the succeeding year to continue projects or to provide funding for other needs. Other than general fund cash brought forward, these proceeds are used for expenditures for functions within the fund from which the monies were returned. The City forecast a balance carried forward for 2005 of $696,157, but it projects $410,345 carried forward into 2006, a decrease of $285,812.

Income Tax: A flat-rate income tax can be levied up to 1.0 percent without voter approval in all cities and villages. A tax exceeding 1.0 percent may be enacted only with voter approval. The tax is imposed on wages, salaries, and other compensation of individuals and net profits of businesses and professions received within the municipality. The current total tax rate for Trenton is 1.5%; however, 100% credit is granted (up to a total tax rate of 1.5%) to individuals who work in and pay earnings taxes to other jurisdictions. The total income tax revenue forecasted to be received by the City in 2005 is $1,645,000.

Property Taxes: Ad valorem property taxes are levied according to the certified assessed value of real property contained within the City, less all appropriate exemptions. The taxable value is the assessed value less any exemptions. Ad valorem taxes are based on one mill (one tenth of one cent) per one dollar ($1) of assessed value. Ad valorem taxes on personal property are levied by political subdivisions and local taxing districts.

The Ohio Constitution has, since 1934, limited the amount of the aggregate levy of ad valorem property taxes on particular property, without a vote of the electors or municipal charter provision, to 1% of true value in money, and Statutes limit the amount of that aggregate levy without a vote or charter provision to 10 mills per $1 of assessed valuation -- commonly referred to in the context of Ohio local government finance as the “ten-mill limitation.”

Taxes charged net out certain reductions, which include a tax rollback of 10 percent on all real property, as well as a homestead exemption and a 2.5 percent rollback for owner-occupied dwellings. The state reimburses local governments for the full amount of the 2.5 and 10 percent rollbacks, as well as for the homestead exemption.

Ad valorem property taxes are distributed by county auditors to the local taxing authorities.

For 2005, the City of Trenton has forecast ad valorem property tax receipts of $300,000, and general personal tax receipts of $20,000.

Fees, Licenses and Permits: These fees are assessed based on the reasonably anticipated costs of the allocation of resources or the costs of providing support for specific services relating to the acquired license or permit. For 2005, the City forecast $178,550 in receipts in this category, which includes building permit fees, subdivision fees, park fees, zone change fees, and rescue squad dispatching fees.

Mayor’s Court Receipts: For 2005, the City forecast $75,100 in court costs and fines from Mayor’s Court proceedings.
**Transfer Receipts:** For 2005, the City forecast $33,000 in transfer receipts.

**Miscellaneous Receipts:** For 2005, the City forecast $289,798 in miscellaneous receipts, which includes earned interest, donations, receipts from downtown parking lot special assessment, reimbursement from the Edgewood School Board, and a transfer from COPS Fast Fund.

**Potential Development-Related Revenue Sources**

**Cooperative Economic Development Agreements (CEDA):** A CEDA is an agreement, entered into following a public hearing, between one or more municipal corporations and one or more townships (and possibly a board of county commissioners or the state) that, in connection with the promotion of the economic development of an area, may allow for such things as the provision of joint or separate services and improvements, the payment of service fees, the issuance of debt obligations, the annexation to a municipal corporation of an area of a township, periods during which no annexations may occur, the application of tax abatement statutes, and payments in lieu of taxes to townships (ORC 701.07).

**Development Impact Fees:** An impact fee is a tool that can offset the costs of public facilities for new development. The City of Trenton levies an impact fee for parks. Ohio municipalities have the acknowledged authority to develop an impact-fee structure, subject to constitutional tests of equal protection and due process. Should the City decide to investigate the feasibility of other impact fees, a basic rule of thumb is that impact fees are ineffectual in slow- or no-growth scenarios because revenues raised are insufficient to cover infrastructure costs.

OSU Extension describes development impact fees as one-time charges applied to offset the additional public-service costs of new development. They are usually applied at the time a building permit is issued or at the time a certificate of occupancy is issued, and are dedicated to provision of additional services, such as water and sewer systems, roads, schools, libraries, and parks and recreation facilities, made necessary by the presence of new residents in the area. The funds collected cannot be used for operation, maintenance, repair, alteration, or replacement of existing capital facilities and cannot just be added to general revenue. They are essentially user fees levied in anticipation of use, expanding the capacity of existing services to handle additional demand. The amount of the fee must be clearly linked to the added service cost, not some arbitrary amount.

Valid fees must be related to the demanded cost of required new services and must be used for those services only. Absence of a uniform enabling structure for impact fees in Ohio means that each municipality that tries this approach to dealing with local development cost must be prepared for a legal test on its own merits. Legitimacy of these ordinances will be decided on a case-by-case basis.

**Joint Economic Development District (JEDD):** A JEDD is an area designated by one or more specified municipal corporations and one or more specified townships, by contract, in order to promote the area’s economic development, create or preserve jobs and employment opportunities in the area, and improve the economic welfare of the people of the state and the area’s residents.
by contributing resources, such as services, money, property, facilities, and equipment, and by creating a board of directors to govern the area, possibly with the authority to levy income taxes within the district on either persons or businesses; JEDDs may be created in several distinct manners (R.C. 715.70 to 715.83)

**Joint Economic Development Zone:** A Joint Economic Development Zone is an area composed of land from two or more municipal corporations in which the contracting municipal corporations agree to share in the costs of improvements for the area in order to facilitate new or expanded growth for commercial or economic development in the state, or an area composed of land in two or more municipal corporations, or one or more townships and one or more municipal corporations, in which the contracting political subdivisions enter into a similar type of agreement (R.C. 715.69 and 715.691)

**Restricted Use Revenues**

The Constitution directs or restricts the use of certain revenues. Highway fees and excises, including gasoline taxes, are limited in use to highway-related purposes. Not less than 50% of the receipts from State income taxes and estate taxes must be returned to the originating political subdivisions and school districts.

State net lottery profits are allocated to elementary, secondary, vocational and special education program purposes, including application to debt service on obligations issued to finance capital facilities for a system of common schools.

Ad valorem property taxes are also levied by other taxing authorities, including libraries, school boards and the Miami Conservancy District. (The Ohio Conservancy Act enables a conservancy district to levy assessments against property receiving the benefit of the flood protection works of the District to provide funds to pay for the cost of construction and maintenance of a project.)

**Borrowing:** The Ohio Constitution provides “for the issuance of bonds and other obligations of the state for the purpose of financing or assisting in the financing of the cost of public infrastructure capital improvements of municipal corporations, counties, townships, and other governmental entities as designated by law.”

General obligation bonds are backed by the taxing authority or "full faith and credit" of the issuing institution. The benefit received from purposes financed through general obligation bonds must support the City as a whole. The City of Trenton has outstanding general obligation bonds to finance the addition that was made to the Trenton Civic Hall building and to finance the water treatment plant and main extension project.

**State Revenue Sources**

State sources represent specific grant awards and those revenues collected by either individual localities or the State of Ohio and distributed by the state based on an established formula or methodology. The State of Ohio has shared eight taxes with Trenton: cigarette tax, liquor and beer tax, inheritance tax, rollback/homestead funds, local government revenue assistance fund, local government fund allocation, local government fund-state, and state-municipal income tax.
In regard to State income taxes and estate taxes, not less than 50% of receipts must be returned to the originating political subdivisions and school districts. State revenue sources also include specific grant awards. State revenue sharing was projected to contribute $288,720 to the City's General Fund in 2005.

Some state revenues are available for restricted uses. Highway fees and excises, including gasoline taxes, are limited in use to highway-related purposes. State net lottery profits are allocated to elementary, secondary, vocational, and special education program purposes, including application to debt service on obligations issued to finance capital facilities for a system of common schools.

**Federal and State Grants**

Direct federal or state grants have become rare; however, from time to time, the City of Trenton does receive direct grants as partial funding for a federal or state mandated program.

Trenton does receive indirect federal funds from Butler County in the form of Community Development Block Grants. Such revenues are not projected as part of the budget process.

**Bonds**

The Ohio Constitution provides “for the issuance of bonds and other obligations of the state for the purpose of financing or assisting in the financing of the cost of public infrastructure capital improvements of municipal corporations, counties, townships, and other governmental entities as designated by law.” General obligation bonds are backed by the taxing authority or "full faith and credit" of the issuing institution. The benefit received from purposes financed through general obligation bonds must support the City as a whole.

The City of Trenton currently has two outstanding general obligation bond issues. A general obligation bond was issued for the expansion of Civic Hall, and has an annual debt service of approximately $94,000. A general obligation bond was issued to construct a water treatment plant and extend water mains, and has an annual debt service of approximately $389,000.

**Issues and Recommendations**

- The City of Trenton has sufficient financial resources to handle ordinary expenditures, but does not have the fiscal capability of funding major capital facilities or improvements with existing revenue sources.

- The City has historically undertaken capital improvements after a need arises, rather than in anticipation of needs.

- Capital improvements have been identified from other elements of the comprehensive plan that should be included in a five-year schedule of capital improvements. As capital projects are identified, they will be included as the CIP is updated and amended.
The City of Trenton should explore various financing alternatives for major capital expenditures. User fees, impact fees, or other charges should be considered. The City of Trenton currently provides for water, sewer, drainage, recreation, refuse collection, and the City street system. For major improvements to SR-73, ODOT will provide most, if not all, of the funding. Drainage improvements are funded by the City, but major drainage work would require assistance from the Ohio EPA, or a stormwater utility district.
Goal, Objectives and Policies

**GOAL CI:** The City will provide, or require others to provide, on a fair-share cost basis, public facilities and services in a manner which protects investments in existing facilities, maximizes the use of existing facilities, and promotes orderly growth.

**Objective CI1:** The City will use the Capital Improvements Element to annually determine funding sources for identified deficiencies in capital improvement needs, and will annually amend the Five-Year Schedule of Capital Improvements to include capital projects and funding sources to correct existing deficiencies and accommodate future growth.

**Policy CI1.1:** The City will consider level of service standards for public facilities which have been established in other elements of this Comprehensive Plan including the road system, potable water system, sanitary sewer system, and parks or recreation facilities.

**Policy CI1.2:** The City will evaluate local capital improvements projects that are related to applicable elements of this Comprehensive Plan. In its evaluation process, the City will consider the following factors:

1) Whether the proposed project will eliminate a public hazard;
2) Whether the proposed project will eliminate capacity deficits;
3) Local budget impacts;
4) Locational needs based on projected growth patterns;
5) Accommodation of new development or redevelopment;
6) Financial feasibility; and
7) Plans of state, regional or local agencies or districts that provide facilities in Trenton.

**Policy CI1.3:** Proposed capital improvements projects will be ranked in order of priority according to the following guidelines:

- **Priority One:** The project is needed to protect public health and safety, to fulfill the City's legal commitment to provide facilities and services, or to achieve full use of existing public facilities or support the existing economy.

- **Priority Two:** The project increases efficiency of existing public facilities, prevents or reduces future improvement costs, provides service to developed areas lacking full service, or promotes in-fill development.

- **Priority Three:** The project represents a logical extension of public facilities and services.

**Policy CI1.4:** The City hereby adopts the following level of service standards for public facilities as identified in the appropriate elements of this Comprehensive Plan:
**Objective CI2:** The City will strive to provide, or require the provision of, needed public facilities based on levels of service set forth in the several elements of this Plan. Public facilities needs within the City's jurisdiction will be determined based on previously-issued development approvals, the City's planning and zoning process and the City's annual budget process.

**Policy CI2.1:** Prior to the issuance of a development permit, the City will determine whether public facilities and services that meet adopted level of service standards will be available to support the proposed development. Public facility and service availability will be deemed sufficient if the public facilities and services for a development are phased, or the development is phased, so that the impacts of the development are addressed.

**Policy CI2.2:** The City will evaluate potential revenue available for public facility expenditures through alternative sources such as user fees, special benefit units, and/or special assessments.

**Policy CI2.3:** The City will make efforts to secure public or private funds, whenever available, to finance needed capital improvements.

**Policy CI2.4:** A Five-Year Schedule of Capital Improvements and annual capital budget will be adopted as part of the City's annual budgeting process.

**Policy CI2.5:** The City will analyze the impacts of development orders issued by the City since 2000 on public facilities and services within the City's jurisdiction, and will integrate the results of the analysis into its annual budgeting process.

**Policy CI2.6:** The City will integrate its planning and budgeting processes, such that expenditures which are budgeted for capital improvements recognize policies related to public
facilities and services set forth in the several elements of this Comprehensive Plan.

**Objective CI3:** This Capital Improvements Element will be used by city officials to assist in determining the funding priority for capital facilities necessary to meet existing deficiencies, to accommodate future growth, and to replace obsolete or worn-out facilities.

**Policy CI3.1:** Within the constraints of its budget, the City will provide for, or arrange for others to provide for, the replacement of obsolete or worn-out capital facilities and the elimination of existing capital facility deficiencies.

**Objective CI4:** The City will strive to increase its tax base and raise its revenue potential.

**Policy CI4.1:** The City will provide for residential, commercial and industrial land uses that assures an equitable distribution of the tax burden.

**Objective CI5:** Land use decisions will consider available or projected public and private fiscal resources and the City's schedule of capital improvements. Land use decisions will strive to maintain adopted LOS standards and meet existing and future public facility needs.

**Policy CI5.1:** As referenced in the several elements of this Plan, the City will strive to avoid land use decisions that degrade levels of service for public facilities below the City’s adopted minimum standards.

**Policy CI5.2:** The City land use decisions, if they affect deficient public facilities, will consider available or projected public or private fiscal resources and the City's schedule of capital improvements.
Chapter 8
Future Land Use

Introduction

The purpose of this element is to analyze Trenton’s existing land uses and future land use needs as a basis for providing direction for future development. This element draws on data and analyses developed in other elements of the comprehensive plan. It explores land uses in relation to Trenton’s socio-economic, infrastructure, and environmental issues. It addresses the need for coordination with adjacent local governments and regional and state agencies.

This element includes a designation of future land use patterns as reflected in the goals, objectives and policies of the comprehensive plan elements, and it presents strategies for future growth that will make the best use of available land.

The greatest resource to be considered in any plan for future development is land. The pattern of existing land use, the natural conditions of land not yet developed, and the existing and planned development of land surrounding Trenton provide a basis for planning the future development of Trenton.

Existing Land Use Conditions

Trenton encompasses 2,314 acres of land that is developed or potentially available for future development. Existing land uses are shown in Figure 8.1, and size and parcels by land use category are presented in Figure 8.2.

As indicated in Figure 8.2, 45% of Trenton is developed for residential use, which is nearly all single family. Eleven per cent of Trenton is developed for public use, which includes land used for parks and recreation, utilities, cemeteries, and institutions such as schools and churches. Ten per cent of Trenton is developed for commercial use and 2% for industrial use. Undeveloped land, which includes both agricultural and vacant land, occupies nearly a third of Trenton.

Among the city’s undeveloped parcels are several large sites that are located on the city’s outer edges and on major roads. These include large parcels at the east and west ends of State Street (SR 73), which serves as Trenton’s commercial center. The development of these and the other large parcels are likely to have a major impact on Trenton’s future character and economic viability.

The total built area in Trenton, as represented by the “footprints” of built structures, is approximately 160 acres (7% of the land that is in parcels). All together, Trenton has 3,957 structures, with an average density of 1.6 buildings per acre.
Figure 8.1: Trenton 2004 Land Use

City of Trenton: Existing Land Use

Legend
Existing Land Use
- Single-Family
- Multi-Family
- Commercial
- Industrial
- Public/Institutional
- Undeveloped
- City Boundary
- Railroad

Miles
### Figure 8.2: Trenton 2004 Land Use by Category

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Number of Parcels</th>
<th>Acreage</th>
<th>Percent of Total Acreage</th>
<th>Average Parcel Size (Acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single family residential</td>
<td>3,065</td>
<td>1,005</td>
<td>43%</td>
<td>0.29</td>
</tr>
<tr>
<td>Multi-family (incl. condominiums)</td>
<td>174</td>
<td>59</td>
<td>3%</td>
<td>0.39</td>
</tr>
<tr>
<td>Commercial</td>
<td>90</td>
<td>91</td>
<td>4%</td>
<td>2.34</td>
</tr>
<tr>
<td>Industrial</td>
<td>10</td>
<td>63</td>
<td>3%</td>
<td>3.60</td>
</tr>
<tr>
<td>Public/Institutional</td>
<td>59</td>
<td>270</td>
<td>12%</td>
<td>4.00</td>
</tr>
<tr>
<td>Undeveloped</td>
<td>514</td>
<td>825</td>
<td>35%</td>
<td>1.30</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3,912</strong></td>
<td><strong>2,100</strong></td>
<td><strong>100%</strong></td>
<td><strong>0.54</strong></td>
</tr>
</tbody>
</table>

Source: OKI Database, 2004

Most of the city is developed in a grid pattern, with extensive use of cul-de-sac design in the newer residential areas on the north and west sides of the city. The center of the city is more densely developed than the newer, surrounding areas. The patterns of development and density affect the cost of maintaining infrastructure and providing public services and should thus be considered in planning for future development. A balance is needed between lower density development patterns, which can generate relatively higher infrastructure costs, and higher densities, which can contribute to higher levels of congestion and pollution.

### Consideration of Natural Features

Natural features should be considered in the course of planning for, and directing, future development. The characteristics of these various natural features and the need to protect their functions affect an area’s suitability for different types of development. Overall, Trenton’s natural features make it highly suitable for development, as represented by drainage, slope, and soil conditions. Some characteristics, however, pose limitations for particular kinds of development or require specific consideration in order to ensure that the resource value or function is protected. Aquifers are the primary source of Trenton’s drinking water supply.

Trenton is located on the west side of the Great Miami River and mostly west of the river’s floodplain, in an area where the land is level and well-drained. Figure 8.3 shows Trenton’s location in regard to slope and floodplain features. Within Trenton, only a small area in northeastern part of the city is within the floodplain.

Trenton overlies a sand and gravel aquifer, as described in Chapter 5. The aquifer’s vulnerability to contamination and its use as Trenton’s source of water supply are factors to be considered in the course of planning future land use.
Figure 8.3: Slopes and Floodplains in Trenton

Legend
- City Boundary
- 100 Yr Floodplain
- Percent Slope
  - Less than 15%
  - 15% or Greater

Source: OKI
With regard to terrain, Trenton is flat with minimal slopes. The topography has little significant variation over short distances and the overall appearance of a flat terrain. Almost all of Trenton lies in the slope range that does not exceed 15%, as shown in Figure 8.3. The less-than-15% slope is most desirable for development purposes. Its erosion potential is classified as “Slight” by the U. S. Department of Agriculture.

Soils are another natural feature affecting an area’s suitability for development and the type of development to which an area is best suited. The depth to bedrock, which is the distance between the soil surface and the upper surface of the underlying rock layers, is especially significant. A shallow depth to bedrock often coincides with a high water table that poses limitations for development.

Trenton’s major soil types fall in the Edlean series (a soil association consists of two or more dominant soils that tend to occur on the same kind of landscape). Edlean soils are deep and well-drained soils with moderate or moderately slow permeability in the surface layer and subsoil layer. The permeability is rapid in the substratum. Slope ranges between 0 to 12 percent. More detailed information is available from the Butler County Guide to Soils published by the U.S. Soil Conservation Service.

In general, Trenton’s soils are well suited for construction, but inadequate filtration and rapid permeability present the potential for ground water pollution if they are used for such purpose as septic tank absorption, sanitary landfills, and dry wells. In general, storm sewers are needed to handle stormwater runoff from developed land uses.

**Land Use of Surrounding Areas**

Trenton’s land uses and its potential for future development are affected by the existing land uses and proposed development in adjacent townships. These adjacent jurisdictions are Wayne Township (to the northwest), St. Clair Township (to the southwest); and Madison Township (to the northeast, east, and southeast).

Land use planning has been conducted for the townships surrounding Trenton by the Planning Division of the Butler County Department of Development. Accordingly, the County has published a plan documenting goals, objectives, and strategies for future land use development in its townships. The plan includes descriptions of each township, an existing land use map, a future land use map, and a series of implementation guidelines. Figures 8.4 and 8.5 are composites of the townships’ existing and proposed land uses, respectively.

**Madison Township**

**Existing Conditions:** Madison Township’s land area is equally divided between residential and agricultural uses. The township has more land area devoted to “Public and Private Parks and Recreation” uses than most other townships in Butler County because two Butler County Metro Parks and two golf courses are located there.
Future Land Use - 8

Most housing in the township was built in the 1960s and 1970s. Madison Township averaged 38 new home building permits per year during the last ten years. Housing units are generally located along the township roads on five to ten acre tracts or as residential subdivisions.

**Proposed Conditions:** The committee that produced the township’s future land use plan stated that while the township is a bedroom community, some new business development should take place to provide employment opportunities. The committee was also concerned about annexation issues. There was a desire to begin to look toward providing sanitary sewer service to the township if it could be done economically.

The township has large land areas zoned for industrial development which are currently vacant. The planning committee did not wish to support new areas for industrial development, but wanted already-zoned industrial property to be better used for that designation.

The township has two older business and residential mixed-use areas, one known as Poasttown (at the intersection of Route 4 and Trenton-Franklin Road), and the other known as West Middletown (at the intersection S. R. 122 and Trenton-Franklin Road). The planning committee expressed a desire for a more detailed neighborhood planning effort in these areas because of their unique character. Both areas would seem to benefit from redevelopment efforts, including improved infrastructure and housing and business retention and expansion.

**St. Clair Township**

**Existing Conditions:** Slightly more than half of the township’s land area is used for agricultural purposes. The Miller Brewing Company owns a large tract of land in the township along Wayne-Madison Road where it operates a beer production facility. Williamsdale and Overpeck are two historic communities located in the central portion of the township. There are a number of large gravel mining operations located in the central portion of the township.

More than 80% of St. Clair Township’s housing units were built in the 1970s or earlier. The township averaged 15 new home building permits per year during the last ten years. St. Clair Township experienced far fewer new home building permits the past decade compared to the other townships in the county.

**Proposed Conditions:** The committee also addressed the proposed extension of State Route 63, which would take State Route 63 from its terminus at Route 4 in Monroe across the Great Miami River into St. Clair Township and intersect with U. S. 127. The township has large land areas zoned for industrial development; however, they are currently vacant. In fact, these areas have been designated for industrial development since the late 1950s in previous land use plans. The planning committee did not support additional areas for industrial development beyond what had been previously planned. The committee discussed the importance of continuing to reserve these areas for business development despite pressure that may occur for residential development.

The planning committee would like to see a more detailed neighborhood planning effort in Williamsdale and Overpeck because of their unique character. Both areas would seem to benefit
from redevelopment efforts, including improved infrastructure, housing, and possibly sanitary sewer service. The committee also called for Planned Residential Development in areas where steep slopes exist. This would allow for clustering of homes away from sensitive environmental areas, especially where there are steep slopes.

**Wayne Township**

*Existing Conditions:* More than seventy-five percent of Wayne Township’s land area is used for agricultural purposes. Most residential uses are single-family homes on large estate-type lots generally five acres in size or larger. Most lots are split off from farms along township roads. A small amount of business development and a few areas of more dense residential development are found in and around the Village of Jacksonburg and the Village of Seven Mile.

According to the U.S. Census, the township’s housing stock had a growth spurt in the 1970s. More than 30% of the township’s housing stock was built in the 1940s or earlier. The township has averaged approximately 30 new home building permits per year during the last ten years.

*Proposed Conditions:* Several land development concerns were raised by the township planning committee. The committee was concerned about the loss of farmland in the township and the fact that new home construction was taking place along the road frontage of the township and land-locking parcels to the rear of these lots. Usually, the landlocked parcels are too small to farm successfully from a financial standpoint. The committee was interested in promoting ways to use the land more efficiently so that farming and residential development could coexist.

The committee also discussed the proposed extension of State Route 63. The extension project would take State Route 63 from its terminus at Route 4 in the City of Monroe across central Butler County and intersect with U. S. 127. Due to the preliminary nature of the road project the committee stated it might want to re-visit its proposed land use plan as it relates to the highway at a later date.

The committee also discussed business development in the township. The committee addressed the long-range prospect for retail and commercial development in the southeastern corner of the township. Also, suburban residential development is recommended in this vicinity if it is provided with public sanitary sewer service. An area of planned residential development is proposed east of Waynes Trace Road in northern Wayne Township. This area is characterized by heavily wooded rolling terrain.
Traffic Circulation

Trenton is served by a system of roadways including SR 73 that runs through the center of the city. The minor arterials traversing the city include Miami Street and Riverside Drive (Hamilton-Trenton Road inside the city). Woodside Road, a major collector road, changes to First Street and becomes a minor collector road in the southern part of the city. Kennel Road, which runs parallel to the State Street in the south, and Pierson Roads are minor collector roads - second class. In the north, the city is bordered by Howe Road, a major collector road.

There is a CSX Corporation main line running through Trenton from the southwest to the northeast. All railroad crossings in Trenton are at-grade. There are safety gates at every railroad crossing within the City except on First Street where there are flashing lights. A significant policy consideration is that all railroad crossings are at-grade which can create significant delays for motorists who must wait for passing trains.

The nearest airport is Butler County Regional Airport, a general aviation facility located in south central Butler County Ohio, near Hamilton, Fairfield, West Chester, and I-75.

The existing traffic circulation system is discussed in detail in the Transportation Element.

Sanitary Sewer and Solid Waste

Figure 8.4: Existing Land Uses for Townships, 1999

Source: Butler County Regional Planning Commission
Figure 8.5: Proposed Land Uses for Townships

Source: Butler County Regional Planning Commission
Future Land Use

Challenge and Opportunity

The future use of land represents both challenge and opportunity for Trenton. The challenges include the small size of the city and its administrative staff, the city’s development history, the potential development of surrounding agricultural land, and the popularity of the single-family detached-unit subdivision. The Trenton Comprehensive Plan attempts to balance local trends, existing conditions, and growth projections with the City’s projected financial and human resources.

The growth projected for Trenton over the next 20 years is moderate. With the planning controls provided for by the goals, objectives and policies in the Comprehensive Plan, and the City's regulations (such as PUD zoning), the greatest flexibility for future land uses will come from non-traditional mixed uses. That flexibility in planning and budgeting for the City’s projected growth can result in more efficient development patterns, and in the design of new neighborhoods that have a sense of community. By directing growth, local officials can capitalize on existing conditions and be judicious in the allocation of city resources.

In the course of developing this Comprehensive Plan, the advisory committee expressed a desire to see a town square\(^1\) or public spaces such as community greens\(^2\), parks or playgrounds\(^3\) built to keep pace with the City’s growth. That is, the advisory committee felt the City should ensure that new residential and commercial development creates true neighborhood environments that are walkable and have public focal points including parks or recreation amenities.

Similarly, as a result of its growth rate, Trenton has a current need to expand its branch of the Middletown Library, and to build a community center/senior center with an indoor public swimming pool and/or fitness-related facility. Such public facilities should be easily accessible to city residents – especially to those who would prefer to walk or bike to them along safe routes.

Future Land Use Needs

The area needed to accommodate the projected 2025 population is projected to be 3,344 acres. This projection is broken down by traditional land use category in Figure 8.6. These are conservative projections based on the population projections presented in Chapter 2. Trenton’s 2005 population is estimated as 11,013, a 26 percent increase from 2000; its population in 2025 is projected to be nearly 20,000. This plan is intended to ensure that adequate land and public facilities and services will be available during the planning period to serve these new residents.

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\(^1\) A “square” is an open space available for unstructured recreation and civic purposes. Typically, a square is spatially defined by building frontages. Its landscape typically consists of paths, lawns and trees, formally disposed. Squares are typically located at the intersection of important thoroughfares. A typical square is between one and five acres in size. (Duany Plater-Zyberk & Co. SmartCode)

\(^2\) A “community green” is an open space available for unstructured recreation. A green may be spatially defined by landscaping rather than building frontages. Its landscape typically consists of lawn and trees naturalistically disposed. (Duany Plater-Zyberk & Co. SmartCode)

\(^3\) A “playground” is an open space designed and equipped for the recreation of children. Typical playgrounds are fenced and may include an open shelter. Playgrounds are typically interspersed within residential areas. Playgrounds may be included within parks and community greens. (Duany Plater-Zyberk & Co. SmartCode)
The land area needed to accommodate Trenton’s population in 2025 (3,344 acres) represents a 124% increase in developed acres over the developed acreage in 2004-2005 (1,489 acres). The greatest amount of additional acreage needed to support the projected population is for residential land uses (an additional 1,404 acres) assuming overall average residential lot size remains at 0.34 acres. The projected additional commercial acreage accounts to 335 acres over the 20-year planning period, or an average annual increment of 16.75 acres. An adequate supply of suitable undeveloped land is available in and adjacent to Trenton for accommodating the needs of the projected population.

**Figure 8.6: Trenton’s Projected Land Use Needs by Category, 2005 - 2025**

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>2005</th>
<th>2015</th>
<th>2025</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>1,366</td>
<td>1,837</td>
<td>2,468</td>
</tr>
<tr>
<td>Commercial</td>
<td>220</td>
<td>296</td>
<td>398</td>
</tr>
<tr>
<td>Industrial</td>
<td>44</td>
<td>59</td>
<td>80</td>
</tr>
<tr>
<td>Public</td>
<td>220</td>
<td>296</td>
<td>398</td>
</tr>
<tr>
<td>Total</td>
<td>1,850</td>
<td>2,488</td>
<td>3,344</td>
</tr>
</tbody>
</table>

Source: OKI, 2005

Future land uses are shown in Figure 8.7. The Future Land Use Map provides a basis for directing new development in Trenton consistent with the goals, objectives, and policies in this comprehensive plan. It also provides a basis for the use of parcels that were “undeveloped” in 2004-2005, and areas that may be annexed during the 20 year planning horizon. The future land uses depicted is beyond the amount required to accommodate the projected population. The future land use categories, which are defined in section “Goals, Objectives and Policies,” were mapped through consultation with this plan’s advisory committee and city officials.

To accurately determine the type, timing, location, and density of proposed development, there are more issues to consider than just the availability of vacant land. The appropriateness of the proposed site for the intended development must be a major consideration. The adequacy of public facilities and services to serve the site is another major consideration. The application of this plan’s goals, objectives and policies, and the City’s land development regulations will serve to separate urban and rural land uses, control growth within those areas, and create real neighborhoods in the process.

City officials should practice flexibility in land use planning while not allowing development patterns to become haphazard. The incremental acreages that are needed would be handled most appropriately through mixed land uses (provided for by PUD zoning) and supporting planning controls. Mixed use districts applied through PUD zoning would help to discourage sprawl and
its adverse impacts on the demand and cost for public services costs. Other valuable tools for managing the city’s growth include targeted annexations and the timing and location of added public facilities and services.

**Methodology: Gross Acreage Needed to Accommodate Projected Population**

The methodology used to determine the gross acreage required in each conventional land use category to accommodate projected city population was very conservative and relatively unsophisticated. The first step was to assume that natural and historical resources would not change significantly with increases in population. It was also assumed that the development of land would result in a decrease in the existing Undeveloped land use category.

The acreage needed to accommodate future Commercial, Industrial and Public land uses was calculated for each category based on the acreage per person per category in 2005. Based on Trenton’s estimated 2005 population of 9,500, per capita acreage by category was calculated as 0.02 acres for commercial uses, and 0.004 acres for industrial uses, and 0.02 acres for public uses. These ratios were then used as a standard and applied to the populations projected for 2015 and 2025.

The acreage needed to accommodate future Residential land use was calculated on a household basis. That is, population projections were multiplied by 2.74 persons per household, and that result was multiplied by 0.34 acres per unit (the overall average size for existing residential land uses in 2005). These ratios were then used as a standard and applied to the populations projected for 2015 and 2025.

The acreage required to accommodate the City’s projected population will vary if growth occurs at a slower or faster actual rate, and as the trend in residential parcel sizes changes. Population projections are based on best available information, and are planning tools which can be amended as trends and conditions change.

**Elimination or Reduction of Inconsistent Uses**

The mechanisms used by Trenton to reduce or eliminate inconsistent uses include the enforcement of its zoning and subdivision ordinances. The subdivision ordinance governs the platting and subdividing of property, and sets road and drainage standards for new development.

This Comprehensive Plan will serve as the blueprint for all future development activity. The City's updated regulations will prevent the expansion of, and eliminate, any nonconforming uses. The City’s land use decisions and all public and private development should be consistent with the Comprehensive Plan and updated land development regulations.
Figure 8.7: Trenton Future Land Use
Goal, Objectives and Policies

GOAL L: The City will promote the public health, safety and welfare through a land use decision-making system which achieves and maintains a high quality living environment with a well-planned mix of compatible land uses.

Objective L1: All uses of land will be consistent with the Future Land Use classifications established herein and portrayed on the City’s Future Land Use Map. The Future Land Use designations are intended to:
- Coordinate land use with the natural environment, including soils, topography, and other resources;
- Appropriately mix and distribute residential, commercial, industrial, recreation, public and conservation land uses; and
- Encourage an efficient pattern of development and discourage sprawl4.

The City’s Future Land Use Map series will be applied in conjunction with the policies of this element and other elements of this Plan. The City of Trenton hereby establishes the following land use classifications for the purpose of managing growth: Very Low Density Residential; Low Density Residential; Medium Density Residential; High Density Residential; Professional Services; Office; Convenience Commercial; Highway Commercial; Shopping Center Commercial; Business District Commercial; Downtown Commercial; Commercial Overlay; Industrial Park; General Industrial; Public/Semi-Public Facility; Wellhead Operation; and Well Field Protection Overlay.

Policy L1.1: Low Density Residential: Includes two (2) subcategories:

- Very Low Density Residential, wherein single family residential development is permissible, not to exceed a density of 3 dwelling units per gross acre, subject to all applicable local regulations; and
- Low Density Residential, wherein single family residential development is permissible, not to exceed a density of 4.3 dwelling units per gross acre, subject to all applicable local regulations.

Policy L1.2: Medium Density Residential: Single and multiple family residential development is permissible, not to exceed a density of 8 dwelling units per gross acre, subject to all applicable local regulations.

Policy L1.3: High Density Residential: Single and multiple family residential development is permissible, not to exceed a density of 8 dwelling units per gross acre, subject to all applicable local regulations.

4 "Sprawl" is scattered, untimely, poorly planned urban development. Sprawl typically manifests itself in one or more of the following ways: (1) leapfrog development; (2) ribbon or strip development; and (3) large expanses of low-density, single-dimensional development.
Policy L1.4: **Commercial**: Includes eight (8) subcategories:

- **Professional Services**: Residential, small-scale office and professional service establishments are desired. This classification may be used for transition areas between established residential neighborhoods and non-residential uses and for areas along major thoroughfares. Residential development is permissible, not to exceed a density of 8.7 dwelling units per gross acre. Small-scale office and professional service establishments are permissible; however, such development shall not exceed lot coverage of 40%, and shall not exceed impervious surface coverage of 70%.

- **Office**: This classification includes office and institutional uses in structures larger in scale than those intended for the Professional Services classification. These uses are suited for locations along major thoroughfares. Because of the greater compatibility between office and institutional uses and residential uses, this classification can serve as a buffer or transitional use between more intense residential and non-residential land uses. Office and institutional uses are permissible; however, such development shall not exceed lot coverage of 50%, and shall not exceed impervious surface coverage of 70%.

- **Convenience Commercial**: This classification includes commercial uses which serve the daily needs of nearby residents. These uses are intended to be minor traffic generators located on the major streets or thoroughfares at or near access points serving residential areas. Convenience Commercial uses should be clustered rather than extended in strips along street frontage. Such clustering should be internally organized to minimize detrimental effects on surrounding residential uses, to minimize curb cuts, and to facilitate pedestrian and bicycle usage. Uses shall not exceed lot coverage of 40%, and shall not exceed impervious surface coverage of 70%.

- **Highway Commercial**: This classification includes commercial uses which serve the daily needs of Trenton residents and motorists passing through the City. A variety of these uses are permissible but certain uses will be restricted to major thoroughfares at or near strategic access points, thereby minimizing adverse effects on residential areas. Highway Commercial uses should be clustered rather than extended in strips along street frontage. Such clustering should be internally organized to minimize conflicts with less intensive uses, to limit curb cuts, and to facilitate pedestrian and bicycle usage. Uses shall not exceed lot coverage of 40%, and shall not exceed impervious surface coverage of 70%.

- **Shopping Center Commercial**: This classification includes small and large-scale commercial uses which serve the needs of Trenton residents and surrounding areas. Large-scale uses will be restricted to locations at or near strategic multidirectional access points on major thoroughfares, thereby minimizing traffic congestion and other adverse impacts. Shopping Center Commercial uses should be clustered and internally organized to minimize conflicts with less intensive uses, to limit curb cuts, and to facilitate pedestrian and bicycle usage. Uses shall not exceed lot coverage of 50%, and shall not exceed impervious surface coverage of 70%;
• **Business District Commercial**: This classification includes the relatively small business and service establishments surrounding Trenton’s traditional central business district. Such uses serve the needs of Trenton residents and surrounding areas, and are typically minor traffic generators. Business District Commercial uses shall not exceed lot coverage of 40%; and

• **Downtown Commercial**: This classification includes the relatively small business and service establishments in Trenton’s traditional central business district. Such uses serve the needs of Trenton residents and surrounding areas, and are typically minor traffic generators. Downtown Commercial uses are typically older or historic buildings on small lots, have little or no setbacks from property lines, and do not have sufficient land for adequate off-street parking. The City will establish standards that accommodate existing conditions and allow constructive modifications to the extent that the public health and safety are not materially jeopardized. Downtown Commercial uses shall not exceed lot coverage of 70%.

• **Commercial Overlay District**: This classification is an overlay zone which extends the permitted uses in the underlying zoning district to include adjacent or adjoining commercial establishments, where the purpose is the buying and selling of commodities and/or supplying of services, plus any parking appurtenant to the use. Uses shall not exceed lot coverage of 50%, and shall not exceed impervious surface coverage of 70%.

**Policy L1.5**: **Industrial**: Includes two (2) subcategories:

• **Industrial Park**: This classification includes clean and quiet industrial uses that generate modest amounts of traffic. Such clean, light industrial uses primarily operate indoors. The location of such adjacent to residential uses should be minimized. Industrial Park uses shall not exceed lot coverage of 50%; and

• **General Industrial**: This classification provides for larger industrial sites that should be isolated from other land uses by virtue of their external effects, such as heavy traffic generation, open storage of materials, bulk storage of dangerous chemicals, and possible emissions of noise, glare, dust, odor, smoke, or other offensive characteristics. Such uses should be grouped so as not to create a nuisance or potential danger to other surrounding land uses. Such uses should have level topography, sufficient public facilities and services, and major transportation facilities readily available. General Industrial uses shall not exceed impervious lot coverage of 80%.

**Policy L1.6**: **Public/Semi-Public Facility**: This classification includes properties or facilities under public, semi-public or private ownership, which provide a needed public service to the residents of the City of Trenton and the State of Ohio. Permissible uses include, but are not limited to: educational facilities; public parks; playgrounds; community centers; cemeteries; communications, cultural, transportation and utility facilities; police and fire stations; and other publicly owned and operated buildings and facilities. The City’s Future Land Use Map depicts a
variety of existing and preferred locations for public and semi-public uses; however, Public/Semi-Public designations on the Future Land Use Map are not intended to represent the only possible locations of future facilities. Pursuant to regulations consistent with this Plan, properties or facilities and accessory uses may be sited as a singular Public/Semi-Public land use or as a Public/Semi-Public overlay in conjunction with any land use designation, subject to compatibility criteria provided in the regulations. Public/Semi-Public Facility development shall not exceed impervious lot coverage of 80 percent. Public/Semi-Public Facility development shall meet all applicable local and state regulations regarding the quality and quantity of stormwater run-off. Subject to all applicable local regulations, agricultural activities are permissible in areas designated as Public/Semi-Public. This category includes two subcategories:

- **Wellhead Operations**: This classification is intended to safeguard the health, safety and welfare of the customers of protected public water supplies by regulating land use, and the storage, handling, use and/or production of Regulated Substances.

- **Wellfield Protection Overlay**: This classification is intended to protect the community’s potable water supply against contamination, and to otherwise safeguard the health, safety and welfare of the customers of protected public water supplies by regulating land use, and the storage, handling, use and/or production of Regulated Substances. The area of the Well Field Protection Overlay is described on the City’s Official Zoning District Map and includes existing and proposed public water supply wells and their one (1) year capture area.

**Objective L2**: The City will coordinate proposed future land uses with the appropriate soil conditions, topography, and the availability of public facilities and services.

**Policy L2.1**: The City will direct development to areas where public facilities and services are available or are projected to be available.

**Policy L2.2**: The City will issue development orders after consideration of established levels of services for public facilities and services as defined in this plan.

**Policy L2.3**: The City will regulate the removal of rock, sand and other minerals from the ground and for the transportation of these materials within the City. At a minimum, these standards will ensure that such activities do not adversely affect adjacent land uses or groundwater quality or quantity. Borrow pits and mines are permissible in the Industrial classification, while site excavations are permitted in all land use classifications.

**Objective L3**: The City will establish systems to reduce or eliminate existing development and zoning districts that are inconsistent with the Future Land Use Element and Future Land Use Map series. While protecting public safety and minimizing public expenditures on public

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5 A "development order" is any order granting, denying, or granting with conditions an application for a development permit. A development permit includes any building permit, zoning permit, plat approval, or rezoning, certification, variance, or other action having the effect of permitting development.
facilities and services, the City may permit residential development on vested lots of record established prior to this Comprehensive Plan which do not conform to density standards set forth in the Future Land Use Element.

**Policy L3.1:** The City will ensure that development existing at the time of adoption of this Comprehensive Plan that is inconsistent with the Future Land Use Element or Future Land use Map will not be expanded, and that if the use of such development is discontinued for a period of more than six months, that it will not be reestablished.

**Policy L3.2:** No building permits will be issued for properties not having legal access to a city-, county- or state-maintained road, or to a privately-owned road constructed to meet engineering standards established for an approved private road. The following shall constitute legal access:

1. Direct frontage on the road in accordance with minimum width standards established in local land development regulations.

2. Access by easement which meets applicable standards established in local land development regulations and which has been properly recorded in the public records of the City of Trenton.

**Objective L4:** The City will utilize Community Development Block Grant funds to rehabilitate or eliminate and replace substandard housing units, and will utilize CDBG funds to provide for the development or redevelopment of commercial and industrial areas.

**Policy L4.1:** The City will identify and prioritize areas in need of redevelopment or renewal.

**Policy L4.2:** The City will continue its program of CDBG-funded activities to be conducted for the renewal of blighted areas. Such activities will include the rehabilitation of substandard housing, and the revitalization, redevelopment or development of commercial or industrial areas to provide greater employment, shopping and recreational opportunities and to increase the tax base for the City. Those of low or moderate income, the unemployed, and others with identified special need will be the intended primary beneficiaries of such programs and activities.

**Objective L5:** The City will adopt and enforce standards that conserve, appropriately use, and protect natural and historic resources. Natural resources will be protected by the regulation of land use in proximity to public supply potable water wellfields and other environmentally sensitive lands, and by the management of stormwater runoff and drainage.

**Policy L5.1:** The City will implement procedures to evaluate development proposals in terms of goals, objectives and policies set forth in this Comprehensive Plan that conserve, appropriately use and protect natural resources.

**Policy L5.2:** Through its land development regulations, including provisions for site plan review, cluster development and other techniques, the City will protect certain floodplains, wetlands,
zones of influence⁶, natural groundwater aquifer recharge areas⁷, native vegetative communities and wildlife habitats. All proposals for development and redevelopment activities will be evaluated by the City during a development review process, and will be subject to the referenced land development regulations. Specifically:

a) The City will require the identification of the extent to which any development or redevelopment is proposed to be placed in or on, to disturb, or to alter the natural functions of areas prone to 100-year frequency floods, as depicted on Federal Emergency Management Agency Flood Insurance Rate Maps. If the City determines that a viable 100-year floodplain may be disturbed or altered, the City will require the developer to provide an inventory related to the 100-year floodplain which may be encroached upon. This inventory will be evaluated by the City during a phase of its development review process. Where it is determined that proposed development or redevelopment will encroach upon a viable 100-year floodplain, the City will require a Management Plan to be prepared by the developer which includes necessary modifications to the proposed development, such as specific buffers or clustering of development. All development activities will observe a 50 foot setback from the floodway of the respective waterways. Permissible residential densities within a viable 100-year floodplain will be no greater than one dwelling unit per 5 gross acres or no greater than one dwelling unit per 20 gross acres in areas designated as Agriculture. No industrial development will be permitted within viable 100-year floodplains. Low intensity agricultural activities, such as the pasturing of livestock, will be permissible. Structures constructed within a viable 100-year floodplain must meet all local, state and federal agency permit requirements, must be floodproofed with the building floor level at least one foot above the 100-year flood elevation, and will not displace the floodwaters of a 100-year frequency flood;

b) The City will require the identification of the extent to which any development or redevelopment is proposed to be placed in or on, to disturb, or to alter the natural functions of soils posing severe limitations to construction; or endangered or threatened species of wildlife and plants. If the City determines that one or more of the natural resources referenced above may be disturbed or altered, the City will require the developer to provide an inventory related to the specific natural resource which may be encroached upon. This inventory will be evaluated by the City during a phase of its development review process. Where it is determined that proposed development or redevelopment will encroach upon a referenced natural resource, the City will require a Management Plan to be prepared by the developer, which includes necessary modifications to the proposed development, such as specific setbacks, buffers, or clustering of development away from site resources, to ensure the protection, preservation or natural functions of the resource. The provisions of such management plans will be consistent with the natural resource use and protection policies of this Plan;

c) The City will identify known zones of influence and water recharge areas and implement a comprehensive wellhead protection program. The program will include provisions to restrict incompatible uses and substances known to have adverse effects on water quality and quantity; and

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⁶ A “zone of influence” is an area around one or more major water wells the boundary of which is determined based on groundwater travel or drawdown depth.

⁷ “Natural groundwater aquifer recharge areas” are geographic areas where the aquifer system is replenished. Areas of high aquifer recharge are important for the continuation of potable ground water supplies.
d) Wildlife habitat and unique native vegetative communities will be protected from
destruction by development activities.

Policy L5.3: Buffers will be used to separate incompatible land uses and to protect certain
natural resources. The size, composition and location of buffers will be set forth in the City's
land development regulations, will be based on the proposed land use or development activity,
and will be consistent with the policies of this Comprehensive Plan. Areas designated as buffers
will preserve all natural vegetative cover, except where drainage-ways and access paths are
approved to cross the buffer. Buffers may be supplemented only with native trees, shrubs and
ground covers. The issuance of a final development order by the City will be contingent upon
implementation of all stipulations within a site development plan, or a Management Plan. The
provisions of such management plans will be consistent with the natural resource protection
policies of this Plan.

Policy L5.4: The City will protect historically significant properties. All sites listed by the Ohio
Historic Preservation Office or listed in the National Register will be considered for local
designation. Local designation, as well as demolition or alteration of locally designated sites or
structures, will be by action of the City Council. This procedure does not replace or diminish
established procedures for the alteration or demolition of structures or sites in the City, but is an
additional safeguard to protect structures and sites designated by the City Council as historically
significant.

Objective L6: The City will promote compact development and encourage the efficient use of
public facilities.

Policy L6.1: Decisions affecting the development of land will be consistent with the Future Land
Use Element and Future Land Use Map.

Policy L6.2: The City will update its development regulations, where necessary, to be consistent
with the adopted Comprehensive Plan. The City will consider improvements to its land
development regulation processes that focus on efficiency and effectiveness through a
streamlining of procedures. The City will consider integrating all appropriate land development
regulations into a unified ordinance. Land development regulations will, at a minimum:

a. Regulate the subdivision of land. The City's subdivision regulations will be
reviewed and updated in order to be consistent with this Comprehensive Plan;

b. Regulate areas subject to seasonal and periodic flooding and provide for drainage
and stormwater management. This will be accomplished by continued adherence to Ohio
regulations;

c. Regulate signage. A sign provision of the City's land development regulations
appropriate for various land use activities will be adopted. At a minimum, the provision will
establish the frontage requirement for signs, consider allowing shared signs for smaller
properties, and define terms within the provision to clarify its intent;
d. Promote safe and convenient on-site traffic flow and vehicle parking through the adoption and continued enforcement of design standards for new construction; and

e. Provide for the protection of environmentally sensitive lands, and provide for open space. "Environmentally sensitive lands" are defined as wetlands, viable 100-year floodplains or critical habitat for plant or animal species listed by the appropriate agencies as endangered, threatened, or species of special concern. “Critical habitat” means the specific area within a geographic area occupied by plant or animal species listed by the appropriate agencies as endangered, threatened or species of special concern on which are found those physical or biological features essential to the conservation of the species and which may require management consideration or protection.

**Policy L6.3**: The City will consider a program to bring planned, permitted and zoned development capacity into alignment with existing and programmed capital improvements capacity. The program of aligning development capacity with capital improvements capacity will provide for the recognition and protection of vested property rights.

**Policy L6.4**: The City will promote innovative land development techniques which mix and distribute land uses in such a way as to use public facilities in the most efficient manner possible. The City will encourage infill development by providing for:

a) Expedition of the permitting process for infill development proposals;

b) Consideration of exceptions to requirements such as minimum lot sizes, minimum setbacks, or minimum parking requirements to provide for residential, affordable residential and economically viable commercial opportunities;

c) The direction of public expenditures to areas of higher intensities and densities of use and therefore encourage development to locate where public facilities are more readily and more economically available; or

e) Coordination of uses with city, county, and state transportation facilities to provide adequate levels of service that support higher densities and intensities of development within or adjacent to currently developed areas.

**Objective L7**: The City will ensure that suitable land for public facilities and utility facilities to support proposed development is available.

**Policy L7.1**: Land use designations established in the Future Land Use Element will include appropriate public facilities as permissible uses, and adequate acreage for such facilities will be provided on the Future Land Use Map.

**Policy L7.2**: The City will amend its zoning, subdivision and other land development regulations as necessary to ensure that adequate land or facilities are available to meet the needs of new development in the following areas:

a) Drainage;
b) Stormwater management;
c) Parking;
d) Open space;
e) Road right-of-way;
f) Public utility plant sites; and
g) Schools.

Policy L7.3: The City's land development regulations will require the set-aside, by dedication or easement, of land suitable to accommodate public utility facilities needed to service a proposed development.

Policy L7.4: Public utilities needed to service existing and future land uses will be permitted in all future land use classifications, provided they meet performance standards in the Comprehensive Plan, the City’s land development regulations, and any other applicable land development regulations.

Objective L8: The City will promote the use of various and innovative land development techniques.

Policy L8.1: The City will amend its land development regulations to encourage development techniques which mix and distribute land uses to accomplish the following:

   a) Make the most efficient possible use of existing public facilities;
   b) Recognize and preserve distinctive natural features of the development site;
   c) Protect environmentally sensitive areas within the site;
   d) Meet specific needs of the City; and
   e) Promote a sense of pride and community for its residents.