

# TOWN OF TROY

ST. CROIX COUNTY, WISCONSIN



## COMPREHENSIVE PLAN

2014-2034



Prepared for:  
Town of Troy  
654 Glover Road  
Hudson, WI 54016

With Assistance from:



**Cedar Corporation**  
604 Wilson Avenue  
Menomonie, Wisconsin 54751

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**Adopted May 22, 2014**

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## **APPENDIX**



## Ordinance No. 2014-02

An Ordinance regarding the adoption of the amended Comprehensive Plan 2014-2034 for the Town of Troy, St. Croix County, Wisconsin.

The Town Board of the Town of Troy, St. Croix County, Wisconsin, does ordain as follows:

**Section 1.** Pursuant to Sec. 60.22(3) Wis. Stats. and Sec. 62.23(2) and (3), Wis. Stats., the Town of Troy is authorized to prepare, amend, and adopt a comprehensive plan as defined in Sec. 66.1001(1)(a) and described in Sec. 66.1001(2), Wis. Stats.

**Section 2.** The Town Board of the Town of Troy, Wisconsin adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Sec. 66.1001(4)(a), Wis. Stats. on March 10, 2005, and revised the said procedures on November 13, 2008.

**Section 3.** The Plan Commission of the Town of Troy, by a majority vote on May 22<sup>nd</sup>, 2014, adopted a resolution recommending the Town Board adoption of the document entitled Town of Troy, St. Croix County, Wisconsin, Comprehensive Plan 2014 - 2034. The document recommended for adoption contains all of the elements required by Sec. 66.1001(2), Wis. Stats.

**Section 4.** The Town has held a public hearing on this ordinance and the amended Comprehensive Plan that it would implement, inconformity with Sec. 66.1001(4)(d), Wis. Stats.

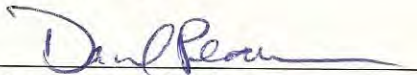
**Section 5.** The Town Board of the Town of Troy, by its enactment of this Ordinance, hereby approves and puts into effect the amended planning document entitled, Town of Troy, St. Croix County, Comprehensive Plan 2014 - 2034@, all pursuant to Sec. 66.1001(4)(c), Wis. Stats.

**Section 6.** This ordinance requires passage by a majority (three or more) vote of the members of the Town Board. It becomes effective upon passage and publication as required by law.

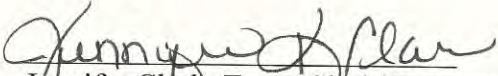
Adopted by the Town Board of the Town of Troy this 22<sup>nd</sup> day of May, 2014.

AYES 5 NO 0 ABSTAIN \_\_\_\_\_ ABSENT \_\_\_\_\_

APPROVED:

  
Dan Pearson, Chairman

ATTEST:

  
Jennifer Clark, Town Clerk/Treasurer

Adopted: 5/22/2014

Published: 6/15/2014

**Resolution No. 2014-06**

**RESOLUTION RECOMMENDING ADOPTION OF  
THE AMENDED "TOWN OF TROY, ST. CROIX COUNTY, WISCONSIN,  
COMPREHENSIVE PLAN 2014-2034"**

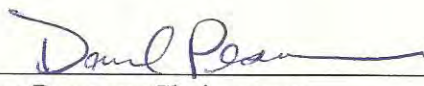
WHEREAS, pursuant to sections 66.23(2) and (3) for towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Troy is authorized to prepare, amend, and adopt a comprehensive plan as defined in section 66.1001(1) of the Wisconsin Statutes, and

WHEREAS, the Town Board of the Town of Troy, St. Croix County, Wisconsin has created a Plan Commission and charged it with preparing and amending a Comprehensive Plan for the Town of Troy, and

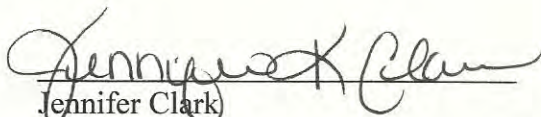
WHEREAS, a Comprehensive Plan for the Town of Troy that addresses all of the required planning elements specified in section 66.1001(2) of the Wisconsin Statutes has been prepared and reviewed by the Plan Commission, and

NOW THEREFORE BE IT RESOLVED, that the Town of Troy Plan Commission does hereby endorse and recommend the enactment by the Town Board an ordinance adopting the amended "Town of Troy, St. Croix County, Wisconsin, Comprehensive Plan 2014 – 2034" after first giving the notices and following the procedures specified by Wis. Stats. Sec. 66.1001(4).

Resolution adopted on this 22<sup>nd</sup> day of May, 2014.

  
\_\_\_\_\_  
Dan Pearson, Chairperson  
Town of Troy Plan Commission

Attest:

  
\_\_\_\_\_  
Jennifer Clark  
Town Clerk/Treasurer



## **INTRODUCTION**

### **Introduction**

Town of Troy residents are committed to managing residential development in a manner that preserves some of the best farmland in western Wisconsin and encourages the creation and preservation of non-farmland open spaces. This is partially accomplished by employing a unique Farmland Transfer of Development Rights program (TDR) and an outcome based subdivision ordinance that promotes cluster development.

The Town of Troy has been recognized by the State of Wisconsin as a leader in the preservation of farmland. This preservation is being accomplished through a market driven Transfer of Development Rights (TDR) program that uses no public funding. To date, the program has protected 1,589 acres of prime farmland under permanent conservation easements. Three hundred and sixty-seven (367) Development Rights have been created of which 189 rights have been sold by farmers for over \$4,250,000. Eventually, this program will create over 1,500 development rights which farmers can sell for an estimated 37 million dollars (in today's non-inflation adjusted dollars), while still retaining ownership of their farmland. This is land that will be available for agricultural use forever. If the Town can implement its long term plan, without annexation and intervention from surrounding cities, the Town could ultimately, permanently preserve over 6,400 acres of farmland and 4,300 acres of open space. This permanent preservation program is succeeding where many others have failed. By addressing the concerns of all stakeholders, residents and developers have embraced a common vision for a unique blend of residential and agricultural land use. The adoption of a comprehensive zoning code will further the Town's ability to shape its own unique vision for future development within the Town.

In addition to our premium farmland, the Town of Troy is blessed with tree covered rolling hills and over six miles of lower St. Croix River shoreline. It is a community where people want to live because of this natural beauty. Because Troy is located within 25 miles of the Twin Cities (Minneapolis – St. Paul) there is significant development pressure. Despite the recent economic downturn, Troy has been one of Wisconsin's fastest growing communities, and has the highest per capita income in St. Croix County. This residential growth has been managed within the framework of an outcome based Subdivision Ordinance that promotes cluster development and the permanent preservation of open space. The Town's Comprehensive Plan projects an estimated final population of about 13,600 residents. The present equalized value of the Town is over \$700,000,000. In addition, the Town takes its stewardship of the scenic Lower St. Croix River very seriously and administers its own Riverway Ordinance.

Troy is a planned community, with a unique vision. It is a vision that builds on the natural beauty of the area. It saves the best farmland. It promotes vibrant cluster development, with large areas of open space. And its vision has been and will be financially supported by market forces, not tax payer dollars.

## **Setting**

The Town of Troy is located in western Wisconsin and is bordered on its western edge by the St. Croix River. The Town is part of St. Croix County, which has an area of 729 square miles and a 2010 population of 84,345 persons. Troy's encompasses over 37 square miles, and has a 2010 population of 4,705 and an equalized value of \$ 743,434,900. The County is predominantly rural in character and is known for its natural beauty and productive dairy farms. There are 21 towns, nine (9) villages, and part or all of four (4) cities in the County.

The Town of Troy is the southwestern-most town in the County, bordering Pierce County and the City of River Falls to the south, the St. Croix River to the west, the Town and City of Hudson to the north, and the Town of Kinnickinnic to the east.

The unique landscape of the Town of Troy is characterized by rich farmland, rolling hills with dramatic tree covered features and the scenic St. Croix River as its western boundary. Much of Troy's farmland is being permanently protected by conservation easements, funded by a market driven Transfer of Development Rights program. Clustered residential communities are sheltered among the rolling topography and forests. Residential growth is managed by an outcome based subdivision ordinance. Land along the scenic St. Croix River slopes sharply downward to the river and is the location for many homes overlooking the river. Land management activities along the scenic river are administered by the Town under its own Lower St. Croix Riverway Ordinance, developed in partnership with the Wisconsin DNR. Land management activities along the St. Croix River are also regulated by the St. Croix County Lower St. Croix Riverway District. The Kinnickinnic River which passes through the southeast corner of the Town is nationally recognized for its excellent fly fishing.

The Town of Troy is a unique place with beautiful topography and excellent farm land. This setting is one that residents and elected officials are committed to preserve.

## **Historical Overview**

The Town of Troy was organized in the 1850's. The Perrine brothers, early settlers from New York, first called the town Malone, but the name was later changed to Troy. It is believed the name Troy was chosen because of the many early town settlers, who had emigrated from Troy, New York.

Early settlers found a rich and fertile land, mostly rolling with some ridges and highlands. The first settler in Troy was James Chinnoch in 1850. In that year, he raised the first crops and erected a house. Other early settlers include the John and Nathaniel Mann after which the Mann Valley was named.

About 1857, the area where Glenmont road met the St. Croix River became a busy sawmill Town. It produced dimension lumber under ownership of a Mr. Olds. In 1872, new owners enlarged the mill and a large dock was adapted to shipping. The

mill closed about 1900 when timber reserves were becoming limited, but the dock, a wharf 1000 ft. long, remained active for shipping until the 1930s.

Early transportation routes included the “Old Trail” that originated at Prairie du Chien and followed northward up through St. Croix County. There was also a stagecoach route that traveled from Ellsworth to Hudson around 1870. The Hudson-River Falls Railroad, now abandoned, was built with local capital about 1878 and was later sold to the Omaha Railroad.

### **Methodology**

The Town of Troy, in the early 1950’s, developed a model comprehensive zoning code, the first zoning code adopted by an unincorporated municipality in the State of Wisconsin. By the early 1970’s the Town recognized the need to begin developing policies and ordinances in anticipation of the inevitable growth that would occur with the expansion of the Minneapolis-St. Paul metropolitan area. The Town adopted its first Comprehensive Management Plan in 1979. In 1982, under time pressure to comply with new State farmland exclusive- agricultural rules, the Town opted into St. Croix County zoning. Also, in 1982, a revised sub-division ordinance was adopted. In 1992 the Town extensively revised the Comprehensive Management Plan.

The greatest period of regulatory change occurred from 1995 through 2000. The Town again revised the Comprehensive Management Plan to reflect dramatic revisions to the Town sub-division ordinance, including the adoption of a Transfer of Development Rights program as part of an extensive farm preservation ordinance. Also adopted was the inclusion of cluster design requirements to encourage the permanent protection of open spaces and conservation areas in new residential development.

Currently, the Town is updating the 2008 Comprehensive Plan to reflect the direction the Town believes best reflects and anticipates the hopes and wishes of the residents for future development within the Town including the adoption and implementation of a comprehensive zoning code, incorporating the opportunity for future commercial development.

The Town of Troy has for decades, nurtured citizen involvement in Town affairs. At Town meetings, residents are encouraged to speak on any and all issues before the Town. The protocol of limiting public input to narrow public discussion periods is rarely invoked. During the years when the Town was substantially revising the Town subdivision ordinance and creating a farm development rights program, Town Plan Commission and Town Board meetings routinely lasted until midnight or longer in order to accommodate public input.

The Town has also used in-depth surveys describing a range of future development options, in order to both educate and receive valuable input from Town residents. The survey reply rate from Town households has averaged a remarkable 40%.

### **Recent Developments**

The Town conducted monthly meetings from 2000 to 2006 with the City of River Falls in hope of creating a 20 year cooperative boundary agreement regulating an area of Town lands adjacent to the City. After many concessions by the Town, an agreement was unanimously adopted by the committee and referred to the Town Board and City Council for approval. The River Falls City Council rejected the agreement out of hand and refused to consider voting on it.

St. Croix County has indicated that they are adopting a revised Zoning Code, the extent of which allows the Town to opt to no longer continue under County Zoning. The Town convened a special committee to develop a comprehensive zoning code. The Town has been working on developing a comprehensive zoning code that specifically addresses the unique development needs and opportunities existing within the Town. The Town is committed to adopting a new comprehensive zoning code before October 2014.

The Town, over the last 10 years, with the cooperation of the Wisconsin DNR, has developed, adopted, and revised a Lower St. Croix Riverway ordinance consistent with the intent of Wisconsin administrative Code N.R. 118. St. Croix County also regulates land along the St. Croix River through its own St. Croix County Lower St. Croix Riverway District. Differences in interpretation and application between the Town and St. Croix County ordinances continue to create obstacles for Town Riverway applicants.

As future growth pressures increase, the Town will need to rely on the recommendations contained in this plan in order to allow appropriate, beneficial development while preserving open acres and desirable farmland and limited, appropriate commercial development.

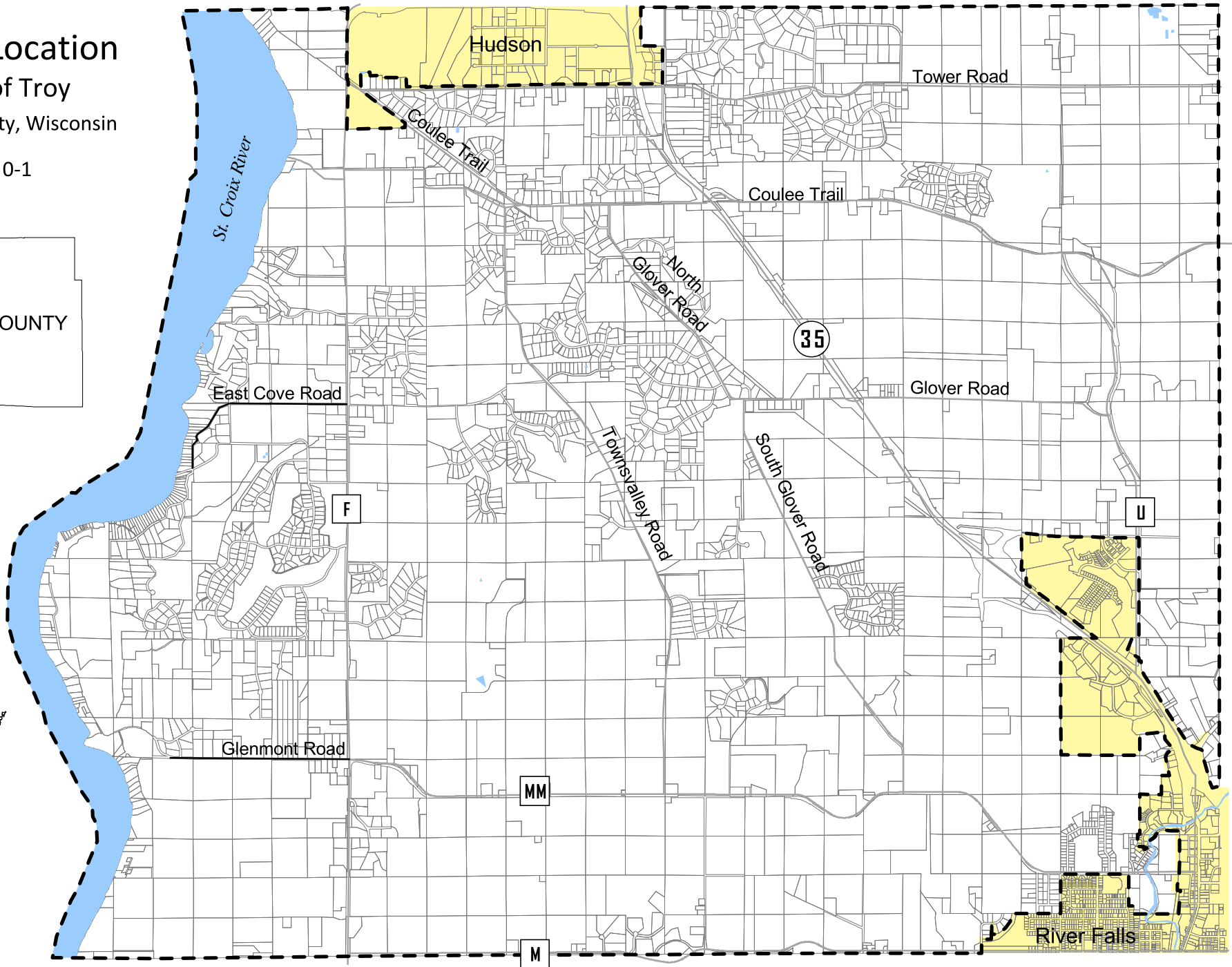
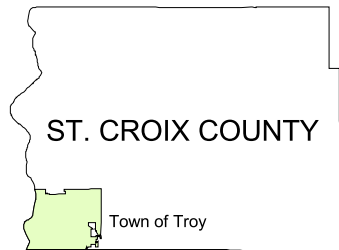
It is anticipated that the adjacent cities of Hudson and River Falls will eventually encourage some Troy landowners to agree to annexation in order to expand the commercial base of each city. This annexation process could legally negate any or all of the land development outcomes proposed by the Town in this Comprehensive Plan. Consequently, the Town will, in the future, explore the option of incorporation as a village.

# Project Location

Town of Troy

St. Croix County, Wisconsin

Map 0-1





## CHAPTER 1

# ISSUES AND OPPORTUNITIES

### Introduction

This chapter analyzes background information to help make informed decisions affecting the Town's future. Age, education, income and employment are evaluated to identify trends. Historical data and growth projections are used to help guide future planning in the Town of Troy.

### Historical Population

Population growth is one of the most important components of planning. The amount and type of growth is used to estimate future land uses, the expansion of community facilities, transportation volumes, economic development, and housing needs.

The Town of Troy has experienced steady growth since 1950. Troy experienced the largest historical percent change between 1960 and 1970 with an increase of 80%. Recent growth in the Town of Troy (2000 to 2010) was 1,044 residents or an increase of 29%, much higher than the average growth rate for the entire state. This high rate of growth is largely due to outward migration from the Twin Cities Metropolitan Area. Table 1-1 shows Historical Population and percent change figures for each decade since 1950

Table 1-1 Historical Population

Year	1950	1960	1970	1980	1990	2000	2010
Population	655	845	1,517	2,326	2,850	3,661	4,705
% Change	-	29%	80%	53%	23%	28%	29%

Source: West Central Wisconsin Regional Planning Commission and US Census Bureau

### Population Forecasts

There are several factors that can affect the growth of population including: birth and death rate, migration, land and housing costs, available land for expansion, and a community's attitude toward growth.

Over 88% of the Town's population growth from 2000 to 2010 occurred in the first seven years of the decade. There were 448 new housing starts from 2000 through 2006. The Town's growth was severely affected after 2006 by the collapse in the national housing market. There are signs of recovery, with new house permits increasing 143% from 23 in 2012 to 56 in 2013. This recent accelerated growth was, perhaps, more due to the sale of highly discounted lots than a true upsurge in the market. The Town, therefore, will take a measured approach in estimating future growth. The chart below shows the results of an estimated 2.3% compounded annual growth rate, based on an estimated 1,761 occupied homes at the end of 2013 and a 2.86 person occupancy rate per owner occupied house. Owner occupied homes, we believe, will constitute nearly 100% of the market going forward.

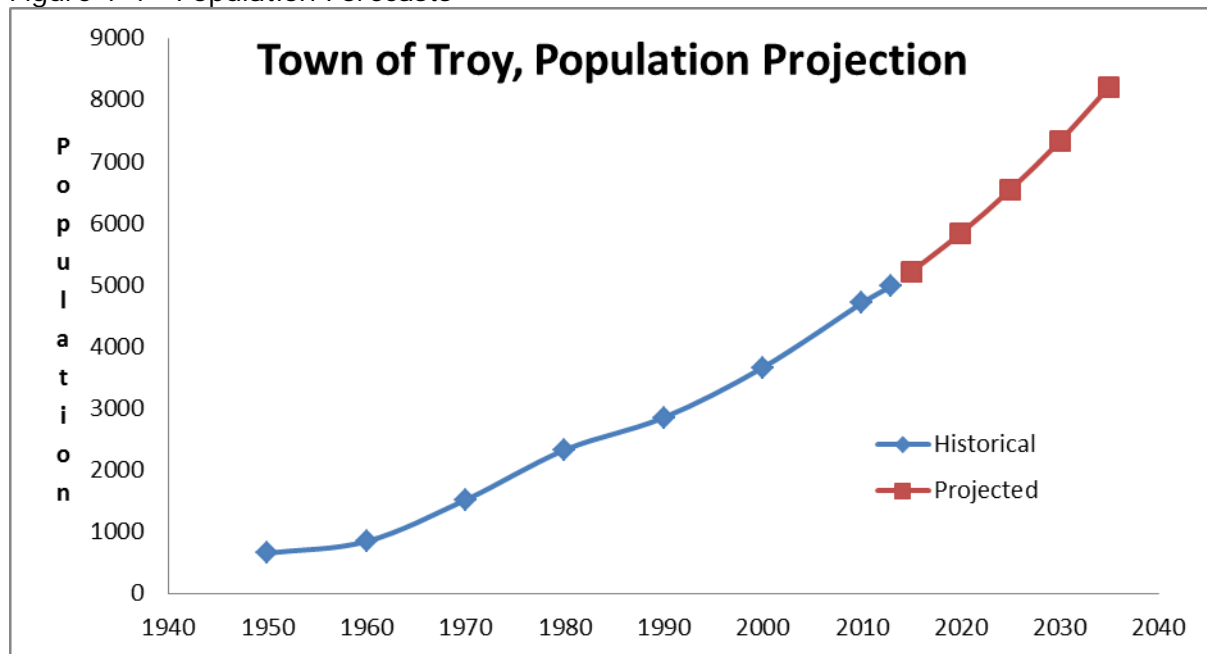
Table 1-2 Population Forecasts

Year	2000	2010	2013*	2015	2020	2025	2030	2035
2.3% Annual Compounded Growth	3,661	4,705	4,980	5,212	5,839	6,542	7,330	8,213

Source: Cedar Corporation, \*Latest available data

Note: 2013 assumes occupancy of all 2013 new house permits by the end of 2013. Totals after 2013 are compiled at end of year listed.

Figure 1-1 Population Forecasts



Source: West Central Wisconsin Regional Planning Commission and Cedar Corporation

### Household Forecasts

It is estimated that Troy has an ample supply of developed lots and land sufficient to meet future housing demand without creating shortages that could impact market demand and land costs.

The 2010 census shows Troy had an estimated 1,554 owner-occupied housing units and 111 renter-occupied housing units. The census indicates that there are 1,819 housing units in the Town including 154 unoccupied units. A number of these "unoccupied" units may be due to the seasonal occupancy of summer homes by non-residents located on the St. Croix River. Table 1-3 reveals the number of housing units needed if Troy is to meet the demand of the Town's growing population.

Table 1-3 Occupied Household Forecasts (Beginning of Year)

Year	2000	2010	2015	2020	2025	2030	2035
Population	3,661	4,705	5,212	5,839	6,542	7,330	8,213
Persons Per Household**	2.93	2.83	2.86	2.86	2.86	2.86	2.86
Total Occupied Housing Units	1,250	1,665	1,822	2,042	2,287	2,563	2,872
Additional Units Needed	-	-	157	219	246	276	309

Source: 2000 U.S. Census and Cedar Corporation, \*Latest available data

\*\*The Town has used a projected average owner occupied residence size of 2.86 people per household. The average household size for all occupied units is 2.83. This large average household size runs counter to declining household size elsewhere in the State.

The projected housing growth was calculated by dividing the projected population growth by 2.86, the estimated average number of family members in owner occupied houses in 2010. This was done for each subsequent 5 year period through 2035. Starting from the beginning of 2014 through the end of 2035, it is estimated the Town's population will grow by 3,233 residents and require 1,130 new homes.

The Town believes that rental housing is more appropriate in more dense City settings and has not provided for additional future rental housing. The Town is considering allowing smaller lot, lower cost, owner occupied housing in certain commercial areas and as part of a "Town Center" development.

Almost all housing units in the Town of Troy are owner-occupied. Table 1-4 shows the percentage of owner-occupied housing units (91%) has remained the same between 2000 and 2010.

Table 1-4 Town of Troy Owner-Occupied vs. Renter-Occupied Housing Units

Units	1990	% Total	2000	% Total	2010	% Total	Change (2000-2010)	% Change
Owner-Occupied Housing Units	825	86%	1,139	91%	1,523	91%	384	33%
Renter-Occupied Housing Units	134	14%	111	9%	142	9%	31	28%
Total Occupied Units	959	100%	1,250	100%	1,611	100%	361	29%

Source: US Census Bureau and the American Community Survey

### Employment Characteristics

Table 1-5 shows the occupations held by the Town's employed civilian population over 16 years of age. Forty-seven percent of employed civilians work in management, professional, and related occupations. This is followed by sales and office occupations (27%) and service occupations (13%).

Table 1-5 Occupations - Employed Civilian Population 16 Years and Over

Subject	2000	% Work Force	2012	% Work Force
Employed Civilian Population 16 Years and Over	2,048	100%	2,545	100%
Management, Professional, and Related	937	46%	1,184	47%
Service Occupations	206	10%	319	13%
Sales and Office Occupations	479	23%	698	27%
Natural resources, construction, and maintenance occupations	188	9%	126	5%
Production, Transportation & Material Moving	258	13%	218	9%

Source: US Census Bureau

These occupations are found in a variety of industries. Nineteen percent of the employed civilian population 16 years of age and over works in the educational, health, and social services industry (*Table 1-6*). This is followed by the manufacturing (15%) and the professional, scientific, management, administrative, and waste management industry (15%).

Table 1-6 Industry

Industry	2000	% Total	2012	% Total	Change (2000- 2012)	% Change
Civilian employed population 16 years and over	2068	100%	2545	100%	477	23%
Agriculture, Forestry, Fishing and Hunting, and Mining	30	1%	30	1%	0	0%
Construction	105	5%	129	5%	24	23%
Manufacturing	449	22%	393	15%	-56	-12%
Wholesale Trade	28	1%	121	5%	93	332%
Retail Trade	189	9%	275	11%	86	46%
Transportation and Warehousing, and Utilities	135	7%	121	5%	-14	-10%
Information	47	2%	34	1%	-13	-28%
Finance, Insurance, Real Estate, and Rental and Leasing	227	11%	157	6%	-70	-31%
Professional, Scientific, Management, Administrative, and Waste Management	201	10%	376	15%	175	87%
Educational, Health, and Social Services	408	20%	487	19%	79	19%
Arts, Entertainment, Recreation, Accommodation, and Food Services	129	6%	272	11%	143	111%
Other Services (except Public Administration)	69	3%	49	2%	-20	-29%
Public Administration	51	2%	101	4%	50	98%

Source: 2000 U.S. Census

There are limited work opportunities in the Town of Troy so most residents commute to jobs elsewhere. The 2012 American Community Survey shows that 51% of the Town's employed civilian population 16 and over is employed in St. Croix County. Thirty-seven percent were working outside of Wisconsin (*Table 1-7*).

Table 1-7 Place of Work - Employed Civilian Population 16 Years and Over

Subject	2012
Place of Work	
Worked in state of residence	63%
Worked in county of residence	51%
Worked outside county of residence	12%
Worked outside state of residence	37%

Source: American Community Survey

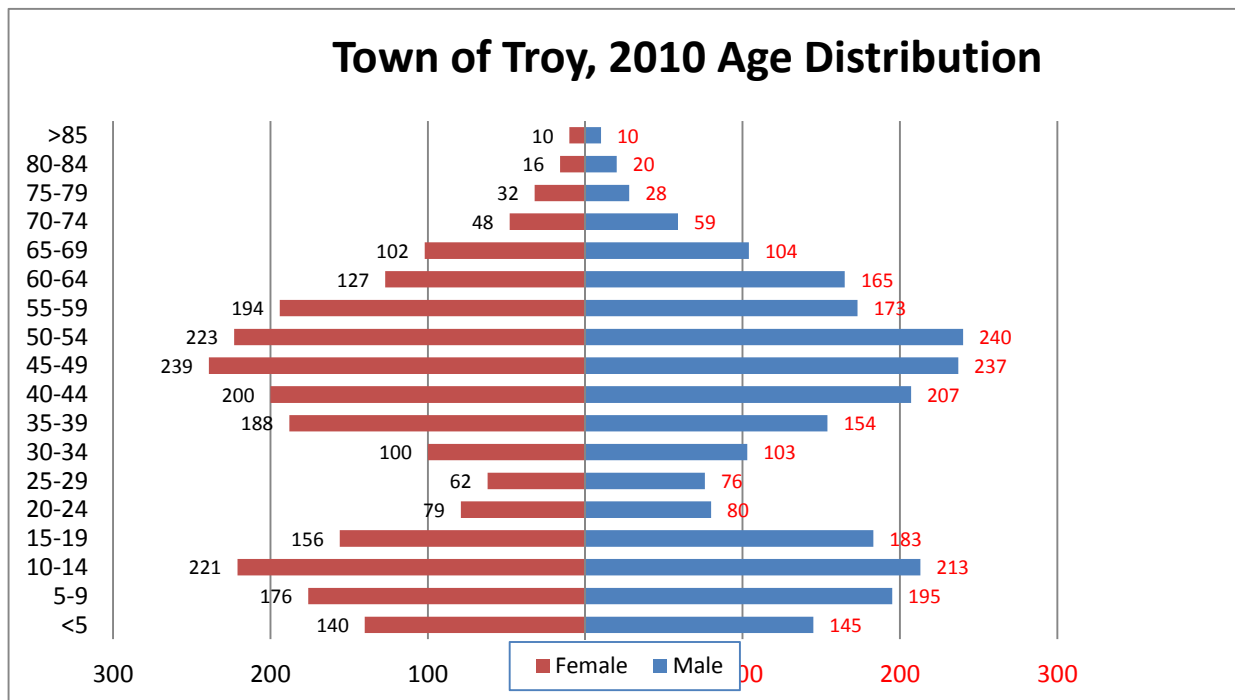
## Age Distribution

Understanding the age distribution of your community can be a valuable planning tool. Different age groups have different housing, transportation, and recreation needs.

Figure 1-2 and Table 1-8 show that Troy has a growing young population (5 to 19 years of age) and middle age population (35 to 65 years of age). This is indicative of population growth influenced by in-migration.

The number of residents between the ages of 20 and 34 has decreased. This may be because some of these residents have left Troy to attend school, moved closer to their place of employment, or cannot find housing in Troy.

Figure 1-2 2010 Population Pyramid



Source: US Census Bureau



Table 1-8 Age for the Total Population

Age	1990	2000	2010	Change (2000-2010)	% Change
Under 5 years	235	277	285	8	3%
5 to 9 years	250	322	371	49	15%
10 to 14 years	222	308	434	126	41%
15 to 19 years	234	287	339	52	18%
20 to 24 years	177	142	159	17	12%
25 to 34 years	500	402	341	-61	-15%
35 to 44 years	535	771	749	-22	-3%
45 to 54 years	386	610	939	329	54%
55 to 64 years	167	352	659	307	87%
65 to 74 years	99	134	313	179	134%
75 to 84 years	34	49	96	47	96%
85 years and over	9	7	20	13	186%
Totals	2848	3661	4705	1044	29%

Source: US Census Bureau

The Town of Troy has a very telling and interesting population pyramid. It appears that middle aged people are moving in and most likely this age group has children. Because this age group has the largest number of people, as shown in Figure 1-2, population growth is most likely due to in-migration and not natural increase.

Table 1-8 shows a numerical representation of the population distribution since 1990. Numerical change and percent change are shown to determine which group is growing at the fastest rate and those that are declining. Two age groups declined between 2000 and 2010, 25-34, and 35-44. The drop in numbers for ages 25-34 might signify people leaving the area for higher education, moving closer to their jobs, or the Town lacking affordable housing or rental properties.

Age groups beginning with 55 years and over have increased the most since 2000. An interesting observation to note is that it appears that older adults are moving into Troy which may indicate a need for elderly housing in the future.

### Education Levels

A person's educational attainment will influence their occupation, income, housing preference, what their disposable income is spent on. In turn, these choices shape how a community will grow and prosper.

In 2012, 99% of Troy residents 25 and older had attained a high school graduation or equivalency (*Table 1-9*). This is up from 96% in 2000. The percentage of residents 25 and older who have attained a bachelor's, or higher, degree increased from 42% in 2000 to 49% in 2012.

Table 1-9 Education Attainment Population 25 and Older

Education Level	1990	% Total	2000	% Total	2012	% Total	Change (2000-2012)	% Change
Population 25 Years and Over	1,793	100%	2,352	100%	3,112	100%	760	32%
Less than 9th Grade	34	2%	47	2%	0	0%	-47	-100%
9th to 12th Grade (No Diploma)	56	3%	46	2%	27	1%	-19	-41%
High School Graduation (Includes Equivalency)	436	24%	480	20%	498	16%	18	4%
Some College, No Degree	382	21%	542	23%	867	28%	325	60%
Associate Degree	227	13%	253	11%	218	7%	-35	-14%
Bachelor's Degree	497	28%	736	31%	1,075	35%	339	46%
Graduate or Professional Degree	161	9%	248	11%	427	14%	179	72%

Source: US Census Bureau and the American Community Survey

### Income Levels

Household income, as well as the number of households earning more money, has increased since 1989. (Table 1-10 and Figure 1-4). In 1999, 48% of households earned \$75,000 or more compared to 74% of households in 2012.

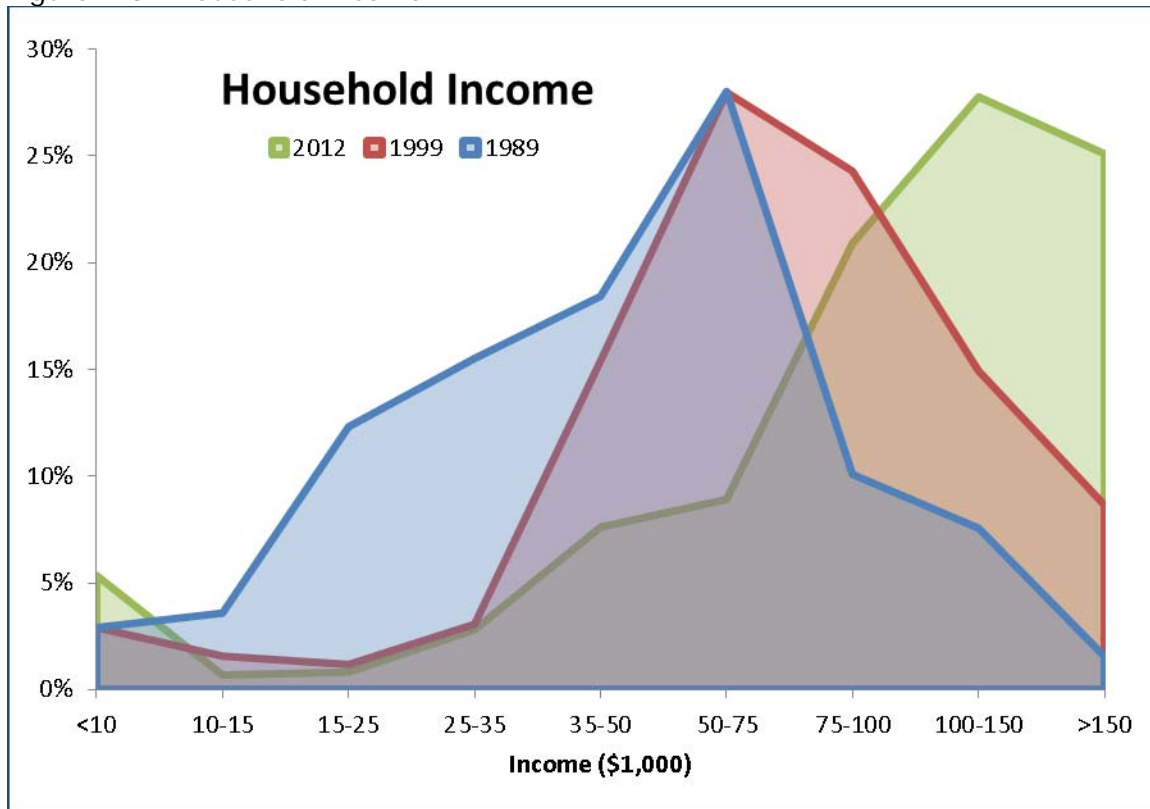
The growing household income can be attributed to increases in wages and salaries (as well as inflation and cost of living increases), multiple income families, more high-wage opportunities in the area, and higher educational attainment.

Table 1-10 Household Income

Household Income	1989	1999	2012	Change (1999-2012)	% Change
Less than \$10,000	30	37	78	41	111%
\$10,000 to \$14,999	37	20	10	-10	-50%
\$15,000 to \$24,999	127	15	12	-3	-20%
\$25,000 to \$34,999	160	39	41	2	5%
\$35,000 to \$49,999	190	196	111	-85	-43%
\$50,000 to \$74,999	289	356	130	-226	-63%
\$75,000 to \$99,999	104	309	305	-4	-1%
\$100,000 to \$149,999	78	190	405	215	113%
\$150,000 or more	16	110	366	256	233%

Source: US Census Bureau and the American Community Survey

Figure 1-3 Household Income



Source: US Census Bureau and the American Community Survey

Between 1999 and 2012, median household income jumped 52% to \$111,326 (Table 1-11). This is higher than St. Croix County (\$68,139) and the State of Wisconsin (\$52,627).

Table 1-11 Median Household Income

	1989	1999	2012	Change (1999-2012)	% Change
Median Household Income	\$44,718	\$73,125	\$111,326	\$38,201	52%

Source: US Census Bureau and the American Community Survey

### Demographic Trends

Recent Twin Cities Metropolitan Area growth trends point to a lower population growth in Troy than was predicted in 2008. The Town has revised down earlier estimates to now project a population increase of 3,233 by 2035 requiring 1,130 more homes. The Town estimates that about 300 of these homes will come from existing sub-division lots, 130 from undeveloped ag-res zoned land and 700 from land developed under the Transfer of Development rights program.

The population has grown in all age groups other than 25-44 year olds. That age group has decreased by 7% in the Town over the last decade. Population growth in Troy shows that in-migration is the biggest contributor. Many residents commute within St. Croix County and to the Twin Cities area for job opportunities and higher

*Adopted May 22, 2014*

wages while finding more affordable housing in the Town of Troy though more are finding work in St. Croix County. People in Troy are, on average, making significantly more money than they did in 2000. All of these trends are important to look at and keep in mind as we move forward with the Comprehensive Plan.

## **CHAPTER 2**

# **AGRICULTURAL, CULTURAL, AND NATURAL RESOURCES**

### **Introduction**

The Agricultural, Cultural, and Natural Resources chapter provides an inventory and review of the physiographic features of the Town of Troy. Agriculture has long been a way of life in the Town while the proximity to the St. Croix River, the Twin Cities, the rolling topography, and forests makes Troy a desirable location to live. Mapping the locations of these features allows the Town to identify resources for protection and preservation and direct development around these valuable attributes.

### **Productive Agricultural Areas**

Agriculture has a long history in Troy and continues to be a dominant land use. Large tracts of land are suitable for agriculture, and when compared to other towns in St. Croix County, Troy has a relatively high percentage of productive cropland. Agricultural land in Troy is characterized by fertile soils that are easy to till and by rolling terrain with many levels that are suitable for intensive cropping.

Map 2-1 shows productive agricultural soils in Troy. The aesthetics of farmland provides the rural setting residents would like to protect. The Town of Troy allows for the transfer of development rights which permits farmers to “sell” their rights to develop their own land. Developers who purchase these development rights are then permitted to use the development rights in other areas of the Town and can then develop land more densely than previously allowed. This provides a mechanism to protect farm land while allowing owners to receive the financial benefits that come with development.

### **Forests**

Despite the large amount of agricultural land, the Town has been able to maintain a significant amount of forested land throughout the Town especially along the steep slopes. The forested areas are attractive for residential development. Map 2-2 confirms this relationship by showing residential areas overlaid on the forested and grassland areas.

A contiguous forest is extremely important to the environment. The fragmentation of land results in the disruption of animal habitat and leads to problems between wildlife and humans.

### **Wetlands**

A wetland is an area where water is located near, or above, the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions.



There are limited pockets of wetlands scattered throughout the Town (*Map 2-3*). Wetlands act as natural filters, removing sediments and contaminants from water. Wetlands also regulate water levels by containing water during periods of excessive rain or snow melt. These unique environments are host to a wide variety of plant and animal communities, including some threatened and endangered species. Wetlands also serve as rest areas for migratory waterfowl during the fall and spring months. Care must be given to ensure that development does not increase the amount of water flowing into these wetlands.

### Surface Water

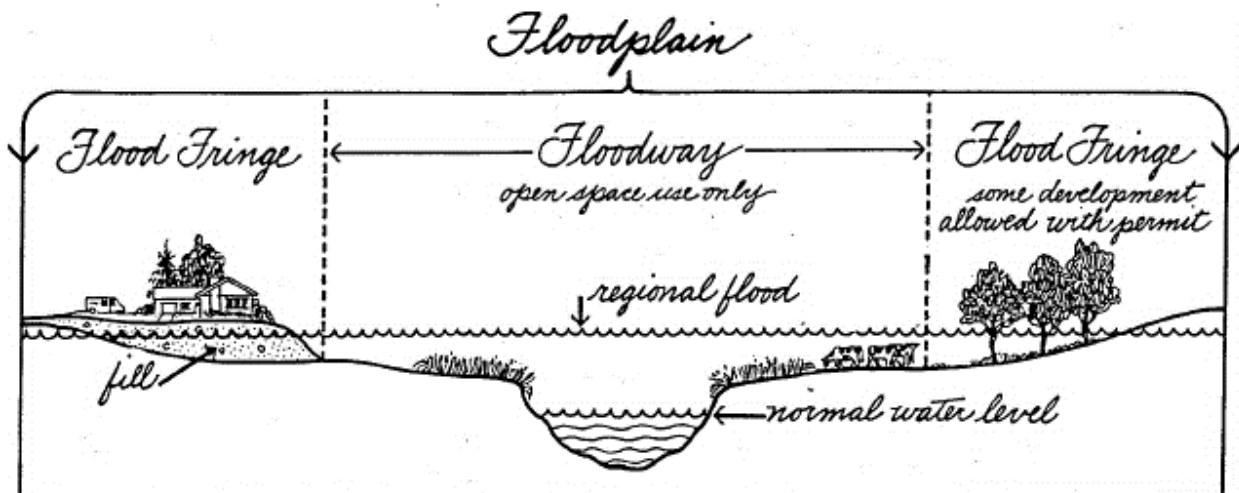
The St. Croix River (*Map 2-4*) is the Town's western boundary. The St. Croix River is one of the great scenic riverways in the country. The Town of Troy's Lower St. Croix Riverway Zoning Ordinance was adopted to "protect the continued eligibility of the Lower St. Croix River for inclusion in the National Wild and Scenic River system and to guarantee the protection of the wild scenic and recreational qualities of the river". The ordinance is intended to preserve and protect the scenic beauty of the bluffs and shorelands along the river.

A small length of the Kinnickinnic River also passes through the southeast corner of the Town. The Kinnickinnic River is classified as a class-one trout stream.

### Floodplains

Floodplains are areas, which have been, or may become inundated with water during a regional flood (*Map 2-5*). A regional flood is often referred to as a 100-year flood and has a 1% chance of occurring in any given year. Floodplains have two components, the floodway and flood fringe. Floodways are areas, which directly adjoin the channel of a stream and have deep, fast moving water. The floodway is typically the most dangerous part of a floodplain, and uses in this area must be limited to conservation areas or open space. The flood fringe is associated with standing, or slow flowing water adjacent to the floodway (*Figure 2-1*).

Figure 2-1 Floodplain Components



Source: Wisconsin Department of Natural Resources

St. Croix County administers floodplain regulations within the Town of Troy. Because of the danger posed during a flood event, most structural development within a floodway is not allowed. Development within the flood fringe is allowed if adequate flood proofing measures are in place.

### **Groundwater**

Groundwater is the primary source for all water used for residential, commercial, and agricultural purposes. The need for clean, reliable water supplies is essential. Homes in the Town have individual wells that draw from aquifers which are recharged through rainfall and melt water. The water seeps through the porous soil under the force of gravity, settling at an impervious layer such as bedrock. Groundwater flow patterns typically follow the surface topography as the water slowly seeps to the discharge areas (*Map 2-6*).

Soil characteristics, land use practices, and failed septic systems can all attribute to groundwater contamination. Areas such as closed depressions, low lying areas that have either limited or no outlets for surface water need to be identified and protected as they provide temporary storage of stormwater and allow it to infiltrate back into the aquifer.

### **Elevation and Slope**

The topography varies considerably throughout the Town. Map 2-7 shows that the elevation is at its peak in the northeast corner and drops to the southwest corner of the Town towards the St. Croix River. Surface elevation ranges from approximately 670' to 1120'.

Map 2-8 identifies steep slopes 15% and greater within the Town.

### **Depth of Bedrock**

Map 2-9 depicts depth to bedrock. Removing shallow bedrock can add significant cost when digging septic systems, building roads, trenching utilities, or digging basements. Shallow bedrock offers no infiltration and can keep subterranean water movement near the surface. This can cause groundwater contamination if defective septic systems leak into the ground and seep to this water. The majority of the Town's bedrock depth is less than 50' below the surface.

### **Environmental Corridors**

Environmental corridors are connected natural areas. Most environmental corridors remain because conditions prohibited alteration of the landscape due to wetlands, slopes, surface water, etc.

Environmental corridors provide fish and wildlife habitat, recreational uses for your community, erosion control and are considered desirable assets by community members. Corridor fragmentation can decrease the effectiveness of these attributes.

St. Croix County uses a number of historical and environmental resources to identify environmental corridors. The following dimensional criteria are also used:

- ✓ Be linear in nature, often rising from a dominant feature or focal point, such as a water body or geologic feature.
- ✓ Require three environmental resources be present.
- ✓ Be a minimum of 400 acres in size.
- ✓ Be at least two miles long.
- ✓ Be at least 200 feet wide.

Theses are several options available to preserve these corridors including purchasing the land, zoning it Conservancy, placing land in a conservation easement and encouraging Conservation Subdivisions.

Also, opportunities for intergovernmental cooperation are present since corridors do not stop at political boundaries.

### **Threatened or Endangered Species**

The Wisconsin Natural Heritage Inventory Program maintains data on the location and status of natural features, rare species, and natural communities in Wisconsin. These sites are broad in nature and provide a general location for rare, threatened, or endangered species as well as high-quality natural communities. The Town has several aquatic and terrestrial species located in and along the St. Croix River and abutting sections.

### **Historical/Cultural Resources**

The Town of Troy has five archaeological sites listed (*Map 2-10*). The locations are general in nature as to not encourage disturbance.

The State Historical Society's website also hosts the Wisconsin Architecture & History Inventory (AHI). The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout the Wisconsin. This Inventory is housed at the Wisconsin Historical Society in Madison and is maintained by the Society's Division of Historic Preservation. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history.

An architectural inventory was done in communities from the mid-1970s until 1980 with the help of State grant money. Reconnaissance surveys were conducted by summer students and then intensive surveys were conducted by professional historic preservation consultants.

The Town of Troy has 10 properties listed in the AHI including one farm, one windmill, one school, and nine homes. There are no implied restrictions by this designation. The main purpose is to make communities aware of their significance and create opportunities for historical preservation.

## **Goals, Objectives and Policies**

### *Goal 1:*

Protect sensitive environmental resources through conscious decision-making.

#### *Objectives:*

- Preserve and protect surface waters, wetlands, shorelands, floodplains, and groundwater resources.
- Encourage development which maximizes environmental protection.
- Preserve open space.
- Maintain natural topography.
- Conserve natural areas.

#### *Policies:*

- Minimize the impact of development on environmentally sensitive areas such as steep slopes, waterways, and wetlands.
- Protect natural resources where appropriate from sediment and other forms of pollution through the use of vegetation, erosion control measures during construction, settling ponds, and other structural and non-structural means.
- Protect slopes from erosion by using vegetation and other erosion control measures during construction.
- Continue to use conservation easements to protect environmentally sensitive areas.
- Protect environmentally sensitive areas including open space in cluster subdivisions.
- Consider the benefits of adopting a Stormwater Management Ordinance for the entire Town, similar to the Town's Riverway stormwater management standards.

### *Goal 2:*

Promote awareness of environmental issues in the Town.

#### *Objectives:*

- Conserve natural areas, soils, buffer zones, and sensitive habitat areas.

#### *Policies:*

- Educate the general public, landowners, and developers in policies which affect land use and site alteration, and propose alternative solutions.

### *Goal 3:*

Enhance access to natural resources.

#### *Objectives:*

- Acquire additional park lands.
- Preserve open space.
- Provide recreational opportunities.
- Conserve natural areas and habitats.
- Protect sensitive resources such as remnant prairie habitats.

*Policies:*

- Seek to acquire environmentally significant land for public use. Investigate funds that may be available to assist with purchase.
- Seek land purchase, easements, and cooperative agreements with landowners.
- Consider the development of a trail network on public lands or right-of-ways.
- Explore available environmental protection grants to assist in securing property for resource conservation and public benefit.
- Continue to improve and enhance parks and recreation opportunities.
- Encourage developers to create access to natural resources.

*Goal 4:*

Protect the St. Croix Riverway.

*Objectives:*

- Preserve and protect surface waters, shorelands, floodplains, and groundwater resources.
- Protect sensitive resources and habitats.
- Ensure that new development or other alterations in land use will not negatively impact the quality or quantity of surface and/or sub-surface water resources.

*Policies:*

- Enforce the Town of Troy's Lower St. Croix Riverway Zoning Ordinance.
- Examine regulations pertaining to shorelands, and strengthen where necessary.
- Seek to limit the amount of impervious ground cover that drains to the St. Croix River.
- Continue to regulate the location, type, size, vegetative cutting, and grading of developments along the perimeter of waterways.
- Support the prevention and eradication of invasive species in the St. Croix River.

*Goal 5:*

Promote open/green spaces.

*Objectives:*

- Preserve and enhance open/green space in new developments.
- Save large tracts of farmland.

*Policies:*

- Encourage forms of development which protect open space.
- Continue to protect large tracts of agricultural land by allowing those areas as sending areas in the Transfer of Development Rights Program.
- Maintain the cluster subdivision approach in the Town's subdivision ordinance which allows for maximum open/green space.



*Goal 6:*

Protect the groundwater.

*Objectives:*

- Ensure the Town has adequate and clean drinking water.

*Policies:*

- Monitor nitrate levels in wells.
- Preserve closed depressions which act as recharge areas.
- Promote/enforce the Town's Stormwater Management requirements.

*Goal 7:*

Protect and enhance buildings, districts, and archeological sites and artifacts of cultural and historical importance.

*Objectives:*

- Provide educational opportunities for area residents.
- Preserve and promote links to the past.

*Policies:*

- Support actions that promote the preservation and promotion of cultural assets.
- Continue to update and use guidelines that encourage responsible design and the preservation of historic properties.
- Continue to support and encourage local groups and organizations that promote our cultural resources and provide educational services to the public.


# Prime Farmland

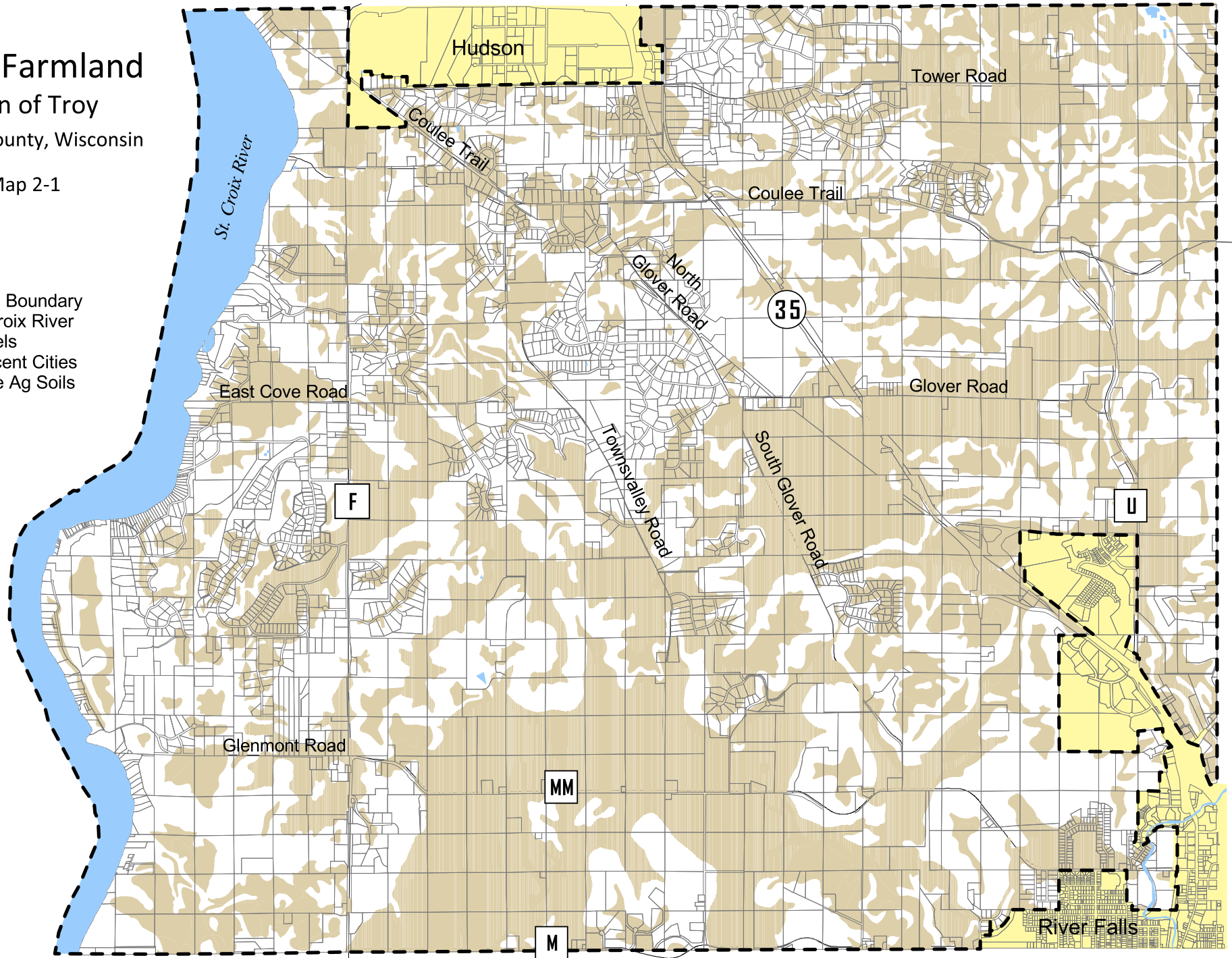
Town of Troy

St. Croix County, Wisconsin

Map 2-1

## Legend

-  Town Boundary
-  St. Croix River
-  Parcels
-  Adjacent Cities
-  Prime Ag Soils



**Cedar**  
corporation

0 2500 5000 7500 Feet

Source: St. Croix County Soil Survey 2008







# Wooded Areas & Grasslands

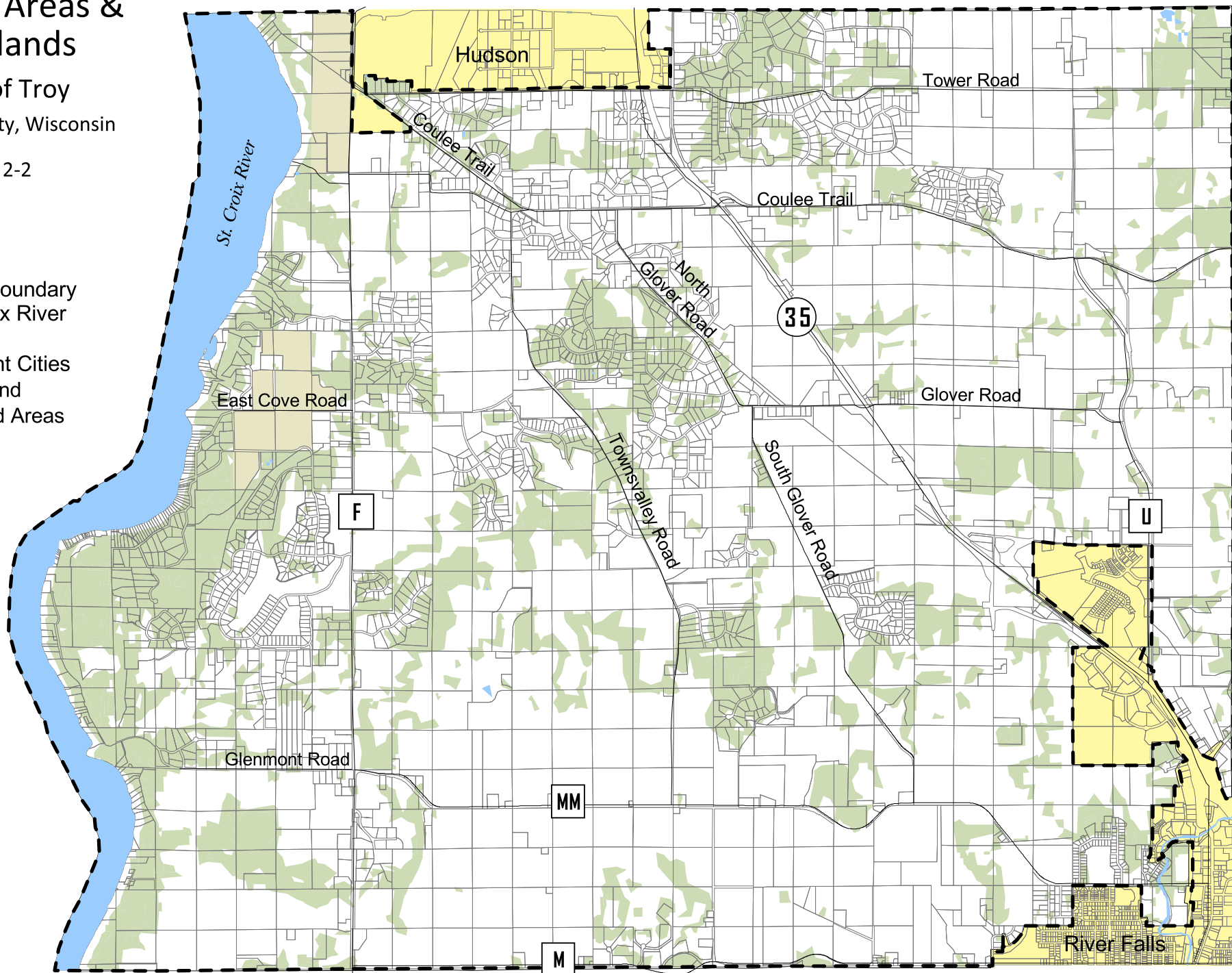
## Town of Troy

St. Croix County, Wisconsin

Map 2-2

### Legend

-  Town Boundary
-  St. Croix River
-  Parcels
-  Adjacent Cities
-  Grassland
-  Wooded Areas



# Wetlands



## Town of Troy

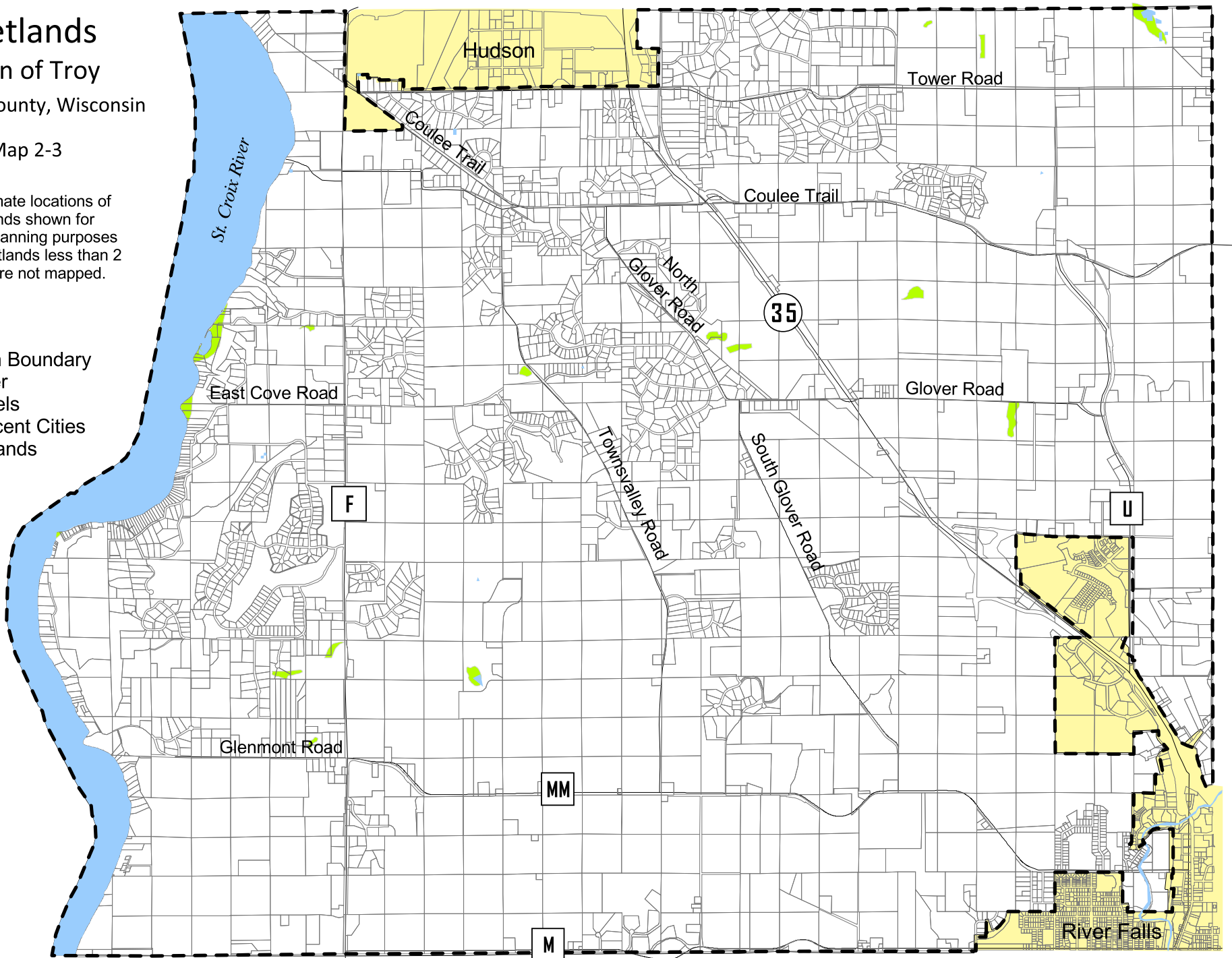
St. Croix County, Wisconsin

Map 2-3

Approximate locations of Wetlands shown for general planning purposes only. Wetlands less than 2 acres are not mapped.

### Legend

-  Town Boundary
-  Water
-  Parcels
-  Adjacent Cities
-  Wetlands



Source: Wisconsin Wetland Inventory, 1978



# Surface Water

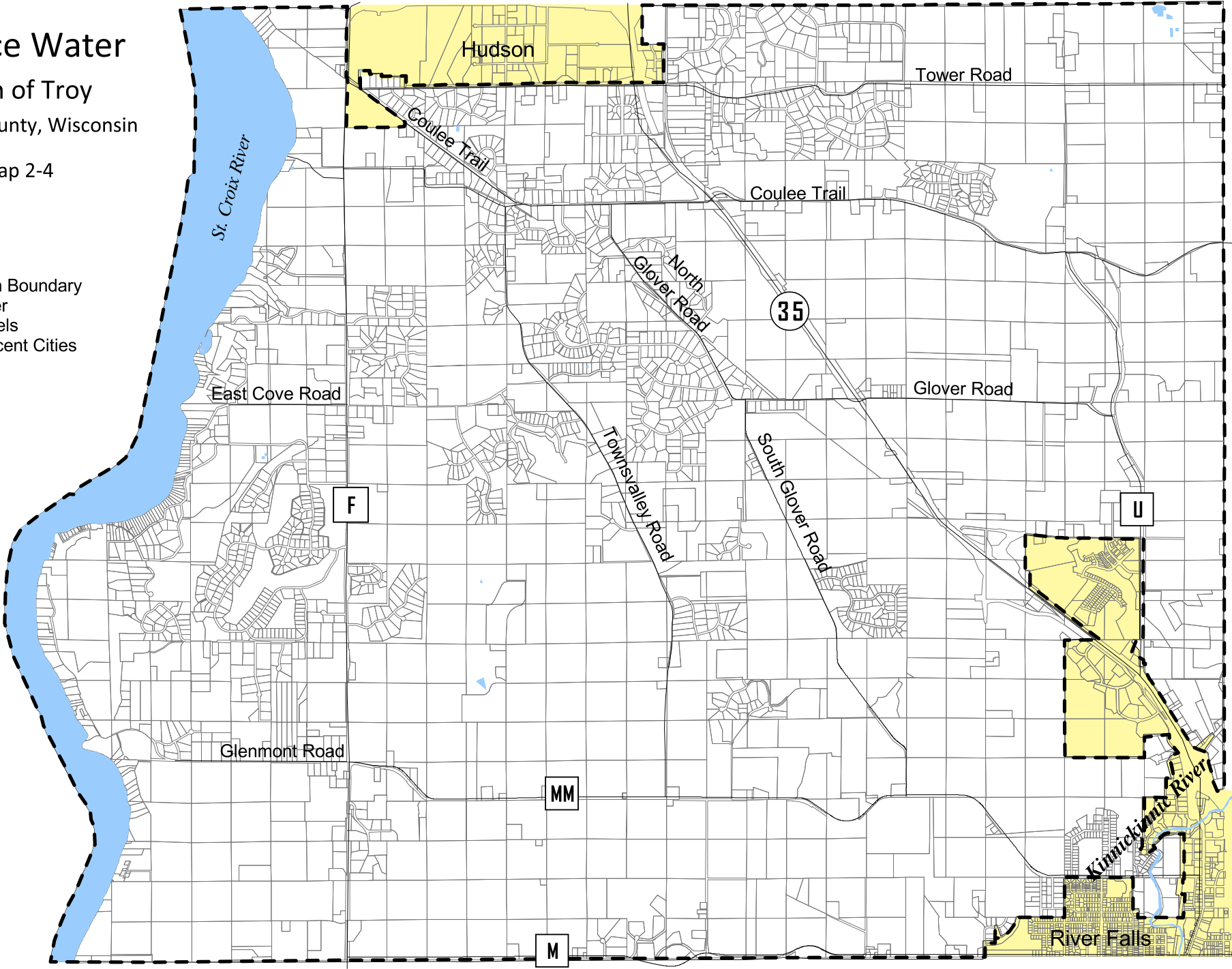
## Town of Troy

St. Croix County, Wisconsin

Map 2-4

### Legend

- Town Boundary
- Water
- Parcels
- Adjacent Cities








# Floodplains

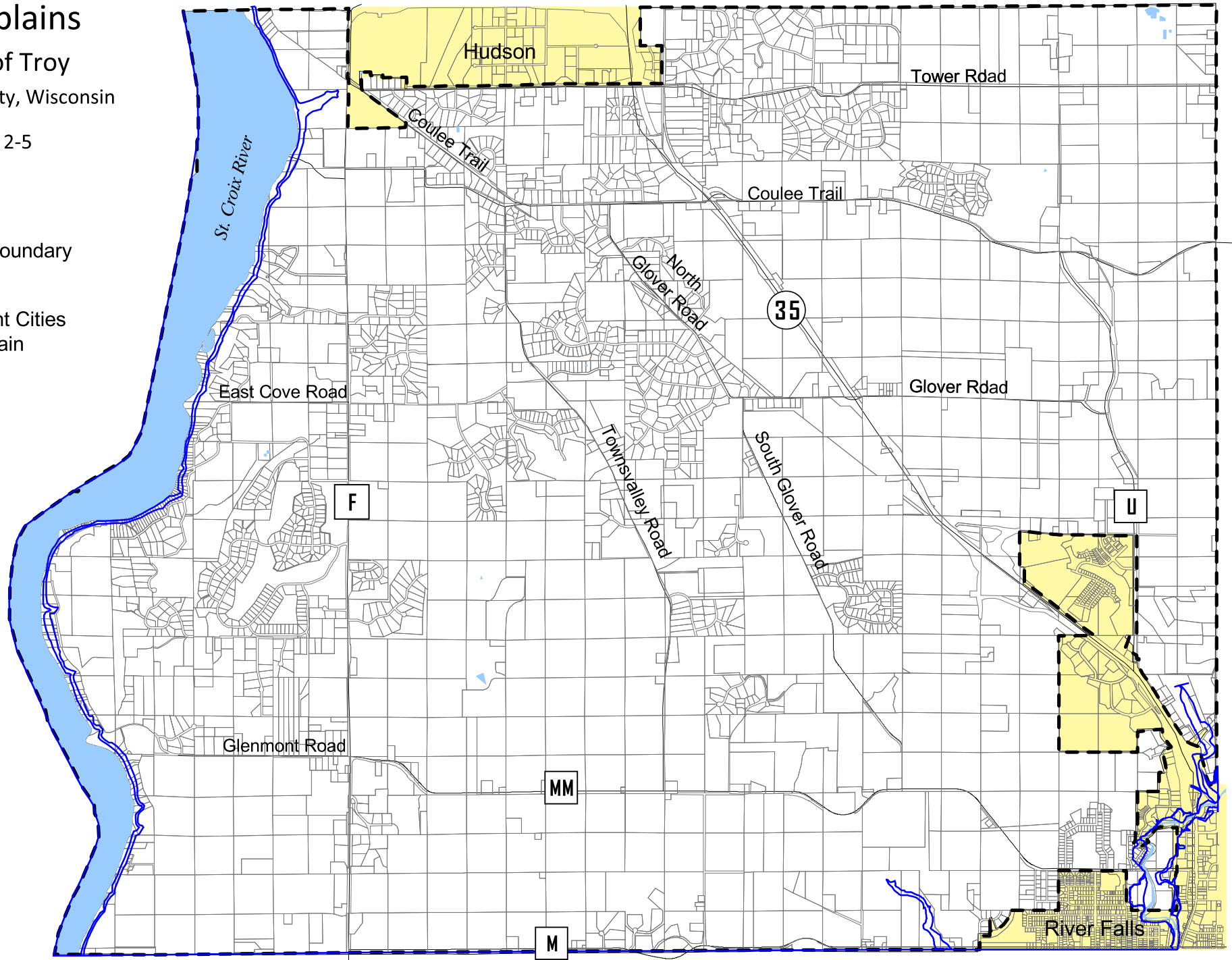
## Town of Troy

St. Croix County, Wisconsin

Map 2-5

### Legend

-  Town Boundary
-  Water
-  Parcels
-  Adjacent Cities
-  Floodplain








# Groundwater Flow Patterns

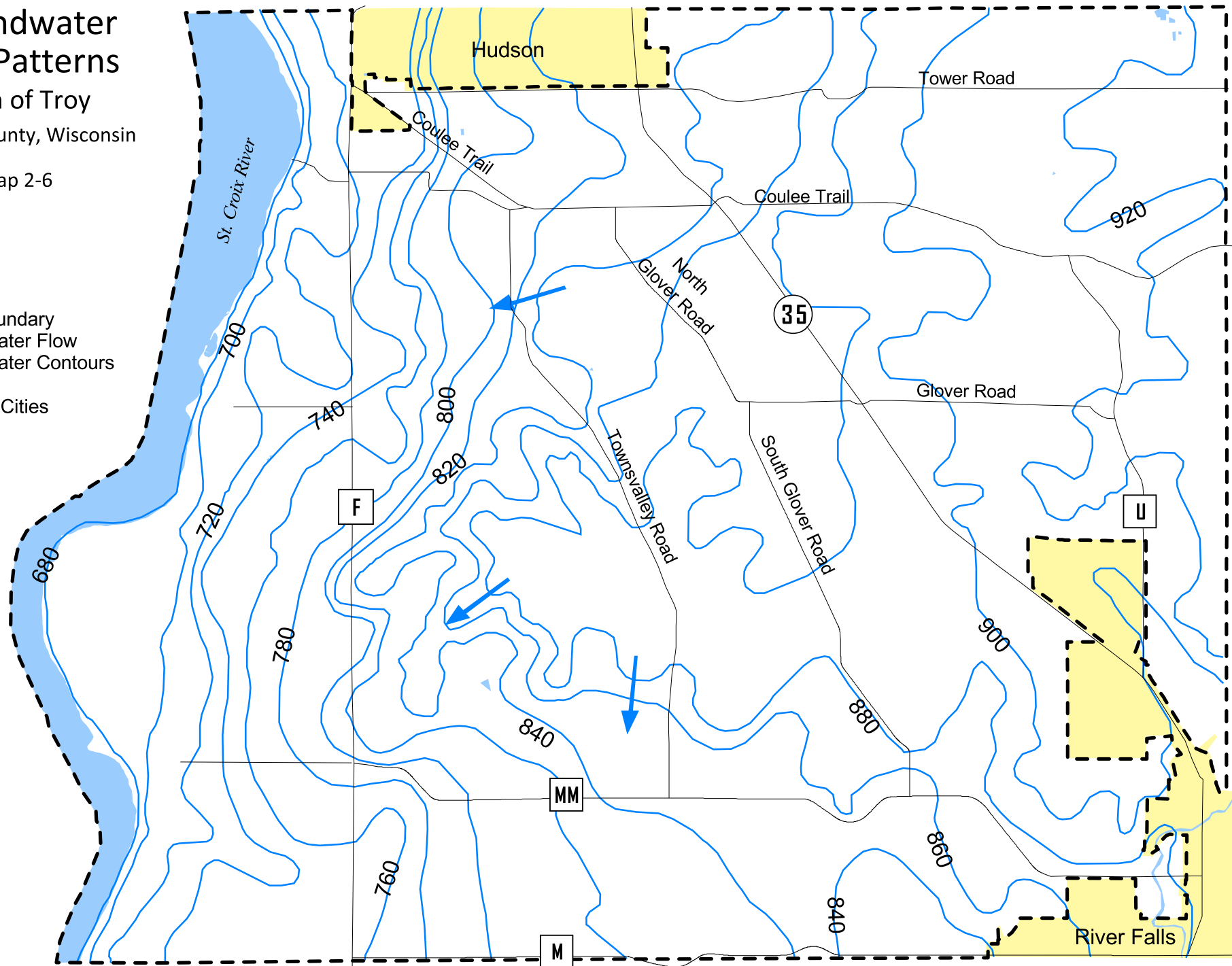
Town of Troy

St. Croix County, Wisconsin

Map 2-6

## Legend

-  Town Boundary
-  Groundwater Flow
-  Groundwater Contours
-  Water
-  Adjacent Cities





# Elevation

Town of Troy

St. Croix County

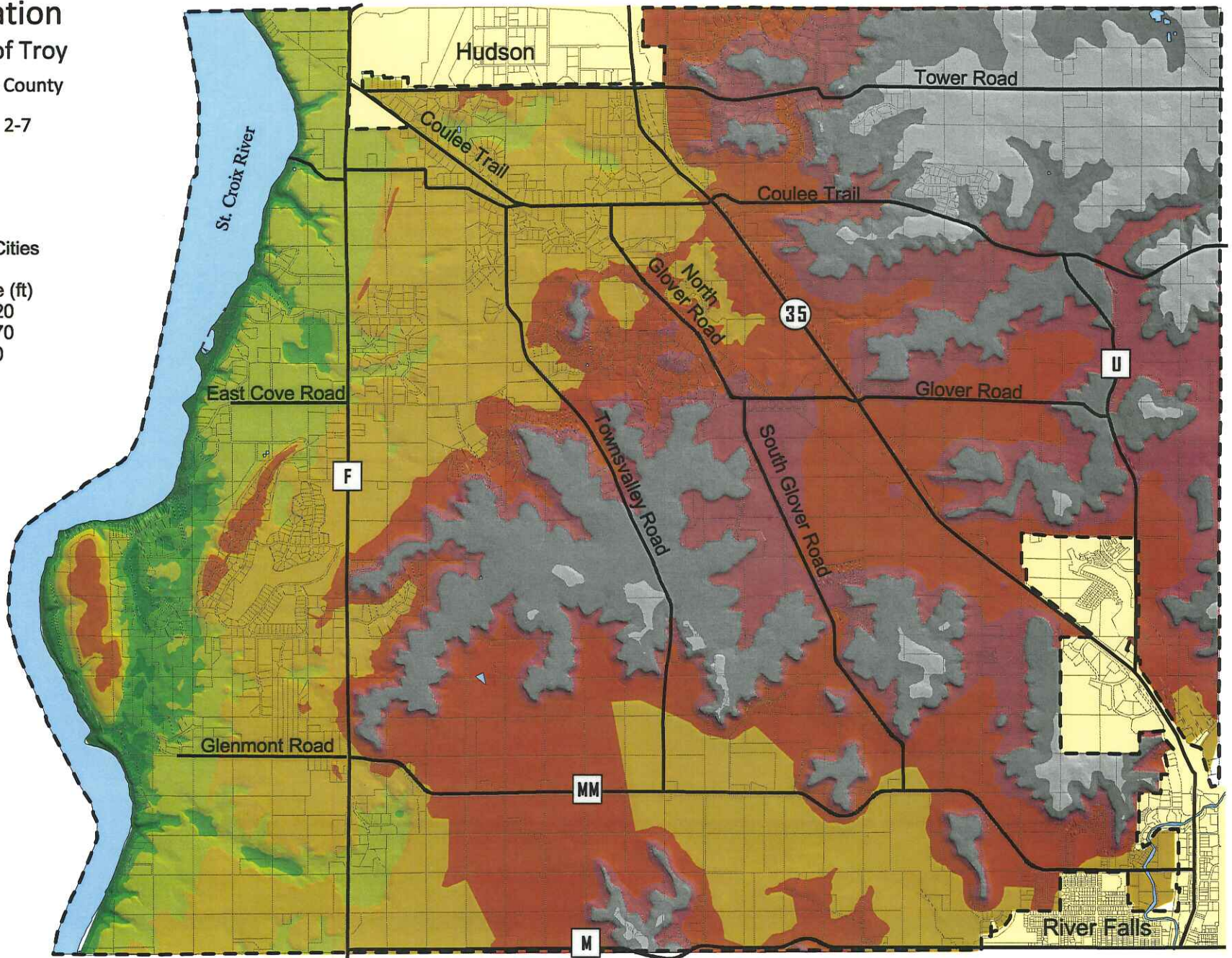
Map 2-7

## Legend

- Water
- Parcels
- Adjacent Cities

## Elevation Range (ft)

- 1070 - 1120
- 1020 - 1070
- 970 - 1020
- 920 - 970
- 870 - 920
- 820 - 870
- 770 - 820
- 720 - 770
- 670 - 720



0 2500 5000 7500 Feet

SOURCE: USGS



# Slopes

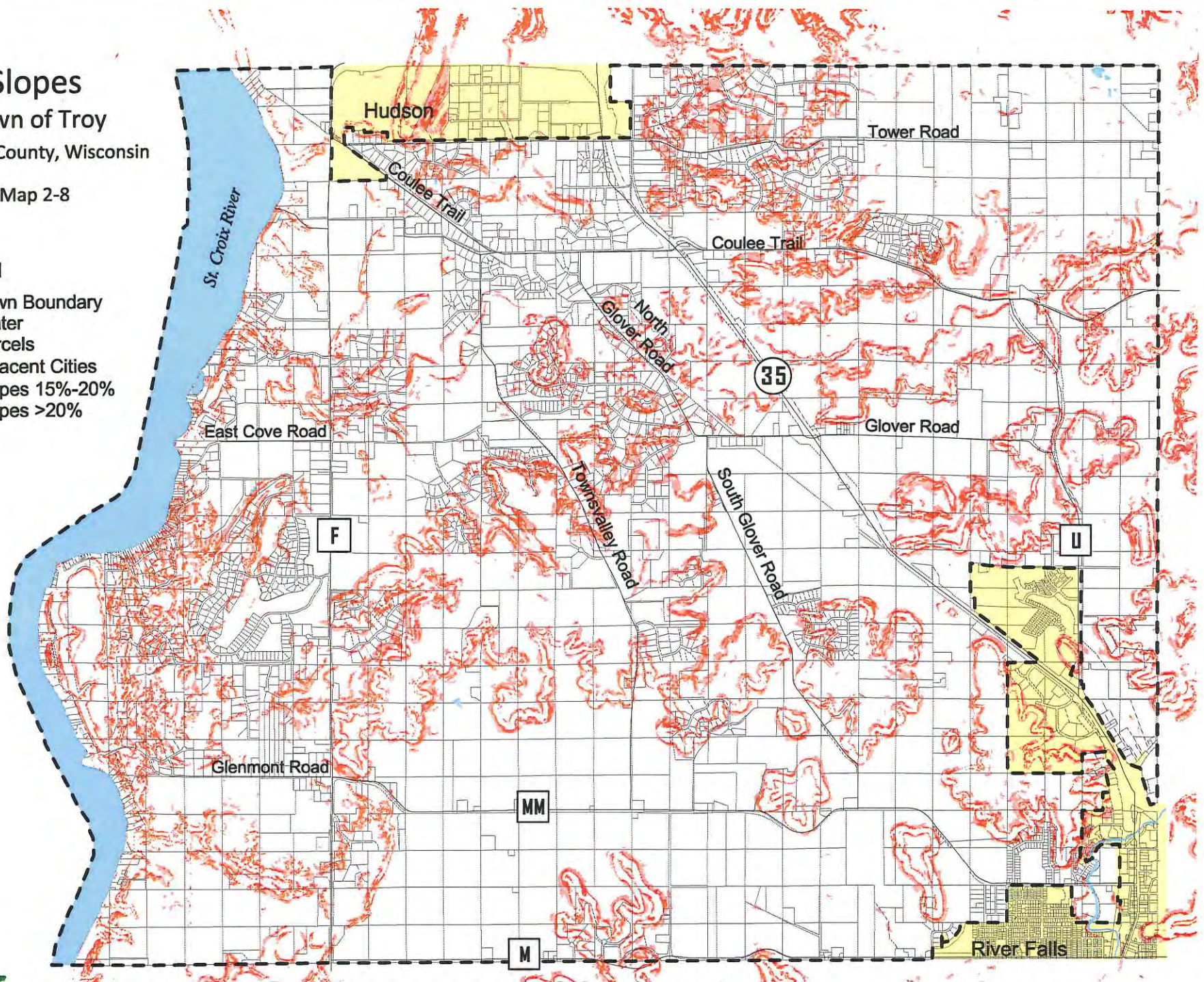
## Town of Troy

St. Croix County, Wisconsin

Map 2-8

### Legend

-  Town Boundary
-  Water
-  Parcels
-  Adjacent Cities
-  Slopes 15%-20%
-  Slopes >20%



0 2500 5000 7500 Feet

Source: USGS Topographic Maps



# Depth to Bedrock

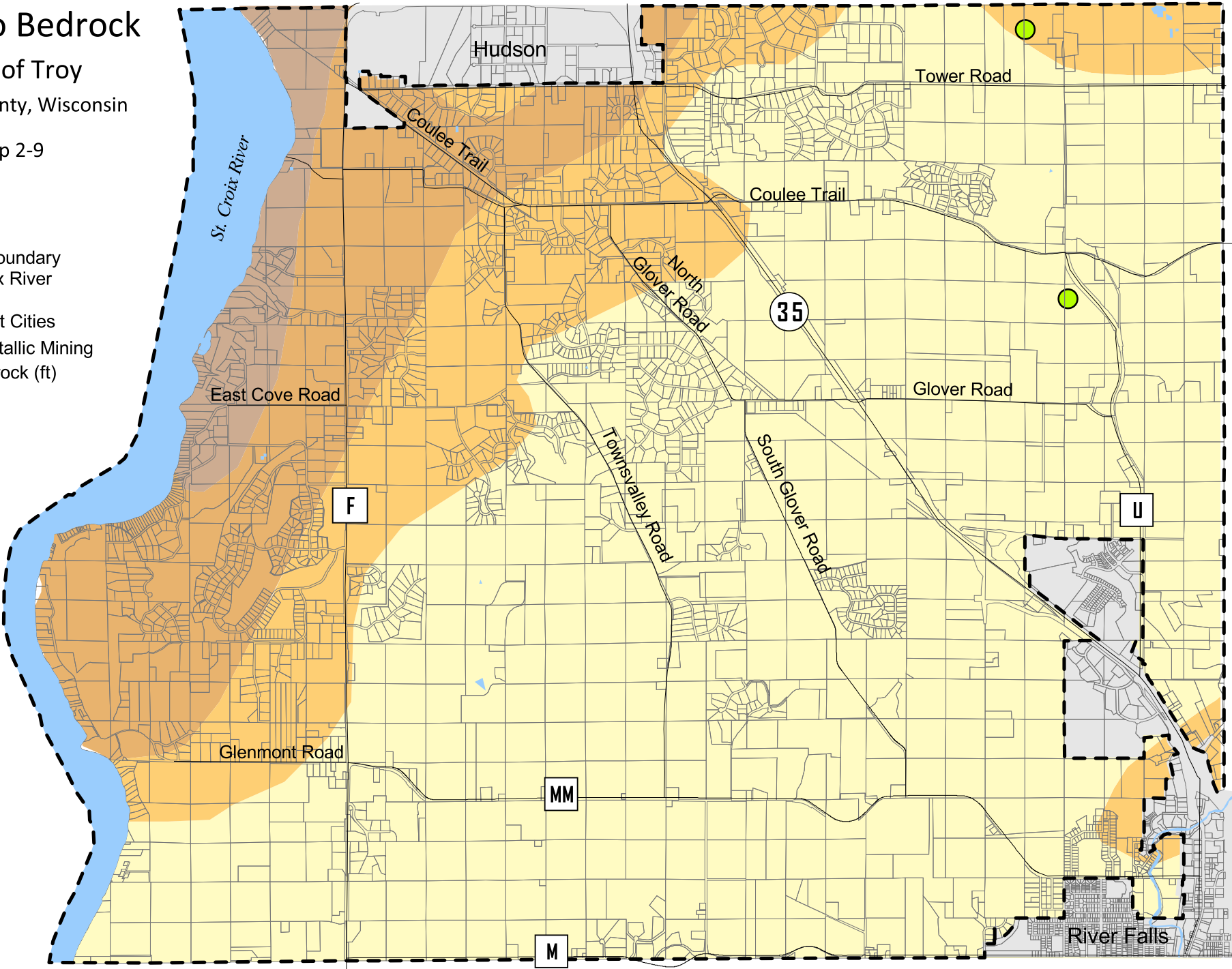
## Town of Troy

St. Croix County, Wisconsin

Map 2-9

### Legend

- Town Boundary
- St. Croix River
- Parcels
- Adjacent Cities
- Non-Metallic Mining
- Depth to Bedrock (ft)
  - 0-50
  - 50-100
  - 100-200
  - 200-300



# Archaeological Resources

## Town of Troy


St. Croix County, Wisconsin

Map 2-10

Note: Locations are generalized.

### Legend

 Town Boundary

 St. Croix River

 Parcels

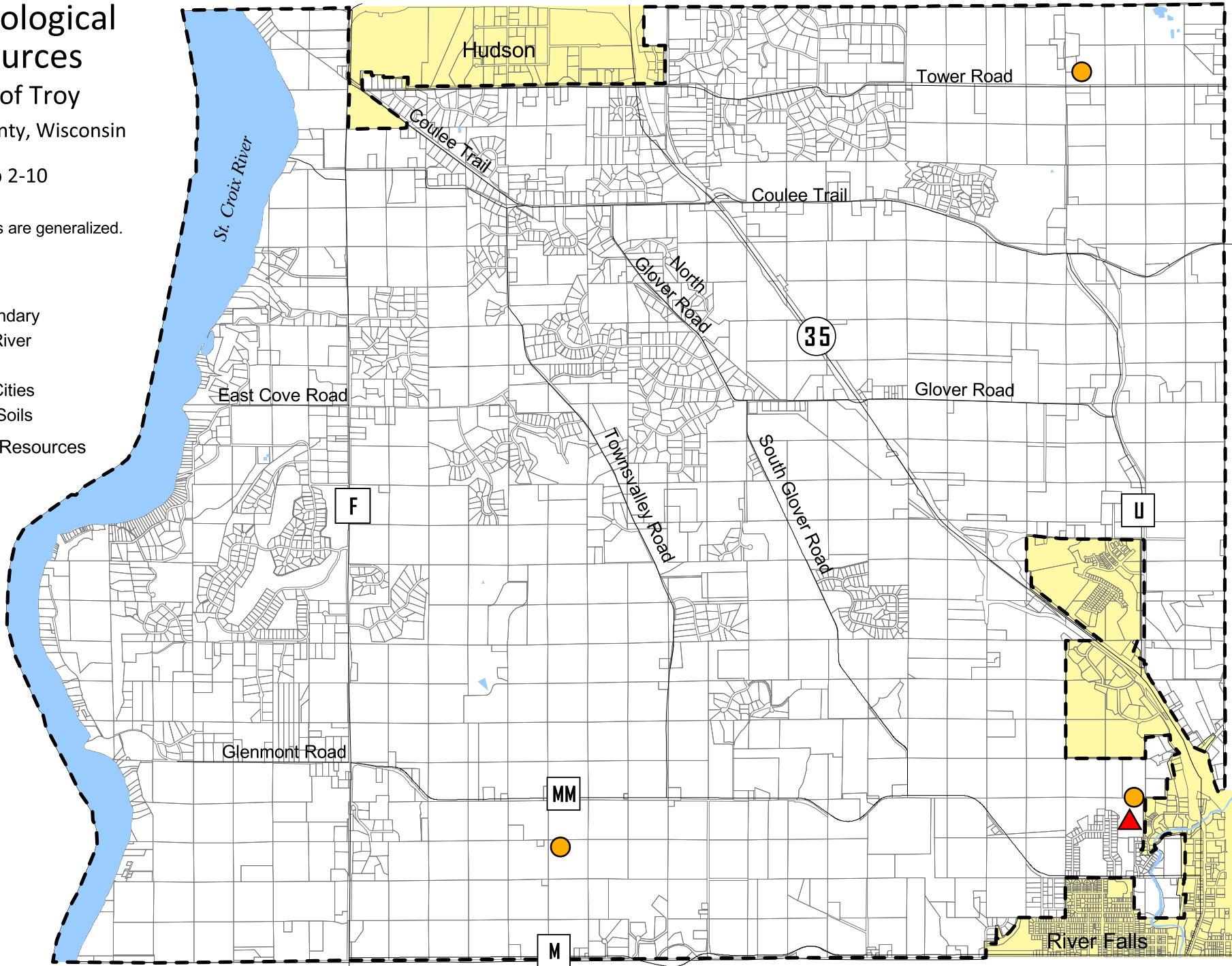
 Adjacent Cities

 Prime Ag Soils

### Archaeological Resources

 Cemetery

 Mound



## CHAPTER 3 HOUSING

### Introduction

Housing is an important part of planning. For most Wisconsin residents, housing is their single largest expenditure. Some important issues to consider when planning the current and future housing needs of the Town of Troy include: types of housing, amount of housing, and demands of housing within the community.

The Town of Troy is a recognized leader in the promotion of residential cluster development and preservation of open space. These are two of the primary goals of Wisconsin's Comprehensive Planning Law. Many see the issue of sprawl or low-density development as an inefficient use of land. Sprawl not only develops land in large pieces, but is more expensive to provide services for.

Housing also provides a major source of revenue through property taxes. These taxes go towards your school district, vocational technical college, county and town.

This chapter provides Troy with several benefits:

- ✓ Deficiencies in housing can be acknowledged and addressed.
- ✓ The Town will have a better understanding of the local housing situation and characteristics.

### Housing Needs

Generalizations can be made about housing characteristics in the Town by analyzing US Census Bureau statistics. By comparing the 2000 U.S. Census data to 2010 data it appears that the following are occurring:

- ✓ A growing population with increased buying power is driving property values up.
- ✓ The cost of single family housing has risen significantly.
- ✓ The existing housing stock is relatively new.

### Age Characteristics

The housing stock in the Town of Troy is relatively new. According to the 2010 U.S. Census, only 8% of the existing housing stock was built before 1960 (*Table 3-1*). Sixty-four percent of the housing stock was built in the last 30 years. Because of the high percentage of new housing, any maintenance needed will likely be routine in nature such as new siding, shingles, windows and paint.

Table 3-1 Year Structure Constructed

Period	Homes	% Total
Built 2000 to 2009	468	25%
Built 1990 to 1999	472	26%
Built 1980 to 1989	237	13%
Built 1970 to 1979	311	17%
Built 1960 to 1969	211	11%
Built 1950 to 1959	47	3%
Built 1940 to 1949	19	1%
Built 1939 or earlier	73	4%

Source: US Census Bureau

Table 3-2 shows the number of building permits issued in the Town of Troy between 2000 and 2013 and the number of those permits that were issued for single family homes.

The number of building permits issued began decreasing in 2006. An economic slowdown and housing collapse, beginning in 2007, affected the housing market which can be seen in the low number of building permits issued in 2010 and 2011.

The housing market in Troy is rebounding with 23 permits issued in 2012 and 56 issued in 2013.

Table 3-2 also shows that almost all new homes built continue to be single family homes.

Table 3-2 Building Permits

Year	Total Units	Single Family Homes
2000	54	37
2001	50	38
2002	76	76
2003	74	74
2004	53	53
2005	70	70
2006	41	41
2007	25	25
2008	17	17
2009	10	10
2010	8	8
2011	9	9
2012	23	23
2013	56	56

Source: Town of Troy Building Permits

### Structural Characteristics

Table 3-3 shows that 89% of homes in the Town of Troy are 1 Unit, detached. These are traditional homes that do not share a wall with another unit. This percentage may be slightly higher since some of the information in the table is inaccurate and does not represent housing options in the Town.

Table 3-3 Housing Units in Structure

Units	2000	% Total	2012	% Total
Total Housing Units	1,250	100%	1,838	100%
1 Unit, detached	1,120	90%	1,627	89%
1 Unit, attached	10	1%	2	0%
2 Units	60	5%	141	8%
3 or 4 Units	10	1%	0	0%
5 to 9 Units	0	0%	0	0%
10 to 19 Units	0	0%	0	0%
20 or more Units	0	0%	16	1%
Mobile Home	50	4%	52	3%

Source: US Census Bureau

Sixty-two percent of homes in the Town of Troy use utility gas for heating (*Table 3-4*). This compares to 41% of homes in 2000. This trend will likely continue as utility gas infrastructure expands in the Town.

The other major fuel types used in the Town include bottled, tank, or LP gas and electricity.

Table 3-4 Housing Characteristics-House Heating Fuel

Fuel Type	2000	% Total	2012	% Total
Utility Gas	506	41%	992	62%
Bottled, Tank, or LP Gas	386	31%	355	22%
Electricity	117	9%	205	13%
Fuel Oil, Kerosene, Etc.	198	16%	22	1%
Coal or Coke	0	0%	0	0%
Wood	15	1%	25	2%
Solar Energy	0	0%	0	0%
Other Fuel	10	1%	12	1%
No Fuel	0	0%	0	0%

Source: US Census Bureau and the American Community Survey

### Home Values

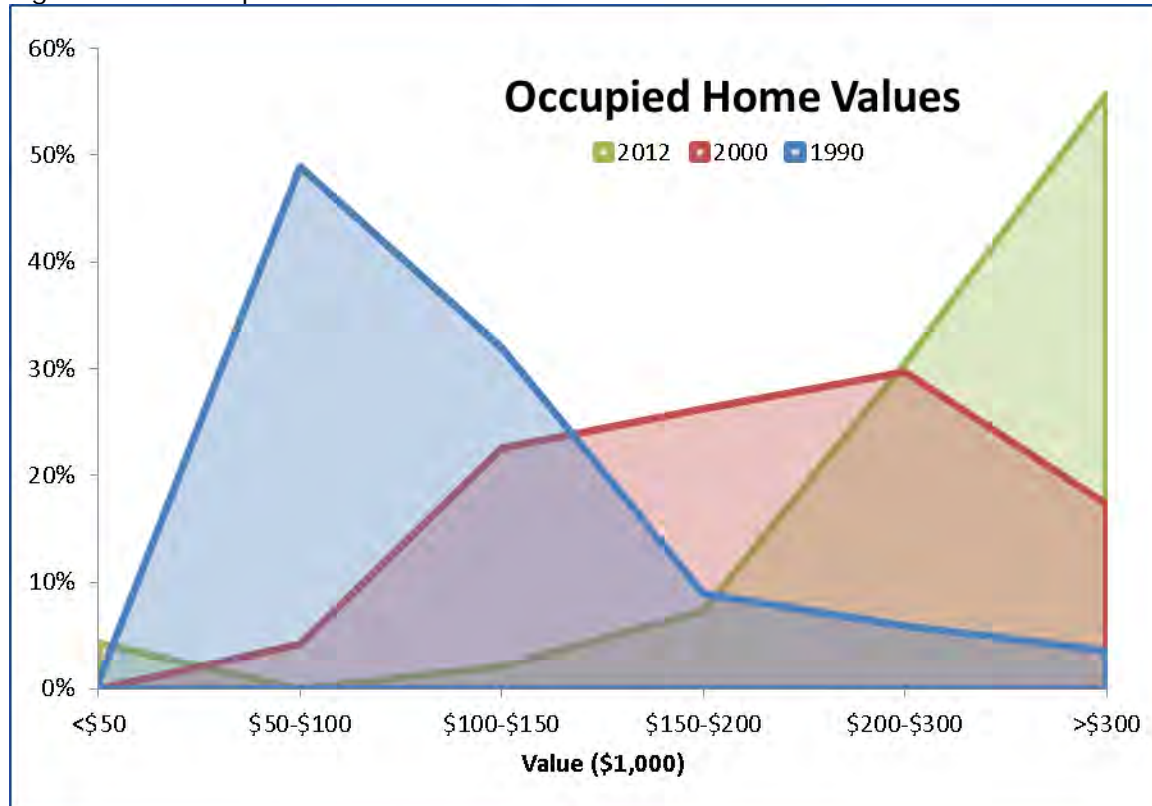
Median owner-occupied housing values increased 76% between 2000 and 2012 (*Table 3-5 and Figure 3-1*). Increased values are due to appreciation, home additions, and new construction of larger homes.

Table 3-5 Median Owner-Occupied Housing Value

	1990	2000	2012	Change (2000- 2012)	% Change
Median Owner-Occupied Housing Value	\$100,400	\$193,600	\$341,100	\$147,500	76%

Source: US Census Bureau and the American Community Survey

Figure 3-1 Occupied Home Values



Source: US Census Bureau and the American Community Survey

Table 3-6 shows the number of median owner-occupied homes valued at \$300,000 or more has experienced the greatest percentage increase between 2000 and 2012 (499%). Approximately 10% of those homes in that category are valued \$1,000,000 or more.



Table 3-6 Median Owner-Occupied Housing Value

Value	1990	2000	2012	Change (2000- 2012)	% Change
Less than \$50,000	4	0	67	67	0%
\$50,000 to \$99,999	274	35	0	-35	-100%
\$100,000 to \$149,999	179	189	33	-156	-83%
\$150,000 to \$199,999	50	220	114	-106	-48%
\$200,000 to \$299,999	33	249	475	226	91%
\$300,000 or more	20	145	868	723	499%

**2012 Housing Values >\$300,000**

\$300,000 to \$499,999	-	-	483	-	-
\$500,000 to \$999,999	-	-	313	-	-
\$1,000,000 or more	-	-	72	-	-

Source: US Census Bureau and the American Community Survey

As property values increase, the Town may consider the needs of low-to-moderate income, elderly, and disabled residents who may not be able to rent or buy affordable housing.

### Occupancy Characteristics

All housing units are classified as either owner-occupied or renter-occupied. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. All occupied housing units, which are not owner-occupied, whether they are rented for cash rent or occupied without payment of cash rent, are classified as renter-occupied.

Table 3-7 Town of Troy Occupied vs. Renter Housing Percentages

Units	1990	% Total	2000	% Total	2010	% Total	Change (2000- 2010)	% Change
Owner-Occupied Housing Units	825	86%	1,139	91%	1,523	91%	384	33%
Renter-Occupied Housing Units	134	14%	111	9%	142	9%	31	28%
Total Occupied Units	959	100%	1,250	100%	1,611	100%	361	29%

Source: U.S. Census Bureau and the American Community Survey

The Town of Troy has a higher percentage of owner-occupied housing units (91%) than St. Croix County (79%) and the State of Wisconsin (69%).

Developers are building more single family units to meet the influx of new residents who decide to live in the Town of Troy. St. Croix County currently discourages rental and multi-family housing options by requiring minimum lot sizes for individual units.

### Housing Affordability Analysis

The U.S. Department of Housing and Urban Development defines affordable housing, for rent or purchase, for which the occupant is paying no more than 30% of their household income for gross housing costs.

Selected monthly owner costs are calculated from the sum of payment for mortgages, real estate taxes, various insurances, utilities, fuels, mobile home costs, and condominium fees.

In 2012, 64% of home owners were paying 30% or less of their household income towards homeowner costs. This is down from 78% in 2000.

Table 3-8 Selected Monthly Owner Costs as a Percentage of Household Income

Percent of Income	2000	% Owners	2012	% Owners	Change (2000- 2012)	% Change
<20%	433	52%	387	32%	-46	-11%
20%-25%	142	17%	311	26%	169	119%
25%-30%	73	9%	76	6%	3	4%
30%-35%	73	9%	85	7%	12	16%
>35%	117	14%	343	29%	226	193%

Source: US Census Bureau and the American Community Survey

Table 3-9 reveals gross rent in relation to household income. Gross rent is the amount of the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuel if paid for by the renter (or paid for the renter by someone else). In 1999, 69% of renters were paying less than 30% of their household income towards rental costs.

Table 3-9 Gross Rent as a Percentage of Household Income in 1999

Percent of Income	Number	Percent of Residents
Less than 15%	29	28.40%
15 to 19%	21	20.60%
20 to 24%	19	18.60%
25 to 29%	0	0%
30 to 34%	0	0%
35% or more	21	20.60%
Not Computed	12	11.80%

Source: US Census Bureau

In 2012, the American Community Survey sampled 18 renters over a five-year period. During that period, 89% of renters were paying 35% or more of their household income for rent and related costs. Because of the small number of renters surveyed, this may not be an accurate indicator of rental costs in the Town.

### **Transfer of Development Rights (TDR)**

The Town of Troy has developed a Transfer of Development Rights (TDR) Program for the purpose of preserving farmland and open space while guiding cluster development to areas that are better suited for development. This TDR Program allows land owners who own agricultural land (sending area) to sell their development rights, protect their land from development, and preserve their land in perpetuity through the application of conservation easements. These development rights are then used in an area better suited for residential development (receiving area). The development rights can then be used to develop the receiving area at a greater density than previously allowed. The Town is currently developing a Comprehensive Zoning Code and revising its Subdivision Ordinance to allow commercial development in the Town. The TDR program will be an essential component in commercial development. This program should increase the number and value of development rights.

### **Housing Assistance Programs and Agencies**

There are several State and Federal programs and agencies that assist first time homebuyers, disabled and elderly residents, and low-moderate income citizens meet rental/home ownership needs. The most often used programs are listed below.

#### ***HUD***

The U.S. Department of Housing and Urban Development provides subsidized housing through low-income public housing and the Section 8 Program. Under the Section 8 Program, rental subsidies are given to low-income households, including households renting private apartments. HUD is also responsible for providing funds to communities through various grant programs.

#### ***Rural Development –United States Department of Agriculture***

Provides housing opportunities for individuals living in predominantly rural areas (population <10,000). The Rural Development Program provides support for rental housing, mortgage loans for homebuyers, and support for cooperative housing development.

#### ***Wisconsin Housing and Economic Development Authority (WHEDA)***

This agency finances housing development through the sale of bonds. WHEDA provides mortgage financing to first-time homebuyers, and financing for multi-family housing.

#### ***West CAP***

West CAP is non-profit corporation that works in partnership with local communities to plan and develop good quality, affordable housing for low and moderate-income families and individuals. Their HomeWorks program constructs and manages new housing, and provides a variety of renovation, weatherization, and energy efficiency services for existing homes and apartments. West CAP also administers HUD's Section 8 program in St. Croix County.

### **New Development**

The Town of Troy has created a comprehensive subdivision ordinance. The Town of Troy subdivision ordinance requires developer's agreements for any development proposing public infrastructure. Through this process the Town is able to review and comment on individual Home Owner's Association's bylaws and restrictive covenants.

### **Soil Characteristics**

Soil types play an important role when planning for the future of a community. The location and type of soil assists in the evaluation of a community's potential for accommodating growth and development. Limitations in soil capacity for drainage, strength, compaction, and attenuation capability can pose potentially costly problems to remediate. Soils may be unsuitable for specific land uses due to the presence of rock, depth to bedrock, saturation or shrink-swell potential. Some of the soil limitations can be overcome through engineering and site planning practices, but this is often very costly or impractical. In order to prevent soil limitations from becoming a problem, early identification of soil types, capabilities, and limitations will allow growth and development to be allocated to the most suitable areas.

Soil types within the planning area were determined using the St. Croix County Soil Survey, published by the Natural Resource Conservation Service. Each individual soil type has specific characteristics and limitations based on the chemical and structural composition of the soil. Soils are assigned ratings for specific common uses, such as dwellings with basements, septic tank absorption fields, and construction of local roads and streets. Soil types are also classified on their ability to support agricultural crops, recreational uses, and suitability for wildlife habitat.

The purpose of analyzing soil is not to restrict development, but to inform residents of potential problems. Limitations can be overcome, in some cases, through proper measures such as site planning and engineering. Extra cost can be expected, though, in constructing proper streets, foundations and stormwater drainage systems, and minimizing erosion. Care should be taken when development is considered in the areas with severe rated soils.

Due to the aesthetics of the natural landscape, much of Troy's residential development occurs along wooded hillsides that are too steep to farm.

### **Septic Tank Absorption Fields**

Septic tank absorption fields are subsurface systems of tile or perforated pipe, which distribute effluent from a septic tank into the soil. Soil properties are evaluated for both construction of the system and the absorption of effluent. Soil suitability ratings for septic tank absorption fields vary throughout the Town (*Map 3-1*). With today's modern technology, septic systems can be constructed in most soils including those with severe limitations.

### **Dwellings with Basements**

Soils are rated for the construction of dwellings fewer than three stories in height, which are supported by footings placed in undisturbed soil. Factors such as soil capacity to support load, resistance to settling, and ease of excavation is examined to assess soil suitability. Soil ratings range from slight to severe in the Town of Troy, depending on location. Limiting factors for this particular use include slope, wetness, low strength soils, and shrink-swell potential of the soil. As seen on Map 3-2, much of the Town has few limitations for dwelling with basements.

### **Goals, Objectives and Policies**

#### *Goal 1:*

Ensure land is available for future housing needs.

#### *Objectives:*

- Promote managed growth in the Town of Troy.

#### *Policies:*

- Continue the use of cluster development and the Transfer of Development Rights Program to guide residential development in locations that preserve the best farmland.

#### *Goal 2:*

Address the aesthetics of new development and housing.

#### *Objectives:*

- Promote the integration of natural topographical features into subdivision design.

#### *Policies:*

- Manage layout of new subdivisions through results-based subdivision ordinance.
- Encourage an active and unique Home Owner's Association in all new major subdivisions.
- Continue to review and comment on restrictive covenants of Home Owner's Associations through the subdivision approval process.

# Soils: Septic Limitations

## Town of Troy

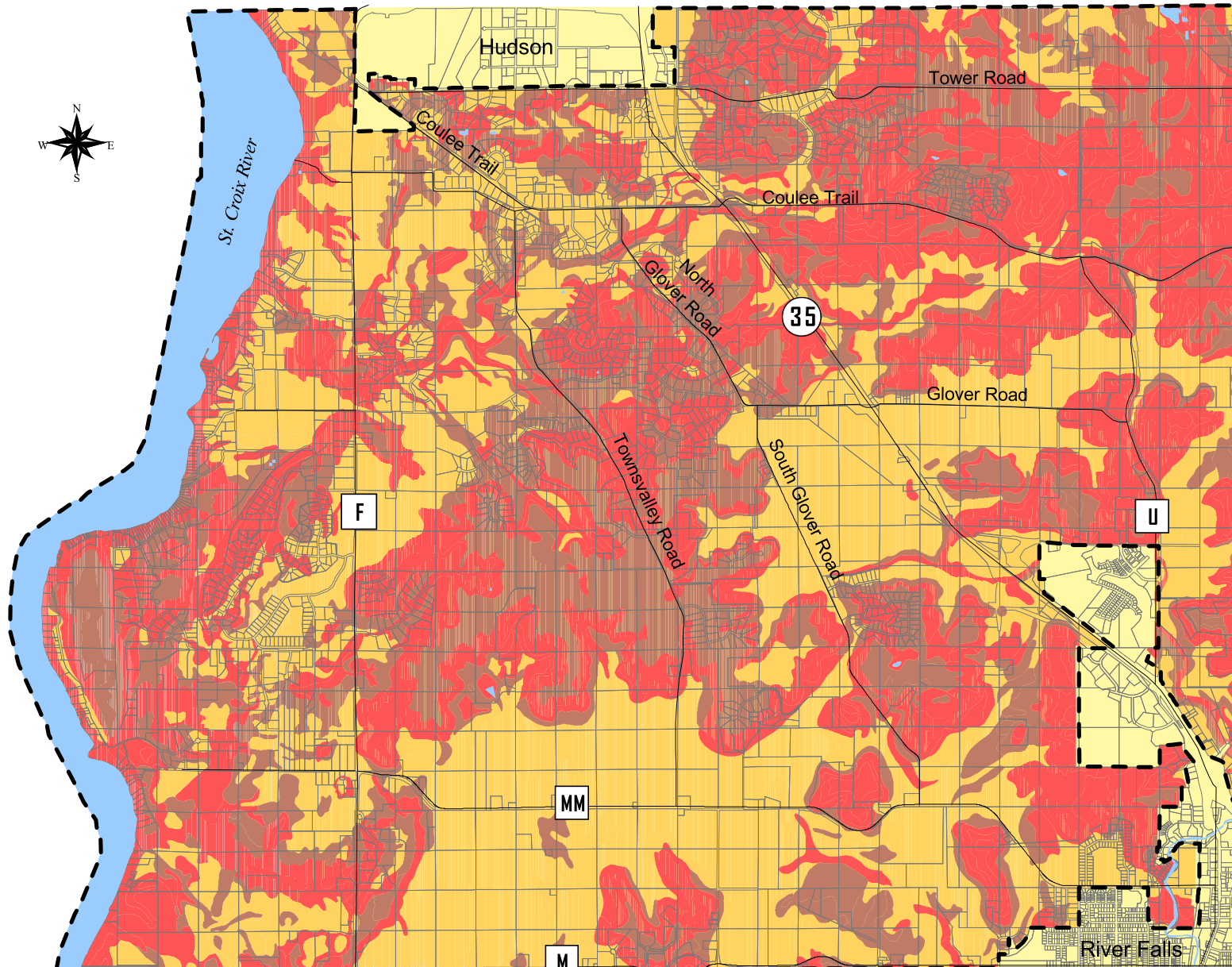
St. Croix County, Wisconsin

Map 3-1

A rating of slight indicates: the soil properties are generally favorable for the specified use. The limitations are generally minor and may be easily overcome. Soils that exhibit slight limitations can be developed for almost any urban use with few, if any, difficulties.

A rating of moderate indicates: some properties of the soil are generally unfavorable for the specified use. These properties may be overcome or modified by special planning or site design. A soil may be classified as having a moderate limitation for a variety of reasons, including excessive slope (8-15%), depth to bedrock, and shrink-swell qualities that may cause uneven settling.

A rating of severe indicates: soil properties are unfavorable for a specified use and present difficulty to overcome. Such soils require major soil reclamation, special designs, or intensive maintenance. Reasons for a soil being assessed a severe limitation include: flooding, excessive slope (<15%), shrink-swell potential, low soil strength, and a seasonal high water table. Soils with severe limitations should generally be regarded as unsuitable for urban uses and alternative sites should be examined.



### Legend

- Town Boundary
- Water
- Adjacent Cities
- Soil Limitations**
  - Slight
  - Moderate
  - Severe

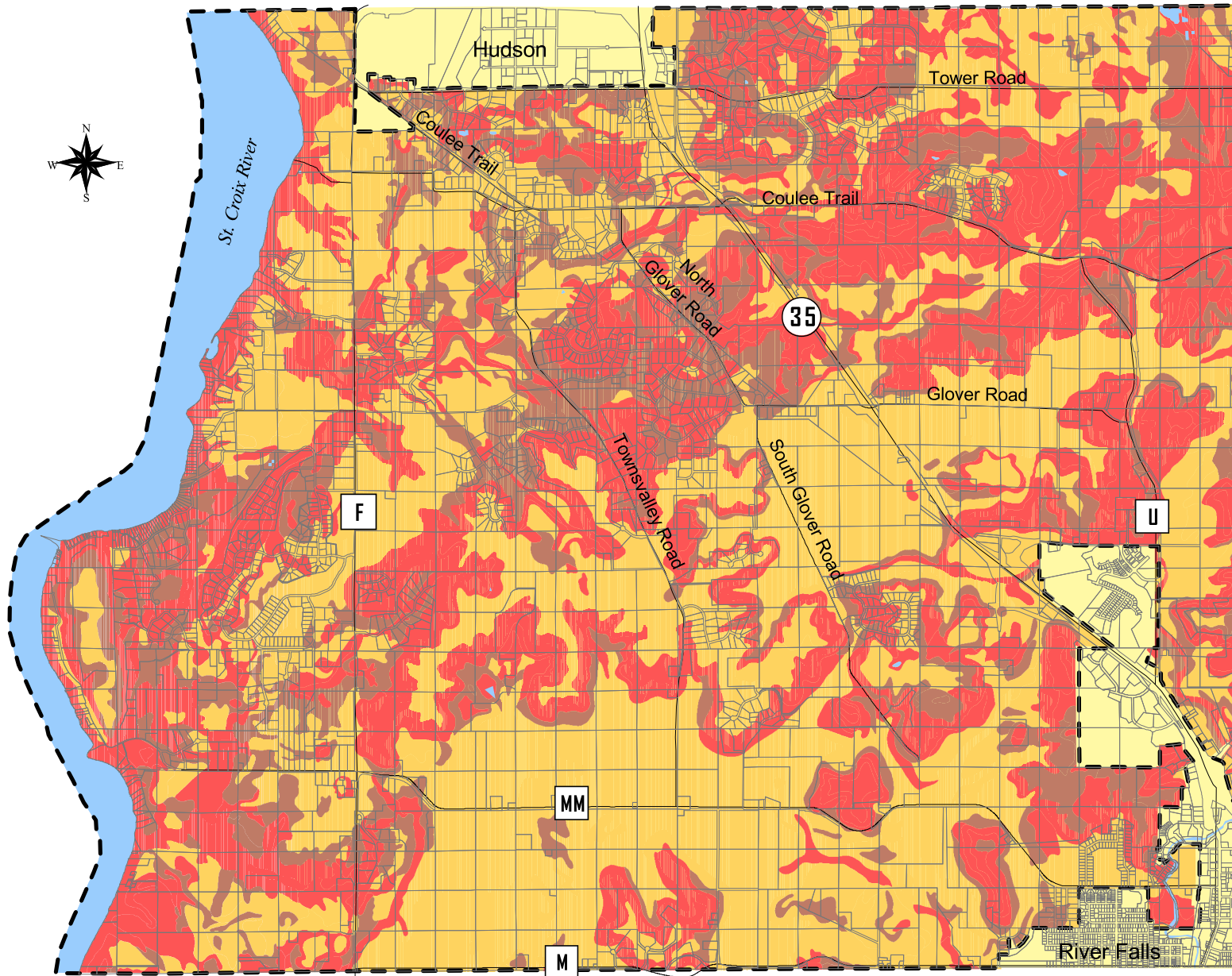


# Soils: Basement Limitations

## Town of Troy

St. Croix County, Wisconsin

Map 3-2



A rating of slight indicates: the soil properties are generally favorable for the specified use. The limitations are generally minor and may be easily overcome. Soils that exhibit slight limitations can be developed for almost any urban use with few, if any, difficulties.

A rating of moderate indicates: some properties of the soil are generally unfavorable for the specified use. These properties may be overcome or modified by special planning or site design. A soil may be classified as having a moderate limitation for a variety of reasons, including excessive slope (8-15%), depth to bedrock, and shrink-swell qualities that may cause uneven settling.

A rating of severe indicates: soil properties are unfavorable for a specified use and present difficulty to overcome. Such soils require major soil reclamation, special designs, or intensive maintenance. Reasons for a soil being assessed a severe limitation include: flooding, excessive slope (>15%), shrink-swell potential, low soil strength, and a seasonal high water table. Soils with severe limitations should generally be regarded as unsuitable for urban uses and alternative sites should be examined.

### Legend

- Town Boundary
- Water
- Adjacent Cities
- Soil Limitations**
  - Slight
  - Moderate
  - Severe

## **CHAPTER 4 TRANSPORTATION**

### **Introduction**

A well-planned transportation system provides for the efficient and safe movement of people and goods through various means and establishes the foundation for growth and economic success while improving the livability of the Town of Troy.

The Town's principal interest and responsibility are the development and maintenance of the community's highway and road network. The road and highway network is illustrated in Map 4-1. Interstate and intercommunity modes of transportation such as truck, bus, air and rail transportation services are available in surrounding communities or the greater metropolitan area.

### **Modes of Transportation**

The movement of people and goods is accomplished through a variety of transportation modes. These modes include car, truck, rail, transit, ship, air, bicycle and pedestrian. For the most part, each mode fits a particular need. Automobiles function as the dominant mode for the movement of people. Trucking provides for the rapid movement of goods and products over the highway network. Air travel moves people and lightweight products quickly over long distances. The railroad functions primarily for the movement of bulk commodities over long distances while bicycle paths and sidewalks provide for the movement of people.

### **Roads**

The major form of transportation which directly affects Troy is surface transportation – trucks, buses, automobiles. Thus, the focus in most in rural communities such as Troy is automobile transportation.

### **Functional Classification System**

Most public roads in Wisconsin are classified according to their function and jurisdiction. The road system in Troy includes the classifications of arterials, collectors and local roads, which represent the functional levels of roadway service. Arterials that primarily move traffic provide access to and through an area. Collectors that provide a mixture of mobility and land access, provide distribution within an area. Local roads provide access to adjacent land. It also helps determine eligibility for federal aid.

Classifications are divided into urban and rural categories based on population. The Wisconsin DOT (WDOT) will likely review the current rural designation of the functional classification system as the Town population exceeds 5,000 residents.

Map 4-2 illustrates the functional classification of roads. The planned locations for additional road corridors in Troy are shown on Map 4-3. Some local roads might be elevated to collector status in the future as traffic volumes increase. It is anticipated that all areas of the Town where development is likely to occur should have a unified, planned road system.



**Principal Arterials:** Serve interstate and interregional trips. These routes generally serve all urban areas greater than 5,000 people. The rural principle arterials are further subdivided into 1) interstate highways and 2) other principle arterials.

In Troy, State Trunk Highway (STH) 35 is classified as a principal arterial. It has been a heavily traveled route for many years. It connects the City of River Falls with Interstate 94 approximately nine miles to the northwest. Commuting students, workers and business people, as well as commercial and industrial truck traffic, travel the freeway in large numbers on a daily basis.

State Trunk Highway 35 is a Primary Arterial-Freeway and is designated as a four-lane freeway with limited access. By the time this construction project is complete, there will be limited access points to the expressway. The current plans include access at Hanley Road, Glover Road, and Radio Roads. There are no plans in the foreseeable future to have additional principle arterials in the Town's transportation system.

**Minor Arterials:** In conjunction with the principal arterials, they serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.

According to the WDOT Functional Road Classification Map, County Trunk Highway (CTH) F serves as the Town's only minor arterial.

**Major Collectors:** Provide service to moderate sized communities and other intra-area traffic generators, and link those generators to nearby larger population centers or higher function routes.

According to the WDOT Functional Road Classification Map, Coulee Trail (west of State Trunk Highway 35), Radio Road and CTH M are classified as major collectors.

**Minor Collectors:** Collect traffic from local roads, and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.

County Trunk Highway MM, Townsvalley Road, East Cove Road, and Glenmont Road are designated as Minor Collector roads on the WDOT Functional Road Classification Map. Since the function of these collectors is distribution within an area, the mobility function of these roads should be protected.

**Local Roads:** Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads. Some roads that are currently designated as local roads may be changed to collector roads in the future.

The local road system is generally in good condition. The Town requires new roads in subdivision be built to Town standards and paid for by the developer.

### **Town of Troy Road Classification**

The Town of Troy also has its own classification system based on St. Croix County Zoning and their own Subdivision Ordinance. All of the Town roads currently fall under two categories – Class D and E. Class D highways are roads not designated by the County as Class A, B, or C and serve as collector roads. Class E highways serve a local function, connecting individual parcels to collector roads.

### **Commuting Patterns**

Commuting patterns in the Town of Troy model commuting patterns for much of the St. Croix Valley. A majority of Troy residents are commuters to the Minneapolis-St. Paul metropolitan area. Wisconsin Department of Transportation (WisDOT) proposed restricted access to State Highway 35 will dramatically affect the flow of traffic in the Town of Troy as well as create additional stress to the local town roads.

In 2002, the Town of Troy sent out a survey to its residents to help determine the flow of local traffic. A total of 1,484 surveys were sent out. Residents returned 470 surveys for a total response rate of 32%.

The survey indicated that 45% of the Town residents access State Highway 35 via Glover Road and Coulee Trail. The survey results will help indicate flow of traffic within the Town and how the impact of the restricted access to State Highway 35 will affect other local town roads. This also helps determine when capital improvements will be required due to increase traffic and usage of town roads.

### **Criteria for Future Road Corridors**

To ensure smooth traffic flow through the Town of Troy, these factors will be considered when planning future road corridors:

- Connect existing dead ends and stub roads where desirable.
- Multiple access points for certain developments.
- Increase/improve east-west, north-south corridors.
- Follow natural features and topography of the land.

### **Existing, Proposed, and Future Corridors**

Existing roads are the main factor to look at when considering proposed and future roads to ensure connectivity (*Map 4-3*). Future road corridors are shown and represent the most logical and cost efficient vision to enhance the existing transportation system. It should be noted that these locations are generalized and could be relocated if necessary after serious consideration and further investigation depending on development circumstances or growth needs.

Planning and developing a safe and efficient road system requires that each new development be evaluated for how it will fit into the existing and future road

network. The Town has identified future road corridors throughout the Town. As new developments are proposed, the current road network and physical limitations of the land will be reviewed to determine if the applicable planned future road corridor should be incorporated into the development. The planned future road corridors may be adjusted based on the further investigation into the existing conditions in the area. New development will inevitably alter some of the routing of future roads.

### **Capital Improvement Planning**

With infrastructure comes maintenance. A sound transportation plan should be able to foresee and responsibly plan for upcoming expenses. Two ways of doing this is by participating in the PASER program and devising a Capital Improvements Plan (CIP).

Pavement ratings can be used for planning maintenance and budgets for local roadways. In 2001, a state statute was passed that requires municipalities and counties to assess the physical pavement condition of their local roads. A common method of doing this is referred to as Pavement Surface Evaluation and Rating or PASER. PASER allows for better allocation of resources, a better understanding of pavement conditions, and allows for long term planning. The Town of Troy had their first PASER rating completed in 2001 and it is updated annually.

Capital improvements planning is a long-range strategy that matches the costs of future capital improvements to anticipated revenues. A capital improvements plan offers no magic remedy to public works problems, but it may avert some of the expensive mistakes that are frequently the result of crisis management. It can also help local officials think through complex economic development and financial decisions. The failure to plan virtually assures that scarce resources will be consumed in reacting to crises and that crucial facilities will continue to deteriorate.

The Town of Troy maintains a 5-Year Capital Improvements Plan

### **Truck Transportation**

Truck traffic other than routine maintenance and service/delivery trucks is primarily focused on the major roads in the Town – STH 35 and CTH F. Some town roads do get heavier truck usage due to the nonmetallic mining operation off County Trunk Highway U. Truck traffic can best be handled by arterial and collector roads.

### **Rail**

There is no rail infrastructure or service in the Town at this time and there are no plans to develop new rail infrastructure.

### **Bus Transportation/Mass Transportation**

At present there is no public inter-city transit service through Troy.

St. Croix County Office on Aging does provide limited transit service in Troy to eligible clients.

### **Ship and Boat**

The surface water in and adjacent to the Town of Troy is generally not used for modes of transportation. Currently there are not any ports for large scale shipping in the Town of Troy and no plans for future shipping. Cove Boat Ramp off of South Cove Road allows for recreational access to the St. Croix River. The Town has obligations under the DNR to guarantee public access at Cove Boat Ramp. Traffic on the St. Croix is not likely to increase in the near future for transportation purposes, however, recreational use will most likely increase as recreational potential is realized.

### **Air Transportation**

Air transportation is not directly provided to the residents of the Town of Troy. The closest major airport is the Minneapolis/St. Paul International Airport is approximately 30 miles away. Other airports are in the area, but provide limited service and are just as far away compared to the Minneapolis/St. Paul International Airport.

### **Bicycles and Pedestrian**

The Town of Troy continues to evaluate and improve its multi-modal transportation system when feasible. There are several bike routes in Troy (*Map 4-4*).

When Town roads are constructed or reconstructed, they will be evaluated for future bike and pedestrian needs.

The Town at this time does not have a designated pedestrian trail system however they do participate in St. Croix County transportation planning and some individual subdivisions include their own trails.

### **Goals, Objectives and Policies**

#### *Goal 1:*

To provide a safe transportation system capable of delivering people, goods and services to and from and through the community.

#### *Objectives:*

- Design a transportation system that will allow for safe travel within the community.
- Provide long-range transportation planning for the future and meet 20 year projected population growth needs.

#### *Policies:*

- Maintain and update the Transportation Study periodically for the purposes of planning and a Capital Improvements Plan.

#### *Goal 2:*

Maintain local road system as efficiently as possible.

#### *Objectives:*

- Utilize proper planning to ensure that road improvements are done in a fiscally responsible manner.

*Policies:*

- Assure all roads built by developers meet the Town of Troy's standards.
- Continue to update the 5-Year Capital Improvements Plan to prioritize and budget for road maintenance, reconstruction of existing roads and the construction of new roads.
- Continue to update the PASER ratings to inventory road conditions and plan road improvements.
- Continue to update the Town of Troy's Transportation Study.

*Goal 3:*

Preserve Town of Troy's unique character.

*Objectives:*

- Design a transportation system that compliments the Town's existing scenic setting and topography.

*Policies:*

- Road design should be consistent with Town of Troy's policy of preserving "*best-farmable land*."
- Road design should follow the natural contour of the topography.

*Goal 4:*

Provide and maintain a multi-modal system for the public that can be used for both recreational and transportation purposes.

*Objectives:*

- Develop and expand safe bicycle/pedestrian routes and trails within the existing system.
- Maintain current recreational facilities including existing access to the St. Croix River.

*Policies:*

- Encourage developers to design and construct alternative non-road connections (i.e. bicycle/pedestrian routes or trails) within and adjacent to developments.
- Coordinate with St. Croix County in implementing a regional bicycle/pedestrian path system.
- Maintain existing riverway access.
- Support Park Board's efforts to implement its long-range park plan as it relates to trails and bikeways.
- Work in conjunction with developers to expand and coordinate future recreational facilities with existing facilities.






# Transportation

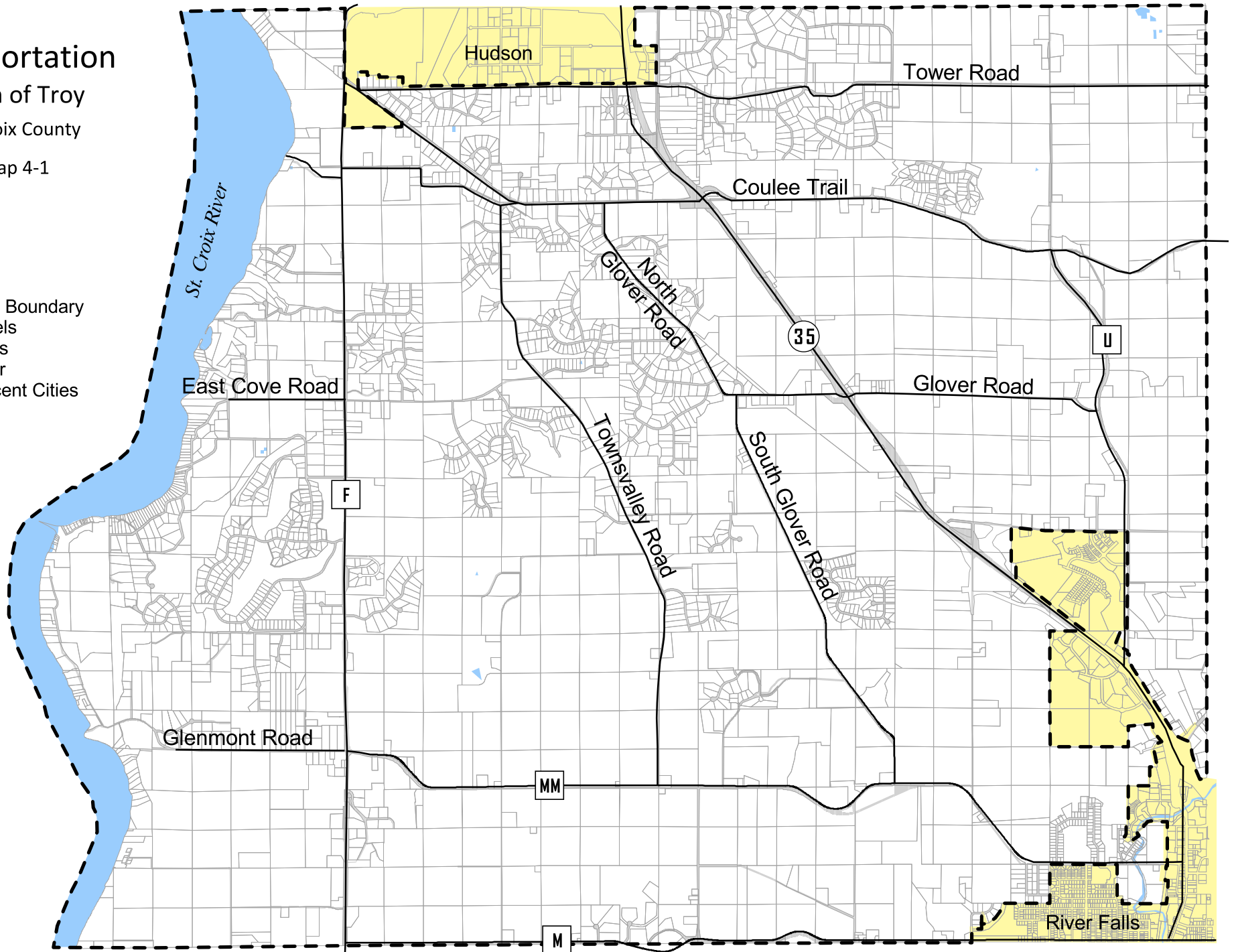
Town of Troy

St. Croix County

Map 4-1

## Legend

-  Town Boundary
-  Parcels
-  Roads
-  Water
-  Adjacent Cities



# Functional Road Class

Town of Troy

St. Croix County

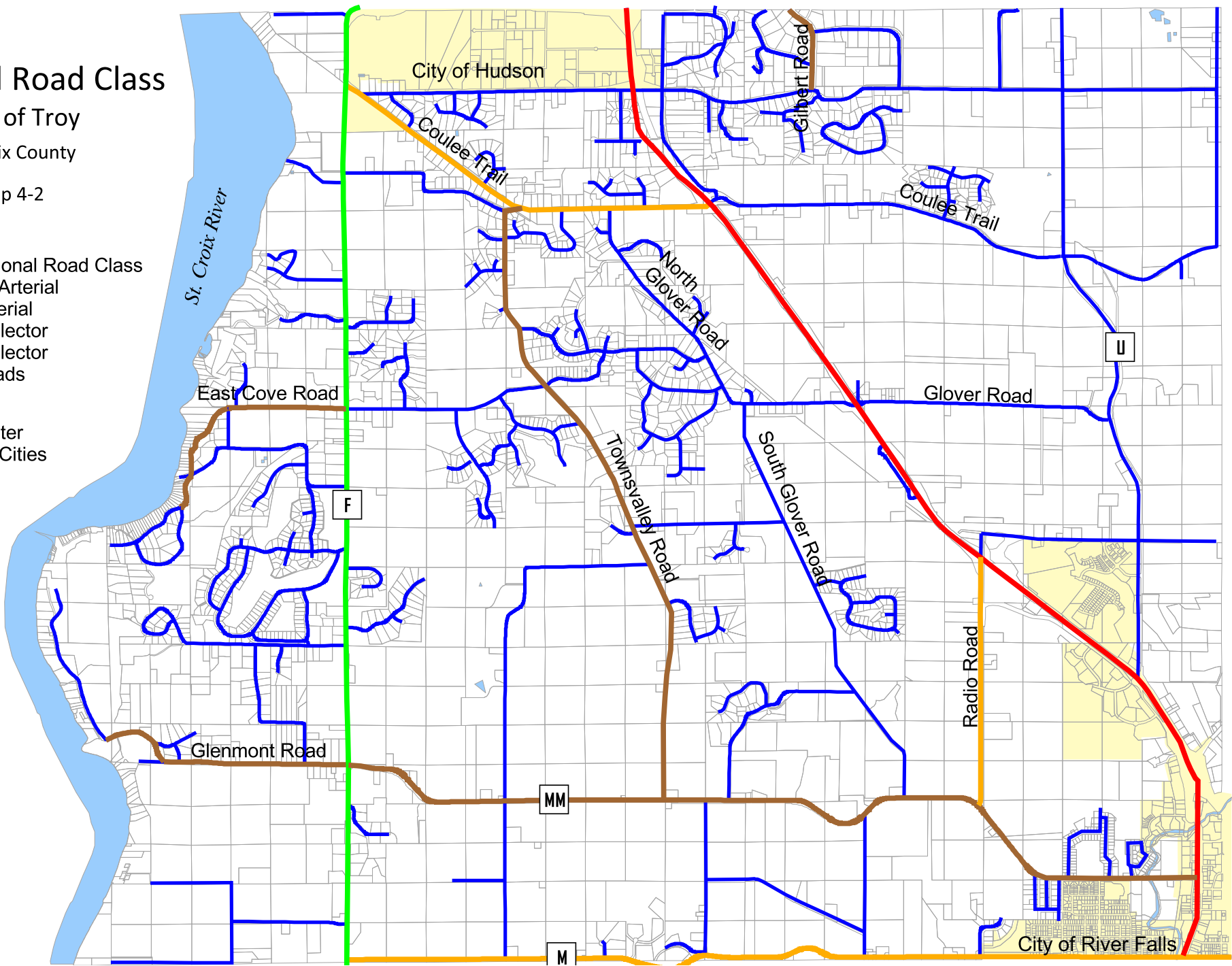
Map 4-2

## Legend

WisDOT Functional Road Class

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Roads

- Parcels
- Open Water
- Adjacent Cities



# Potential Corridors

Town of Troy

St. Croix County

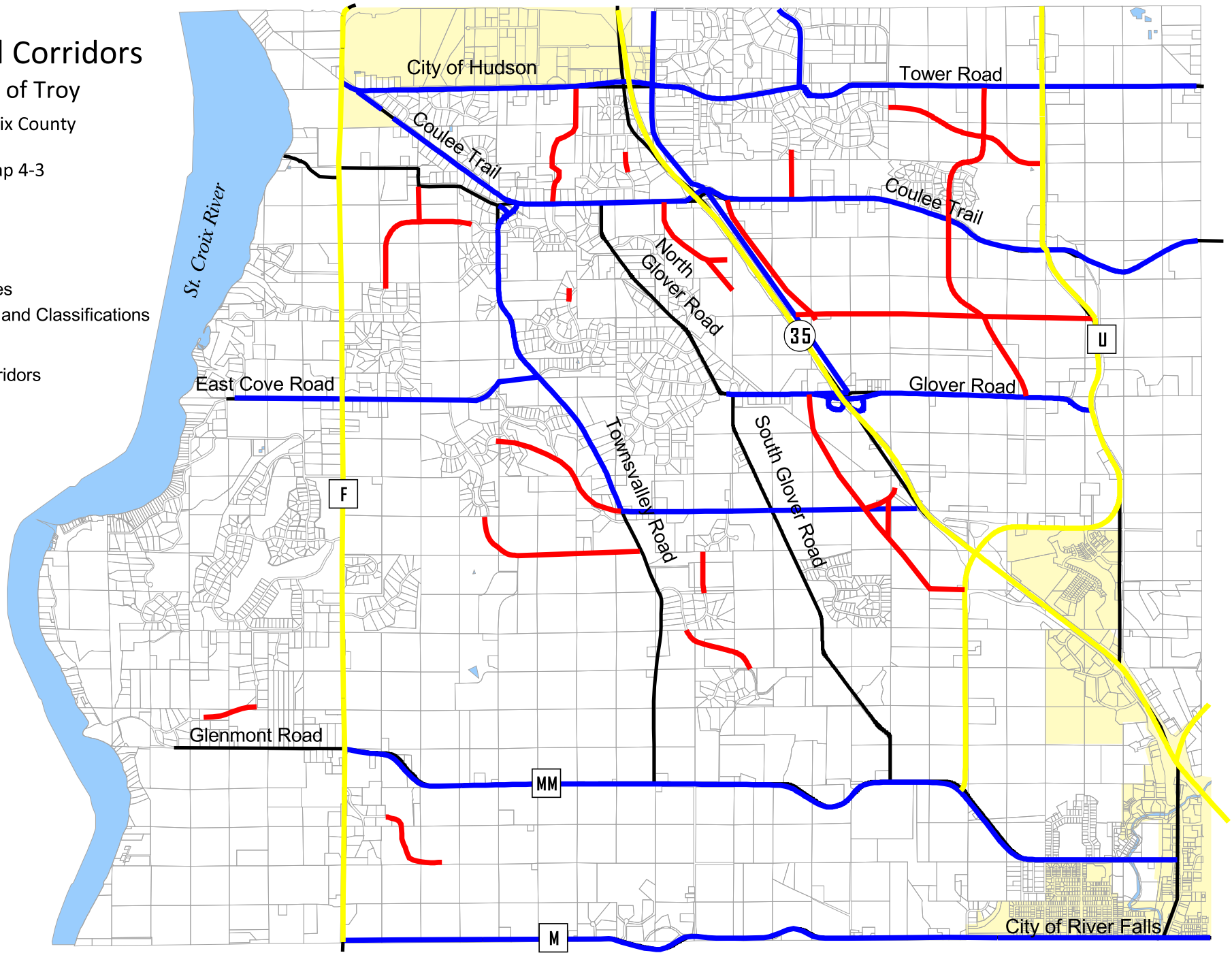
Map 4-3

## Legend

- Parcels
- Open Water
- Adjacent Cities

### Potential Corridors and Classifications

- Arterial
- Collector
- Potential Corridors









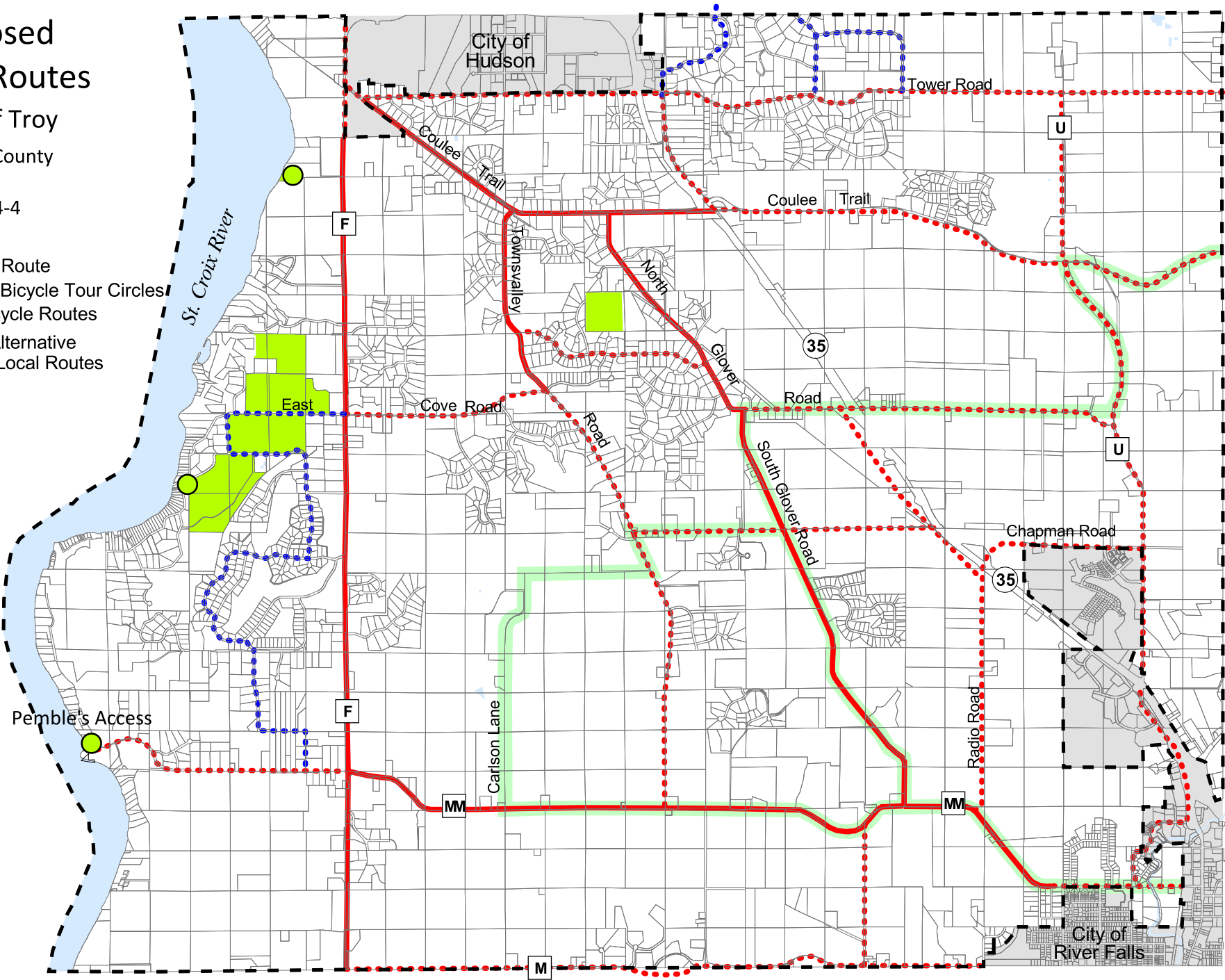
# Proposed Bicycle Routes

Town of Troy

St. Croix County

Map 4-4

-  Existing Bike Route
-  St. Croix Co. Bicycle Tour Circles
-  Proposed Bicycle Routes
-  Example of Alternative Unimproved Local Routes



## **CHAPTER 5**

# **UTILITIES AND COMMUNITY FACILITIES**

### **Introduction**

This chapter is an inventory of existing utilities and community facilities and is an important step when planning for the future. This plan will evaluate the capacities and capabilities of the various facilities within the Town.

### **Local Utilities**

All municipalities have utilities in place to service the local community. In rural areas, some of those utilities are provided on site such as wells, and septic systems and some are provided by the Town. This section discusses what utilities are available and who provides them.

#### **Water Supply**

Currently, the entire water supply is provided through private wells as the Town does not have a municipal water supply. According to the Wisconsin Department of Natural Resources, two-thirds of Wisconsin's drinking water comes from approximately 750,000 private wells. Wells are safe and dependable as long as they are properly sited and built correctly. Private wells must be constructed and reconstructed in accordance with NR 812.

#### **Wastewater Treatment**

With development comes the issue of waste water removal. Because the Town of Troy is not part of a sanitary district, all buildings must have private, on-site sanitary wastewater treatment systems. These systems must comply with the state plumbing code (COMM 25.02). All septic systems must be designed to ensure that systems do not threaten groundwater resources. Moreover, these systems must be properly permitted by St. Croix County and maintained as required by County Ordinance. Soils in the Town vary in terms of their suitability for septic systems.

#### **Solid Waste Disposal**

Solid waste is managed through the Town's Household Waste Disposal and Recycling Center. The Center is located next to the Town storage garage at the intersection of Townsvalley Road and Chinnock Lane. Residents pay a fee when they drop off their household waste and recyclables. Household waste and recyclables are then transported and disposed of by a private hauler. The Center is open Tuesday and Thursday afternoons and Saturday mornings.

Troy has made a number of improvements in the waste disposal and recycling center operations, including increasing the number of available hours, providing supervision of operations and expanding services for recycling and major household items. Troy has supported St. Croix County as the responsible unit for recycling. In return for the Town collecting

recyclables, the County will provide recycling information, education, technical assistance, marketing and necessary ordinances.

The Town residents are also serviced by private commercial waste management companies as well as recycling services. Most of the Town residents use these private services.

### **Power/Transmission Lines/Utility Gas**

Power is provided to the Town of Troy by Xcel Energy of St. Paul, MN via a feeder line in Hudson, St. Croix Electric, and Pierce-Pepin Cooperative Services in Ellsworth.

Xcel also provides gas utility to some of the residents in Troy. However, St. Croix Valley Natural Gas in River Falls provides this utility for most of the residents that use natural gas.

According to the U.S. Census, the number of homes in the Town of Troy using natural gas has increased from 98 in 1990 to 992 in 2010. Utility gas is the most widely used type of heating fuel in the Town. Other common types of heating fuel used include LP gas, electricity and wood.

### **Communication Facilities**

Communication facilities become an important factor when people are considering moving to a rural location. People are becoming more dependent on the need to communicate for both business and personal matters.

#### **Television**

Cable TV access is limited in the Town of Troy. Satellite providers such as Dish Network and Direct TV provide area wide service. Baldwin-Telecom provides multiple TV channels through the Town's new fiber optic network available to all Town residents.

#### **Cellular Towers**

Mobile communication is becoming more and more common everyday throughout the world. The demand for this form of communication is only going to grow and with that comes the need to expand infrastructure.

Currently, a number of existing cellular towers are located in the Town. Troy follows the St. Croix County Tower Ordinance. However, any company interested in constructing a new tower in the Town must seek a recommendation from the Town Board prior to seeking approval from St. Croix County. The Town of Troy is in the process of developing a comprehensive Cellular Tower Ordinance that will come into effect once Troy's Comprehensive Zoning Ordinance is adopted.

#### **Radio**

The Town of Troy is within listening distance of a wide variety of radio stations.

### **Internet**

Internet access in the Town of Troy is available through dial-up, satellite, wireless, DSL and fiber optics. Currently, Baldwin-Telecom provides internet service to over 60% of the residences in the Town of Troy.

In 2010, the Town of Troy and Baldwin-Telecom (BTI) applied for funding under the American Recovery and Reinvestment Act (TARP) to provide a fiber optics network in the Town of Troy. The project was awarded 4.5 million dollars. BTI has successfully installed fiber optic cable available to all current and future Town residents. Fiber optics provides phone, HDTV, and high-speed internet services.

### **Website**

The Town of Troy URL: <http://www.TownofTroy.org>. This website provides valuable information regarding Town Board and Plan Commission agendas and meeting notes. Important information for current and potential residents of the Town is listed such as contact information for members of the Town Board, Plan Commission, and Park Board, an FAQ section regarding permits, and other important information.

### **Newspaper**

Several local and regional newspapers are in circulation in the Town of Troy. The following is a list of those newspapers:

- Hudson Observer (weekly), Hudson, Wisconsin
- River Falls Journal (weekly), River Falls, Wisconsin
- Pioneer Press (daily), St. Paul, Minnesota
- Star Tribune (daily), Minneapolis, Minnesota

The River Falls Journal is the official newspaper for the Town where legal notices are posted.

While the Town of Troy does not have its own newspaper, it periodically sends out a newsletter to local citizens. It provides information related to the Town from the Town Board, Park Board, and the Planning Commission.

### **Postal Service**

The Town of Troy is divided into two Postal Districts. One is 54016 which is the City of Hudson Post Office located in Downtown Hudson on Heggen Street. The other zip code for the Town is 54022 which is River Falls and is located in Downtown River Falls on North 2<sup>nd</sup> Street. Both Post Offices offer full mailing services and are approximately ten miles from each other.

### **Telephone**

AT&T and Baldwin-Telecom provide hard wired phone service throughout the Town. Cell phone usage is gradually replacing hard wired service with many residents relying solely on wireless phone connections.

### **Cellular Phones**

The Town of Troy is within the service area of most major and local area cell phone companies.

### **Community Facilities and Services Plan**

Basic community facilities and services are necessary to the well being of Town residents. The Town cooperates with St. Croix County and the Cities of Hudson and River Falls to provide all residents with the essential services of fire protection, police protection, ambulance and solid waste disposal.

#### **Police Protection**

The County Sheriff patrols the area providing police protection to the residents of the Town of Troy. The Town does have a permissive contract in place with the County giving the County the authority to enforce the Town of Troy Ordinances.

As new households and residents have been added to Troy, concerns about adequate police protection have increased. The Town has a contract for additional police protection from the County Sheriff, especially during weekends and evenings.

Four rangers also offer civil law enforcement support, primarily for the parks, to help keep order in Troy. The Town also contracts with a humane officer for animal control related issues.

#### **Fire Protection**

The residents of Troy are provided fire protection through the Hudson and River Falls Fire Departments. District boundaries are determined by mutual agreement between the Town and those communities that provide fire protection in the area. The Town continues to contribute leadership related to the policies and operations of the providing agencies.

The Cities of River Falls and Hudson are considering adding new fire halls on the north and south boundaries of the Town of Troy. The proposed stations would not greatly improve the response time for most Troy homeowners. Having a fire hall, high capacity well, or other water source located closer to the southwest side of Troy, near CTH F would improve response time and could result in lower insurance rates for both Town of Clifton and Troy residents.

#### **Ambulance Service**

Paramedic level ambulance service is available to Troy residents through Hudson and River Falls. The Town is assessed a fixed cost per year and the user pays a fee for each call. User fees are reduced because of the Town's contribution. Ambulance service is generally good throughout Troy.

### **Town Hall**

The Town Hall is located at the northwest corner of the intersection of Glover Road and STH 35 and was constructed in 2003. The Town Hall is typically used for most governmental functions including Town Board meetings, Planning Commission meetings, Park Board meetings, and elections.

### **Health Care Facilities**

The nearby Cities of Hudson and River Falls each have modern hospitals. The Town, in the future, envisions opportunities for creating medical clinics and other medical support facilities along the S.T.H. 35 corridor. These facilities could augment and support these existing hospitals.

Hudson Hospital in Hudson is located on Stageline Road just off the intersection of Carmichael Road and Interstate 94. The Hudson Campus offers a complete array of primary, specialty and hospital services including inpatient and outpatient care, obstetrics, emergency care and rehabilitation services. Patients receive exceptional hospital and specialty physician care at Hudson Hospital.

The River Falls Area Hospital is located on Division Street on the east side of the City of River Falls and is part of the Allina Hospitals and Clinics Health Care System. The River Falls Area Hospital provides access to hospital services, primary care and specialty clinics, a long-term care facility and a wellness and fitness center. The Hospital also offers cardiovascular care, emergency and surgical services, birth center, home care and hospice services.

### **Child Care Facilities**

There are several licensed day care providers in the Town of Troy. Child care needs are met by local people who will watch and care for children in their homes.

### **Libraries**

The Town of Troy does not have any libraries within the municipality. Both adjacent cities, Hudson and River Falls, offer a wide variety of services through their public libraries and the University of Wisconsin-River Falls has a library located on campus as well. The Hudson Joint Library and River Falls Public Library are linked to the MORE System which is a connected system of libraries in Western Wisconsin sharing resources totaling more than a million items. You can search the online catalog to find materials or find additional information at any of the 32 MORE member libraries. The website to access the MORE System is [www.more.lib.wi.us](http://www.more.lib.wi.us).

### **Schools**

There are no schools located in the Town of Troy. The Town is split between two school districts (*Map 5-1*). Roughly, the north half of the Town is in the Hudson School District and the south half is in the River Falls School District.

The City of Hudson has four elementary schools, E.P. Rock, Willow River, Hudson Prairie, and River Crest as well as a high school and a middle school. St. Patrick Elementary School and Trinity Lutheran School are two private schools in the City of Hudson.

The City of River Falls also has three elementary schools, Greenwood, Rocky Branch, and Westside, Meyer Middle School and the high school. There are also two charter schools, Montessori Academy and Renaissance Academy. In addition to public schools, St. Bridget Catholic School (K-8) and Good Shepherd Christian Academy (K-12) offer private parochial education.

The University of Wisconsin-River Falls has a laboratory farm (Mann Valley Farm) on C.T.H. MM, four miles Northwest of River Falls located in the Town of Troy.

Although the University of Wisconsin-River Falls campus is not located in the Town itself, having the University close by is an added amenity for the residents of the Town.

Chippewa Valley Technical College is also located in the City of River Falls just off the S.T.H. 35 bypass.

### **Parks and Recreation**

The Town of Troy has several recreational areas (*Map 5-2*), three of which provide public access to the St. Croix River, a National Scenic Riverway under the protection of the National Park Service.

Recreational areas owned and maintained by the Town include, Glover Park, a multi use park consisting of 40 acres of land accessed from Glover Road in the southwest corner of Section 9; Cove Boat Ramp, a boat ramp located at the end of South Cove Road where it meets the St. Croix River; and Pemble's Access, a beach on the St. Croix River less than an acre in size located off Glenmont Road at the end of Beach Road.

Other recreational and nature areas located in the Town but not owned & maintained by the Town include: Troy Park, a St. Croix County Park; the Carpenter Nature Center, a private non-profit; and, YMCA Camp St. Croix. Also, numerous developments have their own open areas maintained by their Home Owner's Associations.

The Town's Parks and Recreation Plan was updated in 2013. The Park Board analyzed updated demographic data, population projections, a parkland inventory, evaluated the existing parks, and survey results to plan for the Town's future park & recreation needs. The Town of Troy Park and Recreation Plan includes: recommendations for improvements to existing parks, suggestions for future park locations, and discusses additional biking and walking trails. The Plan is available at the Town Hall or on the Town's website for more specific information.



The Town has a Park Board consisting of seven members of the community including one Town Board member. The Park Board is assigned responsibility for park development, maintenance, administration, and planning. The mission of the Park Board is to plan, acquire, develop and maintain parkland and to provide the citizens of Troy with a park system for the conservation, preservation, and enjoyment of their natural environment and recreational facilities.

## **Goals, Objectives and Policies**

### *Goal 1:*

Protect the groundwater supply in the Town of Troy.

#### *Objectives:*

- Ensure safe drinking water for Troy residents.
- Provide routine testing services for local water.

#### *Policies:*

- Support continued inspection of private septic systems.
- Practice stormwater best management practices.

### *Goal 2:*

Provide high quality community services and facilities at a reasonable cost.

#### *Objectives:*

- Seek cost effective solutions to community facility needs.

#### *Policies:*

- Continue to explore ways of sharing services with the Cities of Hudson and River Falls and St. Croix County.
- Pursue grants and volunteerism to offset costs of utilities and community facilities.
- Continue to look at ways to improve communication facilities.

### *Goal 3:*

Provide, maintain, and improve the Town of Troy's recreational opportunities.

#### *Objectives:*

- Offer opportunities for residents to enjoy a higher quality of life.

#### *Policies:*

- Utilize the Town's Parks and Recreation Plan as the main planning guide for park and trail improvements.
- Continue to expand the network of bike trails and walking paths.

*Adopted May 22, 2014*

- Utilize innovative funding mechanisms to expand park service to meet population growth requirements and coordinate the existing park system with parks in new and future developments.

# School Districts

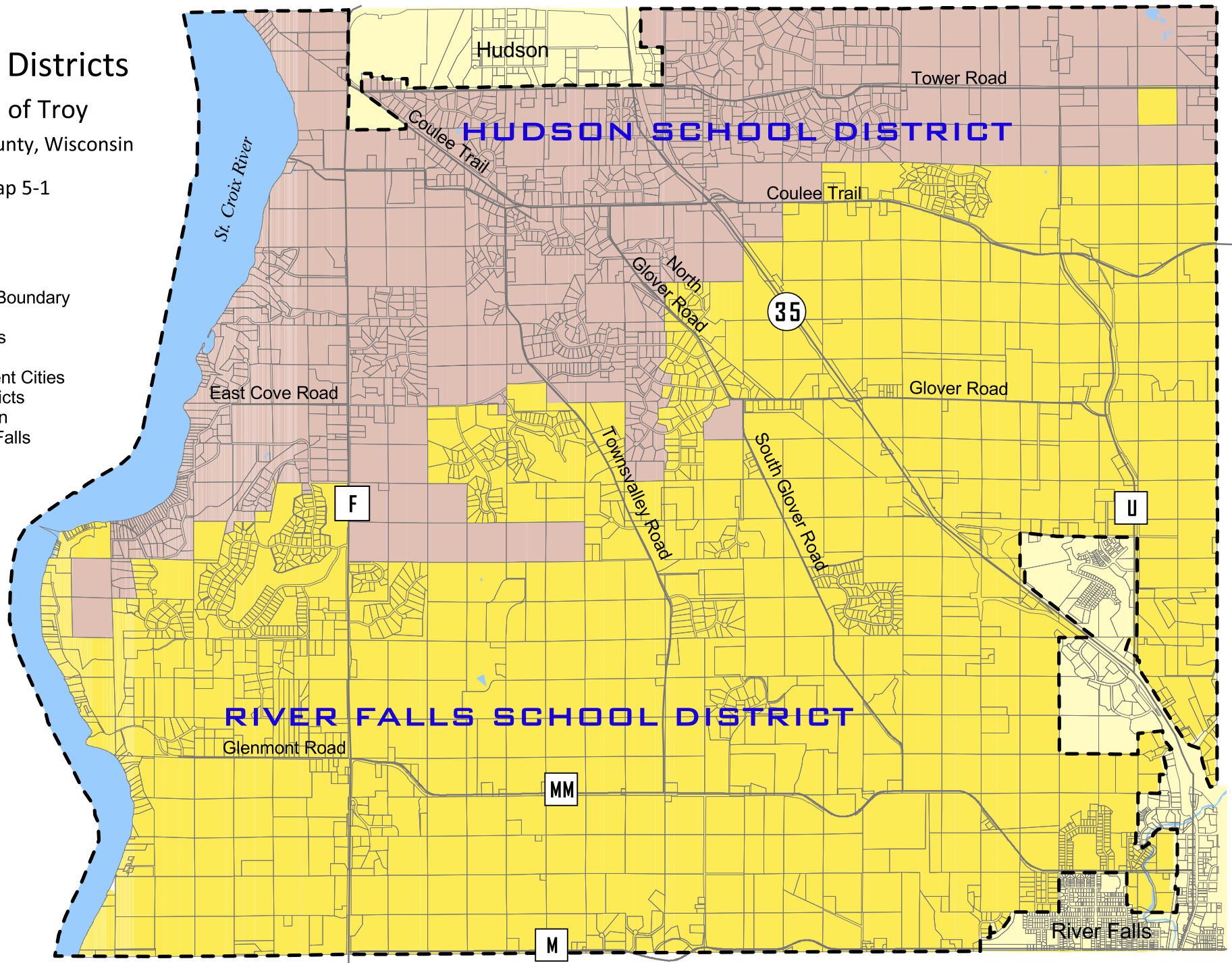
Town of Troy

St. Croix County, Wisconsin

Map 5-1

## Legend

- Town Boundary
- Roads
- Parcels
- Water
- Adjacent Cities
- School Districts
- Hudson
- River Falls



# Parks & Recreation

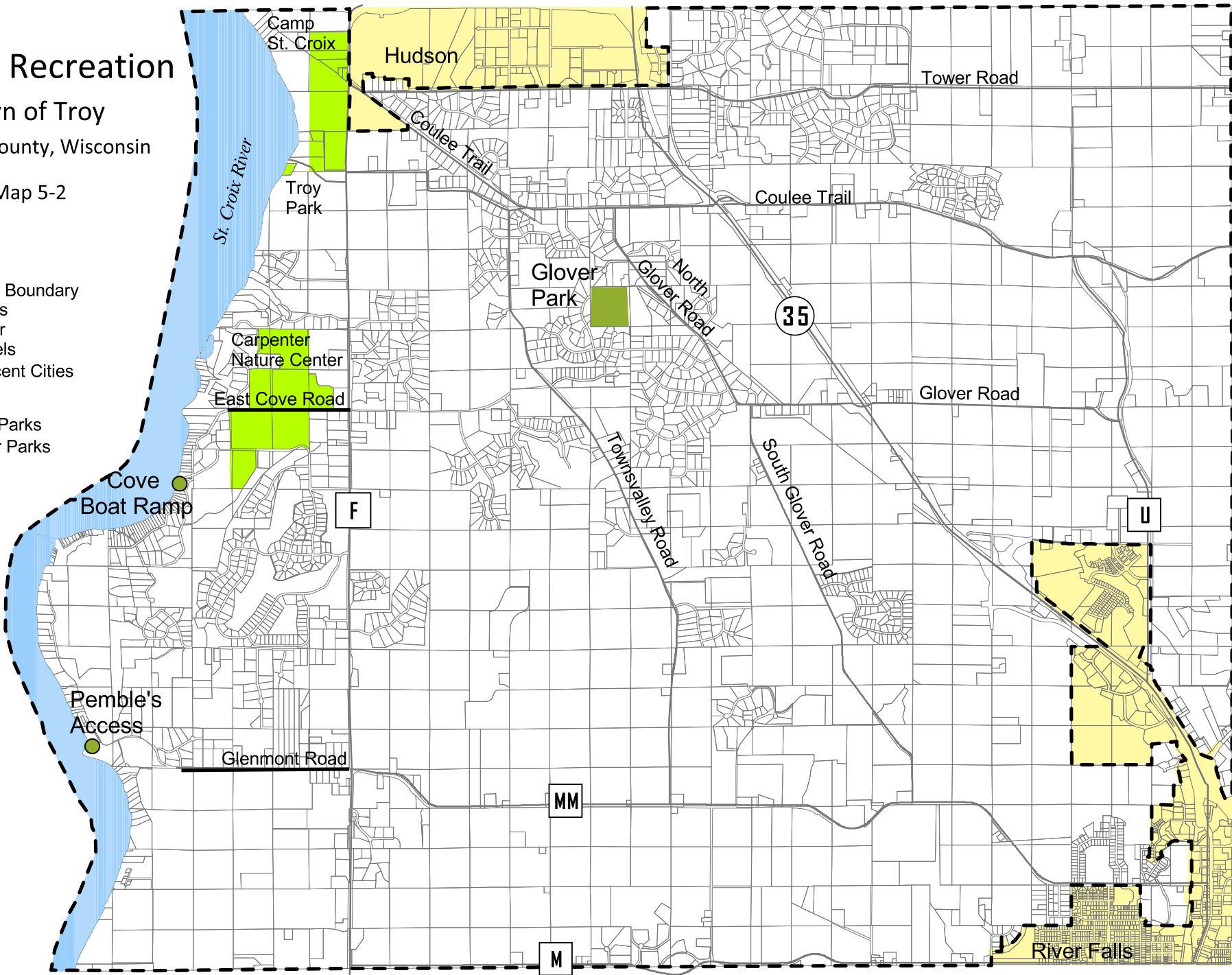
## Town of Troy

St. Croix County, Wisconsin

Map 5-2

### Legend

- Town Boundary
- Roads
- Water
- Parcels
- Adjacent Cities
- Parks
  - Troy Parks
  - Other Parks



0 2500 5000 7500 Feet

Source: Town of Troy

## CHAPTER 6 LAND USE

### Introduction

The regulation of land use is central to the Town's Comprehensive Plan. The Town's Subdivision Ordinance and proposed Comprehensive Zoning Code are designed to reinforce the commitment of the Town in permanently preserving farmland and open spaces through the successful Transfer of Development Rights program.

### Existing Land Uses

Map 6-1 shows the activity currently occurring on land within the Town of Troy. The Existing Land Use map is used to see how land has been developed over time.

The land use activity descriptions are:

**Residential:** Land with existing or platted residential development.

**Agricultural:** Land used primarily for agricultural practices.

**Commercial:** Areas where commercial development exists.

**Institutional:** Areas where public or tax exempt institutions exist.

**Parks/Natural Areas:** Areas set aside for Town or neighborhood parks, natural areas, and private conservation areas such as golf courses.

The Existing Land Use map shows use activities based on property tax records. The existing residential land use also includes the conservation easements and open space that are considered part of the subdivision. The map also identifies sending and receiving areas for the Town's Transfer of Development Rights (TDR) program.

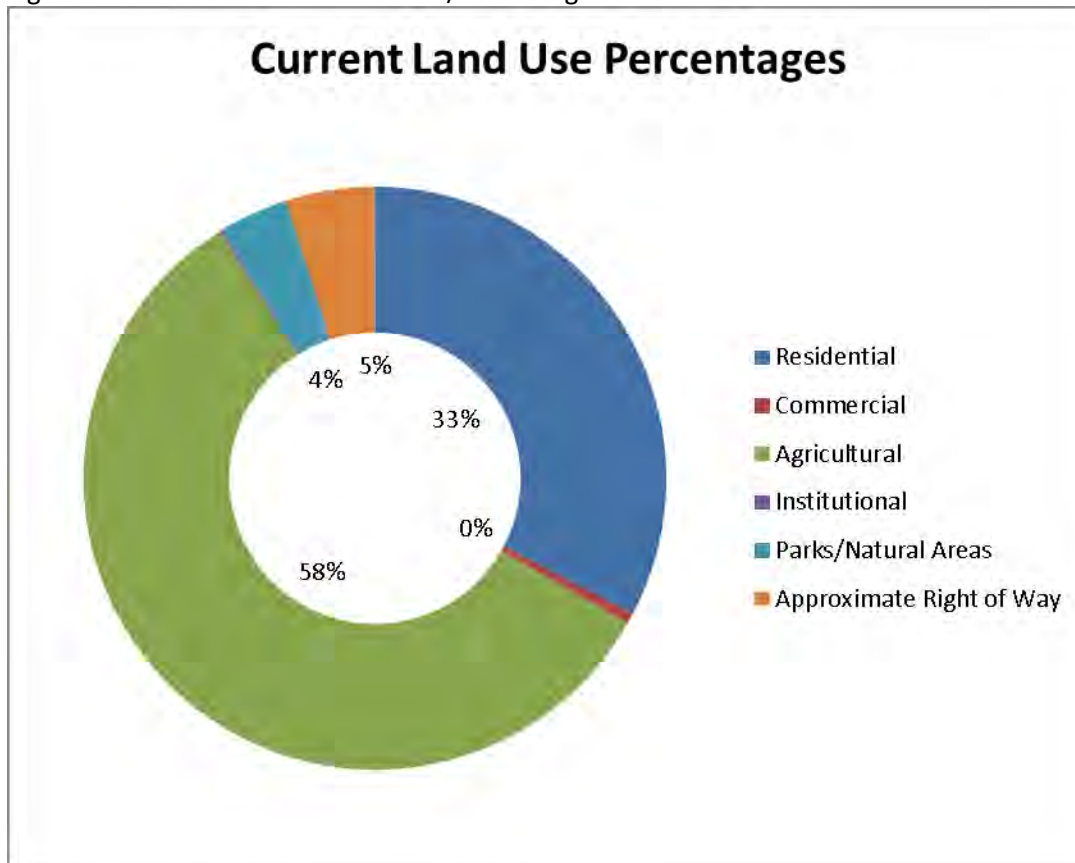
The Existing Land Use map helps make future land use projections and build-out calculations possible. Table 6-1 and Figure 6-1 show that almost 58% of the land area in Troy is used for agriculture and 33% is used for residential development.

Table 6-1 - Current Land Use Classes/Acreage

Current Land Use	Acreage	Percent of Total
Residential	7,818	32.8%
Commercial	143	0.6%
Institutional	47	0.2%
Agricultural	13,703	57.7%
Parks/Natural Areas	866	3.6%
Approximate Right of Way	1,223	5.1%
Total	23,800	100.0%

Source: St. Croix County Parcel Mapping, Cedar Corporation

Figure 6-1 - Current Land Use Classes/Percentages



Source: Cedar Corporation

### Current Land Use Regulations

The Town of Troy has adopted regulations that shape land use. The core regulations are:

1. St. Croix County Zoning
2. Farmland and Open Space Preservation (Transfer of Development Rights)
3. Lower St. Croix Riverway Zoning
4. Subdivision of Land

In order to continue to guide desirable land use patterns, protect farmland and open space, and maintain the uniqueness of Troy, the Town is developing its own Comprehensive Zoning Code. In creating a new zoning code, the Town is exploring zoning categories that address:

1. Land used exclusively for agricultural purposes.
2. Preservation of conservancy areas including public and private parks.
3. Multiple types of commercial development including a Town Center.
4. Industrial development.
5. Multiple types of residential development.
6. Overlay districts.

The Town is also considering the following:

1. Creating an overlay zoning district where land would be identified as land eligible to be zoned commercial in the future. This process for allowing this designation would be less arduous than the process for actual rezoning of land for commercial use.
2. Requiring commercial rezoning requests to include full details of the use, construction, open space and other applicable information.
3. Integrating the Town's Transfer of Development Rights Program into the hard surface area allowed in any commercial or industrial zoned development.
4. Continuing the Riverway District as an overlay district.

### **Future Land Uses**

The Future Land Use map shows land use as described by the St. Croix County zoning map as of October 1, 2013 (*see Map 6-2*). It also shows the general area proposed for inclusion in the Land Eligible for Commercial Rezoning overlay. It is anticipated that future land use patterns will generally follow the current zoning with some exceptions.

### **Residential Land Use**

Residential land use is currently the second largest use of land in Troy. Residential land will increase and will become the largest percent of land use in the future. As land is developed for houses, fewer acres of agricultural land will remain. Agricultural land should be approximately 29% of the total land area at build-out.

The Town of Troy can expect approximately 2,970 additional housing units at total build-out (1,130 new housing units over the next 20 years). Based on the current number of people per household (2.86) this would result in an additional 8,494 people. The total population of Troy at maximum build-out would likely be about 13,500. We estimate that 360 homes would come from existing subdivision inventory, 260 from undeveloped ag-res zoned land and 2,350 from TDR programs on exclusive-Ag land.

### **Residential-Agriculture Land Use**

Residential-Agriculture is the future predominate land use category. The Town's TDR program regulates density and encourages the conservation of land. Generally, most major subdivision developers, in order to increase their profit, have purchased and transferred the maximum number of development rights allowed, thus, permanently protecting 4.2 acres of prime farmland for every additional lot they were allowed to create. Further, they create, on average 1½ acres of protected open space for each lot created.

Because hilly and forested areas can receive development rights, the Town prefers that new residential development will be directed towards those areas. These areas have been previously identified in the Agricultural, Cultural, and Natural Resources Chapter (Map 2-2 and 2-8). Ideally, the flat productive farm areas of the Town will be preserved for agriculture to the extent possible.



### **Agricultural Land Use**

The Town of Troy is known for having some of the best soil in the nation for agriculture. Because of the importance of this fertile land, the Town has established the TDR program so individual land owners can decide which land they would like to preserve and which lands they would prefer to develop. Currently, agricultural land use makes up 58% of the total land in the Town. That number is rapidly changing as development pressure increases. With new development comes the opportunity for an economic incentive to preserve prime farmland through the TDR Program.

### **Commercial Land Use**

The Town of Troy presently has some commercial land use spread throughout the Town. There are 143 acres of Commercial land use in the Town of Troy making up less than 1% of the total land use.

The Town expects that the new Radio Road/S.T.H. 35 interchange and S.T.H. 35 corridor to the north will create pressure for future commercial development in this area. This is the area where commercial development pressure is expected and planned for and is the area that will be identified on the future official zoning map as Land Eligible for Commercial Rezoning (LECR). The Town believes that future commercial development should be located in this area. The Town will identify land contiguous to S.T.H. 35 as an area eligible for future commercial rezoning.

### **Institutional Land Use**

Institutional uses include university land, public resources, schools, and churches within the Town. Institutional uses occupy just over 3% of the community. Camp St. Croix, University of Wisconsin-River Falls Experimental Farm, and the Town Hall are the three largest uses. Other uses include a church and public utility towers.

### **Parks/Natural Areas Land Use**

Open space is a desirable amenity for residents in rural areas. The Town of Troy has three parks and recreational facilities and requires subdivisions to provide open space. The Open Acres under the Town of Troy Subdivision Ordinance are protected by conservation easements and allow for walking paths, nature trails, wildlife habitat, forests, prairies, parks, farmland, farmland buffers, and other similar undeveloped uses. In addition, there is a large tract of land set aside as the Carpenter Nature Center. For the purposes of this chapter, the two golf courses are included in this section.

Parks/Natural Areas occupy 3.6% of the land. Most of this land – 291 acres is part of the Carpenter Nature Center. Town parks make up 44 acres. This number will continue to rise as more parks are established but the future land use map does not depict future parks because exact locations will be decided as future developments dictates.

## Land Use Acreage Needs

Table 6-2 shows land acreage needs over the next 20 years to accommodate projected residential, commercial, and industrial growth. It also shows how development will affect existing agricultural land.

Table 6-2 - Future Land Use Needs: Cumulative Acres

Future Land Use Acreage	2014	2020	2025	2030	2035	Change (2014- 2035)	% Change
Residential	7,790	8,390	9,110	9,950	10,930	3,140	40%
Commercial	140	210	280	350	420	280	200%
Industrial	0	0	0	0	0	0	0%
Agriculture	13,770	12,960	11,960	10,770	9,370	-4,400	-32%
Permanently Preserved Ag Land	1,589	2,089	2,699	2,899	3,119	1,530	96%

Source: Cedar Corporation

Between 2014 and 2035 the Town will require approximately 3,140 acres of land to accommodate projected residential growth. The acreage was calculated by taking the projected number of future households for each five year increment and subtracting 75 households. The 75 households represent the total number of vacant lots in the Town spread out over a 20-year period. The final number of households was multiplied by 4.2 acres to arrive at the additional acreage needed.

It is projected that there will be 280 additional acres for future commercial growth. This was calculated by assuming 25% commercial development in the LECR area. The LECR area encompasses approximately 1,120 acres.

Industrial growth is not anticipated over the next 20 years in the Town of Troy.

It is assumed that agricultural land will be converted for future residential and commercial growth. Therefore, the amount of land used for agricultural purposes will be reduced by 4,400 acres.

It should be noted that, although the amount agricultural land in the Town of Troy will be reduced because of future residential and commercial development, the Transfer of Development Rights (TDR) program will place approximately 1,530 acres of agricultural land under conservation easements as a condition of that development (*Table 6-2*). This will be in addition to the approximately 1,600 acres of farmland currently placed under conservation easement as part of the TDR program.

## **Goals, Objectives, and Policies**

### *Goal 1:*

Encourage development in appropriate areas.

### *Objectives:*

- Coordinate future road corridors to support planned development.
- Permanently protect the best farmable land.
- Preserve steep slopes, wetlands, and other environmental corridors.
- Maintain the land use plan and implement a zoning ordinance to further define future land use.

### *Policies:*

- Consult the Future Road Map in the Transportation Plan when new development is considered.
- Continue to implement the TDR Program.
- Protect the environmental resources of the town through easements and conservancy areas.
- Maintain existing subdivision ordinance.
- Develop and maintain Comprehensive Zoning Code.

### *Goal 2:*

Continue long-range planning and intergovernmental cooperation regarding land use issues.

### *Objectives:*

- Avoid land use conflicts.
- Work cooperatively and effectively with neighboring communities.

### *Policies:*

- Continue to update the Land Use Chapter.
- Work towards developing cooperative boundary agreements with adjacent municipalities.

### *Goal 3:*

Manage commercial development in limited areas to address pressure along the S.T.H. 35 corridor, north of the City of River Falls to the border with the City of Hudson.

### *Objectives:*

- Encourage commercial design that fits the rural nature of the community.
- Avoid land use conflicts.
- Work cooperatively and effectively with neighboring communities.

### *Policies:*

- Explore options to assume zoning authority for the Town.

*Adopted May 22, 2014*

- Explore a variety of options that protect the land management vision of the Town.

# Existing Land Use

## Town of Troy

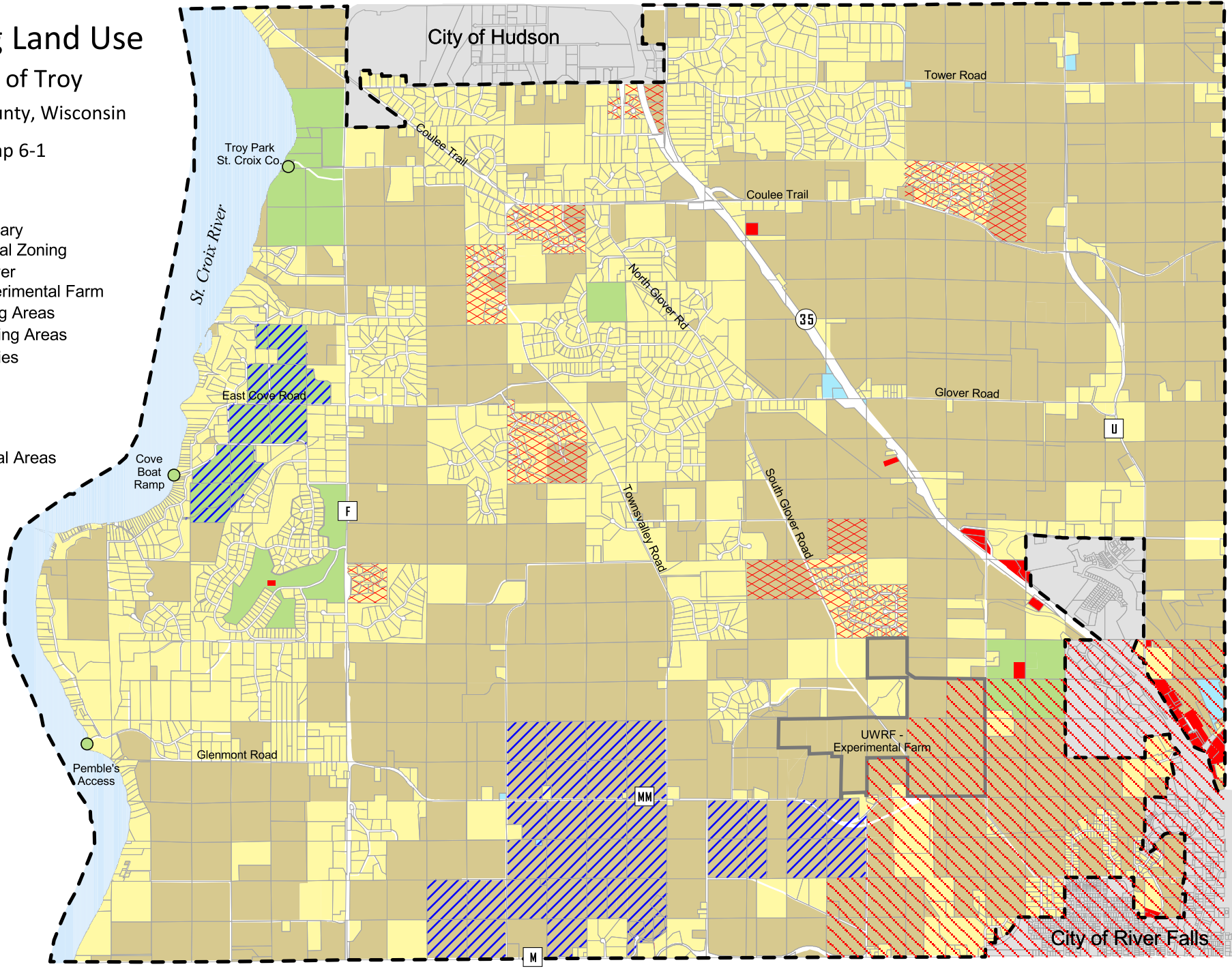
St. Croix County, Wisconsin

Map 6-1

### LEGEND

- Town Boundary
- Extraterritorial Zoning
- St. Croix River
- UWRF-Experimental Farm
- TDR Sending Areas
- TDR Receiving Areas
- Adjacent Cities

- Existing Land Use
- Agriculture
  - Institutional
  - Parks/Natural Areas
  - Commercial
  - Residential



0 2500 5000 7500 Feet

Source: Town of Troy and Cedar Corporation

# Generalized Future Land Use

## Town of Troy

St. Croix County, Wisconsin

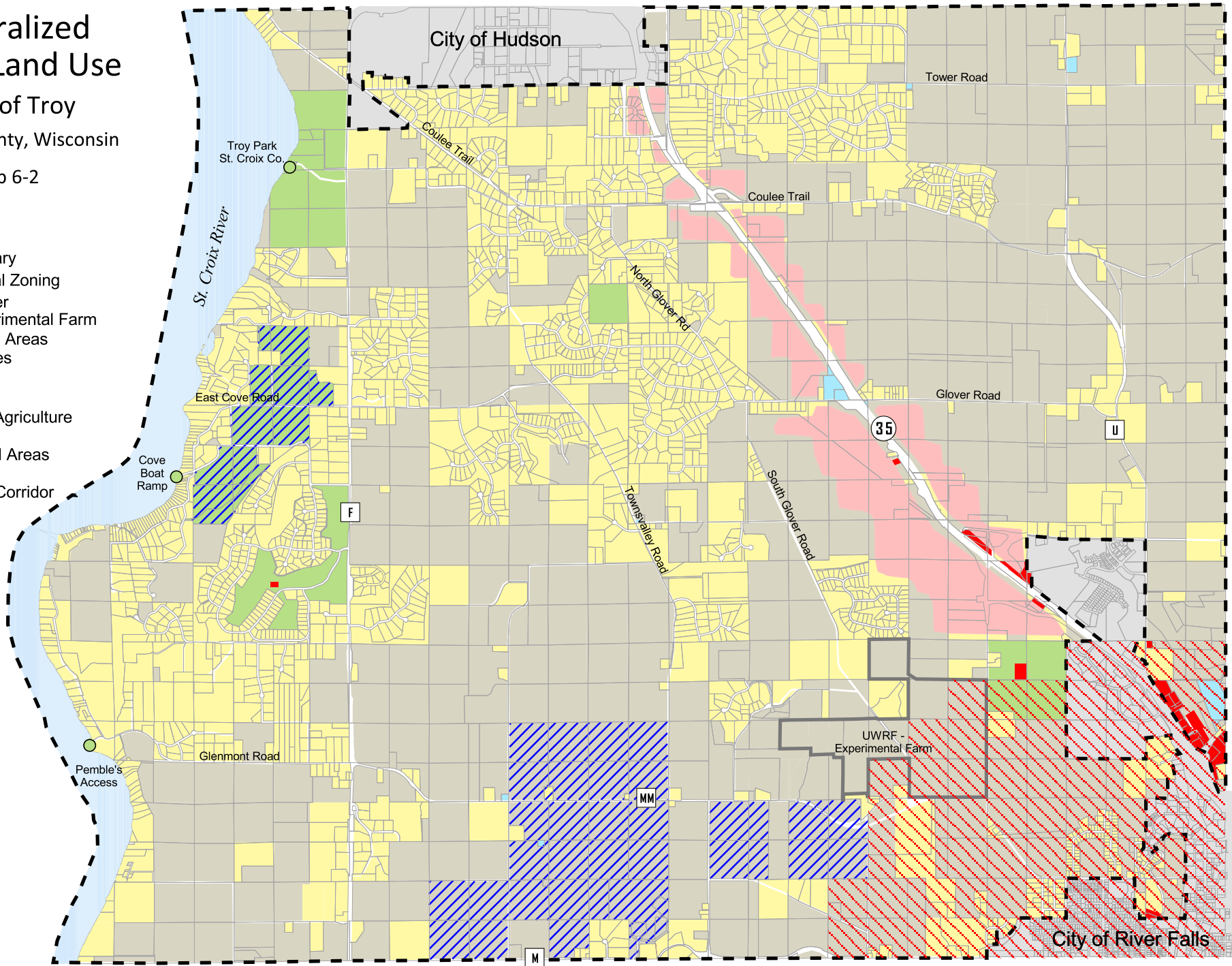
Map 6-2

### LEGEND

- Town Boundary
- Extraterritorial Zoning
- St. Croix River
- UWRF-Experimental Farm
- TDR Sending Areas
- Adjacent Cities

### Future Land Use

- Residential- Agriculture
- Institutional
- Parks/Natural Areas
- Commercial
- Commercial Corridor
- Residential



Notes: The TDR Sending Areas and related conservation easements are as of 3/2014. There will be additional Sending Areas as agricultural land is developed.



## **CHAPTER 7 ECONOMIC DEVELOPMENT**

### **Introduction**

Economic development is an important aspect of a healthy community. Because of the Town's desire to allow for reasonable development while maintaining a rural character, there are specific areas in the Town that are being looked at for manufacturing and commercial business. It will be important to the Town to develop its own central commercial core in order to provide employment and shopping opportunities while creating a sense of place.

Two large industrial parks, one in the City of Hudson to the north and one in the City of River Falls to the south, are adjacent to the Town of Troy. Commercial and business areas are also located in the Town and adjacent to the City of River Falls. Retail facilities in the two adjacent cities allow for residents to shop and work close to their homes.

This section examines various economic factors that have implications for comprehensive planning in the Town of Troy.

### **Labor Force**

A strong economy requires a viable labor force. Statistics for the local labor force were illustrated in the Issues and Opportunities Chapter. Below are some of the relevant statistics from that chapter that pertain to economic development.

- Labor force participation rate is based on the number of residents who are 16 years or older that are employed. The Town of Troy's labor force participation rate is 73% (3,700 persons over 16 and 2,674 persons in the work force). That is slightly less than the participation rate in St. Croix County (75%) but higher than Wisconsin (68%).
- The mean travel time for Town of Troy Residents to drive to work is 21.1 minutes. This would generally mean that most residents commute and work outside of the Town of Troy.
- The largest percentage of Town residents were employed in management, professional, and related occupations (47%).
- The 2012 median household income was higher in the Town of Troy (\$111,326) than in both St. Croix County (\$68,139) and Wisconsin (\$52,627).
- Nearly 84% of the Town of Troy residents 25 years or older have some college or higher level of education.
- Housing and living standards are high in the Town and those wanting to live here will most likely need to have a high paying job.

## **Future Economic Development**

The Town of Troy is surrounded by viable business and commercial areas. The Town expects to adopt a Comprehensive Zoning Code that will set the standard for how future commercial and business development will be brought into the Town.

This zoning code will address the increasing pressure for permitting commercial development along the Highway 35 corridor. There is an opportunity to guide and regulate commercial development along the State Highway 35 corridor. The Comprehensive Zoning Code will address this issue and will guide appropriate future development. The Town expects to adopt the code by the fall of 2014.

## **Goals, Objectives and Policies**

### *Goal 1:*

Accommodate commercial businesses that establish facilities, and have activities, that are compatible with the Town's development goals.

### *Objectives:*

- Preserve the rural atmosphere of the Town of Troy.
- Discourage spot commercial development throughout the Town.
- Encourage mixed-use commercial areas.
- Identify areas that are appropriate for commercial land use.

### *Policies:*

- Restrict new business and commerce to areas along the State Highway 35 corridor.
- Develop and implement a Comprehensive Zoning Code to control commercial and other types of development within the Town.

## **CHAPTER 8**

# **INTERGOVERNMENTAL COOPERATION**

### **Introduction**

It is essential to focus on the actual Town of Troy as the prime planning area. It is also important to consider the planning objectives of St. Croix County, City of River Falls, the City of Hudson, and other jurisdictions as they relate to land use, transportation, housing, economic development, agricultural, cultural and natural resources, and utilities and community facilities. This chapter is intended to emphasize the desirability of communication and cooperation.

### **Units of Government Influence on Troy**

The Town of Troy is surrounded by a number of municipal units of government. The following is a list of towns and cities that border the Town of Troy and the various plans those units of government may have or are working on:

#### **St. Croix County**

- Town of Hudson
  - Comprehensive Plan
- Town of Kinnickinnic
  - Comprehensive Plan
- City of Hudson
  - Comprehensive Plan
  - Parks and Outdoor Recreation Plan
  - Hudson Area Sewer Service Plan for 2020

#### **Pierce County**

- Town of Clifton
  - Comprehensive Plan
- Town of River Falls
  - Comprehensive Plan
  - Parks and Recreation Plan
- City of River Falls
  - Comprehensive Plan
  - Comprehensive Parks and Recreation Plan
  - Sewer Service Area Water Quality Management Plan

### **School Districts**

The Town of Troy is located in both the River Falls and Hudson School Districts. Each school district is discussed in more details in this Comprehensive Plan in the Utility and Community Facilities Chapter. In 2007 the Town of Troy agreed to the annexation of 18 acres of land, by the City of Hudson, on the Town's Northwest boundary. In 2008 the Hudson School District opened, River Crest, a new elementary school on this property.

### **County and Regional Government Units**

- St. Croix County
- West Central Wisconsin Regional Planning Commission

St. Croix County has a number of plans that may have an influence on future growth in the Town of Troy. The following is a list of the various plans developed by St. Croix County:

- St. Croix County Comprehensive Plan
  - This Plan provides a guide for future development in St. Croix County.
- St. Croix County Outdoor Recreation Plan
  - This Plan is intended to serve as a guide for the development of parks and recreational opportunities.
- Parks and Recreation Bicycle and Pedestrian Plan
  - The purpose of this Plan is to promote bicycle and pedestrian infrastructure planning and development.

### **State Agencies**

- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation

The Wisconsin DNR is often the regulatory agency that is responsible for the protection and sustained management of woodlands, waterways, animal habitat and other natural resources. The Town works in close collaboration with the DNR to ensure that the Town's Scenic Riverway Ordinance is in compliance with NR 118.

The Wisconsin Department of Transportation (WDOT) is responsible for maintaining and improving State Highway 35, the main potential commercial growth corridor in the Town. In 2006 the Town and WDOT signed a Memorandum of Understanding for the STH 35 corridor. The Town and WDOT are working on a plan for future interior roads and a half interchange at Glover Road to accommodate limited access to STH 35. Continued cooperation and communication between the Town of Troy and the WDOT is extremely important as the Town develops.

### **Existing Town Plans**

Besides the Comprehensive Plan, the Town of Troy has developed and adopted other planning tools. Some of these resources are referenced throughout this Plan and will continue to be updated on a regular basis. Updating these plans is an important aspect of this Comprehensive Plan. The following is a list of plans for the Town of Troy:

- A 2014 revision of the 2008 Town of Troy Comprehensive Plan.
- A revision of the Town's Subdivision Ordinance, including future provisions for commercial development and application of the Town TDR program to this commercial development. (This ordinance focuses on cluster development and the conservation of farmland/open-space, which is supported by a market driven TDR program.)
- Transportation Plan (Currently being updated.)
- Parks and Recreation Plan (Last updated in 2013.)

These Plans have been developed by the residents of Troy to assist in planning the future growth of the Town. Some policies in this Plan are to maintain and update these plans as necessary.

### **Current Agreements**

The Town of Troy is part of the Hudson and River Falls School Districts. The Town of Troy does have some existing agreements with the adjacent municipalities. Two of these agreements include having the Town receive fire and ambulance service from both cities.

The residents of Troy are provided fire protection through the Hudson and River Falls Fire Departments. District boundaries are determined by mutual agreement between the Town and those companies that provide fire protection in the area. Overall level of service for fire protection is good. Troy is assessed a fixed cost each year from each municipality. In addition, the Town contributes to capital costs for equipment in River Falls (River Falls Rural Fire Department) and a charge is levied per call on the user. There are, however, no stations or resources located on the southwest side of Town to serve the existing built-up areas. Therefore, the Town will continue to seek ways to maintain and increase its influence on the policies and operations of the providing agencies.

Ambulance service is available to Troy residents through Hudson and River Falls. The Town is assessed a fixed cost per year (based on number of residents) and the user pays a fee for each call. User fees are reduced because of the Town's contribution. Ambulance service is generally good throughout Troy.

### **Future Cooperative Opportunities**

Being bordered by a City on the North (Hudson) and the South (River Falls) the Town falls within the extraterritorial authority of both cities.

The Town strives for harmonious relationships with both Cities and generally has a working relationship with the City of Hudson. The Town may develop cooperative boundary agreements with both cities.

Town representatives meet on a quarterly basis with Town of St. Joseph, Town of Hudson, City of Hudson, Village of North Hudson, the Hudson School District and St. Croix County to discuss issues of mutual concern.

### **Benefits to Agreements**

The Town of Troy has much to gain by being actively involved in intergovernmental cooperation. Some of the benefits are cost savings, consistency, reduction in litigation, addressing regional issues, and shared services.

### **Possible Conflicts**

In 2000 the Town began a six year planning process with the City of River Falls to develop a Cooperative Boundary Plan. After six years of collaborative effort the City rejected a cooperative boundary agreement, causing a major setback in the planning process for both the Town of Troy and the City of River Falls. The City has

since imposed a one home per 35 acre density that stretches far into the Town of Troy.

### **Goals, Objectives and Policies**

#### *Goal 1:*

Encourage adjacent government units to work together to achieve the goals of this Comprehensive Plan.

#### *Objectives:*

- Share services when it is possible and feasible for both the Town of Troy and neighboring municipalities.
- Establish agreements with adjacent municipalities that will benefit all parties involved.
- Encourage adjacent government units to adopt and implement consistent development standards, policies and review practices.

#### *Policies:*

- Promote open communication with adjacent government units.
- Develop a cooperative Park Plan among the neighboring municipalities in order to get the most efficient use out of the existing facilities.
- Update and maintain Town of Troy website.
- Work with St. Croix County to adopt a comprehensive zoning ordinance.



## **CHAPTER 9 IMPLEMENTATION**

### **Introduction**

The development and adoption of a Comprehensive Plan becomes meaningful only if the plan is implemented. It is best used as a guide for future decisions and kept current with new information. The plan can be used to guide the Town's development, zoning, subdivision regulations and intergovernmental relations.

The Implementation Chapter explores the various tools the Town has at its disposal, including regulatory, financial, and planning, that may be used to initiate the policies created within this plan.

### ***Available Implementation Tools***

#### ***Regulatory Tools***

##### **Zoning**

The zoning code controls the use of the land and directs growth in appropriate areas. The goals, objectives, and policies of this plan should guide decisions for rezonings, special exceptions, and variances. The Town, in 2013, elected not to opt into the newly revised St. Croix County Zoning Code and intends to adopt and implement its own Comprehensive Zoning Code by fall of 2014.

##### **Subdivision Ordinance**

Developments that create new parcels in Troy are subject to both Town and County subdivision regulations. Therefore, the review of subdivisions by the Town and County should include a comparison of the proposed subdivision to the goals, objectives and policies of the plan. Intergovernmental cooperation to simplify subdivision regulation review is recommended.

Based on the work of the Town Farmland Preservation Committee, including a Town Survey with nearly 400 families responding and numerous public hearings, the Town Board amended its subdivision regulations in 1999. Lands zoned Agricultural as of July 1, 1999, will be allowed to rezone and subdivide for cluster and rural subdivision purposes. The landowner must provide a Whole Farm Plan developed with cluster residential design and/or large lot farmettes, with a portion of the best farmable land protected in perpetuity with a conservation easement. These programs will accomplish several goals and objectives of this plan, respond to growing development pressures, and provide greater equity to agricultural landowners in Troy. The Town's Transfer of Development Rights (TDR) Program preserve the best farmland and open space while allowing development in higher density areas that are better suited for development.

### **Town Code**

The Town of Troy last codified their Code in June of 2004. This code covers a wide variety of regulations to help protect Town residents. The Town is regularly adding new ordinances as the need arises. The current code should undergo a review after the Comprehensive Zoning Code is adopted. Where possible, the update should incorporate policies of this plan.

### **Floodplain Ordinance**

The St. Croix County Floodplain Ordinance controls the use of land within a floodplain. This ordinance is used to minimize expenditures for flood control projects, business interruptions, and damage to buildings and public facilities. Goals and policies of this plan must be in compliance with this ordinance.

### **Site Plan Review**

The Town currently uses a site plan review process to assist applicants and ensure compliance with the subdivision ordinance, riverway ordinances, and to review requests for County zoning action within the Town. The process should be reviewed to determine if it meets the goals and policies of this plan.

### **Uniform Dwelling Code**

The Town has adopted the Uniform Dwelling Code to control the construction of buildings. The code is put in place so that newly constructed and remodeled buildings conform to state building, plumbing, and electrical codes. Housing codes may be enacted to prevent housing from becoming dilapidated and blighted and to implement policies from Chapter 3 (Housing).

### **Official Map Ordinance**

The official map is a legal document which shows existing and future streets, rights-of-way, parks, school sites, and other public facilities. It ensures that future development does not infringe on planned streets and public facilities. This tool is a way to implement policies from the Transportation Element (Chapter 4). The Town presently has an official road and speed limit map that is updated on an annual basis.

### **Historic Preservation Ordinance**

A Historic Preservation Ordinance aims to protect historic buildings, structures, and districts. The Town may address historical accuracy when designated buildings, structures, or districts are rehabilitated or redeveloped. It is designed to protect communities from development that would detract from its appearance and character. An historic preservation ordinance can be used to meet policies established in Chapter 2 (Agricultural, Cultural, and Natural Resources).

### **Access Control Ordinance**

An Access Control Ordinance provides for safe and efficient movement of traffic and provides safe access to land adjacent to roadways. Through this,

land development along roadways can be managed. State, county, and local governments often use this to address roadway traffic, access, and development issues. The Town may use this tool to implement policies from Chapter 4 (Transportation). The Town does have a road and driveway ordinance in place.

### ***Financial Tools***

#### **Capital Improvements Program (CIP)**

A Capital Improvements Plan (CIP) allows the Town to prioritize and budget monies for future improvements to public buildings, roads, parks, and utilities. It examines available tax dollars and future revenues to predict expenditures for the future and assists the Town in reaching specific policies and goals of the Comprehensive Plan. The Town does have a CIP in place.

#### **Tourism, Agriculture, and Forestry (TAF) District**

A Tourism, Agriculture, and Forestry (TAF) program allows the Town to use the taxes collected on the increase in the value of taxable property for financing additional property improvements. Newly adopted in 2004, the TAF law has extended Tax Increment Finance laws to Towns providing them a way to help pay for specific agricultural, forest, manufacturing and tourism activities by way of a TAF District. A TAF District can be used as an incentive tool to draw new tourist activities into the area and assist with implementation of Economic Development goals (Chapter 7).

#### **Impact Fees**

The Town of Troy, in an effort to pay for costs of improvements required because of new development, has established an Impact Fee Ordinance. The Town collects funds for road improvements, Town facilities, park and recreation, and fire protection wells. The Comprehensive Plan should be reviewed when updating the Impact Fee Needs Assessment.

### ***Planning Tools***

#### **Town of Troy Comprehensive Plan**

The Plan is meant to be a guide for all types of community development decisions. With adoption by the Town Board, the Plan becomes the official policy of the Town for planning and development issues in Troy. Development of a community happens incrementally, one development, and sometimes, one parcel at a time. In addition, committees and boards responsible for making development decisions change over time. Therefore, using the Plan as a guide for overall development decisions will build consistency, continuity and legal protections into the development process.

#### **Park Plan**

The Town of Troy has completed a Park and Recreation Plan. This plan is the guide for park and recreation issues for the Town of Troy. Input is actively solicited from the County regarding bike trails and local youth organizations

regarding ball fields, etc. It is important to include the neighboring cities because they can assist in estimating the recreation needs for the area residents such as capacity, number of facilities and location of facilities. The Comprehensive Plan goals and policies should be used to guide updates of the Park and Recreation Plan.

### **Transportation Plan**

Troy has adopted a more restrictive road construction standard than the County ordinance. Existing and future road corridors are mapped and should be followed to form continuity between existing and future development. This 2007 Plan is currently being updated. A goal set by the Town is to maintain and update the Town of Troy's Transportation Plan and review it for consistency with the Comprehensive Plan.

## **Local Action**

Developing a Comprehensive Plan requires local action from the Town. Some of the activities include holding public meetings, sending out newsletters/press releases, and providing information to interested local residents. Most of the meetings for the Comprehensive Plan were held before the Plan Commission. Below is a list of additional opportunities for Town residents to be involved in the planning process:

### **Local Citizens**

The Town of Troy encourages ideas from its citizens. Throughout the planning process, public participation has been encouraged through several means including a public hearing, newspaper notices, and monthly Planning Commission meetings. This process does not end with the adoption of the Comprehensive Plan. The Comprehensive Plan will need to be updated as situations change and new ideas evolve. Therefore, public participation will always be needed and welcomed.

### **Planning Commission**

The Plan Commission's role in the planning process is to review all pertinent information, give input, and act as an advisory body to the Town Board. The recommendations of the Plan Commission presented in this Comprehensive Plan will guide the future direction of growth and development in the Town of Troy in a manner which benefits its citizens and minimizes the Town's costs.

### **Town Board**

In order for the Comprehensive Plan to be implemented, the Town Board must formally adopt the Plan. Upon adoption, the Comprehensive Plan becomes the official guide for decision-making by Town officials. As chief policy makers, the board is also responsible for establishing and actively supporting a continued planning program.

## **Chapter Integration**

Each chapter in the Town's Comprehensive Plan was written to be consistent in nature with rest of the Plan. All of the goals, objectives and policies within this Comprehensive Plan as well as any maps, analysis and appendix have been presented and reviewed by members of the Plan Commission. Policies from each chapter were assessed to ensure they would address the goals and objectives of each chapter. Future revisions to this plan shall undertake the same process.

### **Plan Amendments and Updates**

Comprehensive Plans are meant to be dynamic. Wisconsin State Statute 66.1001(2)(i) states that the comprehensive plan shall be updated no less than once every 10 years. Because this plan is scheduled to be adopted in 2014 a complete update will be required of all nine chapters by 2024. Revisions or amendments to the plan can be addressed at any time by following the procedures for adopting a comprehensive plan under Wisconsin Statutes and the adopted public participation procedures.

On-going evaluation and monitoring is important to maintain the integrity of the Comprehensive Plan. The needs of the community today may not match the needs 20 years from now. Therefore, the Plan Commission will need to monitor the progress of the Plan implementation. It is recommended that the Comprehensive Plan be reviewed yearly and changes be made when the situation is warranted.

### **Goals, Objectives and Policies**

#### *Goal 1:*

Continue the implementation of the Town's Plans including the Comprehensive Plan.

#### *Objectives:*

- Establish a set schedule of when to review and update each plan.
- Upon review of each plan, amend when necessary.
- Look at other possible types of plans that could be beneficial to the Town.

#### *Policies:*

- Effectively utilize available regulatory tools.
- Update Comprehensive Plan every five years. Amend the Comprehensive Plan to coincide with new data.

RESOLUTION 2008-02

TOWN OF TROY, ST. CROIX COUNTY, WISCONSIN  
AMENDMENT TO  
RESOLUTION ESTABLISHING PUBLIC  
PARTICIPATION PROCEDURES FOR COMPREHENSIVE PLAN

WHEREAS, the Town of Troy has decided to prepare a comprehensive plan under the authority of and procedures established by Sec. 66.1001 Wis. Stats; and

WHEREAS, Sec. 66.1001, Wis. Stats, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures shall provide for wide distribution of draft plan materials, an opportunity for the public to submit written and oral comments on the plan materials, and a process for the governing body to respond to such comments; and

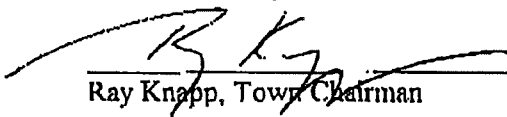
WHEREAS, the Town of Troy believes that regular, meaningful public involvement in the comprehensive plan process is important to assure that the resulting plan meets the wishes and expectations of the public; and

WHEREAS, the Agreement for Professional Services between the Town and Cedar Corporation, a consulting firm, includes written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.


NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Troy hereby adopts the written procedures provided in the Public Participation Plan included in the agreement entered into with Cedar Corporation as its public participation procedures as required under 66.1001, Wis. Stats. A copy of said procedures is attached as Exhibit A and hereby amends the procedures established under Resolution 05-01 adopted on March 10, 2005.

Adopted this 13<sup>th</sup> day of Nov, 2008.

TOWN OF TROY

  
Ray Knapp, Town Chairman

ATTEST:

  
Sharon Provos, Town Clerk



## **EXHIBIT A**

### **PUBLIC PARTICIPATION PLAN**

#### **TOWN OF TROY WEBSITE**

The Town of Troy website will post a draft and final versions of the Comprehensive Plan.

#### **PLAN COMMISSION MEETINGS**

The public is invited to attend planning meetings with the Plan Commission. Times and dates of the meeting will be posted at the Town Hall and the Town of Troy website.

#### **NEWSLETTER**

The Town of Troy occasionally mails out newsletters to all addresses in the Town. A newsletter will contain updates of the planning process and invitations to the public to participate and attend Plan Commission meetings.

#### **REPORT TO TOWN BOARD**

The Plan Commission will report on the status of the planning process to the Town Board.

#### **PUBLIC HEARING**

A public hearing will be held after a draft of the Comprehensive Land Use Plan is completed. The public will have a minimum of 30 days to review the plan and make comments.