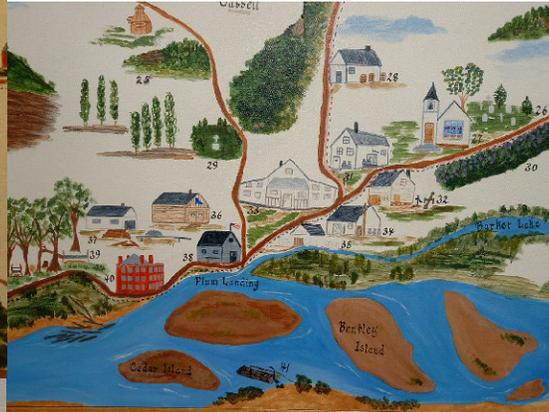
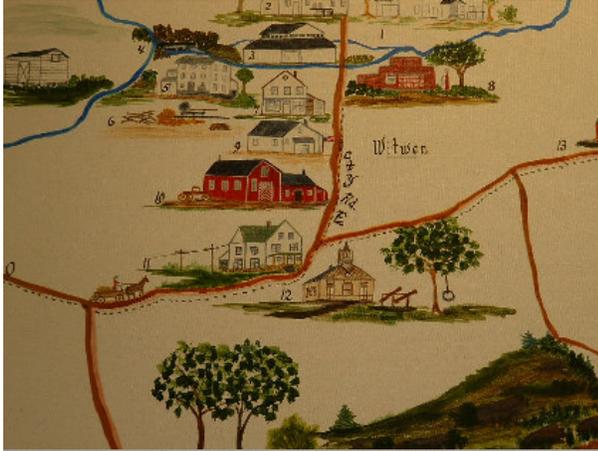
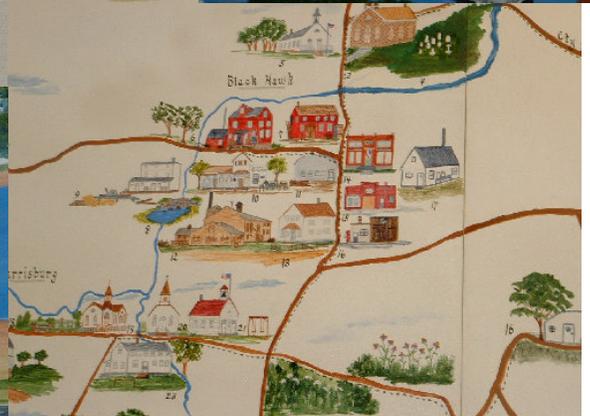
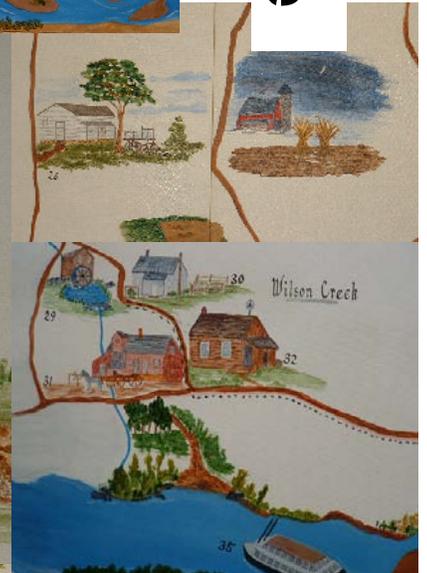


# Town of Troy Comprehensive Planning

## Chapter One: Introduction



Committee





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## Acknowledgments

### Town of Troy Comprehensive Plan Committee

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**Special thanks** to Eric Grosso, State Labor Market Economist with the Department of Workforce Development for technical assistance with the population data analysis.

**Photo Credits:** All photos in the Plan are courtesy of the Comprehensive Plan Committee via the 'Visual Preference Survey' exercise unless otherwise noted.

## 1.0 Comprehensive Planning Process in Sauk County and the State of Wisconsin

As part of the State of Wisconsin's 1999-2000 biennial budget, Governor Thompson signed into law one of the State's most comprehensive pieces of land-use legislation. This legislation, often referred to as "Smart Growth," is intended to provide local municipalities with the tools to create comprehensive plans, to promote more informed land-use decisions and to encourage state agencies to create more balanced land-use rules and policies. This "Smart Growth" legislation includes a substantive definition of a comprehensive plan and provides an essential framework for local land-use decision-making. It also helps local officials to determine the likely impacts of their decisions concerning various resources by ensuring that they consider all aspects of community life.

In the summer of 2002, the Sauk County Department of Planning & Zoning announced that it would apply for a 2003 Comprehensive Planning grant from the State of Wisconsin to facilitate planning processes for municipalities that would enable them to develop and adopt local Comprehensive Plans. As a result of this effort, twenty-one Sauk County municipalities passed resolutions indicating their desire to be a co-applicant to the grant. The Town of Troy was one of these municipalities.

In the spring of 2003, Sauk County announced that the twenty-one municipalities were awarded a 2003 Comprehensive Planning grant in the amount of \$288,000. The Town of Troy received a portion (\$10,000) of the total grant award money to aid in the development of a Comprehensive Plan. The Town was required by the provisions of the grant to match the grant award of \$10,000. In an effort to reduce the amount of local funds required, Sauk County agreed to provide \$5,000 of in kind services, including mapping assistance, bringing the total Town contribution to not more than \$5,000.

Once the overall grant was awarded, the 21 municipalities could choose to contract with either a private consultant or the Sauk County Planning and Zoning Department to aid them with the development of their Comprehensive Plans. Seven municipalities chose to contract with Sauk County. Staff limitations prevented Sauk County from working with all seven towns at once. Instead, Sauk County held a drawing to fairly determine when each Town would begin their planning process (spring of 2003, 2004, or 2005). The Town of Troy elected to begin their comprehensive planning process in the summer of 2004.

### 1.1 Town of Troy Comprehensive Planning Background

The Comprehensive Plan for the Town of Troy is the culmination of ?? months of effort on the part of the Sauk County Planning and Zoning Department and a twenty-four member Comprehensive Planning Committee. Numerous other citizens of both the Town and Sauk County have also put forth effort toward the completion of this plan through their participation in focus groups and various public meetings. The plan itself is composed of twelve chapters including:

- *Introduction*
- *Community Inventory and Analysis*
- *Issues and Opportunities*

- *Housing*
- *Economic Development*
- *Agriculture Resources*
- *Natural and Cultural Resources*
- *Utilities and Community Facilities*
- *Transportation*
- *Intergovernmental Cooperation*
- *Land Use*
- *Implementation*

In each of these chapters, a description of the particular focus area is provided under the purpose statement. Each chapter is also accompanied by a series of charts, tables, maps, and images to fully illustrate background information and the intent of the identified goals, objectives and policies. Also, at the conclusion of each chapter, a primary goal as well as objectives and policies relating to that goal are clearly stated. A working definition of goals, objectives, and policies used during the comprehensive planning process are given below.

- **Goals** are broad, advisory statements that express general public priorities about how the Town should approach preservation and development issues. These goals are based on key issues, opportunities and problems that affect the Town and are derived from the Town of Troy Vision.
- **Objectives** suggest future directions in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of the goal. While achievement of an objective is often not easily measured, objectives are usually attainable through policies and specific implementation activities.
- **Policies** are rules, courses of action, or programs used to ensure Plan implementation and to accomplish the goals and objectives. Town decision-makers should use policies, including any “housing density policy,” on a day-to-day basis. Success in achieving policies is usually measurable.

## 1.2 Town of Troy Planning History

### ➤ Historical Overview

The Sauk County Comprehensive Zoning Ordinance was adopted by the County Board of Supervisors in 1963. Later, this Comprehensive Planning Ordinance was adopted by the Town of Troy in April of 1969. In September of 1979 the Sauk County Board of Supervisors adopted the Farmland Preservation Plan thereby allowing county farmers the opportunity to receive a 70% tax credit by signing a contract under the State Farmland Preservation Program. In 1986 the Sauk County Board of Supervisors adopted an exclusive agriculture district as part of the Comprehensive Zoning Ordinance. The adoption of this district by the county allowed the Town of Troy the option of utilizing the exclusive agricultural district and provided the Town farmers with an opportunity to obtain 100% tax credit on their property if zoned as exclusive agriculture.

### ➤ **Town of Troy Development Plan (1986)**

Together, the Sauk County Department of Planning and Zoning and the Town Board of Troy, utilizing input from town residents, composed and adopted the Town of Troy Development Plan in September of 1986 to address the Town's future in terms of development. The Development Plan produced was intended to serve as a guide for future zoning in the Town. Also in the plan, the Town proposed to rezone all lands in the township into an exclusive agriculture district, which first required an identification and examination of the current land use, population, and housing data in the Town as well as the identification of various environmental considerations that could impact land use and zoning. This identification and examination is provided in the plan by way of inventories of the Town with information about population, zoning, the location of environmental and urban areas, and soil suitability for both septic and agricultural uses. The overarching purpose of the Development Plan was to provide consistency and direction to zoning and related government decisions.

Perhaps most importantly, the plan contains goals, objectives and policies that focused on the preservation of productive farmland as well as the protection of agricultural operations and environmentally sensitive areas. Several of the plan's key policies included:

- The promotion of public and private sector activities which would increase farm income, reduce expenses and/or increase the availability of credit
- Taking necessary actions to qualify the Town of Troy farmers for 100% state farmland tax credits (establishing exclusive agricultural zoning)
- Preventing soil erosion through soil and water conservation district activities, and supportive local programs
- Limiting non-agricultural use of prime agricultural soils through the adoption and regulation of exclusive agricultural zoning
- Discouraging public acquisition of exclusive agricultural lands for any purpose other than farming
- Strictly limiting the creation of small parcels or building sites in agricultural areas through proper zoning
- Identifying and designating those farmlands most suitable for exclusive agricultural uses
- Limiting the development of residential structures to those which serve as places of residence for owners and employees of a farm operation and those parcels of less than 35 acres which are lots of record at the time of adoption of this district
- Restricting businesses that are commercial or industrial in nature to agriculturally related businesses

### **1.3 Public Participation**

Public participation is an integral part of the comprehensive planning process. The process is designed in such a way that stakeholders in the Town guide the format, direction and policies of the final Plan. Public input is elicited at every



step of the process. The Comprehensive Planning Committee, made up of residents from the Town, is the steering Committee for the process. Comprehensive Planning Committee members also assist in developing the Community Survey.

Prior to developing specific goals, objectives and policies, the residents and planning committee members developed an overall Vision of how the Town should look and feel like in the future. The “Visioning Session” was especially important in the eliciting of public participation in that it asked community participants and committee members to define and rank strengths, weaknesses, opportunities, and threats to the Town. It also asked them to rate photos of different types of housing development and community attributes so as to assess preferences for the visual character of the Town. The visioning process was designed to gather ideas about the future direction of the Town of Troy so as to foster the development of the Plan’s goals, objectives and policies relative to specific resources. This process also effectively and broadly addressed the needs, desires, and thoughts of residents and landowners in the Town of Troy and resulted in the creation of focus groups. The purpose of the various focus groups was to discuss and debate a specific plan element and to



develop goals, objectives, and policies that relate to that element. It must be recognized, however, that the primary purpose of the Vision was to serve as a reference point for future decisions.

Near the close of the planning process, a Community Open House was organized so that all Town residents and stakeholders could come and comment on the Plan document before it was finalized. The Open House was followed by a Public Hearing to approve the final draft of the plan.

#### 1.4 Purpose of the Plan

The Town of Troy Comprehensive Plan is intended to update and replace the Town’s Development Plan adopted in 1986. The updated plan will allow the Town to guide future growth, development, preservation, and includes precise guidelines for plan implementation, future review, amendments and direction relative to further policy development. The purposes of the Comprehensive Plan are many, however, for the Town of Troy, the highlighted purposes include the following:

- Identify those areas appropriate for development and preservation through established guidelines.
- Preserve farming as a primary way of life and ensure its future viability by incorporating innovative farming, land division and housing placement practices.
- Preserve the overall aesthetic character of the Town, which is composed of wooded hillsides, farmsteads, fields and prairie through innovative guidelines.
- Ensure the continuance of the Town of Troy’s overall community atmosphere.

- Develop innovative policies such as the use of cluster developments, density policies, and new lot and home siting standards in order to achieve a balance between proposed development and land preservation with specific regard to agriculturally productive lands.
- Provide detailed strategies and a timeline for the implementation of the Plan and continue to work closely with Sauk County and neighboring townships.

This Comprehensive Plan has been prepared under the State of Wisconsin's Comprehensive Planning Legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This plan meets all of the statutory elements and requirements of this new law and further meets all fourteen goals of Wisconsin's Comprehensive Planning Legislation as stated below:

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

In addition to meeting the new legislation, this Plan complies with the State's Farmland Preservation Program. The Plan specifically includes policies, programs and maps related to:

- Preserving prime agriculture land.
- Managing rural growth in such a way to minimize conflict with agricultural operations.

- Using innovative strategies to preserve agriculture land such as density policies and exclusive agricultural zoning (EAZ).
- Protecting significant natural resources, open space, scenic, historic and architecturally significant areas.
- Conserving soils and water resources.
- Exploring alternative forms of agriculture so as to sustain the predominately agrarian way of life.
- Recommends to Sauk County that continued program research and implementation through ordinances, policies and education efforts take place to preserve agrarian economics and ways of life.

*With the acknowledgment that this process has developed goals, objectives, policies and maps for each of the nine above mentioned elements and has fully achieved the 14 stated goals of Wisconsin's Comprehensive Planning Legislation, and that this process included an extensive public participation component, the Town of Troy is pleased to recognize that the Town of Troy Comprehensive Plan meets, and in many instances exceeds, the minimum requirements expressed under Wis. Stat. 66.1001.*

## 1.5 Regional Context

**Map 1-1 Regional Context** shows the relationship of the Town of Troy to neighboring communities. The Town is located in the south-central portion of Sauk County. It is bordered by the Town of Honey Creek to the north, the Town of Prairie du Sac to the east, the Towns of Spring Green and Franklin to the west and the Wisconsin River (and Iowa County) to the south. Although no incorporated villages exist in the Town, the hamlets of Witwen and Black Hawk are located in the northern part of the Town and the hamlet of Cassell is located in the southeastern portion of the Town.

State Highway 60 along with County Roads C and B are the primary transportation routes in the Town. State Highway 60 runs through the southern portion of the Town along the Wisconsin River serving as a connection between the Towns of Prairie du Sac and Spring Green. STH 60 also serves to connect the Town of Troy to US Highway 12 in the Town of Prairie du Sac and US Highway 14 in the Town of Spring Green. County Road B serves to connect the Town of Troy to the Village of Plain in the Town of Franklin.

## 1.6 Jurisdictional Boundaries

A result of the 2000 Federal Census population data required Sauk County to redistrict its supervisory district boundaries to achieve new districts of equal population. As a result of this effort, the Town of Troy was assigned one supervisory district, Supervisory District 26. **Map 1-2 Jurisdictional Boundaries** depicts exact boundaries of Supervisory District 26.

The Town of Troy also includes two school districts: River Valley and Sauk Prairie. **Map 1-2 Jurisdictional Boundaries** depicts the locations of these boundaries. Sauk Prairie School District encompasses a large portion of the Town with the exception of the southwestern

and western portions of the Town, which are in the River Valley School District. Emergency Service Districts are also depicted in *Map 1-2 Jurisdictional Boundaries*.

In terms of land use related issues, the following Chapters of the Sauk County Code of Ordinances govern the entire Town of Troy:

**Administered by Sauk County Clerk**

- Chapter 1 Supervisory District Plan

**Administered by the Sauk County Department of Planning & Zoning**

- Chapter 7 Zoning Ordinance
- Chapter 8 Shoreland Protection Ordinance
- Chapter 9 Floodplain Zoning Ordinance
- Chapter 18 Rural Identification System
- Chapter 22 Land Division and Subdivision Regulations Ordinance
- Chapter 23 Tower Siting Ordinance
- Chapter 24 Nonmetallic Mining Reclamation Ordinance
- Chapter 25 Private Sewage System Ordinance

**Administered by the Sauk County Department of Land Conservation**

- Chapter 26 Animal Waste Management Ordinance

**Administered by the Sauk County Sheriff**

- Chapter 27 Animal Control Ordinance

## **1.7 Planning Area**

The Planning area covers all lands within the Town of Troy. As a point of reference, *Map 1-3 Aerial Photography/Parcel Boundaries* shows an overlay of tax parcels on an air photo.

## 2.0 Purpose

The Town of Troy Comprehensive Plan Committee, comprised of members of the Town board and area residents, took part in several efforts aimed at identifying issues and opportunities facing the Town of Troy. These efforts included a community Visioning Workshop and Open House, a “windshield survey” conducted by committee members, a public survey, focus group work, an intergovernmental cooperative forum, an open house to view the Comprehensive Plan draft, and a public hearing on the final Comprehensive Plan. A more in depth discussion and summary of each of these activities will take place in this chapter.

In addition to these efforts, all meetings of the Planning Committee were posted in compliance with the open meeting law, and updates of the planning process were given at each Town Board meeting.

## 2.1 Land Use Planning Community Survey

### ➤ Background

During the summer of 2004, the Town of Troy conducted a community survey in conjunction with the Comprehensive Planning Project in order to obtain additional public input during the planning process. Of the 434 surveys mailed out to households and landowners within the Town, 128 surveys were returned for a response rate of just over 29.5%. This response rate is fairly typical of a survey of this nature due to its length and the type of questions asked about land use and community character.



The survey included questions were intended to gather basic demographic data, to obtain opinions on existing conditions within the Town, and to gain insight into peoples’ thoughts about future development and preservation. A summary of the survey results are provided here with a complete set of the survey questions along with the responses provided in Appendix A.

### ➤ Survey Summary

The following is a brief summary of the survey results organized based on chapters included in the Town of Troy Comprehensive Plan. The purpose of this summary is to allow stakeholders in the Town to briefly examine the most prominent concerns and opinions of the residents of the Town.

### *Issues and Opportunities*

Survey Questions 35 & 36 directly address the issues and opportunities present in the Town of Troy. In terms of opportunities, survey respondents cited the Town of Troy’s rural character, the unglaciated landscape’s unique scenic and natural beauty and Troy’s significant and productive agricultural base as positive attributes that make it a desirable place to live. They also highlighted the agreeable community character of the area, embodied in the friendliness and neighborliness of its residents. Specifically, respondents identified the positive influences of such assets as generational farms, the Wisconsin River as a major and critical waterway, clean air, and the low density of development.

As for issues facing the Town of Troy, respondents voiced concentrated concern about the direction of future development, specifically the sources of development pressure and the types of development. There is a permeating sense of contentment with the current state of development in the town which leads to concerns about how future development will disturb the rural character and scenic beauty that create the Town's sense of place. The possibility of the loss of farming traditions due to the unpredictable future of the agricultural industry and the loss of productive farmland to development are other major issues facing the Town.



### ***Housing***

A strong desire to maintain the current density, layout and type of housing emerged in the survey findings. Under Question 12, 36.94% of survey respondents strongly agreed and 40.54% agreed that the local jurisdiction should focus on maintaining existing housing quality. If housing development were to occur, respondents articulated that the most amenable form of housing expansion was in the form of single-family housing. Little interest was expressed in

the development of multi-family dwellings. Over 69% either disagreed or strongly disagreed that apartments were needed in the Town of Troy and over 66% either strongly disagreed or disagreed that duplexes were needed. A small majority agreed that affordable housing was needed in the Town, suggesting that some attention be given to affordable housing stock. However, it may be very difficult to provide affordable housing opportunities in the Town if single-family housing is the only preferred option available. In terms of siting new development, survey respondents clarified that it should be directed to areas where development already exists.

Survey respondents were also looking to change the current 1 per 35 acre minimum development standard currently in place. Just over 57% of survey respondents would like to see either an increase or a decrease the minimum acreage on which to build a house or subdivide a piece of land.

### ***Economic Development***

The survey illustrated an inclination toward the development of small business in the Town of Troy. According to Survey Questions 23 and 24, small businesses with less than 10 full time employees were preferred over large business. 90% of respondents felt that small businesses should be allowed in areas of existing development, while almost 75% of survey respondents felt that small businesses should be allowed in rural areas.

50% or more of survey respondents supported the future commercial development of health services, a grocery store, farm implement dealers, feed mills, cottage industry, veterinary services, government services, parks and campgrounds and stables- activities that are tied to the agricultural, rural and scenic character of the area. Approximately 50% or more of respondents opposed stockyards, airport or landing strip, landfill, industry, manufacturing and warehousing.

### *Agricultural Resources*

While survey results indicate that nonfarm residences outnumber farming operations, results also illustrate strong support for the Town of Troy farming community. Over 69% of survey respondents identified farmland as an essential resource in the Town of Troy. Over 88% agreed that the Town should provide support programs that help preserve agricultural lands and future farming opportunities and almost 68% expressed that the Town should allow for the expansion of existing farms. Almost 52% of survey respondents were in favor of maintaining Exclusive Agriculture zoning in the Town. Responses to question 40 also underlined the respect for and desire to maintain agricultural livelihoods in Troy. Survey respondents identified small well-kept farms, farmland, continued farming, family farms and rolling farmland as key features of the Town. A clear majority of survey respondents indicated they would support community efforts to promote agricultural opportunities including direct farm product sales, agriculture tourism, workdays and educational opportunities, and farm-related bed and breakfast establishments. In addition, survey respondents encouraged the development of future commercial land uses to support ag activities such as farm implement dealers (54.13%), feed mills (50%), and veterinary services (68.52%).



In terms of the scale of farming, results to Question 19 show an inclination among people toward smaller size farm operations.

### *Natural Resources*

Residents deeply value the richness of the natural resource base in Troy. According to question 11 of the survey, the number one reason respondents choose to live in the Town of Troy is because of its natural beauty. In addition, the number one land use issue in the Town of Troy is scenic beauty, followed by the protection of water resources with forest land preservation as the fourth most important issue. In response to Question 32, survey respondents identified woodlands, wetlands, floodplains, streams/rivers, wildlife habitat, scenic views and undeveloped hills/bluffs, open space, air quality, shoreline, and hillsides/steep slopes as essential natural resources. There was also frequent mention of the Town of Troy's water resources and waterways, including the Wisconsin River and Riverway, its rock formations, its open space, its wildlife, its hills/bluffs, and its wetlands in the responses to Question 40.



Those surveyed support the utilization of the natural resources for community enrichment. Responses show that people feel natural resources should play a vital role in the life of the Troy community. Almost 62% of respondents agreed that the Town should support programs that purchase open space lands, such as wetlands, floodplains and woodlands for preservation and recreation purposes. Over 60% of survey respondents support the development of future

park and campground facilities. There is also support for initiatives aimed at developing tourism and outdoor recreation opportunities that emphasize and facilitate access to and educate about the natural beauty and resources of Troy. According to Question 25, over 71% support a nature sanctuary, almost 67% support parks, 60% support cross-country ski trails, over 59% support education/interpretive centers, and almost 53% support local nature or heritage-based arts and entertainment.

### ***Cultural Resources***

Town of Troy survey respondents underlined its rural character as its most important cultural attribute. Survey respondents also felt the historic heritage and structures in the community were important. Almost 77% of survey respondents indicated that the Town should encourage the preservation of historic homesteads and other historic sites.

### ***Utilities and Community Facilities***

In terms of the quality of services provided in the Town, Troy residents seemed mostly satisfied. 75% or more of respondents rated the following categories as good or excellent: ambulance services, fire protection, public school system, recycling program, snow removal, road maintenance, bridge maintenance and electrical service/supply.

Almost 45% of residents did note that telephone/internet service was of fair to poor quality, which would indicate a possible area for improvement. Another area meriting possible attention is stormwater management. Almost 26% of survey respondents rated stormwater management as fair to poor while a majority, almost 46%, felt that it was not applicable. Also, less than 34% of respondents rated park and recreation facilities as excellent or good, which would also indicate an area of possible improvement.

Survey respondents also expressed noteworthy interest in the pursuit of alternative sources of energy. Over 85% of respondents supported wind energy, 80% supported solar energy, 49% supported ethanol plants, and almost 44% supported methane production.

### ***Transportation***

In general, Troy residents appeared satisfied with the current state of existing transportation infrastructure in the Town of Troy. The majority of Troy survey respondents felt that the services relating to transportation - the current road maintenance, bridge maintenance and snow removal efforts- were excellent or good. According to Survey Question 33, almost 96% of survey respondents strongly agreed or agreed that the overall road network meets the needs of the citizens and just under 92% felt that the condition of town roads was adequate for intended uses.

Approximately 47% of respondents felt there should be expanded transportation services for the elderly. In looking at alternate modes of transportation, 44% indicated that biking and walking were important modes of transportation in the Town. When asked what types of transportation opportunities they would like to create or expand in the Town over 25% of respondents pointed to hiking trails and approximately 23% pointed to biking routes. Finally, over 56% of respondents felt that the Town should adopt signage regulations along roads and highways.

### ***Intergovernmental Cooperation***

Over 66% of survey respondents felt that the coordination of Town land use plans with those of neighboring municipalities should be a high priority.



### ***Land Use***

According to Survey Question 35, the five most important land use issues identified in the Town of Troy are:

1. scenic beauty
2. protection of water resources
3. cropland disappearance
4. forest land preservation AND preservation of rural hamlets.
5. preservation of rural “look” and character

In looking at these issues coupled with the top five reasons survey respondents choose to live in Troy:

1. natural beauty
2. near family and friends
3. small town atmosphere
4. inherited family farm
5. agriculture,

it is apparent that the use of land that reinforces the rural, scenic, resource rich and agricultural character of the Town is desired. Troy residents voice a desire to manage development so as to protect the unique qualities that lend to Troy’s present character and keep it “as is”. This is especially evident in responses to Questions 38 and 39, where survey respondents voice concern about how development pressures and the structuring/placement of development will impact their community and repeatedly include such phrases as “same as now”, “like it is now” and “much like it is today” in reference to a future vision. Survey respondents also wish to regulate the conversion of agriculture land to housing with almost 67% of survey-takers disagreeing that it is acceptable to build houses on tillable land.

## **2.2 Visioning Session**

In November 16<sup>th</sup>, 2004, the Town of Troy held a Visioning Workshop and Open House. The purpose of this session was to involve residents, landowners, and stakeholders of the Town as well as officials from neighboring governments in the planning process. During the workshop, participants identified Troy’s many positive attributes and its areas of needed improvement. In addition to committee members and focus group participants, approximately 10 town residents attended and participated in this forum.



The Visioning Workshop allowed participants to express their thoughts on what the future of the Town of Troy should or should not look like. Participants were also allowed to identify aspects of the Town that represented opportunities and strengths along with weaknesses and constraints or threats. Discussions regarding these issues are summarized below. These responses were later compared to the Visual Preference Survey and the Community Survey results to identify areas of agreement. See the “Town of Troy Vision” directly following the text of this chapter.

### Strengths

- ◆ Rural character including scenic beauty, strong agriculture-based community, and rural historic sites.
- ◆ Natural resources including Honey Creek, woodlands and forests, the Wisconsin River and surrounding bluffs, grasslands, and wetlands, diverse wildlife, plants, and native ecosystems.
- ◆ Cultural resources including rural churches, cemeteries, schools, and historic sites.
- ◆ Agricultural-based economy and rural lifestyle
- ◆ Natural beauty
- ◆ Strong sense of community
- ◆ Proximity to commercial centers
- ◆ Proximity to recreational and entertainment opportunities
- ◆ Current transportation routes



### Weaknesses

- ◆ Lack of economic opportunities
- ◆ Loss of family farms
- ◆ Exclusive Agriculture Zoning in that it relates to housing density
- ◆ Need for development regulations
- ◆ Lack of affordable housing
- ◆ Need for updated communication systems (phone lines)
- ◆ Lack of regulation requiring driveways to be accessible to emergency vehicles

### Opportunities

- ◆ Plan for future residential growth
- ◆ Promote affordable housing
- ◆ Promote the preservation and conservation of natural and cultural resources
- ◆ Protect and enhance farming, recreation, and areas of historic and community significance
- ◆ Strengthen the Town’s rural character
- ◆ Promote economic development that preserves natural resources and rural character as well as the farming culture of the Town.
- ◆ Promote, protect, and enhance the township’s unique natural beauty.
- ◆ Maintain and modernize infrastructure and services for the benefit of residents.
- ◆ Promote additional opportunities for agribusiness, ag tourism, and cottage industries
- ◆ Encourage small home-based businesses that benefit the Town of Troy and community

**Constraints (or Threats)**

- ◆ Disappearance of family farm operations
- ◆ Decreased economic viability of small farming operations
- ◆ Potential for uncontrolled growth (loss of farmland, woodlands, grasslands, etc. to development)
- ◆ Loss of historic heritage
- ◆ Lack of new opportunities (economic, social, etc.)

**2.3 Town of Troy Vision**

The information obtained from the survey summarized above and found in its entirety in Appendix A was combined with the visioning session responses to create the Town of Troy's Vision.

Throughout the comprehensive planning process, this Vision was utilized to provide a direction to the development of each of the required elements of the Comprehensive Plan and also aided the focus groups in developing more specific goals, objectives, and policies for each of the individual elements.

See the following insert for the complete Vision of the Town.

## 2.4 Focus Groups

The Town's overall goals as stated in the Town of Troy Vision provide the framework on which more specific recommendations were made and discussed. In November of 2005, the Comprehensive Plan Committee established seven focus groups including: Agriculture, Natural and Cultural Resources, Housing, Economic Development, Transportation, Utilities and Community Facilities, and Intergovernmental Cooperation. In order to form these groups, each Comprehensive Plan Committee member was first assigned to one or more focus group based on individual interest. Also involved in the focus groups were Town of Troy residents who were not part of the Committee but had indicated interest in contributing to the process. These additional focus group members were primarily identified through the Community Survey interest page or through other means of promotion of the planning process such as through official Town postings of monthly Comprehensive Plan Committee meetings.

Guided by the Town of Troy Vision, each focus group studied the issues and opportunities of the particular element assigned. From November through the beginning of February, focus groups utilized background information inclusive of current conditions, statistics and projections, the Town's vision statements, and survey responses to develop an overriding goal for each element. Once the goals were developed, the focus groups worked on developing objectives and policies which would support the overall goal.



The result of these focus group meetings, in terms of the development of goals, objectives, and policies, were continually brought to the Committee for review, comment, and suggestions. This process gave focus groups continued direction as well as assurance that the focus group results recognized the needs and desires of all stakeholders in the Town of Troy.

The missions and methods for each of these focus groups were established as follows:

### Housing

Using the most current published data, building permit and land division records, and information from local realtors, this focus group will examine the historic trends in housing. Particular emphasis will be placed on trends since 1990. The group will then identify ways to provide an adequate housing supply that meets existing and forecasted housing demands in the Town. This element must:

- ◆ Assess the age, structural, value and occupancy characteristics of the Town's housing stock
- ◆ Identify policies and programs:
  - that promote the development of housing for residents of the Town and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs

- that promote the availability of land for the development or redevelopment of low-income and moderate-income housing
- to maintain or rehabilitate the Towns existing housing stock
- ◆ Identify further policies and programs:
  - that create a regulatory balance between individual property rights and community interests
  - that minimize the conflicts between agriculture and non-agriculture development
  - that create a regulatory balance between individual property rights and community interests that minimize the conflicts between agriculture and non-agriculture development
- **Housing Focus Group Members**  
Don Meise, Carol Anderson, Mark Natzke, Dale Sprecher
- **Housing Goal**  
To provide opportunities for housing needs of all income levels, age groups, and persons with special needs with minimizing the loss of farmland.

## **Economic Development**

This focus group will examine existing economic activity within the Town, including number and types of jobs, mix of existing industries and retail uses, availability of sites for new commercial and industrial expansion, and existing local economic development efforts. The group will then look at existing data on the labor force within the general area, including skills of workers, industry and occupation of employed residents, unemployment rate, and commuting patterns. The group will also identify ways to promote the stabilization, retention, or expansion of the economic base and quality of employment opportunities in the Town of Troy. This includes:

- ◆ An analysis of the labor force and economic base of the Town of Troy
- ◆ Assess categories or particular types of new businesses and industries that are desired by the Town
- ◆ Assess the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries
- ◆ Designate an adequate number of sites for such businesses and industries
- ◆ Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses
- ◆ Identify county, regional and state economic development programs and resources that apply to the Town
- **Economic Development Focus Group Members**  
Greg Sprecher, Darrell Ott, Brian Hanson
- **Economic Development Goal**  
The Town of Troy will encourage economic development that supports the retention of its current economic base and will support the creation of non-farm economic opportunities that do not conflict with the Town's rural character.

## **Agricultural Resources**

Using data from DATCP, the Department of Commerce, the Land Conservation Department, American Farmland Trust, and other sources, this focus group will examine trends in the number, sizes, location and type of farms in the Town, Co-ops, milk transportation routes, lending institutions, closest dairies, etc. The group will then identify ways to protect and enhance agricultural opportunities within the Town and reduce conflicts with nonagricultural development. This element must:

- ◆ Identify and evaluate the existing agricultural infrastructure of the Town and the surrounding region
- ◆ Provide an analysis of historic agricultural trends within the Town and the region
- ◆ Assess the Town's strengths and weaknesses with regards to support of agriculture
- ◆ Designate the location for expansion of or establishment of agriculture related businesses
- ◆ Identify local, state and federal programs and resources that provide aid to agricultural sustainability
- ◆ Research and provide information relating to alternative economic opportunities that would enhance or supplement agriculture as an occupation

### ➤ **Agricultural Resources Focus Group Members**

LaNell Jaquish, Ed Ederer, Barb Garvoille

### ➤ **Agricultural Resources Goal**

Preserve our farmland and enhance the strong farming community that creates a socio-economic environment, which supports agricultural opportunities to ensure agri-business as a viable career choice.

## **Natural and Cultural Resources**

This focus group will examine significant natural and environmental resources within the Town and as part of a regional ecological system. The group will then identify potential methods for the conservation and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface waters, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources. The group will also evaluate past efforts and plans aimed at protecting and preserving these resources and identify future needs to further the effort. This includes:

- ◆ Assessing existing resource management plans with the Town from various local, county, state or federal groups or agencies
- ◆ Assessing the condition of the various resources in categories of natural, cultural, and community type resources
- ◆ Identify and assess the Town's current strengths and weaknesses in terms of resource protection and enhancement
- ◆ Identify additional methods and financial resources aimed at enhancing or preserving the identified resources
- ◆ Research and propose new techniques aimed at improving and/or increasing the Town's resources

➤ **Natural and Cultural Resources Focus Group Members**

Brad Hasheider, Shane Been, Red Kessenich, Mary Hasheider, Jeb Barzen, Joyce Ogden-Portz

➤ **Natural and Cultural Resources Goal**

Promote, protect and enhance farming enterprises, unique natural resources, recreation and areas of historic and community significance.

## **Transportation**

This focus group will examine the existing transportation system in the Town, working closely with the County Highway Department. Included will be a review of the location, capacity, traffic, and condition of town roads, culverts, bridges, County highways and State highways. The group will then identify ways to guide the future development of the various modes of transportation including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.

- ◆ Compare the Town's plans with the County's and the State's.
- ◆ Identify roads within the Town by function
- ◆ Incorporate state, regional, and other applicable transportation plans, including transportation corridor plans and studies, that apply in the Town

➤ **Transportation Focus Group Members**

Lyle Kuhnau, Sherri Ramaker, Mike Kierski

➤ **Transportation Goal**

Maintain and develop the Town of Troy's transportation infrastructure consistent with its rural character and to accommodate further recreational opportunities.

## **Utilities and Community Facilities**

This focus group will review and analyze capacity, location, and service areas of utility systems and community facilities within the Town, including electric and gas lines as well as parks and other facilities. The group will then identify ways to guide the future development of utilities and community facilities in the Town such as sanitary sewer service, storm water management, water supply, solid waste disposal, private on-site wastewater treatment technologies, recycling facilities, parks, telecommunication facilities, power generating plants and adequate transmission lines, cemeteries, health care facilities, child care facilities and other public facilities which include police, fire and rescue, libraries, community centers, schools, etc.

- ◆ Describe the location, use and capacity of existing public utilities and community facilities that serve the Town
- ◆ Include an approximate timetable that forecasts the need in the Town to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities
- ◆ Assess the future needs for governmental services in the Town that are related to such utilities and facilities

➤ **Utilities and Community Facilities Focus Group Members**

Tonya Anderson, Jeff Sorg, Karen Diehl, Kathy Lohr

➤ **Utilities and Community Facilities Goal**

The Town shall encourage local utilities and other providers to upgrade services while pursuing partnerships with surrounding towns to maintain and improve community services.

**Intergovernmental Cooperation**

This group will review and describe existing development plans from neighboring local governmental units, local and state agencies and school districts. It will also coordinate efforts with ongoing planning activities such as the US Highway 12 Local Planning Assistance project, the Sauk County Development Cooperation, the Lower Wisconsin Riverway and other various regional plans. A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units for siting and building public facilities and sharing public services.

- ◆ Analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state, and other entities
- ◆ Incorporate any plans or agreements to which the local governmental unit is a party
- ◆ Identify existing or potential conflicts between the Town and other governmental units that are specified in this paragraph
- ◆ Describe processes to resolve such conflicts

➤ **Intergovernmental Cooperation Focus Group Members**

Roger Mack, Mary Zins, Jane Enge

➤ **Intergovernmental Cooperation Goal**

To have better communication with the local and state governmental departments, including financial requests and mandates. To communicate and cooperate with adjoining townships with respect to roads and waterways.

**2.5 Land Use**

Once each of the individual focus groups had finished developing goals, objectives, and policies for the specific elements, all the focus groups were brought together to discuss issues relating to land use as an entire group. The purpose of this group discussion was to allow all participants to relate the goals, objectives, and policies developed in the individual focus groups to specific land use issues.

Specifically, the land use portion of the Comprehensive Plan addresses the following:

- Listing the amount, type, intensity, and net density of existing uses of land in the local government unit (such as agricultural, residential, commercial, industrial, and other public and private uses)
- Analyzing trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts
- Examining projections, based on the background information provided, for 20 years with detailed maps of future residential, agricultural, commercial, and industrial land uses including the assumption of net densities or other spatial assumptions upon which the projections are based.

- Analyzing a series of maps that show:
  - Current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands
  - The boundaries of areas to which services of public utilities and community facilities will be provided in the future
  - The general location of future land uses by net density or other classifications

## 2.6 Intergovernmental Forum

On June 23, 2005 the Town of Troy held an intergovernmental forum with adjacent and overlying governmental jurisdictions to discuss aspects of the draft plan that had been developed to date. The purpose of the meeting was to provide an opportunity for these governmental jurisdictions to come together and mutually discuss issues relative to the Town of Troy, specifically looking at the existing and proposed land use maps and the issues and opportunities that had been previously discussed. Approximately 25 individuals attended the meeting, primarily from the



Town of Troy. Other participants included residents from the neighboring Towns of Franklin and Honey Creek as well as representatives from the Sauk County Development Corporation, the Wisconsin DNR, and the Sauk County Historical Society. The participants were invited to work with the individual focus groups to individually identify opportunities and issues that related to their specific agency or community.

## 2.7 Open House

## 2.8 Public Hearing

### 3.0 Purpose

Compiling an inventory of a town's resources and attributes is an essential component of effective land use planning. The inventory process provides the basis for determining what resources and attributes of the Town are valued and what resources can be enhanced for effective preservation and growth management plans. Each of the chapters contained in this plan has an inventory of related resources as well as an analysis of how these resources affect (or are affected by) the Town of Troy. This section contains the inventory and analysis of the community profile and summarizes the education opportunities and levels, income levels, employment characteristics and forecasts, as well as the overall planning issues and opportunities of the Town. Following an inventory of these different categories, an analysis section will briefly discuss potential impacts these trends have or could have on the Town. The manner in which this chapter is written is intended to facilitate quick and easy reference during and after the comprehensive planning process.

### 3.1 Community Profile

An examination of the Town of Troy's community profile will aid in the decision-making processes as well as help recognize needs present in the community. As part of the community profile, several historical patterns in the Town of Troy will be considered including population characteristics, demographic trends, housing characteristics, employment characteristics, and income levels.

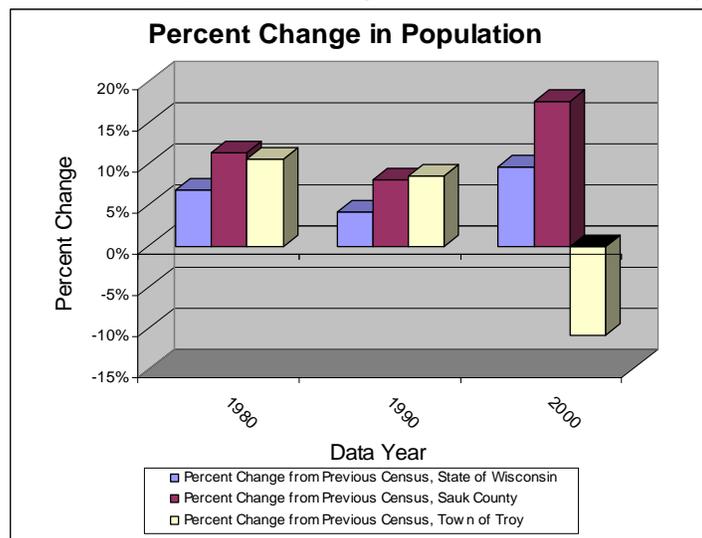
#### ➤ Population Characteristics

Population features that affect community dynamics and the planning process are population trends, age distribution, household statistics (including average household size), population composition in terms of race and gender, and finally, employment characteristics and income levels.

#### Population Trends

As of 1990, the Town of Troy's population has been in a relative decline. From 1990 to 2000, *Chart IA1 Population Change over Time* shows that the population decreased by 10.84%. However, in looking at the past thirty years, it is evident that the Town of Troy's population continually increased every ten years up until the 90's. From 1970 to 1980 the population increased by 10.51% and from 1980 to 1990 it grew by 8.51%. Troy's recent

**Chart IA1: Population Change over Time, Town of Troy**



Source: US Census Data

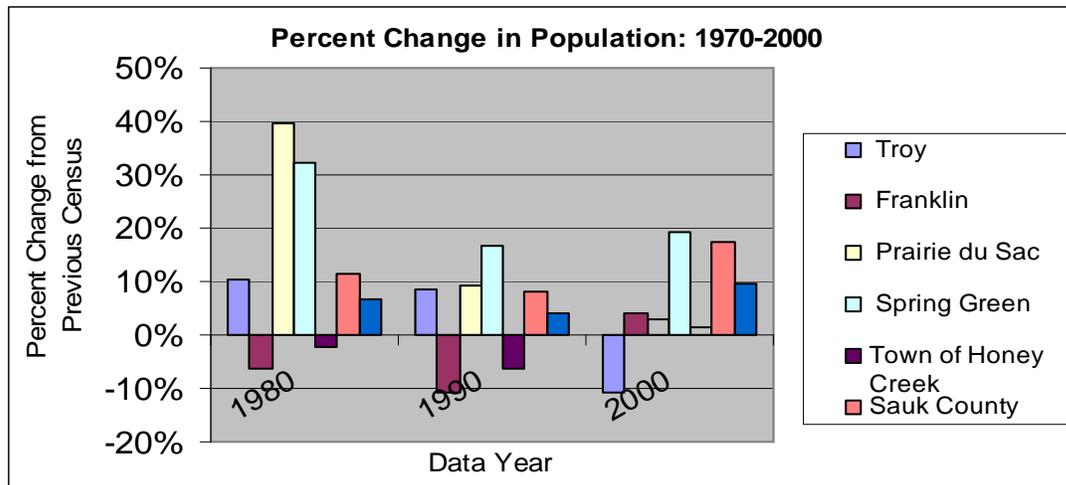
declining population trend is in contrast to state, regional and county population trends. Both Sauk County and Wisconsin have exhibited population increases over the past 30 years, which continued at a notably higher rate from 1990 to 2000. From 1990 to 2000, Sauk County's population increased by roughly 17.56% compared to the State's overall increase of 9.65%. In comparing Troy with its neighboring towns in **Table IA2** and **Chart IA3** **Regional Population Trends**, Troy is the only community in the southern portion of Sauk County to experience a decrease between 1990 and 2000. The majority of the surrounding towns grew, if only slightly. The Town of Franklin grew by 4.19%, the Town of Prairie du Sac experienced an increase of 2.99%, and the Town of Honey Creek increase by 1.52%. However, the Town of Spring Green saw a significant increase of 19.25% in population. It should be noted that if one were to take into consideration the trend over the thirty year period, the Town of Troy has experienced a modest increase of roughly 50 individuals while the Towns of Franklin and Honey Creek have both experienced an overall decrease in population.

**Table IA2: Regional Population Trends**

Year	Troy		Franklin		Prairie du Sac		Spring Green		Town of Honey Creek		Sauk County		State of Wisconsin	
	#	% change	#	% change	#	% change	#	% change	#	% change	#	% change	#	% change
1970	723		798		723		862		793		39,057		4,400,000	
1980	799	10.51%	747	-6.39%	1,010	39.70%	1,139	32.13%	774	-2.40%	43,469	11.30%	4,700,000	6.82%
1990	867	8.51%	668	-10.58%	1,105	9.41%	1,329	16.68%	725	-6.33%	46,975	8.07%	4,891,769	4.08%
2000	773	-10.84%	696	4.19%	1,138	2.99%	1,585	19.26%	736	1.52%	55,225	17.56%	5,363,675	9.65%
Overall Change 1970 - 2000	50	6.92%	-102	-12.78%	415	57.40%	723	83.87%	-57	-7.19%	16,168	41.40%	963,675	21.90%
Average Change Per 10 Years	17	2.31%	-34	-4.26%	138	19.13%	241	27.96%	-19	-2.40%	5,389	13.80%	321,225	7.30%

Source: US Census Data

**Chart IA3: Regional Population Trends**



Source: US Census Data

**Age Distribution**

From 1990 to 2000, significant changes in the size of different age groups occurred in the Town of Troy. **Table IA4 and Chart IA5 Changes in Age Group Size** summarizes these changes. The most significant decrease between 1990 and 2000 in the Town of Troy took place in the 20-29 age bracket. This age group decreased by 47.57% from 103 people in 1990 to 54 people in 2000. The number of people age 30-39 decreased by 33.56% from 1990 (149 people) to 2000 (99 people). The 0-9 age group also decreased in size from 1990 to 2000 by 25.48% and the age group 10-19 decreased by 18.39%. Those ages 60-69 decreased by 14%. The most notable increase between 1990 and 2000 occurred in the 70-79 age group. It increased by 78.26% from 23 people in 1990 to 41 people in 2000. Both the 40-49 and 50-59 age groups also increased from 1990 to 2000. The 40-49 age group increased by 43.12% while the 50-59 age group increased by 46.15%. Most of these changes are very different in comparison to changes occurring in Sauk County age group sizes. While Troy is witnessing a decline in the majority of its age groups, all Sauk County age groups, except two, increased from 1990 to 2000. Sauk County saw its largest increases in the age groups 10-19 (29.79%), 40-49 (54.45%), 50-59(50.77%) and those 80 and older (17.56%).

**Table IA4: Changes in Age Group Size, 1990-2000**

Age Group	1990 Troy	2000 Troy	Percent Change in Troy	1990 Sauk County	2000 Sauk County	Percent Change, Sauk County
0 - 9	157	117	-25.48%	7,264	7,170	-1.29%
10 -19	174	142	-18.39%	6,629	8,604	29.79%
20 - 29	103	54	-47.57%	6,294	6,049	-3.89%
30 - 39	149	99	-33.56%	7,612	8,310	9.17%
40 - 49	109	156	43.12%	5,609	8,663	54.45%
50 - 59	65	95	46.15%	4,111	6,198	50.77%
60 - 69	50	43	-14.00%	4,162	4,315	3.68%
70 - 79	23	41	78.26%	3,381	3,487	3.14%
80 and older	16	16	0.00%	1,913	2,429	26.97%
Total	846	763	-9.81%	46,975	55,225	17.56%

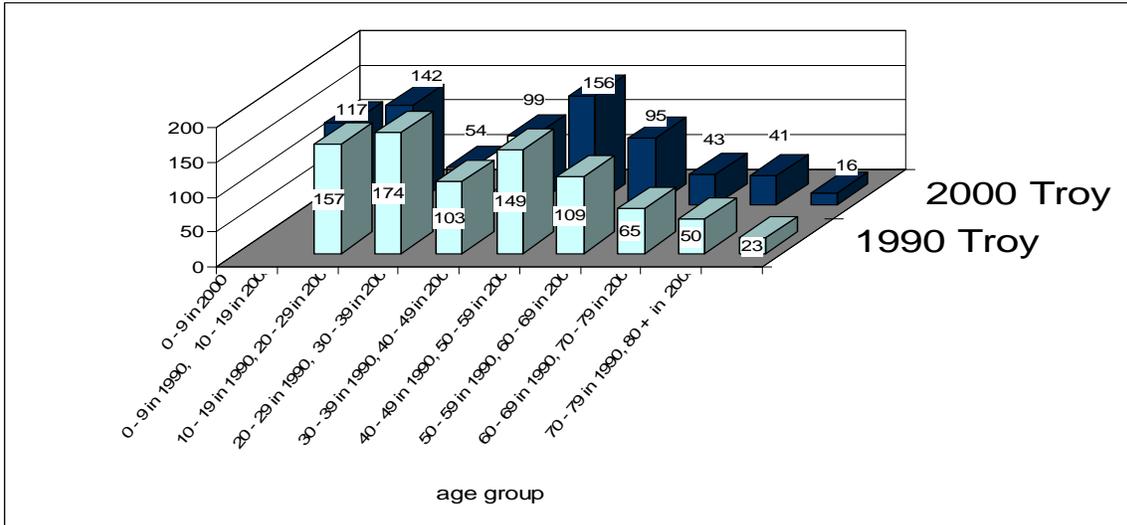
Source: US Census Data

**Age Group Migration**

Age group migration can be defined as people moving from one age group to another. As a population ages, it can be assumed that those in one age group, for example, those 30-39, at the beginning of a ten year period should move up into the next age group, 40-49 at the end of the ten year period. Variations in this number of people can largely be attributed to immigration, emmigration, birth and death patterns. In looking at the Town of Troy data in **Chart IA5 Age Group Distribution Change**, the most notable area of migration is from those in the 10-19 age bracket in 1990 compared to those 20-29 age bracket in 2000. During the 1990 to 2000 time frame, 120 people left this age group (a decrease of 69%). This data coincides with the data for most rural areas in Sauk County, which suggests that a significant number of individuals leave their communities after graduating high school and throughout

their 20's. Also in the Town of Troy, those moving from the 50-59 age group to 60-69 age group decreased by 17 people, or 26% in 2000. Other age groups showed small variations. For example, those 30-39 in 1990 gained 7 people as they progressed to the 40-49 age bracket in 2000.

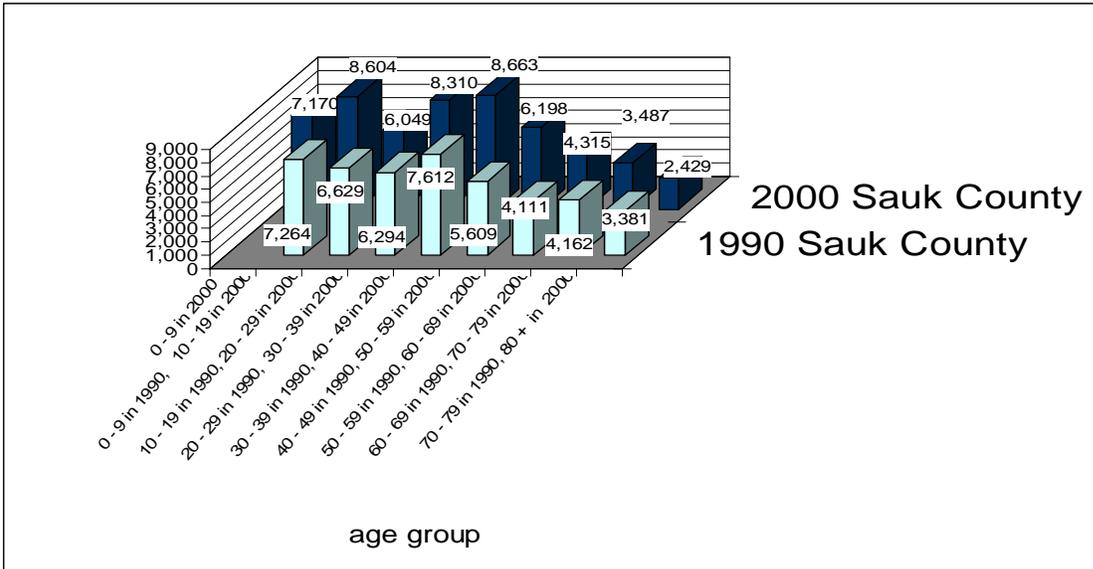
**Chart IA5: Town of Troy Age Group Distribution Change**



Source: US Census Data

In comparing age group distribution change between Troy and Sauk County (as seen in **Chart IA6 Sauk County Age Group Distribution Change**), it appears that Sauk County is experiencing the same out migration of people as the 10-19 age group moves to the 20-29 age group from 1990 to 2000. However, this decrease is occurring to a lesser degree than in Troy. Sauk County data shows an 8.7% decrease from the 6629 people 10-19 in 1990 to the 6049 people 20-29 in 2000. Sauk County saw a significant addition of people to age groups 30-39 and 40-49 from 1990 to 2000. There was a 13.8% increase from those 30-39 in 1990 to those 40-49 in 2000 as well as a 10.5% increase from those 40-49 in 1990 to those 50-59 in 2000. Sauk County also experienced an increase of 18.5% from those ages 0-9 in 1990 to the 10-19 age group in 2000.

**Chart IA6: Sauk County Age Group Distribution Change**



Source: US Census Data

➤ **Household Statistics**

**Number of Households**

*Table IA7 Number of Housing Units* shows U.S. Census and Wisconsin DOA data for the number of housing units in the Town of Troy from 1980 through 2000. These counts are then compared to housing counts for the surrounding towns as well as to Sauk County and the State of Wisconsin. The number of households in the Town from 1980 through 2000 steadily but slowly increased. From 1980 to 1990 the number of housing units increased by 4.76% from 273 to 286 units. From 1990 to 2000, 14 housing units were added prompting a 4.9% growth rate from 286 to 300 units. In contrasting Troy with regional housing unit changes, Troy has had a relatively small housing unit growth rate. The number of housing units in the surrounding towns grew by an average of 24.78% from 1980 to 2000 with the Town of Prairie du Sac showing the largest net growth at 34.17%. Sauk County grew by 39.21% housing units from 1980 to 2000.

**Table IA7: Number of Housing Units- Regional**

Regional Housing Unit Comparison														
Year	Town of Troy		Town of Franklin		Town of Prairie du Sac		Town of Honey Creek		Town of Spring Green		Sauk County		State of Wisconsin	
	#	% change	#	% change	#	% change	#	% change	#	% change	#	% change	#	% change
1980	273		213		319		263		508		17,454		1,863,897	
1990	286	4.76%	228	7.04%	457	43.26%	273	3.80%	588	15.75%	20,439	17.10%	2,055,774	10.29%
2000	300	4.90%	267	17.11%	428	-6.35%	288	5.49%	661	12.41%	24,297	18.88%	2,321,144	12.91%
Total Change (1980-2000)	27	9.89%	54	25.35%	109	34.17%	25	9.51%	153	30.12%	6843	39.21%	457247	24.53%

Source: US Census Data and WI DOA Statistics

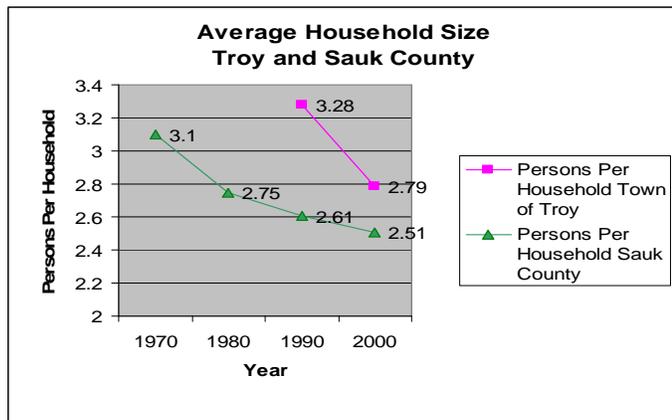
### Population and Housing Density

Another tool that can be utilized during a comprehensive planning process is comparing population and housing statistics for a community using a density calculation. This calculation will provide additional insight into development patterns and provides relevant background information as the Town of Troy determines its future development policies and practices. In 2000, with a population of 773 persons and a land area of approximately 54.4 square miles, the Town of Troy’s population density was 14.2 persons per square mile or .02 people per acre. A calculation can be made to determine the housing density of the Town of Troy in 2000 by dividing the number of housing units (300) by the total land area. This equates to 5.5 houses per square mile or approximately one home per 116 acres.

### Average Household Size

According to the US Census data depicted in *Chart IA8 Average Household Size Comparison*, the average household size for the Town of Troy has decreased from 3.28 persons per household in 1990 to 2.79 in 2000. Looking at *Table IA9 Regional Average Household Size*, one can see that the average household size in Sauk County has been continually decreasing since 1970. It declined from 3.1 in 1970 to 2.51 people per household in 2000. Also, as shown in *Table 19*, household size has declined in all the Towns surrounding Troy. This data suggests that married couples may be having fewer children than in the past or may be indicative of the empty nest phenomenon.

**Chart IA 8: Average Household Size Comparison**



Source: US Census Data

**Table IA 9: Regional Average Household Size**

Regional Average Household Size Persons Per Household							
Year	Troy	Honey Creek	Franklin	Prairie du Sac	Spring Green	Sauk County	Wisconsin
1990	3.28	2.96	3.18	2.89	2.75	2.61	2.61
2000	2.79	2.79	2.78	2.74	2.6	2.51	2.5

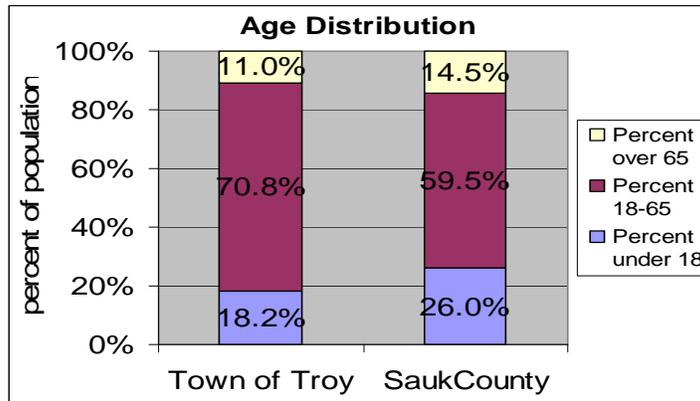
Source: US Census Data

➤ **Population Composition: Age, Gender and Race**

**Age Structure**

Median age is defined as the age at which half of the population is above and half is below (Weeks, 305). The median age in the Town of Troy is 36.5, which is similar to the median age of 37.3 in Sauk County. In looking at the age distribution of the population for 2000, as shown in *Chart IA10 Age Characteristics*, the largest percent of Troy’s population is ages 18-65 (70.8%). About one-fifth of its population is under 18 and 11% its population is over 65. “A population with about 12 percent or more of its people aged 65 or older can be considered ‘old’” (Weeks, 303). Therefore, the Town of Troy is on the cusp of being considered an “old” population. The Town of Troy has a fewer percentage of people over 65 and under than 18 than does Sauk County. It also appears that the largest segment of Troy’s population is of working age (16 to 64 years of age), meaning that the population is balanced so as to adequately provide for the needs of the nonworking population.

**Chart IA10: Age Characteristics**



Year 2000	Median Age
Town of Troy	36.5
Sauk County	37.3

Source: US Census Data

**Gender and Ethnic Composition**

In terms of racial composition, the Town of Troy’s population is predominantly white. The Town has a very small hispanic/latin community and is less racially diverse than Sauk County, in which all racial minorities are represented. However, in comparing gender composition, the Town of Troy and Sauk County are similar. The Town of Troy is approximately 50.1% female, while Sauk County is 50.6% female.

**Table IA11: Gender and Ethnic Composition**

Year 2000	Percent Female	Percent White	Percent Native American	Percent Hispanic or Latino	Percent Asian	Percent African American	Percent Other
Town of Troy	50.1%	98.8%	0.0%	0.6%	0.0%	0.0%	0.6%
Sauk County	50.60%	98.0%	1.1%	1.7%	0.4%	0.4%	0.7%

Source: US Census Data

➤ **Employment Characteristics**

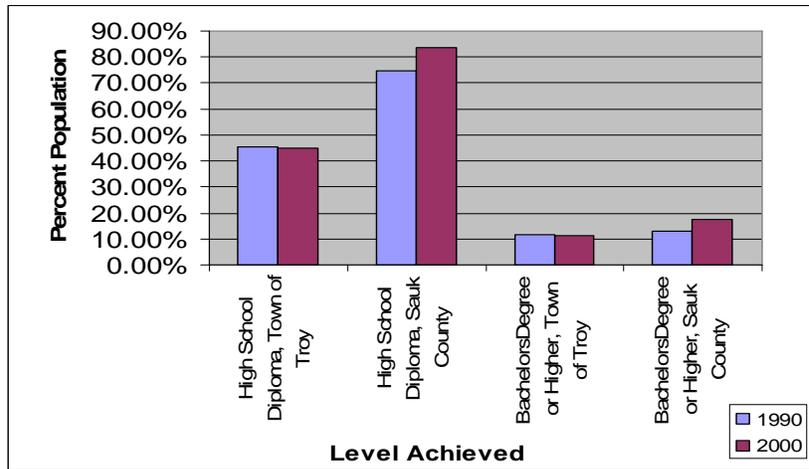
**Education Levels**

According to Census data (cited in *Chart IA12 Educational Attainment and Table IA13 Education Levels*), 45.1% of the population in the Town of Troy held a high school diploma and 11.4% held a Bachelor’s Degree or higher in 2000.

These statistics are relatively unchanged from Census data for 1990, showing that education levels are staying constant in Troy. In contrast, education levels in Sauk County are increasing, as shown in the chart to the right comparing data between 1990 and 2000.

Additionally, the percentage of people with a high school diploma (45.1%) in the Town of Troy is well below the percentage of people possessing a high school diploma in Sauk County (83.5%) as reported in 2000.

**Chart IA12: Educational Attainment (Town vs. County)**



Source: US Census Data

**Table IA13: Educational Levels**

Education Levels	High School Diploma, Town of Troy	High School Diploma, Sauk County	Bachelors Degree or Higher, Town of Troy	Bachelors Degree or Higher, Sauk County
1990	45.60%	74.70%	11.80%	12.90%
2000	45.10%	83.50%	11.40%	17.60%

Source: US Census Data

➤ **Labor Force Characteristics**

In 2000, 423 residents 16 years of age and older accounted for the Town of Troy’s civilian labor force (*see Table IA14 Labor Force Characteristics*). Civilian labor force can be defined as those individuals who are currently employed or are actively seeking employment. Of those residents considered to be part of the civilian labor force, 406 residents (96%) were actually employed, which represents a difference of 123 people. This difference could in part be explained by the larger older population in the town of Troy, whose members would

be considered part of the civilian labor force but who may not be working due to retirement. Also, the presence of single income households and children 16 and older who have not yet entered into the labor market help provide insight into this discrepancy in numbers.

It should be pointed out that this statistical information is based on information gathered from surveys by the US Census and does not match the official figures compiled by the Wisconsin Department of Workforce Development (DWD) for Counties, MSA's, and larger municipalities (population over 25,000) with the State. Wisconsin DWD does not calculate statistics for municipalities with populations under 25,000.

**Table IA14: Labor Force**

<b>Labor Force Status, 1990 2000</b>				
Category	Town of Troy, 1990	Town of Troy, 2000	Sauk County, 1990	Sauk County, 2000
<b>Population 16 years and over</b>	600	546	35,509	42,480
Not in Labor Force	160	123	11,018	12,085
In labor force	440	423	24,491	30,395
Percent in labor force	73.3%	77.5%	69.0%	71.6%
Armed Forces	0	0	34	21
Civilian labor force	440	423	24,457	30,374
Employed	422	406	22,987	29,108
Unemployed	18	17	1,470	1,266
<b>Unemployment Rate</b>	<b>4.1%</b>	<b>4.0%</b>	<b>6.0%</b>	<b>4.2%</b>

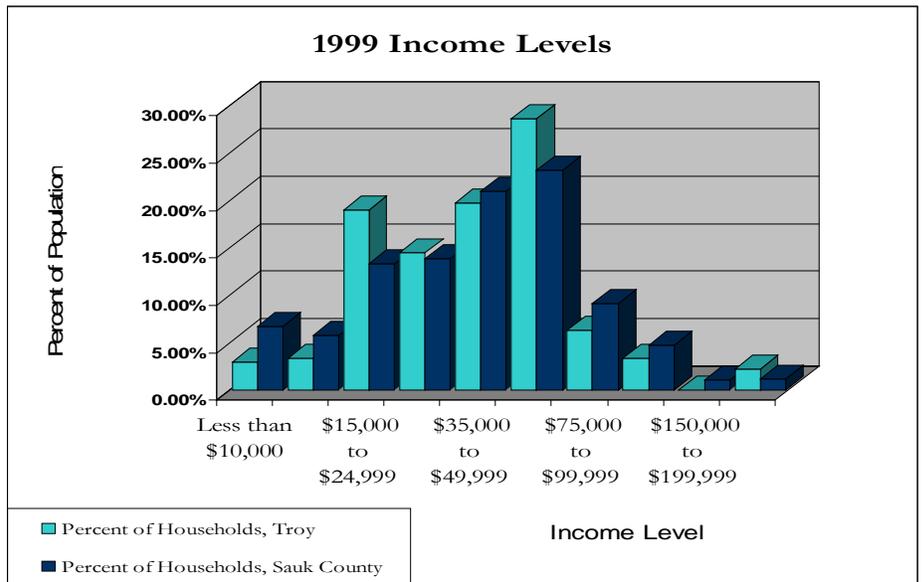
Source: U.S. Census Bureau, 1990-2000, DP-3

➤ **Income Levels**

**Income Level Comparisons**

Household income levels provide insight into the economic vitality and housing needs of the Town of Troy. *Chart IA15* and *Tables IA16* and *IA17* show household income distributions for the Town of Troy and surrounding municipalities in 1999. These graphs show that Troy's dominant categories of income are \$15,000 to \$24,999, \$25,000 to \$34,999, \$35,000 to \$49,999 and \$50,000 to \$74,999. In 2000, the

**Chart IA15: 1999 County/Town Household Income Distribution Comparison**



greatest percentage of Troy’s population (28.62%) fell in the \$50,000 to \$74,999 income bracket. Troy’s concentration of income in the \$15,000 to \$75,000 range mirrors the general income distribution in the surrounding towns, Sauk County and the State of Wisconsin. However, the State of Wisconsin, Franklin and Prairie du Sac show slightly higher income clusterings that extend into the \$75,000 to \$99,000 range.

**Table IA16: Household Income Comparison- Local**

Household Income in 1999	Number of Households, Troy	Percent of Households, Troy	Number of Households, Spring Green	Percent of Households, Spring Green	Number of Households, Franklin	Percent of Households, Franklin	Number of Households, Prairie du Sac	Percent of Households, Prairie du Sac
Less than \$10,000	8	2.97%	18	2.93%	9	3.47%	13	3.22%
\$10,000 to \$14,999	9	3.35%	14	2.28%	14	5.41%	10	2.48%
\$15,000 to \$24,999	51	18.96%	84	13.68%	27	10.42%	33	8.17%
\$25,000 to \$34,999	39	14.50%	63	10.26%	38	14.67%	34	8.42%
\$35,000 to \$49,999	53	19.70%	135	21.99%	60	23.17%	75	18.56%
\$50,000 to \$74,999	77	28.62%	190	30.94%	60	23.17%	120	29.70%
\$75,000 to \$99,999	17	6.32%	60	9.77%	38	14.67%	69	17.08%
\$100,000 to \$149,999	9	3.35%	33	5.37%	11	4.25%	31	7.67%
\$150,000 to \$199,999	0	0.00%	13	2.12%	0	0.00%	10	2.48%
\$200,000 or more	6	2.23%	4	0.65%	2	0.77%	9	2.23%
Total Households	269	100.00%	614	100.00%	259	100.00%	404	100.00%
Median Household Income (dollars)	\$39,432.00	\$39,432.00	\$49,028.00	\$49,028.00	\$45,982.00	\$45,982.00	\$56,667.00	\$56,667.00

Source: US Census Data

**Table IA17: Household Income Comparison - Regional**

Household Income in 1999	Number of Households, Troy	Percent of Households, Troy	Number of Households, Sauk County	Percent of Households, Sauk County	Number of Households, Wisconsin	Percent of Households, Wisconsin
Less than \$10,000	8	2.97%	1,461	6.75%	49,392	3.54%
\$10,000 to \$14,999	9	3.35%	1,255	5.80%	42,055	3.01%
\$15,000 to \$24,999	51	18.96%	2,890	13.35%	127,576	9.14%
\$25,000 to \$34,999	39	14.50%	2,987	13.80%	161,209	11.56%
\$35,000 to \$49,999	53	19.70%	4,552	21.03%	260,429	18.67%
\$50,000 to \$74,999	77	28.62%	5,014	23.16%	384,735	27.58%
\$75,000 to \$99,999	17	6.32%	1,976	9.13%	196,614	14.09%
\$100,000 to \$149,999	9	3.35%	1,019	4.71%	118,408	8.49%
\$150,000 to \$199,999	0	0.00%	232	1.07%	27,061	1.94%
\$200,000 or more	6	2.23%	261	1.21%	27,558	1.98%
Total Households	269	100.00%	21,647	100.00%	1,395,037	100.00%
Median Household Income (dollars)	\$39,432.00	\$39,432.00	\$41,941.00	\$41,941.00	\$52,911.00	\$52,911.00

Source: US Census Data

➤ **Median and Average Household Income**

Another tool in the assessment of income distribution is the comparison of the median household income with the average household income for a particular year. A median value represents the middle value in an ordered list of data values. It divides the values into two equal parts with one half of the values falling below the median value and one half falling above the median value. Therefore, the median household income is the income value at which half of the other income values are above and one half are below. In contrast, average household income (as represented in *Tables IA18 and IA19 Median and Average Household Incomes*) is calculated by dividing aggregate household income by the number of households in a given geographic area for a given year. In 1990, the median household income for the Town of Troy was \$30,560, while the average household income was \$30,650. (please refer to *Table IA18*). The ratio of the average income to the median income was approximately 1, meaning the values are approximately equal. This tell us that the average income has a value that is truly at the middle of the spectrum of income values and that few values are significantly lower or higher than the average income value. However, in comparing *Table IA18 to Table IA19*, the 2000 data is substantially different. In 2000, the median household income for the Town of Troy was \$38,432 while the average household income was \$50,388. The ratio of the two values is 1.31, meaning that the average income is 13% greater than the median income. This implies that there are more outlying values on the upper end of the spectrum, meaning that a greater number of significantly higher incomes are found above the median income value than were found in 1990. As a result, these larger incomes cause average household income to be higher. Therefore, this analysis shows that from 1990 to 2000, the Town of Troy gained more affluence in its upper income brackets. In both Sauk County and the State of Wisconsin, there tended to be more money in the income brackets above the median income than below it in both 1990 and 2000. In 2000, however, Troy had a significantly greater proportion of large incomes above the median income than either Sauk County or Wisconsin.

**Table IA18: 1990 Median and Average Household Incomes**

Distribution Household Income -1990	% of Households	% of Households	% of Households
	Town Of Troy	Sauk County	Wisconsin
Less than \$10,000	11.6%	14.1%	14.0%
\$10,000 to \$14,999	4.6%	11.3%	9.4%
\$15,000 to \$24,999	22.4%	22.0%	18.7%
\$25,000 to \$34,999	25.5%	18.4%	17.4%
\$35,000 to \$49,999	26.3%	20.5%	20.2%
\$50,000 to \$74,999	8.1%	10.0%	14.1%
\$75,000 to \$99,999	0.4%	2.2%	3.6%
\$100,000 to \$149,999	0.0%	0.9%	1.7%
\$150,000 or more	1.2%	0.6%	1.0%
<b>Median Household Income</b>	<b>\$30,560</b>	<b>\$26,217</b>	<b>\$29,442</b>
No. of Households	259	17,801	1,824,252
Aggregate Household Income	\$7,938,455	\$545,406,221	\$64,177,987,519
<b>Avg. Household Income</b>	<b>\$30,650</b>	<b>\$30,639</b>	<b>\$35,180</b>
<b>Ratio of mean to median HH Income</b>	<b>1.00</b>	<b>1.17</b>	<b>1.19</b>

Source: Eric Grosso, DWD and US Census Data

**Table IA19: 2000 Median and Average Household Incomes**

Distribution Household Income - 2000	% of Households	% of Households	% of Households
	Town Of Troy	Sauk County	Wisconsin
Less than \$10,000	3.0%	6.7%	3.5%
\$10,000 to \$14,999	3.3%	5.8%	3.0%
\$15,000 to \$24,999	19.0%	13.4%	9.1%
\$25,000 to \$34,999	14.5%	13.8%	11.6%
\$35,000 to \$49,999	19.7%	21.0%	18.7%
\$50,000 to \$74,999	29.7%	23.2%	27.6%
\$75,000 to \$99,999	6.3%	9.1%	14.1%
\$100,000 to \$149,999	3.3%	4.7%	8.5%
\$150,000 to \$199,999	0.0%	1.1%	1.9%
\$200,000 or more	2.2%	1.2%	2.0%
<b>Median Household Income</b>	<b>\$38,432</b>	<b>\$41,941</b>	<b>\$43,791</b>
No. of Households	269	21,647	2,086,304
Aggregate Household Income	\$13,554,300	\$1,076,409,500	\$112,374,261,000
<b>Avg. Household Income</b>	<b>\$50,388</b>	<b>\$49,726</b>	<b>\$53,863</b>
<b>Ratio of mean to median HH Income</b>	<b>1.31</b>	<b>1.19</b>	<b>1.23</b>

Source: Eric Grosso, DWD and US Census Data

➤ **Income Based on Housing Affordability**

By breaking down median income levels into categories, income levels can be better analyzed. *Housing Wisconsin* defines extremely low income as income below 30% of the median income, very low income as income between 30% and 50% of the median income, low income as income 50-80% of the median income, and moderate income as income 80%-100% of the median income. In 2000, the Town of Troy’s median income was \$39,432. The calculation for income levels using this median income are shown in **Table IA20 Household Median Income and Income Breakdown**. For ease of interpretation, the numbers have been rounded.

For the purposes of this report, extremely low income is income below \$15,000, and very low income is between \$15,000 and \$25,000. Low income is between \$25,000 and \$35,000 and moderate income is from \$35,000 to \$50,000. In looking at the income breakdown for the 2000 census, it is evident that 6.3% of the population has extremely low income, 19% of the population has very low income, 14.5% of the population has low income. In other words, 39.8% of the population in the Town of Troy have incomes below the moderate level. 19.7% of the population has moderate income. In comparing 1990 census figures to the 2000 Census data, it is apparent that in 1990 there were fewer people of very low income and a greater of percentage of people of low and moderate income than in 2000. By comparing the census statistics between 1990 and 2000, a person can also more clearly comprehend how income levels affect housing costs and the determination of housing affordability for the Town of Troy. This statistical information will be further discussed in the Housing Chapter of this comprehensive plan.

**Table IA20: Household Median Income and Income Breakdown**

Town of Troy 1989		
Household Median Income (HMI)		\$30,560
Household Income Category	Rounded Description in response to Census Data Breakdown	Percent of Households
<b>extremely low income</b> (below 30% of HMI)	< \$10,000	5.1%
<b>very low income</b> (30% to 50% of HMI)	\$10,000-\$15,000	5.6%
<b>Low income</b> (50% to 80% of HMI)	\$15,000-\$25,000	24.7%
<b>Moderate</b> (80% to 100% of HMI)	\$25,000-\$35,000	25.6%

Source: US Census 1990 DP-4 Table and Housing Wisconsin, 2001

Town of Troy, 1999		
Household Median Income		\$39,432
Household Income Category	Rounded Description in Response to Census Data Breakdown	Percent of Households
<b>Extremely low income</b> (below 30% of HMI)	< \$15,000	6.3%
<b>Very low income</b> (30% to 50% of HMI)	\$15,000-\$25,000	19.0%
<b>Low income</b> (50% to 80% of HMI)	\$25,000-\$35,000	14.5%
<b>Moderate</b> (80% to 100% of HMI)	\$35,000-\$50,000	19.7%

Source: US Census 2000, DP-3 Table and Housing Wisconsin, 2001

➤ **Summary and Analysis of the Town’s Demographic Trends/Characteristics**

- The Town of Troy’s population has been in decline since 1990.
- In looking at age size change from 1990 to 2000, the Town of Troy’s population is growing fastest in the older age groups- especially 40-49, 50-59 and 70-79- and decreasing in age groups 30-39 and younger.
- The Town of Troy parallels Sauk County, with its greatest outmigration occurring when residents 10-19 become 20-29 years old.
- The housing density for the Town of Troy is roughly 5.5 houses per square mile while the population density was approximately 14.2 persons per square mile.
- While the the number of housing units in Troy is increasing, the rate of increase (average of 4.83% from 1980-2000) is well below that of Sauk County and the majority of neighboring Towns.
- The average household size for the Town of Troy has continually declined from 3.28 persons per household in 1990 to 2.79 persons per household in 2000, which is still considerably higher than the average household size for Sauk County at 2.51 persons.
- The Town of Troy is on the cusp of being considered an old population, with 10% of its residents age 65 or older.
- In 2000, the median age of the Town was 43.3, compared to 37.30 for the County.
- Only 1.2% of the population of the Town of Troy is considered as having an ethnic background while approximately 3% of Sauk County residents are of ethnic origin.
- The Town of Troy has a nearly even ratio of males to females.
- In 2000, about 45.1% of the Town’s population held a high school diploma compared to 83.5% in Sauk County. 11.4% of the population of Troy reported holding a bachelors degree or higher in 2000 compared to 17.6% countywide.
- While education levels are increasing in Sauk County, education levels in the Town of Troy remain constant or are in slight decline.

- In 2000, roughly 96% of the Town's civilian labor force was employed, compared to 96% for Sauk County.
- The median household income in 1999 for the Town of Troy, \$39,432, was below that of the surrounding Towns, Sauk County and the State of Wisconsin.
- The Town's ratio of median income to average household increased from 1990 to 2000, demonstrating an increase in affluence in its upper income distribution.
- In 2000, approximately 38.8% of the Town's population were considered to be in the low income category and 19.7% were considered to be in the moderate income category when comparing housing costs to household income.

In order to utilize the information that has been presented thus far for comprehensive planning purposes, this information must first be analyzed to determine the reasoning behind these historic trends. These historic trends must then be used to develop forecasts for the Town over the next 20 years.

### ➤ **Demographic Analysis**

The first historic trend that will be analyzed here is the Town of Troy's population decline since 1990. Explaining population trends can be very difficult because population change is often linked to specific and complexly intertwined factors including economic conditions, local politics, and the geophysical setting of the Town in addition to more apparent birth, death, immigration and emmigration rates. With that being said, the Town of Troy experienced a 10.84% decline in population between 1990 and 2000 of 94 individuals according to the 2000 US Census.

One of the major underlying causes of this decrease can be attributed to trends in average household size. Average household size in the Town of Troy has declined since 1990 as evidenced in *Chart IA8* and *Table IA9 Average Household Size*. As you can see, the Town of Troy experienced a significant decline of .49 persons per household in this last census period, going from 3.28 persons per household to 2.79. Looking at the regional trends of the adjacent Towns in Sauk County, one can see that the trends in the Town of Troy closely resemble those of the Towns of Honey Creek and Franklin, specifically with regard to average household size

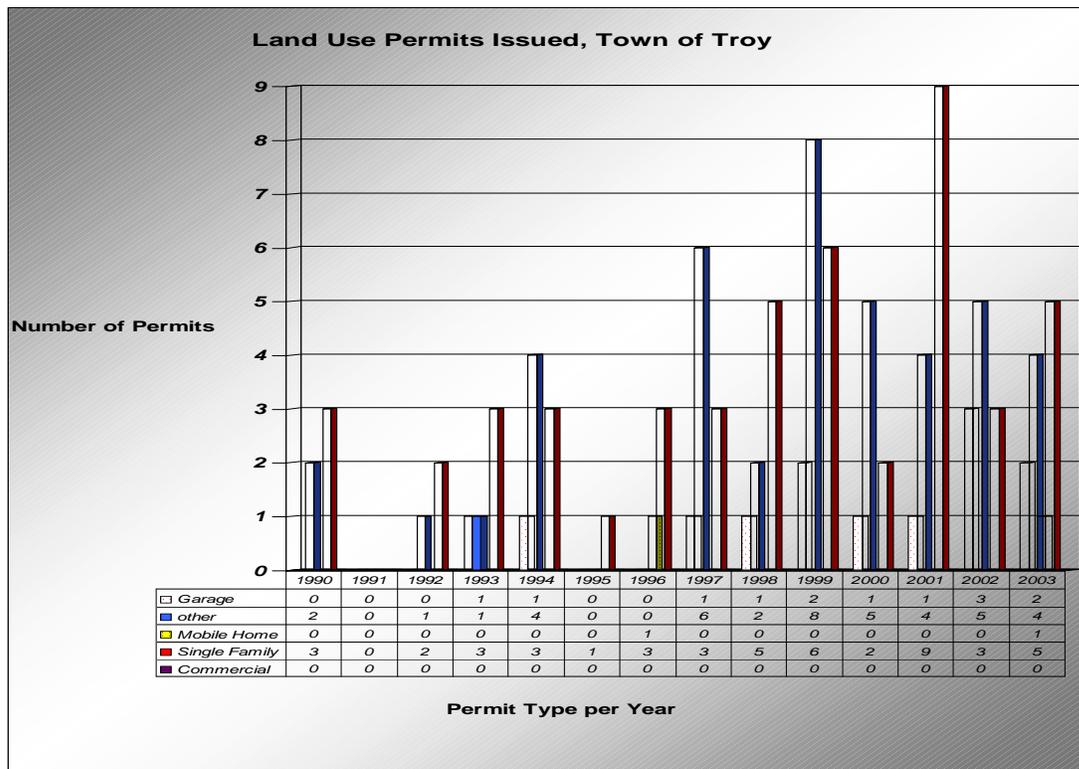
Based on the census estimate of 300 homes in 2000 and multiplying by the decline in household size figure from 2000 (0.49), one could have expected the population to decrease by roughly 100 individuals. If one were to use the figure of 29 new homes constructed between 1990 and 1999 that is provided by Sauk County in the following housing analysis, the expected population decrease would be around 60-70 individuals. The truth appears to lie somewhere in between those two new housing figures for the period between 1990 and 2000, resulting in a decrease of approximately 94 individuals.

### ➤ **Housing Analysis**

As mentioned earlier, Census data illustrates that the Town has experienced mild total housing growth in the last decade. According to Census data, approximately fourteen housing units were added to the Town, from 1990 to 2000, resulting in a 4.9% growth of

total housing units (refer to **Table IA7Number of Housing Units**). To again recap the regional comparison of Troy to surrounding Towns, Troy exhibited a rate of housing growth similar to the Town of Honey Creek, but much lower than that in the Towns of Prairie du Sac, Spring Green and Franklin, the County, and the State. However, records retained by the Sauk County Department of Planning and Zoning, reported the issuance of 29 permits for new single family housing, which conflicts with Census figures during the same time period (refer to **Table IA17 Household Income Comparison**). (Bear in mind that the figure provided by Sauk County does not take into account the number of housing units razed or removed during this same period). Data from the Sauk County Planning and Zoning Department points toward a 10% increase in overall housing stock (double Census data findings) from 1990 until 1999. During this time, an average of 2.9 new permits were issued per year. Most recently, 19 new single family permits were issued from 2000 to 2003 increasing the average number of permits issued per year to 4.75. In fact, 58.1% of all new construction in the Town of Troy since 1990 has taken place over the last five years. This would suggest a recent increase in development rate and intensity in the Town of Troy.

**Chart IA21: New Housing Development**



Source: Sauk County Planning and Zoning

➤ **Discussion**

One of the first explanations to consider when comparing the Town’s growth with that of the surrounding Towns is the history of zoning classifications and resulting housing densities of each. The Town of Troy adopted Exclusive Agricultural zoning in 1986. Similarly, other towns adopted Exclusive Agricultural zoning around the same time including the Town of

Prairie du Sac (1986), Town of Honey Creek (1987) and Town of Franklin (1987). The Town of Spring Green is primarily zoned Resource Conservancy 35 (relatively comparable to Exc. Ag zoning with 35 acre minimum lot size) and has been since 1992.

In the Towns of Prairie du Sac and Franklin, much of the growth seen between 1980 and 1990 happened prior to the adoption of exclusive agricultural zoning, which was one of the primary factors in both Town’s decisions to enter into the Farmland Preservation Program. For comparison purposes, it is more logical to compare the Town of Troy to the Town of Honey Creek due to each Town’s geographic location, the timeframe in which Exclusive Agriculture was adopted, and the fact that neither town is adjacent to an incorporated municipality. These two Towns are most comparable in regards to number of housing units and overall population in 2000. The impact of Exclusive Agricultural zoning is evidenced by a slow, steady rate of growth between 1980 and 2000 in both Towns. This growth rate is much lower than the growth rates of Sauk County, the State of Wisconsin, and most other Towns in Sauk County during this twenty-year period (refer to *Table IA7Number of Housing Units*).

**Table IA22: Land Use Permits Comparison**

Land Use Permits Issued for New Construction in the Town of Troy								
Year	Residential					Commercial	Total Permits Issued for New Construction	Percent of Total Issued
	Single Family	Mobile Home	Total Permits Issued for Homesteads	Garage	Other			
1990	3	0	3	0	2	0	5	4.46%
1991	0	0	0	0	0	0	0	0.00%
1992	2	0	2	0	1	0	3	2.68%
1993	3	0	3	1	1	0	5	4.46%
1994	3	0	3	1	4	0	8	7.14%
1995	1	0	1	0	0	0	1	0.89%
1996	3	1	4	0	0	0	4	3.57%
1997	3	0	3	2	4	1	10	8.93%
1998	5	0	5	1	2	0	8	7.14%
1999	6	0	6	2	6	0	14	12.50%
2000	2	0	2	1	5	0	8	7.14%
2001	9	0	9	2	2	0	13	11.61%
2002	3	0	3	3	6	0	12	10.71%
2003	5	0	5	3	3	0	11	9.82%
2004	3	0	3	1	6	0	10	8.93%
<b>Total 1990 - 1999</b>	29	1	30	7	20	1	58	51.79%
<b>Total 2000-2004</b>	22	0	22	10	22	0	54	48.21%
<b>Total 1990 to 2004</b>	51	1	52	17	42	1	112	total
<b>Percent of Total Issued</b>	45.54%	0.89%	46.43%	15.18%	37.50%	0.89%	100.00%	Percent of Total Issued
<b>Average Issued Per Year</b>	3.40	0.07	3.47	1.13	2.80	0.07	7.47	Average Issued Per Year

Source: Sauk County Department of Planning and Zoning

In comparing the Town of Troy to other neighboring Towns in Sauk County with fairly similar characteristics in terms of zoning and location, one would conclude that the housing growth in the Town of Troy in the last two decades is generally representative of the area and therefore close to expectations. Despite the high growth pressure and escalating land values in the Sauk Prairie and Spring Green areas in the 1990's, the Town of Troy growth has been stabilized through the use of more restrictive zoning and its emphasis on agriculture, which are two main focuses of Wisconsin's Farmland Preservation Program. In this regard, the program has been widely successful in the Town of Troy. However, as mentioned above in the Housing Analysis as well as depicted in **Table IA 22**, the success of Farmland Preservation in the Town of Troy is starting to decline. For the period of 1990-2003, 58% of all new housing took place in the last five years, which seems to suggest a recent development surge. Two main factors that will be discussed later in this planning document are escalating land values and a relatively stagnant agricultural products market. In lieu of this more recent trend, it will be critical for the Town to determine during this planning process if one of their main goals will be to continue to preserve agricultural lands. Other issues to determine during this process in regards to housing development may include: density, location, amount, type and affordability. These issues will be further explored in the Housing Chapter of this Plan.

### 3.2 Employment and Income Analysis

**Table IA23: Town of Troy Employment Sectors by Industry**

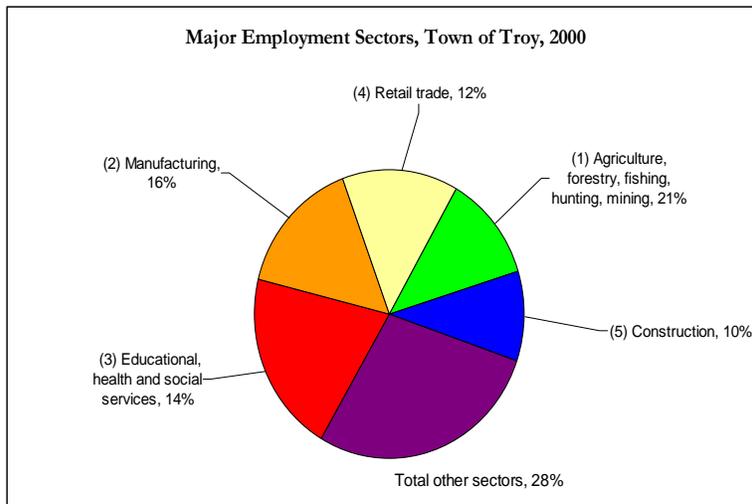
Town of Troy, Employment by Industry, 1990 2000							
Industry	Town of Troy, 1990	Town of Troy 1990, Percent of Employed Population	Town of Troy, 2000	Town of Troy 2000, Percent of Employed Population	Change in number of employees per industry, 1990 2000	Change in percent employment per industry, 1990 2000	Rate of growth of industry, 1990 2000
Agriculture, Forestry, Fishing and Hunting, and Mining	170	40.3%	84	20.7%	-86	-19.6%	-50.6%
Construction	34	8.1%	41	10.1%	7	2.0%	20.6%
Manufacturing	74	17.5%	63	15.5%	-11	-2.0%	-14.9%
Wholesale trade	12	2.8%	6	1.5%	-6	-1.4%	-50.0%
Retail trade	55	13.0%	48	11.8%	-7	-1.2%	-12.7%
Transportation and warehousing, and utilities	4	0.9%	18	4.4%	14	3.5%	350.0%
Information	0	0.0%	6	1.5%	6	1.5%	new industry
Finance, insurance, real estate, and rental and leasing	11	2.6%	14	3.4%	3	0.8%	27.3%
Professional, scientific, management, administrative, and waste management services	0	0.0%	28	6.9%	28	6.9%	new industry
Educational, health and social services	34	8.1%	56	13.8%	22	5.7%	64.7%
Arts, entertainment, recreation, accommodation and food services	7	1.7%	27	6.7%	20	5.0%	285.7%
other services (except public Administration)	16	3.8%	8	2.0%	-8	-1.8%	-50.0%
Public Administration	5	1.2%	7	1.7%	2	0.5%	40.0%
<b>Industry Total</b>	<b>422</b>	<b>100.0%</b>	<b>406</b>	<b>100.0%</b>	<b>-16</b>	<b>0.0%</b>	<b>-3.8%</b>

Source: US Census Bureau, 1990-2000, DP-3

Note: U.S. Census 1990 Occupation classes are grouped differently. The 1990 data are grouped together as best as able for comparison to the U.S. Census 2000.

Two contributing factors that help in determining how an area may develop are employment opportunities and income potential. This information is essential to determine where individuals may travel to work, shop, recreate, etc. The intent of this analysis is to evaluate the employment characteristics of the Town’s labor force and its resulting income (see **Table IA14 Labor Force**). As one can see, the Town’s unemployment percentage has historically been less or equal to that of Sauk County as a whole with an unemployment rate of 4.1% in 1990 and 4.0% in 2000. The unemployment rate has also remained relatively constant over the previous ten years. **Table IA23 Employment Sectors by Industry** depicts the make-up of the labor market in the Town of Troy and how the make-up is changing. According to 2000 U.S. Census data, Troy experienced the highest percentage of growth in the transportation and warehousing and utilities sector as well as in the arts, entertainment, recreation, accomodation and food services sector. The Town of Troy also saw a 64.7% increase in educational, health and social services from 1990 to 2000. However, the greatest decline experienced was in the agriculture, forestry, fishing and mining industry. From 1990 to 2000 this industry lost 86 workers, resulting in a 50.6% overall decline. Wholesale trade also declined by 50% from 1990 to 2000. Overall, the Town of Troy witnessed a slight decrease in overall industry growth (-3.8%) from 1990 to 2000.

**Chart IA24: Major Employment Sectors**



**Chart IA24 Major Employment Sectors** shows Troy’s major employment sectors in 2000: 1) agriculture, forestry, fishing and mining; 2) manufacturing; 3) educational, healthy and social services; 4)retail trade and 5) construction. The “other sectors” category is inclusive of the remaining industries listed in **Table IA23 Employment Sectors by Industry**.

An area’s income potential is another important contributing factor to consider when evaluating an area’s labor force. It is essential that an area not only have a strong labor market with adequate employment opportunities, but that those opportunities provide an adequate living wage. As indicated in **Table IA20 Household Median Income and Income Breakdown**, the Town of Troy’s median household income in 1999 was less than the median household income in Sauk County. Median household income is a value at which half of the household incomes are below and half are above. Again, this is purely reflective of numbers of households. In comparison, the Town’s average household income takes into account the income of each household to determine an average (please refer to **Table IA 18 and IA 19 Median and Average Houshold Incomes**). The average household income of Town of Troy residents’ was approximately \$33,807.00 in 1990 compared to \$61,033.00 in 2000. These figures represent a trend in the Town that indicates that not only did income

growth outpace the rate of inflation, but also that the residents' personal wealth has increased. In effect, the percentage of households earning more than \$50,000 a year rose significantly while the percentage of households earning less than \$35,000 a year decreased comparatively.

What this all means is that the Troy area labor force market remains strong and continues to thrive. Employment opportunities primarily meet the labor supply and the wages earned have continued to rise. One readily apparent issue which should be addressed during this planning process is the heavy reliance on the manufacturing sector of the region. On the other hand, another trend that should be evaluated is the reduction in job opportunities for professional service sectors. As the Town develops its comprehensive plan, they should consider the current employment sector make-up of the Town's employee base and determine where to focus its energies. These issues should also be further explored through intergovernmental forums with neighboring municipalities to discover what the area's future economic development goals and objectives are as well as areas they have identified for economic growth. Better communication and cooperation between the communities will help in fostering an economically healthy town.

#### ➤ **Population and Housing Forecasts**

Prior to reviewing the following population and housing forecasts, it is important to keep in mind that these projections are based solely on the Town's historic trends. One of the numerous opportunities provided by this comprehensive planning effort is a thorough analysis of the Town's past trends to determine if they are desirable for the future. If the Town residents feel that these projections do not accurately reflect the vision of the future for the Town of Troy, the comprehensive planning process provides an opportunity for the Town to change or reverse those trends by initiating new policies or programs to address the specific issues or concerns raised regarding these historic trends.

Below, **Table IA25 Population Forecasts** represents the Town of Troy's historical growth patterns as well as provides several projection formulas that may be applied in forecasting the Town's future population and housing trends. As you can see, a wide discrepancy exists based on what model is chosen. However, use of the linear and growth models when predicting future housing and population figures are more commonly used based on reliability and expectations. For the purposes of this planning process, we will focus on these two projections while using the static household size. Static household size refers to holding constant or "freezing" the household size and occupancy figures from the 2000 census and using them to predict the future population based on growth in the number of housing units. Also, as you can see, two separate linear and growth projections are provided. The first projection is based on the historical trends starting from 1970. The second projection is called a "selected growth projection", which utilizes the census data from a specific period, in this case 1980-2000, and disregards the other data. This is done to put a greater emphasis on more recent trends. For the purposes of this planning process, we will concentrate on the growth and linear model projections based on the trends experienced between 1970 and 2000.

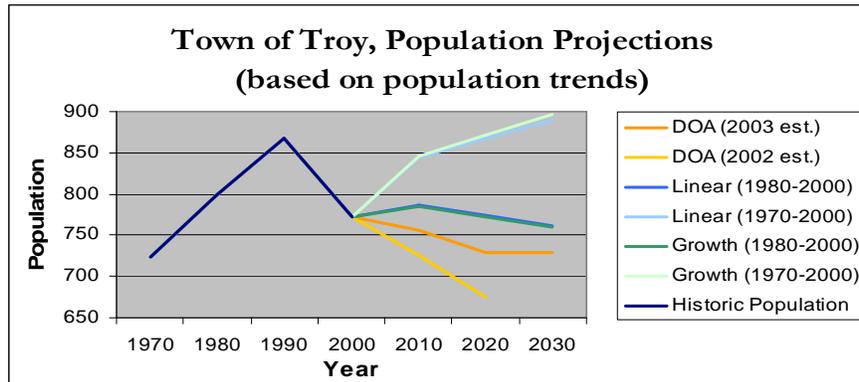
As you can see, the expected population of the Town of Troy in 2025 will be approximately 880 individuals. If compared to the static household size model (818 individuals in 2025), one would expect a slight increase in the average household size in order to achieve this projection. This assumption is made based on the fact that the static household size model freezes the occupancy and household size figures at the 2000 level and relies almost wholly on the growth in housing units. Based on anticipated housing growth and other factors including immigration, emmigration, birth rates and death rates, it appears the 2025 population projection of approximately 880 individuals may be realistic. **Tables IA26** (linear and growth models compared to DOA estimates) and **IA27** (static household size model) report and graphically depict these various model projections of the population of Troy.

**Table IA25: Population Forecasts**

Town of Troy Population Projections				Projections								
Year, source	Year	Historic Population	Percent Change	Linear (1970-2000)	Growth (1970-2000)	Linear (1980-2000)	Growth (1980-2000)	Static household size	Limited household size	Household size trend	DOA (2002 est.)	DOA (2003 est.)
1960, per census	1960	846		846	846	846	846	846	846	846	846	846
1970, per cen	1970	723	-14.54%	723	723	723	723	723	723	723	723	723
1980, per cen	1980	799	10.51%	799	799	799	799	799	799	799	799	799
1990, per cen	1990	867	8.51%	867	867	867	867	867	867	867	867	867
2000, per cen	2000	773	-10.84%	773	773	773	773	773	773	773	773	773
2010, project	2010			845	846	787	786	791	709	651	726	755
2020, project	2020			867	871	774	773	809	725	522	676	729
2025, project	2025			878	883	768	766	818	733	456	653	755
2030, project	2030			889	896	761	760	827	741	388	n/a	729

Source: U.S. Census Bureau, 1960-2000, and Wisconsin Department of Administration - Demographic Services Center

**Chart IA26: Population Projections #1**



**Table IA27: Population Projections #2**

Town of Troy Population Projection						
	Population per Census	Number of Housing Units	Occupancy Rate	Average Number of Persons per Housing Unit	Group Quarter	Calculated Population per County
1990, per census	867	293	90%	3.28	0	867
2000, per census	773	300	92%	2.79	0	773
2010, projected		307	92%	2.79	0	791
2020, projected		314	92%	2.79	0	809
2025, projected		317.5	92%	2.79	0	818
2030, projected		321	92%	2.79	0	827

Source: U.S. Census Bureau, 1960-2000, and Wisconsin Department of Administration - Demographic Services Center

In terms of housing forecasts, *Chart IA27 Population Projections* used a linear growth model based on historic trends to estimate 318 total housing units by 2025. Below, *Tables IA28* and *IA29 Housing Forecasts* use a different formula to determine future housing forecasts for the Town of Troy. By utilizing the data generated from the population forecasts for the Town using the linear and growth models we are also able to develop future household projections using the average household size as the variable. In *Table IA28*, the average household size is frozen (static). The number of households is determined using the population projections in *Table IA25 Population Forecasts*, then dividing by the average household size and the occupancy rate to determine a housing estimate. In this instance, by freezing the average household size and occupancy rates at the 2000 level, the number of households is heavily dependent on the population forecasts. By the year 2025, a town population of 883 individuals would then result in 340 housing units. In contrast, if one were to continue to predict a decline in the average household size, as suggested from historical data, the total number of households anticipated by 2025 would increase to 388 based on the same population projection of 883 individuals. The difference based on the change in the average household size is significant, with an annual increase in total housing units of approximately 1.6 per year with the static average household size compared to 3.5 for the declining household size. Based on the recent trends experienced in the last five years in terms of housing growth as well as the historical data which suggests a continuing decline in the average household size for the Town of Troy, the housing figures represented in *Table IA29* appear to be the more realistic of the two projections with an estimate of approximately 388 housing units by the year 2025.

**Table IA28: Housing Forecasts – Declining Average Household Size**

Year	Population	Average household size	Number of occupied households	Number of households
1990, per census	867	3.28	0.92	287
2000, per census	773	2.79	0.93	298
2010, Projection	845	2.65	0.93	343
2020, Projection	870	2.5	0.93	374
2025 Projection	883	2.45	0.93	388

Source: US Census and Sauk County Planning and Zoning

**Table IA29: Housing Forecasts –Static Housing Model**

Year	Population	Average household size	Number of occupied households	Number of households
1990, per census	867	3.28	0.92	287
2000, per census	773	2.79	0.93	298
2010, Projection	845	2.79	0.93	326
2020, Projection	870	2.79	0.93	335
2025 Projection	883	2.79	0.93	340

Source: US Census and Sauk County Planning and Zoning

### 3.4 Labor Force Forecasts

In addition to forecasting future population and housing levels, it is important to determine the future employment outlook for the Town. A labor force forecast helps a community understand the age and gender make-up of their future workforce (people between the ages of 15 and 64), the size of their future workforce and how this will affect the overall population and the demand for certain future jobs in a community. A future workforce profile also assists a Town in planning for desired future levels and types of employment within the economy of an area. Typically, a workforce projection is based upon an analysis of the age group distribution and change in a population over time. However, it is difficult to complete these projections for the Town of Troy due to insufficient Census data on future age distribution at the town level.

Despite the inavailability of Census data, there are alternate approaches for preparing a possible “best guess” future labor force scenario for the Town of Troy. One such method is the comparison of the population projections for the Town (detailed earlier in this chapter) with its historic labor force trends (see *Table IA14 Labor Force Characteristics*). As demonstrated in *Tables IA30, IA31 and IA32 Labor Force Projections*, an average percent of population participation in the labor force was calculated using labor force and population numbers from 1990 and 2000 Census data. This percent was then applied to each future population projection scenario developed in this Chapter in order to estimate the 2010 and 2025 labor force numbers.

**Table IA30: Labor Force Projection #1 (Using Linear Projection)**

Labor Force Projection #1: Town of Troy					
Year	Census			Projections	
	1990	2000		2010	2025
Population	867	773	Population Projection #1 (Linear)	845	878
Labor Force (persons 16 and over)	600	546	Historic Average % Population in Labor Force (1980-2000)	592	615
% Population in Labor Force	69%	71%	70%	70%	70%
Change in number of persons in Labor Force per 10 years	N/A	-54	N/A	46	23
% Change in Labor Force	N/A	-9%	N/A	8%	4%

Source: US Census Data and DOA Population Projections

**Table IA31: Labor Force Projection #2 (Using Growth Projection)**

Labor Force Projection #2: Town of Troy					
Year	Census Data			Projections	
	1990	2000		2010	2025
Population	867	773	Population Projection #2	846	883
Number of Persons in Labor Force	600	546	Historic Average % Population in Labor Force (1980-2000)	592	618
% Population in Labor Force	69%	71%	70%	70%	70%
Change in number of persons in Labor Force	N/A	-54	N/A	46	26
% Change in Labor Force	N/A	-9%	N/A	8%	4%

Source: US Census Data and DOA Population Projections

**Table IA32: Labor Force Projection #3 (Using Static Household Projection)**

Labor Force Projection #3					
Year	Census Data			Projections	
	1990	2000		2010	2025
Population	867	773	Population Projection #4	791	818
Number of Persons in Labor Force	600	546	Historic Average % Population in Labor Force (1980-2000)	554	573
% Population in Labor Force	69%	71%	70%	70%	70%
Change in number of persons in Labor Force	N/A	-54	N/A	8	19
% Change in Labor Force	N/A	-9%	N/A	1%	3%

Source: US Census Data and DOA Population Projections

It should be pointed out that the above set of projections report only on size change in the labor force. The actual labor force size change in the Town of Troy will depend on the age structure of the labor force, immigration and emmigration. As a result, Projections #1 through #3 may vary greatly from the actual labor force statistics in the future.

Another “best guess” can be made as to the possible future age group distribution in the Town of Troy based on data for age group trends in Sauk County from 2000 to 2020. This

assumes that the Town of Troy will experience changes in age group categories parallel to those occurring in Sauk County. **Table IA33 Labor Force Change** and **Chart IA34 Labor Force Trends** show the age group data forecast for the Sauk County labor force. In looking at **Table IA33**, notable trends include the older age groups (55-61, 62-69 and 70+) showing the greatest amount of increase and the 35-54 age group, the age group in their prime earning years, showing the least change (1%). According to **Table IA33**, the age group 62-69 grows the most, exhibiting a 106% increase (or 1,482 people). From 2000 to 2020, the age group 55-61 increases by 86% (or 2,481 people) and the age group 70+ increase by 29% (or 1,644 people).

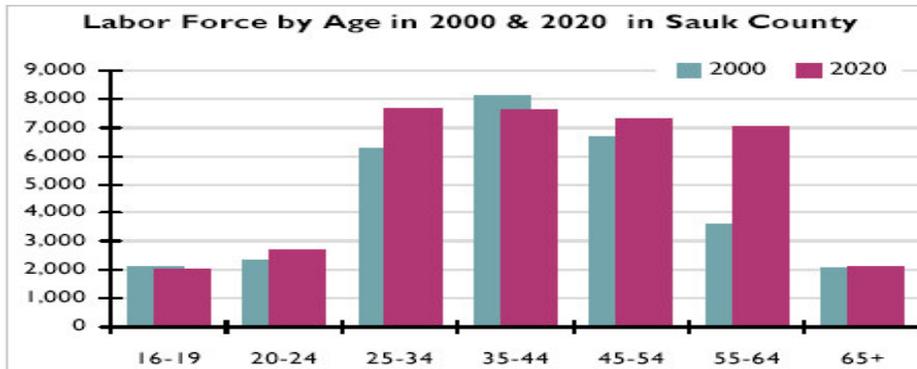
**Table IA33: Labor Force Change by Age Group in Sauk County, 2000-2020**

Forecasted Labor Force by Age Group in Sauk County, 2000-2020										
Age Groups	2000	2005	2010	2015	2020		Forecasted Labor Force Change from 2000-2020 (number of persons)	Forecasted Labor Force Change from 2000-2020 (percent)	Projected Population Change from 2000-2020 (number of persons)	Projected Population Change from 2000-2020 (percent)
16-19	2,122	2,314	2,112	2,015	2,025		-97	-5%	-140	-4%
20-24	2,346	2,922	3,167	2,863	2,719		373	16%	434	16%
25-34	6,261	6,134	6,803	7,758	7,671		1,411	23%	1,599	23%
35-54	14,746	15,545	15,552	14,942	14,940		194	1%	216	1%
55-61	2,870	3,677	4,527	5,179	5,351		2,481	86%	3,124	86%
62-69	1,398	1,570	1,970	2,469	2,880		1,482	106%	3,526	105%
70+	748	751	763	824	965		217	29%	1,644	27%
<b>Total, 16 and Over</b>	<b>30,491</b>	<b>32,914</b>	<b>34,894</b>	<b>36,049</b>	<b>36,551</b>		<b>6,060</b>	<b>20%</b>	<b>10,403</b>	<b>24%</b>

Source: Eric Grosso, State Labor Market Economist, WI Department of Workforce Development

**Chart IA34** clarifies that within the 35-54 age group, those 35 to 44 will decrease and those 45 to 54 will increase over the next twenty years within the county. It also emphasizes the large increase in the older population 55-64.

**Chart IA34: Sauk County Labor Force Trends by Age 2000-2020**



Source: Sauk County Workforce Profile, [www.dwd.state.wi.us/lmi/cp\\_pdf/S111cpw.pdf](http://www.dwd.state.wi.us/lmi/cp_pdf/S111cpw.pdf)

**Table IA33** also demonstrates general workforce trends. Overall, the workforce in Sauk County is expected to increase by 20% or 6,060 people from 2000 to 2020. In comparing this number to the overall projected population increase of 10,403 people, it is evident that

about 60% of the new population will be part of the labor force. This is a lower participation rate than that recorded by the Bureau of Labor Statistics for all workforce participation in Sauk County: 86.5%. It is also evident in **Table IA33** that the population 16 and older in Sauk County is expected to grow 4% faster than the labor force of people 16 and older. However, when compared to the State of Wisconsin labor force projections by age group (shown in **Table IA35**), it is evident that Sauk County shows less of a gap (4%) between expected population growth and expected labor force participation than the State of Wisconsin (6%) and that the labor force in Sauk County is projected to grow more quickly than the state labor force (20% vs 11%).

**Table IA35: Forecasted Labor Force by Age Group in Wisconsin, 2000-2020**

Forecasted Labor Force by Age Group in Wisconsin, 2000-2020										
Age Group	2000	2005	2010	2015	2020		Forecasted Labor Force Change from 2000-2020 (numeric)	Forecasted Labor Force Change from 2000-2020 (percent)	Projected Population Change from 2000-2020 (numeric)	Projected Population Change from 2000-2020 (percent)
16-19	204,474	209,459	205,313	190,368	193,314		-11,160	-5%	-17,822	-5%
20-24	291,507	327,964	335,817	328,731	304,855		13,349	5%	16,360	5%
25-34	600,925	590,998	644,596	689,271	689,754		88,829	15%	103,995	15%
35-54	1,386,418	1,429,481	1,392,374	1,332,601	1,312,861		-73,556	-5%	-86,884	-5%
55-61	236,733	299,752	361,141	405,905	417,308		180,575	76%	254,493	76%
62-69	101,251	111,407	137,344	170,602	196,085		94,834	94%	283,480	93%
70+	49,489	50,502	51,952	56,215	66,101		16,612	34%	158,573	30%
<b>Total, 16 and Over</b>	<b>2,870,797</b>	<b>3,019,563</b>	<b>3,128,535</b>	<b>3,173,693</b>	<b>3,180,278</b>		<b>309,481</b>	<b>11%</b>	<b>712,195</b>	<b>17%</b>

*Source: Eric Grosso, State Labor Market Economist, WI Department of Workforce Development*

## 4.0 Housing

An examination of the number of housing units, occupancy rate and household type, housing structure type, age and value of existing housing structures assists with identifying the needs of all residents of the Town of Troy. This information will also help ensure that an adequate housing supply exists for all Town residents.

### 4.1 Housing Analysis

#### ➤ Number of Housing Units

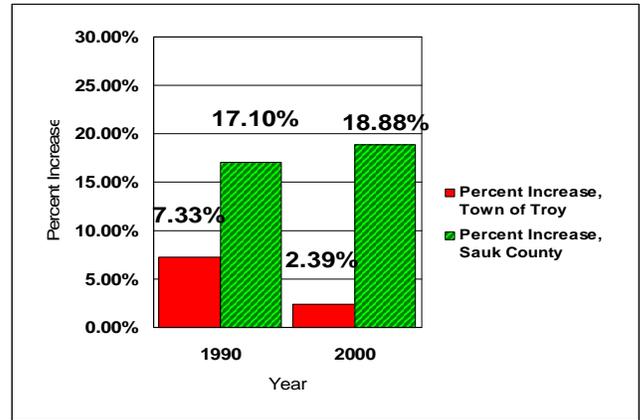
**Table H1: Number of Housing Units**

Chart H 1: Number of Housing Units, 1980-2000				
Year	Town of Troy	Percent Increase, Town of Troy	Percent Increase, Sauk County	Sauk County
1980	273		27.83%	17,454
1990	293	7.33%	17.10%	20,439
2000	300	2.39%	18.88%	24,297

Source: US Census Bureau, 1970-2000

1980 data from WisStat

**Chart H2: Percent Change in Housing Units**



**Table H1 Number of Housing Units and Chart H2 Percent Change in Housing Units** show

that the historical trends in the Town of Troy are not reflective of what has been experienced in Sauk County during the period of 1980-2000. However, the trends experienced in the Town of Troy are closely reflective of the trends experienced in the neighboring towns of Honey Creek and Franklin according to **Table IA 7** during that same time period. This housing unit growth rate has resulted in a static growth rate of 1.35 housing units per year. The static growth rate for the Town of Honey Creek was 1.25 housing units per year and it was 2.7 housing units per year for the Town of Franklin. In contrast, the Towns of Prairie du Sac and Spring Green experienced a much higher static housing unit growth rate of 5.45 and 7.65 respectively. In the case of both of these towns, proximity to a growing urban center played an important role in their resulting growth rates.

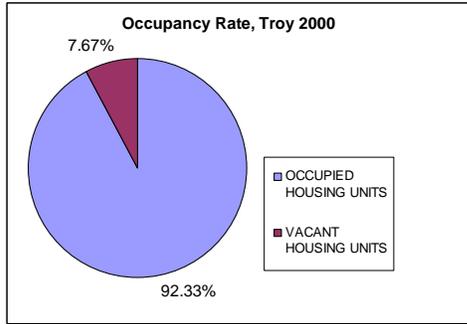
It is important to keep in mind that the majority of the information contained within this section is based on US Census data, which does contain a margin of error. For example, if one were to compare the number of new housing units in the Town between the census information contained in **Table H1** to the information obtained from Sauk County Planning & Zoning in **Chart IA 21 New Housing Development** for the period 1990-2000, the results would be significantly different. The Census reported an increase of 7 housing units during this time frame, however, according to the permit records kept by Sauk County, the number should be closer to 30 additional housing units. Supposing the County's information is more accurate, the housing unit growth rate would be more closely comparable to the Town of Franklin at 5 new housing units a year.

#### ➤ Occupancy Rate

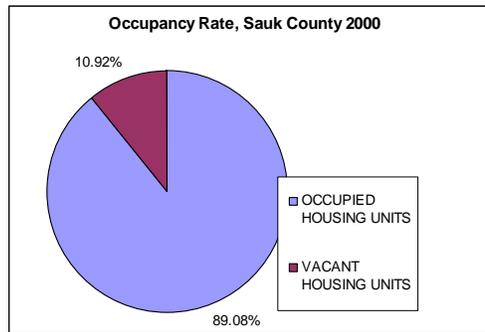
According to the U.S. Department of Housing and Urban Development (HUD), an overall vacancy rate of roughly 3% is considered sufficient for a community. This rate allows

consumers adequate choice in housing. **Charts H3 and H4 Occupancy Rate** show that during 2000, the Town of Troy had a 7.67% vacancy rate, which was much lower than that of Sauk County at 10.92% during that same period of time. According to 1990 census information the vacancy rate for the Town of Troy was 9.9% in 1990 versus 13.39% for Sauk County. This data tells us that, although the Town’s occupancy rate is lower than that of Sauk County, it is still above the recommended 3%. An occupancy rate of over 7% allows Town residents an adequate supply of a variety of housing options. This rate will also allow incoming families to purchase existing housing rather than having to build, if that is the preferred option.

**Charts H3 and H4: Occupancy Rate, Town of Troy and Sauk County, 2000**



Source US Census, 2000



Source US Census, 2000

➤ **Household Characteristics**

**Table H5 Households by Type**, shows that the number of family households increased by 1 household between 1990 to 2000 from 218 to 219. The majority of these family households in both 1990 and 2000 were married households, increasing between 1990 to 2000 by 16 from 175 households to 191 households. It should be pointed out as well that another significant increase was in the total number of single parent households, increasing from 17 to 28. This increase undoubtedly has had an impact on the average household size for the Town of Troy. Troy’s housing type trends are not unlike those experienced in Sauk County as a whole. While family and married households are increasing in Sauk County, a notable increase is in the area of non-family households. This trend is indicative of an increase in the aging or special needs population and their alternative housing arrangements such as living in group quarters or other elderly housing arrangements.

**Table H5: Households by Type, Town of Troy and Sauk County**

Households by Type	Troy				Sauk County			
	1990	% of Occupied Houses, 1990	2000	% of Occupied Houses, 2000	1990	% of Occupied Houses, 1990	2000	% of Occupied Houses, 2000
<b>Families</b>	<b>218</b>	<b>82.58%</b>	<b>219</b>	<b>79.06%</b>	<b>12,701</b>	<b>71.74%</b>	<b>14,863</b>	<b>68.67%</b>
Married	175	66.29%	191	68.95%	10,906	61.61%	12,284	56.75%
Single Parent	17	6.44%	28	10.11%	1,307	7.38%	1,745	8.06%
<b>Non Family</b>	<b>46</b>	<b>17.42%</b>	<b>58</b>	<b>20.94%</b>	<b>2,156</b>	<b>12.18%</b>	<b>6,781</b>	<b>31.33%</b>
Living in Group Quarters	0	0.00%	0	0.00%	684	3.86%	881	4.07%
<b>With Individuals 65 or older</b>	<b>0</b>	<b>0.00%</b>	<b>54</b>	<b>19.49%</b>	<b>2,157</b>	<b>12.18%</b>	<b>5,361</b>	<b>24.77%</b>
Total Occupied Households	264	100.00%	277	100.00%	17,703	100.00%	21,644	100.00%

Source: US Census 1990 and 2000

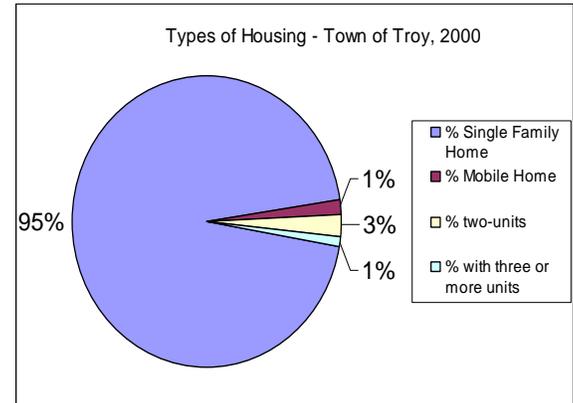
➤ **Housing Structure**

**Table H6: Structure of Housing Units**

	Total Housing Units	% Single Family Home	% Mobile Home	% two to four units	% with five to nine units per structure	% with ten or more units per structure
Troy, 1990	293	92.50%	5.10%	2.40%	0.00%	0.00%
Troy, 2000	273	94.90%	1.50%	3.70%	0.00%	0.00%
Sauk County, 1990	17,703	83.10%	11.77%	12.40%	3.49%	1.63%
Sauk County, 2000	24,297	72.61%	8.60%	10.00%	4.10%	4.50%

Source: US Census

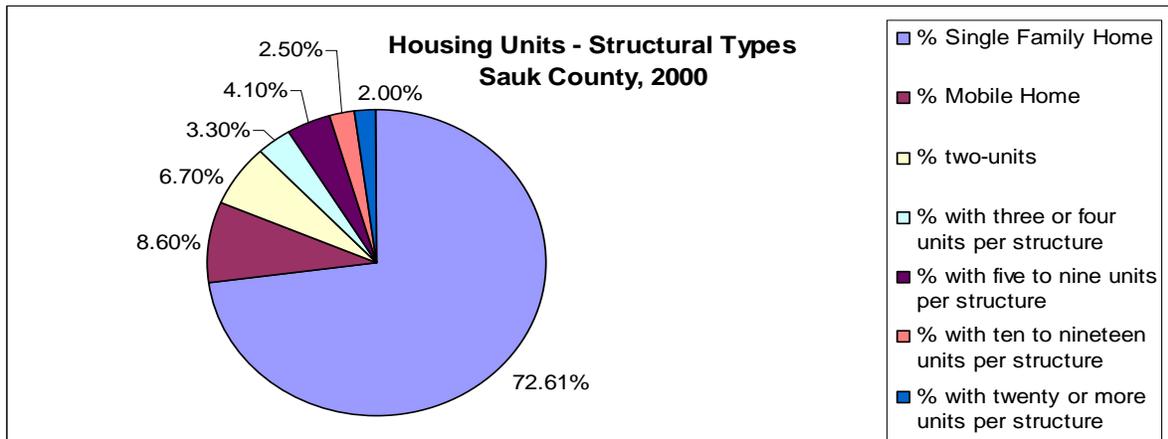
**Chart H7: Housing Units – Troy (2000)**



Source: US Census

An overview of the types of housing units in the Town of Troy indicates that single family homes dominate. **Table H6 Structure of Housing Units** indicates that approximately 95% of occupied housing units were single family homes in 2000. Other types of housing include mobile homes at 1.5% and two-to-four unit structures at 3.7%. The Town of Troy has no structures with 5 or more units. A comparison of **Charts H7** and **H8** shows that the Town of Troy had a lower percentage of mobile homes and multi-unit structures than Sauk County in 2000. In contrast, Sauk County had a lower percentage of single family homes than the Town.

**Chart H8: Structure of Housing Units, Sauk County**



Source: US Census

➤ **Age of Existing Structures**

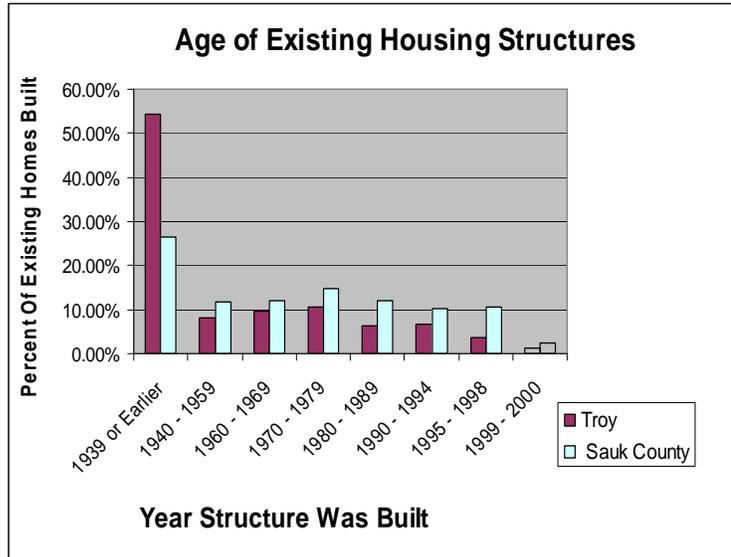
The age of existing housing structures provides insight into housing upkeep costs, the ease of remodeling, and housing resale value in a community. In looking at **Chart H9 Age of Existing Housing Structures**, which represents a sampling of the census data, 54.2% of the Town of Troy’s housing was built before 1939, 8.1% of the housing was constructed from 1940-1959, 9.5% of housing was constructed from 1960-1969, 10.6% was constructed from 1970 -1979,

6.2% of the housing was built from 1980-1989 and, finally, during the past eleven years, from 1990-2000, 11.35% of the Town's housing was constructed.

The majority of the homes in the Town of Troy were built before 1939. However, this older housing is coupled with a significant amount of newer housing. During the past twenty years, 17.5% of all housing was built. The construction of new housing from the period 1990 to March 2000 increased by 2.92 % from the period between 1980 and 1989.

Like the Town of Troy, the greatest percentage of housing in Sauk County was constructed before 1939 or after 1970. However, Sauk County saw a larger surge of construction during the past 11 years than did the Town of Troy. From 1990 to March 2000, over 23% of the total housing units were constructed in Sauk County, while only over 11% of total housing units were constructed in the Town of Troy.

Chart H9: Age of Existing Housing Structures

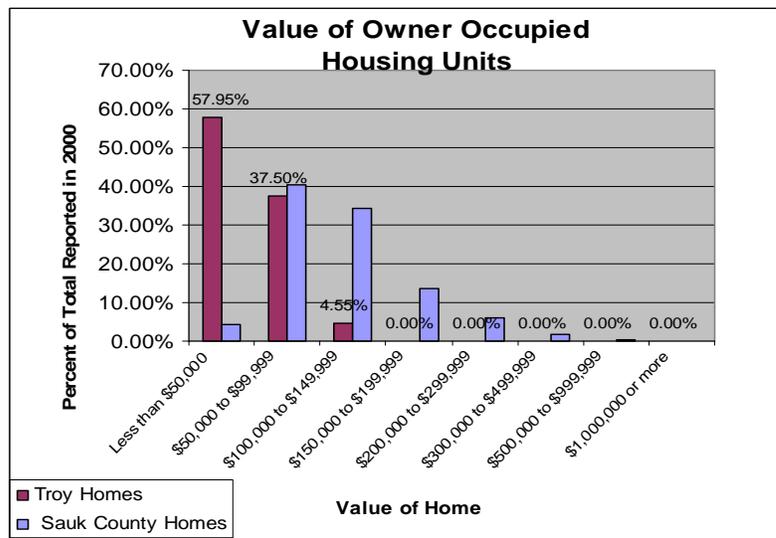


Source: US Census 2000

➤ Home Values

In 2000, 100 percent of homes in the Town of Troy were valued between \$50,000 and \$149,000 according to the census figures. Almost 58% were less than \$50,000, over 37% were between \$50,000 and \$99,999, and over 4% were between \$100,000 and \$149,000. In looking at homes with values under \$50,000, Troy had a significantly greater percentage at almost 58% than did Sauk County at just over 4%. The estimate of housing values has a direct correlation to the age of the housing stock for the Town as depicted in *Charts H9 and H10*. Source: US Census 2000

Chart H10: Value of Owner Occupied Housing Units



Source: US Census 2000

### ➤ Housing Affordability

For purposes of clarification, affordable housing is defined as housing for which people pay 30% or less of their income on monthly housing expenses. As shown in the Inventory and

**Table H11: Potential Affordable Housing Payment Ranges based on Income**

Troy 2000					
HMI \$39,432					
Percentage of household median income	Income value in Troy	affordable housing payment per month in Troy	household income category	income range in Troy	affordable housing payment range per month in Troy
30.0%	\$11,829.60	\$295.74	<b>Extremely low income</b> (below 30% of HMI)	<\$11,829.60	<\$295.74
50.0%	\$19,716.00	\$492.90	<b>Very low income</b> (30% to 50% of HMI)	\$11,829.60 - \$19,716.00	\$295.74-\$492.9
80.0%	\$31,545.60	\$788.64	<b>Low income</b> (50% to 80% of HMI)	\$19,716.00 - \$31,545.60	\$492.9-\$788.64
100%	\$39,432.00	\$985.80	<b>Moderate</b> (80% to 100% of HMI)	\$31,545.60 - \$39,432.00	\$788.64-\$985.8

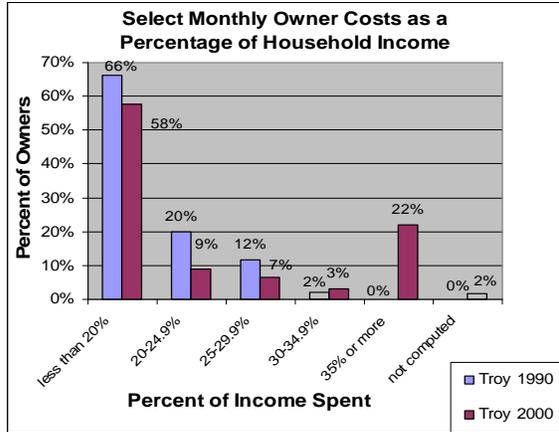
U.S. Census Bureau 2000 DP-3

Analysis Chapter in *Table IA 20 Household Median Income and Income Breakdown*, just under 60% of the Town of Troy's households would be considered to be in the low to moderate income categories. This statistic is commonly used by HUD when determining adequate affordable housing opportunities in a community. The income breakdown for 2000 depicted in *Table H11*, shows how much each income group can pay per month for affordable housing (30% or less of their monthly income). In 2000, people of extremely low income could afford a monthly housing payment of less than \$295.74 dollars while people with low income could manage to pay between \$295.74 to and \$492.9 a month. Those considered to have moderate income could afford to pay somewhere between \$788.64 to \$985.80 a month.

### ➤ Mortgages

As mortgage payments are the major monthly housing expense, this data can then be compared to the distribution of monthly mortgage and monthly rent costs in order to determine if affordable housing exists for all income groups (*Charts H12 – H16*).

Chart H12 and Table H13: Monthly Mortgage Costs



Source: US Census, 2000

Percentage of income	Troy 1990		Troy 2000	
	number of units	percent of units	number of units	percent of units
less than 20%	63	66%	71	58%
20-24.9%	19	20%	11	9%
25-29.9%	11	12%	8	7%
30-34.9%	2	2%	4	3%
35% or more	0	0%	27	22%
not computed	0	0%	2	2%
<b>total units</b>	<b>95</b>	<b>100.00%</b>	<b>123</b>	<b>100.00%</b>

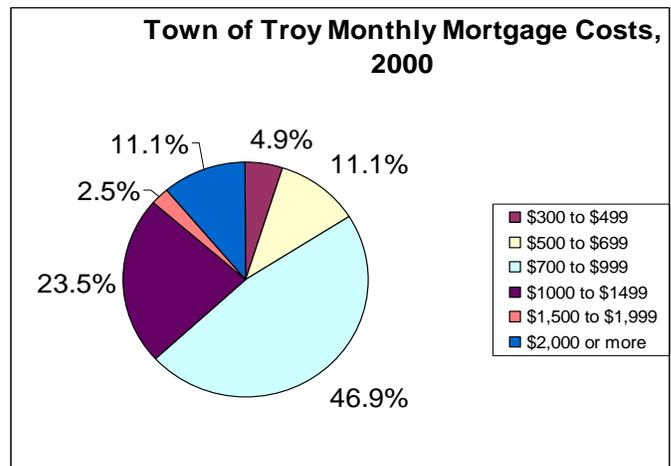
Source: US Census, 2000

**Chart H12** and **Table H13 Monthly Mortgage Costs** depict the percentages of housing costs in relation to overall income within a Town of Troy sample population to help determine housing affordability. As you can see, housing affordability has substantially decreased between 1990 and 2000. During this timeframe, the percentage of homeowners whose mortgage exceeded 35% of the household income increased from 0% in 1990 to 22% in 2000. As a comparison, **Table H14 Monthly Mortgage Costs** depicts the actual amount of mortgage paid as a percentage of the sample in 2000 versus the same for Sauk County. As evidenced, the percent of mortgages exceeding \$1,000 a month in the Town of Troy (37%) far exceeded that of Sauk County (9%) in 2000. The reported monthly mortgage costs for Town of Troy residents in 2000 were as follows: 4.9 % of the households paid \$300-499 per month, 11.1% paid \$500-699 per month, 46.9% paid \$700-999 per month, 23.5% paid \$1000-1499 per month, 2.5% paid \$1500-1999 per month and 11.1% paid \$2000 or more per month according to **Chart H15**. This means that there are relatively few mortgages for people of extremely low income and that about 1/20th of the mortgages fall within the affordable levels of very low income categories and that most mortgages fall within the upper portion of the the lower income group and the moderate income group. In comparison to Sauk County, the Town of Troy has a greater number of higher cost mortgages and a lower percentage of mortgages below \$699 than does the County.

Table H14 and Chart H15: Monthly Mortgage Costs - 2000

Monthly Mortgage Costs	Monthly Mortgage Costs					
	Town of Troy 1990		Town of Troy 2000		Sauk County	
	Number of Units	Percent of Units	Number of Units	Percent of Units	Number of Units	Percent of Units
Less than \$300	5	13.2%	0	0.0%	227	4.6%
\$300 to \$499	15	39.5%	4	4.9%	1,379	28.1%
\$500 to \$699	13	34.2%	9	11.1%	1,654	33.6%
\$700 to \$999	5	13.2%	38	46.9%	1,210	24.6%
\$1000 to \$1499	0	0.0%	19	23.5%	368	7.5%
\$1,500 to \$1,999	0	0.0%	2	2.5%	59	1.2%
\$2,000 or more	0	0.0%	9	11.1%	19	0.4%
<b>Total</b>	<b>38</b>	<b>100.00%</b>	<b>81</b>	<b>100.00%</b>	<b>4916</b>	<b>100.00%</b>
Median (Dollars)	\$486.00		\$938.00			

Source: US Census, 2000



Source: US Census, 2000

In 1990 monthly owner mortgage costs for Town of Troy residents were reported as follows: 13.2% of the units were less than \$300, 39.5% of the units were between \$300 to \$499, 34.2% of the units were between \$500 to \$699, 13.2% of the units were between \$700 to \$999 and no units were mortgage for more than \$1000 a month. In comparison with the household income interpretation from 1990, one can draw the conclusion that an adequate number of mortgages were available for those of extremely low and very low incomes

**Table H16: Low-to-Moderate Housing Affordability - 1990**

Troy 1990			
Household Median Income (HMI)			30,560
household income category	rounded description	percent of the population	housing payment per month based on the 30% of income standard
<b>extremely low income</b> (below 30% of HMI)	< \$10,000	7.3%	\$250 or less
<b>very low income</b> (30% to 50% of HMI)	\$10,000-\$15,000	8.4%	\$250-\$375
<b>low income</b> (50% to 80% of HMI)	\$15,000-\$25,000	18.6%	\$375-\$625
<b>moderate</b> (80% to 100% of HMI)	\$25,000-\$35,000	22.7%	\$625-\$875

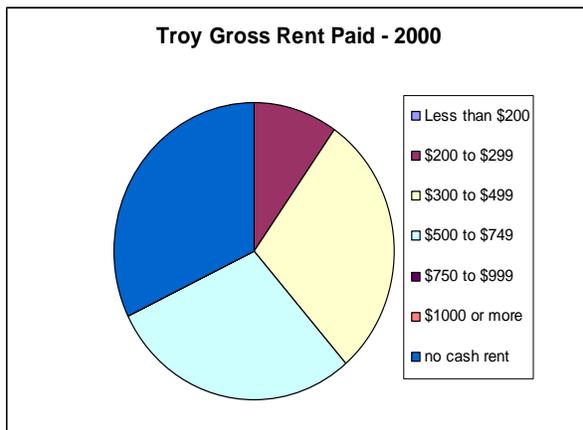
Source: US Census, 2000

when compared to the percentage of households determined to be either extremely low or very low income by the 1990 census. This data further indicates that from 1990 to 2000, mortgages moved away from the lower income category into the moderate and upper income categories. Essentially, this implies that fewer lower income houses are on the market today than in 1990 and that housing affordability has gone down. According to the Sauk County Housing Authority, one of the implications of this trend is that people who qualify for HUD or Rural Development grants may not be able to obtain them due to the limited number of houses on the market within their price range.

➤ **Rental**

In analyzing monthly gross rent for 2000 in the Town of Troy, there were only 3 rent payments lower than \$299, 24.3% of the units were between \$300 to \$499, 24.3% of the units were between \$500 to \$749, and no rental units were over \$750 a month. It should be pointed out that approximately 27% of the rental units had no cash rent, and were presumably used to house farm help. While only 8% of the units were available for extremely low income persons, the relatively low rental amounts indicate that existing rental units are affordable, especially for individuals of low or moderate income levels.

**Charts H17 and Table H18: Monthly Rental Costs – Town of Troy**



Gross Rent Per Occupied Unit, Town of Troy					
1990			2000		
Gross Rent	Number of Units	Percent of Units	Gross Rent	Number of Units	Percent of Units
Less than \$200	0	0.0%	Less than \$200	0	0.0%
\$200 to \$299	0	0.0%	\$200 to \$299	3	8.1%
\$300 to \$499	4	10.8%	\$300 to \$499	9	24.3%
\$500 to \$749	0	0.0%	\$500 to \$749	9	24.3%
\$750 to \$999	0	0.0%	\$750 to \$999	0	0.0%
\$1000 or more	0	0.0%	\$1000 or more	0	0.0%
no cash rent	19	51.4%	no cash rent	10	27.0%
median rent	\$425		\$481		

Source: US Census

In comparison to Sauk County (in *Table H19 Monthly Rental Costs*) in 2000, the Town of Troy had a smaller percentage of its rental housing in the brackets below \$500 gross rent. However, the median gross rent in 2000 was fairly similar, with the Town of Troy at \$481 versus Sauk County at \$508. It is also important to note that Sauk County had a considerably greater percentage of units with rents above \$500 in comparison to the Town. This indicates that the rental units in the Town of Troy were more affordable overall as compared to Sauk County when considering incomes. In recognition of the amount of gross rents paid in 2000, it appears as though the Town's rental housing has responded well to market needs.

**Table H19: Sauk County Monthly Rental Costs – 1990 vs. 2000**

Gross Rent per Renter Occupied Unit, Sauk County					
1990			2000		
Gross Rent	Number of Units	Percent of Units	Gross Rent	Number of Units	Percent of Units
Less than \$200	447	10.4%	Less than \$200	389	7.3%
\$200 to \$299	926	21.5%	\$200 to \$299	283	5.3%
\$300 to \$499	2203	51.1%	\$300 to \$499	1,731	32.3%
\$500 to \$749	385	8.9%	\$500 to \$749	2,096	39.1%
\$750 to \$999	50	1.2%	\$750 to \$999	427	8.0%
\$1,000 to \$1,499	8	0.2%	\$1,000 to \$1,499	69	1.3%
\$1,500 or more	0	0.0%	\$1,500 or more	10	0.2%
no cash rent	293	6.8%	no cash rent	350	6.5%
total	4312	100.0%	total	5355	100.0%
Median (dollars)	\$353.00		Median (dollars)	\$508.00	

Source: US Census

Finally, looking at data on selected monthly *rental* and *owner* costs as a percentage of household income provides further insight into housing affordability in the Town of Troy. In 2000, the majority of residents paid less than 30% of their income in terms of *monthly owner costs*, with the greatest number paying less than 20% of their income. However, 29 households paid 35% or more of their income. This marks a significant rise from 1990, indicating that for some members of the population, housing has become less affordable. In 2000, in relation to *rental costs*, the majority of residents paid less than 30% of their income, with the largest segment of them paying less than 20% of their income. From 1990 to 2000 there was a significant increase in the number of owners paying less than 20% of their income. The number of people paying 35% or more increased slightly. Again, this data suggests that while the rental housing market continues to respond well to the market needs for the Town's residents, the owner housing market has not. As represented in these charts, more people are finding it more difficult to own homes in the Town of Troy today as compared to 1990.

**Charts H20: Rental Costs as a Percentage of Income - Troy**

Selected Rental Costs as a Percentage of Household Income				
Percentage of income	Troy 1990		Troy 2000	
	number of units	percent of units	number of units	percent of units
less than 15%	4	17%	8	26%
15 -19.9%	0	0%	0	0%
20 - 24.9%	0	0%	4	13%
25 - 29.9%	0	0%	5	16%
30 - 34.9 %	0	0%	2	6%
35 % or more	0	0%	2	6%
not computed	19	83%	10	32%
total units	23	100.00%	31	100.00%

Source: US Census

**4.2 Housing Opportunities and Needs****➤ Existing Housing Opportunities**

There are three existing rural hamlets in the Town of Troy:

Cassell – **(focus group provide brief description)??**

Black Hawk - **(focus group provide brief description)??**

Witwen - **(focus group provide brief description)??**

**Additional Housing Opportunities**

The Town of Troy is predominately zoned Exclusive Agriculture. In terms of housing, this means that the minimum lot size for new housing is primarily 35 acres with a few exceptions. This type of zoning greatly limits the amount of new rural housing developed within the Town outside of subdivisions. In response to this issue, Sauk County is currently working to create new zoning districts and other regulations to allow for additional housing opportunities in the rural areas. These new regulations include the creation of a “Planned Unit Development” (PUD) Overlay Ordinance and revisions to the subdivision ordinance, which will collectively allow for alternative planning techniques such as clustering or conservation subdivisions. The Sauk County Department of Planning and Zoning hopes to have these new alternatives available at some point in late 2005 to early 2006. As a component of applying these new alternatives, each town must address several issues through their respective comprehensive planning processes to assist with the utilization of new alternatives including density, location of eligibility, conservation priorities, and design guidelines. See the Land Use Chapter of this Plan for further information. In terms of rental housing, the issue for the Town of Troy appears primarily to be a relative low number of rental units in comparison to other areas within Sauk County. Less than 10% of the Town’s housing stock is comprised of rental housing. There exists an opportunity to provide for additional rental housing stock that may also be able to meet the needs of an aging population and other demographic groups that prefer rental over home buying.

## Future Housing Needs

Based on the analysis provided within this chapter as well as within the Inventory and Analysis Chapter, there are several housing issues that should be addressed by this planning document including:

- Preservation of agricultural operations and potential conflict with siting new non-agricultural residences
- Need for additional housing stock to meet future housing supply needs as anticipated in **Table H21 Future Housing and Population Projection**
- Need for additional owned-housing stock to meet the needs of low-to-moderate income families as well as the Town's aging population
- Opportunities for additional rental housing stock

### Projected Housing Needs Based on Population and Housing Forecasts

In the Inventory and Analysis chapter of this Plan (*Charts IA25 – IA29*), population and housing forecasts have been prepared for the Town based on historical US Census data.

**Chart H21: Future Housing and Population Projection**

Year	Population	Average household size	Number of occupied households	Number of households
1990, per census	867	3.28	0.92	287
2000, per census	773	2.79	0.93	298
2010, Projection	845	2.65	0.93	343
2020, Projection	870	2.5	0.93	374
2025 Projection	883	2.45	0.93	388

Source: US Census

### 4.3 Housing Programs and Resources

Listed below are some examples of housing assistance programs available to the Town of Troy residents:

- **U.S Department of Housing and Urban Development (HUD)**

**Section 811** - provides funding to nonprofit organizations for supportive housing for very low-income persons with disabilities who are at least 18 years of age

**Section 202** - provides funding to private nonprofit organizations and consumer cooperatives for supportive housing for very low-income persons age 62 or older

**Section 8** – assists very low-income families, elderly and disabled individuals to afford housing on the private market. Participants are responsible for finding their own housing. Funding vouchers are distributed through Public Housing Authorities that deliver the vouchers to eligible applicants

**Section 8/SRO** – provides funding to rehabilitate existing structures to create single room occupancy (SRO) housing for homeless individuals of very low income with shared spaces

**Hope VI** – provides grants to Public Housing Authorities to destroy severely distressed public housing units and replace them with new units or dramatically rehabilitate existing units. It hopes to relocate residents in order to integrate low and middle-income communities. It also provides community and supportive services.

**Public Housing** - the goal is to provide rental housing for low-income families, elderly and disabled individuals. Rents are based on resident's anticipated gross annual income less any deductions

**HOME** - provides formula grants to states and localities that communities use to fund a range of activities that build, buy, or rehabilitate affordable housing units for rent or ownership.

**Section 502** – makes loans to low and very low-income households in rural areas to build, repair, renovate, or relocate houses, including mobile/manufactured homes. Funds can be used to purchase and prepare sites and to pay for necessities such as water supply and sewage disposal.

**Section 515** – provides direct, competitive mortgage loans to provide affordable multi-family rental housing for very low, low and moderate-income families and elderly and disabled individuals. It is primarily a direct mortgage program but funds can also be used and improve land and water and waste disposal systems.

**Section 514/516** – loans and grants used to buy, build, improve, or repair housing for farm laborers, including persons whose income is earned in aquaculture and those involved in on-farm processing. Funds can be used to purchase a site or leasehold interest in a site, to construct or repair housing, day care facilities or community rooms, to pay fees to purchase durable household furnishings and pay construction loan interest.

➤ **State of Wisconsin – Department of Administration (Bureau of Housing)**

**Home Rehabilitation and Accessibility (HRA)** – provides Federal HOME funds to participating agencies to make repairs and improvements needed to bring dwellings, owned and occupied by low-income households, up to appropriate housing quality standards and provide accessibility modifications.

**Home Buyer Rehabilitation (HBR)** – funds provided through local agencies for the lowest income households either in grant or loan formats for a wide variety of local affordable housing activities.

**Rental Housing Development (RHD)** – provides additional information to HUD's HOME program for requirements on funding. These funds are used to provide direct competitive mortgages in order to establish affordable multi-family housing for very low, low and moderate-income families, and elderly and disabled individuals

**Housing Cost Reduction Initiative (HCRI)** – funds set aside to assist low or moderate income persons or families to secure affordable, decent, safe and sanitary housing by defraying some of the housing costs.

**Community Development Block Grants (CDBG)** – funds made available to local units of government that are deemed most in need of assistance for housing rehabilitation and/or limited other housing activities. The funds are awarded to a local

governmental unit, which in turn provides zero interest, deferred payment loans for housing assistance to low to moderate-income homeowners

**Community Development Block Grant – Emergency Assistance Program (CDBG-EAP)** – funds are to be directed to eligible units of government throughout the State that are in need of assistance due to a natural or manmade disaster. Funds are to be used to provide housing assistance to low to moderate-income homeowners to address the damage caused by the disaster.

- **Wisconsin Housing and Economic Development Authority (WHEDA)** – there are three specific programs offered by WHEDA to assist individuals with their homeownership needs: HOME, Home Improvement Loans and Tax Credits. The HOME program provides competitive mortgages to qualified potential homeowners with fixed below-market interest rates. The Home Improvement Loan provides funding up to \$17,500 to qualified candidates for rehabilitation and other various housing activities. These funds are provided at below-market fixed interest rates for up to 15 years with no prepayment penalties. The properties must be at least 10 years old and the applicants must meet the income limits established by WHEDA for the county they reside within. Tax Credits is a program administered by WHEDA, but authorized through the IRS, designed to help create low-income housing by offsetting construction costs. Qualified developers can apply to receive tax credits, which they can then sell to investors in order to reduce construction costs so that future mortgages or rents fall into the affordability range for low-income families.

#### ➤ **Other Programs**

Other programs that may be considered for housing assistance are provided by various agencies throughout the State, including Rural Development of the US Department of Agriculture and Sauk County.

### **4.3 Housing Goal, Objectives and Policies**

#### **Housing Goal:**

To provide opportunities for housing needs of all income levels, age groups, and persons with special needs with minimizing the loss of farmland.

#### **Housing Objectives:**

**HO1** - Direct residential growth to existing developed areas and encourage new development in Witwen, Black Hawk and Cassell.

**HO2** - Direct new home sites to areas not suitable for agriculture.

**HO3** - Direct new home sites away from ecologically sensitive areas.

**HO4** - Ensure that new housing development utilize appropriate sanitary systems that protect water resources.

**HO5** - Allow for varied housing lot size options that minimize the loss of farmland.

**HO6** – Limit mobile homes/trailer homes for agricultural uses only.

**HO7** - Support efforts which provide for affordable housing and which meet the requirements of people with different needs.

**HO8** - Provide for varied, density-based residential development.

**HO9** - Encourage residential housing designs and locations that aim to balance the protection of natural resources and rural character and which utilizes existing transportation routes.

**HO10** - Encourage siting of homes in areas that will not result in property or environmental damage or impair rural character or agricultural operations.

**HO11** - Encourage neighborhood designs and locations that protect residential areas from infringement by incompatible land uses, promote connectivity of road and environmental systems, and preserve rural character.

**HO12** - Encourage more affordable housing.

**HO13** - Maintain or rehabilitate the Town's existing house stock.

**HO14** - Create a regulatory balance between individual property rights and community interests.

**HO15** - Minimize conflicts between agriculture and non-agricultural development.

**HO16** - Encourage a variety of home styles that are complimentary to the rural character of Troy Township.

### **Housing Policies:**

**HP1** – The Town will not approve subdivisions defined as the creation of four (4) or more lots in a five-year period (consistent with Sauk County's definition of a subdivision) except for the **High Density Zone 2** as shown on *Map \_\_\_\_\_ Future Land Uses*, which will be considered for subdivision development.

**HP2** - Direct new home sites away from ecologically sensitive areas and areas suitable for farming.

**HP3** – Direct duplex/zero-lot line housing , assisted living facilities and other similar elderly housing projects to those areas identified as transition or development areas subject to the approval of both the Town's Plan Commission and Town Board. For the purpose of clustering a duplex shall require two density credits.

**HP4** - Support Sauk County with the development of a Planned Unit Development Ordinance which will allow the Town to pursue development options such as rural home clustering and conservation subdivision design that will allow for the preservation of agriculture and ecologically sensitive areas.

**HP5** – Approve rezone requests on existing vacant lots within Black Hawk and Witwen out of Exclusive Agricultural zoning to a more appropriate district like Single Family Residential or Rural Community when requested by the individual property owners. For lots that have existing

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residences or development, rezone these lots to the Rural Community zoning district (as part of a Town rezone petition).

**HP6** – Any new lots created as a result of land divisions of existing lots in Witwen and Black Hawk are required to have frontage on an existing public roadway.

## 5.0 Purpose

Several factors should be considered when analyzing the overall economic activity, both present and future, of a community and how this activity compares to the larger region. As part of the planning process, the Town of Troy has identified agriculture and agriculture related businesses to be the foundation of the area's economic activity. To maintain and build upon this activity, this chapter recognizes the importance of exploring innovative ways of agriculture production, sales of agriculture products, as well as on-farm educational opportunities for consumers. Finally, home-based businesses, or cottage industries, were also identified as a means to promote small-scale economic development endeavors within the Town while still maintaining its rural character. Other natural resources present within the Town, such as the Wisconsin River, may also provide economic opportunities for residents of the Town.

In addition to targeting specific means of economic development within the Town, this chapter also provides an overview of economic activity of both the Town and for Sauk County as a whole. A listing of local and state programs aimed at economic development is also provided at the end of this chapter.

## 5.1 Area Employment Opportunities and Economic Activity

An overall examination of commuting patterns, regional employment and income characteristics, and the economic impacts of both tourism and agriculture can provide insight concerning the economic vitality of both the town and the county. This information can also be utilized to forecast additional economic opportunities and job growth.

### ➤ Commuting Patterns

In terms of commuting patterns, the 2000 U.S. Census indicates that 13.7% of Troy residents worked at home, which is down dramatically from 32.54% in 1990. It is assumed that the majority of these residents are involved in the farming occupation. For those who drove to their jobs in 2000, 72.4% drove alone. This number is up 17.6% from 1990. It is also reported that 9.2% carpooled in 2000 which was down 3% from 1990. The average commuting time to work for Troy residents is approximately 28 minutes compared to the average commute for Sauk County residents of about 20 minutes.

**Table ED1: Commuting Patterns Comparison**

Commuting Patterns	Troy 1990	Percent Troy, 1990	Sauk County 1990	Percent Sauk County, 1990	Troy 2000	Percent Troy, 2000	Sauk County 2000	Percent Sauk County, 2000
Drove Alone	229	54.78%	16,004	70.42%	291	72.40%	22,213	77.41%
Carpooled	51	12.20%	2,952	12.99%	37	9.20%	3,196	11.14%
Public Transportation	2	0.48%	87	0.38%	0	0.00%	139	0.48%
Walked	N/A	N/A	N/A	N/A	19	4.70%	1,116	3.89%
Other Means	0	0.00%	185	0.81%	0	0.00%	230	0.80%
Work At home	136	32.54%	3,498	15.39%	55	13.70%	1,800	6.27%
Total	418	100.00%	22,726	100.00%	402	100.00%	28,694	100.00%
Average Travel Time (minutes)	N/A	N/A	N/A	N/A	27.7	N/A	20.3	N/A

Source: US Census

Note: In the 1990 Census report people walking to work were included in the “Work at Home” category.

The Town of Troy Land Use Planning Survey (Appendix A) indicates that 27.36% of respondents work at home or on the farm. Only about 16% of respondents reported commuting more than 40 miles. Although several respondents to the survey reported commuting over 21 miles to work (37.74%), a majority of the respondents (62.26%) commute 20 miles or less. It is this commute pattern of 25 minutes or 20 miles or less, that will be examined for employment

opportunities. Although this survey information only represents a sample of the Town’s full workforce, it does provide additional insight into commuting patterns and employment opportunities of the area.

**Table ED2: Travel Distance to Work**

Distance Traveled to Work	Number of Survey Respondants	Percentage of Survey Respondants
At home/on Farm	29	27.36%
0 - 10 miles	19	17.92%
11 - 20 miles	18	16.98%
21 - 40 miles	23	21.70%
More than 40 miles	17	16.04%
Total Respondants	106	100.00%

Source: Land Use Planning Survey

➤ **Employment Characteristics in Sauk County**

Sauk County provides many employment opportunities as is reflected in the unemployment rates, occupation type and major employers in the area. According to the State of Wisconsin Department of Workforce Development (DWD), the Sauk County Annual Average Unemployment Rate for 2002 was 4.4%. Unemployment for Sauk County since the start of March of 2004 has fluctuated from a high of 6% in March 2004 to a low of under 4% in September 2004. Posted in the DWD’s Workforce Observations April 2005, Sauk County’s unemployment rate is further below its typical rate than it has been at any point in the last 12 months. The information, professional, business, and other services sector’s employment estimates remain below year-ago levels. The hospitality and leisure industries in Sauk County continue to show substantial job growth over the month and over the year.

➤ **Area Economic Viability and Employment Opportunities**

In examining the top regional employers in Sauk County, one can see the diverse employment opportunities available in the county. Unfortunately, many of these businesses located in Baraboo or Reedsburg are 25 miles or more away from the Town of Troy. However, the potential for economic opportunities within commuting

**Table ED3: Sauk County Top 10 Manufacturers/Distributors by Employment**

Company	Industry	Employment	Location
Lands’ End	Clothing/Distribution & Telemarketing	1,100	Reedsburg
Grede Foundries, Inc.	Ductile Iron Castings	885	Reedsburg
Flambeau Plastic Co.	Plastics	700	Baraboo
Baraboo Sysco Foods	Wholesale Food Distribution	675	Baraboo
Perry Judd’s, Inc.	Commercial Printing	550	Baraboo
Cardinal IG	Insulated Glass	500	Spring Green
Milwaukee Valve Co. – PDS Division	Brass Foundry	500	Prairie du Sac
Cardinal CG.	Coated Glass	350	Spring Green
Seat’s Inc.	Seats	350	Reedsburg
Gerber Products Plastics	Baby Supplies	310	Reedsburg

Sauk County Department of Planning & Economic Development Source: Sauk County Development Corporation, 2003

distance (a 25 mile radius) of Troy continues to improve. The Sauk Prairie Area has many service, retail and tourism industries as well as the two Business/Industrial Parks, both with water, sewer, electric and gas service in place. Transportation infrastructure to and from these business parks is also adequate with US Highway 12, State Highways 60 and 78, and a small passenger and freight service airport serving this area. The Industrial Park in Prairie du Sac is fully developed, but existing building sites may be available. Sauk City's industrial park has been recently expanded and has room for additional growth. Prairie du Sac has recently completed downtown streetscape improvements. Sauk City is looking at ways to enhance the riverfront and continue to revitalize the downtown area. The Sauk Prairie Area Chamber of Commerce will be embarking on an Economic Development Study for the Sauk Prairie Area.

Spring Green's Industrial Park contains many growing businesses. The park is currently full but may expand in the future. Artistic, historic and recreational activities also make tourism a source of economic vitality for Spring Green. Cardinal IG and Cardinal CG are also located in Spring Green and together employ approximately 850.

Baraboo and West Baraboo contain many service, retail and tourism industries and attractions as well as four industrial/business parks. All have water, sewer electric and gas service in place. The City of Reedsburg is host to a number of Tax Increment Finance Districts (TIF) to aid the facilitation of industrial tax base as well as high-end manufacturing jobs. The City has also established a Business Center Redevelopment District aimed at promoting industrial development to the City's business center. The agricultural, retails sales and services sectors of the economy are strong. Tourism is playing an increasing role in the Baraboo area with the 400 Trail, and the historically maintained downtown area.

**Table ED4: Top 10 Sauk County Non-Manufacturers by Employment**

Employer	Product	Employees	Location
Ho-Chunk Casino, Hotel & Convention Center	Gaming, Hotel, Convention Center	1,670	Town of Delton
Wilderness Lodge	Hotel/Resort	820	Village of Lake Delton
Sauk County	Government	662	City of Baraboo
Kalahari Resort & Convention Center	Hotel/Resort/Convention Center	543	Village of Lake Delton
Baraboo School System	Education	530	City of Baraboo
Noah's Ark	Water Park	520	Village of Lake Delton
Sauk Prairie Memorial Hospital & Clinics	Health Care	470	Villages of Prairie du Sac/Sauk City
St. Clare Hospital	Health Care	470	City of Baraboo
Sauk Prairie School District	Education	425	Villages of Prairie du Sac/Sauk City
Reedsburg School System	Education	390	City of Reedsburg

The major county employers provide diverse employment opportunities that residents in the Town of Troy may take advantage of. **Tables ED3 and ED4** show the top 20 employers during 2002 divided into Manufacturers /Distributors, and Non-Manufacturers. The major employment areas of Sauk City, Prairie du Sac, and Spring Green are within the average commute time of 20-30 minutes from Troy.

Source: Sauk County Development Corporation, 2003

In looking at the top 20 employers in Sauk County, the Baraboo area contains Baraboo Sysco Foods, Perry Judd's, Flambeau Plastic, Sauk County Government, Baraboo School System and St Clare Hospital, which all together employ 3,587 persons. In the Sauk City/Prairie du Sac area, Milwaukee Valve, Sauk Prairie School District and Sauk Prairie Memorial Hospital together employ 1,395 persons. In the Spring Green area, Cardinal IG and Cardinal CG employ 850 persons. Edward Kraemer and Sons Inc. in Plain, while not on the top-ten list, employs 110 persons at the headquarters in Plain, and 600 persons total. Of the top 20 in the Reedsburg area are Land's End, Grede Foundries, Seats Inc., Gerber Products Plastics, and Reedsburg School Systems, together employing 3035 persons. The Town of Delton has Ho-Chunk Casino, Hotel and Convention Center with 1670 employees and the Village of Lake Delton has Kalahari Resort and Convention Center, Noah's Ark and Wilderness Lodge together with 1883 employees.

### ➤ Area Income Comparison

According to the U.S. Census, the median income for residents in Troy was \$39,432 in 1999. **Table ED5 Regional Income Comparisons**, shows that compared to the neighboring Towns, the County and the State, only the Town of Sumpter had a lower median income. However, Troy's median household income only differs by \$2,509 from the median income of Sauk County residents.

**Table ED5: Regional Income Comparisons**

Household Income in 1999	Town of Troy	Sauk County	Wisconsin	Town of Prairie du Sac	Town of Honey Creek	Town of Spring Green	Town of Franklin	Town of Sumpter
Less than \$15,000	6.30%	12.50%	12.90%	5.70%	10.40%	5.20%	8.90%	15.40%
\$15,000 to \$24,999	19.00%	13.40%	12.70%	8.20%	8.60%	13.70%	10.40%	19.90%
\$25,000 to \$49,999	34.20%	34.80%	31.30%	27.00%	36.70%	32.30%	37.90%	36.70%
\$50,000 to \$74,999	28.60%	23.20%	22.70%	29.70%	23.70%	30.90%	23.20%	15.90%
\$75,000 to \$99,999	6.30%	9.10%	10.90%	17.10%	10.80%	9.80%	14.70%	8.10%
\$100,000 or more	5.60%	7.00%	9.40%	12.40%	9.70%	8.20%	5.00%	4.00%
Total Households	269	21,647	2,086,304	404	278	614	259	371
Median Household Income	\$ 39,432.00	\$ 41,941.00	\$ 43,791.00	\$ 56,667.00	\$ 46,923.00	\$ 49,028.00	\$ 45,982.00	\$ 31,806.00

Source: US Census, 2000.

### ➤ Agriculture Economic Activity

Data for agriculture economic characteristics was most recently compiled in 1997 and is broken down by county. This information is provided in **Tables ED6, ED7, and ED8** as indicators of the important economic impact agriculture has on communities. **Table ED6 Characteristics of Hired Farm Labor** indicates that from 1992 to 1997, Sauk County farms increased the number of hired workers by 22.30%. The average annual payment of \$5,213 indicates that most workers are seasonal employees.

**Table ED6: Characteristics of Hired Farm Labor, Sauk County and the State of Wisconsin 1997**

Characteristics of Hired Farm Labor by Wisconsin Counties, 1992 - 1997						
	Percent of farms with any hired labor	Number of hired farm workers	Change in hired farm workers net change 1992 - 1997	Change in hired farm workers, percent change 1992 - 1997	Hired farm worker payroll (dollars)	Average annual payment per worker (dollars)
Sauk County	35.40%	1,764	322	22.30%	\$9,195,000.00	\$5,213.00
State of Wisconsin	38.40%	96,482	-12,962	-11.80%	\$409,009,000.00	\$4,239.00

Source: USDA Census of Agriculture, Wisconsin County Agriculture Trends in the 1990's, Program on Agriculture Technology Studies, UW Madison, August 2001

**Table ED7 and ED8: Farm Receipts, Capital, and Income Sauk County vs. State of Wisconsin, 1997**

Average Value of all Farmland and Buildings 1997						
	Value of all farm receipts	Percent of receipts from Dairy sales	Per Farm	Per Acre	Average value of machinery and equipment per farm	Average net farm income per farm
Sauk County, 1997	\$121,224,000.00	50.00%	\$285,633.00	\$1,212.00	\$46,411.00	\$17,953.00
State of Wisconsin, 1997	\$5,579,861,000.00	49.20%	\$282,135.00	\$1,244.00	\$66,731.00	\$20,110.00

Source: Wisconsin County Agriculture Trend in the 1990's, UW Program on Agriculture Technology Studies, 2001

Percent of Farms by Value of Sales 1997							
	Percent of farms with positive net income	Value of total government payments	Percent of farms receiving government payments	under \$10,000	\$10,000 to \$49,999	\$50,000 to \$99,999	\$100,000 Plus
Sauk County, 1997	48.10%	\$3,235,000.00	62.90%	39.10%	24.00%	12.30%	24.60%
State of Wisconsin, 1997	54.20%	\$137,274,000.00	56.30%	38.60%	23.90%	13.40%	22.70%

Source: Wisconsin County Agriculture Trend in the 1990's, UW Program on Agriculture Technology Studies, 2001

**Table ED7 and ED8: Farm Receipts, Capital, and Income Sauk County vs. State of Wisconsin, 1997** shows that in Sauk County, half of all farm receipts (the gross market value of all agriculture products sold) came from dairy sales (sale of milk and milk products) during 1997. The average value of farmland buildings, and the value of machinery and equipment, is based on market value. The fact that 63.10% of the farms having a sales value of less than \$50,000 per year, indicates that many of the farms in Sauk County are relatively small family farm operations. Many of these farms depend on off-farm work or investments for their main source of income. Overall, economic development strategies for agriculture include looking at opportunities for diversification in products produced, producing for niche markets, direct marketing, and agri-tourism and participating in grower cooperatives.

### ➤ Tourism Economic Impact and Opportunity

According to the 2004 Wisconsin Department of Revenue report on tourism, Sauk County is the third most popular tourism destination in the State, behind Milwaukee and Dane counties. The overall statewide economic impact of tourists is broken down in several ways. Direct impacts, the employee wages and taxes paid from establishments where travelers purchase goods or services, and indirect impacts, the money spent by these employees on goods and services in the area, add up to the total economic impact of tourism.

Looking at the traveler expenditures by category, tourists spend more than half of their total expenditures on shopping and food. Recreation expenditures represent 25% and lodging expenses represent 12% of the total estimated traveler expenditures. Seven percent of Wisconsin traveler expenditures were spent on transportation within the State (Wisconsin Department of Tourism, 2004). Thirty-six percent of tourist expenditures occurred in summer, 40% percent of expenditures were in the winter/spring season and 24% of expenditures were during the fall season.

**Table ED9: Tourism Expenditures and Economic Impact**, shows that the Wisconsin Department of Tourism estimated tourism expenditures at approximately \$988.5 million dollars during 2004, up 4.36% from 2003 for Sauk County. This supported 26,086 jobs and created local revenues of over \$42 million dollars, up 12.34% from 2003.

**Table ED9: Tourism Expenditures and Economic Impact**

Travel Expenditures and Economic Impact							
	2004 Expenditures	2003 Expenditures	Percent Change	Full-Time Job Equivalents	Resident Income	State Revenues	Local Revenues
Sauk County	\$988,558,995	\$947,221,240	4.36%	26,086	\$612,337,420	\$126,393,529	\$42,529,748
State of WI	11,781,228,510	11,709,866,089	0.60%	309,207	\$6,651,375,000	\$1,359,607,000	\$545,908,000

Source: Wisconsin Department of Tourism, 2004

The south central portion of Sauk County has many opportunities for recreational, cultural, historical and nature based tourism. The entire southern portion of the Town is bordered by the Wisconsin River, which offers a variety of recreational opportunities. Other sites accessible in or near the Town of Troy include: Troy Historic District, Tower Hill State Park, House on the Rock Resort, Hemlock Draw, Wisconsin Society of Ornithology, Natural Bridge State Park, Tuck-a-way Campground, Lady Loretto Church, Maple Hill Apple Orchard, North Freedom Train Rides, Cedar Grove Cheese, Devil's Lake State Park, Ski Hi Apple Orchards, Baxter's Hollow, Wollersheim Winery and a variety of other campgrounds, horseback riding stables as well as nearby hunting grounds, snowmobile, hiking and biking trails. With the Town of Troy's proximity to so many tourism locations, there is potential for the Town to add to its economic base.

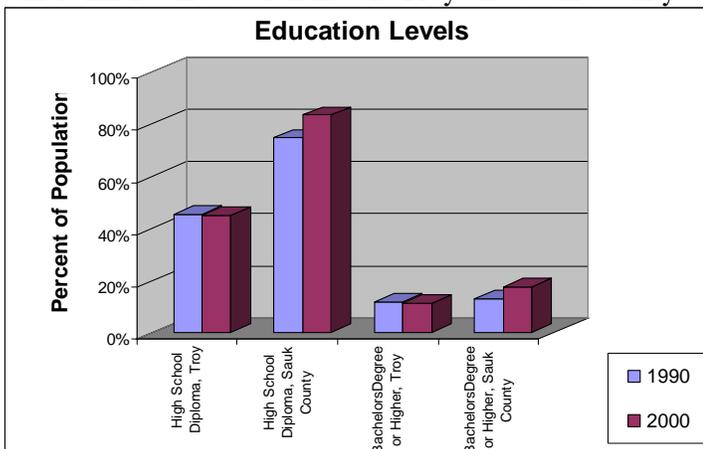
## 5.2 Local Employment Opportunities and Economic Activity

The Town of Troy and Sauk County provide many local employment opportunities as is reflected in the education levels, labor force and occupation characteristics of the Troy.

## ➤ Education

**Chart ED10: Education Levels Troy and Sauk County** shows that the percentage of Troy residents with a high school diploma decreased slightly (by 0.46%) between 1990 and 2000, while the percentage of Sauk County residents with a high school diploma increased by 8.8%. The percentage of those with a Bachelors degree also decreased slightly (by 0.4%) between 1990 and 2000, while the percentage of Sauk County residents with a Bachelors degree increased by 4.7%.

**Chart ED10: Education Levels Troy and Sauk County**



Source: US Census, 2000

## ➤ Income Levels

As detailed in the Housing Chapter, of the 269 households in Troy, 77 (28.6%) were in the \$50,000 to \$74,999 income bracket. Another 53 (19.7%) of the households were in the \$35,000 to \$49,999 income bracket. A large portion of households (19%) reported incomes between \$15,000 and \$24,999. This is compared to Sauk County, with 23.2% of the households in the \$50,000 to \$74,999 income bracket, 21% of the households in the \$35,000 to \$49,999 income bracket, and 13.4% in the \$15,000 to \$24,999 income bracket.

Another tool in the assessment of income distribution is the comparison of the median household income with the average household income for a particular year. A median value represents the middle value in an ordered list of data values. It divides the values into two equal parts with one half of the values falling below the median and one half falling above the median. Therefore, the median household income is the income value at which half of the other income values are above and one half are below. An average value is found by dividing a sum of values by its total number of values. Average household is calculated by dividing aggregate household income by the number of households in a given geographic area for a given year. Aggregate household income is the sum of the incomes of a sample of households in a given geographic area.

When the average household income is significantly larger than the median household income, a large gap in income levels is suggested.

**Table ED11 Distribution of Household Income, 1990**

shows that in 1990, the median household income for the Town of Troy was \$30,560, while the average household income was \$30,372. The ratio of the average to the median income is approximately 1.0.

**Table ED12 Distribution of Household Income, 2000**

shows that in 2000, the median household income for the Town was \$39,432 while the average household income was \$50,963. The ratio of these two values is 1.29 indicating that the average household income is 29% greater than the median household income. While the median income increased by \$8,872 from 1990 to 2000, during the same time period the average income increased by \$20,591. These numbers suggest that a small number of households are greatly exceeding the median income level thereby raising the average income level significantly. Again, this suggests that more outlying values exist on the upper end of the household income spectrum.

From 1990 to 2000, both Sauk County and the State of Wisconsin saw the ratio of average income to median income increase slightly, the

County from 1.17 to 1.19, the State from 1.19 to 1.23. This implies that the number of households in the upper end of the income spectrum has increased slightly during the past decade.

**Table ED11: Distribution of Household Income, 1990**

Distribution Household Income -1990	% of Households	% of Households	% of Households
	Town Of Troy	Sauk County	Wisconsin
Less than \$10,000	11.6%	14.1%	14.0%
\$10,000 to \$14,999	4.6%	4.6%	9.4%
\$15,000 to \$24,999	22.4%	22.0%	18.7%
\$25,000 to \$34,999	25.5%	18.4%	17.4%
\$35,000 to \$49,999	26.3%	20.5%	20.2%
\$50,000 to \$74,999	8.1%	10.0%	14.1%
\$75,000 to \$99,999	0.4%	2.2%	3.6%
\$100,000 to \$149,999	0.0%	0.9%	1.7%
\$150,000 or more	1.2%	0.6%	1.0%
<b>Median Household Income</b>	<b>\$30,560</b>	<b>\$26,217</b>	<b>\$29,442</b>
No. of Households	259	17,801	1,824,252
Aggregate Household Income	\$7,866,291	\$545,406,221	\$64,177,987,519
<b>Average Household Income</b>	<b>\$30,372</b>	<b>\$30,639</b>	<b>\$35,180</b>

Source: US Census, 1990

**Table ED12: Distribution of Household Income, 2000**

Distribution Household Income - 2000	% of Households	% of Households	% of Households
	Town Of Troy	Sauk County	Wisconsin
Less than \$10,000	3.0%	6.7%	3.5%
\$10,000 to \$14,999	3.3%	5.8%	3.0%
\$15,000 to \$24,999	19.0%	13.4%	9.1%
\$25,000 to \$34,999	14.5%	13.8%	11.6%
\$35,000 to \$49,999	19.7%	21.0%	18.7%
\$50,000 to \$74,999	28.6%	23.2%	27.6%
\$75,000 to \$99,999	6.3%	9.1%	14.1%
\$100,000 to \$149,999	3.3%	4.7%	8.5%
\$150,000 to \$199,999	0.0%	1.1%	1.9%
\$200,000 or more	2.2%	1.2%	2.0%
<b>Median Household Income</b>	<b>\$39,432</b>	<b>\$41,941</b>	<b>\$43,791</b>
No. of Households	269	21,647	2,086,304
Aggregate Income	\$13,709,155	\$1,076,409,500	\$112,374,261,000
<b>Average Household Income</b>	<b>\$50,963</b>	<b>\$49,726</b>	<b>\$53,863</b>

Source: US Census, 2000

➤ Employment

**Table ED13: Labor Force and Employment** shows that of the 736 persons living in Troy during 2000, 423 persons, age 16 or older, were in the labor force. An additional 123 persons, age 16 or older, are not in the labor force. Of those in the labor force, 406 or 95.98% are employed, while 17 or 4.02% are unemployed. This is lower than the unemployment rate for Sauk County of 4.2% according to the 2000 Census.

**Table ED13: Labor Force and Employment**

Category	Town of Troy, 2000	Sauk County, 2000
Civilian Labor Force	423	30,374
Unemployed	17	1,266
Unemployment Rate	4.02%	4.2%
Employed	406	29,108
Employment Rate	95.98%	95.83%
Not in Labor Force	123	12,085

Source: US Census, 2000

**Table ED14: Employed Population – Town of Troy and Sauk County**

	Town of Troy, 1990	Town of Troy 1990, Percent of Employed Population	Sauk County, 1990	Sauk County 1990, Percent of Employed Population	Town of Troy 2000	Town of Troy 2000, Percent Employed Population	Sauk County, 2000	Sauk County 2000, Percent of Employed Population
Population 16 years and older	600		35,509		546		42,480	
Employed Civilian Population 16 years or older	422	70.33%	22,987	64.74%	406	74.36%	29,180	68.69%

Source: US Census, 1990 and 2000

**Table ED15: Employment by Occupation, Town of Troy**

Occupation	Town of Troy, 1990	Town of Troy 1990, Percent of Employed Population	Town of Troy, 2000	Town of Troy 2000, Percent of Employed Population	Town of Troy Percent of Employed Population Change 1990 to 2000	Sauk County, 1990	Sauk County 1990 Percent of Employed Population	Sauk County, 2000	Sauk County 2000, Percent of Employed Population	Sauk County Percent Change of Employed Population 1990 to 2000
Management, professional, and related occupations *	32	7.58%	115	28.33%	273.75%	7,140	31.06%	8,143	27.98%	-9.92%
Service occupations**	35	8.29%	54	13.30%	60.44%	3,693	16.07%	4,966	17.06%	6.19%
Sales and office occupations***	76	108.01%	86	21.18%	-80.39%	2,221	9.66%	6,911	23.74%	145.71%
Farming, fishing, and forestry occupations	148	35.07%	29	7.14%	-79.63%	2,147	9.34%	487	1.67%	-82.12%
Construction, extraction, and maintenance occupations****	71	16.82%	38	9.36%	-44.35%	5,450	23.71%	3,102	10.66%	-55.04%
Production, transportation and material moving occupations*****	60	14.22%	84	20.69%	45.50%	2,336	10.16%	5,499	18.89%	85.88%
Occupation Total	422		406			22,987		29,108		

Source: US Census, 1990 and 2000

\* Listed as 'Executive, administrative, and managerial' and Professional specialty occupations in 1990 census.

\*\* Listed as 'Service occupations', 'protective services', 'household occupations' and 'technicians and related support occupations' in 1990 census.

\*\* Listed as 'Sales' and 'Administrative support occupations, including clerical' in 1990 census.

\*\*\*\* Listed as 'Precision production, craft, and repair occupations' and 'Handlers, equipment cleaners, helpers, and laborers' in 1990 census.

\*\*\*\*\* Listed as 'Machine operators, assemblers and inspectors' and 'Transportation and material moving occupations' in 1990 census.

**Table ED15: Employment by Occupation, Town of Troy** shows that the major occupations of persons in Troy have changed from 1990 to 2000. Management, professional and related occupations saw the biggest increase in numbers and percentage of employment. Employment of Troy residents in the farming, fishing and forestry occupations saw the greatest decrease.



Town employing twenty-three (23) FTE.

### ➤ Local Employment Opportunities

The Town of Troy is also home to a handful of small businesses mainly associated with agriculture supplies and services. Professional Products and Services operates out of Black Hawk, provides cattle and swine feed and currently has 7 full-time employees (FTE). Black Hawk Ag Enterprises is also located in Black Hawk and has one full-time employee. Black Hawk Elementary school also provides many employment opportunities in the

## 5.3 Opportunities to Attract and Retain Business

While areas of commercial use currently exist in Black Hawk and Witwen, most of the Town of Troy is zoned Exclusive Agriculture. Permitted uses in this district includes general farming, greenhouses, nurseries, orchards, beekeeping, forest and game management, home occupations, and professional offices conducted within an accessory to a permitted residence, following the requirements of the County's Ordinances. Special Exceptions may be granted only after the consideration of several factors including: compatibility with adjacent land uses, productivity of lands involved, need for public services created by the use, need for use in the proposed location, availability of alternative locations, and the effect of the proposed use on water or air pollution, soil erosion and rare or irreplaceable natural areas.



The Town of Troy has a strong labor force. With a relatively low unemployment rate, the Town can continue to pursue employment opportunities in neighboring communities as well as locally. As was previously noted, the Town is in close proximity to many tourism destinations. With this recognition, there are many opportunities for residents to capitalize on the Town's location relative to community character, including outdoor recreation, eco-tourism, agriculture related tourism service and sales industries.

## 5.4 Other Programs and Partnerships

### ➤ **Sauk County Development Corporation**

Sauk County Development Corporation's mission is to promote and retain the diverse economic vitality of Sauk County and its individual communities. The Development Corporation understands the importance of agricultural businesses to the County's economic vitality. Information about programs can be obtained by calling 608-355-2084 or visiting the SCDC website at <http://www.scdc.com>.

### ➤ **Wisconsin Department of Commerce**

The WDC provides a broad range of financial resources to help businesses and communities undertake economic development. These programs include:

- **Community Development Block Grant (CDBG) – Economic Development Program**  
Provides grants to communities to promote local job creation and retention.
- **CDBG – Public Facilities** helps eligible local governments upgrade community facilities, infrastructure, and utilities to benefit lot to moderate income residents
- **Rural Economic Development Program** offers low-interest loans for businesses with fewer than 50 employees. The purpose of this program is to stimulate the start-up and expansion of businesses in rural communities in Wisconsin.
- **US Small Business Administration (SBA)** provided loan guarantees that are used in conjunction with bank financing to improve loan terms.
- **Wisconsin Housing and Economic Development Authority (WHEDA)** a program that buys down commercial interest rates, enabling Wisconsin lenders to offer short-term, below market rate loans to small, minority or women owned businesses.
- **Industrial Revenue Bonds (IRDs)** are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities – cities, villages, and towns are authorized to issue IRDs.
- **Major Economic Development Program (MED)** is a loan program designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. Funding levels typically range from \$3,000 to \$10,000 per full-time job created.
- **Customized Labor Training Program (CLT)** encourages businesses to invest in the retooling and upgrading of equipment in order to increase the productivity of its labor force by providing a grant of up to 50% of the cost of a workforce training program.

- **Technology Development Fund Program (TDF)** is designed to provide assistance to businesses embarking on technical research projects aimed at developing new products or processes, or improving existing products or processes.
  - **Forward Wisconsin** is a non-profit economic development-marketing corporation for the State of Wisconsin. This organization creates marketing strategies aimed at luring businesses and industry from other states within the United States and other countries through out the world to improve the corporate climate in Wisconsin. Facilitation is provided to help match company needs with possible locations throughout the State. Assistance is available to aid with community development projects and marketing.
  - **Agriculture Development Zone (South-Central)** is a new agricultural economic development program in the State of Wisconsin which provides tax credits to farm operators and business owners who make new investments in agricultural operations. These tax incentives are offered for three basic categories of investment including job creation, environmental remediation, or capital investments in technology/new equipment. This program is administered by the Wisconsin Department of Commerce. More information about this program can be obtained from their website (<http://www.commerce.state.wi.us/CD/CD-bed-az-general.html>) or by contacting the South Central ADZ Regional Coordinator, Nancy Elsing, at 608-742-6161.
  - **Early Planning Grant Program (EPG)** is designed to help individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed start-up or expansion. Program awards are in the form of grants and maximum funding available is 75% of eligible project costs up to \$3,000. This program provides business planning funds not otherwise available through lenders.
  - **Milk Volume Production Program (MVP)** provides low interest loans up to \$500 for each cow added to the operation. The maximum award available with this program is \$1 million. Due to the competitive nature of this program, projects that have a comprehensive business plan will be most successful.
- **Wisconsin Housing and Economic Development Authority (WHEDA)**

The mission of WHEDA is to offer innovative products and services in partnership with others to link Wisconsin residents and communities with affordable housing and economic development opportunities.

- **Agribusiness Guarantee** provides loan guarantees of up to 80% for eligible agribusiness projects. “Agribusiness” refers to businesses which produce products using Wisconsin’s supply of raw commodities, including those related to the following: agriculture, aquaculture, horticulture, viticulture, vegetables and fruits, poultry and livestock, milk and milk products, bees and honey products, and timber and wood products.
- **Beginning Farmer Bond Program** is designed to provide reduced interest loans for first time farmers. This program uses federally tax-exempt bond financing to reduce a farmer’s interest rate for capital purchases.

- **Credit Relief and Outreach Program (CROP) Guarantee** provides loan guarantees for Wisconsin farmers who are unable to obtain conventional agriculture production loans. Over 13,300 loans have been guaranteed by CROP since 1985.
- **Farm Asset Reinvestment Management Guarantee (FARM)** was created to provide guarantees for agricultural expansion and modernization loans. FARM Program loans can be used in conjunction with other loan programs such as SBA, Wisconsin Department of Commerce, DATCP, and USDA Farm Services Agency.
- **U.S. Department of Agriculture (USDA)**
  - **Community Facility Loan Program** provides loans and grant funding based on need. The purpose of this program is to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas and towns with a population of 20,000 or less.
  - **Guaranteed Farm Ownership and Guaranteed Farm Operating Loan Programs** provide loan guarantees of up to \$813,000. Loan guarantees allow commercial lenders to serve applicants whose credit needs temporarily do not meet established credit standards. This program is administered by USDA's Farm Service Agency (FSA).
  - **Rural Economic Development Loan Program** make direct loans to rural electric and telephone systems, who in turn loan to the ultimate recipient, the business. This program favors job creation, supplemental project financing and basic economic development.
- **Wisconsin Department of Agriculture, Trade and Consumer Protection**
  - **Agricultural Development and Diversification Program (ADD)** provides grants of up to \$50,000 to be used for feasibility studies, demonstration projects, product development, or market research. Examples of grants that have been funded in the past include new value-added food products, market development and research, and feasibility of new investments in specific areas of agriculture.

## 5.5 Economic Development Goal, Objectives and Policies

### Economic Development Goal:

The Town of Troy will encourage economic development that supports the retention of its current economic base and will support the creation of non-farm economic opportunities that do not conflict with the Town's rural character.

### Economic Development Objectives:

**EDO-1** Promote business that is environmentally sensitive to the goal of preserving the Town's natural resources, cultural heritage and rural character.

**EDO-2** Promote the retention of traditional farming and Ag related businesses.

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**EDO-3** Encourage the development of small “at-home” businesses and cottage industries.

**EDO-4** Encourage businesses that have low potential for rural residential conflicts.

**EDO-5** Support the existing farm economy by encouraging non-farm income economic opportunities.

**EDO-6** Encourage economic development that utilizes our natural resources through recreational and tourism opportunities.

**EDO-7** The Town of Troy will support economic development that has minimal potential for environmental damage to the Town’s rural character and will minimize rural/residential conflict.

#### **Economic Development Policies:**

**EDP-1** The Town of Troy will enhance economic development by creating local partnerships with government agencies, private associations and non-profit groups. The partnership will encourage the pursuit of federal, state and local grant monies whenever possible.

**EDP-2** All new businesses will be required to apply for a business permit from the Town of Troy Planning Committee.

**EDP-3** As part of its economic development efforts, the Town of Troy will continue to encourage the development of agriculture in the Town, including businesses that support the agricultural industry.

**EDP-4** The Town of Troy will support economic development of at-home businesses and cottage industries as defined and in compliance with the provisions of the Sauk County ordinances.

**EDP-5** The Town of Troy will consider recreation opportunities including: hiking trails, wilderness camping, cross country skiing, snowmobiles trails, canoe rentals, and other non-farm opportunities reflecting the rural character of the Town.

**EDP-6** The Town of Troy will consider economic development of limited tourism opportunities that do not conflict with the Town’s character. These businesses will be limited to agricultural tourism, bed and breakfast establishments, and other similar businesses with less than 10 full time employees.

**EDP-7** Existing businesses requesting changes in the status of the business will present a plan demonstrating their intent to build, remove, repair or remodel the business at least 10 days prior to a public hearing.

**EDP-8** New business will be limited to 10 full time employees, unless agriculture related.

**EDP-9** Commercial development will be directed to areas within the Town that are served by State and County highways and are identified as **Mixed Use/Rural Community** areas on the *Future Land Uses Map 11-7*.

## 6.0 Purpose

Historically, farming and agrarian activities have been a primary way of life for Troy residents and landowners. While only a small portion of its residents are employed in farming, most of the total land cover in the Town of Troy remains farmland or forest. Throughout the history of Troy, farmland and farming operations have been passed down to succeeding generations, a tradition that continues today. However, in the last 10 to 15 years, the agricultural community has faced many challenges. Due to its location, the Town of Troy has begun to experience rural residential development pressures. Along with this, recent increases in property value assessments, increasing health care costs, and relatively stagnant farm prices have compounded the challenges facing farmers and have led younger generations to make other career choices.



According to a recent study completed in August, 2001 by the University of Wisconsin – Madison entitled *Wisconsin County Agricultural Trends in the 1990's*, “Research in Wisconsin and other states suggests that farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential and recreational development”. Despite these issues, farming has remained a viable employment opportunity and lifestyle for many in Troy. The goal of this comprehensive plan is to address how to preserve valuable agricultural lands and farming operations while still allowing for growth within the Town.

## 6.1 Regional and Local Trends in Agriculture

From 1987 to 1997 the estimated number of farms in Wisconsin decreased 12.68% (from 75,131 to 65,602), while the average size for farms increased 2.73% (from 221 acres to 227 acres). During the same time period, the estimated number of farms in Sauk County decreased by 3.33% (from 1,502 to 1,452). The average size for farms in Sauk County also decreased by 6.98%, from 246 acres in 1987 to 229 acres in 1997.

**Table A1: Trends in Average Size of Farms**

Sauk County Farms				Wisconsin Farms			
Year	Approximate Number of Farms	Average Size of Farm in Acres	Percent Change in Average Size	Year	Approximate Number of Farms	Average Size of Farm in Acres	Percent Change in Average Size
1987	1,502	246		1987	75,131	221	
1992	1,383	243	-1.22%	1992	67,959	228	3.17%
1997	1,452	229	-5.76%	1997	65,602	227	-0.44%

Source: Wisconsin County Agricultural trends in the 1990's, Prepared by PATS, UW Madison, August 2001

From 1990 to 1997, the estimated number of dairy farms in Troy went from 52 to 37, a decrease of 28.85%. However, during this same time period the estimated total of all farm types increased from 89 to 93, an increase of 4.5%. In Sauk County, both the estimated number of farms and dairy farms has also decreased. The 1997 estimated farms per square mile as well as the number of dairy farms per square mile are nearly equivalent between the Town and the County, with the County having slightly more estimated farms per square mile and the town having slightly more dairy farms per square mile. This information shows that the Town of Troy is losing dairy farms at a slightly slower rate than the County as a whole.

**Table A2: Trends in Farm Numbers**

	Estimated Farm Numbers				Dairy Farm Numbers			
	1990	1997	% change	Estimated Farms per square mile	1989	1997	% change	Dairy Farms per Square Mile, 1997
Troy	89	93	4.5	1.8	52	37	-28.85%	0.7
Sauk County	1597	1507	-5.60%	1.9	687	475	-30.90%	0.6

Source: Wisconsin Town Land Use Databook, Prepared by the Program on Agriculture Technology Studies (PATS), UW Madison, September 1999 – Wisconsin Agriculture Statistics Service in cooperation with the WI Department of Agriculture

Note: The estimated number of farms for Sauk County illustrated in the **Tables A1 and A2** differs. This is due to different methodologies used for estimating the number of farms in Sauk County prepared by the Program on Agricultural Technology Studies (PATS), UW Madison, and Census of Agriculture.

## 6.2 Land in Agriculture Use

Land sales in the Town of Troy indicate that 3,296 acres of farmland were sold from 1990-1997. Of the acreage sold within the town, a little over 11% of the total acreage sold or roughly 368 acres was diverted out of agricultural use and averaged \$716 per acre. The average value of agricultural land sold between 1990-1997 for lands

continuing in agriculture (representing 2,928 acres) in the Town of Troy were \$1,050 per acre. The average value of agricultural land, both continuing in production and being converted, was \$1,008. As Table A3 shows, in the Town of Troy agricultural land continuing in agricultural use is fetching a higher price than ag lands being converted to alternate uses. This trend is opposite to that of Sauk County, which is seeing converted ag lands fetching a higher price than ag lands continuing in agricultural production. Specifically, land sold in Sauk County between 1999 and 2002 indicated that the average price of land for land converted to non-ag



uses rose to over \$2,600 an acre while land sold for continued agricultural use rose to \$2,277. This same trend can be seen in the state. In 2001, in the state of Wisconsin, the average price of

agricultural land being converted to non-ag uses was \$3,448 while land sold for continuing ag use was \$2,060. This represents a difference of \$1,388. From these statistics, it is easy to see the pressures that high prices for land sold for non-agricultural uses have had on agricultural real estate. In more recent real estate transactions (as indicated by MLS reports) within the last few years, the price per acre has risen to almost \$4,000 an acre.

**Table A3: Agriculture Land Sales, Town of Troy, Sauk County, and State of Wisconsin**

	Agriculture Land Sales								
	Agriculture Land Continuing in Agriculture Use			Agricultural Land Being Diverted to Other Uses			Total of all Agricultural Land		
	Number of Parcels Sold	Acres Sold	Average Dollars Per Acre	Number of transactions	Acres Sold	Average Dollars Per Acre	Number of Parcels Sold	Acres Sold	Dollars Per Acre
Town of Troy 1990-1997	38	2,928	\$1,050	N/A	368	\$716	N/A	3,296	\$1,008
Sauk County 1990-1994	N/A	6,675	\$987	N/A	2,067	\$1,254	N/A	8,742	\$1,048
Sauk County 1995-1999	N/A	4,489	\$1,385	N/A	1,610	\$1,576	N/A	6,099	\$1,443
Sauk County 2000-2002	N/A	1,891	\$2,277	N/A	1,322	\$2,608	N/A	3,213	\$2,379
State of Wisconsin 2001	1,974	126,404	\$2,060	993	49,337	\$3,448	2,967	175,741	\$2,450

Source: Wisconsin Town Land Use Databook, Prepared by the Program on Agriculture Technology Studies (PATs), UW Madison, September 1999 – Wisconsin Agriculture Statistics Service in cooperation with the WI Department of Agriculture

### 6.3 Production Trends

During 1999, the average yield for field corn for Sauk County differed only slightly when compared to the averages from throughout the State. For example, field corn yield differs by only 1 bushel per acre from that of the State. The average difference for corn silage yield is 1 ton per acre. Alfalfa yield in Sauk County was .3 tons per acre less than the State, forage harvested yields were .5 tons per acre less than the state, and soybean yields were 2 tons per acre more than the state.

**Tables A4 & A5: Production trends, Sauk County & State of Wisconsin**

Farm Production Trends, 1999	Forage/Feed							
	Alfalfa		Other Forages	All Forage Harvested		Soybeans		Small Grains (oats, barley, wheat)
	Acres	Yield	Acres	Acres	yield	acres	yield	acres
Sauk County	715	4.1	8,100	79,600	4.6	24,500	48	7,300
State of Wisconsin	3,000,000	4.4	600,000	3,600,000	4.1	1,300,000	46	485,000

Farm Production Trends, 1999	Corn				
	Field Corn		Corn Silage		Total Corn
	Acres	Yield	Acres	Yield	acres
Sauk County	66,000	144	15,100	16	81,100
State of Wisconsin	2,850,000	143	730,000	17	3,580,000

Source: Wisconsin County Agricultural trends in the 1990's, Prepared by PATS, UW Madison, August 2001

The number of dairy cows, the total milk produced by them, and the number of dairy herds decreased for both the County and the State from 1991-1999. However, productivity of the herds did increase during that same time frame for both the County and the State. In spite of these varying trends, Sauk County remains one of the State's leaders in terms of production and revenue generated according to a recent study completed in August, 2001 by the University of Wisconsin- Madison entitled, "*Wisconsin County Agricultural Trends in the 1990s*".

**Table A6: Dairy Production trends: Sauk County & State of Wisconsin**

	Dairy Trends, Sauk County and Wisconsin				Percent Change, 1991 1999			
	Net Change, 1991	1999						
	Number of Cows	Total Milk Produced	Herd Productivity	Number of Dairy Herds	Number of Cows	Total Milk Produced	Herd Productivity	Number of Dairy Herds
Sauk County 1991 – 1997	-6,300	-4,060	2,800	-233	-17.10%	-0.80%	19.70%	-35.00%
State of Wisconsin 1991 – 1997	-388,000	-1,329,000	2,983	-12,103	-22.10%	-5.40%	21.40%	-37.20%

Source: Wisconsin County Agricultural trends in the 1990's, Prepared by PATS, UW Madison, August 2001

#### 6.4 Local Farm Numbers and Types

Farming and related agriculture activities are the primary economic activity in the Town. Farmers in the Town of Troy produce a variety of agriculture commodities including dairy, beef production, animal feed such as corn, alfalfa and soybeans as well as a number of cash crops. Troy currently has approximately 90 operating farms, with an estimated 27 (or 30%) reported as dairy operations.



#### 6.5 Farmland Preservation Program

The Farmland Preservation Program was established by the State of Wisconsin and was designed to help local governments that wish to preserve farmland through local planning and zoning, by providing tax relief to farmers who participated. Exclusive Agriculture Zoning is a type of zoning linked to the Farmland Preservation. In the late 1970's, Sauk County produced a Farmland Preservation Plan as a requirement to enter into the program. In 1986, the Town of Troy adopted Exclusive Agriculture Zoning qualifying the Town's farmers to voluntarily take part in this program and receive tax credits as an incentive. As a result of this action, 82 landowners enrolled in the program and received the tax credits in 2004, averaging 220.89 acres each and representing 18,113.34 acres collectively. Since 1989 the amount of land enrolled in the Farmland Preservation Program has ranged between 16,342 and 19,504 acres. In 2004, the average tax credit received by each enrollee was about \$900. Since 2001, the amount of land enrolled in the program and receiving credits has remained around 18,000 acres. In comparison, there is approximately 34,800 acres of land within the Town of Troy.

When you take into consideration the amount of land that is unable to actively support agricultural operations or is divided into smaller parcels and therefore is not eligible, this level of participation appears to be indicative of a strong farming economy as well as the agriculture community wishing to continue farming as a way of life. Another benefit of this program which should not be overlooked is the requirement that each property also have a soil conservation plan developed and followed.

**6.6 Land Capability Classification**

Soil suitability is a key factor in determining the best and most cost-effective locations and means for agricultural practices in the Town of Troy. The USDA-NRCS groups soils suitable for agriculture based on the most suitable land for producing food, feed, fiber, forage and oilseed crops. When classifying into groups, considerations are given to the limitations of the soil, their risk of damage, and response to treatment. In general, the fewer the limitations, the more suitable the soil is for agriculture use. *Map 6-1 Land Capability Classification/Atrazine Prohibition Areas* depicts the soils by classifications for the Town of Troy.

Approximately 29.2% of the soils in the Town of Troy are Class I, II, or III soils. Class I soils represent only 1.6% of the soils and have few limitations that restrict their use.

Class II soils represent 12.77% of the soils and are described as having some limitations such as wetness, erosion, or droughtiness that require conservation practices. They are cultivated with a few simple precautions. Class III soils represent 14.83% of the soils and have several limitations with special management

**Table A7: Exclusive Agriculture Participation in Troy**

Exclusive Agriculture Zoning Certification				
Town of Troy	Number of Certificates	Acres of Exclusive Ag Participating and Certified	Percent Change in Acreage Per Year	Average Farm Size
1989	79	18,993.60		240.43
1990	77	19,504.58	2.69%	253.31
1991	78	19,391.41	-0.58%	248.61
1992	73	18,178.54	-6.25%	249.02
1993	65	16,714.95	-8.05%	257.15
1994	70	18,349.25	9.78%	262.13
1995	70	17,978.43	-2.02%	256.83
1996	60	16,554.41	-7.92%	275.91
1997	67	16,948.86	2.38%	252.97
1998	65	16,780.17	-1.00%	258.16
1999	68	17,202.74	2.52%	252.98
2000	66	16,342.15	-5.00%	247.61
2001	78	18,376.47	12.45%	235.60
2002	80	18,376.47	0.00%	229.71
2003	77	17,909.24	-2.54%	232.59
2004	82	18,113.34	1.14%	220.89

Source: Sauk County Annual Report

**Table A8: Soil Class and Acreage of in the Town of Troy**

Town of Troy Land Capability Classification		
Soil Class	Acres	Percent of Total Land Area
Class I	556.79	1.60%
Class II	4,448.47	12.77%
Class III	5,164.32	14.83%
Class IV	7,041.21	20.22%
Class V	0.00	0.00%
Class VI	8,710.98	25.01%
Class VII	35.00	0.10%
Class VIII	8,869.23	25.47%
Total Acreage in Troy	34,826.00	100.00%

practices required.

Source: Sauk County Department of Planning and Zoning

Approximately 45.23% of the soils in the Town of Troy are Class IV, V, and VI soils. 20.22% of the soils are Class IV, which have severe limitations that require careful management. There are no Class V soils in the Town of Troy. Class VI soils represent 25.01% of the soils and have limitations that make them generally unsuited for cultivation and limit use to pasture, woodland or wildlife.

Approximately 25.57% of the soils in the Town of Troy are Class VII, VIII soils. Only 0.10% are Class VII soils which are described as having very severe limitations that restrict their use to pasture, woodland and wildlife. Class VIII soils, however, represent 25.01% of the soils and have severe limitations that restrict their use to recreation and wildlife.

As a general reference, **Map 6-2 Prime Farmland – Slope Delineation** defines prime farmland as being comprised of Class I and Class II soils. Approximately 14.37% of the soils on this map are indicated as prime farmland under this categorization. Soils that require other management practices to be considered prime farmland are also indicated as such on the map.

## 6.7 Agriculture Infrastructure

The agricultural industry in the Town of Troy is supported by a diverse agricultural infrastructure within the area. Although most agricultural supporting enterprises are not located within the Town, they can be easily accessed in the nearby trade centers of the Villages of Sauk City, Prairie du Sac, Plain and Spring Green. Overall, it seems that the level of satisfaction of the existing agriculture infrastructure is relatively high and Community



Survey results indicated that about 64% of respondents felt there were adequate agricultural support and complimentary services in Sauk County to keep agriculture businesses in the Town of Troy economically viable. These support services include: lending/credit institutions, shipping services, fertilizer suppliers, feed mills, elevators, bulk grain storage and loading facilities, hardware stores, equipment dealers and implements, machinery repair services, contractual services, manure hauling, veterinarian services, meat processing, dairy/milk haulers, dairy cooperatives, genetics laboratories, dairy supply, farmer markets, and breeders. The primary dairy routes are through Foremost Farms and Cedar Grove, with several haulers contracted by each. Ag/Dairy supply stores, veterinarian services, and credit/lending institutions and many other service or supply components of the agricultural infrastructure are provided in all three incorporated communities, within a 10-15 mile radius. Additional competition and new opportunities for service would strengthen the current infrastructure, but most likely will not add a significant component that was inadequate or missing.

## 6.8 Alternative Agricultural Economic Opportunities

Despite the change in the number of farmers, farm size and the price of farmland, agricultural productivity has increased. Overall, changes to technology, machinery and agricultural practices have resulted in the industry becoming more efficient. In addition, it is more common for farms to

concentrate their efforts on certain niche markets such as the production of organic, and non-traditional products such as unique meats and cheeses and varied forest products. These efforts, coupled with the opportunity for direct marketing to the public through local restaurants, school districts, cooperatives and retail grocery cooperatives, and Community Supported Agriculture have and continue to produce positive results for the industry.

However, due to the relatively stagnant agricultural market and rising health care cost, many farm families have had to look for alternative sources of income from outside employment opportunities to sustain the family farm operation. Recently, more and more families are identifying ways to seek alternative sources of income without having to leave the farm. Some farms have been successful by concentrating on a specific product as mentioned above. Niche market farming, direct sales marketing, agri-tourism/bed and breakfast establishments, flower/landscape nurseries, organic farming, orchards, recreational opportunities, ag-related cottage industries, and game farm operations are some of the examples of agriculture-related opportunities that exist. The Sauk County UW Extension office recently published “Sauk County Farm Connect Guide”. This guide lists area farmers who directly market their products and/or provide consumers an opportunity to learn firsthand about agriculture today.



## 6.9 Federal, State and Local Programs and Resources

Numerous programs and resources are available through federal, state and local agencies that can provide assistance to farmers to help ensure agricultural sustainability. These programs should not be looked at individually, as a possible solution to ensure the viability of agriculture, but rather as individual components of the collective system aimed at preserving all scales of farming operations.



### ➤ Ag Preservation

Agriculture preservation is important to the Town of Troy both economically and culturally. Losing agriculture land to sporadic and unplanned development can represent significant costs to the town in terms of infrastructure and community services. In response to these issues, the Town of Troy decided to participate in Wisconsin’s Farmland Preservation Program in 1986 by adopting a Town Development Plan with an Ag

Preservation Map as well as Exclusive Ag zoning. This tool is still being utilized today to help preserve farmland for continued production. **Map 7-3 Town of Troy Ag Preservation Map** is the official preservation plan map for the Town of Troy to be incorporated into Sauk County’s Ag Preservation Plan as a result of this planning process. This map is used to specify areas for potential development as well as areas for preservation throughout the Town. In addition to this effort, several opportunities for the preservation of agriculture exist that could also allow for the town’s continued growth.

The Purchase of Development Rights (PDR) is a concept employed in communities across the country in which a public agency (such as the local or county government) or a private non-profit conservation organization compensates private landowners who voluntarily agree to permanently convey the right to develop their property for residential or commercial use. The rights are then “extinguished” by the acquiring agency, preventing any future development of the protected property. The purchase price for the development rights equals the “fair market value” (FMV) as determined by a professional appraisal that compares estimates of the unrestricted market value of the subject property against the restricted use value of similar, but otherwise undevelopable land (i.e., land which cannot be developed because of physical or legal constraints on its use). The difference between those two estimated values is the “fair market value” of the development rights, which the agency can legally offer to the landowner. For example, the following is an actual example of a development rights acquisition:



The estimated unrestricted (“before”) value of a 78 acre wooded property is appraised at \$213,000. The estimated restricted use value of the property is \$135,000. The difference between the unrestricted value and the restricted use value is \$78,000 (\$1,000/acre) which is the “fair market value”. This is the value of the development rights that the agency is able to offer the landowner.

The purpose and terms of the agreement, including the respective rights of the agency to enforce the agreement and of the landowner to use the land, are detailed in a legal instrument called a Conservation Easement which is signed by the parties and recorded with the Register of Deeds as part of the permanent land record for that property. Agriculture, forestry, recreation and other traditional uses of the land are typically permitted, within the parameters of approved soil and water conservation plans and/or forestry stewardship plans.

Sauk County has already implemented the Baraboo Range Protection Program (BRPP) to purchase development rights from willing sellers whose land lies within the boundaries of the Baraboo Range National Natural Landmark (BRNNL), as it existed in March of 1999. The BRPP is funded by a \$5M grant from the Wisconsin Department of Transportation. The BRPP is administered by the Sauk County Department of Planning and Zoning with oversight by the Baraboo Range Commission, a nine-member commission of the Sauk County Board of Supervisors.

The development of Planned Unit Development (PUD) overlay zoning district to allow clustering is yet another way Sauk County hopes to preserve large tracts of productive agricultural lands for continued use in the future. The intent of this soon-to-be offered zoning district is to promote a density-based approach to new rural residential development in the Town that places an emphasis on the proper siting of new residences in order to preserve the rural character, agricultural opportunities and natural resources of the Town. As part of this planning effort, it was decided that the use of this program should be allowed in the Town. Additional discussions and information is provided within the Land Use Chapter of this document.

### ➤ Federal Programs and Resources

Below are some examples of federal programs and resources, administered by the U.S. Department of Agriculture (USDA) that can provide assistance to farm operators in the Town of Troy. The Farm Service Agency (FSA) and Natural Resource Conservation Service (NRCS) are agencies within the USDA that provide consultation and local administration of these programs and resources within Sauk County. In addition, these agencies also provide technical assistance and staffing to develop farm conservation plans and other management tools.

- **Farmland and Ranch Land Protection Program (FRPP)** provides matching funds to help purchase development rights to keep productive farm and rangeland in agricultural uses. Working through existing programs, USDA partners with State, tribal or local governments and non-governmental organizations to acquire conservation easements or other interests in land from landowners. USDA provides up to 50 percent of the fair market easement value.
- **Conservation Reserve Program (CRP)** is a voluntary program available to agricultural producers to help them safeguard environmentally sensitive land. Producers in CRP plant long-term, resource conserving covers to improve the quality of water, control soil erosion, and enhance wildlife habitat. In return, FSA provides participants with rental payments and cost-share assistance. Contract duration is between 10 and 15 years.
- **Conservation Reserve Enhancement Program (CREP)** is a voluntary land retirement program that helps agricultural producers protect environmentally sensitive land, decrease erosion, restore wildlife habitat, and safeguard ground and surface water. Like CRP, CREP is administered by the USDA's FSA.
- **Wetlands Reserve Program (WRP)** is a voluntary program that provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resource concerns on private lands in an environmentally beneficial and cost effective manner. The program provides an opportunity for landowners to receive financial incentives to enhance wetlands in exchange for retiring marginal land from agriculture. The program offers three options inclusive of a permanent easement, 30-Year Easement or a Restoration Cost Share Agreement.
- **Environmental Quality Incentives Program (EQIP)** provides a voluntary conservation program for farmers and ranchers that promotes agriculture productions and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land. EQIP offers contracts with a minimum term that ends one year after the implementation of the last scheduled practices and a maximum term of 10 years.
- **Wildlife Habitat Incentives Program (WHIP)** is a voluntary program that encourages creation of high quality wildlife habitats that support wildlife populations of National, State, Tribal, and local significance. Through WHIP, the NRCS provides technical assistance to landowners and others to develop upland, wetland, riparian, and aquatic habitat in areas on their property.

➤ **State and Local Programs and Resources**

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In addition to the federal programs, several state and local programs and resources are available to aid in the sustainability of agricultural operations in the Town of Troy. These programs are supported by the Wisconsin Department of Commerce, Department of Agriculture, Trade and Consumer Protection (DATCP), University of Wisconsin Extension and local organizations such as the Sauk County Development Corporation and the Sauk County Land Conservation Department. A few examples of these programs and resources include:

- **Farmland Preservation Program** which provides tax credits to farms of 35 acres or more under Exclusive Agriculture Zoning, having a farm income of not less than \$6000 for each of the last three years, and which operations are in compliance with county soil and water conservation programs.
- **Wisconsin's Use Value Tax System** provides tax relief to agricultural landowners by assessing property on its value in terms of crop production and agricultural market prices, not current real estate market trends or non-farm development potential.
- **Agriculture Development Zone (South-Central)** is a new agricultural economic development program in the State of Wisconsin that provides tax credits to farm operators and business owners who make new investments in agricultural operations. These tax incentives are offered for three basic categories of investment including job creation, environmental remediation, or capital investments in technology/new equipment. The Wisconsin Department of Commerce administers this program.
- **Wildlife Abatement and Claim Program** is a county-administered program to assist landowners that have excessive levels of agriculture crop damage from deer, bear, geese, or turkey.
- **SavorWisconsin.com** is a program offshoot of Governor Doyle's "Grow Wisconsin" initiative designed to enhance the state's economy. To help accomplish this, several steps have been taken to emphasize the purchase of locally grown, produced, and manufactured products to support Wisconsin's local producers and businesses. With this, SavorWisconsin.com started in late 2002 and is guided by DATCP, UWEX and the Wisconsin Apple Growers Association. The web site highlights and promotes many of Wisconsin's smaller and independent agriculture producers as well as agriculture related events state-wide.

#### 6.10 Agriculture Goal, Objectives and Policies

##### **Agriculture Goal:**

Preserve our farmland and enhance the strong farming community that creates a socio-economic environment, which supports agricultural opportunities to ensure agri-business as a viable career choice.

##### **Agriculture Objectives:**

**ARO-1** Maintain, modernize and enhance a strong agricultural infrastructure in the Town and surrounding region.

**ARO-2** Identify the Ag trends within the town and region. Use that information to create policy to retain the Ag character of the township.

**ARO-3** Utilize local, state and federal programs, grants and resources that provide aid to Ag sustainability.

**ARO-4** Research, provide information and encourage alternative economic opportunities that would enhance or supplement agriculture as an occupation/income.

**Agriculture Policies:**

**ARP-1** Promote continuation of Farmland Preservation, use-value assessment, right to farm laws and any other program that would keep the strong agricultural infrastructure of the Township intact.

**ARP-2** Allow cottage industries and home occupations in the Township that would enhance agriculture-related business.

**ARP-3** Provide access to information (i.e. leaflets, pamphlets) provided from state, federal and county resources in the Town Hall.

**ARP-4** Promote agriculture that is locally owned and operated.

**ARP-5** Retain the agricultural character of Township by properly siting residential development.

## 7.0 Purpose

The Town of Troy is home to abundant amounts and types of natural and cultural resources that contribute to the overall make-up of the Town. These resources include the overall aesthetic beauty of the Town inclusive of its agriculture fields, scattered-forested hills, Honey Creek and the Wisconsin River. The Town is also host to significant and critical wildlife habitat, numerous plant and animal species, as well as outdoor recreational and educational opportunities. A summary of the natural and cultural resources found in Troy provides both insight into the Town's unique character and a basis for the establishment of preservation programs and guidelines, growth management practices, and siting standards for proposed development. Included in this chapter is a summary of some of the natural and cultural resources within the Town of Troy including geology, soils, groundwater, drainage and hydrology including open water, watersheds, wetlands, vegetation, wildlife, churches, historic sites and buildings, as well as the arts.

## 7.1 Geology and Landforms

An examination of the geology and topography of the Town is necessary to help determine areas where development should be avoided, or where potential constraints may exist. The Town of Troy is located within the Driftless Area of the state, which describes areas of the state that have not been glaciated for at least 750,000 years. Sauk County also includes portions of land that were impacted by the last glaciation about 12,000 years ago. Unlike the glaciated part of the county that was shaped by glacial forces, the topography of the Driftless Area has been shaped by flowing water for thousands of years and is thus characterized by diverse and dramatic topography composed of Cambrian limestone and sandstone formations. Elevations range from 720 feet above sea level in the southwestern marshlands to a height of 1,112 feet above sea level in the bluffs west of Black Hawk. Heavily dissected bedrock ridges and steep valleys characterize the upland topography, with slopes often in excess of 20%. This dramatic topography gives way to the Wisconsin River Basin and its tributaries, which are characterized by the fertile river valley bordered by scenic bluffs with numerous rock outcroppings. The portion of the Wisconsin River Valley bordering southern Sauk County is known as the Lower Wisconsin Riverway, and for the most part, is as pristine as the days it was traversed by the first explorers to this area.

## 7.2 General Soils Information

Soil suitability is a key factor in determining the best and most cost efficient locations for new development. Factors that limit development and the placement of private on-site wastewater treatment systems (septic systems) on certain soils may include poor drainage, erosion, steep slopes or high water tables. Soil suitability is also a key factor in determining agriculture productivity and suitability. Troy is dominated by three major soil groups: Ettrick-Fluvaquents, wet-Curran in and along Honey Creek; Fluvaquents, wet Fluvaquents in and along the Wisconsin River; and LaFarge -Norden -Gale in the upland portions of the Town. Other soils present within the Town include Dickinson-Gotham-Dakota and Valton soils. General soils information can also be noted on *Map 7-2 General Soils Map*.

- **Ettrick-Fluvaquents, wet-Curran** soils are nearly level to gently sloping, somewhat poorly drained to very poorly drained, mostly medium textured soils underlain by outwash sand or stratified loamy and sandy deposits. Ettrick and Curran soils are used mainly for cultivated

crops and pasture. Some small areas are wooded. Fluvaquents, wet, are used mainly for pasture and woodland. Some small areas are used for cultivated crops. In this map unit, flooding and wetness are the main limitations for cultivated crops. If drained and protected from overflow, these soils have good potential for crops. Curran soils have fair potential for trees, but the Etterick soils and Fluvaquents, wet, have poor potential. The potential for residential development on these soils is limited, with flooding and wetness severely limiting standard septic systems absorption fields.

- **Fluvaquents, wet Fluvaquents** soils are located primarily along the Wisconsin River. These soils occur on nearly level land and are described as poorly drained to very poorly drained, medium textured to coarse textured soils underlain by stratified alluvium. Fluvaquents, wet Fluvaquents soils are used mainly for unimproved pasture, woodland, and wildlife habitat. These soils have limited potential for cultivated crops due to frequent flooding and excess wetness. However, if adequately protected from flooding, some areas containing this soil type have the potential for cultivated crops. Due to flooding and excess wetness, the potential for residential development is poor on this soil type. Wetness and flooding are severe limitations for septic tank absorption fields.
- **La Farge-Norden-Gale** soils are gently sloping to very steep, well-drained, medium-textured soils; sandstone bedrock is found at a depth of 20 to 40 inches. The majority of the Town of Troy is composed of these soils, which are found on ridge tops, side slopes and valley floors in the unglaciated sandstone uplands. The steeper slopes are mainly woodland. Erosion is the main hazard in cultivated areas of steeper slopes. Sloping and moderately steep slopes have fair potential, the gently sloping soils have good potential for cultivated crops and pasture. The potential for residential development is fair. Depth to rock is a severe limitation for standard septic tank absorption fields.
- **Dickinson-Gotham-Dakota** soils are nearly level to steep, somewhat excessively drained and well-drained, medium-textured to coarse-textured soils underlain by outwash sand found on broad outwash plains and stream terraces. Most Dakota and Dickinson soils have good potential for cultivated crops if irrigated and protected from erosion and soil blowing.

Gotham soils have fair potential for cultivated crops. Dickenson and Gotham Soils have fair potential for trees, and Dakota soils have poor potential. The potential for residential development is good, but ground water pollution from septic tank absorption fields is a hazard.

- **Valton soils** are gently sloping to steep well-drained, medium textured soils; dolomite below a depth of 60 inches, found on ridge tops and upper side slopes of unglaciated uplands. All slopes have good potential for trees and woodlands. Gently sloping soils have good potential for cultivated crops and pasture, moderate slopes have fair potential and steep slopes have poor potential for crops and pastures mainly due to erosion. The potential for residential development is medium. Slow permeability is a severe limitation for traditional septic tank absorption fields. Soils lack sufficient strength and stability to support foundations and vehicular traffic.

### 7.3 Environmentally Sensitive and Significant Resources

The Town of Troy has identified environmentally sensitive areas as areas of land having slopes greater than 12%, lands along the Wisconsin River, surface waters, floodplains, wetlands, hydric soils, areas of contiguous forest cover, and areas that harbor endangered species. The Town has further recognized that any land use proposed may have an impact on these areas and should be minimized as much as possible utilizing a combination of site evaluations by the Town's Plan Commission as well as the objectives and policies in this Plan. **Map 7-1 Environmentally Sensitive Areas** shows the location of the aforementioned components of this subsection with the exception of floodplain, which is shown on **Map 7-3 General Floodplain Areas**.



#### ➤ Surface Waters

##### • Lower Wisconsin River

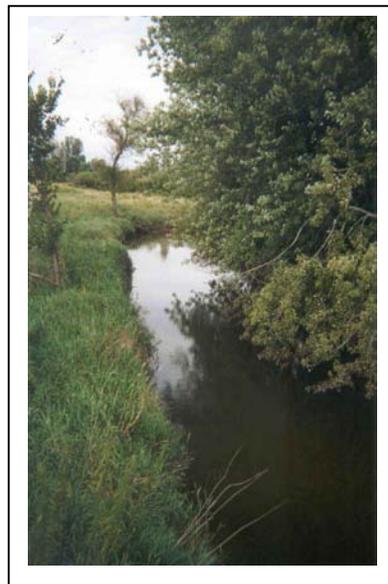
The Wisconsin River is the largest river in Wisconsin and runs 430 miles from Lac Vieux Desert in the north on the Wisconsin-Michigan border to Prairie du Chien in southwestern Wisconsin. In 1989, Governor Tommy Thompson signed Wisconsin Act 31, which created the Lower Wisconsin State Riverway. The

goal of this act was to aid in the protection and regulation of the River and surrounding land. The Lower Wisconsin State Riverway extends from below the dam in Prairie du Sac all the way to Prairie du Chien and its confluence with the Mississippi River – a total of over 92 miles of free-flowing water. This entire length of Riverway encompasses over 79,000 acres and is governed by the Lower Wisconsin State Riverway Board. The board is made up of 9 members, 6 of which must be local residents or local elected officials from counties bordering the River (Columbia, Crawford, Dane, Grant, Iowa, Richland, and Sauk) and 3 additional members who represent recreational users and which must reside outside the counties listed above. “Performance standards”, which are designed to protect the aesthetic integrity of the Riverway, are administered by the board. The Wisconsin Department of Natural Resources (DNR) is responsible for resource and recreational management issues as well as land acquisition. In the shoreland and floodplain zoned areas, each county bordering the River administers local zoning ordinances, which require minimum setbacks for buildings and limits on the amount of woody vegetation that may be removed.

##### • Honey Creek

The headwaters of the main branch and the east branch of Honey Creek begin in the Town of Honey Creek, just to the North. The North (Leland Branch) is impounded at the 12.5 acre Leland Millpond, and joins the main branch of Honey Creek in the northern portion of the Town of Troy. The East Branch flows past Denzer before joining mainstream Honey Creek in the marshlands of the Witwen in the Town of Troy. Continuing its passage through the Town of Troy and east into the Town of Prairie du Sac, Honey Creek enters the Wisconsin River near Ferry Bluff.

Until 1954 the three branches of Honey Creek were managed as trout streams. Since then, only the upper reaches of the Leland Branch within the Town of Honey Creek has been judged capable of supporting trout naturally. According to the State of the Lower Wisconsin River Basin (Basin Report) dated 2002, ongoing monitoring of the stream branches document a steady degradation of conditions resulting from agricultural practices, (which include crop cultivation, livestock access and manure) that negatively affect habitat values and water quality. A small portion of the East Branch within Section 1, lies within an atrazine management area designated by DATCP and Wisconsin DNR. Recently implemented voluntary conservation practices demonstrate visible improvements in the condition of the streambank and adjacent riparian buffer areas. Maintenance of healthy wetlands is particularly important in Honey Creek to prevent further groundwater degradation.



According to the 2002 Basin Report, the Creek is host to native trout populations, supports a warm water sport fishery, and sustains a diversity of aquatic insect life. In addition, rare aquatic and plant species have been found in the creek during past surveys. At that time, it was noted that due to stream straightening, grazing, cultivation up to the bank's edges, bank erosion and wetland drainage, severe sedimentation has occurred resulting in negative impacts to the aquatic life associated with the creek corridor.

#### ➤ **Drainage Basins and Watersheds**

The Town of Troy is located in the Lower Wisconsin River Basin, which drains approximately 4,940 square miles of south central and southwestern Wisconsin into the Wisconsin River. The Town contains two main watersheds – the Honey Creek and Bear Creek watersheds. The Town of Troy lies almost entirely in the 197 square mile Honey Creek watershed that drains much of the southern portion of Sauk County including the towns of Honey Creek, Troy, Franklin, Prairie du Sac, and Sumpter. The Honey Creek watershed serves to drain all land within the Town of Troy, with the exception of the southwestern portion of the Town, which is part of the Bear Creek watershed as shown on *Map 7-4 Watersheds*. Within both the Honey Creek and Bear Creek watersheds, agriculture - and specifically dairy farming - is the predominant land use. The major water quality problems identified within these two watersheds are sediment loading, barnyard runoff, and cattle grazing adjacent to streams.

Portions of both the Honey Creek and Bear Creek watershed have been designated atrazine management areas, as designated by DATCP. These atrazine management areas include the portions of both the Honey Creek and Bear Creek watersheds located on the Wisconsin River floodplain. Due to the permeable soils located within these watersheds, atrazine has reached the groundwater in some locations and elevated levels of atrazine have been found in some tested private water wells.

### ➤ **Floodplains**

The Federal Emergency Management Agency (FEMA) designates floodplain areas with the assistance of the WisDNR. These general floodplain delineations represent the areas adjacent to navigable waters which may be potentially impacted by 100-year flood events (1% chance of occurring in any year). It is important to note that all areas subject to flooding are not necessarily reflected in mapped floodplains. The State requires County regulation of development in floodplains based on a statewide model ordinance. Development is strongly discouraged in floodplains, to avoid both upstream and downstream property damage as well as reduced governmental costs in relation to disaster relief. Floodplain areas in the Town of Troy are located along Honey Creek and the Wisconsin River. The FEMA maps should be referenced for official delineation and elevations of floodplain boundaries. General Floodplain boundaries can be noted on *Map 7-3 General Floodplain Areas*.

### ➤ **Groundwater Resources**

Due to Troy's proximity to the Wisconsin River, a variety of geologies and groundwater aquifers exist. In the Wisconsin River Valley and along portions of the Honey Creek Valley, exists an un lithified aquifer consisting of glacial and alluvial deposits that vary in composition from sand and gravel to clayey tills and lake sediments. A sandstone aquifer underlies the un lithified aquifer in the Wisconsin River and Honey Creek valleys but becomes the uppermost aquifer in the upland portions of the Town. In portions of the Town, the Eau Claire aquitard or confining unit lies between the un lithified aquifer and the sandstone aquifer. This confining unit is helpful in protecting the sandstone aquifer from potential contamination because it restricts vertical flow between the aquifers. However, in portions of the Town this confining unit may not be present making the sandstone aquifer highly susceptible to contamination in areas of downward gradients.

According to the Wisconsin Geological and Natural History Survey, almost all groundwater pumped in Sauk County originates as recharge in the county. Also reported by the Survey is that nitrates and pesticides applied at the land surface have significantly affected the groundwater quality across all of Sauk County.

### ➤ **Present and Historic Natural Communities**

- **Wetlands**

A wetland is defined as an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions. Wetland areas are important for aquifer recharge, flood control, groundwater and surface water quality improvement, and wildlife habitat. Wetlands also help prevent erosion and stabilize shorelines by acting as a buffer between moving water and the shore. Within Sauk County wetlands comprise approximately 1 of every 100 acres. In Troy, wetlands are located primarily along the branches of Honey Creek in the northern portion of the Town and along the Wisconsin River bordering the Town to the south.

Significant amounts of land in and around Honey Creek were historically sedge meadow and wet prairie, or hardwood and tamarack swamp. Today, of the 34,818 acres in the Town of

Troy, only 12.2% (4,244 acres) of land adjacent to the branches of Honey Creek or along the Lower Wisconsin River were considered “wetlands” according to *Map 7-4 Landuse and Landcover*. -

- **Prairie**

Many historic prairie landscapes of Sauk County formed on outwash plain deposited by the Wisconsin Glacier or on sand terraces of the Wisconsin River. The Town of Troy contains one of the major prairies located in Sauk County – Cassell Prairie, which was historically approximately 1,200 acres. Due to the increasing development of agriculture practices within the Town and the County, most prairies were converted to farmland by the early settlers. However, today a relatively significant portion of Cassell Prairie still exists and can be viewed along Cassell Road in the southeastern portion of the Town. All together, the prairie communities remaining in Sauk County today represent less than 0.05% of the original prairies within county. In the Town of Troy, it is estimated that roughly 10.1% of all land is still considered prairie according to *Map 7-4 Land Use and Landcover*.



- **Forest and Woodland**

Approximately 38.2% of the all land in Troy Township is covered by forest. A significant amount of local forest covers the limestone and sandstone uplands cutting across the center and southern portions of the township. Once dominated by great stands of white oak and sugar maple; logging, land clearing and livestock grazing have altered these forests. Red oak is now the predominant species, along with black cherry and hickory. Fragmentation of forests into smaller units by clear-cutting, development and grazing threatens plant and wildlife species that rely on unbroken expanses of forest and forest cover. This plan incorporates specific policies that aim to protect these significant woodlands through private stewardship and the promotion of forest management plans.

➤ **Threatened and Endangered Species**

Many natural communities provide valuable habitat for a variety of plant and animal species within the Town of Troy. The Wisconsin River, downstream from the Prairie du Sac Hydroelectric Dam to the Village of Spring Green is a critical roosting and feeding area during winter for bald eagles from the upper Midwestern U.S. and Canada. During the winter months, eagles concentrate along the river valley where they find protected evening roosts in the wooded hillsides and valleys and feed daily on fish in the open water stretches of the river below the dam.

The DNR's Natural Heritage Inventory program maintains data, which is obtained through field inventories, on the general location and status of rare, threatened or endangered plant and animal species. *Map 9-1 Environmentally Sensitive Areas* shows general areas in Troy that were identified as containing rare plant or animal species. Through this program, the Town has been designated as containing both aquatic and terrestrial species and/or natural communities that have been categorized as threatened or endangered.

➤ **Hilltops and Ridges**

The planning process has identified the preservation of hilltops and ridgetops as an important natural feature defining the horizon of the Town. Large structures constructed on top of them tend to be visually prominent—especially when these structures do not blend into the overall landscape in terms of color, material or style. To maintain a viewshed consistent of hilltops and ridgetops remaining in their natural state, the Lower Wisconsin Riverway Board has enacted specific regulations, which guide future development and require concealment of developed structures. It is recommended that the Town consider utilizing some of these restrictions throughout the Town in order to preserve the rural character of the Town and to protect the natural habitats contained within large blocks of forest.

#### **7.4 Mineral Resources**

Currently the Town of Troy has only one mineral extraction site, however there may be several additional areas in the Town capable of providing for an economically viable operation. Recognizing that the Town may receive requests for mineral extraction sites during the plan implementation period, a policy has been set which limits the number of total active quarrying sites in the Town which require blasting. Any request for a mineral extraction site will be evaluated in terms of potential impacts on the scenic natural beauty and resources, road conditions, and proximity to existing or planned future residences. This policy working, in conjunction with the mineral extraction requirements set by Sauk County and the State of Wisconsin, require that a new site cannot be opened until the previous site has been fully reclaimed. This policy will also provide for the preservation of mineral resources for future generations. Note that this policy is not intended to apply to short term mineral extraction projects (i.e. sand mining) which do not exceed a time period of twelve months. This plan also recognizes that certain limitations for mineral extraction also exist within the jurisdictional boundaries of the Lower Wisconsin Riverway. As a general reference, potential gravel deposits, or areas that may support future mineral extraction operation are noted under *Map 7-5 Potential Gravel Deposits*.

#### **7.5 Other Natural Resources**

➤ **Lower Wisconsin State Riverway – Statewide Natural Area**

The Wisconsin DNR describes this statewide natural area as a diverse resource with a wide variety of historical and archeological sites, wildlife, fisheries and scenic beauty. More than 44,000 acres of the over 79,000 acres of the Lower Wisconsin State Riverway are state-owned, with approximately 1,400 acres located within the Town of Troy. The majority of these state-owned lands along the 92-mile stretch of river are available for a variety of public uses including water based activities such as canoeing, boating, fishing, swimming, and land based recreation

including wildlife watching, hiking, cross-country skiing, hunting, picnicking, nature lore, interpretation and education. Some areas, however, may be closed to public access during certain times of the year in order to protect endangered or threatened species.

## 7.6 Programs, Partnerships and Resources

Below are some examples of programs, partnership and resources that can provide assistance to landowners in the Town of Troy relative to land preservation and stewardship options.

- **Sauk County Natural Beauty Council**, which is administered by the Sauk County Department of Planning & Zoning, involves itself in projects such as environmental displays at local fairs and Earth Day events, the promotion and protection of significant environmental resources through resolutions and letters, sponsoring clean ups at the local landfills, and administering prairie burns and plantings.
- **Sauk County Department of Land Conservation** coordinates natural resource management and environmental enhancement activities within county boundaries and administers a variety of county, state, and federal initiatives. The Department places particular emphasis on soil conservation, water quality improvement, groundwater protection, flood control, non-point water pollution abatement, erosion control, wildlife habitat improvement, farmland preservation and animal waste management and further strives to promote the awareness of natural resources and their value to the citizens of Sauk County programs such as the administration of Earth Day activities, and coordinates with school districts to teach children about natural resources and conservation.
- **Sauk County Department of Planning & Zoning** strives to protect and promote the health, safety and general welfare of all citizens and visitors of Sauk County and protect the environment of Sauk County's physical and natural resources through the professional administration and equitable enforcement of numerous Sauk County Codes and Ordinances. The Department places an emphasis on preparing communities, particularly Towns, for the future by protecting and enhancing the quality of life through education and state-of-the-art planning practices and code enforcement techniques. The Department also aids Towns in the development of Comprehensive Plans, plan updates, plan interpretation and plan implementation.
- **County Land & Water Resource Management (LWRM) Plan Implementation** is a cost-share and technical assistance program to landowners installing best management practices. These programs helps to reduce soil erosion, protect water quality and conserve county-identified natural resources. Landowners can also contact Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) for more information.
- **Wisconsin Forest Landowner Grant Program** is a State program administered by the Wisconsin Department of Natural Resources Bureau of Forestry which provides assistance to private landowners to protecting and enhancing their forested lands, prairies and waters. Landowners must receive written approval from the Department of Natural Resources (DNR) and be identified as the landowner in a Forest Stewardship Plan or in the process of

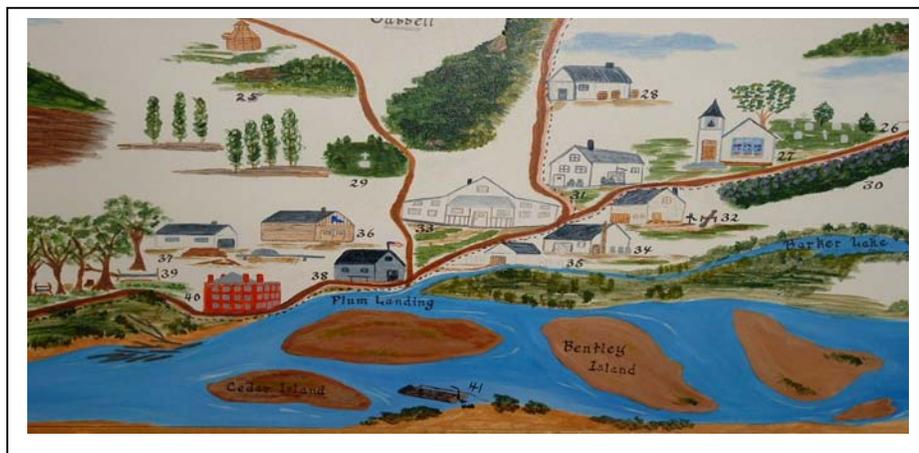
applying for plan development. Qualified landowners may be reimbursed up to 65% of cost of eligible practices.

- **Community Financial Assistance (CFA)**, is a Wisconsin Department of Natural Resources program which administers grants and loans to local governments and interested groups to develop and support projects that protect health and the environment, and provide recreational opportunities.
- **The River Alliance of Wisconsin** strongly believes in supporting and building local river and watershed organizations that promote healthy rivers. Towards this end, the River Alliance of Wisconsin has developed a Local Group Assistance Program that provides training, technical, and organizational assistance for local groups interested in protecting and preserving their local water resources.
- **Partnership for Fish and Wildlife Management**, a US Fish and Wildlife Services program, assists with the restoration of wetlands, grasslands, and threatened and endangered species habitat through a cost share program. Any privately owned land is potentially eligible for restoration under this program.
- **Wetlands Reserve Program (WRP)** is a voluntary program that provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resource concerns on private lands in an environmentally beneficial and cost effective manner. The program provides an opportunity for landowners to receive financial incentives to enhance wetlands in exchange for retiring marginal land from agriculture. The program offers three options inclusive of a permanent easement, 30-Year Easement or a Restoration Cost Share Agreement.
- **Wildlife Habitat Incentives Program (WHIP)** is a voluntary program that encourages creation of high quality wildlife habitats that support wildlife populations of National, State, Tribal, and local significance. Through WHIP, the NRCS provides technical assistance to landowners and others to develop upland, wetland, riparian, and aquatic habitat in areas on their property.
- **Managed Forest Law Property Tax Program** a DNR program which provides tax incentives for approved forest management plans. The MFL can ease the burden of property taxes for forest landowners with at least 10 acres of woods that meet specific requirements. The program is intended to foster timber production on private forests while recognizing other values of forests.
- **Forestry Incentive Program** provides cost-sharing for landowners with owning no more than 1000 acres for tree planting, site preparation, timber stand improvements, and related practices on non-industrial private forest lands. This is a federal NRCS program administered by the Wisconsin Department of Natural Resources.
- **National Wildlife Turkey Federation** has a variety of programs to benefit wild turkey habitat, management, conservation and education.

- **Pheasants Forever** provides assistance with habitat restoration through five major programs: food plots, nesting cover, woody cover, land purchase and wetland restoration projects.
- **Prairie Enthusiasts** is a private nonprofit organization committed to the protection and management of native prairie and savanna in the Upper Midwest which provides education activities and opportunities to aid land owners in the identification and management practices of prairie remnants. Work parties assist with brush clearing, removal of invasive species, and seed collecting.
- **Aldo Leopold Foundation** strives to promote the care of natural resources and foster an ethical relationship between people and land. Programs include the restoration and protection through partnerships with more than 30 organizations and education programs for private landowners and public land managers.

### 7.7 Historical and Cultural Resources (Carol – please help)

(The locations of each are identified on *Map 7-6 Community and Cultural Resources*)



- **Harrisburg Reformed Church**
- **Bethlehem United Methodist Church**
- **Harrisburg School House**
- **Witwen Tabernacle**
- **Enge Farmstead with Hop House**
- **Cassell Lilac Windbreak Row**
- **Cassell Bluffs** – These bluffs include the following areas: Leykauf, Chamberlain, Twin Bluffs, and Sleeping Lion.



- **Schuknecht (Kraemer) Quarry**

## 7.8 Historical and Cultural Programs and Resources -

- **Sauk County Historical Society** protects and maintains the history of the county by collecting and preserving historic artifacts, photographs and documents. The Historical Society has many community outreach programs, acts as a resource and research facility for local history and assists other Sauk County historical societies in pursuing their goals.
- **Sauk County Arts, Humanities and Historic Preservation Committee** provides funding through grant programs to community organizations and local governments seeking supplementary funds for local arts and history projects.
- **Sauk Prairie Area Historical Society** protects and maintains the history of the Sauk Prairie, including its geological and settlement histories, in an effort to promote their importance and sense of place in today's society. This includes outreach opportunities, research, presentations, and other public forums.
- **State of Wisconsin Historic Preservation Programs** provide several opportunities for cost sharing through grant and subgrant programs, through the Wisconsin Historical Society. These programs are dependent on variable annual funding sources. Check with contact agency for current status of programs and include:
- **Historic Preservation Subgrants** are available to governments and non-profit organizations for surveys to identify and evaluate historical, architectural and archaeological resources for nominating properties and districts to the National Register of Historic Places.
- **Historic Preservation Tax Credit for Income-Producing Historic Buildings** is available to those who apply for and receive project approval before beginning physical work on projects that rehabilitate such buildings.
- **Historic Home Owner's Tax Credits** are available to those who apply for and receive project approval before beginning work on rehabilitating non-income personal residences.
- **Archaeological Sites Property Tax Exemption Program** provides tax exemption for owners of archaeological sites listed in the National or State Register of Historic places.
- **Jeffris Family Foundation** provides funding for brick and mortar rehabilitation projects in Wisconsin's smaller communities.
- **Save America's Treasures** is a federal grant program for governments and non-profit organizations.

**7.9 Natural and Cultural Resources Goal, Objectives and Policies:****Natural and Cultural Resources Goal:**

Promote, protect and enhance farming enterprises, unique natural resources, recreation and areas of historic and community significance for the enjoyment and use of future generations.

**Natural and Cultural Resources Objectives:**

**NCRO-1** Identify and preserve areas of prime agricultural soils and production as well as areas of natural scenic beauty to maintain the Town's unique landscape.

**NCRO-2** Create a positive environment for social interaction to support the township's sense of community.

**NCRO-3** Strengthen public and private partnerships that will further protect natural resources.

**NCRO-4** Promote forest management to assure renewable resources and wildlife habitat.

**NCRO-5** Encourage agricultural practices that improve and protect surface and ground water quality and quantity.

**NCRO-6** Consider additional quarry activities in the Town based on the regulations of the County and State with consideration given to the Town's scenic natural beauty as well.

**NCRO-7** Encourage management of public open spaces with consideration and respect for the property rights of adjacent rural landowners while balancing the opportunities and rights of recreational visitors.

**NCRO-8** Preserve historical sites and encourage public and private participation in upkeep and rehabilitation for continued use of community events and enjoyment.

**NCRO-11** Direct planned housing growth away from prime farmland, scenic vistas and environmentally sensitive corridors.

**NCRO-12** Support preservation and maintenance of existing cemeteries as a way to preserve historical cultural resources.

**NCRO-13** Identify importance of prairie lands that have high potential for restoration.

**Natural Resource Policies:**

- NCRP-1** Encourage timber harvesting through use of best management practices prescribed by an approved forest stewardship plan and provide information to landowners regarding forest stewardship through brochures available at the Town Hall.
- NCRP-2** Modify the Town's driveway ordinance to limit new driveways through forested areas and other contiguous forested bluffs to a maximum specified width and length.
- NCRP-3** The Town should gather information about resources available to landowners to assist them with the management and/or restoration of both natural and cultural resources they may own and make that information available to them either through the web or through informational brochures available at the Town Hall.
- NCRP-4** Encourage development and maintenance of Town parks by inviting donations of private land, use of private lands, or through monetary donations to purchase or provide upkeep of park land.
- NCRP-5** Support keeping an elementary school in the Town through school board representation.
- NCRP-6** Work with the DNR and the Lower Wisconsin Riverway Board to plan for specific public access areas with sanitary and garbage facilities in order to preserve the natural beauty and cleanliness of the riverway and the lands adjacent to it.
- NCRP-7** Encourage yard lighting to be directed downward to reduce light pollution in the Town.
- NCRP-8** Encourage each farm to comply with their respective conservation plans.
- NCRP-9** The Town Board shall work with landowners, government agencies, conservation groups and land trusts to cooperatively preserve open space for future opportunities.
- NCRP-10** Encourage use of the Conservation Reserve Enhancement Programs (CREP).
- NCRP-11** The Town Plan Commission shall develop guidelines on commercial quarrying – pertaining to groundwater, sensitive areas, etc.

## 8.0 Purpose

Community facilities as well as public and private utilities (i.e. a community's infrastructure) are essential components in promoting a town's economic vitality. Community facilities include municipal buildings, public works, schools and other educational institutions, libraries, cemeteries, parks, health care facilities (including those for the elderly), solid waste disposal sites, and emergency service facilities and/or services (i.e. police, fire, and rescue). These facilities, while serving the community of Troy, can also provide insight into the past and present needs and interests of the Town. Public and private utilities include telecommunication facilities, water supply, wastewater treatment, power-generating plants and transmission lines, and storm water maintenance systems. The Town of Troy supports and utilizes an effective array of utilities (such as phone and Internet service) and public facilities (including parks, churches and an elementary school). The Town also supports and utilizes services provided by both the County and surrounding school districts.

**Table UCF1: Town of Troy Community Services Survey Results**

<b>Question 27. Please rate each of the following services as excellent, good, fair or poor. Choose not applicable if the item does not pertain to you or you are not sure about the item.</b>						
	Excellent (%)	Good (%)	Fair (%)	Poor (%)	N/A (%)	Percent of Total Survey Responses
Ambulance Service	24.04%	52.88%	6.73%	1.92%	14.42%	81.25%
Fire protection	25.00%	54.81%	8.65%	1.92%	9.62%	81.25%
Garbage Collection	26.73%	43.56%	8.91%	5.94%	14.85%	78.91%
Park and Recreation Facilities	6.80%	27.18%	17.48%	8.74%	39.81%	80.47%
Police Protection	10.48%	54.29%	20.95%	3.81%	10.48%	82.03%
Public Libraries	20.59%	34.31%	2.94%	1.96%	40.20%	79.69%
Public school system	33.33%	43.14%	5.88%	0.98%	16.67%	79.69%
Recycling program	29.25%	52.83%	7.55%	2.83%	7.55%	82.81%
Snow removal	19.42%	61.17%	15.53%	0.00%	3.88%	80.47%
Stormwater management	8.57%	20.00%	14.29%	11.43%	45.71%	82.03%
Road maintenance	18.52%	57.41%	18.52%	2.78%	2.78%	84.38%
Bridge maintenance	17.48%	64.08%	9.71%	1.94%	6.80%	80.47%
Telephone/Internet	9.71%	35.92%	31.07%	13.59%	9.71%	80.47%
Electrical Service/Supply	17.31%	64.42%	12.50%	2.88%	2.88%	81.25%
Private School System	4.85%	18.45%	4.85%	0.97%	70.87%	80.47%
Secondary School System	9.89%	31.87%	7.69%	1.10%	49.45%	71.09%

Source: Town of Troy Community Survey Results

states, a low probability of significant groundwater pollution from private on-site sewage treatment systems occurs in housing developments with a density less than one house per two

This section of the Plan identifies and summarizes the Town's utilities and public facilities. These facilities and utilities will then be evaluated in terms of location, capacity (demand versus supply), and use to determine whether or not they are adequate to meet the existing and future needs of the Town of Troy.

## 8.1 Water Supply

All residents in the Town of Troy are served by private wells. Sauk County is currently working with the Wisconsin Geological Survey office on a groundwater study. The study will include information pertaining to water volumes and quality as well as typical movement patterns, wellhead protection areas, and contamination issues associated with the water supply. According to information obtained from Wisconsin and neighboring

acres. There is a high probability of groundwater pollution where homes are located at a density greater than one house per acre. Soil types and the type of vegetative cover can also affect groundwater contamination.

This study also indicates that Sauk County has a sufficient amount of groundwater resources to continue to meet existing and future needs while still allowing for the recharge of the various aquifers. According to the study, “almost all of the groundwater pumped in Sauk County originates from recharge in the county” (page 55). In fact, the study goes on to say that approximately 14 million gallons of water are pumped daily while more than 240 million gallons recharge the aquifers (page 56). While this presents a sustainable picture in terms of water use, it is important to realize that continual drawdown of water in specific locations (i.e. more highly populated areas) can present future problems.

One problem identified in the study is the condition or quality of the groundwater itself and its susceptibility to contamination. On page 56, the study indicates that the groundwater quality is good overall, although it is relatively hard. In addition, nitrates and pesticides applied to the ground surface have affected virtually all of Sauk County. In most cases, no protection exists between the unlithified and sandstone aquifers, thereby presenting a greater probability for contamination within the sandstone aquifer, especially in cases of downward vertical gradients.

## **8.2 Septage Waste Disposal and Private On-site Waste Disposal Systems**

Overall, the disposal of domestic waste and wastewater in the Town is handled through the use of individual private on-site wastewater treatment systems (POWTS) or septic systems, which generally collect solids in a septic tank and discharge gray water to a drain field. Based on the requirements set forth by the State of Wisconsin COMM 83 and in Sauk County, all residential units with running water and plumbing fixtures must have an approved means of waste and wastewater disposal. Because the Town of Troy is not served by a sanitary sewer system, the only current means of service is via POWTS systems.

Sauk County requires that homeowners pump their septic tanks on a 3-year basis, which can prolong the life of a POWTS and ensure optimal efficiency and protection of groundwater. Disposal methods of septage vary from deposition into a licensed municipal sewage treatment plant to land spreading. Land spreading applications require special permits issued by the Wisconsin Department of Natural Resources. Part of this permitting process examines a land area and soil types as well as crops grown to ensure that natural resources in the area will be protected from such activity. Additionally, the permitting process ensures the protection of human health from viruses and pathogens contained in the septage.

The Wisconsin Department of Commerce in conjunction with the Sauk County Department of Planning & Zoning regulates the siting, design, installation, and inspection of all POWTS systems in the Town of Troy. In 2000, the State adopted a revised private sewage system code commonly referred to as Comm 83. This new requirement permits the continued use of conventional systems as well as alternative systems, such as those that employ the use of biological or aerate treatment. It also stipulates system inspections every three years to ensure compliance with installation and operation requirements.

Typically, these alternative systems permit development to occur on land that previously would not support a conventional system. A comparison of lands that previously could not support a POWTS under conventional technologies to those that can support alternative systems can be noted by comparing *Map 8-1 Septic Suitability* and *Map 8-2 Alternative Septic Suitability*. In early 2003, Sauk County revised its Private Sewage System Ordinance to allow the use of alternative systems, commonly referred to as “new technology” as part of the Comm. 83 update. Due to less stringent regulations, this legislation allows the placement of septic systems throughout much of Sauk County.

As a general explanation, *Map 8-1 Septic Suitability* shows soil suitability for conventional POWTS in the Town of Troy. The suitability classifications, ranging from very low to high suitability, are determined based on information obtained from the Sauk County Land Conservation Department’s Land Evaluation System, as monitored by the NRCS office. These classifications are based on average slope, depth to soil saturation, average depth to bedrock, and flooding potential. As a general observation, soils that fall within or near the category of most suitable are best suited for conventional POWTS. Soils that fall within or near the category of least suitable may be candidates for alternative POWTS, or may not be structured to support any POWTS.

Caution should be advised that while areas of sandy soils most commonly appear to be most suitable for POWTS, there is a danger of groundwater contamination with nitrates and bacteria, particularly when a cluster of homes are proposed and wells are placed down groundwater flow from POWTS. Generally, however, Troy does not exhibit a high occurrence of sandy soils, as they are relatively limited to the Cassell area and areas within the Honey Creek corridor.

### **8.3 Solid Waste Disposal/Recycling**

Solid waste disposal sites, or landfills, are potential sources of groundwater pollution in Sauk County. In 2000, the Sauk County Department of Planning & Zoning conducted an inventory to verify the number of active versus inactive or abandoned landfill sites. According to that process, it was determined that Sauk County has 16 active landfill sites throughout the County, including sites for brush disposal to a fully operational solid waste disposal site. In addition, more than 40 sites were identified as abandoned sites. Of those 40 sites, four were located in the Town of Troy although they appear to be inactive today.

Many of these abandoned sites are the result of the passage of more stringent federal regulations in the mid 1980’s. Because many of these landfills were located in abandoned sand and gravel pits, low lying areas, or hillsides, and were operated without liners and leachate collection systems, the potential for groundwater contamination was much greater and deemed illegal.

Currently, there are no active landfill sites in the Town of Troy. In terms of solid waste collection, no service is currently provided by contract in the Town. Private landowners generally haul larger waste items to various collection points outside the Town while the household waste is typically disposed of via “burning barrels”. It should be pointed out here that the Sauk County Landfill was closed in 2005. At this time, it is unknown where future waste streams from the Town will be diverted, however, it is expected that several transfer sites

will be located within Sauk County and from there the waste stream will be diverted to a municipal landfill located in the Janesville area or at other licensed facilities.

#### **8.4 Town Hall**

The current Town Hall is located on the east side of County Road C in the hamlet of Black Hawk. This facility is currently utilized for all Town meetings and related functions. Additionally, the Town Hall can be rented for community or private functions for a fee of \$50.00, some limitations and restrictions apply.



#### **8.5 Libraries**

The South Central Wisconsin Library System through Sauk County serves the Town of Troy and surrounding communities. There are four primary libraries utilized by Town residents which include the Sauk City (515 Water Street) and Prairie du Sac (560 Park Avenue) libraries, located in the Villages of Sauk City and Prairie du Sac, the Kraemer Library and Community Center (910 Main Street) located in the Village of Plain, and the Spring Green Community Library (230 E. Monroe Street). Each library hosts a collection of general-purpose books, periodicals, historical memorabilia of the area, Internet access, periodic book discussion groups and rooms that are available for meetings and community events. Because these libraries are associated with the South Central Wisconsin Library system, inter-library loans of library materials between libraries in the network are available. A majority of the citizens of Troy that responded to the survey (57.63%) indicated they were pleased or satisfied with the public libraries in the area.

#### **8.6 Law Enforcement**

The Sauk County Sheriff's Department serves as the primary law enforcement agency to Town residents. Patrol officers are assigned general service areas within the county. These law enforcement services are considered adequate. Over 85% of respondents to the Town of Troy Community Survey indicated they were pleased or satisfied with police protection within the Town.

According to the 2005 Sauk County Budget, there are approximately 60 personnel employed by the Sheriff's Department that are considered part of the police force, inclusive of the Sheriff, Chief Deputy, patrol deputies and sergeants, lieutenants, captains, detectives, and communication personnel. In addition, another 66 are employed in conjunction with the new Law Enforcement Center/Jail, which was opened in 2003. Finally, there are 24 support staff that serve both the jail facility and the patrol and communication division. Collectively, the Sheriff's Department serves all of Sauk County.

#### **8.7 Emergency Services**

Three Emergency Service Districts including Spring Green, Plain and Sauk City support the Town of Troy. Spring Green Fire and Ambulance Service serves the southwestern portion of Troy, the northwestern portion is served by the Plain Fire and Ambulance Service (including the hamlet of Black Hawk), while the eastern one-third of the Town is served by Sauk City Fire Department, (including the hamlet of Witwen). It should be pointed out that eastern 1/3 is also served by the joint Sauk Prairie Ambulance Service. Actual jurisdictional boundaries of these respective services can be noted on *Map 1-2 Jurisdictional Boundaries*. Additionally, med flight is available from Madison.

### 8.8 Medical Facilities

The Town of Troy is served by the Sauk Prairie Memorial Hospital & Clinics medical care facility with two of the clinics located in Plain and Spring Green. The hospital offers emergency care, urgent care, acute care and rehabilitation services. Other Sauk Prairie medical providers include the Prairie Clinic, Orthopedic Associates, Surgical Associates, Kruse Orthopedic, Internal Medicine and a variety of specialized doctors from Dean Clinic, Madison. Spring Green also has a clinic staffed by the Richland Center Hospital.

### 8.9 Telephone/Internet and Electric Utilities

Telephone service is provided by Verizon throughout the Town while internet access is available from a variety of vendors. The Town is also serviced entirely by Alliant Energy (formerly Wisconsin Power and Light) for electrical service. Alliant Energy also provides some residents with natural gas from the Plain station. However, for most residents, heating fuel is primarily provided through contracts with independent fuel dealers or from wood and other biomass sources. Wireless communication facilities are becoming increasingly popular in the area, but service is difficult due to the diverse terrain of the driftless area coupled with the



need for a large investment in a tower with little return (i.e., few customers). Currently there are no wireless communication towers for cell service in the Town. The primary tower servicing the eastern portion of the Town is located in the Town of Prairie du Sac off of State Highway 60. A second tower servicing the western portion of the Town is located in the Town of Franklin near the intersection of Paulus Road and State Road 23. In addition, ongoing efforts related to the siting of a new tower in the southwestern portion of the Town or in the northeast portion of Spring Green for County Emergency Service purposes may facilitate enhanced opportunities for wireless communication service in the near future for the Town. As part of this effort, a 96-count fiber-optic loop was installed in the summer of 2005 to connect tower sites throughout Sauk County. The fiber-optic line runs through the Town of Troy, following CTH C from State Highway 60 to CTH O, then running eastward to State Highway 60 again, just east of the Village of Sauk City. This fiber-optic line may provide numerous opportunities in the future for enhanced communication capabilities in the Town of Troy.

## 8.10 Educational Facilities

### ➤ Primary Educational Facilities

#### • Sauk Prairie School District

With the exception of home schooling options, parochial schools, and the River Valley School District, the majority of the school age children in the Town of Troy attend the Sauk Prairie School District, which had a total of 2,709 students for the 2005-2006 school year. This attendance is up 1.04% from the 2004-2005 school year. Parochial schools serving the Town include St. Aloysius in Sauk City, St. James in Prairie du Sac, and St. Luke's in the Village of Plain. Pleasant River, a non-religious school is also located in Sauk City.



According to the last available school census (2005), there were 78 students of Kindergarten through 8<sup>th</sup> grade age attending Sauk Prairie School District who also live in the Town of Troy, 27 middle school age students (ages 11-15/grades 6-8) and 38 high school age students (ages 14-18/grades 9-12). Both the middle school and high school are located in the Villages of Prairie du Sac and Sauk City.

Troy is also host to one of the district's rural satellite schools, Black Hawk Elementary School, with an attendance of 98 students who also live in Troy (ages 5-9/grades K-2). The overall attendance for Black Hawk Elementary School for the 2005-2006 school year was 92, which was up 1.06% from the 2004-2005 school year.

Improvements that have been made recently to the Sauk Prairie Schools include additions and remodeling to the High School and Middle School in 1995-96, and an auditorium addition in 1998-99. A needs assessment completed in October 2000 shows that the High School and Middle School have sufficient space to meet the needs of the District in the near future. However, the Elementary School facilities (which includes two separate facilities in the Villages of Sauk City and Prairie du Sac as well as three outlying buildings in the Village of Merrimac and the Towns of Troy and Honey Creek) have been experiencing overcrowding issues in virtually all areas. The Sauk Prairie School District is currently investigating future facility needs.

The Sauk Prairie School District offers a wide variety of services for all ages through their Community Education Center. Youth programs include aquatics, sports, clubs and organizations, preschool, after school, and summer school. Adult programs include basic education including GED and HSED classes, exercise, educational and social day trips and tours, and hobby, computer, and personal improvement classes.

- **River Valley School District**

The River Valley School District incorporates the far southwestern part of the Town. As of September 2005, the River Valley School District had an enrollment of 1,411 students in grades K through 12. This enrollment is down from 1,447 in December 2003. For the 2005-2006 school year the district had an enrollment of 531 students at its high school located at 600 Varsity Avenue, 324 students at its middle school located at 600 West Daley Street, and 546 students attending one of the four elementary schools. The elementary schools are as follows: Arena Elementary School, Lone Rock Grade School, Plain Elementary School, and Spring Green Elementary School. The staff includes approximately 130 teaching staff, 8 administrative staff, 6 specialists, and 91 support staff. The annual budget of the District was set at approximately \$13,000,000 in 2003.

- **Parochial Schools**

Pleasant River School located at 307 Polk Street; Saint Aloysius Catholic School located at 608 Oak Street; and St James Lutheran School at 415 Washington Street are three private schools located in the Villages of Sauk City and Prairie du Sac that together serve approximately 100 students.

St. Luke's, which is located in the Village of Plain, provides education opportunities for ages K-8 and has an enrollment of approximately 108 students.

St. John's, which is located in the Village of Spring Green, serves grades K-5 and has an approximate enrollment of 70 students.

Exact boundaries of each school district can be noted on *Map 1-2 Jurisdictional Boundaries*.

- **Secondary Educational Facilities**

The Town of Troy is within commuting distance of a number of two and four year college campuses including:

***UW-Baraboo/Sauk County*** offers freshman/sophomore-level university instruction leading to an Associate of Arts degree. With 2001-2002 enrollments at approximately 450, the average class size is approximately 20. After building an academic foundation at UW-Baraboo/Sauk County, students can continue their work towards a bachelor's degree at a UW campus or other school of their choice. UW-Baraboo has a continuing education program that offers a variety of non-credit seminars, workshops and short courses. The programs range from computer applications and communication to theater and art field trips.

***UW-Richland Center/Richland County*** offers freshman/sophomore-level university instruction to an Associate of Arts degree.

***Madison Area Technical College / Reedsburg*** has over 4,000 students served annually. MATC Reedsburg provides technical and workplace skills training. The college awards associate

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degrees, technical diplomas, certificates and apprenticeships, and offers classes that transfer to four-year degree programs. Programs are offered in accounting, administrative assistance, business mid-management, business software application, childcare education, farm and production management, nursing and supervisory management. The college offers apprenticeships in electrical and machine maintenance, and tool and die. MATC also offers customized labor training for local businesses.

**Madison Area Technical College / Madison** is a two year technical and community college serving the greater Madison area. MATC provides training for over 100 careers, offering associate degrees, diplomas and certificates. The comprehensive curriculum includes technical, liberal arts, sciences, college transfer courses, basic and continuing education adult classes, as well as customized training courses. Class sizes are small, with many courses available online and through distant learning programs.

**University of Wisconsin / Madison** currently enrolls 41, 219 students. UW-Madison is the flagship research campus of the University of Wisconsin system. The world-class university offers 137 undergraduate programs, 157 Masters degree programs and 133 Doctoral degree programs. UW-Madison also has professional degree programs in law, medicine, pharmacy and veterinary medicine.

**Edgewood College in Madison** is a private College, which currently enrolls approximately 15,000 undergraduate students and 500 graduate students. Edgewood offers more than 40 majors and 32 Minors, plus opportunity for individualized programs. 65% of all classes have less than 20 students. Programs for Master's degrees are offered in Business, Religious Studies, Education, Nursing, and Marriage and Family Therapy. The adult accelerated degree programs allow working adults to earn an undergraduate degree in 3 years, completing both their general education and major requirements. Edgewood College also offers a Doctoral of Education degree.

## 8.11 Recreational Facilities

- **Parks and Open Spaces**

Currently, there are no parks publicly owned by the Town of Troy. However, the Town does have areas that are maintained as open space along the Wisconsin River which are owned and managed by WisDNR. One park space is also available to the community, the Witwen Wayside Park located on CTH E just south of the intersection of CTH O.



- **Snowmobile Trail System**

Part of the larger Sauk County Trail snowmobile trail system includes an east/west segment running parallel to County Road C and Leland Road in the nearby Town



of Honey Creek. This trail takes the rider past Natural Bridge State Park and through Leland and Denzer. The trail eventually connects to a north-south segment in the Town of Franklin, which runs parallel to State Road 23 and to a segment that runs northeasterly along State Road 78 in the Town of Merrimac. Currently, there are no known snowmobile trails in Troy. All lands utilized for snowmobile trails for the section between Merrimac and Spring Green lie within the Towns of Prairie du Sac, Honey Creek, Spring Green and Franklin. These lands are privately owned and the trails have been established by an agreement between the private landowner and the Association of Sauk County Snowmobile Clubs, Inc.

### 8.12 Cemeteries

(Locations of each are identified on *Map 8-3 Utilities and Community Facilities*)

**Get more information from Carol Anderson**

- **Cassell Cemetery** – Located north of Cassell Road. This cemetery is also known as Cassell Prairie Cemetery, Troy Cemetery, and Twin Bluffs Cemetery.
- **Union Grove Cemetery** – Located north of County Road B at the County C junction. This cemetery is also known as Harrisburg Cemetery, Unity Grove Cemetery, First Evangelical and Reformed Cemetery, and Bethlehem Cemetery.
- **Black Hawk Cemetery** – Located east of County Road C and south of its intersection with County Road O.
- **Five small burial sites** have also been identified throughout the Town.



### 8.13 Utilities and Community Facilities Goal, Objectives and Policies

**Utilities and Community Facilities Goal:** The Town shall encourage local utilities and other providers to upgrade services while pursuing partnerships with surrounding towns to maintain and improve community services.

#### Utilities and Community Facilities Objectives:

**UCFO-1** Enhance communications utilizing state of the art technologies.

**UCFO-2** Maintain and upgrade existing utilities to improve efficiency.

**UCFO-3** Ensure that all residents have adequate emergency coverage.

**UCFO-4** Preserve local public facilities and encourage use by local organizations and residents.

#### Utilities and Community Facilities Policies:

- UCFP-1** Pursue the siting of a communication tower in the Town of Troy.
- UCFP-2** Investigate and promote the use of alternative sources of energy like “green power” (i.e. wind and solar power).
- UCFP-3** Encourage the continuation of a clean-sweep program (i.e. hazardous waste and appliance pick-up) utilizing grant funding sources.
- UCFP-4** Investigate community septic systems for Black Hawk and Witwen.
- UCFP-5** To protect public health (groundwater), follow State and County regulations for new septic systems and encourage the use of shared wells and septics in cluster and subdivision developments.
- UCFP-6** maximize the use of the Town Hall and Black Hawk School for education and community events.
- UCFP-7** Require the use of erosion control on construction sites where filling and grading is evident in accordance with the provisions of State laws.
- UCFP-8** Encourage the upgrade of existing communication lines to provide high-speed internet connections.

## 9.0 Purpose

Transportation networks are important components affecting development patterns in a community. Effective systems allow people and goods to flow productively for employment and market purposes both locally and throughout the region. Transportation systems also provide an opportunity for many tourists to view the scenic landscapes and history of an area.



Transportation options within the Town are primarily limited to Town and County roads, which are utilized by automobiles, farm machinery and occasional bike traffic. As rural, non-agriculture homes, have been built, the use of these transportation routes for residential purposes has increased. Other transportation options both within and outside of the Town are varied and include airports, special service transportation, recreational transportation, and trucking. This section

summarizes existing transportation options available to Town residents as well as conditions of Town and County roads. *Map 9-1 Transportation* shows the location of all transportation options located within the Town.

## 9.1 Principal Arterial, Collector Roadways and Local Roads

Vehicle travel is a major mode of transportation in the Town of Troy and, therefore, it is important to understand what types of roadways serve the significant amount of car travel experienced within the Town. The Federal Highway Administration established the National Functional Classification System to classify roads according to the character of service they are intended to provide. This “character of service” is greatly based on a road’s ability to provide mobility or access to property. Functional classifications of roadways play an important role in obtaining federal funds for roadway projects. This type of classification system can also offer citizens a greater understanding for how land use decisions may impact existing transportation infrastructure. The transportation network is integrally tied to land use. Changes in land use can affect traffic volume and circulation patterns. In addition, changes in land use can also change the functional classification, and perhaps ownership, of roadways. It is important to create a thorough inventory of the roadways existing in the Town of Troy so that future impacts can be better understood.

### ➤ Principle Arterials

According to the Wisconsin Department of Transportation, principal arterials serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers. Their primary task is to efficiently channel traffic through an area. Although there are no roads classified as principle arterials within the Town of Troy, the nearby principle arterials of U.S. Highway 12, U.S. Highway 14 and State Road 23 have significant impact on the Town from a development and land use perspective.

- **U.S. Highway 12.** U.S. Highway 12 serves as a principal arterial road to the Town and runs north and south through the Towns of Prairie du Sac and Sumpter. It serves as the principal arterial of access between the cities of Madison and Wisconsin Dells and finally connects to the I-90-94 corridor in the Town of Delton. According to Wisconsin DOT traffic counts, the average daily traffic volumes for USH 12 through the Town of Sumpter were 10,4000 south of the Badger Army Ammunition Plant (BAAP) and 12,500 north of the BAAP in 2000. In 2002 the Wisconsin DOT reported 15,000 vehicles traveling daily on U.S. Highway 12 at the Sauk County – Dane County border. It can be extrapolated that these counts are influenced by traffic volumes generated on County Road B, O, and C which all run through Troy. It is expected that the expansion of USH 12 between Sauk City and Middleton to a 4-lane divided highway, which is to be completed by the end of 2005, will have an impact on residential growth in the Town. Resurfacing of USH 12 from the Baraboo area to the Village of Sauk City was completed in 2002. It is expected that upon completion of the USH 12 highway project, the time of travel between Sauk County communities and the cities of Middleton and Madison will be reduced.
- **U.S. Highway 14.** U.S. Highway 14 runs generally from Madison to La Crosse and provides the Town of Troy with a second access route to the city of Madison via the Town of Spring Green. Average daily traffic counts on U.S. Highway 14 west of the State Road 60 intersection are over 10,000 according to the Wisconsin DOT.

➤ **Minor Arterials**

- **State Road 60.** State Road 60 serves as a minor arterial road to the Town of Troy and runs generally east/west from the Sauk Prairie area to Spring Green and beyond along the Wisconsin River. The length of State Road 60 actually runs east/west across the entire state of Wisconsin from the Mississippi River at Prairie du Chien to Lake Michigan at Grafton. In 2002 the Wisconsin Department of Transportation (DOT) reported that over 1,500 vehicles a day on average utilize State Road 60 within the Town of Troy. Just to the east of the Town of Troy, the average daily traffic volume for State Road 60 is just under 3,000 which represents an increase of over 30% since 1996. Given these statistics, it is clear that County Road B greatly aids in alleviating traffic pressures along State Road 60 by serving as a more direct route from Highway 12 and the Sauk Prairie area to the Village of Plain. Planned road upgrades include a reconstruction and realignment project on State Road 60 between County Road B and extending westward to the intersection with Cassell Road which is slated for completion in 2008. Another reconstruction and realignment project is then slated from the Cassell Road intersection to just past the CTH C intersection in approximately 2012.

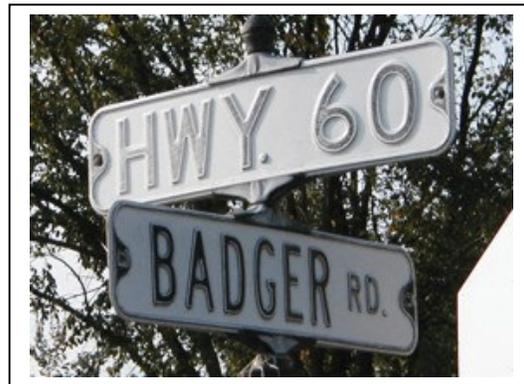
➤ **Collector Roadways**

Collector roadways provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas and in the case of the Town of Troy, to the villages and rural areas. These facilities collect traffic from local streets (town roads) and channel it onto an arterial system and generally handle moderate vehicular traffic. The Town of Troy has four collector roads being County Roads C, B, O and E.

- County Road C.** County Road C extends from the southwest corner of the Town at State Road 60 to the north central portion of the Town and on to the Town of Honey Creek. This road serves as a minor arterial street, collecting traffic from rural areas and linking it to principle arterial street systems in the Town. From the Town of Troy County Road C provides direct access to both State Road 60 and U.S. Highway 12 via Honey Creek. From a bicycling perspective, County Road C is considered to be in best or moderate condition for bicycling according to the Wisconsin Bicycle Transportation Plan 2020 published by the Department of Transportation. Average daily traffic counts for 2002 reported by the Wisconsin DOT are between 340 and 380 within the Town of Troy. The Sauk County Highway Department completed a resurfacing project of the 4.8-mile stretch from CTH B to STH 60 in 2004.
- County Road B.** County Road B extends from the eastern border of the Town of Troy through the Village of Plain and west into Richland County. Serving as a direct route from the Sauk Prairie area to the Village of Plain as well as to Richland County, County Road B handles a greater amount of average daily traffic volumes than the other County Roads in the Town of Troy. In 2002 the Wisconsin DOT reported average daily traffic volumes along this route between 1,300 and 2,900 along various portions of the road within the Town of Troy. Since 1987 the average daily traffic volumes have steadily increased on this roadway. In 2004, the Sauk County Highway Department completed a two year upgrade project to the road system, including culvert replacement and alignment upgrades in 2003 and a complete pulverization and repavement project from State Highway 60 to the Village of Plain covering 11 miles.
- County Road O.** County Road O also serves to connect Witwen and the Town of Troy to State Road 60 along the northeastern portion of the Town. The second largest amount of average daily traffic volumes on a County Road within the Town are reported to occur on this road most likely due to its connection to State Road 60. Average daily traffic counts reported by the Wisconsin DOT in 2002 range from 400 to 550 within the Town of Troy along various portions of the road. This road was recently seal coated in 2004 by the Sauk County Highway Department.
- County Road E.** County Road E travels north/south in the northeast portion of the Town of Troy connecting it to the Town of Honey Creek. Inside the Town of Troy, County Road E travels south from the northern border of the Town for about a mile through the unincorporated Village of Witwen where it connects to County Road O. The Wisconsin DOT reported an average daily traffic count of 220 in 2002. This road was recently seal coated in 2004 by the Sauk County Highway Department.

#### ➤ Local Roads

Local roads typically provide primary access to land and access to the road order systems. Local roads offer the lowest level of mobility. Through traffic movements on this system is



usually discouraged. Resurfacing of these roads is guided by the Town's PASER system.

- **Fox Road and Badger Road** both run north/south and provide access from County Road B, near the Back Hawk area, to State Road 60 in the southern portion of the Town. These roads provide access to Munz Drive, Santerra Road, Hoppe Road, Winkie Road and Babington Road.
- **Cassell Road** generally runs through Cassell connecting at both the east and west ends to State Road 60. The eastern segment runs north of State Highway 60 to County Road B. This road also provides access to Seitz Road, which runs easterly into the Town of Prairie du Sac.
- **Troy Road** serves to connect County Road O to County Road B, much like School Road and Guhl Road.
- **Schweppe Road** is located in the western portion of the Town, and provides a connection between County Road C and County Road B. Runaway Road, Alda Court, and Country Lane can also be accessed off of Schweppe.
- **Mill Road** generally parallels County Road B to the north running from Black Hawk and connecting to County Road B near the Village of Plain outside the Town. This road provides access to Marklein Road, Bauer Road, and Factory Road.
- **Other** Town Roads that are located in the Town of Troy but that do not generally serve as through roads include Fairview, Harrisburg, Lohr, Spring Drive, Block, and Skunk Valley.

**Need to get additional road upgrade/paving project history from the Town - Roger**

Table T1: Traffic Accident Report

Traffic Accidents, Town of Troy: 2001 - 2004					
State Road	2001	2002	2003	2004	Total per highway: 2001-2004
Highway 60	24	15	27	16	82
County Road	2001	2002	2003	2004	Total per highway: 2001-2004
County Highway B	13	4	8	10	35
County Highway C	3	3	6	3	15
County Highway O	1	5	6	4	16
County Highway E	0	0	1	0	1
Total per year	17	12	21	17	67
Town Road	2001	2002	2003	2004	Total per highway: 2001-2004
Cassell Road	0	0	1	1	2
Mill Road	1	1	1	0	3
Williams Road	1	0	0	0	1
Munz Drive	0	1	0	0	1
Winke	0	1	0	0	1
Schwepe Road	0	1	0	0	1
Troy Road	0	1	0	0	1
Fairview Road	0	1	0	0	1
Block Road	0	0	1	0	1
Fox Road	0	0	1	0	1
Badger Road	0	1	0	1	2
Sietz Road	0	0	0	1	1
Total per year	2	7	4	3	16
Overall Total Accidents Per Year	43	34	52	36	165

Source: Wisconsin DOT

## 9.2 Rustic Roads

The Rustic Road System in Wisconsin was created by the 1973 State Legislature in an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, outstanding natural features along its borders such as rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas which singly or in combination uniquely set this road apart from other roads.

These roads are preferably, a minimum length of 2 miles and, where feasible, should provide a completed closure or loop, or connect to major highways at both ends of the route. They are lightly traveled local access roads for the leisurely enjoyment of bikers, hikers and motorists as well as the adjacent property owners. A Rustic Road may be dirt, gravel or paved road. It may be one-way or two-way. It may also have bicycle or hiking paths adjacent to or incorporated in the roadway area.

Unique brown and yellow signs mark the routes of all officially-designated Rustic Roads. A small placard beneath the Rustic Roads sign identifies each Rustic Road by its numerical designation within the total statewide system. To avoid confusion with the State Trunk Highway numbering, a letter "R" prefix is used such as R50 or R120. The Department of Transportation pays the cost of furnishing and installing Rustic Roads marking signs.

Any officially designated Rustic Road shall continue to be under local control. By law, a 45 mph maximum speed limit has been established on roads designated as Rustic Roads. The local governing authority may establish a speed limit as low as 25 mph. The county, city, village or town shall have the same authority over the Rustic Road as it possesses over other highways under its jurisdiction. A Rustic Road is eligible for state aids just as any other public highway.

The Town of Troy currently has no roads that have been designated as rustic roads.

## 9.3 Airports

Although there are no airports located in the Town of Troy, several area airports are available for small passenger and freight service: The Tri-County Airport, the Sauk Prairie Airport, the Reedsburg Municipal Airport and Baraboo-Dells Municipal Airport.

- **The Tri-County Airport**, located off County Road JJ, is jointly owned and operated by the Counties of Richland, Iowa and Sauk and provides passenger and cargo service.
- **The Sauk Prairie Airport** is operated by Sauk Prairie Airport, Inc., a non-profit corporation, and is funded in part by the Village of Prairie du Sac, the Town of Prairie du Sac, and Sauk County.
- **The Reedsburg Municipal Airport** is paved with lighted runways of 4,900 and 2,650 feet in length. It is designated as a "Transport/Corporate" airport facility intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes used in commuter air service.

- **The Baraboo Dells Municipal Airport** is located about 13 miles east of the Town of Reedsburg near the intersection of Highway 33 and US Highway 12. It offers small passenger and freight service. It is jointly owned and managed by the Cities of Baraboo and Wisconsin Dells, the Village of Lake Delton, and the Town of Delton. Improvements to the terminal building and hangars were recently completed with additional expansion planned for the future. The airport is equipped with paved and lighted runways suitable for recreational and small business aircraft. It also offers privately owned hangars on site, hangar lots for lease, outdoor airplane parking and airplane maintenance facilities.
- **The Dane County Regional Airport** located on the east side of the City of Madison provides larger air carrier and passenger service and is approximately 1 hour from the Town.

#### 9.4 Elderly, Disabled and Veteran Transportation

Sauk County offers several specialized transportation assistance programs for persons who are elderly, disabled or veterans within the Town of Troy.

Persons who are elderly and disabled that are unable to transport themselves and who do not have family members or friends to drive them can take advantage of the Volunteer Driver Program by contacting the Sauk County Commission on Aging. This service is provided for medical, nutritional and personal business reasons. Individuals available for driving are encouraged to call. Veterans in need of transportation assistance to a Veteran's Hospital or Clinic should contact the Veterans Service Office.

#### 9.5 Other Transportation Options

##### ➤ **Trucking**

Trucking service is accommodated through the region's transportation network. There are several privately owned trucking operations within this area that meet the needs of the residents. These include Skinner Transfer out of Reedsburg, Dean Smith Trucking located in Spring Green and Fuchs trucking from the Town of Roxbury in Dane County. Cook's trucking also provides manure waste hauling services to many farmers in Troy.

##### ➤ **Rail**

The Wisconsin and Southern rail line begins in the Village of Rock Springs at the Rock Springs Quarry and goes through Baraboo and finally through the Village of Merrimac. There is no rail service available to/through the Town of Troy.

##### ➤ **State of Wisconsin**

The State of Wisconsin provides for vanpooling opportunities with the requirement that at least two State employees are part of the pool. Once this criteria is met, any individual may become part of the vanpool.

## 9.6 Review of State, Regional and Other Applicable Plans

The following is a review of local, state and regional plans and studies relevant to the Town that may affect the overall transportation system. The Town of Troy's transportation element incorporates these plans into the comprehensive plan in varying degrees to ensure an accurate reflection of the overall transportation system.

### ➤ **USH 12 Corridor Growth Management Plan (October, 2003)**

The *Highway 12 Corridor Growth Management Plan* includes an overall vision and detailed recommendations for the entire 24-mile Highway 12 corridor in Sauk County. The Plan's recommendations are focused on identifying areas for development, preserving natural areas and farms, protecting community appearance and views, promoting appropriate economic development, and making the most of transportation improvements. The Highway 12 Plan also includes potential tools and techniques which may be adopted by local governments to implement the recommendations of the Highway 12 Plan.

Although the Highway 12 Plan primarily focuses on communities directly adjacent to the corridor, it also includes recommendations which can be utilized by secondary communities, which are those communities adjacent to the 'primary' communities. Troy has been recognized as one of the secondary communities that will be impacted by the overall upgrades to and expansion of the Highway 12 corridor.

### ➤ **Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21<sup>st</sup> Century (November, 1995)**

This plan provides a broad planning 'umbrella' including an overall vision and goals for transportation systems in Wisconsin for the next 25 years. The Plan recognizes U.S. Highway 12 as a 'Corridors 2020 Connector' route that is vital to the economic prosperity of the State. It also provides grant funding for local governments to develop transportation corridor management plans to deal with growth issues, provisions of State funding to assist small communities with transportation services for the elderly and disabled, and provides for a statewide assessment program for local road improvements.

### ➤ **LRIP: Local Roads Improvement Program (1991)**

One component of the LRIP is the Town Road Improvement Program (TRIP) which aids local town governmental units with improving seriously deteriorating town roads. A reimbursement program, TRIP pays up to 50% of total eligible costs with local governments providing the balance.

### ➤ **Wisconsin State Highway Plan (February, 2000)**

This plan focuses on the State Trunk Highway routes in Wisconsin (State Roads). Although the plan does not identify specific projects, it does set forth broad strategies and policies to improve the State's highway system. The plan also includes three main categories of emphasis: Pavement and bridge preservation, traffic movement, and safety.

➤ **Sauk County 5 Year Highway Improvement Program**

The Highway Improvement Program for Sauk County identifies and prioritizes specific county road improvement projects for the next five years. Currently, no road improvements are planned within the Town of Troy through 2009.

➤ **Wisconsin Bicycle Transportation Plan 2020 (1998)**

The Wisconsin Bicycle Transportation Plan 2020 sets forth three initiatives for bicycle transportation in Wisconsin: 1) a plan for improving conditions of bicycling, 2) clarification of the Wisconsin Department of Transportation's role in bicycle transportation, and 3) establishes policies for further integrating bicycling into the current transportation system. The Department of Transportation State Bicycle Plan does not currently identify any Priority Routes in the Town of Troy.

➤ **Wisconsin Pedestrian Policy Plan 2020 (March, 2002)**

This is a policy document created by the Wisconsin Department of Transportation that presents statewide and local measures to increase walking and promote pedestrian safety. The goals of the Plan are to increase the number and improve the quality of walking trips, reduce the number of pedestrian crashes and fatalities, and increase the availability of pedestrian planning and design guidance for state and local officials and citizens. The key State objective identified in the plan is to work with local governments and other interested stakeholders to increase accommodations for pedestrian travel to the extent practicable along and across State highways. There are no recommendations specific to Sauk County.

## 9.7 Analysis of the Existing Transportation Systems and Plans

As previously described, the Town of Troy's local transportation system consists of primarily local and county roads. It has been suggested that while these road systems are adequate, improvements to accommodate bicycle transportation should be considered along County Roads. Additionally, this plan recognized Black Hawk and Witwen as multi-use growth areas, both areas of which are located along County Roads. Thus, development



in these areas will be more than adequately served through the use of County Roads, which will, by their location, prevent additional traffic on local town roads.

**Table TR2: Community responses to efficiency and condition of roadways in the Town of Troy**

Question 33. Please provide your opinions to the following transportation						
	Strongly Agree (%)	Agree (%)	Disagree	Strongly disagree	No opinion	Percentage of Total Responses
The overall road network (roads, highways) meets the needs of the citizens	37.50%	58.04%	0.89%	1.79%	1.79%	8
The condition of the town roads is adequate for intended uses	30.36%	61.61%	6.25%	0.89%	0.89%	8
Biking and walking are important modes of transportation in the Town	8.11%	36.04%	26.13%	10.81%	18.92%	8
There should be expanded transportation services for the elderly	7.21%	39.64%	13.51%	7.21%	32.43%	8

Source: Town of Troy Community Survey Results

**Roadway Systems**

- **Maintenance**

As Sauk County currently has no plans to improve road networks within the Town of Troy within the next 4 years, it is assumed that the present roads of the Town are functioning efficiently and safely.

- **Traffic Volumes (2002)**

Currently, State Road 60 is experiencing the highest amount of daily traffic within the Town serving to transport approximately 1,500 vehicles. County Road B also carries a high amount of daily traffic reporting approximately 1,300 vehicles. Other County Roads within the Town range between 220 and 550 in daily traffic volumes.

- **Safety Concerns**

**Table TR3: Crash Statistics for Sauk County**

Crash Statistics: January – December							
	1998	1999	2000	2001	2002	2003	Average
Sauk County	1,849	2,080	2,227	1,930	2,110	2,234	2,039

Source: Wisconsin DOT

In terms of safety concerns identified with the existing road transportation system, recent upgrades to the State Highway system have done a great deal to improve the overall effectiveness and safety of the road network. Due to the relatively low amounts of traffic experienced by the road network within the Town of Troy, it is likely that accidents occur less frequently within the Town than on more major roads such as USH 12 and USH 14. See **Table T1 Traffic Accident Report, Town of Troy** for a complete description of traffic accidents from 2001 to 2004.

## 9.8 Transportation Goals, Objectives and Policies

**Transportation Goal:** Maintain and develop the Town of Troy's transportation infrastructure consistent with its rural character and to accommodate further recreational opportunities.

### Transportation Objectives:

- TO-1** Maintain good quality roads and bridges.
- TO-2** Identify and eliminate transportation problem areas (e.g. visual obstructions, full ditches, etc.)
- TO-3** Develop policies and procedures to address problem areas that cant be eliminated (e.g. shaded road where ice never melts).
- TO-4** Promote the upgrade of some existing roads to provide the opportunity for recreational use (e.g. bicycle routes)
- TO-5** Promote cooperation amongst the Town of Troy Board, adjacent townships, county and state transportation departments.
- TO-6** Identify opportunities for recreational trails within the township to promote the areas natural beauty (e.g. hiking/biking trails, canoe landing, etc)
- TO-7** Encourage the identification of transportation corridors that are adequate to support future development.
- TO-8** Promote cooperation with county agencies that provide services to people with special needs or disadvantages (e.g. Sauk County Commission on Aging).

### Transportation Policies:

- TP1-** Continue to maintain road quality by utilizing the Town Road Improvement Program (TRIP).
- TP2-** Continue to maintain bridge quality by utilizing the Road Improvement Program.
- TP3-** Promote the installation of caution signs when problem areas exist.
- TP4-** Consider utilizing the ISTEA program to provide funding for bike paths along existing roadways.
- TP5-** Appoint a Plan Commission to identify transportation corridors that are adequate to support future development.
- TP6-** Enforce town road weight limits, as conditions require.

- TP7-** Enhance safety and sight lines by keeping right of ways clear in areas where poor visibility exists.
- TP8-** Town Board shall consider the development of a committee to look into opportunities for creating recreational trails within the Town to promote the areas natural beauty.

## 10.0 Purpose

To assist the community in achieving its overall vision, including the protection of natural and cultural resources, agricultural operations, and the overall quality of life, the Town must interact with many agencies and governmental units. This interaction calls for an evaluation of the how the plans and decisions of Sauk County and neighboring local governments will affect the Town of Troy as well as how the Town of Troy's decisions affect neighboring units of government. Please refer to **Map 1-1 Regional Context** for a visual description of the Town and surrounding governments. In addition to neighboring jurisdictions, this chapter will also analyze the relationships of other governmental entities, including overlaying jurisdictions (like school districts and emergency service providers), regional, state and federal. This chapter will then identify issues and potential conflicts, along with opportunities, that the Town should consider concentrating intergovernmental cooperation efforts upon.

## 10.1 Current Plans and Planning Efforts

It is important for the Town of Troy to recognize the current and future planning resources available from both Sauk County and surrounding communities. This section recognizes the potential for cooperative planning efforts between the Town of Troy and other government entities concerned with the planning process including Sauk County, the Lower Wisconsin State Riverway Board, and neighboring Towns. The Town of Troy is bordered by the Towns of Franklin and Spring Green to the west, the Town of Honey Creek to the north, and the Town of Prairie du Sac to the East. To the south of the Town is the Wisconsin River, which is governed by the Lower Wisconsin State Riverway Board. Other State agencies that play important roles in the Troy area include the WDNR and WisDOT.

It is anticipated that the Town of Troy will be represented in the planning process for those Towns adjacent to the Town of Troy and that have elected to develop a Comprehensive Plan in the next few years. It is also anticipated the Town of Troy will participate in the development of the Intergovernmental Cooperation section of these Comprehensive Plans.

### ➤ Sauk County

The Town of Troy should continue to work with Sauk County, particularly with the development of options related to land use and land division, which can aid the Town with the implementation of their Comprehensive Plan policies. Furthermore, the Town should continue to work with Sauk County and adjacent communities to ensure that the integrity of Troy's Comprehensive Plan is not compromised by neighboring community choices and decisions until such time that such communities have a Comprehensive Plan which compliments Troy's and vice versa.

At such time when Sauk County develops the countywide Comprehensive Plan, it is important that the Town of Troy be part of that process to ensure that the integrity of their plan is not only upheld, but also embraced as a unique plan developed by and for the community.

With regard to land division, land use and agriculture related questions, residents and Town officials are encouraged to build upon the working relationship with various County Departments particularly with the Sauk County Planning & Zoning and Land Conservation Departments as these departments administer the majority of county ordinances and programs that affect the Town.

➤ **Lower Wisconsin State Riverway**

This agency is responsible for making planning and land use decisions for lands adjacent to and within view of the Wisconsin River. The Lower Wisconsin State Riverway Board administers a system of "performance standards" which are designed to protect the aesthetic integrity of the Riverway. Permits are required for structures, timber harvesting, utility facilities and other activities. A number of activities are now prohibited within the Riverway. However, most activities associated with an agricultural operation are exempt from the new regulations. The Department of Natural Resources is responsible for administering a land acquisition program within the project boundaries.

➤ **Town of Franklin Comprehensive Plan (2003)**

The Town of Franklin with the assistance of the Sauk County Planning and Zoning Department developed and adopted a Comprehensive Plan in accordance with Wisconsin Statutes 66.1001 in June, 2003. Prior to the development of this plan, the Town was under the guidance of its 1987 Land Use Plan. The Town of Franklin Comprehensive Plan allows the Town to guide growth, development, and preservation and includes precise guidelines for plan implementation, future review and amendments. Important aspects of this Plan include the 'Whole Farm Plan', which is a guide to landowners who want to develop new lots for residential housing while preserving some of the land for continued agricultural production or other non-development uses. This aspect of the plan is intended to ensure that new housing is placed outside of agricultural fields, environmentally sensitive areas, and also ensures that new housing does not detract from the overall character of the Town. Other highlights of the Plan include an option for landowners to create new lots of less than 35 acres at a specified density in exchange for the placement of a 20-year easement on a portion of the landowner's property.

➤ **Town of Spring Green**

Prior to the adoption of a Comprehensive Plan by the Town of Spring Green, land use in the Town was guided by its 1991 Land Use Plan. In the Town's recently adopted Comprehensive Plan, the Town has called for the continued use of the Resource Conservancy 35 zoning district to accomplish the goal of preserving the areas productive agricultural lands and bluff vistas commonly found in the driftless area of Sauk County. Development in the Town is directed to the southwest area of the Town, near the Kennedy Road area, as well as directly north of the Village in its sanitary district boundaries along STH 23. Additionally, the Plan is generally consistent with the Village's Plan in terms of additional infill development along the highway 14 corridor near the Village as well as plans for future industrial growth.

➤ **Town of Honey Creek Comprehensive Plan (2004)**

Prior to the adoption of the Town of Honey Creek Comprehensive Plan in 2004, the Town was under the guidance of the Town's Land Use Plan of 1999. In the Town's Comprehensive Plan, a density policy was set forth which clearly defined the number of credits a landowner could obtain based on acreage. Each credit could then potentially be used by the landowner to create a new lot of specified acreage while putting a portion of the land under easement for a period of 30 years.

➤ **Town of Prairie du Sac Master Plan Update (1999)**

The overall goal of the Town of Prairie du Sac Master Plan Update is to, "preserve agricultural land, protect farm operations, and maintain the rural character of the township." The Plan's protection includes four land use categories: Natural Resources (floodplains, wetlands, slopes over 12%), Agriculture Preservation (prime soils and existing agriculture uses), Rural Residential (existing residential uses) and Quarries. The Natural Resource areas are generally located in the southern portion of the Town and along creeks. Five areas of existing Residential Development are identified on the Land Use Map, including Harlow Acres, Rahl Road, Pine Acres, an area near the intersection of State Road 60 and Old Bluff Trail, and an area along Sauk Prairie Road west of USH 12. The Town does not intend to allow new residential subdivision or commercial/industrial uses in any other areas. Instead, these types of development are directed to locate in the Villages of Prairie du Sac or Sauk City or within parts of the joint extraterritorial area once annexed. The rest of the Town is for preservation with a minimum lot size of 35 acres. The Town expects to have a completed joint Comprehensive Plan with the Villages, in accordance with Wis. Stats. 66.1001, by year-end 2005 that is largely similar to their existing 1999 Plan.

## 10.2 Countywide Intergovernmental Programs, Plans, Agreements and Opportunities

➤ **Sauk County 20/20 Development Plan (1999)**

In 1999, the Sauk County Board of Supervisors adopted the *Sauk County 20/20 Development Plan*. The Development Plan is a policy document that presents a vision statement, goals, and policies on six major planning issues: community change, economic development, farmland preservation, housing, natural resources and transportation. By design, this plan does not contain a county future land use plan map. It is envisioned that individual town plans and other land use plan maps will comprise the various implementation chapters of the Development Plan. The 20/20 Plan also recommended that the County prepare comprehensive rewrites of its Zoning Ordinance and Land Division and Subdivision Regulations Ordinance to reflect the values of the Plan. It also recommended that the County study innovative land use approaches such as purchase of development rights (PDR), transfer of development rights (TDR), and conservation subdivision design as ways to preserve farmland and natural resource areas while respecting private property rights. Finally, the Plan recommends that the County adopt an erosion control/storm water management program, a groundwater protection program, and a highway access control ordinance. This Plan will remain in affect until the County completes its Comprehensive

Plan, which will follow, and thereby incorporate, the local municipality plans into one overall vision for the region.

In addition to comprehensive and land use planning practices, Sauk County also administers several ordinances that regulate land use within the Town of Troy. These ordinances serve as implementation tools for many of the policies spelled out within municipal plans. Examples of these ordinances include: zoning, floodplain, shoreland protection, land division/subdivision, tower citing, private sewage and nonmetallic mining reclamation.

➤ **Memorandum of Agreement concerning US Highway 12 between Middleton and Lake Delton, Wisconsin (March, 1999)**

The Memorandum of Agreement (MOA) is an agreement between Sauk County, Dane County, the State of Wisconsin, WisDOT, the Wisconsin Department of Natural Resources (DNR), the Federal Highway Administration (FHWA), the U.S. Environmental Protection Agency (USEPA), the U.S. Fish and Wildlife Service (USFWS), the National Park Service (NPS), and The Nature Conservancy (TNC). The agreement includes commitments and timeframes for Highway 12 improvements in Dane and Sauk Counties, protection of the Baraboo Range National Natural Landmark, farmland preservation and other natural resource protection. Specifically, the parties agreed to the following transportation system improvements:

1. "WisDOT and FHWA may proceed with a phased construction of a modified four-lane USH 12 in Dane County (between Middleton and Sauk City]..."
2. "WisDOT will exercise its authority to control and reduce access points along USH 12..."

The parties also agreed to the following:

1. The creation of two funds "to provide long-term protection of the nationally significant natural resources in the Baraboo Range National Natural Landmark (BRNNL) which may be impacted from the USH 12 project." The BRNNL Protection Fund "will contain \$5 million paid by WisDOT from state/federal transportation monies. "The Special BRNNL Stewardship Fund" will contain up to \$5 million of additional Stewardship Capital Fund dollars but will require a dollar-for-dollar federal/local/private non-transportation fund match..." Funding of \$250,000 each for Dane County and Sauk County for local planning assistance for "the towns, cities, and villages along the USH 12 corridor to use as they see appropriate to address growth-related issues." This is the funding source for this Highway 12 Corridor Growth Management Plan and future implementation projects to be determined.
2. The creation of the Sauk County Fund in which "WisDOT agrees to provide up to \$250,000 over a five year period in state/federal transportation monies to be used to establish and fund a program to purchase lands, scenic/conservation/agricultural

easements and/or development rights from willing sellers in Sauk County outside of the BRNNL"

➤ **Sauk County Highway 12 Corridor Growth Management Plan**

As part of the USH12 MOA, funding was provided to address growth related issues resulting from the expansion of US Hwy 12 from Middleton to Lake Delton. In Sauk County, the Highway 12 Local Planning Assistance Advisory Committee was formed. The committee consists of members of Sauk County, the Ho-Chunk Nation, and local governments along the Hwy 12 corridor. In March of 2002, the Committee hired a consulting firm to assist with the preparation of *Highway 12 Corridor Growth Management Plan*. The *Growth Management Plan* focuses on issues such as complimentary land use, preservation, access, economic development, and community image issues that arise as a result of the future Highway expansion. The planning process was completed in October of 2003, with the adoption by the Sauk County Board of Supervisors. The Plan includes an overall vision and detailed recommendations for the entire 24-mile Highway 12 corridor in Sauk County as well as a vision and recommendation for rural areas that may be affected by the corridor. Overall, the Vision for the rural areas seeks to direct large-scale development to the appropriate areas (namely within the incorporated municipalities and along USH 12 between Baraboo and Lake Delton) to protect the economic viability of farming, and the natural beauty and rural character of the area. The Plan also suggests tools and recommendations to achieve this vision. The Town of Troy was not a part of the Highway 12 Local Planning Assistance Advisory Committee, or part of the Plan's General Planning Area. While not in the Study area Troy may experience some indirect impacts from this and future Highway 12 expansions.

➤ **Sauk County Preservation Program**

Although not yet passed by the County Board, the proposed Sauk County Preservation Program is designed to protect important natural resources and agricultural land in Sauk County by the direct public acquisition of development rights from willing private landowners. The Purchase of Development Rights (PDR) is a concept employed in communities across the country in which a public agency (in this case, Sauk County) or a private non profit conservation organization compensates private landowners who voluntarily agree to permanently convey the right to develop their property for residential or commercial use. The rights are then "extinguished" by the acquiring agency, preventing any future development of the protected property. The purchase price for the development rights equals the "fair market value" (FMV) as determined by a professional appraisal that compares estimates of the unrestricted market value of the subject property against the restricted use value of similar, but otherwise undevelopable land (i.e., land which cannot be developed because of physical or legal constraints on its use). The difference between those two estimated values is the "fair market value" of the development rights, or the amount that Sauk County can legally offer to the landowner.

The purpose and terms of the agreement, including the respective rights of Sauk County to enforce the agreement and of the landowner to use the land, are detailed in a legal instrument called a Conservation Easement which is signed by the parties and recorded with

the Register of Deeds as part of the permanent land record for that property. Agriculture, forestry, recreation and other traditional uses of the land are typically permitted, within the parameters of approved soil and water conservation plans and/or forestry stewardship plans.

Sauk County has already implemented the Baraboo Range Protection Program (BRPP), to purchase development rights from willing sellers whose land lies within the boundaries of the Baraboo Range National Natural Landmark (BRNNL), as it existed in March of 1999. The BRPP is funded by a \$5M grant from the Wisconsin Department of Transportation. The BRPP is administered by the Sauk County Department of Planning and Zoning with oversight by the Baraboo Range Commission, a nine-member commission of the Sauk County Board of Supervisors.

The county-wide Sauk County Preservation Program is proposed primarily for the protection of important agricultural and other important natural resource areas throughout Sauk County outside the boundaries of the BRNNL. This effort will be partly funded by a WisDOT grant, partly by Sauk County, and partly by federal, state or private non-profit grants. Sauk County's Land Preservation Program is intended to support the County's Comprehensive Plan and local Comprehensive Plans by providing local towns with the means for permanently preventing the development of landscapes designated in these plans for agricultural, open space, wildlife conservation or recreational use.

#### ➤ **Various State, Regional or Local Transportation Plans**

Information pertaining to various transportation system plans is provided in the Transportation element of this plan. Please refer to that section for information on planning objectives and goals in terms of various modes of transportation that may impact the Town of Troy.

### **10.3 Municipal Intergovernmental Programs, Plans, Agreements and Opportunities**

As discussed in the Utilities and Community Facilities portion of this plan, the Town is party to several intergovernmental agreements including fire protection, emergency medical service, and school services. Please refer to the Utilities and Community Facilities chapter for additional information on these agreements.

#### ➤ **School Districts**

A majority of the Town of Troy is located in the Sauk Prairie School District, including the hamlets of Black Hawk, Witwen, and Cassel. Black Hawk Elementary, which serves the Town of Troy, is part of this school district. Parochial schools in the district include St. Aloysius (a Catholic school) in Sauk City, St. James (a Lutheran school) in Prairie du Sac, and Pleasant River (a non-religious school) also located in Sauk City. The western and southern portions of the Town are part of the River Valley School District. Programs and activities offered by these districts can be noted under Chapter 8: Utilities and Community Facilities. It is the intent of this Comprehensive Plan to continue an open and respectful dialog with

both school districts. Policy statements included in this chapter will serve to guide this dialog.

➤ **Fire and Ambulance Protection Program**

As identified in the Utilities and Community Facilities element of the plan, the Sauk County Sheriff's Department provides the Town of Troy's police protection. Fire protection and emergency medical services are provided to the Town, by way of an intergovernmental agreement, by three Emergency Service Districts: Sauk City, Plain, and Spring Green. Agencies providing service in these districts include the Plain Fire and Ambulance Service, Spring Green Fire and Ambulance Service, the Sauk City Fire Department, and the Sauk Prairie Ambulance Service. Intergovernmental agreements between the Town and these agencies include stipulations that the Town cover the costs of operation, staffing, maintenance, insuring, repairing, as well as the purchasing, acquisition, and housing of equipment as needed.

➤ **The Sauk County Development Corporation (SCDC)**

The SCDC provides the majority of economic development assistance for the Town. In establishing strong communications with the SCDC, the Town will have access to expert advice regarding available funding and resources that will assist both the Town and its citizens.

#### **10.4 Existing and Potential Opportunities for Intergovernmental Cooperation**

Several opportunities have been identified throughout this planning process that could improve the communication and intergovernmental cooperation both within the Town as well as with the neighboring or overlying governmental jurisdictions. They are summarized here to provide additional direction to the Town of Troy in terms of focusing their cooperative efforts.

- Preservation and enhancement of the Wisconsin River and its tributaries. The need for cooperative and effective storm water management is present.
- Preservation of the productive agricultural lands of the Town.
- Continued involvement and support of regional emergency services (fire, ambulance, police).
- Coordinated efforts between the Town and County in terms of developing additional park or community space.
- Development of Sauk County's comprehensive plan, recognizing and integrating local plans, and a comprehensive revision to the zoning ordinances.
- Coordination with adjacent municipalities to ensure that existing roads are adequately maintained and that future roadways provide interconnectivity.
- Continued involvement and support of the area's educational institutions, and particularly, provision of educational opportunities for the agricultural industry.
- Coordination of efforts on restoration and recreational enhancement of the Wisconsin River, to be inclusive of the Department of Natural Resources and the Lower Wisconsin State Riverway Board.

- Coordination with the Sauk County Development Corporation and other entities for additional economic development efforts in the Town of Troy, especially in relation to agricultural activities.

### **10.5 Intergovernmental Goal, Objective, and Policies**

In order to further and improve the relationships of the Town of Troy with various other municipal and/or governmental agencies, the following Objectives and Policies have been identified.

#### **Intergovernmental Cooperation Goal:**

To have better communication with the local and state governmental departments, including financial requests and mandates. To communicate and cooperate with adjoining townships with respect to roads and waterways.

#### **Intergovernmental Cooperation Objective:**

**ICO-1** The town desires better notification of expectations from local services and state regulations.

**ICO-2** Work to increase the efficiency of services to residents with local, state, and federal agencies with particular attention paid to rising costs.

**ICO-3** Enhance the future use of natural resource opportunities by cooperating mutually with state and county regulatory agencies

**ICO-4** Work with local, county and state officials to maintain and improve the quality of existing infrastructure, including the Black Hawk School

#### **Intergovernmental Cooperation Policies:**

**ICP-1** Town representatives should be receptive and vocal about how the electors of the township feel about the issues.

**ICP-2** Seek cooperation with the DNR with matters pertaining to managing the public property bordering the Wisconsin River.

**ICP-3** Continue to participate with the cooperative service agreements for fire and ambulance with Sauk City, (Sauk-Prairie for ambulance) Plain and Spring Green.

**ICP-4** Work with adjacent towns on possible grants aimed at improving the water quality of Honey Creek.

**ICP-5** Communicate with school officials about the importance of keeping Black Hawk School viable.

**ICP-6** The Town should continue to participate in the County WTA meetings.

**ICP-7** Investigate cooperation with adjacent municipalities due to the increased costs and training requirements of the elections.

**ICP-8** Investigate an opportunity to create public access to the Wisconsin River.

## 11.0 Purpose

The Land Use chapter of the Comprehensive Plan is one of the most important components of the plan, perhaps only second to the Implementation chapter, which establishes an action plan for the local municipality. Prior to the adoption of the Comprehensive Planning Law (Smart Growth) in 1999, many communities adopted what were termed 'Land Use Plans' or 'Development Plans', which reflected the goals of the community through specific land use related policies by way of ordinances, zoning and subdivision regulations. The Town's original Development Plan of 1986 provides a good example of this kind of 'policy driven' plan. A key result of this Development Plan was the adoption of the Exclusive Agriculture Zoning District, which allowed Town farmers to participate in the Wisconsin Farmland Preservation Program.

The Town of Troy's 1986 Development Plan represents the first community-wide planning document that addressed some of the broader issues affecting land use including the Town's agriculture, economic, residential and natural resources components. In adopting Exclusive Agriculture Zoning, the Town enacted a density of 1 house per 35 acres of land owned. The Plan also directed proposed residential development to be limited to near and within the historic hamlets of Black Hawk and Witwen.

The 2005 Town of Troy Comprehensive Plan takes the same approach as the 1986 Development Plan and recognizes the Town's individuality throughout the current and previous chapters. This Plan also recognizes that the goals, objectives and policies under each of the previous chapters directly or indirectly impact land use within the Town.

The overall purpose of the Land Use chapter within this Comprehensive Plan is therefore two-fold. First, like the 1986 Development Plan, this chapter serves to recognize policies addressed in previous chapters and to discuss how they impact land use. In doing this, the Town officially recognizes the direct relationship between chapter policies and land use decisions. Second, the Land Use chapter offers an opportunity to address issues that are specific to land use such as the current use of the land, land divisions, building permits, density policies, home siting requirements, and development guidelines to name a few.

### 11.1 Recent Development Trends

The issuance of new land use/building permits for single family residential construction in the Town of Troy has remained relatively constant during the last 14 years, experiencing a slight increase in the years 1998, 1999, 2001, and 2003. From 1990 to 2004, an average of 3.4 permits were issued each year for new single-family residential construction. During the same time period, only one commercial permit has been issued, that being in 1997. Even



though there has been a consistent, and by some standards, low rate of growth, future development pressures should not be overlooked. *Chart LU1 Number of Permits Issued (1990-2004)* depicts the relatively constant rate in overall development in the Town of Troy since 1990.

Assuming that the Town will experience an increase in growth, it will become increasingly important for town officials to direct growth to ensure the protection of family farms and significant natural resources.

**Table LU1 Number of Permits Issues (1990-2004)**

Land Use Permits Issued for New Construction in the Town of Troy								
Year	Residential					Commercial	Total Permits Issued for New Construction	Percent of Total Issued
	Single Family	Mobile Home	Total Permits Issued for Homesteads	Garage	Other			
1990	3	0	3	0	2	0	5	4.46%
1991	0	0	0	0	0	0	0	0.00%
1992	2	0	2	0	1	0	3	2.68%
1993	3	0	3	1	1	0	5	4.46%
1994	3	0	3	1	4	0	8	7.14%
1995	1	0	1	0	0	0	1	0.89%
1996	3	1	4	0	0	0	4	3.57%
1997	3	0	3	2	4	1	10	8.93%
1998	5	0	5	1	2	0	8	7.14%
1999	6	0	6	2	6	0	14	12.50%
2000	2	0	2	1	5	0	8	7.14%
2001	9	0	9	2	2	0	13	11.61%
2002	3	0	3	3	6	0	12	10.71%
2003	5	0	5	3	3	0	11	9.82%
2004	3	0	3	1	6	0	10	8.93%
<b>Total 1990 - 1999</b>	29	1	30	7	20	1	58	51.79%
<b>Total 2000-2004</b>	22	0	22	10	22	0	54	48.21%
<b>Total 1990 to 2004</b>	51	1	52	17	42	1	112	total
<b>Percent of Total Issued</b>	45.54%	0.89%	46.43%	15.18%	37.50%	0.89%	100.00%	Percent of Total Issued
<b>Average Issued Per Year</b>	3.40	0.07	3.47	1.13	2.80	0.07	7.47	Average Issued Per Year

Source: Sauk County Planning & Zoning

## 11.2 Current Population and Housing Density

Analyzing the population and housing statistics of a community is an important tool used in the comprehensive planning process, especially when examining land use. Through the analysis of current population and housing statistics, a density calculation can be determined for a particular community, which will provide additional insight into development patterns occurring in the Town. This type of calculation also provides background information from which the Town of Troy can build its future development policies and practices. In 2000, with a population of 773 persons and a land area of approximately 54.4 square miles and 34,820 acres, the Town of Troy's population density was roughly 14.2 persons per square mile or roughly 1 person per 45 acres.

A calculation can also be made to determine the housing density of the Town of Troy in 2000 by dividing the number of housing units (300) by the total land area. This equates to roughly 5.5 houses per square mile or approximately one home per 116 acres. A further breakdown of these densities based on development patterns and location will be analyzed later in this section.

## 11.3 Existing Land Use and Land Cover

Before land use decisions can be accurately and effectively made, a clear understanding of existing land uses in the Town must be developed. *Map 11-1 Landuse and Landcover* along with the following descriptors will aid in the understanding of the existing land uses in the Town.

- **Urban/Developed.** For towns, this area typically includes incorporated villages. Currently, the Town of Troy has no incorporated villages and only three unincorporated villages: Black Hawk, Cassell and Witwen. Due to this lack of development within the Town, no areas of high-density development currently exist.
- **Agriculture.** Areas classified as agricultural include land uses such as farming, farmsteads, and supporting activities. Also included in this category are rural single-family residential developments with low densities. Land included in this classification makes up approximately 36.8% of the total land area of the Town or approximately 12,842 acres.
- **Grassland.** Lands categorized as grassland include private and public lands that are undeveloped and also land not in agricultural or woodland uses. It should be noted that these lands often consist of prairie remnants that have been in existence since pre-settlement times or abandoned agricultural fields (known as old fields). These areas account for approximately 10.1% of the Town's land area, or roughly 3,528 acres of land.
- **Coniferous Forest.** This classification includes undeveloped lands that are primarily evergreen forest. Although unlikely, this land classification may also include rural

residential development with low densities. Land areas within this category represent approximately 1% of the Town's total land area, or approximately 363 acres.

- **Deciduous Forest.** Land classified as deciduous forest includes undeveloped private and public lands that are primarily hardwood forest. This classification may also include areas of low density residential development. Encompassing approximately 37.1% of all land area (roughly 12,935 acres) this is the largest land use category in the Town.
- **Open Water.** This classification includes areas identified as lakes, ponds, perennial streams etc. The open water classification accounts for around 1.7% of the total land area, or approximately 593 acres.
- **Wetland.** Areas encompassed by this category consist of hydric soils that are not characterized by standing water and are reflective of flood fringe areas like marshes and low lying stream bank areas. Wetlands account for approximately 12.2% of the Town's area, or approximately 4,244 acres.
- **Barren.** Lands within this category have typically supported mining activities or other human activity, which has left the ground in an infertile state. Barren lands are also reflective of different types of soil classifications, which are incapable of supporting plant growth, or that may be characterized by exposed rock formations. Land classified as barren accounts for less than 1% of the total area, or approximately 311 acres.

#### 11.4 Higher Density Development

Currently, higher density developments (defined as lot sizes of 2 acres or less) are concentrated within the hamlets of Black Hawk and Witwen. In addition, the areas of Cassell, Troy Village and Round River Trail (all along STH 60) also have historic development patterns at a much higher rate than the Town's average density. The policies in this plan set forth opportunities for limited new residential development with higher density rates in two areas, namely the area lying directly east and west of the Black Hawk School as well as the area located along Cassell Road in Section 35, as depicted on *Map 11-7 Future Land Uses*. The remaining lands in the Town of Troy are therefore subject to the density policy provisions contained within this chapter for any new residential development.

#### 11.5 Lots of Record

In the Town of Troy, a 'lot of record' is defined as a land area designated on a plat of survey, certified survey map, or described in a conveyance recorded in the Sauk County Register of Deeds. Being recorded in the Sauk County Register of Deeds office ensures that a 'lot of record' complied with the zoning laws in existence when the property was originally divided and/or recorded but which may no longer comply with the current minimum land area within the applicable zoning district. Within Troy a 'lot of record' is described as a land area under single ownership that is less than 35 acres and which existed prior to the adoption of Exclusive Agriculture zoning by the Town of Troy in September 1986. Such land area may be utilized to provide space necessary for one main building and its accessory buildings or uses. *Map 11-2 Lot of Record* shows the location of existing lots of record in the Town. It is estimated that approximately fifty (50) lots of record currently remain available for

development that are not affected by other regulatory laws (i.e. floodplain). (Please note that no claims are made to the accuracy of this map.) Prior to issuing any permits for building on these lots, verification of their 'lot of record' status should be made with the Sauk County Planning & Zoning Department.

## 11.6 Existing Development Patterns

### ➤ Historic Hamlets of Black Hawk, Witwen, and Cassell

Remnants of the early beginnings of the Town of Troy can be seen in several places throughout the Town still today. Although some of the early settlements like Wilson Creek, Harrisburg and Plum Landing are for the most part unnoticeable today, the hamlets of Black Hawk, Witwen and Cassell still remain. Of these remaining hamlets, Black Hawk and Witwen are still characterized by a higher density traditional neighborhood lots ranging mostly from .25 acres to 1 acre in size and situated along county highways.



The Town's 1986 Development Plan called for additional development to be located in and around these two historic hamlets. However, the areas are greatly limited due to several environmental restrictions like floodplains and wetlands. As a result of the environmental restrictions as well as input received throughout the planning process, it was decided that any additional new development within these hamlets should be based on the Town's clustering (PUD) program utilizing the Town's primary density policy explained later in this chapter, with attention paid to the proximity of floodplain areas as well as access to existing Town or County roads.

### ➤ Rural Areas

In 1986, along with the adoption of the Exclusive Agriculture Zoning District as a component of the Farmland Preservation Program by the Town, came a requirement that in order to build a new house, a minimum of 35 acres was required, unless the lot was preexisting. This requirement is still in place today. The 35-acre



minimum lot size was originally adopted by the Town as a means to discourage development in areas utilized for agriculture production as well as reduce the potential number of new houses that could be built in the Town so as to minimize conflicts between ag and non-ag residents. Historically, applying a 35-acre minimum lot has been successful at regulating development as can be seen from the relatively low number of lots being created and houses being built in the Town. This regulation has and, to a certain degree, continues to preserve the rural landscape, areas of agricultural use, and important natural resources within the

Town. However, with household incomes increasing throughout the region, large parcels of land are becoming more affordable for a greater percentage of the population in Sauk County. Overtime, 35-acre lots have become a more appealing option in contrast to traditional subdivision developments for residents and workers not involved in agribusiness. Thus, while the 35-acre requirement is continuing to be somewhat effective in controlling development within the Town of Troy, in the future, an alternate strategy appears to be warranted.

The potential ineffectiveness of the 35-acre minimum lot size can be seen not only in the Town of Troy but also in many surrounding Towns, especially those experiencing more significant population growth and increasing housing pressures. An increased demand for residential development in an agriculture-based Town would not only result in the loss of agriculture land but could also cause conflict between new residents and nearby rural farming operations. From an environmental and natural resources perspective, the 35-acre minimum lot size has caused an increased number of land divisions within environmentally sensitive areas where housing may be detrimental to the protection of critical habitat. Rural housing may also serve to introduce a variety of exotic invasive species that could further degrade plant and animal habitat.

In order to continue land preservation within the Town, the planning process has identified alternate land use scenarios that may help to better understand how land use will affect the Town in the coming years. Due to some of the potential downfalls of the 35-acre minimum lot requirement, alternate options such as a Planned Unit Development (PUD) and Cluster Development were discussed. These options will be discussed in further detail later in this chapter.

### **11.7 Alternative Land Use Scenarios and Density Policies (Rural Areas)**

As part of the planning process, discussions took place to identify both the strengths and weaknesses of the 35-acre minimum lot size and to propose workable alternatives that could address these potential weaknesses. This process took place through a formal decision process, through open public forums, and included general discussion by the Comprehensive Plan Committee throughout the planning process.

The Committee first developed three land use scenarios that aided in stimulating conversation concerning the issue. A description and summary of the discussion regarding each of these scenarios is as follows:

- **Scenario One:** One house per 35 acres (see also *Map 11-3 One house per 35 acres*). Scenario One references the current approach of 1 house per 35 acres. This scenario was utilized to illustrate the potential capacity of the Town of Troy if the entire Town was divided into 35-acre lots. This capacity represents a density of one house per 35 acres owned. It must be noted, however, that not every landowner will be willing to parcel his or her land into 35-acre lots. It must also be recognized that even if all land in the Town of Troy were divided into 35-acre parcels, not all of these parcels would have road access, which may prevent residential development.

- **Scenario Two:** One house per 40 acres clustered (see also *Map 11-4 One house per 35 acres Clustered*). Scenario Two is similar to scenario one, with a density is one house per 40 acres instead of 35 acres. However, in the clustering option, each new home is clustered on a 1-5 acre lot instead of on the current 35-acre minimum lot size. This scenario would serve to address some of the concerns raised in Scenario One in that development credits may now be located in relation to road access. Also, there is an increased potential for landowners to be willing to sell lots of less than 35 acres. In giving the option to landowners to sell off smaller parcels instead of their entire land ownership, farm operations are more likely to remain viable throughout the Town.
- **Scenario Three:** This progressive density policy is quite different from that of Scenarios One and Two. In this Scenario, the density policy would require additional credits to establish homes in the Town based on a 40 acre density base. One house would be allowed for the first 40 acres (whether it be for an existing house or a new one), a second house would be allowed for an additional 40 acres. However, in order to construct a third home, the landowner would need 80 acres in addition to the eighty utilized to establish the first two homes. This third home, in essence, would utilize two density credits based on a forty-acre density. This density policy is better explained by *Table LU2* below. (see also *Map 11-5 Progressive Scale*).

**Table LU2 Town of Troy Density Policy Calculation Table**

Size of Property (in acres)	Density Policy applied to acreage	Clustered Density Credits size required)					(lot Large Lot Size
		1st	2nd	3rd	4th	5th	
40-79	40	1-5 ac.	N/A	N/A	N/A	N/A	≥ 40
80-159	40/40	1-5 ac.	1-5 ac.	N/A	N/A	N/A	≥ 40/≥ 40
160-319	40/40/80	1-5 ac.	1-5 ac.	1-5 ac.	N/A	N/A	≥ 40/≥ 40/≥ 80
320-639	40/40/80/160	1-5 ac.	1-5 ac.	1-5 ac.	1-5 ac.	N/A	≥ 40/≥ 40/≥ 80/≥ 160
640-1279	40/40/80/160/320	1-5 ac.	1-5 ac.	1-5 ac.	1-5 ac.	1-5 ac.	≥ 40/≥ 40/≥ 80/≥ 160/≥ 320

Through the planning committee's examination of these scenarios coupled with the overall planning process, it became evident that the 1 house per 35 acre lots (Scenario One) was not the preferred option. Concerns were expressed that Scenario Two would lead to too much development through the application of a clustering program and that the potential adverse impacts on the community's rural character, the ability to farm, and the Town's diverse natural resources were all primary reasons that this scenario was also not supported. Scenario Three utilizes a progressive density policy that in effect reduces the number of new housing opportunities from 600 to roughly 400 when couple with the existing lots of record discussed previously. Through numerous discussions and committee voting, the Comprehensive Planning Committee agreed that a progressive density policy as depicted in *Table LU2 Town of Troy Density Policy Calculation Table* is appropriate for the Town.



## 11.8 Town of Troy Density Policy

As noted in the previous section, it must be emphasized that the density policy developed by the Comprehensive Plan Committee, utilizing input from Town residents and landowners, aims to represent the opinions and needs of all residents and landowners. It is true that some residents in the Town believe that land should not be developed or divided at any cost and some who believe they should have the opportunity to divide or develop unencumbered by policy or regulation. The decision to develop and select the density policy outlined in **Table LU2** was achieved by means of a super-majority vote of Committee members. The exceptions to this rule included the area identified as a transition area near the Black Hawk School, lying south of School Road and east of CTH C (2-acre density) and the area identified as a transition area near Cassell (20-acre density) as depicted on **Map 11-7 Future Land Uses**. In all other cases, the density policy for the Town is as provided for in **Table LU2**. The Town of Troy's Density Policy is based, in part, on the County's minimum density of 1 house per 35 acres of ownership under the Exclusive Agriculture Zoning District. In light of this, an appeals process will be developed as a component to the creation of development guidelines to give special consideration to "short 40s" (35 to 40 acres). The Committee also voted that the Town should utilize the clustering program being developed by Sauk County that will allow the creation of smaller lots based on this density policy by utilizing Sauk County's Planned Unit Development program. In return for the creation of lots utilizing the clustering program, an easement will be placed on a remaining portion of the original farm/parcel based on the Town's Density Policy and will be held in joint by the Town of Troy and Sauk County for a minimum of 25 years. Finally, it was determined by the Committee that farm consolidations would count towards the density policy. Concerning the amount of time between land divisions, the Committee voted unanimously for one division in a five-year period. However, it was also agreed upon that the Town would provide a process whereby landowners could request the ability to create more than one small lot at one time based on the following policy: 2 divisions=10 year time period and 3 divisions=15 year time period. A more detailed account of the land use and density policies is provided at the end of this chapter.

### ➤ Amendment to the Town of Troy Density Policy

The Town may deem future amendments to the Town's density policy appropriate from time to time. To ensure that any future density policy amendment adequately recognizes the needs of all residents, this plan recommends the action of a major comprehensive plan amendment. This means that in order to amend the density policy, a steering committee representative of citizens of the town must be reconvened. At that time, the steering committee will be responsible for acquiring feedback from Town residents and landowners to utilize in the decision making process. The amendment process is more precisely defined under **Chapter 12 Implementation**.

## 11.9 Zoning Classifications

The Town of Troy adopted county zoning in July 1969. From 1969 to 1986, the Town of Troy was primarily zoned Agriculture (general) until the Town adopted Exclusive Agriculture zoning in 1986 in accordance with their first Development Plan. Both of these

efforts were in accord with the County's Ag Preservation Plan, which then allowed the Town to participate in Wisconsin's Farmland Preservation Program. Please refer to **Map 7-3, Town of Troy Ag Preservation Plan Map**. The Town has not experienced significant pressures for rezoning since the adoption of the Development Plan. As a result, the Town's current zoning map closely mimics the Town's Zoning and Land Use Map adopted in 1986 as a component of the Development Plan. **Map 11-6 Zoning Districts** and **Map 11-1 Land Us and Landcover** depicts the current zoning and proposed land uses in the Town of Troy. It should be pointed out that the hamlets of Black Hawk and Witwen were unfortunately rezoned to the Exclusive Agricultural district as well. This plan also sets forth directives and policies which will allow the existing non-conforming properties to be rezoned to another more appropriate zoning designation to bring them into zoning conformance. This will be discussed under the next section.

### 11.10 Future Land Uses

Envisioning future land use is part of the process of projecting future trends and determining the demand that will be placed on lands within a community. In order to study the demand of future land uses in Troy, two potentially different scenarios were considered. The first scenario utilized population projections over time to analyze future land use specifically looking at **Population Projections**, which are noted under **Chapter 3 Population Inventory and Analysis**. The second scenario took into account assumptions that the reconstruction of U.S. Highway 12 and other driving market forces will have a noticeable impact on future land use (especially residential development) within the Town. The second scenario was determined to be more useful from a planning standpoint, and as result, it was decided to utilize the information from **Tables IA28 & IA29** to consider future development needs for the Town. Future land uses are broken down into residential, commercial, agricultural, and natural resources.

#### ➤ Future Residential Land Uses

To briefly review, the population in Troy went from 867 to 773 from 1990 to 2000 a decline of 94 persons. It is expected, however, that the population of the Town will increase to between 820 and 880 persons by the year 2025, an increase of between 6% and 14%, with somewhere between 60-100 new homes constructed. The completed 4-lane U.S. Highway 12 corridor which will make available a 30 minute commute to the City of Madison's west side must also be taken into consideration when predicting future residential development. Although the potential impact of this corridor to the Town of Troy and to Sauk County as a whole is not known, it is surmised that the population growth will most likely resemble one of the higher population projections (see **Chapter 3 Community Inventory & Analysis**). The possibility of cluster developments and conservation subdivisions within the Town may also bring additional development to the Town.

With this background in mind, for the next 20 years the Town will likely experience scattered rural residential development and growth similar to the previous 20 years. The primary diversion from this trend may include development within vicinities of Black Hawk and Cassell. Recognizing the need to plan for future growth areas, this Plan envisions and directs a greater amount of growth to occur in these areas as compared to the other parts of the

town. However, this plan also clearly recognizes the historical drop in population and uncertainty of population growth in the future and thus recognizes that it is not appropriate to designate a greater portion of lands within the Town for residential use as this practice may lead to land speculation and artificial jumps in population not appropriate for a community of this size. Thus, according to **Map11-7 Future Land Uses**, these areas are identified as future growth areas with the understanding that changes of land use, most typically for residential uses, will only be made when a clear need for housing is demonstrated. This is then also indicative of the set densities for the two proposed areas – Cassell with a 20-acre density and the Black Hawk site with a 2-acre density. It is unclear as to how many people will be added to the town and what average household sizes will be in the future, however the Town can be certain that growth will occur and that the town is unlikely to see a drop in population in the next 20-year timeframe. Based on the projections mentioned in Chapter 3 of this plan, and taking into account the nature of land speculation and landowner choice, this plan provides residential policies and planned uses that could provide a potential housing market of 3 to 4 times that which is called for in terms of actual projections. For the purposes of planning, this approach seems reasonable.

#### ➤ **Future Commercial Land Uses**

Future commercial development in the Town of Troy is primarily directed to areas adjacent to or within Black Hawk and Witwen. Commercial development in Black Hawk and Witwen may be a critical component in redeveloping these areas into traditional hamlets, acting as a support and service center for the Town's agricultural community while also providing opportunities to take advantage of the tourism market. Without community patronized and supported commercial development, the Town runs the risk of developing these areas into 'bedroom' or residential only communities, which then places a greater strain on providing necessary services.

The Comprehensive Plan envisions that future development be primarily service and retail orientated and include business that serve the agricultural community and local stores that primarily serve residents in the hamlets and rural areas. Developments supporting tourism, arts and entertainment, and lodging were also indicated as acceptable in the Community Survey. As residents have expressed their interest in developing Black Hawk and Witwen into mixed-use developments, the development areas expressed by **Map 11-7 Future Land Uses** incorporates future mixed-use areas. It is envisioned that these areas utilize a new zoning district, most likely the Rural Community zoning district currently under development by Sauk County, to remove the nonconforming status of many of the properties in these hamlets and to allow reinvestment and entrepreneurship.

#### ➤ **Future Agriculture Areas**

Predicting future areas of agriculture land use proves more difficult than defining future land uses adjacent to the hamlets of Black Hawk, Witwen, and Cassell as the location of agriculture land is influenced largely by soils types and productivity while also impacted by



local policy (i.e., 1 per 35) as well as market forces relative to rural residential development. The establishment of a density policy coupled with cluster development options offers a viable alternative to the conversion of agricultural into 35-acre residential lots. This plan has previously identified agriculture and farming within the town as vital to maintaining the rural character and economic vitality of the Town. Without land use alternatives to the 35-acre regulation, such as cluster development, the Town may run the risk of losing what it's residents hold dear, it's fertile agricultural valleys mixed with wooded bluffs that combine to make up a large part of it's rural character. It is important that the Town, along with the Sauk County Planning and Zoning Department, continue to explore land use options that emphasize the protection of agriculture and large-block forested lands while still allowing for residential development. The protection of farmland should be based, in large part, on soil types and topography as shown in *Map 6-1 Land Capability Classification* and *Map 6-2 Prime Farmland Slope Delineation*.

### ➤ Future Natural Resource Areas

The development of significant natural resources such as contiguous forested blocks, prairie remnants, stream corridors, micro habitats and the like are largely influenced by local policy as well as market forces. As in the protection of agricultural lands, the establishment of a density policy coupled with cluster development options offers viable alternatives for the Town in opposition to the conversion of natural resource areas into 35-



acre residential lots. As expressed in the Community Survey and throughout the planning process, preserving significant natural resources is a high priority in the Town. Protecting the Town's natural resources will rely on programs that aim to assure continued protection such as regulations put in place by the Lower Wisconsin State Riverway within the Town and the utilization of conservation easements, forest management programs, cluster development and conservation subdivisions. However, as in the protection of agricultural land, the protection of natural resources will rely heavily on the application of a local density policy and future build-out scenario that aims to protect identified natural resource areas as can be seen in *Map 7-1 Environmentally Sensitive Areas*. In general, areas adjacent to the Wisconsin River and Honey Creek contain a variety of wetlands, floodplains, and areas of hydric soil that have been identified as requiring the highest level of natural resource protection and any future local policies will need to reflect this designation. However, it remains equally as important to afford a level of consideration and protection to all areas containing significant natural resources within the Town.

### ➤ Smart Growth Areas

Smart Growth Areas are statutorily defined as areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practical. Also defined as Smart Growth Areas are those areas that will encourage efficient development patterns that are both contiguous to existing development and at densities, which have relatively low municipal, state governmental and utility costs. Based on

this definition along with the inventory and analyses conducted through this planning process, the primary smart growth areas have been identified as the lands lying within the hamlet of Black Hawk and Witwen as well as the lands adjacent to the Black Hawk School. Again, these lands have been identified as potential development areas on *Map 11-7* as well as transition areas on *Map 6-3*. These areas were designated as “smart growth areas” in consideration of their respective locations to major roadway corridors, proximity to existing developments, ability to be potentially served in the future by community utility systems, in recognition of historic development patterns, proximity to other existing infrastructure and community facilities. Due to these factors as well as consideration given to agricultural productions, the three locations were determined to be the areas most appropriately referred to as “smart growth” areas, although there may be several environmental factors to address before development is possible.

A more practical approach for encouraging the specified amount of development or redevelopment in these areas is summarized below. It is necessary to point out that the adoption of this comprehensive plan is not a mandate, but rather an indication to property owners within the areas specified as to what their options may be should they choose to pursue them. In addition, the Sauk County Planning and Zoning Department is currently developing a new zoning district referred to as “Rural Community”. This zoning district has been designed to recognize the mixed land use patterns of rural hamlets and to provide a zoning designation that can be applied consistently to these historic development areas consistently. It is intended that this district will be utilized, at a property owner’s request, to foster the development or redevelopment of mixed land uses within the hamlets in a manner that is consistent with the guidelines that have been developed as described above.

- First, upon the adoption of the Comprehensive Plan, the Town Plan Commission will begin to develop guidelines and specific neighborhood plans for each hamlet with input from residents of each hamlet.
- Second, upon the adoption of the develop guidelines and specific neighborhood plans for each hamlet area, landowners may petition to have their respective lands rezoned to the Rural Community District. It should be noted that when the Town adopted exclusive agriculture in 1986, the hamlets were included in this zoning. The result was the creation of nonconforming lots inclusive of existing residences, businesses, etc. with improper zoning designations and, therefore nonconforming uses. Rezoning of lands to the Rural Community District will remove this nonconforming status and will also facilitate the development or redevelopment of these areas according to the specific neighborhood plans.
- Third, the specific neighborhood plans will be implemented. As development proposals come forth, each will be evaluated for its compatibility to the respective neighborhood plan. Each proposal will also require approval by the Town of Troy and, in most cases, by the Sauk County Board of Adjustments should the proposed use be other than residential

### 11.11 Natural Limitations to Building and Site Development

#### ➤ Areas adjacent to Black Hawk, Witwen, and Cassell

Future development in and adjacent to the hamlets of Black Hawk, Witwen, and Cassell does not come without its limitations. Both Witwen and Black Hawk are located adjacent to Honey Creek and are surrounded with a variety of wetlands, floodplains, and areas of hydric soil (see *Map 7-3 General Floodplain Areas* and *Map 7-1 Environmentally Sensitive Areas*). Cassell is located directly north of the Wisconsin River and just outside the floodplain of the River (see *Map 7-3 General Floodplain Areas*). However, several rare and/or endangered species are also known to exist in the area so careful consideration must be given to any development proposals there. Given these limitations, it appears that most likely location for additional development may best be adjacent to the Black Hawk School building on School Road, with the historic hamlets providing a limited amount of additional development, as can be seen in *Map 11-7 Future Land Use*. Additionally, the properties within Section 35 and lying east of State Highway 60 in the Cassell area will be considered for clustering utilizing a 20 acre density instead of the Town's overall density as outlined in *Table LU2*. This will recognize the area for development but still afford a level of protection to the natural resources found in the vicinity.

#### ➤ Rural Areas

Development in the rural areas is limited primarily by septic suitability for private on-site wastewater treatment system (septic system) in addition to areas of hydric soils, wetlands and open water. Large areas within the Town Troy along Honey Creek and the Wisconsin River include expansive wetland complexes, which present a sizable limitation to development. Other areas of the Town have been identified as containing steep slopes, which also pose significant limitations to development relative to exposed or near surface bedrock limiting basements, septic system development and well drilling, and erosion. Rural limitations are best represented in *Map 7-1 Environmentally Sensitive Areas*, *Map 8-1 Septic Suitability*, and *Map 8-2 Alternative Septic Suitability*. Another tool which can be utilized to aid in the defining appropriate areas for development is soil classification, *Map 7-2 General Soils*, which provides an understanding of the productivity of certain soils as well as their limitations from a development standpoint. This map works in conjunction with the *1977 Sauk County Soil Survey*, which describes each soil type and its respective limitations to dwelling and road building. The maps also indicate soil productivity, which is a major factor for preservation under the Sauk County Ag Preservation Plan. In addition to these limitations, access will be another factor that is considered when drafting new development guidelines for the Town of Troy.

### 11.12 Land Use Goals, Objectives and Policies

#### Land Use Goal:

Protect and enhance farming, recreation, and areas of historic or community significance to strengthen the township's rural character while preserving its natural resources.

**Land Use Objectives:**

**LUO-1** Preserve the rural character and integrity of land use for the Town of Troy for present and future generations.

**LUO-2** Establish policies to determine the number of residential homes which can be built in the Town.

**LUO-3** Promote cooperation and open communication between ag and non-ag based residents in order to foster working relationships and a positive community identity.

**LUO-4** Develop siting standards for the overall physical development of the Town that preserve agricultural lands, farming operations, contiguous forested blocks, and significant natural resources as well as the rural character of the Town.

**LUO-5** Discourage unsightly land uses to preserve the town's scenic rural landscape and overall quality of life.

**LUO-6** Encourage landowners in the Town to participate in programs that protect and restore stream banks and help maintain or enhance forested bluffs, prairie communities, wetlands, and other sensitive areas.

**LUO-7** Establish new programs that allow a greater flexibility in agri-business development to ensure the preservation of the Town's rural landscape and agricultural tradition.

**LUO-8** Consider the rezoning of lands in the hamlets of Witwen and Black Hawk that will allow a greater flexibility for non-farm or ag-service development in agreement with the Town's vision and overall goal statements.

**LUO-9** Maintain the rural and cultural character of the Town by implementing programs that maintain and preserve historical buildings and sites within the Town

**LUO-10** Strive to preserve and improve the infrastructure within the Town to meet the needs of the residents now and in the future.

**Land Use Policies related to the Town's Density Policy:*****The Town of Troy Shall:***

**LUP-1** Offer cluster development as an option to exclusive agriculture zoning density (minimum 35 acre lot) in accordance with the following density plan as well as applicable Sauk County regulations

Size of Property (in acres)	Density Policy applied to acreage	Clustered Density Credits (lot size required)					Large Lot Size
		1st	2nd	3 <sup>rd</sup>	4th	5th	
40-79	40	1-5 ac.	N/A	N/A	N/A	N/A	≥ 40
80-159	40/40	1-5 ac.	1-5 ac.	N/A	N/A	N/A	≥ 40/≥ 40
160-319	40/40/80	1-5 ac.	1-5 ac.	1-5 ac.	N/A	N/A	≥ 40/≥ 40/≥ 80
320-639	40/40/80/160	1-5 ac.	1-5 ac.	1-5 ac.	1-5 ac.	N/A	≥ 40/≥ 40/≥ 80/≥ 160
640-1279	40/40/80/160/320	1-5 ac.	1-5 ac.	1-5 ac.	1-5 ac.	1-5 ac.	≥ 40/≥ 40/≥ 80/≥ 160/≥ 320

**LUP-2** Provide that no part of the Town’s Density Policy (LUP-1) shall become effective until such time that Sauk County officially adopts the respective Ordinances to permit the creation of small lots. This means that the minimum requirement of 35-acre lots will be enforced under the Exclusive Agriculture Zoning District. Density credits afforded to a parcel shall be calculated on the date of adoption of respective County Ordinances to permit the creation of small lots. This date is: \_\_\_\_\_.

**LUP-3** Apply the Density Policy to all landowners in all circumstances except those properties included within the **High Density Zone 1** or **High Density Zone 2** areas as identified on *Map 11-7 Future Land Uses*.

**LUP-4** Provide for the purpose of clarification, that the Density Policy shall also apply to any proposed farm consolidations within the Town of Troy.

**LUP-5** Award density credits only to those parcels that are legally buildable. Parcels that are completely encompassed by the floodplain, or that cannot be legally accessed, will not be awarded a density credit.

**LUP-6** Provide for an appeals process to afford equitable treatment in the event that a landowner is negatively affected by the application of the Town’s Density Policy due to the ownership of a “short” 40 (s).

**LUP-7** Establish the Density Policy for High Density Zone 1 as 1 per 20 acres. The Density Policy for High Density Zone 2 shall be no greater than 1 per 2 acres.

**LUP-8** Consider the division of a parcel into lots in accordance with the Town’s Density Policy for the purpose of transfer of ownership, shall be limited to not more than 1 lot in a 5 year period. However, the Town shall provide an appeals process to allow landowners to combine possible splits together under one plan with the following restrictions: 2 divisions in a 10 year period, or 3 divisions in a 15 year period. The creation of more than 3 lots in a 15 year period shall be considered a subdivision under this Plan. Subdivisions shall only be permitted within the **High Density Zone 2** as identified on *Map 11-7 Future Land Uses*.

**LUP-9** Appoint a Plan Commission that will be charged with the tasks of preparing Development Guidelines (home siting standards). Prior to initial implementation and/or

amendments to the guidelines, the Town shall seek legal counsel review of the policy and all related documents, including this Plan. Pending the results of this review, changes may be incorporated, and the policy and all supporting documents will be adopted as one or more ordinances. This may also include amendments to the existing *Town of Troy Driveway Ordinance*.

**LUP-10** Determine that any proposed amendment to an already adopted Town of Troy Density Policy be considered a major amendment and shall require the reconvening of a Committee representative of all people and interests in the Town of Troy who will review the amendment and determine if the proposed change is consistent with the Vision, Goals, Objectives and Policies of this Plan. This Committee, upon agreeing to make an amendment, will make a recommendation to the Town's Plan Commission who will consider a recommendation to the Town Board for final approval. See also *Chapter 12 Implementation* for detailed procedures relative to amending the Town's Density Policy.

**LUP-11** Provide that lands remaining after the application of the Town's Density Policy as part of a Cluster Development PUD be identified as a Planned Unit Development Preservation Area on which an open space easement will be placed. Said easement may be held by the county and town, or an outside land trust, for a specified period of time. At a minimum, this easement will continue for 25 years and may automatically be extended provided that the Town's Density Policy remains the same or becomes more restrictive. Should the Town's Density Policy become less restrictive, the original 25-year easement may be removed to permit additional lot creation. Under this scenario, removal of the easement will only be permitted on or anytime after the sunset date of the easement (sunset date being defined as 25 years after the recording date of the original easement.) All easements will be legally recorded as an official document with the Sauk County Register of Deeds.

**LUP-12** Ensure that lots created as the result of the application of a Density Policy will not be permitted further divisions unless additional credits are utilized.

**LUP-13** Apply the Density Policy consistently between large land transfers and clustered lots. Any large land transfers in the Town of Troy will automatically carry with them the number of afforded credits, thereby equaling reducing the number of credits remaining on the original parcel of land. For example, a 160 acre property currently would have three credits under this policy. Upon an 80-acre transfer to a successive land owner, the two credits under the density policy will also automatically transfer with the 80 acres, leaving only one additional credit for the remaining 80 acres.

**LUP-14** Consider the approval of assisted living facilities and duplexes or zero-lot line housing units (twin-homes) within the hamlets of Black Hawk, Witwen and within the High Density Zone 2 area identified on **Map 11-7**. In terms of this provision, the establishment of duplexes or twin-homes will require the use of two density credits.

**Other Land Use Policies:**

**LUP-15** Recognize that all policies noted in this Plan are intricately related to land use and further recognize that the Town shall follow all policies when making decisions about the Town's future land use.

**LUP-16** Guide the location of future development away from prime agricultural lands and established agricultural operations as well as environmentally sensitive areas.

**LUP-17** Direct the appointed Plan Commission to develop guidelines limiting and/or setting standards on development adjacent to historic buildings and other historic or culturally significant sites in the Town of Troy.

**LUP-18** Consider non-ag economic development opportunities that reflect and enhance the Town's rural character as well as provide alternative income sources for its residents consistent with the goals and policies of this plan, and specifically the Economic Development and Agriculture Chapters.

**LUP-19** Continue to utilize Exclusive Agricultural zoning as its base zoning district, thereby preserving open enrollment of the Farmland Preservation Tax Credit program as well as providing clear intent to the general public about the Town's support of agricultural operations now and in the future.

**LUP-20** Upon review of land division proposals and changes in land use, it is the intent of this policy to ensure that both the Town's Plan Commission and Town Board review and incorporate this Plan's Vision, Goals, Objectives and Policies into each decision.

**LUP-21** Aid Sauk County with the development and implementation of a Planned Unit Development Ordinance so as to permit the creation of small lots in Troy.

**LUP-22** Direct any and all subdivision development as defined by this Plan and the Sauk County Land Division and Subdivision Regulation Ordinances to the area identified within this plan near the Black Hawk School.

**LUP-23** Support Sauk County with the development and adoption of a Rural Community Zoning District which will recognize Black Hawk and Witwen as traditional rural community centers that include a mix of residential, commercial and farming uses which service the surrounding community as well as provide varied housing options. This new district will allow non-conforming land uses to regain their conforming status, thereby allowing for expansion, rehabilitation and economic reinvestment in the Town of Troy.

**LUP-24** Direct and assist the hamlets of Black Hawk and Witwen with the development of neighborhood plans so that property owners may pursue the use of the Rural Community Zoning District or a similar zoning district when available. This process is further explained within this Chapter. Once plans have been developed and adopted, the Town will consider rezone requests for **existing lots** at the property owners discretion in Black Hawk and Witwen. Approval actions will be accurately maintained on an officially adopted zoning map

to be kept on file with Sauk County and incorporated into the Town's Comprehensive Plan as an update to **Map 11-6 Zoning Districts**.

**LUP-25** Require that any new lots created as a result of the application of the Town's Density Policy and clustering program, in the hamlets of Witwen and Black Hawk, front on an existing Town or County Roadway for not less than 40 feet. In accordance with Sauk County's Floodplain Zoning ordinance, this access must be considered dry-land access.

**LUP-26** Direct the proper siting of rural residences so as to minimize the demand for infrastructure improvements and where practical require shared driveways. This may include the establishment of a land rating system where the soil characteristics, natural resources, and physical features of the land are taken into account when determining appropriate areas for development.

**LUP-27** Create a Town Land Division Ordinance to reflect the Town's Density Policy and Cluster Development PUD option once adopted or amended.

**LUP-28** Develop application forms and venues for various development permitting processes for the Town as well as a guide to assist applicants with accurately completing said applications for consideration by the Town Plan Commission and Town Board.

**LUP-29** Until such time that any Town Ordinance is developed as an implementation tool, any policy in this Comprehensive Plan, adopted as an Ordinance, will take precedence.

**LUP-30** Support stewardship efforts within the Town and encourage the use and compliance with individual soil conservation plans. As part of this environmental effort, the Town will promote the cooperation with and partnership of private landowners, government agencies, conservation groups and land trusts.

**LUP-31** Utilize CREP and other water resource management programs to promote watershed protection along the Wisconsin River and Honey Creek.

**LUP-32** Develop guidelines for visible land uses such as quarries, stripping of top soil, mining, etc., in order to preserve the Town's scenic beauty

**LUP-33** Support public and private efforts to upgrade the infrastructure of the Town, including but not limited to the internet, wireless communications, alternative sources of energy ("green power"), roadways, recreational trails and parks, and the use of community wells and septic.

## Implementation

### **12.0 Purpose**

A number of the policies in this Comprehensive Plan will not be automatically implemented and follow-up actions will be required for the Plan to become a reality. An example includes the development of hamlet master plans, or inclusion of information in a town newsletter. However, by default, many of the plan policies have been developed in such a manner that by themselves they provide specific guidance to the Town with every day decision-making. Thus, the Town of Troy Comprehensive Plan takes on two roles. One of these roles provides for everyday guidance for decision making by the Town, whereas the second role provides specific guidance or direction to carry forth projects which when completed will serve to aid the Town with the full realization of its Vision, goals and objectives.

This section is meant to provide guidance as to the general process of adopting the Comprehensive Plan as well as more specific detail as to how and when amendments will be made to the Plan. This section also provides a 'timeline of implementation' of all policies in the plan as well as recommendations, where needed, as to who will be implementing these policies. This section also defines the suggested implementation role of the Plan Commission, Town Board, and the 'Comprehensive Plan Implementation Committee' and establishes an Official Map in accordance with State Statutes.

### **12.1 Plan Adoption**

The Town of Troy Comprehensive Plan must be adopted in such a manner, which recognizes a commitment to implement each policy within this Comprehensive Plan. The Plan itself will also be adopted as an ordinance, which will allow the Town to enforce its vision, goals, objectives, and policies. The Town has also included all of the basic elements of Comprehensive Planning and has achieved all fourteen goals of the 'Smart Growth' legislation.

In addition to this achievement, during the development of this plan, an extensive public participation component was included which ensured numerous opportunities for residents and landowners, as well as neighboring governments to give input. This opportunity, along with the recognition that the Town of Troy Comprehensive Plan Committee consisted of people from all interests and backgrounds, ensured that a plan was developed by the people and for the overall good of the Town. The public participation component of the planning process is summarized in Appendix B: Public Participation.

To coincide with the adoption of the Comprehensive Plan, the Town will utilize its 5-member Plan Commission. It is the intent that this Plan will be reviewed by the Plan Commission with a recommendation forwarded onto the Town Board for final Town approval. Upon Town approval, the Plan will be forwarded onto the Planning, Zoning and Land Records Committee for recommendation to the Sauk County Board for acceptance and inclusion within the County Comprehensive Plan and finally be submitted to the State of Wisconsin, Department of Administration.

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

The Town should regularly evaluate its progress towards achieving the policies in this Comprehensive Plan, and amend and update the Plan as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the Plan.

### **➤ Plan Monitoring**

The Town should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendation/policies of the Town of Troy Comprehensive Plan. More specifically, for each proposal that comes before the Town, any recommendation by the Town's Plan Commission and final action by the Town Board should reference any and all plan policies utilized as part of the review and decision making process. This reference may come in the form of a resolution or minutes officially adopted by the Town.

### **➤ Plan Amendments**

Amendments may be deemed appropriate or necessary in the years following the adoption and implementation of this Comprehensive Plan. Amendments are generally defined as minor or major. Minor amendments generally include changes to maps or general text. Major amendments are defined as any change to plan policies, thus major amendments will require, at a minimum, a public hearing to garner input from the community regarding the amendment(s). Any amendment to the Plan must be adopted by Ordinance according to the procedures outlined in Wis. Stat. §66.0295(4).

### **➤ Plan Update**

The State comprehensive planning law requires that the Comprehensive Plan be updated at least every ten years. As opposed to an amendment, an update is often a substantial re-write of the Plan document and maps. Further, on January 1, 2010, "any program or action that affects land use" will have to be consistent with locally-adopted comprehensive plans- including zoning and subdivision ordinances, annexation, and transportation improvements. Based on these two deadlines, the Town should update its Comprehensive Plan before the year 2014 (i.e., ten years after 2004). The Town should also monitor any changes to language or interpretations of State law throughout the life of the Comprehensive Plan.

## **12.3 Role of Implementation**

### **➤ Town Board**

The Town Board will provide for general oversight of the Plan Commissions activities relative to enforcing and monitoring the Comprehensive Plan. The Town Board will also consider any current proposals and ensure that they are consistent with this Plan as well as consider Plan Commission recommendations for such proposals.

### ➤ **Plan Commission**

It is intended that the primary body responsible for the implementation of this Comprehensive Plan be the Plan Commission. Implementation by the Plan Commission will take two forms. The first form comes with the utilization of the Comprehensive Plan for everyday decision-making. It is also recommended that the Plan Commission take the role of identifying policies within the Plan to support their decision/recommendation to the Town Board. The second form of implementation recognizes the role of the Plan Commission to monitor decisions and potential conflicts of the Comprehensive Plan as it applies to implementation and applying the policies within it to development proposals. This work should be based on the premise that this Committee will be the ‘work-horse’ behind the implementation of many Plan policies.

## **12.4 Implementation Timeline and Recommended Courses of Action**

### **Top Implementation Priorities**

Below is a combined list of the most pressing implementation needs of the Town of Troy in order to successfully implement the newly adopted Comprehensive Plan. They are as follows:

1. Draft and adopt Development Guidelines that will provide greater detail in accomplishing the directives provided within this comprehensive plan and specifically with the siting of new development.
2. Update the permitting processes of the Town and/or adopt new ordinances that provide better direction to landowners wishing to build in the Town of Troy in conformance with the Town’s Development Guidelines.
3. Develop specific “Neighborhood Plans” for the hamlets of Witwen and Black Hawk relative to the application of the density policy, siting new development, creating architectural standards, preserving environmentally sensitive areas, eliminating transportation hazards, and planning for future infrastructure needs as well as other issues.
4. Develop and adopt a Town Driveway Ordinance in conformance with the Town’s Development Guidelines.
5. Support the creation and application of Sauk County’s proposed PUD ordinance amendment in collaboration with the Farmland Preservation Program to place a greater emphasis on the logical siting of new development and the preservation and protection of agricultural operations in the Town.
6. Support the proper siting of a new communication tower in the Town to improve radio capabilities for emergency services as well as increase cellular phone coverages.

## Implementation Timeframe and Responsibility

This section provides a summary of the actions that the Town should complete in order to implement this Comprehensive Plan. This summary has been broken down by each element and elements' policies to include a minimum recommended course of action and timeframe for implementation. In terms of the implementation timeframe, it should be noted that short term priorities should be accomplished within the next five years while long term priorities may be ongoing issues or issues that will take longer than five years to complete. Each policy has also been assigned a representative body charged with the primary implementation of the policy. An asterisk (\*) indicates those policies that are automatically implemented upon the adoption of the Town of Troy Comprehensive Plan.

### HOUSING

Policy	Implementation Timeframe	Representative Body
HP-1	Long Term	Plan Commission/Town Board
HP-2	Long Term	Plan Commission/ Town Board
HP-3	Long Term	Plan Commission/ Town Board
HP-4	Short Term	Town Board
HP-5	Long Term	Plan Commission/Town Board

### AGRICULTURE RESOURCES

Policy	Implementation Timeframe	Representative Body
ARP-1	Long Term	Plan Commission/ Town Board
ARP-2	Long Term	Plan Commission/ Town Board
ARP-3	Short Term	Plan Commission/Town Board
ARP-4	Long Term	Plan Commission/Town Board
ARP-5	Long Term	Plan Commission/Town Board

### UTILITIES & COMMUNITY FACILITIES

Policy	Implementation Timeframe	Representative Body
UCFP-1	Short Term	Plan Commission/Town Board
UCFP-2	Long Term	Plan Commission/Town Board
UCFP-3	Short Term	Town Board
UCFP-4	Long Term	Town Board
UCFP-5	Short Term	Town Board/Troy Residents
UCFP-6	Long Term	Sauk County P&Z/Wis DOC
UCFP-7	Long Term	Plan Commission/Town Board
UCFP-8	Long Term	Plan Commission/Town Board

### TRANSPORTATION

Policy	Implementation Timeframe	Representative Body
TP-1	Long Term	Town Board
TP-2	Long Term	Town Board
TP-3	Long Term	Town Board

TP-4	Short Term	Plan Commission/Town Board
TP-5	Short Term	Plan Commission/Town Board
TP-6	Long Term	Town Board
TP-7	Long Term	Plan Commission/Town Board
TP-8	Short Term	Plan Commission/Town Board

## ECONOMIC DEVELOPMENT

Policy	Implementation Timeframe	Representative Body
EDP-1	Long Term	Plan Commission/Town Board
EDP-2	Short Term	Plan Commission/Town Board
EDP-3	Long Term	Plan Commission/Town Board
EDP-4	Long Term	Plan Commission/Town Board
EDP-5	Long Term	Plan Commission/Town Board
EDP-6	Long Term	Plan Commission/Town Board
EDP-7	Long Term	Plan Commission/Town Board
EDP-8	Long Term	Plan Commission/Town Board
EDP-9	Short Term	Plan Commission/Town Board
EDP-10	Long Term	Plan Commission/Town Board

## NATURAL RESOURCES

Policy	Implementation Timeframe	Representative Body
NCRP-1	Long Term	Plan Commission/Town Board
NCRP-2	Short Term	Plan Commission/Town Board
NCRP-3	Short Term	Plan Commission/Town Board
NCRP-4	Long Term	Plan Commission/Town Board
NCRP-5	Long Term	Plan Commission/Town Board
NCRP-6	Long Term	Plan Commission/Town Board
NCRP-7	Short Term	Plan Commission/Town Board
NCRP-8	Long Term	Plan Commission/Town Board
NCRP-9	Short Term	Plan Commission/Town Board
NCRP-10	Long Term	Plan Commission/Town Board
NCRP-11	Short Term	Plan Commission/Town Board

## INTERGOVERNMENTAL COOPERATION

Policy	Implementation Timeframe	Representative Body
ICP-1	Long Term	Plan Commission/Town Board
ICP-2	Long Term	Plan Commission/Town Board
ICP-3	Long Term	Town Board
ICP-4	Long Term	Town Board
ICP-5	Long Term	Plan Commission/Town Board
ICP-6	Long Term	Town Board
ICP-7	Long Term	Town Board

**LAND USE**

<b>Policy</b>	<b>Implementation Timeframe</b>	<b>Representative Body</b>
LUP-1	Long Term	Plan Commission/Town Board
LUP-2	Short Term	Plan Commission/Town Board
LUP-3	Long Term	Plan Commission/Town Board
LUP-4	Long Term	Plan Commission/Town Board
LUP-5	Long Term	Plan Commission/Town Board
LUP-6	Long Term	Plan Commission/Town Board
LUP-7	Long Term	Plan Commission/Town Board
LUP-8	Long Term	Plan Commission/Town Board
LUP-9	Short Term	Town Board
LUP-10	Long Term	Plan Commission/Town Board
LUP-11	Long Term	Plan Commission/Town Board
LUP-12	Long Term	Plan Commission/Town Board
LUP-13	Long Term	Plan Commission/Town Board
LUP-14	Long Term	Plan Commission/Town Board
LUP-15	Long Term	Plan Commission/Town Board
LUP-16	Long Term	Plan Commission/Town Board
LUP-17	Short Term	Town Board
LUP-18	Long Term	Plan Commission/Town Board
LUP-19	Long Term	Plan Commission/Town Board
LUP-20	Long Term	Plan Commission/Town Board
LUP-21	Short Term	Plan Commission/Town Board
LUP-22	Long Term	Plan Commission/Town Board
LUP-23	Short Term	Plan Commission/Town Board
LUP-24	Short Term	Plan Commission/Town Board
LUP-25	Long Term	Plan Commission/Town Board
LUP-26	Long Term	Plan Commission/Town Board
LUP-27	Short Term	Plan Commission/Town Board
LUP-28	Short Term	Plan Commission/Town Board
LUP-29	Short Term	Plan Commission/Town Board
LUP-30	Long Term	Plan Commission/Town Board
LUP-31	Long Term	Plan Commission/Town Board
LUP-32	Short Term	Plan Commission/Town Board
LUP-33	Long Term	Plan Commission/Town Board

**12.5 Consistency Among Plan Elements**

The State Comprehensive Planning statute requires that the implementation element, “describe how each of the elements of the Comprehensive Plan shall be integrated and made consistent with the other elements of the Comprehensive Plan.” Preparing the various elements of the Town of Troy Comprehensive Plan simultaneously has ensured that there are no known internal inconsistencies between the different elements of this Plan.

### **12.6 Official Mapping**

As a part of this planning process, the Town of Troy has created an Official Map in accordance with the provisions of the State Statutes showing the location of future roads, park facilities, etc. This document is provided as **Map 12-1, Official Map**. Again, this map coincides and compliments the provisions contained within the City of Troy's Comprehensive Plan with a few exceptions where disagreements existed. Along with the adoption of this Plan by ordinance, the Official Map of the Town of Troy will also be adopted by ordinance and thereby become effective.

### **12.7 Annual Review of the Implementation Progress**

It is intended that prior to each annual meeting, the Plan Commission and Town Board jointly review the Vision, Goals, Objectives and Policies of this Comprehensive Plan to ensure that the Plan has been adhered to and to also ensure its continued implementation. This will be particularly important for those policies that do not have an asterisk (\*) which in effect are policies that require additional work as part of their implementation. It is also intended that at each annual meeting an update be provided which summarizes both how when policies of the Town of Troy Comprehensive Plan have been/will be implemented. This process of review and summary will also offer the Plan Commission and Town Board an opportunity to identify what policies may be implemented with the assistance of the Implementation Committee during the next year.