

CHAPTER 6

LAND USE

Introduction

Land Use is a central and important element of the Town's Comprehensive Plan. It is important to understand the unique aspects of the Town's Subdivision Ordinance, the Town's TDR program and their relationship with the County's zoning ordinance in order to see how these sets of regulations work together. They are the primary influence over where and how much cluster residential development, open space and agriculture exists and will exist within the Town.

Land Use Descriptions

The following is a list of the land use categories and descriptions used by the Town of Troy in this comprehensive plan:

- Residential: Areas with existing or platted residential development.
- Agricultural: Land used for agricultural practices.
- Residential–Agriculture: Areas suitable for future residential development or agricultural practices. (This category is used on the Future Land Use Map to depict both residential and agricultural land use.)
- Commercial: Areas where commercial development exists or may exist in the future.
- Institutional: Areas where public government and churches are located.
- Parks/Natural Areas: Areas set aside for town or neighborhood parks, natural areas, and private conservation areas such as golf courses.

These land use categories are not zoning classifications. The Town of Troy is currently under the jurisdiction of St. Croix County Zoning and this plan and map do not replace County Zoning (Appendix B).

The following is a more detailed description of each of these land use categories noted above.

Residential Land Use

Residential land is currently the second largest use of land in Troy. Residential land will increase and likely become the largest percent of land use in the future. As land is developed for houses, fewer acres of agricultural land will remain.

Agricultural Land Use

The Town of Troy is known for having some of the best soil in the nation for agriculture. Currently, agricultural land use makes up 58% of the total land in the Town. That number is rapidly changing as development pressure increases. With new development comes the opportunity of an economic incentive to preserve prime farmland through the TDR Program. This category also includes University of Wisconsin-River Falls Experimental Farm.

Residential-Agriculture Land Use

The Town's subdivision ordinance gives individual land owners a financial incentive to stay in farming or develop under the terms of the ordinance. Therefore, individuals determine the location of both future residential and agricultural land use. Consequently, the Residential and Agricultural categories were combined on the Future Land Use map to accommodate the uncertainty of where the specific land uses will be located.

The Town believes that new residential development will be directed towards hilly and forested areas. These areas have been previously identified in the Agricultural, Cultural, and Natural Resources Chapter (Map 2-2 and 2-8). Ideally, the flat productive farm areas of the Town will be preserved for agriculture.

Commercial Land Use

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

The Town expects that the new Radio Road/S.T.H. 35 interchange will create pressure for future commercial development in this corridor, so a commercial area (Primary and Fringe Commercial Corridor) has been identified on the Future Land Use Map to give a rough idea of where possible future commercial development might be allowed.

Institutional Land Use

Institutional uses include public resources within the Town. Institutional uses occupy approximately 0.2% of the community. The Town Hall is currently the largest use of land in this category. Other uses include a church and public utility towers.

Parks/Natural Areas Land Use

Open space is a desirable amenity for residents in rural areas. The Town of Troy has three Town parks (Glover Park, Cove Boat Ramp, and Pemble's Access) as well as, Camp St. Croix, Carpenter Nature Center, and Troy Beach. Subdivisions are required to provide open space, or conservancy areas where the land must remain undeveloped. The Open Acres under the Town of Troy Subdivision Ordinance are protected by conservation easements and allow for walking paths, nature trails, wildlife habitat, forests, prairies, parks, farmland, farmland buffers, and other similar undeveloped uses. Subdivisions are encouraged to create parks.

The future land use map does not depict future parks because exact locations will be decided as future developments dictate. However, the Town has estimates for their future park needs in their Park Plan.

Parks/Natural Areas occupy 3.6% of the land. The largest single use of this land, 291 acres, is the Carpenter Nature Center. Town parks make up 44 acres. This number will continue to rise as more parks are established.

Current Land Use Regulations and Characteristics

The Town's Subdivision Ordinance. The Town's Subdivision Ordinance ("SDO") establishes allowable residential lot sizes and densities in relationship to how land is zoned. Most of the land in the Town is zoned either agricultural-residential ("ag-res") or agricultural ("ag"). Land zoned ag-res has a minimum density of 1 lot per 3 acres, while the minimum density for land zoned exclusive-ag is 1 lot per 35 acres.

Much of the land in the Town has been zoned ag for more than 30 years, including land that arguably could be used for non-agricultural purposes. The large lot size for ag-zoned land and the expanding market in the late 1990s for residential lots near the Twin Cities metro area generated enough rezoning pressure from Town landowners seeking to take their land out of ag zoning for residential subdivision that the Town conducted a sustained planning process. As a result the SDO was revised to include certain key concepts and requirements, intended to preserve large landowners' residential use profit potential and at the same time permanently protect and preserve intact viable tracts of farmland and open space.

Current Land Use. The Current Land Use map (Map 6-1) shows parcel outlines and land uses in the Town after synthesizing the more numerous and complex zoning and tax roll-based land use categories into general categories intended to show the actual, current use of land in the Town. Vacant, platted lots and permanently preserved open space located inside subdivisions are shown as residential use areas on the map. Sending and receiving areas now involved in the Town's TDR program are shown for reference, with overlaid hash marks. TDR movement is established and made of record using recorded conservation easements and recorded TDR movement permits, creating public records that those requiring more precise or certain information are encouraged to investigate.

This inventory of current land uses provides the base for projecting future land use in the Town. Such a projection involves calculating lot or housing unit "build-out" totals that show the maximum number of residential lots or housing units that can be created in the Town, first taking into account the area of the Town and allowable lot densities and TDR regulations. Table 6-1 and Chart 6-1 show the area in the Town by use category, applying the categories shown in Map 6-1.

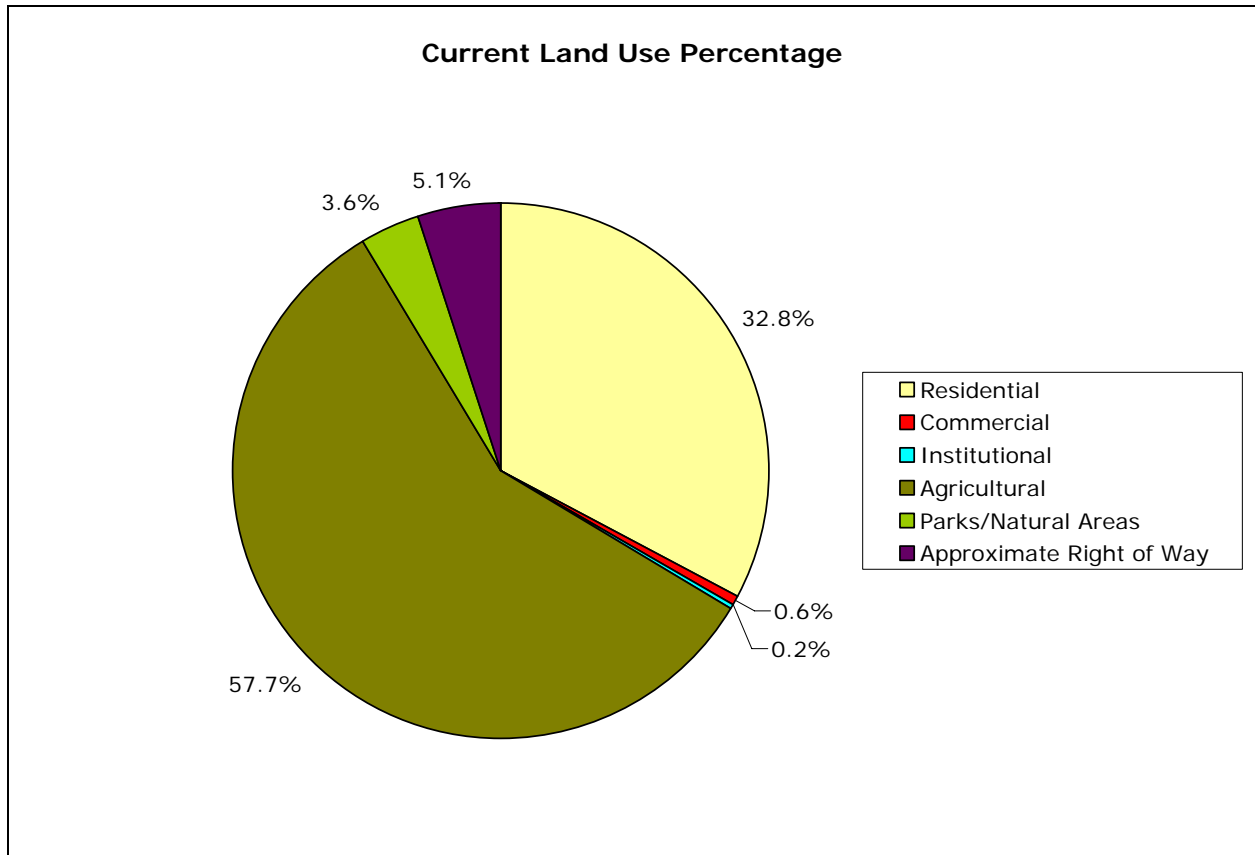
Table 6-1 - Current Land Use Classes/Acreage

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

Source: St. Croix County Parcel Mapping, Cedar Corporation

Residential and agricultural areas currently total 21,521 acres or 90% of the Town's land use.

Chart 6-1 Current Land Use Classifications



Source: Cedar Corporation

Future Land Uses (projected by 2025)

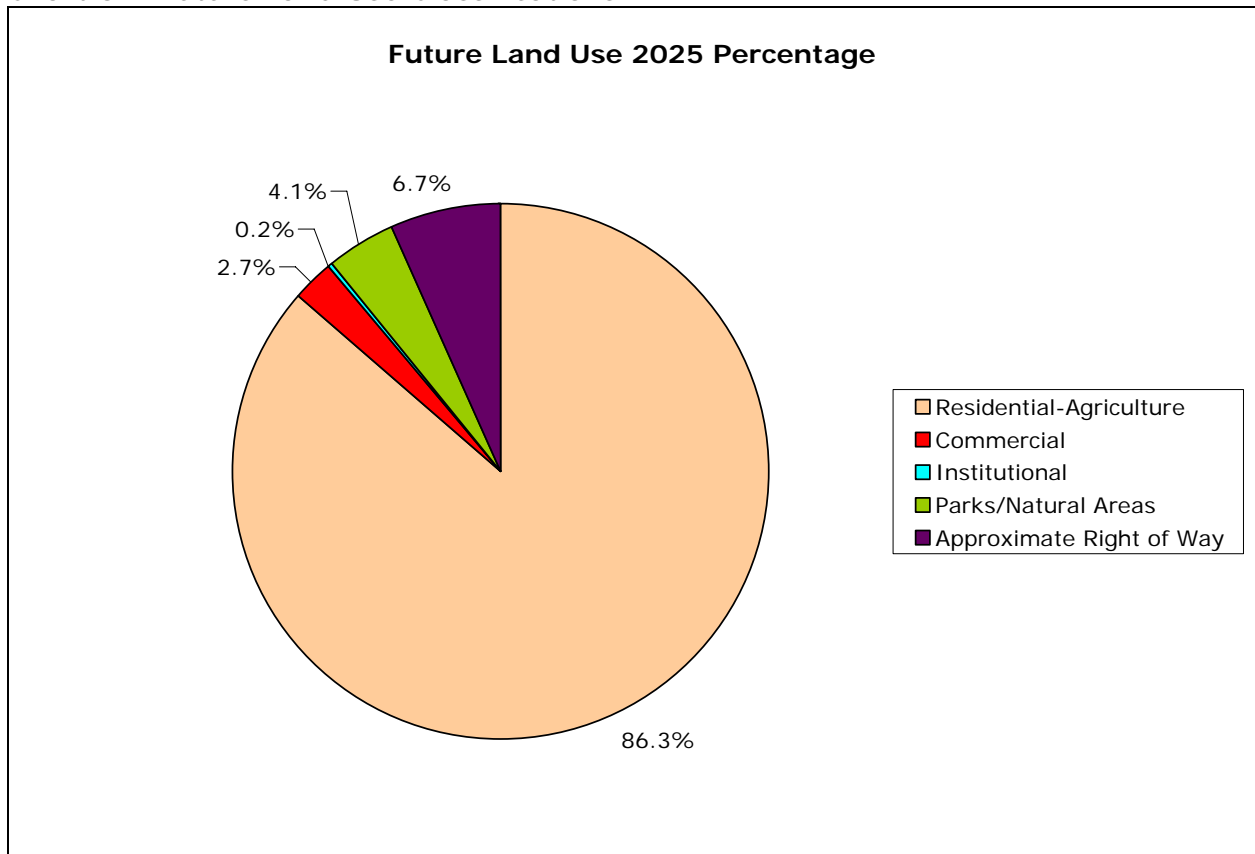
Table 6-2, Chart 6-2, and Map 6-2 depict the future land use projections for the Town of Troy for 2025.

Table 6-2 - Future Land Use Classes/Acreage

Future Land Use	Acreage	Percent of Total
Residential-Agriculture	20,564	86.3%
Commercial	633	2.7%
Institutional	47	0.2%
Parks/Natural Areas	966	4.1%
Approximate Right of Way	1,590	6.7%
Total	23,800	100.0%

Source: St. Croix County Parcel Mapping, Cedar Corporation

Chart 6-2 Future Land Use Classifications



Source: Cedar Corporation

Future land use projections are based upon the assumptions and requirements of the Town’s SDO and related programs, its long range plan, zoning in the Town, the inventory of existing undeveloped residential lots, existing land uses and the future plans for development and land use preservation in the Town. Future land use projections assume that a certain amount of commercial development will remain

and that more will be allowed in identified locations in the Town, and that the SDO's lot density requirements and TDR program will remain in place.

Map 6-2 generally depicts the areas and types of future, planned land uses and development in the Town. The area north of River Falls on either side of STH 35 is shown as an area for potential future commercial development.

Map 6-2 does not further differentiate between planned residential subdivision areas and areas being preserved for agricultural use, nor can it at the present time. The specific location of clustered residential subdivisions will be determined in the future by the affected landowners. Subject to the SDO's system of lot density requirements and with the assistance of a TDR program that facilitates removing development rights from farmland and that rewards that activity with the companion ability to transfer the development rights into residential subdivisions elsewhere in the Town for higher lot densities and smaller lot sizes than would be allowed without the use of development rights, landowners have choices and flexibility that they would not have without that ability to transfer some or all of the development rights associated with their land. Subject to the regulatory oversight of the Town's Plan Commission and Town Board, landowners can choose to develop their land, or some of it, or sell some or all of their development rights. Landowners can put some or all of their farmland under conservation easement and preserve it for open space and ag purposes and still receive a reasonable return on the development potential that most associate with land ownership. Decisions under these programs and affecting specific tracts of land will occur over time in individual, private transactions.

It is for this reason that Map 6-2 shows as "residential-agricultural" all areas of the Town not identified as commercial, institutional, or as parks/natural use areas. This residential-agricultural designation contains the existing residential and agricultural uses. Specific areas for future residential development and what will be preserved agricultural areas will all be located inside of this area and delineated as the landowners make development, preservation and TDR decisions affecting their property.

The Town of Troy can expect approximately 3,000 additional housing units at total build-out. Based on the current number of people per household (2.93) this would result in an additional 8,784 people. The total population of Troy at maximum build-out would likely be between 13,000 and 15,000 residents (Table 6-3).

Table 6-3 - Residential Build-Out Projections of Undeveloped Agricultural Land

Land Use	Acreage	Housing Units			Total Development
		Ag/Res	Exclusive Ag Farm Plan		
		3 Acre Density	40/60 Plan (40%)	40/60 Plan (60%)	
Agricultural (Zoned Ag Res)	1,271	424			424
Agricultural (Exclusive Agricultural)	11,030		368	2,206	2,574
Total	12,301	424	368	2,206	2,998
Based on 2.93 people per household, additional build-out population:					8,784
Current Population:					5,034
Approximate Total Future Population:					13,818

Source: St. Croix County Parcel Mapping, Cedar Corporation

*Note: In 2008, the Town had a surplus of over 500 residential lots either for sale or available for sale. Much of this land is currently farmed and was classified as Agricultural on the Current Land Use Map and in Table 6-1 (St. Croix County 2008 Real Estate Valuation Summary).

Table 6-4 illustrates the future land use needs of the Town of Troy in 5-year increments. Residential needs were calculated by taking the projected number of future households and multiplying that by the average acreage needs per housing unit (4.3 acres per household). All the future Residential Land Use was subtracted from the Agricultural Land Use. Future Commercial Land Use was also subtracted from the Agricultural Land Use. Based on the Transfer of Development Rights density requirements for commercial, it is estimated that there will be an additional 490 acres of commercial land at full build-out for a total of 633 acres.

Table 6-4 – Future Land Use Projections in 5-year Increments

Land Use	2008	2010	2015	2020	2025
Residential*	7,818	8,270	9,517	10,961	12,643
Change		452	1,247	1,444	1,682
Commercial/Industrial	143	150	200	380	633
Change		7	50	180	253
Agricultural	13,703	13,192	11,795	10,046	7,921
Change		-511	-1,397	-1,749	-2,125
Institutional	47	47	47	47	47
Change		0	0	0	0
Parks	866	891	916	941	966
Change		25	25	25	25
Right of Way	1,223	1,250	1,325	1,425	1,590
Change		27	75	100	165
Total	23,800	23,800	23,800	23,800	23,800

Source: Town of Troy Plan Commission, and Cedar Corporation,

*for projections, 4.3 acres average used per home

The above land use projections include, but do not break out, three important land preservation categories created through the Town's subdivision ordinance and

Transfer of Development Rights program. In 2025, it is estimated that the Town will have permanently protected nearly 2,400 acres of prime farmland through the voluntary Transfer of Development Rights program. Additionally, over 900 acres will be protected as farmable lots or preserved as conservation areas as a result of the application of the Town's subdivision ordinance to the development of agricultural land. The cluster provisions of the subdivision ordinance will also protect nearly 700 acres as "open acres" within subdivisions, including private parks and conservation areas. While 4,000 acres will have been protected by 2025, a "built-out" Troy will have permanently preserved over 10,000 acres of prime farmland, parks and conservation areas.

It is assumed commercial development will take place once the U.S. Highway 35 interchanges are all constructed and therefore, most of the additional acreages were added during the latter years of these projections.

Goals, Objectives, and Policies

Goal 1:

Encourage development in appropriate areas.

Objectives:

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

Policies:

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

Goal 2:

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

Objectives:

- Avoid land use conflicts.
- Work cooperatively and effectively with neighboring communities.
- Work towards incorporation as a Village.

Policies:

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

Goal 3:

Manage commercial development in limited areas to address pressure along the S.T.H. 35 corridor, north of the future Radio Road interchange.

Objectives:

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

Policies:

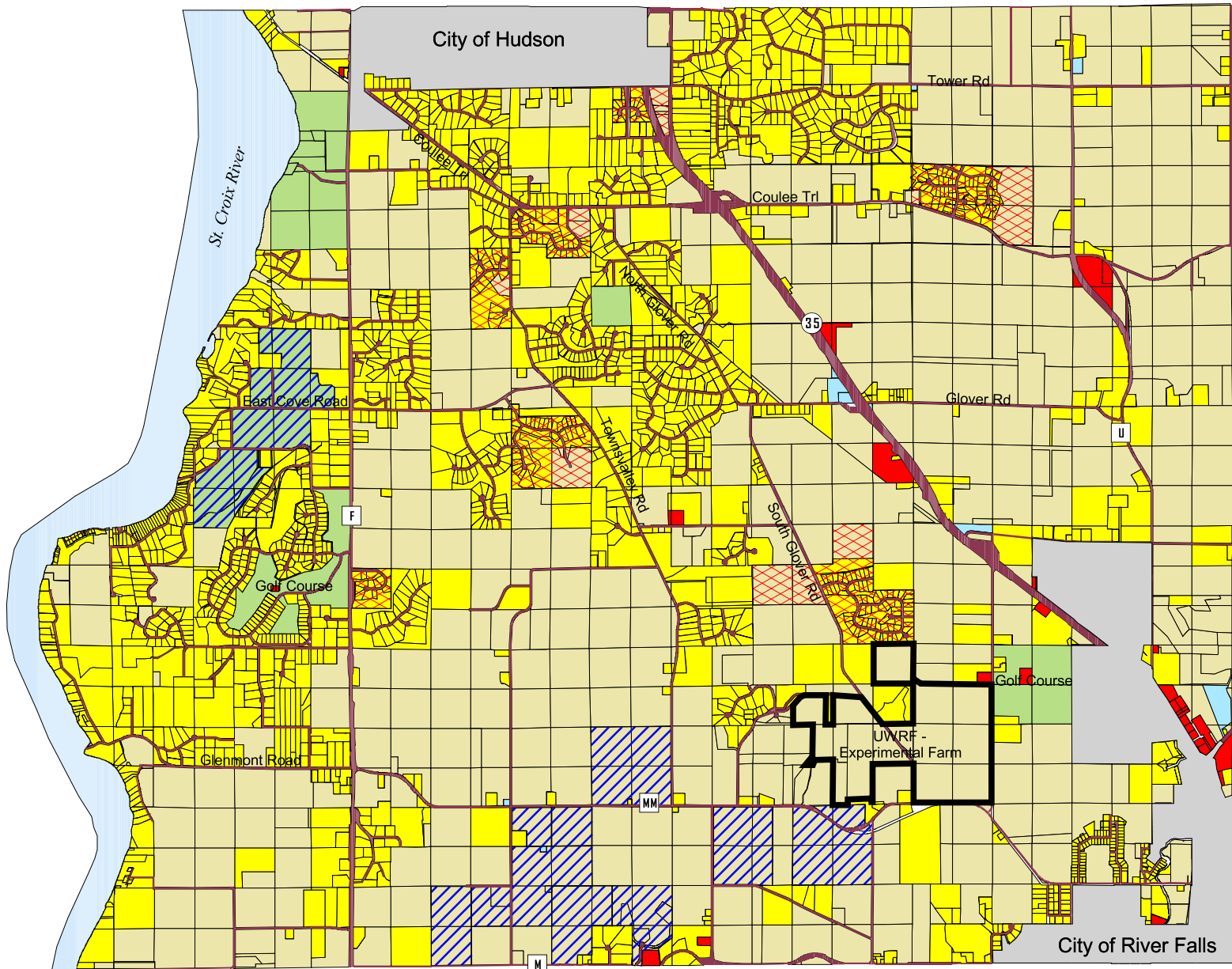
- Explore options to assume zoning authority for the Town.
- Explore a variety of options that protect the land management vision of the Town.

TOWN OF TROY

St. Croix County, Wisconsin

CURRENT LAND USE

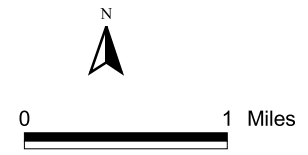
Map 6-1



Legend

- Adjacent Cities
- UWRF-Experimental Farms
- Roads
- St. Croix River
- TDR Sending/Receiving Area
- Receiving Area
- Sending Area
- Current Land Use
- Residential
- Commercial
- Agricultural
- Institutional
- Parks/Natural Areas

December, 2008



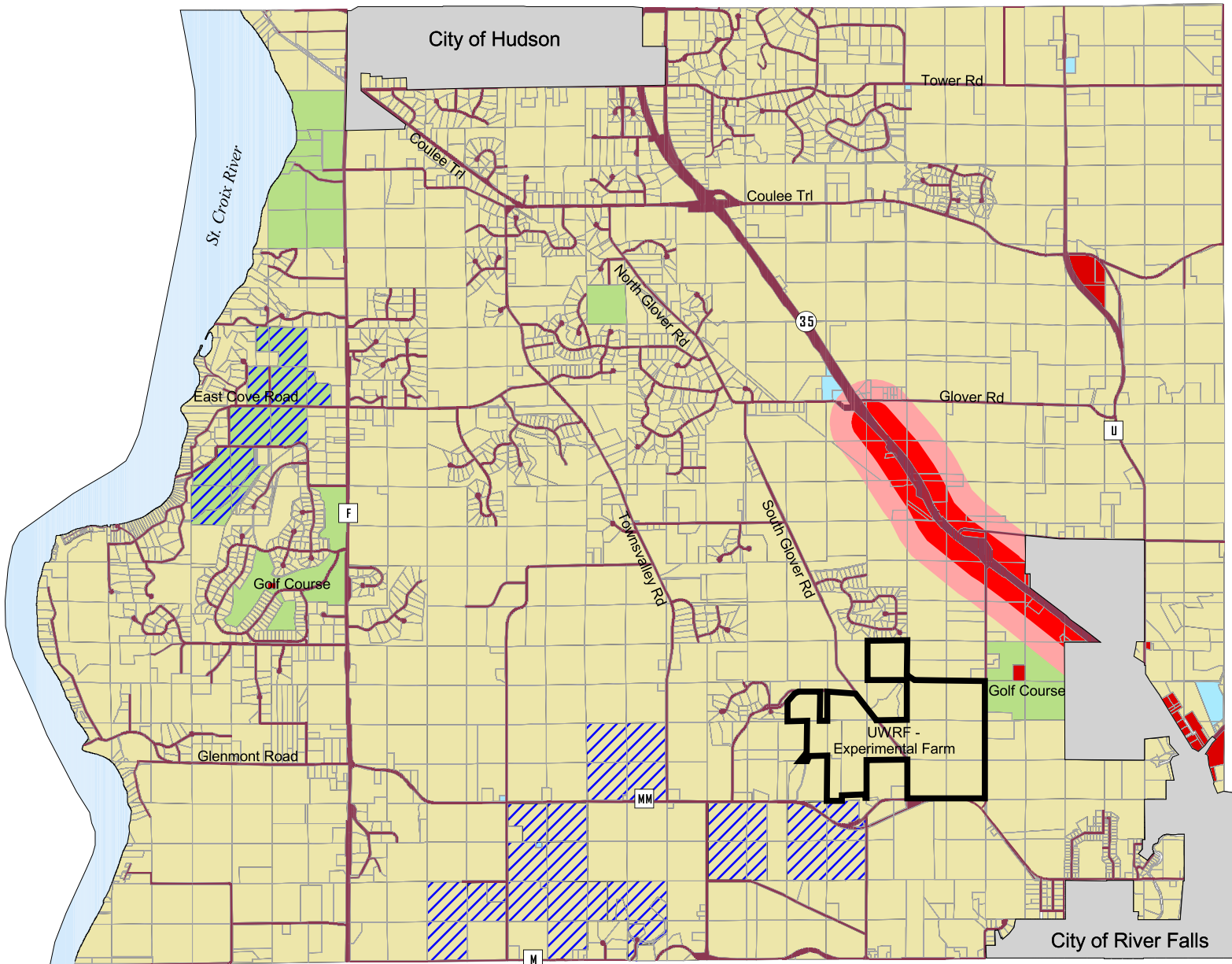
Source: St. Croix County Planning Department, NRCS, and Cedar Corporation

TOWN OF TROY

St. Croix County, Wisconsin

FUTURE LAND USE

Map 6-2



Legend

- Adjacent Cities
- UWRF-Experimental Farm
- Roads
- St. Croix River
- Future Land Use**
- Residential- Agriculture
- Institutional
- Parks/Natural Areas
- Historic Commercial
- TDR Sending Area
- Primary Commercial Corridor
- Fringe Commercial Corridor

December, 2008

Because growth is unpredictable, the locations of future Conservation Easements are not shown on Future Land Use Map.

Existing Conservation Areas (Sending Areas) are shown because they cannot be used for future development.

Conservation easements will be incorporated into future development according to the Town's Subdivision Ordinance.



0 1 Miles

